CITY OF
BAINBRIDGE ISLAND

City Council Study Session
Tuesday, April 21, 2026

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

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

Agenda

1. **Call to Order / Roll Call - 6:00 pm**

2. **Approval of Agenda / Conflict of Interest Disclosure - 6:05 pm**

3. **Regular Business**

   A. (6:10 pm) Receive Presentation on the 2023 Greenhouse Gas Inventory Report

   B. (6:40 pm) Discuss the Framework of an Interlocal Agreement with Kitsap Public Utility District Related to Water System Coordination on Bainbridge Island

   C. (7:05 pm) Receive 2025 Report and 2026 Workplan for the Climate Change Advisory Committee

   D. (7:20 pm) Receive Presentation on the Process to Update the 2020 Climate Action Plan

   E. (7:35 pm) Discuss and Provide Direction to the Planning Commission Based on the Requests from the April 9 and April 16, 2026, Planning Commission Meetings

4. **Committee Reports - 8:35 pm**

5. Adjournment - 8:45

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CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, April 21, 2026

Agenda Item: (6:10 pm) Receive Presentation on the 2023 Greenhouse Gas Inventory Report

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 30 Minutes

Recommendation:

I move to forward the 2023 Greenhouse Gas Inventory Report to a future business meeting for consideration of acceptance.

Narrative:
At the November 12, 2024, business meeting, City Council approved the agreement for Cascadia Consulting to perform an update to the City's greenhouse gas (GHG) inventory for the year 2023 and provide associated analysis and reporting. GHG inventories quantify the amount of greenhouse gas pollution produced by an entity—in this case, from the Bainbridge Island community and municipal government operations.

Prior to this 2023 inventory, the City of Bainbridge Island completed a greenhouse gas inventory in 2019, reporting on emissions from 2014 and 2018 activities. The year 2014 serves as the baseline against which to measure the impact of the city's efforts to reduce greenhouse gas emissions through a variety of actions as recommended by the Climate Action Plan. The inventories are conducted using widely accepted tools and protocols, including The Climate Registry's Local

Government Operations Protocol and the U.S. Community Protocol.

This update provides a five-year progress report as compared to the 2018 data used in the prior report and will serve as a basis for planned updates to the Climate Action Plan. Deliverables in the update include:

- Community inventory update
- Municipal inventory update
- Community contributions analysis to allow understanding of external factors driving emissions trends
- Community greenhouse gas inventory report and trend analysis
- Municipal greenhouse gas inventory report and trend analysis

The Climate Action Plan, adopted in 2020, is a cornerstone of City climate policy, and implementing the Climate Action Plan is one of the City Council's highest priorities and areas of emphasis as approved in 2025. As the City continues to take action to reduce emissions, these inventories will serve as helpful tools for tracking progress and making improvements along the way.

Fiscal Impact:

N/A

Community Engagement and Outreach:

Presentation and discussion at a Climate Change Advisory Committee meeting.

Attachments:

1. 2023 Greenhouse Gas Inventory Council Presentation
2. 2023 Greenhouse Gas Inventory Report

2023 Greenhouse Gas Emissions Inventory

Findings Summary for Bainbridge Island
April 2026

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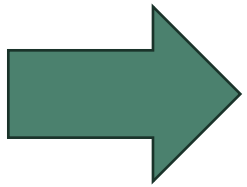
Objectives & Methodology

Objectives

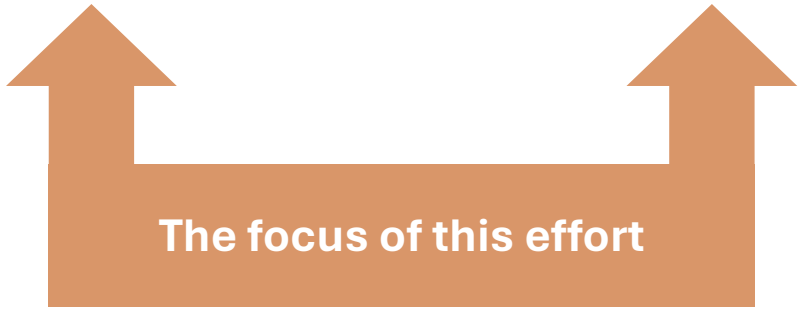
- Update **2023** GHG emissions inventories for:
  - **Municipal government operations**
  - **Community**
- Update the **2023** communitywide **contribution analysis** to illuminate drivers of inventory trends.



Better understand Bainbridge Island's sources of GHG emissions to inform climate action planning and implementation.

Types of GHG Inventories

Community Inventories	Government Operations Inventories	Consumption Based Inventories
Quantifies emissions that are generated either within a community's geographic boundaries, or directly from community activities.	Quantifies emissions that are generated from activities that are under a local government's sphere of influence.	Quantifies **all** direct or indirect emissions that are generated by a community or organization, regardless of location.



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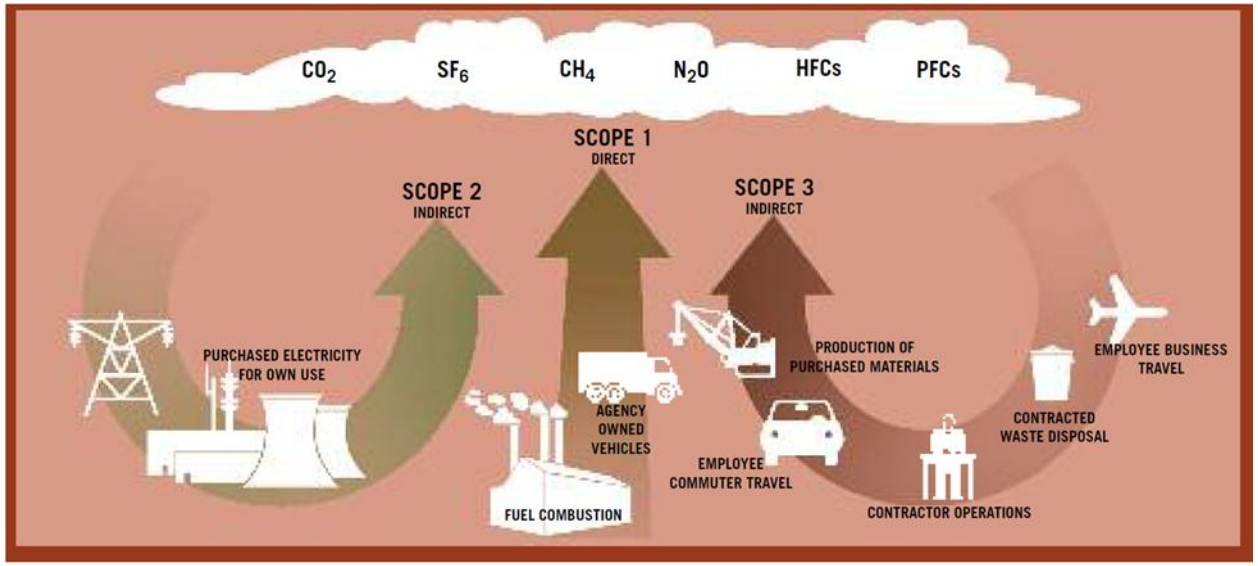
GHG Inventory Methodology

- **Protocols:**
  - *U.S. Community Protocol for Accounting and Reporting of Greenhouse Gas Emissions*
  - *Global Protocol for Community-Scale Greenhouse Gas Inventories*
  - *Local Government Operations Protocol*

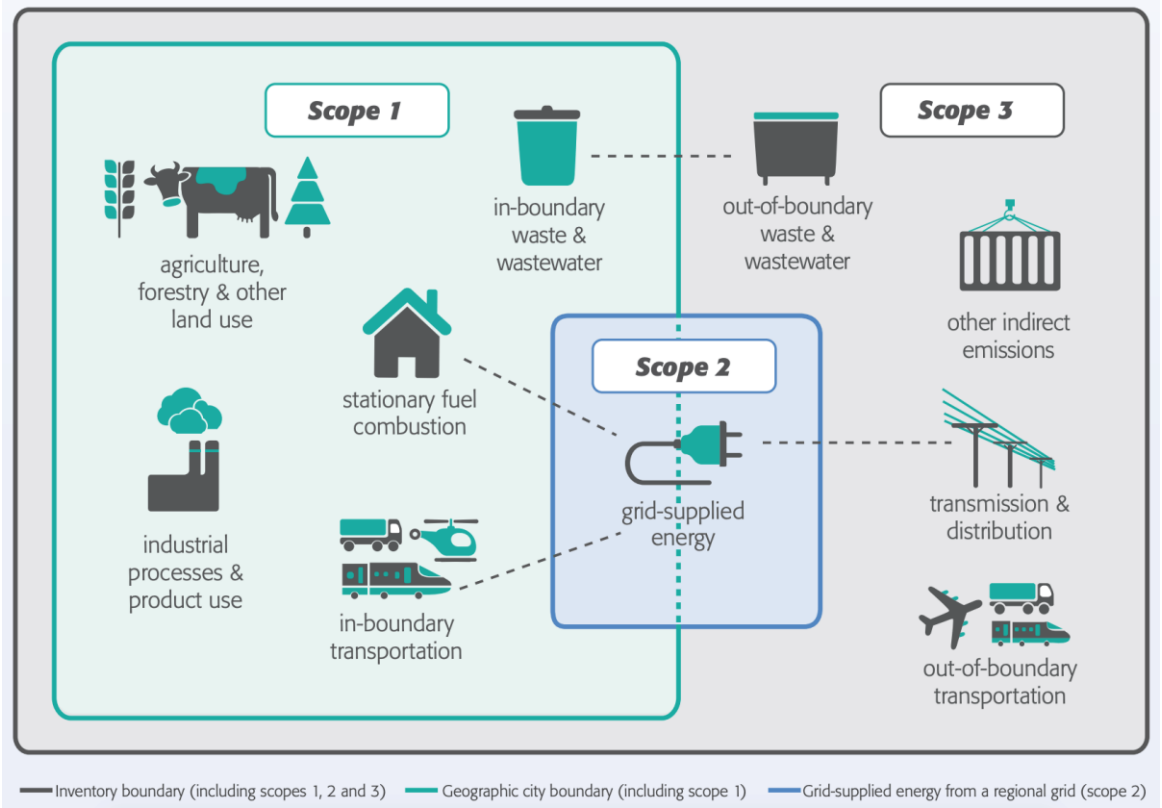
- **Inventory platform:**
  - **ClearPath**, following the guidance of the protocols listed above.

GHG Inventory Scopes

Municipal



Communitywide



Bainbridge Island GHG Inventory Sources

Community Inventory

1. **Building Energy**
   - Electricity (Residential, Commercial, Industrial)
   - Fuel Oil (Residential)
   - Propane (Residential, Commercial, Industrial)
2. **Transportation & Other Mobile Sources**
   - On-Road Vehicles
   - Off-Road Equipment
   - Public Transit
   - Ferries
   - Air Travel
3. **Solid Waste & Wastewater Treatment**
   - Compost, Landfill
   - Wastewater Treatment, Septic Systems
4. **Process & Fugitive Emissions**
   - Refrigerants
5. **Agriculture**
   - Enteric Fermentation
   - Manure Management

Government Operations Inventory

1. **Building & Facilities Energy**
   - Electricity (Facilities, Streetlights & Traffic Signals)
   - Propane
2. **Transportation & Other Mobile Sources**
   - Fleet Vehicles
   - Off-Road Fleet Equipment
   - Employee Commute
3. **Solid Waste & Wastewater**
   - Compost, Landfill
   - Wastewater Treatment Process
4. **Process & Fugitive Emissions**
   - Refrigerants

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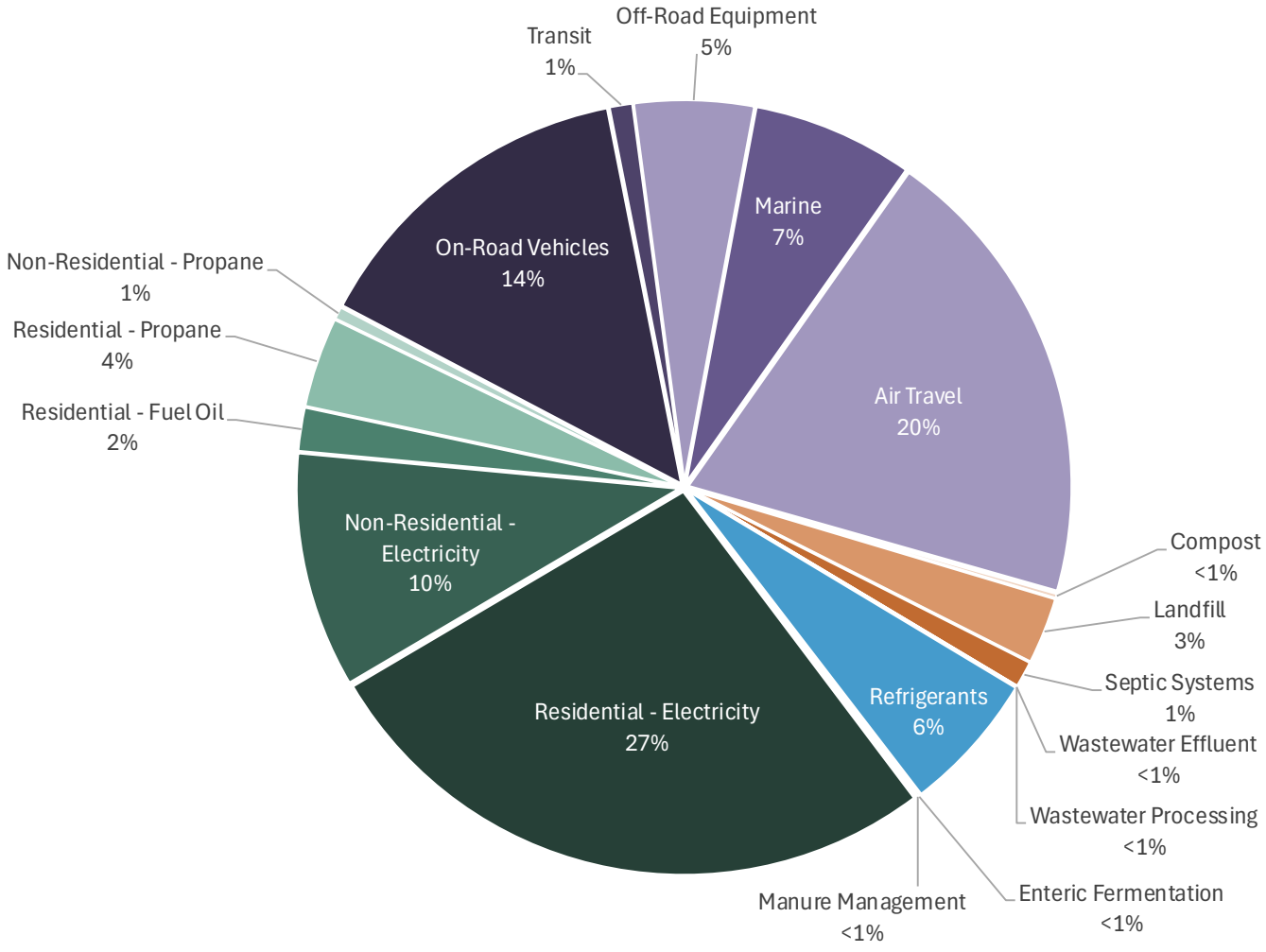
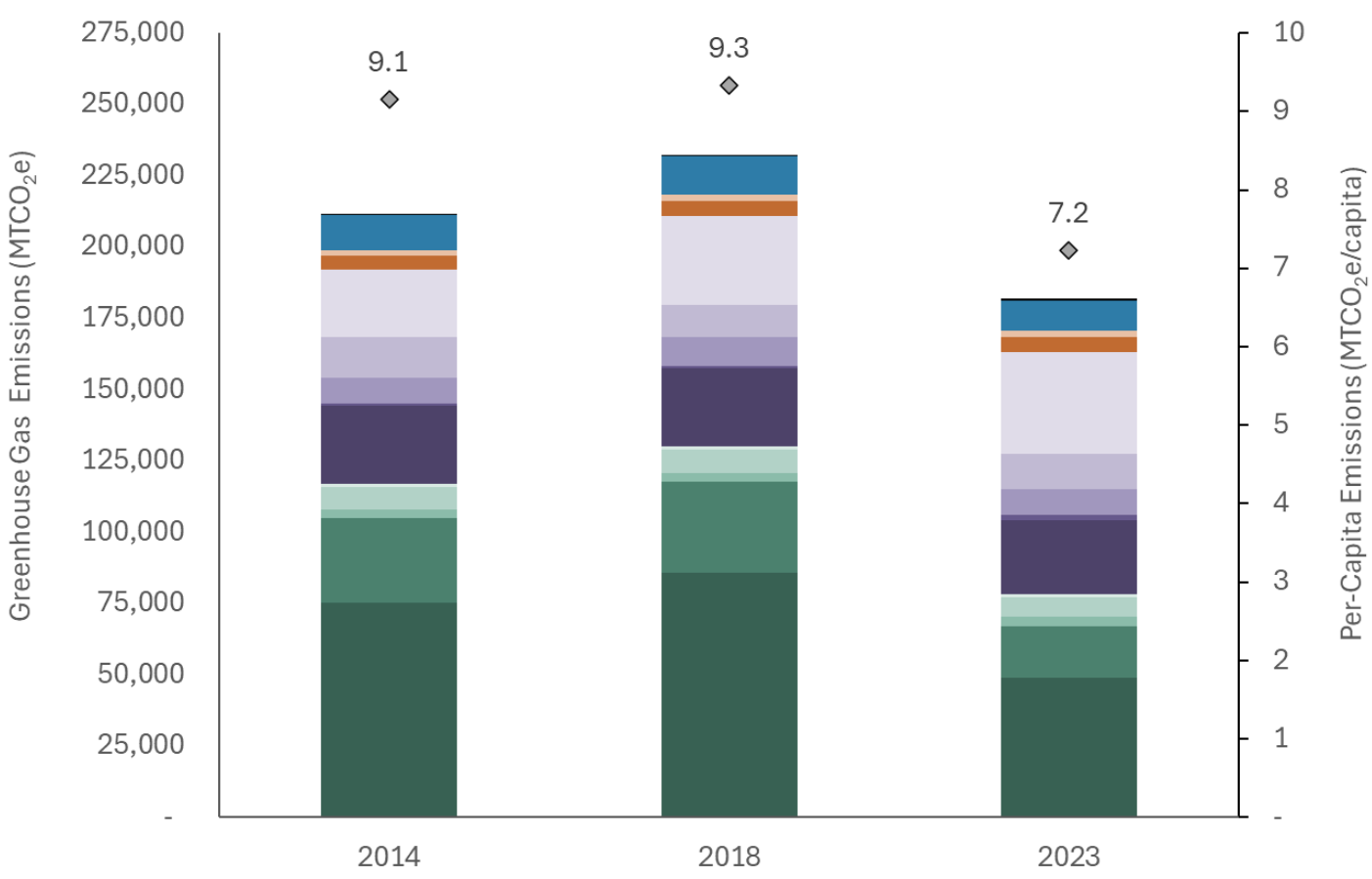
Communitywide Emissions

2023 Community Emissions



- **Total = 182,049 $MTCO_2e$**
- **Largest sources:**
  - **Residential Energy**
    - **Electricity (27%)**
  - **Transportation & Other Mobile Sources**
    - **Air Travel (20%)**
    - **On-Road Vehicles (14%)**

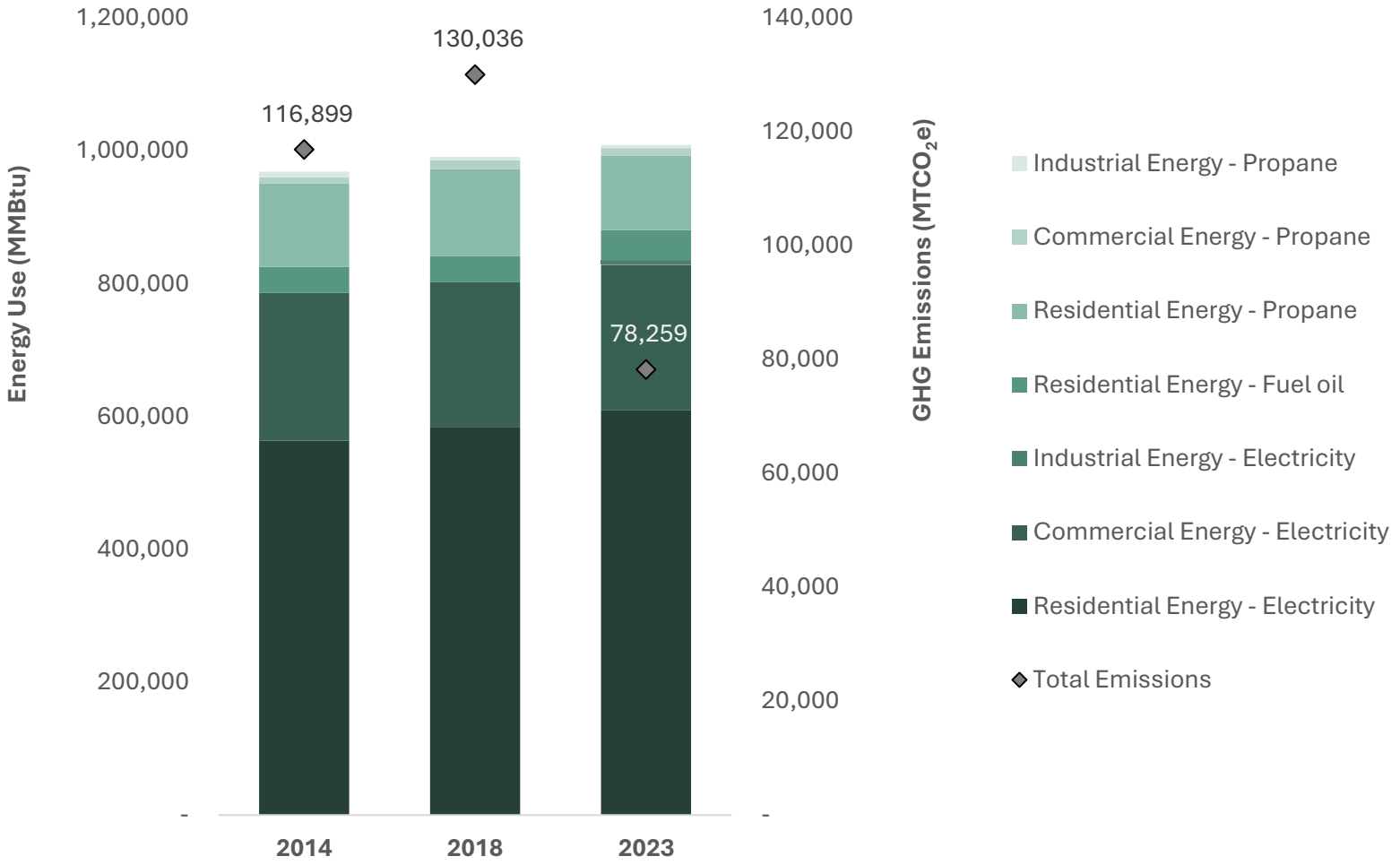
Communitywide Emission Trends



Since 2014:

- 14% decrease in emissions
- 21% per-capita decrease in emissions
- Largest driver of emission decreases is the availability of cleaner electricity

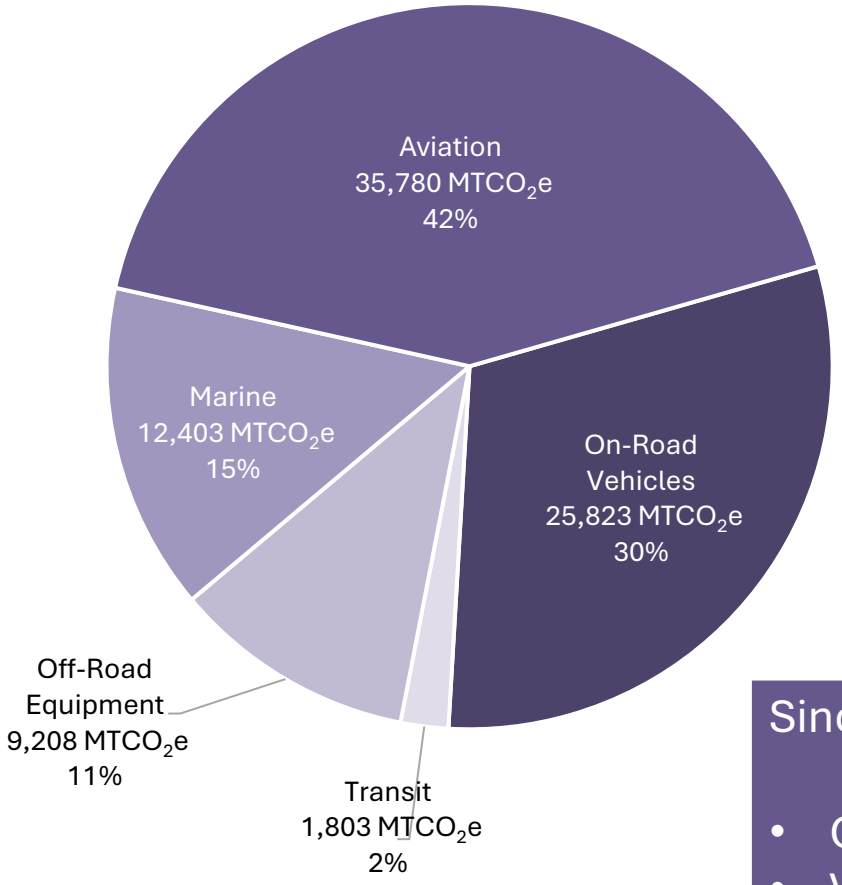
Detailed Findings: Energy

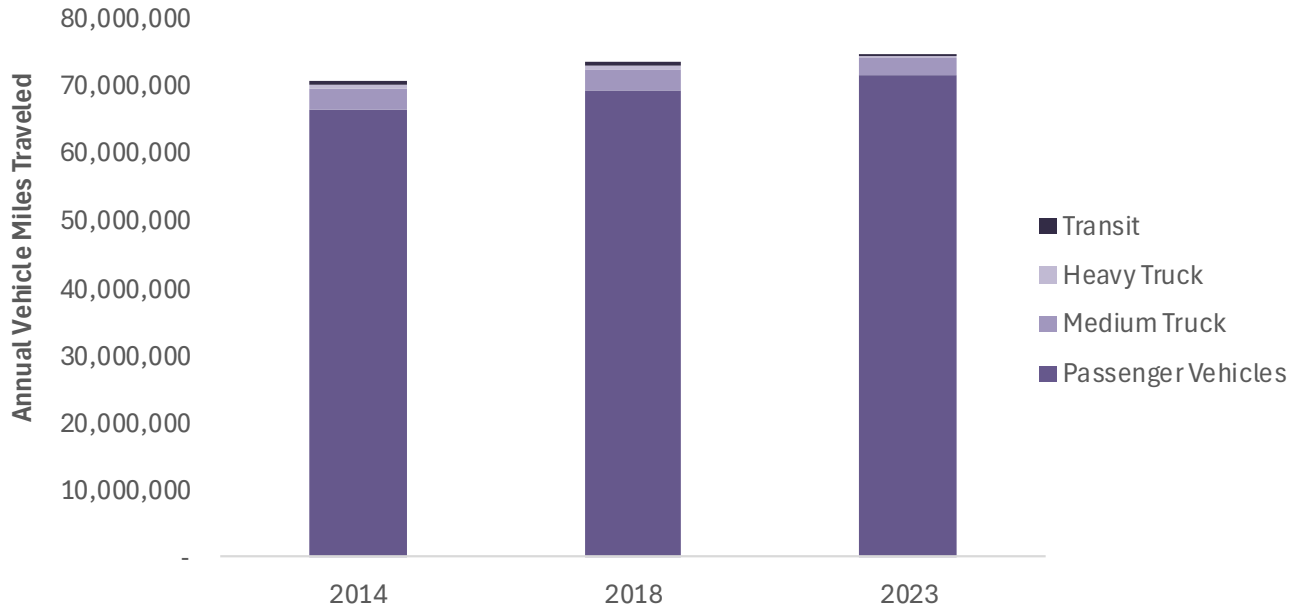


Since 2014:

- Residential electricity consumption increased 8%
- Non-residential electricity consumption increased 1%
- Increase in PSE green power program participation & renewables in PSE's fuel mix

Detailed Findings: Transportation

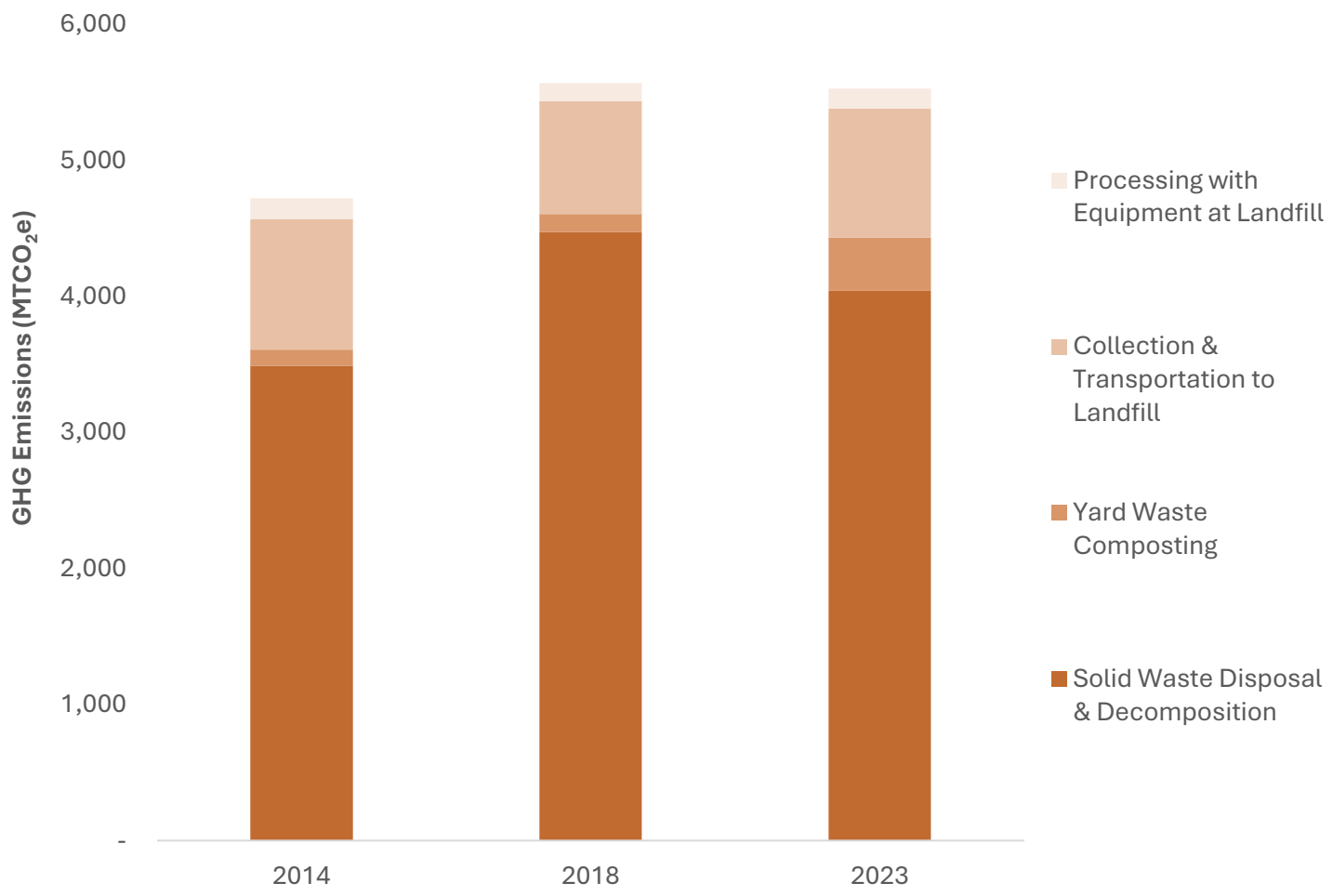




Since 2014:

- Overall transportation emissions increased 13%.
- VMT increased 6%.
- On-road emissions decreased by 6%.
- Aviation emissions increased 49% (*note that these are estimated from SeaTac fuel consumption trends and county-level passenger surveys*).

Detailed Findings: Solid Waste



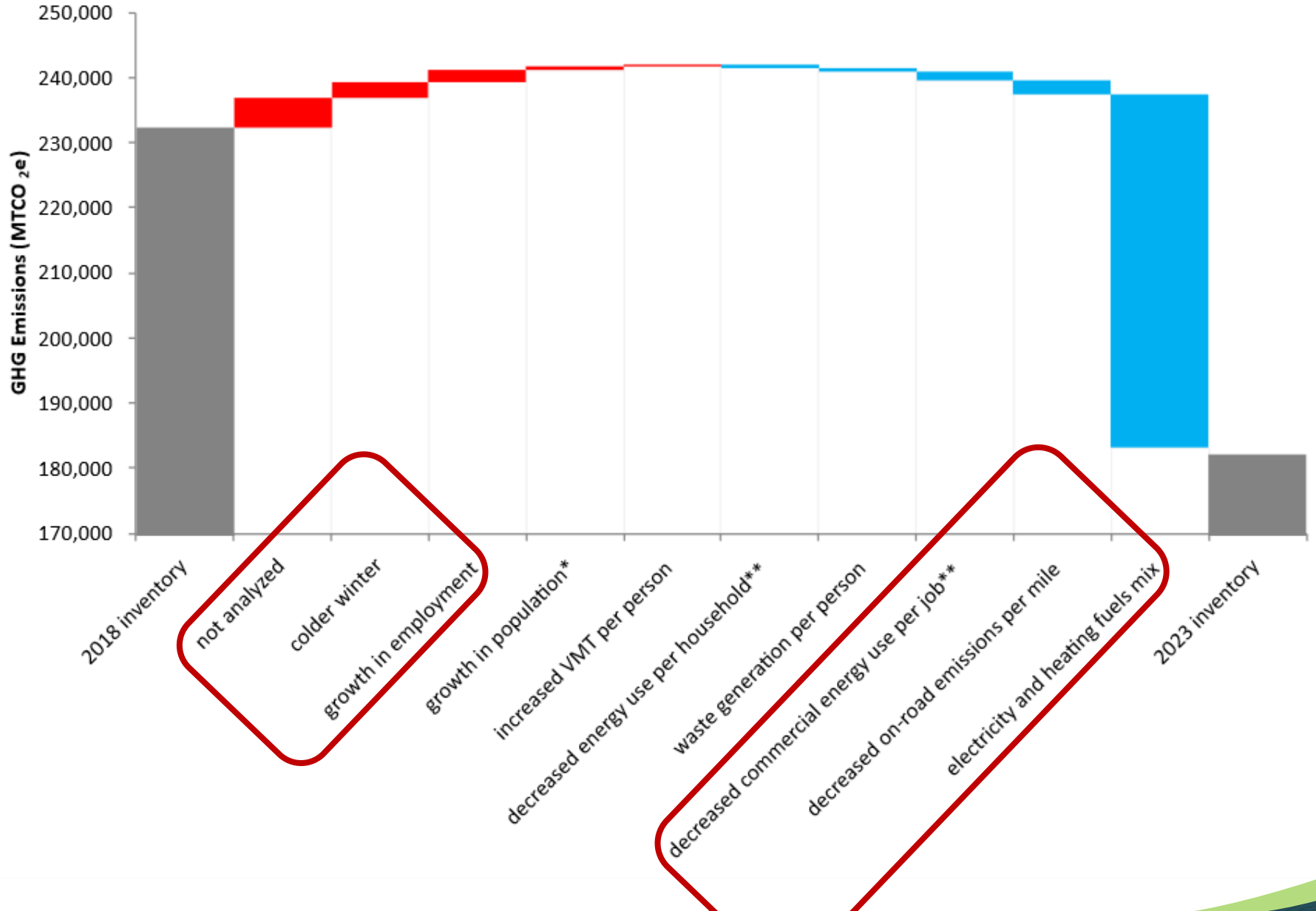
Since 2014:

- 17% emissions increase
- 61% increase in composted tonnage
- 4% decrease in single family landfilled waste tonnage
- 9% increase in multi-family/commercial landfilled waste tonnage

What's driving emissions changes?

- **Quantifies drivers of observed inventory trends, such as:**
  - Weather
  - Energy grid
  - Population growth
  - Per-capita energy consumption
  - Economic changes
  - Fuel switching

Contribution Analysis – Results



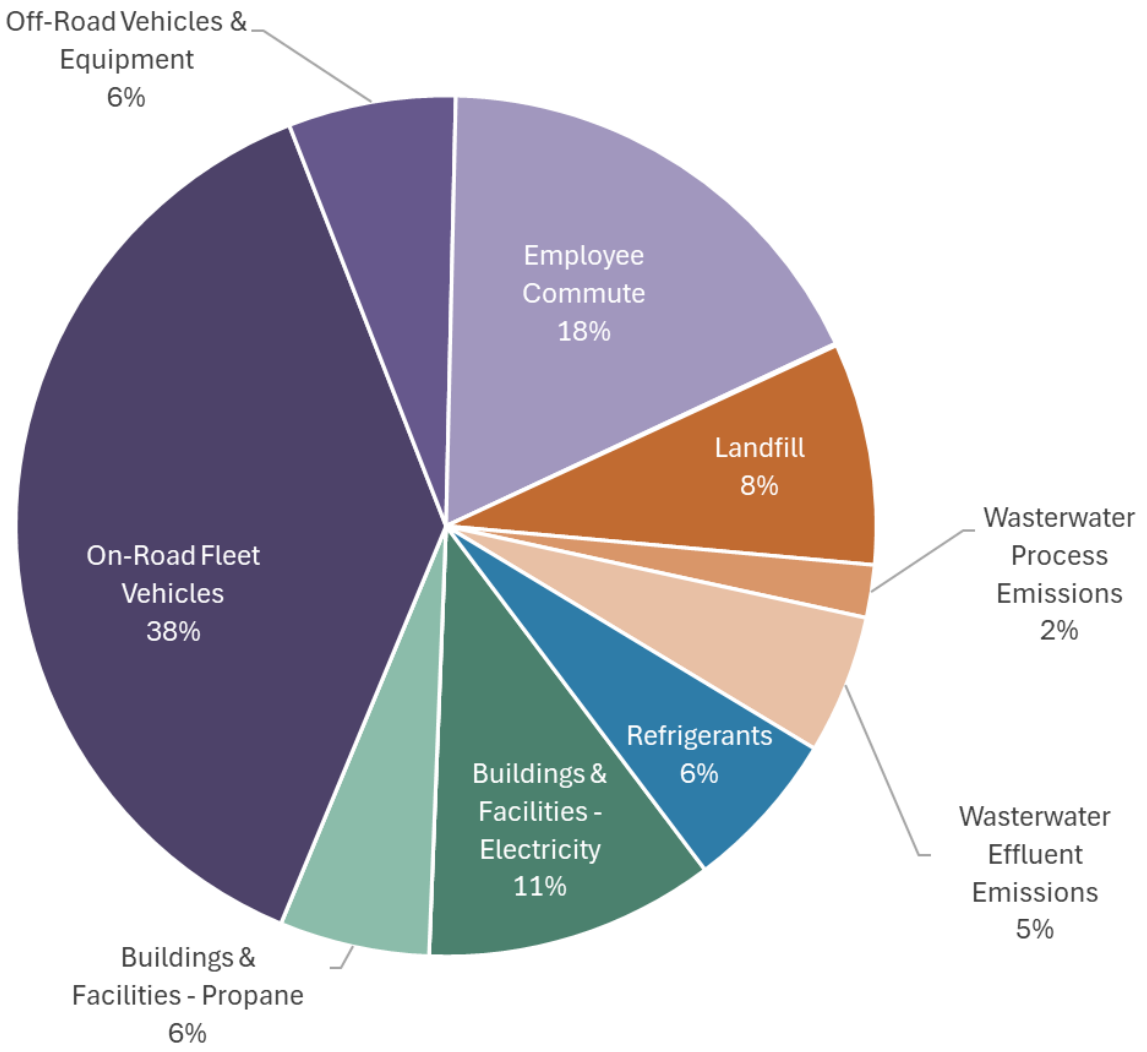
Communitywide Takeaways

- Trending in the right direction!
- Majority of emissions from the **residential energy** and **transportation** sectors.
- Largest changes in electricity (-) and air travel (+) emissions.
- Notes/caveats:
  - Some sectors (e.g., air travel) are downscaled to city-level based on county-level estimates.
  - Residential fuel oil and propane are estimated based on downscaled state-level per-household consumption data & city Census heating fuel data. Commercial and industrial propane are estimate based on downscaled state-level per-employee consumption data.

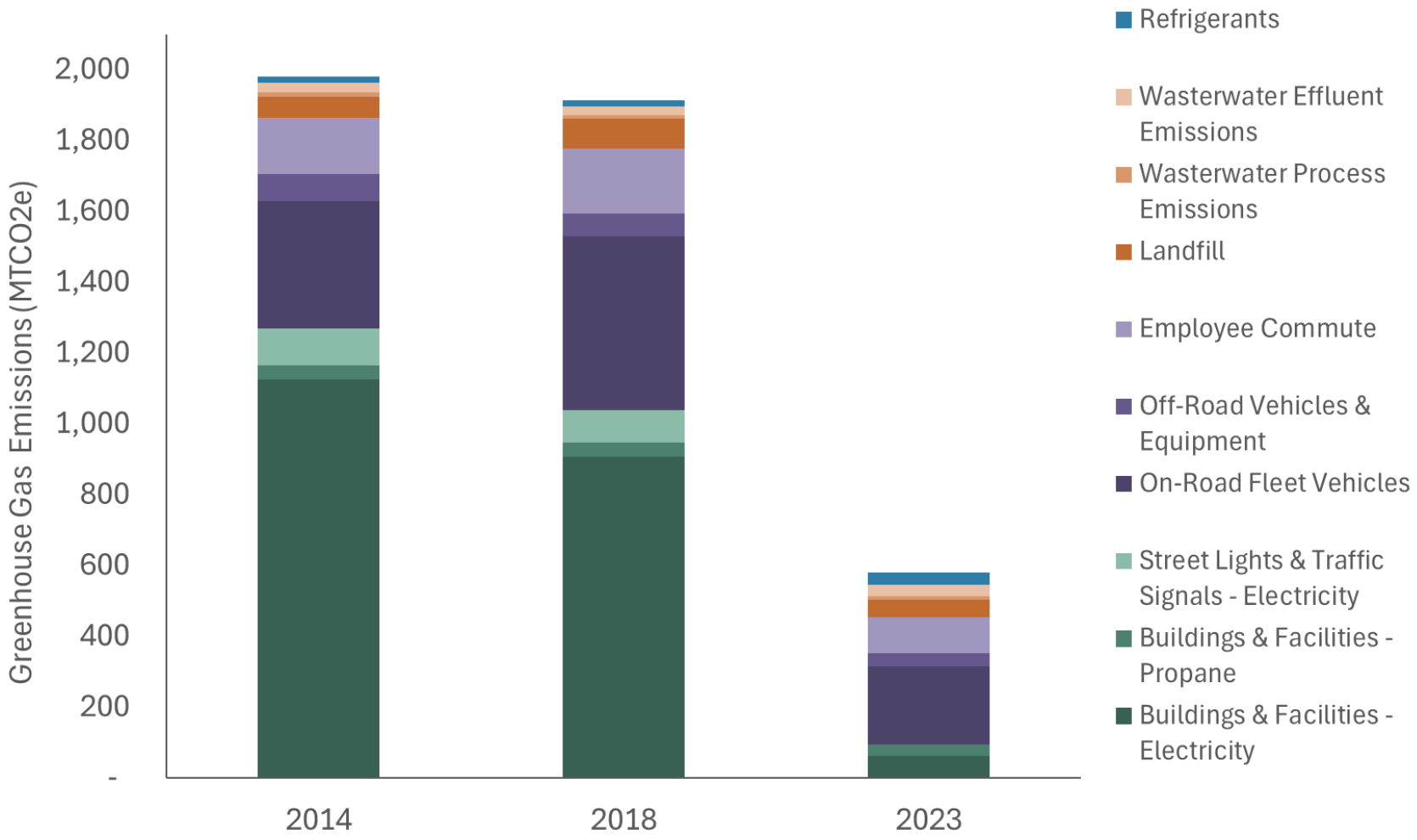
Municipal (Government Operations) Emissions

2023 Municipal (Government Operations) Emissions

- Total = 581 $MTCO_2e$
- 0.3% of communitywide emissions
- Largest emissions sources
  - Transportation & Other Mobile Sources
    - On-Road Vehicles (38%)
    - Off-Road Equipment (6%)
  - Buildings/Facilities
    - Electricity (11%)



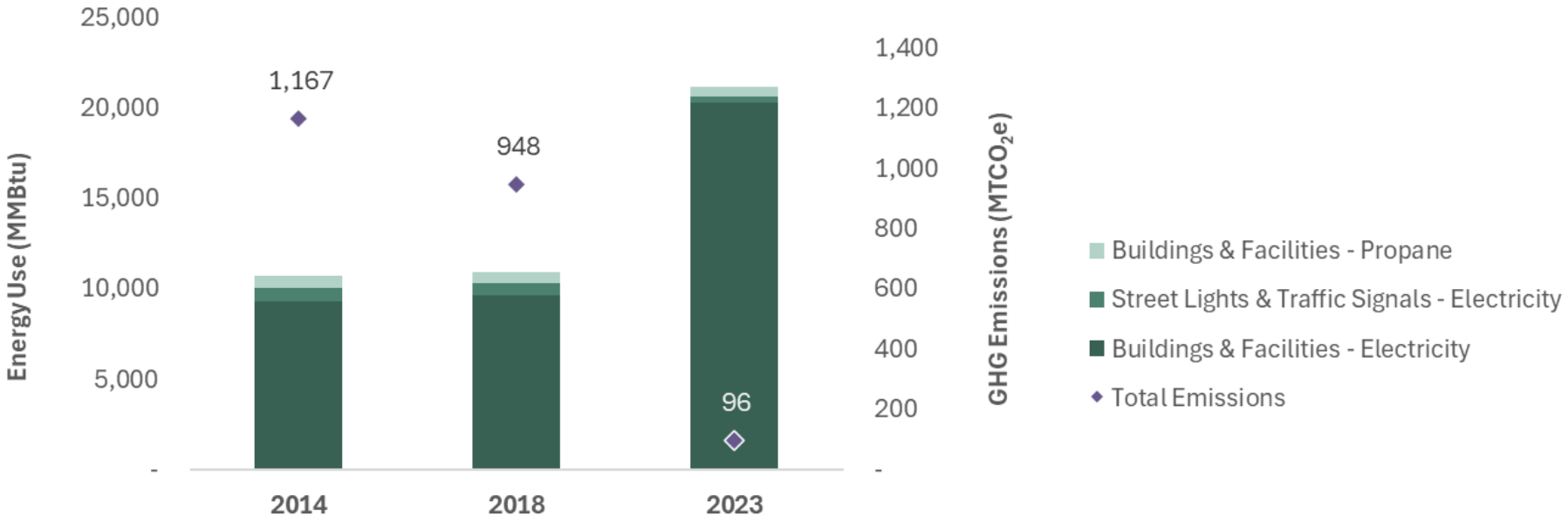
Municipal Emissions Trends



Since 2014:

- 71% decrease in emissions
- Driven by reduction in electricity & fleet vehicle emissions

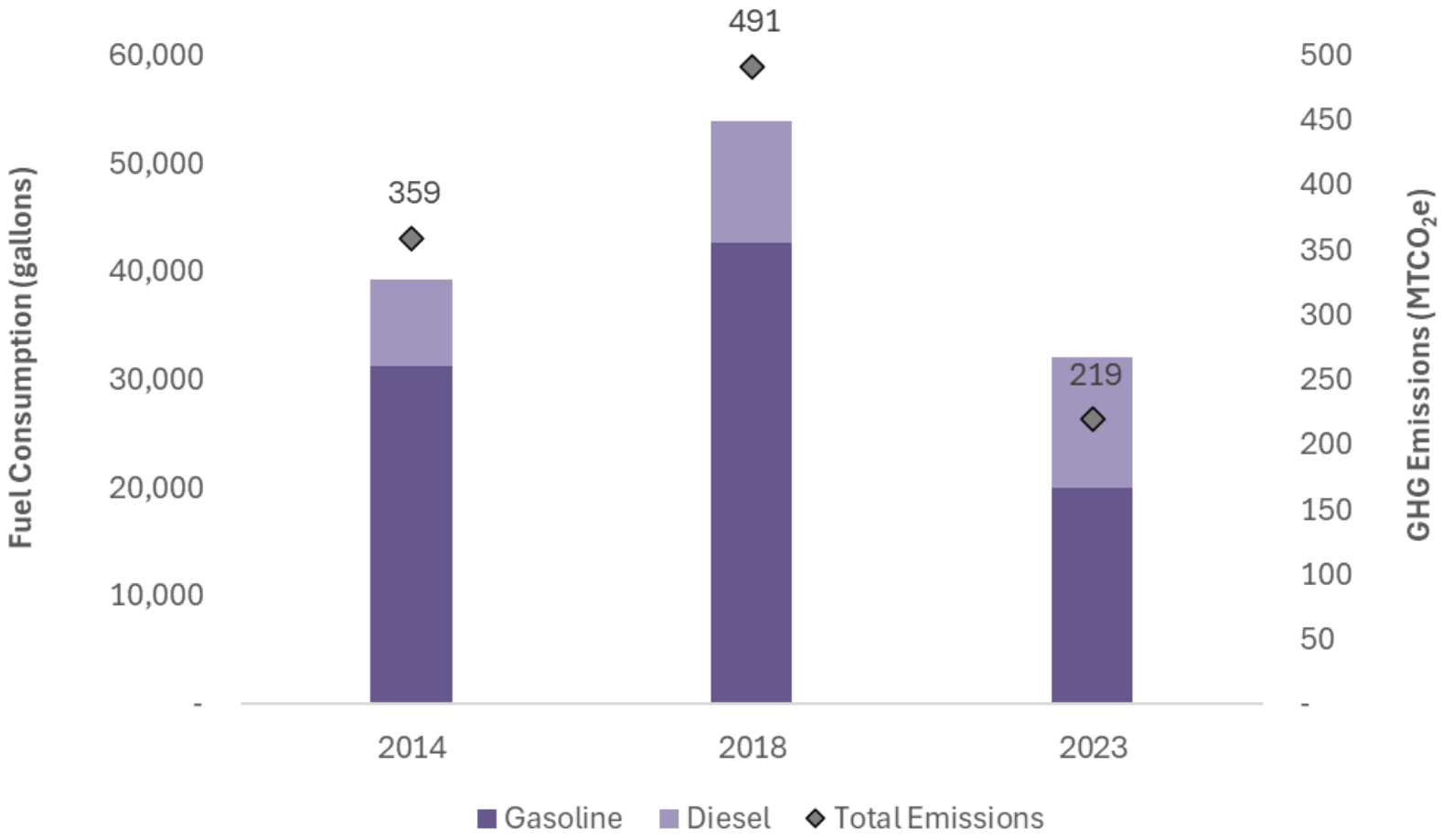
Detailed Findings: Buildings & Facilities



Since 2014:

- Electricity consumption has increased, but emissions have decreased (94%).
- Emissions reduction driven by green power purchases

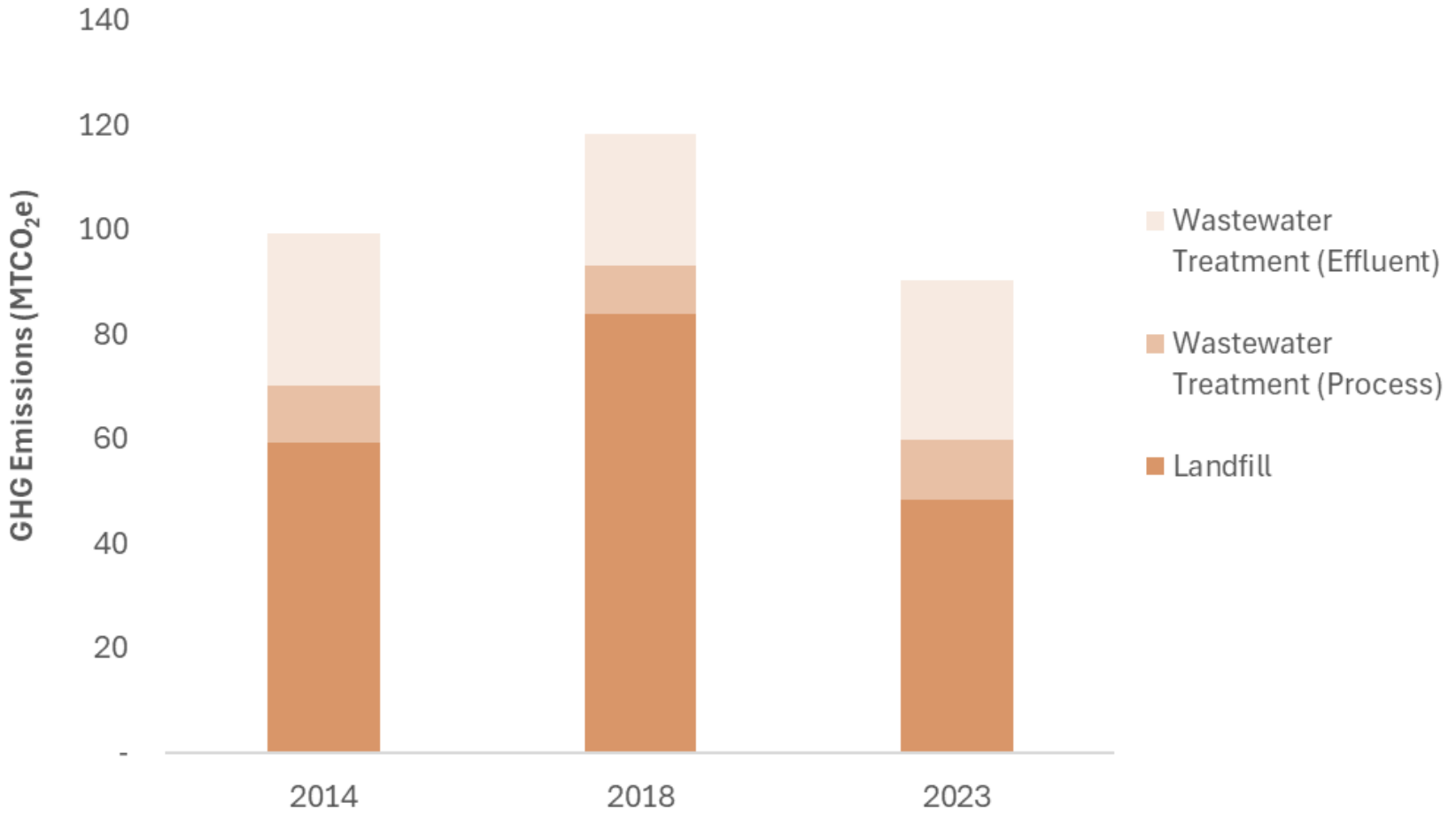
Detailed Findings: Transportation



Since 2014:

- 39% decrease in on-road fleet emissions
- 52% decrease in off-road vehicle & equipment emissions
- 36% decrease in employee commuting emissions

Detailed Findings: Solid Waste & Wastewater



Since 2014:

- 18% decrease in landfilled waste emissions
- 4% increase in wastewater treatment emissions

Government Operations Takeaways

- **Fleet vehicles** contribute the majority (~70%) of emissions and are **decreasing** over time.
- **Facility electricity** emissions decreased substantially due to green power purchases.
- **Employee commute** emissions have decreased, likely due to mode shift and telework options.

Thank you!

Questions?

Bainbridge Island Greenhouse Gas Inventory Report

2023 GHG INVENTORY UPDATE

MARCH 2026

CASCADIA CONSULTING GROUP, INC.

CASCADIA CONSULTING GROUP

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Key Terms

ACS	American Community Survey (from the U.S. Census Bureau)
BOD	Biochemical oxygen demand (a metric of the effectiveness of wastewater treatment plants)
EIA	United States Energy Information Administration
EPA	United States Environmental Protection Agency
ESD	Washington State Employment Security Department
CO_2e	Carbon dioxide equivalent
GHG	Greenhouse gas (limited to CO_2, CH_4, N_2O, and fugitive gases in this inventory)
GWP	Global Warming Potential
HFC	Hydrofluorocarbon
$MTCO_2e$	Metric tons of carbon dioxide equivalent
MOVES	Motor Vehicle Emission Simulator model (developed by EPA to quantify emissions from mobile sources)
MPG	Miles per gallon
NONROAD	Part of MOVES model developed by EPA to quantify non-road mobile emissions
O&M	Operations and Maintenance
ODS	Ozone depleting substance
PFC	Perfluorocarbon
PSCAA	Puget Sound Clean Air Agency
PSE	Puget Sound Energy
PSRC	Puget Sound Regional Council
SF_6	Sulfur hexafluoride
TCR	The Climate Registry
USDA	United States Department of Agriculture
WARM	Waste Reduction Model (model developed by EPA to quantify solid waste emissions)
WSDOT	Washington State Department of Transportation
WWTP	Wastewater Treatment Plant
VMT	Vehicle Miles Traveled

Executive Summary

The *City of Bainbridge Greenhouse Gas Inventory Report* summarizes past and current communitywide and municipal greenhouse gas (GHG) emissions for 2014, 2018, and 2023. These inventories provide a consistent, comparable assessment of emissions trends over time and establish a technical foundation for future climate action.

Bainbridge Island has committed to reducing greenhouse gas emissions while preparing for climate change impacts. To support this commitment, the City completed a 2023 update of its comprehensive greenhouse gas inventory. These inventories quantify emissions across the community and from municipal operations and serve as foundational tools for tracking progress, informing decisions, and targeting future reduction efforts.

Methodology

The 2023 inventory was developed using best-practice methodologies aligned with the *U.S. Community Protocol for Accounting and Reporting of GHG Emissions* (USCP) and the *Local Government Operations Protocol* (LGOP). Both communitywide and municipal inventories included emissions from key greenhouse gases (carbon dioxide, methane, nitrous oxide, fluorinated gases) and emissions sources—including building energy, transportation, solid waste, wastewater, and refrigerants. Emissions are reported for the 2014, 2018, and 2023 calendar years. Analyses were performed in Microsoft Excel and the ICLEI ClearPath 1.0 tool.

Government Operations GHG Emissions

In 2023, Bainbridge Island government operations produced an estimated **581 MTCO$_2$e**—about **0.3% of total communitywide GHG emissions**. The City's largest sources of emissions were from on-road fleet vehicles (38%), employee commuting (18%), facility electricity consumption (11%), and landfilled waste (8%). Overall government operations emissions have **decreased 71%** since 2014, driven primarily by purchases of renewable electricity (Figure 2).

Figure 1. City government operations GHG emissions.

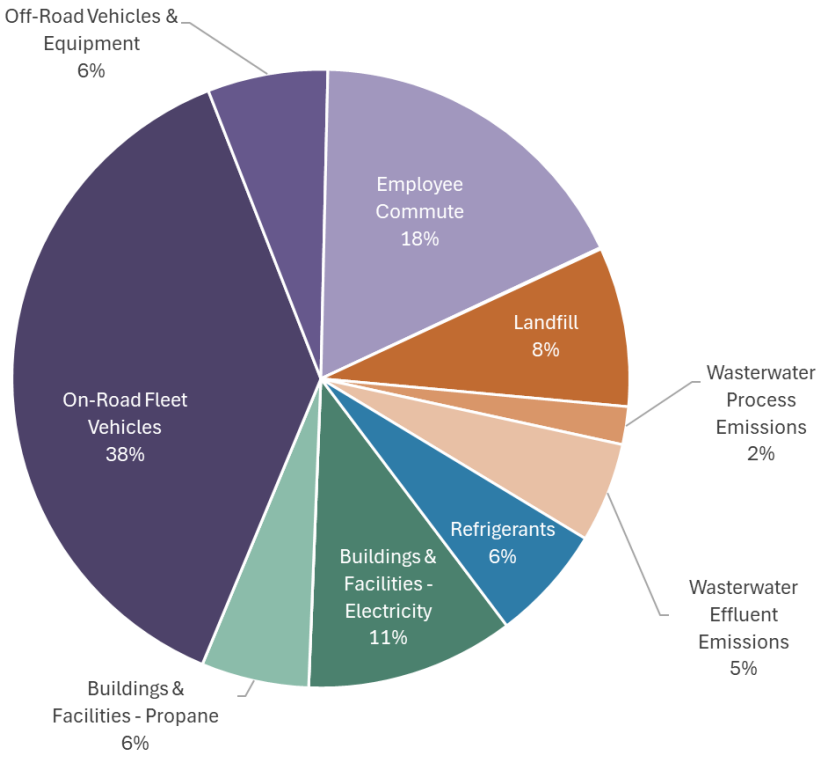
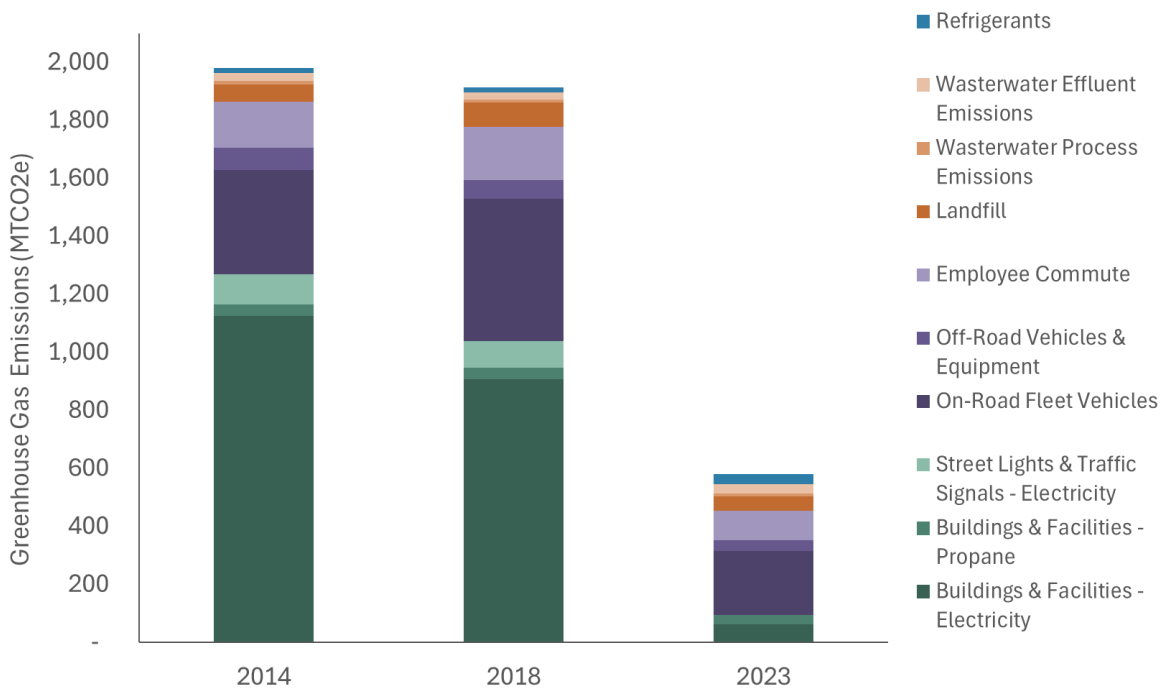


Figure 2. Municipal GHG emissions trends.



Communitywide GHG Emissions

In 2023, the Bainbridge Island community produced an estimated **182,049 metric tons of carbon dioxide equivalent** ($MTCO_2e$)—equivalent to approximately **7.2 $MTCO_2e$ per capita**. The city's largest sources of communitywide emissions in 2023 were from **residential electricity consumption** (27%), **community air travel** (20%), and **on-road vehicles** (14%). Overall communitywide emissions have **decreased 14% since 2014** and **22% since the previous inventory (2018)**, driven primarily by decarbonization of the regional electricity supply (Figure 4). As electricity emissions decline, transportation—particularly air travel—now represents a growing share of the community's emissions profile.

Figure 3. Communitywide 2023 GHG emissions.

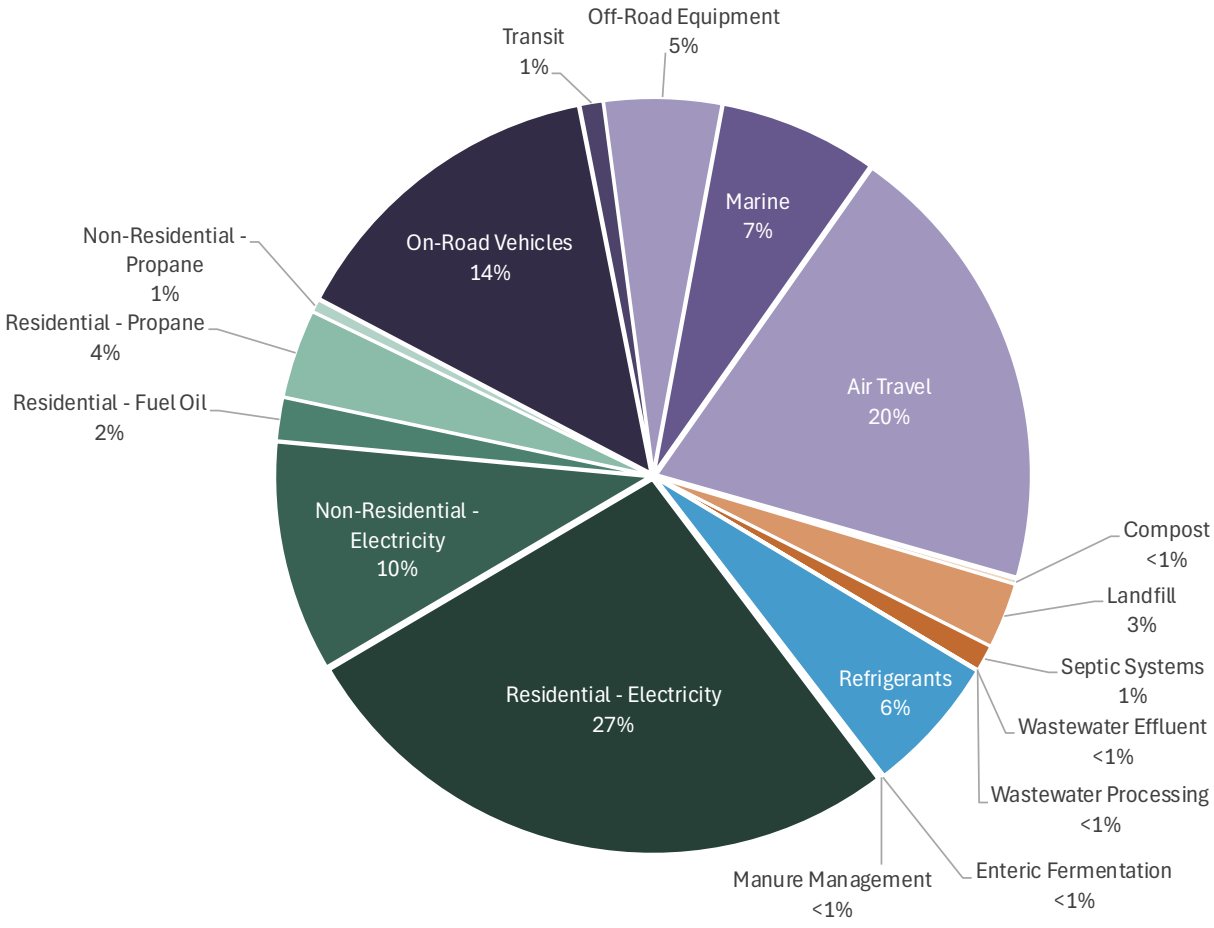
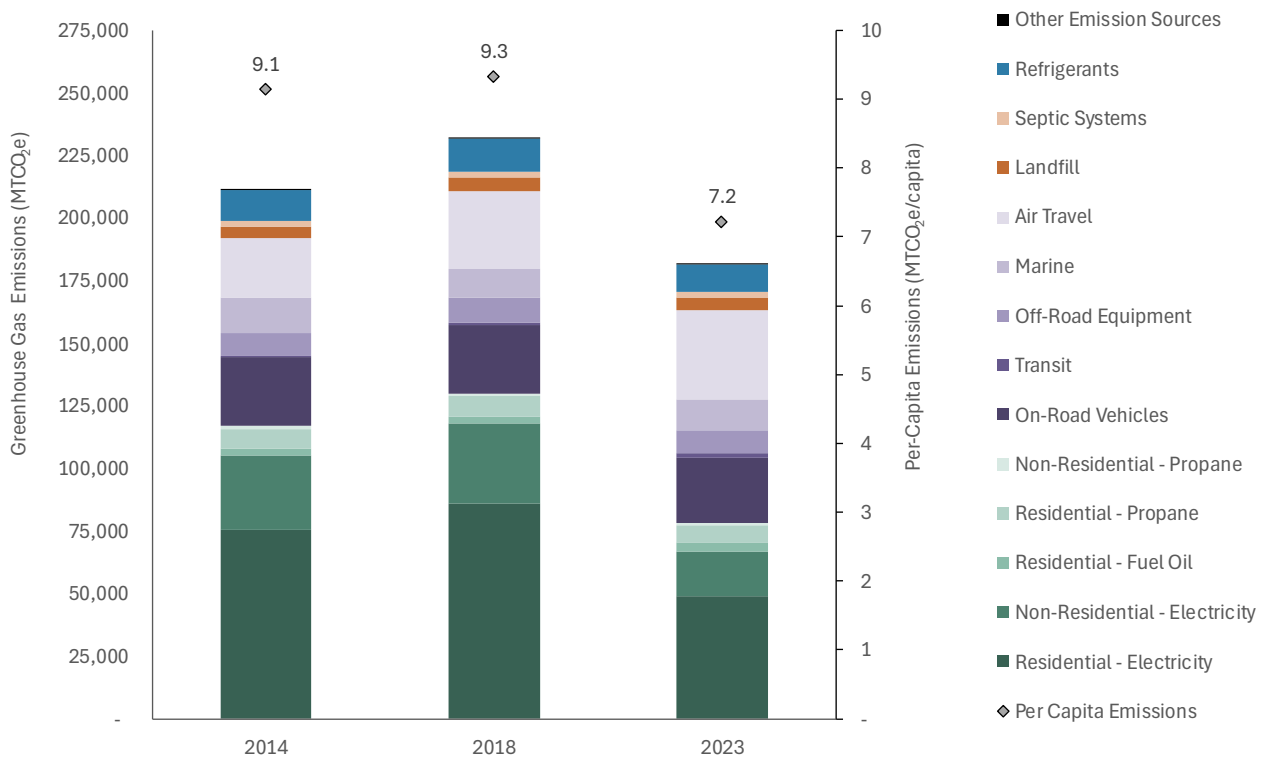


Figure 4. Communitywide GHG emissions trends.



Introduction

Greenhouse gas (GHG) inventories help jurisdictions understand their emissions profile, track progress toward climate goals, and identify effective strategies to reduce climate pollution. By quantifying emissions from key activities within a defined geographic boundary and time period, inventories illuminate trends, highlight accomplishments, and identify opportunities for continued improvement.

This *Greenhouse Gas Inventory Report* presents an updated assessment of **Bainbridge Island's 2023 greenhouse gas emissions**. The city previously completed inventories for **2014 and 2018**, which established a baseline understanding of communitywide and municipal emissions. This report builds on those earlier efforts by updating the analysis with **2023 data**—allowing the city to evaluate progress over the past decade, understand key drivers of change, and better inform future climate planning.

The 2023 update includes two primary inventories:

- **Community inventory** – Estimates emissions generated by activities within the Bainbridge Island community, including residential and commercial energy use, on-road and off-road transportation, solid waste, wastewater, agriculture, refrigerants, and other relevant sources.

- **Government (municipal) operations inventory** – Accounts for emissions associated with municipal operations, such as energy used in buildings and facilities, fleet fuel consumption, wastewater treatment, solid waste, and refrigerant leakage. This helps the city track its operational footprint and identify opportunities for reduction across departments.

In addition, the report provides:

- **Communitywide contribution analyses** – These analyses examine the key drivers of year-to-year changes in emissions—such as weather variability, transportation activity, or shifts in energy use—to help contextualize trends across 2014, 2018, and 2023.

Together, these components create a comprehensive and comparable view of Bainbridge Island's emissions over time. The 2023 update deepens the city's understanding of progress to date, highlights major sources and drivers of emissions, and offers insights that can guide next steps in achieving Bainbridge Island's long-term climate objectives.

Methodology

The project team used the following guiding principles in completing the City of Bainbridge Island's 2023 GHG analyses:

- **Replicability and transparency** to ensure the inventory can be updated consistently in future years.
- **Retroactive updates** to 2014 and 2018 GHG inventories for consistency and replicability.
- **Consistency** with past Bainbridge Island inventories and available data sources.
- **Accuracy**, including incorporation of all relevant sectors, use of locally specific data whenever possible, and alignment with industry best practices.

GHG Inventory Protocols

The 2023 GHG inventories were developed in accordance with established industry standards:

- **Communitywide emissions** followed ICLEI's *U.S. Community Protocol for Accounting and Reporting of Greenhouse Gas Emissions* (USCP) and the *Global Protocol for Community-Scale Greenhouse Gas Inventories* (GPC).
- **Municipal operations emissions** followed ICLEI's *Local Government Operations Protocol* (LGOP).

Using these protocols ensures a consistent and comparable approach across inventory years and with other cities.

All calculations were performed in ClearPath. Local data were used whenever available; when not available, regional data from Kitsap County, King County, or state and national datasets were scaled for Bainbridge Island. Data quality was evaluated for each input, with most data categorized as medium quality due to necessary assumptions.

Emission Sources & Calculation Approach

Consistent with protocols, the GHG inventories focus on the following greenhouse gases: [1]

- **Carbon dioxide (CO_2)** – emitted through burning fossil fuels, solid waste, biomass, and certain chemical reactions.
- **Methane (CH_4)** – emitted during the production and transport of coal, natural gas, and oil, livestock and agricultural practices, land use, and decay of organic waste in landfills.
- **Nitrous oxide (N_2O)** – emitted during agricultural, land use, and industrial activities, combustion of fossil fuels and solid waste, and wastewater treatment.
- **Fluorinated gases** – high global warming potential (GWP) gases like hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulfur hexafluoride (SF_6) are emitted from a variety of household, commercial, and industrial applications and processes.

GHG emissions were calculated by combining:

- **Activity data** – the level of activity producing emissions (e.g., electricity consumption, natural gas usage, vehicle miles traveled, solid waste generated).
- **Emission factors (EFs)** – values that convert activity levels into GHG emissions (e.g., $MTCO_2e$ per kWh or per mile traveled).

The communitywide inventory includes emissions from activities that occur within Bainbridge Island, as well as out-of-boundary emissions associated with electricity generation and solid waste transported to landfill. Emissions are categorized by **scope**, which reflects where emissions occur: **Scope 1** includes direct in-boundary emissions; **Scope 2** includes emissions from purchased electricity; and **Scope 3** includes other upstream or downstream emissions that occur outside the community boundary. GHG emissions are reported in **metric tons of carbon dioxide equivalent** ($MTCO_2e$).

Table 1 summarizes all **emissions sources included in the community inventory**, indicates whether they are required by the *U.S. Community Protocol*, and identifies their associated scope categories. The community inventory includes sources from all three scopes, including building energy, various transportation modes, and solid waste and wastewater management.

Table 2 summarizes **emissions sources included in the municipal inventory**, whether they are required by the Local Government Operations Protocol, and their associate scope category. The municipal operation emissions inventory accounts for the GHG emissions resulting from Bainbridge Island City government operations. Bainbridge Island's government provides a range of

municipal services including police, streets, planning, zoning, and general administration services. The City also operates the water and wastewater utilities for a portion of the island.

Table 1. Community inventory emissions and scope categories.

		Included in this inventory?		
Emissions Type	**Required?**	**Scope 1**	**Scope 2**	**Scope 3**
Residential Energy				
Electricity	×		✓	
Propane	×	✓		
Fuel Oil	×	✓		
Commercial Energy				
Electricity	×		✓	
Propane	×	✓		
Industrial Energy				
Electricity	×		✓	
Propane		✓		
Transportation				
On-Road Passenger & Freight Vehicles	×	✓		
On-Road Transit Vehicles		✓		
Off-road Vehicles and Equipment		✓		
Air Travel				✓
Ferry				✓
Solid Waste, Potable Water, and Wastewater [2]				
Solid Waste	×			✓
Potable Water Use Energy*	×		✓	
Wastewater Treatment	×		✓	
Other Process & Fugitive Emissions	×	✓		
Agriculture		✓		

[2] Potable water use energy—energy associated with treating and distributing potable water systems on the Island (e.g., from pumping stations)—is included in the non-residential energy consumption sector. Energy used for pumping individual wells is included in the residential energy consumption sector.

Table 2. Municipal inventory emissions and scope categories.

		Included in this inventory?		
Emissions Type	**Required?**	**Scope 1**	**Scope 2**	**Scope 3**
Buildings and Facilities Energy				
Electricity	×		✓	
Stationary Fuel Consumption	×	✓		
Streetlights and Traffic Signals	×		✓	
Transportation				
On-Road Fleet Vehicles	×	✓		
Off-Road vehicles	×	✓		
Employee Commute				✓
Solid Waste, Potable Water, and Wastewater				
Solid Waste				✓
Wastewater Treatment	×	✓		
Refrigerant Leakage	×	✓		

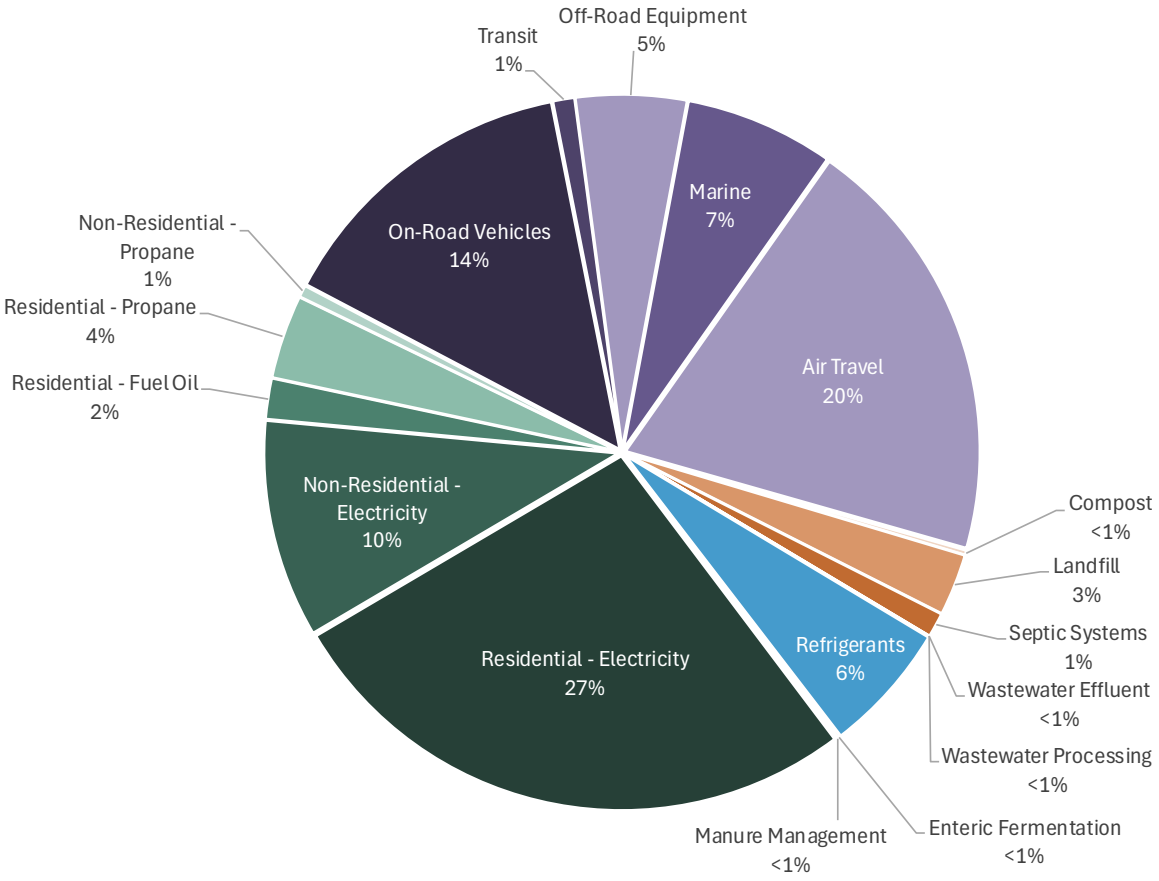
Detailed methodologies and data considerations for each emissions source are provided in **Appendix A: Methodology**.

Inventory Findings & Trends

Communitywide Emissions Results

In 2023, the Bainbridge Island community produced an estimated **182,049 metric tons of carbon dioxide equivalent ($MTCO_2e$)**—or about **7.2 $MTCO_2e$ per capita**. As shown in Figure 5, the largest contributors to communitywide emissions in 2023 were **residential electricity use** (27%), **community air travel** (20%), and **on-road vehicles** (14%).

Figure 5. Communitywide 2023 GHG emissions.



Communitywide emissions have **steadily declined** over the past decade, decreasing **14% since 2014** and **22% since 2018** (Figure 6; Table 3). Per-capita emissions also dropped significantly—a **23% decrease since 2018**—reflecting both absolute reductions and continued population growth.

These downward trends are driven primarily by **substantial reductions in electricity-related emissions** due to a shift to less carbon-intensive electricity sources. This trend is consistent with statewide clean energy policies (e.g., Clean Energy Transformation Act) and utility fuel-mix changes. Reductions in landfilled waste and some transportation categories also contributed to overall declines.

At the same time, the composition of emissions has shifted. **Air travel now accounts for a growing share of total emissions**, becoming one of the most significant sources in 2023 (note that local air travel emissions are estimated by downscaling best available regional data). While other major sectors have experienced decreases, rising emissions from air travel partially offset progress in other areas.

Figure 6. Communitywide GHG emissions trends.

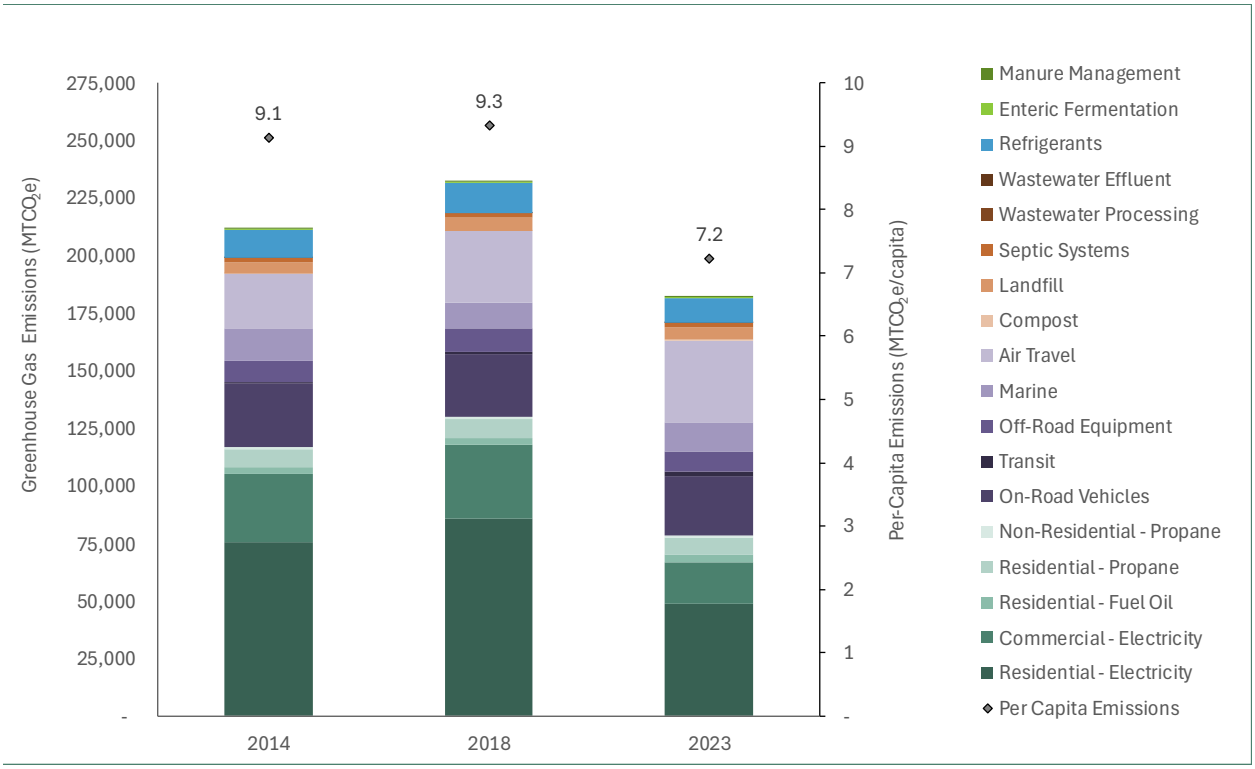


Table 3. Communitywide emissions trends, by sector ($MTCO_2e$).

Sector	2014	2018	2023	Change from Baseline	% Change from Baseline
Residential Energy	86,060	96,986	59,147	-26,913	-31%
Electricity	75,363	85,898	48,797	-26,566	-35%
Fuel Oil	2,920	2,949	3,388	469	16%
Propane	7,778	8,139	6,962	-816	-10%
Non-Residential Energy	30,305	32,724	19,112	-11,194	-37%
Electricity	29,738	31,925	18,117	-11,621	-39%
Propane	1,101	1,125	995	-106	-10%
Transportation	75,315	80,778	85,017	9,702	13%
On-Road Passenger & Freight Vehicles	27,448	27,330	25,823	-1,624	-6%
On-Road Transit Vehicles	590	781	1,803	1,213	206%
Air Travel	24,023	31,002	35,780	11,757	49%
Ferry Travel	14,051	11,334	12,403	-1,648	-12%
Other Off-Road Vehicles and Equipment	9,204	10,331	9,208	4	0%
Solid Waste & Wastewater Treatment	6,854	7,748	7,639	784	11%
Compost	119	132	389	270	227%
Landfill	4,601	5,434	5,139	538	12%
Wastewater Treatment	48	51	61	14	28%
Septic Tanks	2,086	2,131	2,049	-37	-2%
Other Process & Fugitive Emissions	12,209	13,332	10,860	-1,348	-11%
Refrigerants	12,209	13,332	10,860	-1,348	-11%
Agriculture	351	331	275	-76	-22%
Enteric Fermentation	319	297	239	-79	-25%
Manure Management	33	34	36	3	9%
TOTAL	211,628	232,226	182,049	-29,579	-14%

Overall, the 2023 emissions profile reflects:

- **Strong communitywide progress**, especially from lower-carbon electricity;
- **Changing sector contributions**, with air travel emerging as a major source; and
- **Continued divergence between total and per-capita emissions**, indicating that reductions are keeping pace with population growth.

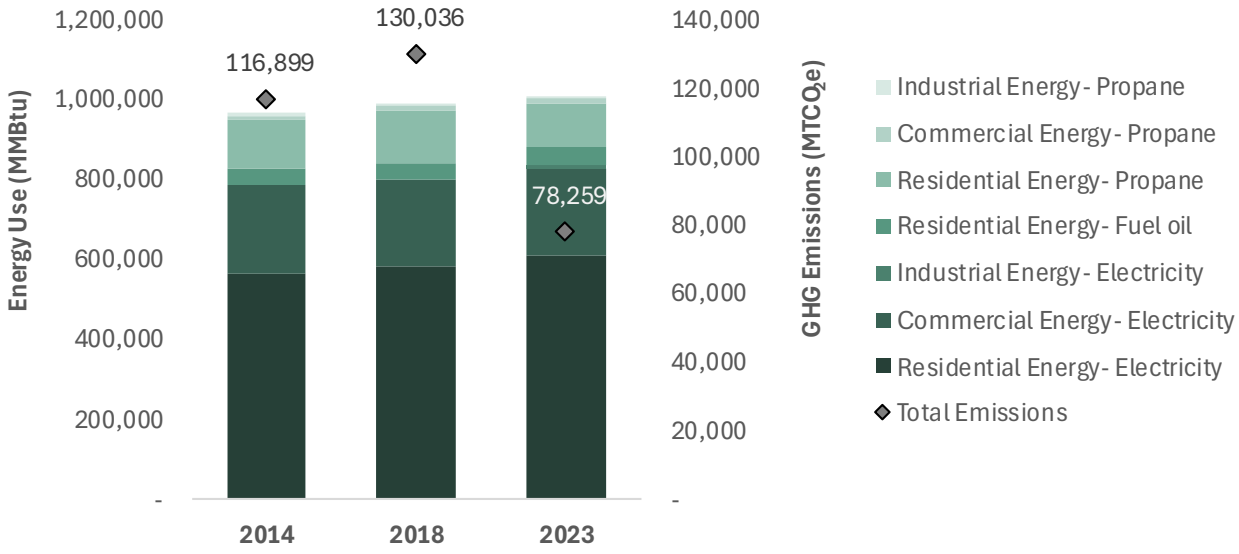
More detailed trends and sector-level drivers are provided in the following sections of this report.

Building Energy

Building energy emissions include electricity, propane, and fuel oil used in **residential, commercial, and industrial buildings**. Figure 7 summarizes energy use trends from 2014, 2018, and 2023, along with the emissions resulting from that energy use.

In 2023, building energy accounted for approximately **43%** of total communitywide emissions—**32.5% from residential buildings (59,147 $MTCO_2e$)** and **10.5% from commercial and industrial facilities (19,112 $MTCO_2e$)**. Since 2014, total building energy emissions have decreased **33%**, driven largely by a cleaner electricity grid.

Figure 7. Community building energy use and emissions trends.



ELECTRICITY

Electricity remains the dominant source of building energy emissions on Bainbridge Island. Combined residential, commercial, and industrial electricity emissions decreased from **105,101 $MTCO_2e$ in 2014** to **66,914 $MTCO_2e$ in 2023**—a **36% reduction** (Figure 7).

This decline is primarily driven by the **decarbonization of Puget Sound Energy's electricity fuel mix**, shown in Table 4. Between 2014 and 2023:

- **Coal decreased** from 35% to 18% of PSE's mix.
- **Wind increased** from 3% to 22%.

- **Natural gas increased** from 20% to 30%, reflecting fuel switching away from higher-carbon sources.

These changes lowered the emissions factor for electricity and contributed directly to declining emissions from both residential and non-residential buildings, even as consumption increased.

Table 4. Puget Sound Energy (PSE) electricity generation fuel mix trends.[3]

Electricity Generation Fuel Type	2014	2018	2023
Biomass	0%	0%	0%
Coal	35%	38%	18%
Cogeneration	4%	0%	0%
Geothermal	0%	0%	0%
Hydro	36%	33%	30%
Landfill Gas	0%	0%	0%
Natural Gas	20%	21%	30%
Nuclear	1%	1%	0%
Other	0%	0%	0%
Petroleum	0%	0%	0%
Solar	0%	0%	0%
Waste	0%	0%	0%
Wind	3%	6%	22%

Electricity use has grown modestly across the community. **Residential electricity consumption increased about 8%** from 2014 to 2023, and **non-residential use increased about 1%**, reflecting changes in population, employment, and commercial activity. Despite these increases, emissions declined overall due to cleaner electricity fuel sources.

Electricity-related emissions also incorporate **transmission and distribution losses** (grid losses), which make up a small fraction of total emissions and have remained relatively stable over the analysis period.

Since 2014, Bainbridge Island residents significantly increased their participation in PSE's Green Power Program. The **Green Power Program** allows customers to purchase renewable energy to support regional clean energy development.

[3] Electricity Fuel Mix | Puget Sound Energy (PSE)

PROPANE AND FUEL OIL

Delivered fuels (propane and fuel oil) together accounted for approximately **6% of total communitywide emissions** in 2023—**7,957 $MTCO_2e$ from propane** and **3,388 $MTCO_2e$ from fuel oil**.

Combined emissions from these fuels have decreased **4% since 2014**, consistent with gradual declines in the number of buildings using delivered fuels for heating or cooking and slow transitions toward electricity and heat pumps. Although small relative to electricity, delivered fuels remain a persistent emissions source due to long equipment replacement cycles.

Propane & Fuel Oil: Methodology Update

For the 2023 inventory, the methodology used to estimate emissions from residential fuel oil and propane was updated to use sector-specific fuel consumption data from the U.S. Energy Information Administration (EIA). This replaces the previous approach, which relied on statewide fuel oil consumption estimates and local propane sales tax data to approximate fuel use on Bainbridge Island. The updated methodology was also applied retroactively to the 2014 and 2018 inventories for consistency.

Residential fuel oil and propane consumption were estimated by scaling Washington State consumption data to Bainbridge Island based on the number of households using each fuel type, using American Community Survey data to derive per-household consumption. Commercial and industrial propane consumption was estimated similarly using per-employee consumption factors derived from statewide employment data and applied to local employment estimates from the Puget Sound Regional Council.

This updated approach improves the inventory by allowing propane use to be estimated by sector and by more accurately reflecting fuel consumed during the inventory year. Unlike sales data, which can be influenced by purchasing timing, consumption data better represents actual fuel use patterns.

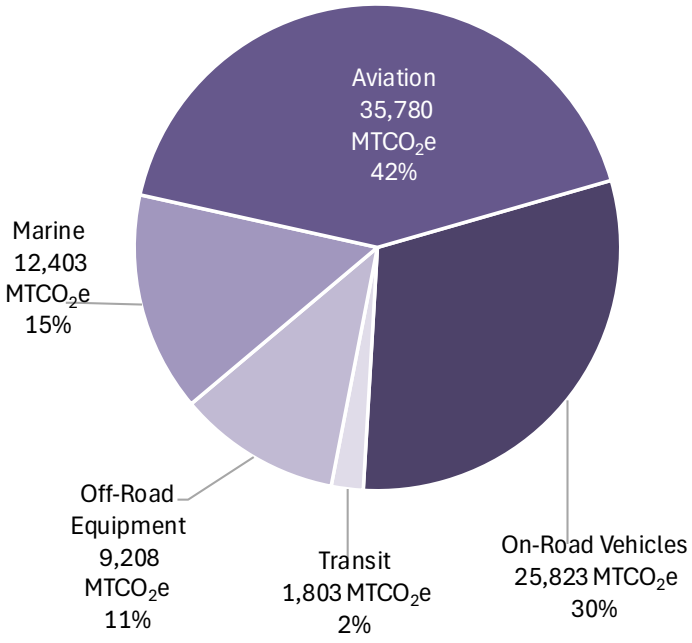
Applying the revised methodology resulted in higher estimated emissions across years, including a 39% increase in residential fuel oil consumption and a 155% increase in combined residential, commercial, and industrial propane consumption in 2023 compared to estimates using the previous method.

Transportation

The transportation sector includes emissions from **on-road vehicles, off-road equipment, aviation, transit, and marine vessels**. In 2023, transportation accounted for approximately **85,017 $MTCO_2e$**—or **3.4 $MTCO_2e$ per capita**—making it **the largest contributor** to Bainbridge Island's communitywide emissions (47%). As shown in Figure 8, emissions from aviation, on-road vehicles, and marine travel make up the vast majority of transportation-related emissions.

Overall transportation emissions increased **13% since 2014**, reflecting a combination of rising activity levels in certain categories (e.g., air travel and transit) and reductions in others (e.g., on-road passenger vehicles and ferry travel).

Figure 8. Community transportation 2023 GHG emissions.



ON-ROAD VEHICLES

On-road vehicle emissions include passenger vehicles and freight/service vehicles (light-, medium-, and heavy-duty), but do not include transit vehicles. Passenger vehicles account for most on-road emissions.

In 2023, on-road passenger and freight vehicles produced **25,823 $MTCO_2e$**, or **30% of transportation emissions**.

Despite an overall **6% increase in on-road vehicle miles traveled (VMT)** between 2014 and 2023 (Table 5; Figure 9), **on-road emissions decreased by 6%**. This decline is attributable to:

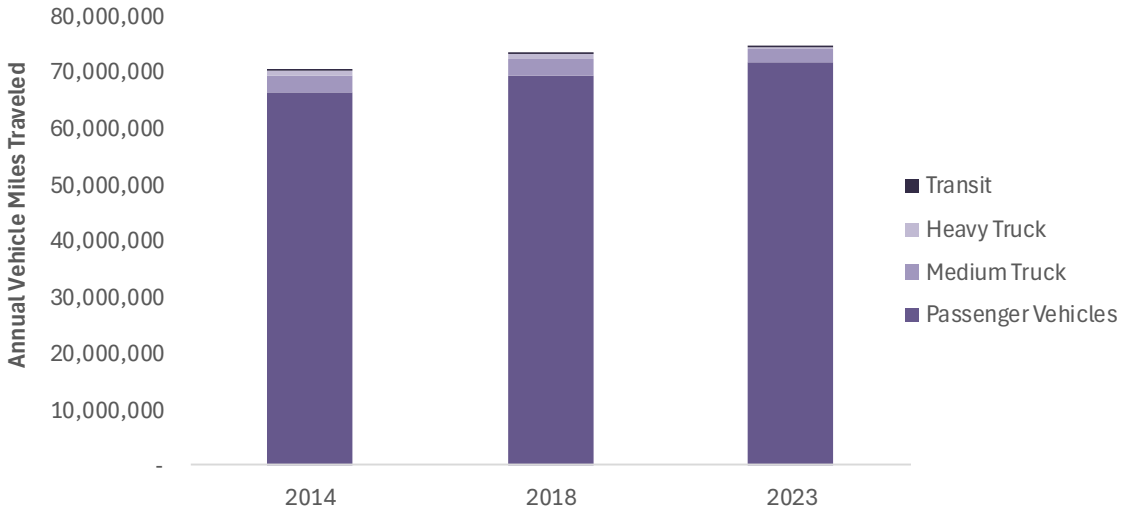
- **Improved vehicle fuel efficiency**, demonstrated by lower average emissions per mile ($MTCO_2e$/mile).
- **A decreasing share of VMT from medium and heavy trucks**, which experienced notable reductions in activity (−17% and −35%, respectively).
- **Gradual turnover of the regional passenger vehicle fleet** toward more efficient and lower-emitting technologies.

Transit vehicle emissions increased from **590 $MTCO_2e$ in 2014** to **1,803 $MTCO_2e$ in 2023**. Changes in the fuel types used in transit vehicles on the island contributed to the increase in emissions, with Kitsap Transit reporting a 183% increase in diesel fuel consumption in their transit vehicles from 2014 to 2023.

Table 5. Annual vehicle miles traveled estimated for Bainbridge Island.

Type	2014	2018	2023	Difference from Baseline	% Change from Baseline
Passenger vehicle	66,612,870	69,543,904	71,815,260	5,202,390	8%
Medium truck	3,011,067	2,993,763	2,513,424	-497,643	-17%
Heavy truck	708,280	708,118	245,324	-462,956	-65%
Transit bus [4]	394,450	397,634	397,995	3,545	1%
TOTAL	**70,726,667**	**73,643,419**	**74,972,003**	**4,245,336**	**6%**

Figure 9. On-road vehicle miles traveled by vehicle type.



OFF-ROAD VEHICLES & EQUIPMENT

Off-road vehicles and equipment made up **5% of total communitywide emissions** in 2023 (9,208 $MTCO_2e$). These emissions come from construction, landscaping, agricultural, airport-support, recreation, and other non-road equipment. The largest source of off-road emissions is construction equipment, making up 36% of off-road equipment emissions.

Emissions from this category decreased **<1% since 2014**, likely reflecting:

- lower reported activity levels,
- increased equipment efficiency or electrification, or
- changes in equipment inventories across sectors.

[4] Miles for transit buses are in annual revenue miles.

FERRY TRAVEL

Marine vessel emissions related to Bainbridge Island's share of Washington State Ferry travel decreased **12% since 2014**. This reduction is consistent with **decreased ferry fuel consumption** on the Seattle–Bainbridge route and operational changes made over the past decade.

In 2023, Bainbridge Island's share of ferry travel accounted for an estimated **2.4 million gallons of fuel**, compared to **2.2 million gallons in 2014**. Despite this increase, improvements in vessel efficiency and lower emissions factors offset much of the growth in fuel consumption.

AIR TRAVEL

Air travel is the **largest share of transportation emissions**, accounting for **35,780 MTCO$_2$e (42%)** of transportation-related emissions and **20% of total communitywide emissions**.

Aviation emissions increased **49% since 2014**, driven by:

- population growth on Bainbridge Island,
- increasing travel demand among residents and visitors, and
- overall increases in fuel consumption and flight activity through Seattle-Tacoma International Airport between 2014 and 2023.

Air travel in 2023 exceeds emissions from other transportation mobile sources, making it one of the most significant—and most difficult to reduce—sources of communitywide emissions.

Air travel emissions associated with Bainbridge Island residents and visitors were estimated using county-specific passenger survey data and jet fuel consumption data from Seattle-Tacoma International Airport (SeaTac) provided by the Port of Seattle. Jet fuel use was allocated to Bainbridge Island based on SeaTac passenger enplanement survey results at the county-level, downscaled to the city-level based on local population and employment. Using this approach, approximately 0.5% of SeaTac's fuel consumption was attributed to Bainbridge Island residents and visitors.

Solid Waste and Wastewater

The solid waste and wastewater sector includes emissions from the **generation, transportation, and disposal of solid waste** as well as emissions from **treatment of wastewater** produced within Bainbridge Island. Solid waste emissions are generated from landfill decomposition, collection and hauling, landfill equipment, and composting. Wastewater emissions include process emissions from treatment facilities and fugitive emissions from septic systems.

In 2023, solid waste and wastewater together accounted for approximately **4% of total communitywide emissions**. Emissions from solid waste increased **17% since 2014**, driven by increases in tons of composted waste and changes to the makeup of waste being disposed of

locally (Figure 10; Table 7). Bainbridge Disposal reported composting **2,762 tons of yard waste** in 2023, generating **389 MTCO$_2$e** from decomposition.

SOLID WASTE

Solid waste emissions rose from **4,720 MTCO$_2$e in 2014** to **5,529 MTCO$_2$e in 2023**, a **17% increase**, with changes varying across processes (Figure 10; Table 7):

- **Landfill disposal and decomposition:** increased by **551 MTCO$_2$e (+16%)**, reflecting changes to material makeup of the reported waste.
- **Collection and transportation:** decreased by **12 MTCO$_2$e (−1%)**, consistent with reduced waste volumes and hauling-related emissions.
- **Landfill equipment:** declined by **2 MTCO$_2$e (−1%)**.
- **Yard waste composting:** increased from **119 MTCO$_2$e to 389 MTCO$_2$e (+270 MTCO$_2$e)** due to higher reported volumes of composted material.

Landfilled waste is transported from Bainbridge Island to **Columbia Ridge Landfill** in Arlington, OR, approximately 330 miles from Bainbridge Island. Due to this long distance, landfill collection and transportation related emissions make up about **17%** of emissions from community solid waste disposal. This distance means that avoiding the generation of landfilled waste—either by producing less waste overall or composting/recycling—presents a considerable emissions reduction opportunity for Bainbridge Island.

Although composting emissions increased in absolute terms, composting remains a **much lower-emission disposal method** than landfilling. A shift from landfill disposal to composting reduces overall solid waste emissions, as composting produces much fewer methane emissions—a potent greenhouse gas—compared to landfilling. Overall, compost tonnage has increased and landfilled tonnage has decreased over time (Table 6).

Table 6. Solid waste disposal tonnage trends, by sector.

Sector	2014	2018	2023	Difference from Baseline	% Change from Baseline
Single family landfill disposal (short wet tons)	7,203	6,228	6,917	-286	-4%
Multi-family & commercial landfill disposal (short wet tons)	2,033	1,758	2,208	175	9%
Compost (short wet tons)	1,712	1,900	2,762	1,050	61%
Total	**10,949**	**9,886**	**11,887**	**938**	**9%**

Figure 10. Solid waste emissions trends, by source.

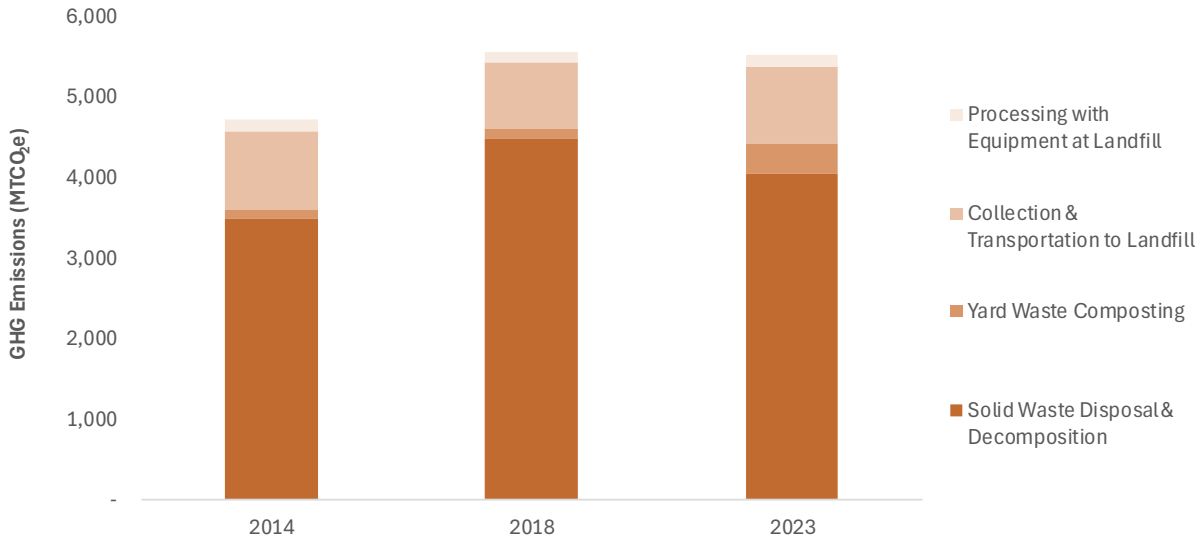


Table 7. Summary of solid waste emissions, by process.

Process	Emissions ($MTCO_2e$)			
	2014	2018	2023	Difference from Baseline
Solid Waste Disposal & Decomposition	3,489	4,473	4,041	551
Yard Waste Composting	119	132	389	270
Collection & Transportation to Landfill	961	831	949	-12
Processing with Equipment at Landfill	151	131	150	-2
Total	**4,720**	**5,567**	**5,529**	**808**

WASTEWATER TREATMENT

Wastewater-related emissions—including process emissions from treatment and fugitive emissions from septic systems—made up **approximately 1% of communitywide emissions** in 2023.

As shown in **Table 6**, total wastewater emissions remained relatively stable since 2014, declining by **1% overall**:

- **WWTP process emissions** increased by **4 $MTCO_2e$ (+28%)**, due to higher volumes of wastewater treated alongside population growth.
- **WWTP effluent emissions** increased by **10 $MTCO_2e$ (+28%)**, also driven by higher wastewater flows.

- **Septic system emissions** decreased slightly by **37 $MTCO_2e$ (–2%)**, despite population growth. Septic emissions are scaled based on estimated population on septic systems, and minor changes reflect updated population estimates and wastewater generation assumptions.

While process and effluent emissions increased modestly in absolute terms, they remain **very small compared to other sectors**, and the wastewater sector as a whole continues to contribute only a limited share of communitywide greenhouse gas emissions.

Table 8. Summary of wastewater treatment and septic tank emissions.

Source	GHG Emissions ($MTCO_2e$)				
	2014	2018	2023	Difference from Baseline	% Change from Baseline
WWTP Process	13	14	17	4	28%
WWTP Effluent	35	37	44	10	28%
Septic Tanks	2,086	2,131	2,049	-37	-2%
Total	**2,134**	**2,182**	**2,110**	**-24**	**-1%**

Other Process & Fugitive Emissions

Emissions from other process and fugitive sources include **hydrofluorocarbons (HFCs)**, **perfluorocarbons (PFCs)**, and **sulfur hexafluoride (SF_6)**. These gases—primarily associated with refrigeration, air conditioning, electrical transmission systems, and industrial processes—accounted for **6% of Bainbridge Island's communitywide emissions in 2023**.

As shown in Table 9, emissions from this category totaled **10,860 $MTCO_2e$** in 2023, an **11% decrease since 2014**. HFCs remain the dominant gas, making up **98% of emissions** within this category. This reflects the widespread use of HFCs in refrigeration and cooling systems and the release of refrigerants during equipment servicing or end-of-life disposal. Note that these data are downscaled based on national emissions trends, so trends may not be fully reflective of local activity.

Trends among gases include:

- **HFCs:** decreased **11%** since 2014 due to gradual turnover of older, higher-GWP refrigerants and improved handling practices.
- **PFCs:** increased sharply (+469%), but absolute emissions remain extremely small (17 $MTCO_2e$).
- **SF_6:** decreased **21%**, likely reflecting changes in electrical system equipment and leak management.

Although relatively small compared to transportation and building energy, this sector is important because these gases have **very high global warming potentials**. Continued reductions will

depend on the adoption of low-GWP refrigerants and improved refrigerant recovery and disposal practices.

Table 9. Summary of emissions from other processes and fugitive sources.

GHG	GHG Emissions ($MTCO_2e$)				
	2014	2018	2023	Difference	% Change from Baseline
HFC	12,058	13,234	10,728	-1,331	-11%
PFC	3	3	17	14	469%
SF_6	147	95	116	-31	-21%
Total	**12,209**	**13,332**	**10,860**	**-1,348**	**-11%**

Agriculture

Agricultural emissions on Bainbridge Island come primarily from **enteric fermentation** (methane emissions from livestock digestion) and **manure management**. Agricultural activity on the island is modest, and emissions from this sector accounted for **less than 1%** of communitywide emissions in 2023.

Based on Kitsap County agricultural census data, scaled to Bainbridge Island using proportional land area, the island supported an estimated **893 livestock animals** in 2023—an **11% increase** from 2014 (Table 10). The composition of livestock has shifted over time:

- **Cattle populations decreased by 33%**, which drove a **25% reduction in enteric fermentation emissions**, as cattle account for the majority of methane emissions in this category.
- **Horse populations decreased by 15%**, resulting in a small reduction in associated emissions.
- **Goats increased significantly (+83%)**, though absolute emissions remain small due to their low per-animal emission rate.
- **Poultry increased by 22%**, but poultry contribute very little to CH_4 or N_2O emissions.
- **Swine decreased by 35%**, also resulting in very small overall emissions changes.

Despite overall livestock increases, total agricultural emissions remain extremely low. Manure management emissions increased **9% since 2014**, consistent with the modest rise in livestock counts.

Given the small scale of agricultural activity on Bainbridge Island, emissions from this sector remain relatively stable and are **not a major driver of communitywide emissions trends**.

Table 10. Agricultural acres and population trends, by livestock.

Animal	Animal Population			
	2014	2018	2023	% Change from Baseline
Horses	98	100	83	-15%
Sheep	41	82	41	0%
Goats	35	44	64	83%
Cattle	92	81	62	-33%
Poultry	517	538	630	22%
Swine	20	30	13	-35%
Total	**803**	**875**	**893**	**11%**

Communitywide Contribution Analysis

Introduction

In 2023, Bainbridge Island's 25,180 residents and 9,827 households generated an estimated **182,049 MTCO$_2$e** in communitywide emissions. Since 2018, the population increased by **1%**, the number of households increased by **4%**, and total communitywide emissions decreased by **22%**. To understand the forces behind these changes, the City applied ICLEI USA's *Analyzing Drivers of Change in Greenhouse Gas Emissions Inventories* tool to attribute inventory changes to underlying economic, social, technological, and environmental factors.

Results

The contribution analysis shows that Bainbridge Island's emissions reductions during this period were driven primarily by **substantial decarbonization of Puget Sound Energy's electricity fuel mix**, which produced the single largest decrease in emissions. Reductions in **refrigerant consumption**, along with improvements in **commercial energy efficiency** and **on-road vehicle emissions per mile**, further contributed to downward pressure.

Several factors exerted upward pressure on emissions, including a **colder winter**, **employment growth**, modest **population growth**, and **more vehicle miles traveled per person**. Increases were also observed in **air travel**, **off-road vehicle activity**, and several smaller categories (e.g., refrigerants, wastewater), which together added to total emissions.

The **"waterfall" charts** on the following pages (Figure 11 and Figure 12) illustrate how these drivers interact to produce the net reduction between 2018 and 2023. Unlike the simple trend charts presented in the previous section, these figures show not only how emissions or underlying activities have changed over time, but also the relative contribution of different factors driving those changes. Understanding these drivers helps the City better interpret observed emissions trends, including the extent to which changes may be driven by factors outside of the City's direct control versus areas where local action can have a meaningful impact on future emissions reductions.

Figure 11. High-level summary of major drivers of communitywide inventory increases and decreases.

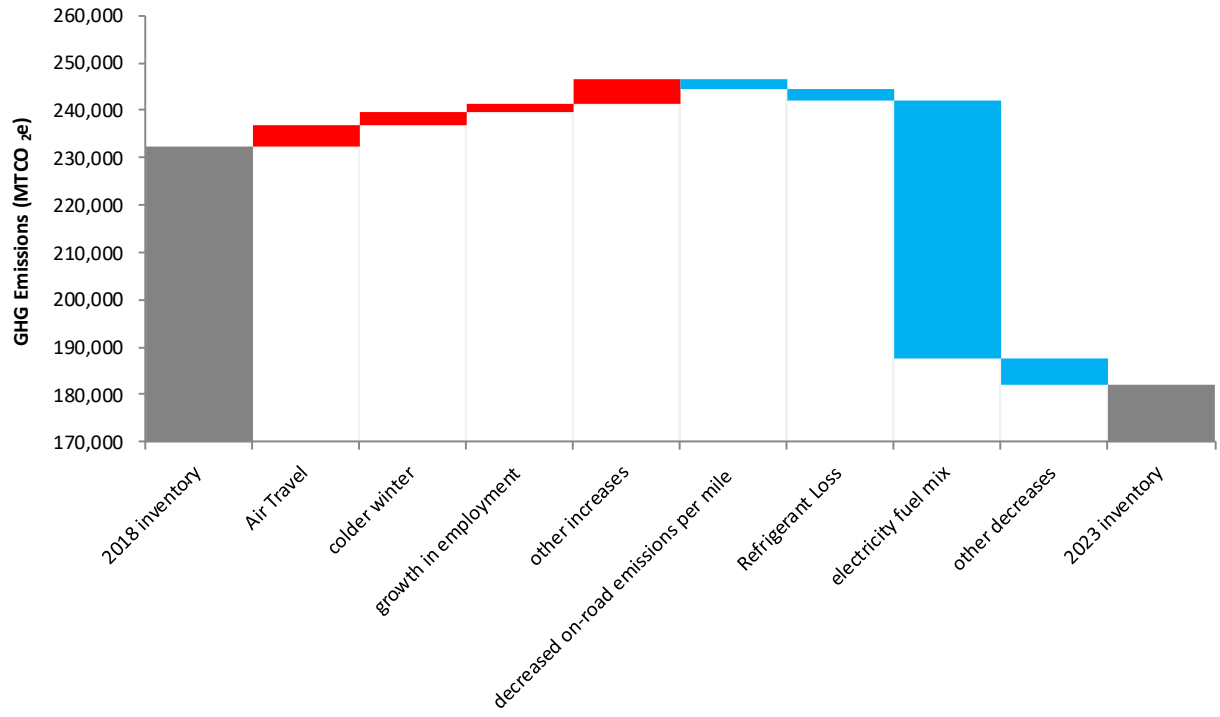
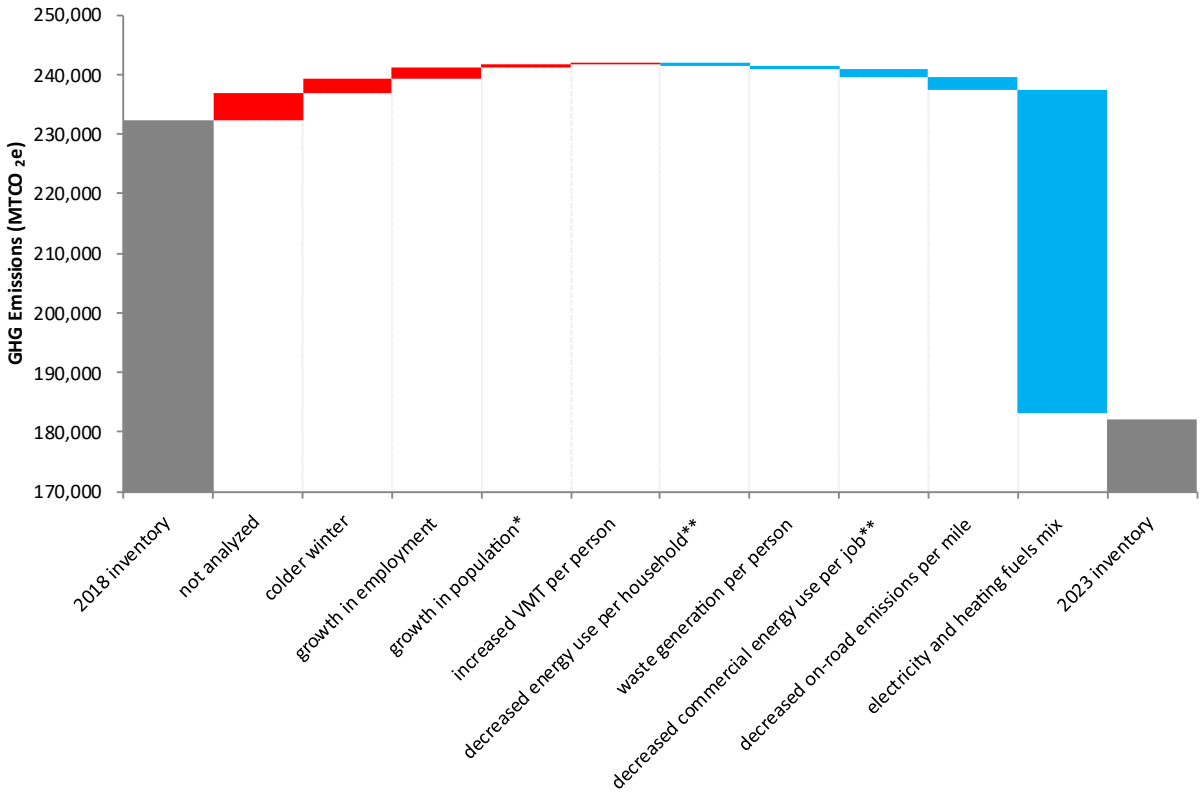


Figure 12. Detailed depiction of major drivers of inventory increases and decreases.



These factors were the dominant contributors to the overall 20% decline in emissions.

- **Electricity fuel mix (−54,544 $MTCO_2e$)**
  The most significant driver of emission reductions. Changes in PSE's electricity generation portfolio—including increased wind and other renewables—substantially lowered the carbon intensity of electricity used within Bainbridge Island.

- **Decreased refrigerant loss (−2,472 $MTCO_2e$)**
  Per-capita refrigerant consumption has declined, leading to less emissions from fluorinated gases.

- **Decreased on-road emissions per mile (−1,982 $MTCO_2e$)**
  Improvements in vehicle efficiency lowered the emissions intensity of driving, even as VMT increased slightly.

- **Decreased commercial energy use per job (−1,524 $MTCO_2e$)**
  Efficiency improvements in the commercial sector reduced electricity and fuel use per employee.

- **Decreased off-road equipment emissions per person (−1,123 $MTCO_2e$)**
  Decreased emissions from off-road equipment in Kitsap County, reducing per-capita emissions on Bainbridge Island.

- **Decreased waste generation per person (−811 $MTCO_2e$)**
  Waste generation has declined, reducing per-capita disposal and lowering landfill emissions

Conversely, several factors exerted upward pressure on emissions during the same period, reflecting demographic, economic, and activity-based changes across the community:

- **Air travel (+4,778 $MTCO_2e$)**
  Increased estimated air travel activity tied to SeaTac departures.

- **Colder winter (+2,553 $MTCO_2e$)**
  Higher heating demand due to colder 2023 winter conditions.

- **Growth in employment (+1,769 $MTCO_2e$)**
  Increased commercial activity and energy use associated with job growth.

- **Increased energy use per household (+1,347 $MTCO_2e$)**
  Slight rise in household energy consumption.

- **Growth in population (+599 $MTCO_2e$)**
  Higher overall activity levels due to more residents.

- **Other increases (+approximately 2,485 $MTCO_2e$)**
  Includes contributions from ferries, public transportation, and other sources not individually attributed in the tool.

- **GDP-related impact to waste generation (+511 $MTCO_2e$)**
  More waste generation linked to higher economic activity.

Government Operations Emissions Results

The government operations ("municipal") inventory summarizes GHG emissions from **city-owned and operated facilities, fleet vehicles, equipment, and government-managed waste and wastewater activities**. Although some sector names align with those used in the communitywide inventory, municipal emissions represent only the subset associated with City operations and are therefore much smaller in scale than total communitywide emissions. In 2023, Bainbridge Island's municipal operations produced an estimated **581 $MTCO_2e$**, representing approximately **0.3%** of total communitywide emissions. As shown in Table 11, the largest sources of municipal emissions in 2023 were:

- **On-road fleet vehicles** (219 $MTCO_2e$; 38%)
- **Employee commute** (103 $MTCO_2e$; 18%)
- **Solid waste and wastewater** (91 $MTCO_2e$; 16%)

Municipal emissions declined **71% since 2014**, primarily due to a near elimination of electricity-related emissions from government buildings and streetlights as the City became an EPA green power partner, transitioning to a fully renewable electricity supply through the purchase of 100% green power (Figure 14; Figure 15). The remaining electricity emissions correspond to transmission and distribution losses from the green power purchased, which is not currently covered by the City's green power purchases.

Table 11. Government operations GHG emissions trends ($MTCO_2e$).

Sector	2014	2018	2023	Change from Baseline	% Change from Baseline
Buildings & Facilities Energy	**1,167**	**948**	**33**	**(1,071)**	**-92%**
Electricity	**1,024**	**818**	**63**	**(961)**	**-94%**
Propane	**40**	**40**	**33**	**(7)**	**-18%**
Electricity - Streetlights & Traffic Signals	**103**	**91**	**-**	**(103)**	**-100%**
Transportation & Other Mobile Sources	**596**	**184**	**359**	**(237)**	**-40%**
On-Road Fleet Vehicles	**359**	**491**	**219**	**(140)**	**-39%**
Off-Road Vehicles & Equipment	**77**	**64**	**37**	**(40)**	**-52%**
Employee Commute	**160**	**184**	**103**	**(57)**	**-36%**
Solid Waste and Wastewater	**99**	**118**	**91**	**(9)**	**-9%**
Compost	**<1**	**<1**	**<1**	**<1**	**205%**
Landfill	**59**	**84**	**48**	**(11)**	**-18%**
Wastewater Treatment (Process)	**11**	**9**	**11**	**<1**	**4%**
Wastewater Treatment (Effluent)	**29**	**25**	**30**	**1**	**4%**
Other Process & Fugitive Emissions	**17**	**17**	**35**	**18**	**102%**

Refrigerants	**17**	**17**	**35**	**18**	**102%**
TOTAL	**1,982**	**1,914**	**581**	**(1,401)**	**-71%**

Figure 13. Government operations 2023 GHG emissions.

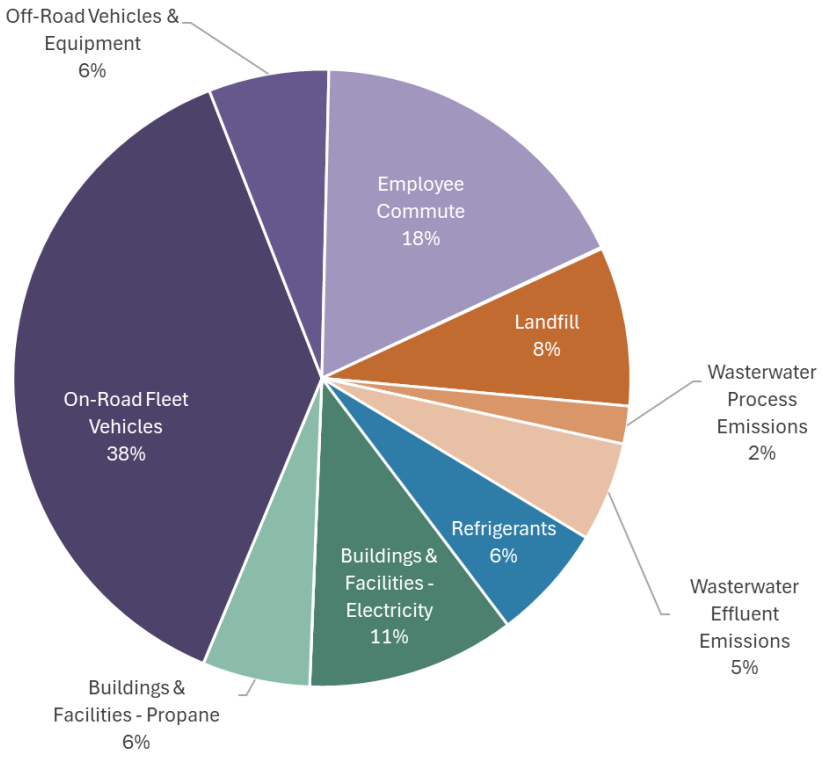
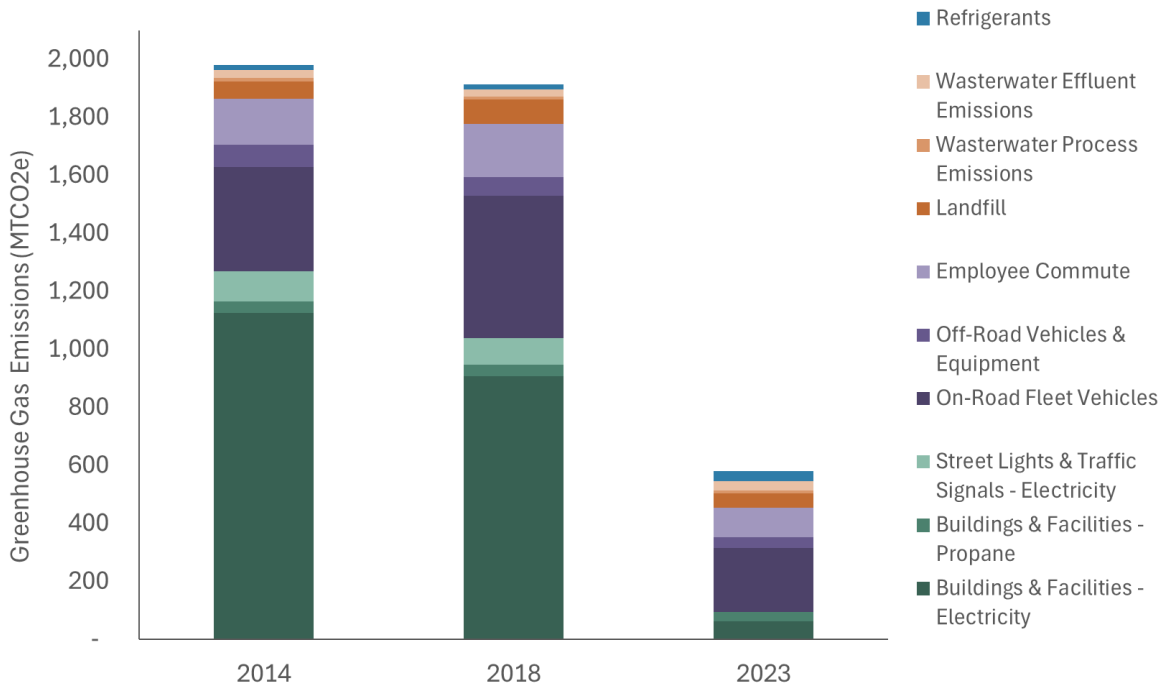


Figure 14. Municipal GHG emissions trends.



Buildings and Facilities Energy

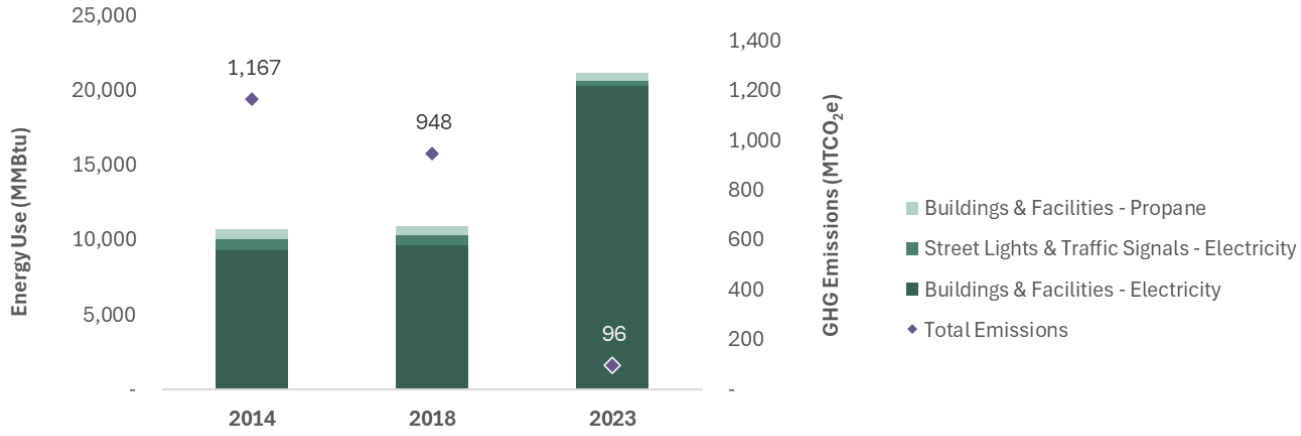
In 2023, emissions from municipal buildings and facilities totaled **96 $MTCO_2e$**, representing **17%** of overall municipal emissions (Figure 13). This category includes energy used to heat, cool, and power city-owned buildings and infrastructure.

ELECTRICITY

Electricity-related emissions for municipal buildings fell from **1,024 $MTCO_2e$ in 2014** to **63 $MTCO_2e$ in 2023**—a **94% reduction**. This decline reflects the City's shift to a **100% renewable electricity supply** for municipal operations (e.g., green power and solar participation), which eliminated emissions associated with municipal electricity use. The remaining electricity emissions correspond to transmission and distribution losses from the green power purchased from PSE, which is not currently covered by the City's green power purchases.

Even as energy consumption increased across facilities (Figure 15), emissions did not rise due to green power purchases.

Figure 15. Government operations energy use and emissions trends.



PROPANE (STATIONARY FUEL COMBUSTION)

Municipal propane use generated **33 MTCO$_2$e in 2023**, an **18% decrease since 2014** (Figure 15). Propane use remains one of the few remaining sources of building-related emissions and is used for heating at certain facilities.

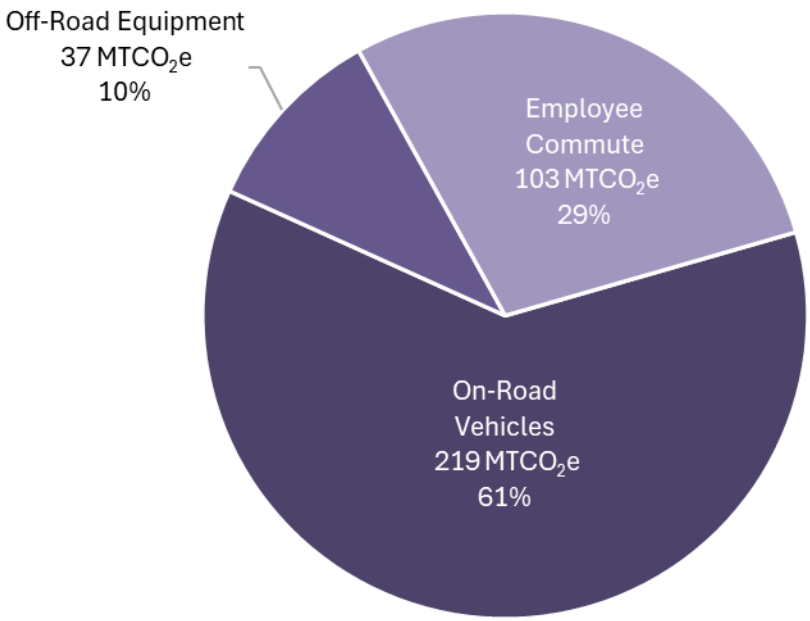
STREETLIGHTS AND TRAFFIC SIGNALS

Emissions from streetlights and traffic signals decreased from **103 MTCO$_2$e in 2014** to **0 MTCO$_2$e in 2023**, consistent with the City's shift to renewable electricity.

Transportation & Mobile Sources

Transportation activities were the **largest contributor** to municipal emissions in 2023, accounting for **69%** of the total (359 MTCO$_2$e). Sources include **on-road fleet vehicles**, **off-road equipment**, and **employee commuting** (Figure 16).

Figure 16. Municipal transportation emissions, by source.



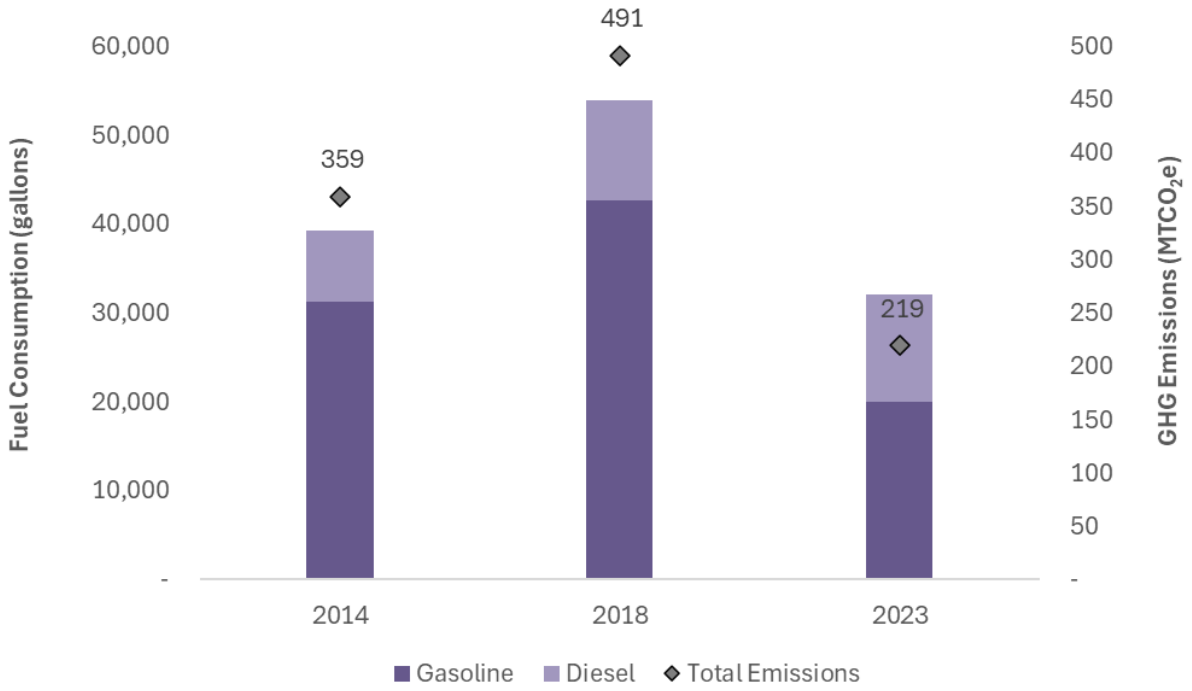
ON-ROAD FLEET VEHICLES

On-road fleet vehicles produced **219 $MTCO_2e$** in 2023 (61% of transportation emissions). These emissions reflect gasoline and diesel consumption from city-operated passenger vehicles, trucks, and specialty vehicles.

On-road fleet vehicle emissions decreased **39% since 2014 and 55% since 2018** (Figure 17), likely linked to:

- reduced fleet fuel use.
- turnover in the fleet toward more efficient vehicles.
- potential operational changes reducing vehicle miles traveled.

Figure 17.Government operations fleet fuel usage and emissions trends.



OFF-ROAD VEHICLES & EQUIPMENT

Off-road equipment (e.g., lawnmowers, boats, forklifts) generated **37 $MTCO_2e$** in 2023. This represents a **52% decrease** since 2014, likely reflecting reduced usage, improved efficiency, or updated equipment inventories (Figure 16).

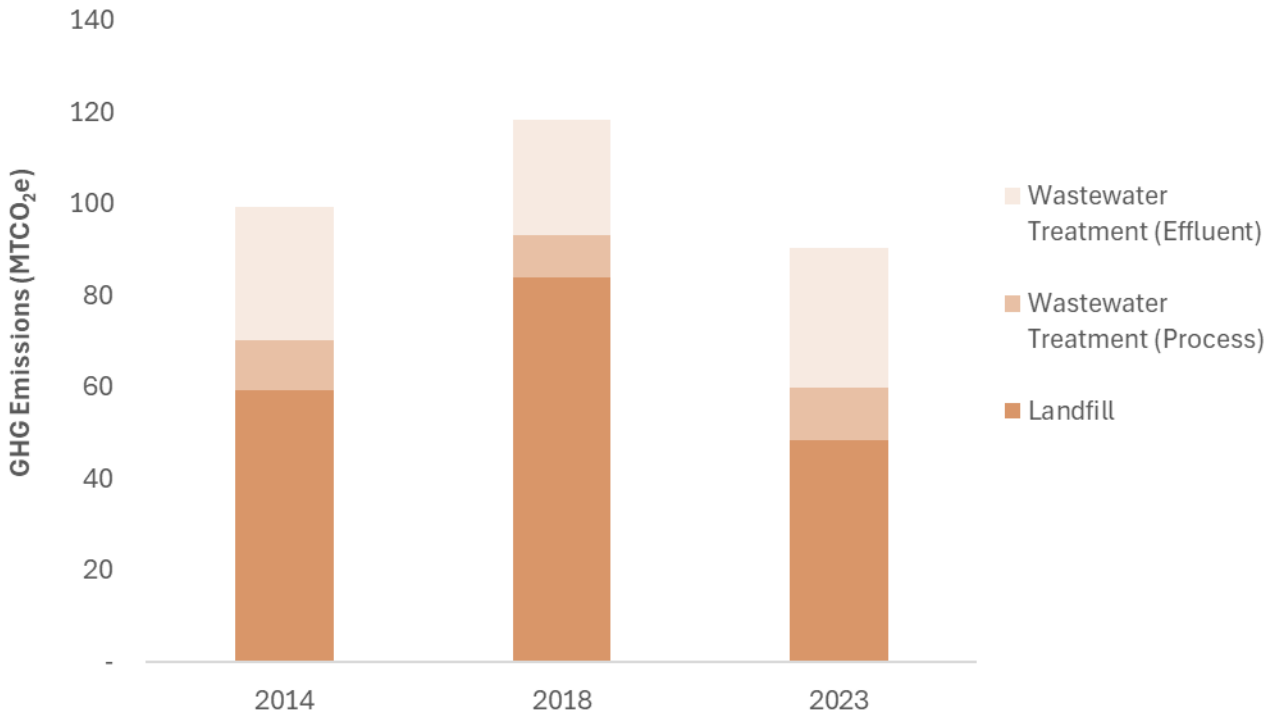
EMPLOYEE COMMUTE

Employee commute emissions totaled **103 $MTCO_2e$ in 2023**, accounting for **29%** of municipal transportation emissions. This reflects a **36% decrease since 2014** and a **44% decrease since 2018**, driven by shifts in commuting patterns and increased telework adoption. This decrease is particularly notable, as most employees live off-island.

Solid Waste and Wastewater

The solid waste and wastewater sector contributed **91 $MTCO_2e$** in 2023, or **16%** of total municipal emissions. Overall, emissions from this sector have declined since 2014 and 2018 (Figure 18).

Figure 18. Municipal solid waste & wastewater emissions trends.



LANDFILL

Emissions from the disposal of government-generated solid waste contributed **48 $MTCO_2e$** in 2023, accounting for **53%** of emissions within this sector. Landfill emissions decreased **18%** since 2014, reflecting reductions in waste disposed and changes in operational waste practices.

WASTEWATER TREATMENT

Municipal wastewater treatment process emissions (11 $MTCO_2e$) and effluent emissions (30 $MTCO_2e$) together accounted for **7%** of total municipal emissions. Both increased approximately **4%** since 2014, consistent with increases in wastewater generation resulting from population and facility activity changes.

Refrigerants

Refrigerant-related emissions totaled **35 $MTCO_2e$** in 2023 (7% of municipal emissions). This represents a **102% increase** since 2014, driven by an increased number of facilities requiring cooling equipment and leakage from stationary HVAC systems and mobile refrigerants in fleet vehicles. Although relatively small in magnitude, refrigerants are high–global warming potential gases, so improved refrigerant management, maintenance, and recovery practices represent a meaningful reduction opportunity.

Conclusion

The 2023 greenhouse gas (GHG) inventories for both the Bainbridge Island community and municipal operations provide a clear picture of current emissions and long-term trends. Communitywide emissions totaled **182,049 MTCO$_2$e** in 2023, a **14% decrease since 2014**, while municipal operations contributed **581 MTCO$_2$e**, just **0.3%** of the community total, and have declined **71%** over the same period.

Much of this progress is driven by a cleaner regional electricity grid and the City's transition to **100% renewable electricity** for all municipal buildings and infrastructure. As a result, electricity-related emissions have fallen sharply across the community and been nearly eliminated for municipal operations.

Even with this progress, the inventories highlight several areas where continued action is needed. **Transportation** remains the largest contributor to emissions for both the community and the City—driven by on-road vehicles, air travel, and marine travel communitywide, and by fleet vehicles and employee commuting for municipal operations. **Delivered building fuels** (propane and fuel oil) also remain notable contributors at the community scale, while propane use, landfill waste, wastewater treatment, and refrigerants represent the remaining sources for municipal operations.

Together, these inventories show that Bainbridge Island has achieved meaningful reductions since 2014, especially in building energy emissions. Going forward, the greatest opportunities for further reductions lie in **transportation decarbonization**, **building electrification**, **waste and refrigerant management**, and **continued municipal leadership** through efficient operations and fleet transitions. These findings provide a strong foundation for shaping next steps and supporting ongoing climate action on Bainbridge Island.

Appendix A: Methodology

This appendix outlines detailed methodology used to estimate communitywide and municipal GHG emissions summarized in this report. This methodology section includes data sources and key assumptions. It also highlights limitations and uncertainties associated with the data and methods to provide context for GHG emissions results.

Methodology and Data Sources

GHG emissions data comes from a variety of federal, state, and local sources. Ideally, data sources can be provided at the local level to ensure the most accurate GHG emissions estimates.

Calculating GHG emissions involves identifying and applying emission factors to activity data, summarized in Table 12 below. The GHG inventories used locally specific data as much as possible, based on data availability.

- **Activity data** quantifies the amount of activity that ultimately generates emissions. Examples of activity data include kilowatt hour of electricity consumed, vehicle miles traveled (VMT), and tons of waste generated.

- **Emission factors** are values that are used to determine the amount of a specific GHG emitted based on one unit of activity data. Examples of emission factors include metric tons of carbon dioxide (CO_2), nitrous oxide (N_2O), methane (CH_4), or CO_2 equivalence emitted per kilowatt hour of electricity consumed, per ton of waste generated, or per VMT.

Data quality is assessed and reported on a **High (H), Medium (M),** and **Low (L)** scale in accordance with GHG inventory best practices (Table 12 and Table 13):

- A ***High*** rating indicates data are detailed and specific to the local geography
- A ***Medium*** rating indicates data are more general or modeled with robust assumptions and may not be specific to the local geography, but are downscaled from a slightly broader geography (e.g., state-level)
- A ***Low*** rating indicates data are highly modeled, uncertain, or a default value was used based on national characteristics.

Communitywide

Table 12. Key data sources for the Bainbridge Island's communitywide inventory.

Sector	Activity Data	Quality	Emission Factors	Quality
Residential Energy				
Electricity	• City-wide consumption provided by PSE.	H	• PSE reported emissions factors (PSE Greenhouse Gas Inventory, 2023).	H
Stationary Fuel Combustion[5]	• Statewide propane and fuel oil consumption by sector (2023). • U.S. Census "House Heating Fuels" for Bainbridge Island and WA State (2023).	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	H
Electricity Transmission & Distribution Losses	• City-wide consumption provided by PSE.	M	• PSE reported emissions factors (PSE Greenhouse Gas Inventory, 2023).	H
Non-Residential Energy				
Electricity	• City-wide consumption provided by PSE.	H	• PSE reported emissions factors (PSE Greenhouse Gas Inventory, 2023).	H
Electricity Transmission & Distribution Losses	• City-wide consumption provided by PSE.	M	• PSE reported emissions factors (PSE Greenhouse Gas Inventory, 2023).	H
Stationary Fuel Combustion	• Statewide propane and fuel oil consumption by sector (2023). • PSRC Bainbridge Island employees by sector (2023). • WA State employees by sector (2023) from the Washington State Employment Security Department (ESD).	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	H
Transportation				
On-Road Vehicles	• Passenger and freight vehicle VMT, provided by travel model data, for proportion of Kitsap County VMT occurring in Bainbridge Island. • Reported transit vehicle miles traveled by fuel type for each transit agency from the National Transit Database (NTD).	M	• U.S. Environmental Protection Agency (EPA) EF Hub average EFs (by vehicle & fuel type).	L
Off-Road Vehicles & Equipment	• EPA Motor Vehicle Emission Simulator (MOVES) model outputs, by county for proportion of Kitsap County activity occurring in Bainbridge Island.	M	• N/A (data reported in emissions).	L

[5] The stationary fuel combustion approach was updated in 2023 to use a more accurate methodology than was used for the 2014 and 2018 inventories. See the *Propane and Fuel Oil* section of the report (within "Building Energy") for more information.

Sector	Activity Data	Quality	Emission Factors	Quality
Air travel	• Emissions from Seattle-Tacoma International Airport (SEA) were attributed to individual counties in combination with passenger survey data, population, and household income data from the U.S. Census.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	H
Ferry travel	• Ferry fuel price, from EIA, and cost, from WSDOT.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	H
Solid Waste and Wastewater				
Solid Waste Generation[6]	• City-wide tonnage provided by Bainbridge Disposal. Where local waste characterization data were unavailable, Department of Ecology regional characterizations were used.	M	• Waste characterizations from 2020 WA Waste Characterization Study, for Kitsap County.	M
Solid Waste Collection & Transportation	• City-wide tonnage provided by Bainbridge Disposal. • Round-trip mileage to disposal site estimated on Google maps.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	L
Yard Waste Composting	• City-wide tonnage provided by Bainbridge Disposal.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	L
Landfill Processing	• City-wide tonnage provided by Bainbridge Disposal.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	L
Wastewater Treatment Facility	• Wastewater treatment facility processes determined based on desktop research and confirmed with City staff. • Population served by wastewater treatment facility estimated by multiplying the number of sewer connections by the average household size from U.S Census data.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath.	L
Septic Tanks	• Population data estimated based on number of septic systems reported to the Kitsap Department of Health and the number of sewer connections in the community.	M	• CO_2, CH_4, and N_2O emission factors defaults from ClearPath. • Fugitive emissions calculated using Community Protocol WW.11 Alternative Method for Methane Emissions from Septic Systems if Only the Population is Known.	L

[6] 2014 and 2018 waste tonnages were retroactively updated when completing the 2023 GHG inventory. This was done to more accurately estimate the distribution of waste between single-family and multi-family/commercial sectors.

Sector	Activity Data	Quality	Emission Factors	Quality
Other Process and Fugitive Emissions				
Refrigerant Leakage	• HFC and PFC tonnage from Annex in U.S. EPA GHG Inventory Sources and Sinks, scaled down to Bainbridge Island population. • SF_6 tonnage and customer data from PSE, scaled down to Bainbridge Island customers.	L	• HFC and PFC GWP from IPCC 5th Assessment Report, with adjustment for climate-carbon feedback. • SF_6 100-Year GWP from U.S. EPA GHG Sources and Sinks. • Emissions calculated using Community Protocol Alternative Method BE.7.1.A.	H
Agriculture				
Enteric Fermentation and Manure Management	• Animal population and pastureland from USDA Agricultural Census, for Kitsap County. • Agricultural acres with livestock on Bainbridge Island and waste management system, from Kitsap County Conservation District. • Typical animal mass and B_o, Volatile solids and excreted nitrogen, and methane conversion factors from U.S. EPA GHG Inventory Sources & Sinks, 2022 Annexes.	M	• EF, 100-year GWP for CH_4 and N_2O, and volatilization nitrogen loss from U.S. EPA GHG Inventory Sources & Sinks, 2022 Annexes. • EF for nitrogen volatilization and runoff/leaching from U.S. Community Protocol, Appendix G. • Indirect N_2O emissions calculated using U.S Community Protocol, Appendix G.	M

Residential Energy

- Electricity consumption data was provided by the utility serving Bainbridge Island, PSE. Emissions from electricity transmission and distribution (T&D) losses were included using PSE specific emission factors.

- Stationary fuel combustion consisted of residential fuel oil and propane, with per-household consumption data from EIA and the number of households from American Community Survey. Residential fuel oil and propane emissions were calculated using per-household 2023 U.S. EIA residential fuel oil and propane consumption data for the state of Washington. Statewide total residential fuel consumption was allocated to Bainbridge Island using U.S. Census American Community Survey (ACS) home heating fuel data. This approach was updated for the 2023 inventory, and the 2014 and 2018 inventories were retroactively updated.

Non-Residential Energy

- Electricity consumption data was provided by the utility serving Bainbridge Island, PSE. Emissions from electricity transmission and distribution (T&D) losses were included using PSE specific emission factors.

- Stationary fuel combustion included commercial and industrial propane consumption, with consumption data from EIA and the number of commercial and industrial employees from the Washington State Employment Security Department. Per-employee commercial and industrial propane emissions were calculated using 2023 U.S. EIA commercial and industrial propane consumption data for the state of Washington. Statewide total commercial and industrial fuel

consumption was allocated to Bainbridge Island using the number of employees in the commercial and industrial sectors from Puget Sound Regional Council. This approach was updated for the 2023 inventory, and the 2014 and 2018 inventories were retroactively updated.

Transportation

- On-road vehicle miles traveled were derived from Puget Sound Regional Council's travel model data and account for all mileage within the Kitsap County boundary regardless of trip origin or destination. Emissions for Bainbridge Island are assumed proportional to the share of Kitsap County VMT occurring in Bainbridge Island city limits. Share of average weekday VMT occurring in Bainbridge Island was calculated from 2023 travel model data and includes all vehicle types. Bainbridge Island VMT shares represents all trips to/from Bainbridge Island as well as those driving through the city boundaries. The PSRC data reported VMT and emissions for passenger vehicles, medium trucks, heavy trucks, and transit. In ClearPath, we reported medium trucks as light trucks. For medium- and heavy-duty freight emissions, VMT was multiplied by fuel- and vehicle-specific emissions factors from the 2023 EPA Emission Factors Hub. For light-duty vehicles, 2023 vehicle registration data from Kitsap County was used to estimate a portion of VMT that should be attributed to EVs (1.7%). The remaining VMT from internal combustion engine light-duty vehicles was distributed into different fuel types based on statewide non-EV composition data provided by PSRC, which was then multiplied by fuel-specific emissions factors from the EPA Emission Factors Hub. The vehicle registration data was also used to create a weighted emissions factor for light-duty gasoline vehicles, based on the split between passenger vehicles and light trucks in Bainbridge Island.

- Transit annual revenue miles and fuel consumption data for Kitsap County were acquired from the National Transit Database from the Federal Transit Administration. These data were scaled down to Bainbridge Island by population.

- The Port of Seattle supplied jet fuel consumption data for SeaTac Airport for 2023, of which 0.5-1% was attributable to Bainbridge Island. SeaTac passenger enplaning surveys and population and employment statistics were used to assign the above fraction of the total airshed emissions to the Bainbridge Island community.

- Ferry fuel consumption was derived from EIA data on diesel fuel price and from WSDOT data on the reported fuel cost for the Bainbridge Island route in fiscal year 2023.

- Off-road emissions were calculated from the nonroad module of the EPA MOVES model for 2023. The model estimates emissions at the county level, which were then scaled down to Bainbridge Island by population. Emissions include common non-road equipment, including construction, agriculture, lawn/gardening, and recreational equipment.

FERRY EMISSIONS ATTRIBUTION

Accounting for emissions related to ferry transportation can be complicated by the fact that ferries typically travel between multiple jurisdictions. To simplify the methodology for calculating these emissions, the U.S. Community Protocol recommends allocating portions of the total emissions

related to ferry transportation according to the number of stops located in each jurisdiction. For example, for the Bainbridge Island-Seattle ferry, this would equate to a 50/50 split of emissions since there is one ferry stop in each city. This is the calculation approach that was used in this community inventory.

However, another possible method for attributing emissions to a particular jurisdiction is by ridership and examining the proportion of ferry riders from each city. To test that the 50/50 allocation was the correct choice for Bainbridge Island, we performed a sensitivity analysis using a ridership-based methodology. Using data reported by Washington State, we assumed that where travelers were heading in the evening on a weekday was likely where they reside. Based on this assumption and available data, we examined the proportion of total ferry travelers that end in Bainbridge Island in the evening versus elsewhere. Using this technique, we deduced that 47% of weekday ferry commuters are residents of Bainbridge Island—a value that is very close to the original 50% estimate.

Given that this proportion strongly aligns with the 50/50 approach recommended by the U.S. Community Protocol, we ultimately followed the U.S. Community Protocol attribution approach to align with the robust and established methodology used by other communities in the region.

Solid Waste and Wastewater

- Bainbridge Disposal single-family tonnages and Kitsap County waste characterization data, along with default emissions factors provided in ClearPath, were used to calculate emissions from waste disposal and composting. Multi-family and commercial tonnages were not directly available and were estimated using a single-family to multi-family + commercial ratio of 32:68, based on the transfer station survey data collected for the 2020 Washington Waste Characterization Study.

- Landfill methane collection scenario confirmed “typical” by Columbia Landfill Annual precipitation from National Weather Service, Arlington, OR.

- Wastewater emission calculations required data from Kitsap County Sewer District #7 and the City of Bainbridge Island wastewater treatment plants. City and District staff provided the data.

- Data required for higher quality calculations in ClearPath, such as BOD5 or population specifically using septic systems (including unpermitted systems), were not available. Therefore, fugitive septic tank emissions were estimated based on the number of Bainbridge Island residents not served by a sewer connection.

Other Process & Fugitive Emissions

- Data on fugitive refrigerant HFC and PFC emissions at city scales is scarce. The U.S. EPA’s 2019 Inventory of GHG Sources and Sinks and scaled the data to Bainbridge Island by population.

- PSE's greenhouse gas inventories from 2023 provided fugitive electric transmission and distribution emissions data for SF6. We scaled the data to Bainbridge Island using PSE customer data.

Agriculture

- The USDA provides publicly available data on the number of animals by county, which was scaled down to Bainbridge Island according to the ratio of livestock to land area. Kitsap County Conservation District provided data on manure management systems. The EPA provides national-level animal enteric and manure emissions factors, and state-level emissions factors for cattle.

Government Operations

Table 13. Data Sources for Bainbridge Island's government operations GHG emissions inventories.

Sector	Activity Data	Quality	Emission Factors	Quality
Building & Facilities Energy				
Electricity	• kWh consumption compiled from PSE bills.	H	• PSE reported emissions factors (PSE Greenhouse Gas Inventory, 2023).	H
Stationary Fuel Combustion	• Gallons of propane based on municipal purchasing information provided by O&M.	H	• CO2, CH4, and N2O emission factors defaults from ClearPath.	M
Streetlights and Traffic Signals	• Quantity, type, and wattage of each streetlight and traffic signal transcribed from PSE bills. • Installed wattage used to estimate electricity consumption in kWh.	M	• PSE reported emissions factors (PSE Greenhouse Gas Inventory, 2023).	H
Vehicle Fleet				
On-Road Fleet Vehicles	• Total fuel volumes by fuel type provided by Public Works staff. • VMT for each vehicle and fuel type were estimated based on the 2018 inventory percentage of total fuel type attributed to each vehicle type, as VMT data by vehicle was unavailable for 2023.	H	• U.S. Environmental Protection Agency (EPA) EF Hub average EFs (by vehicle & fuel type).	H
Off-Road Vehicles	• Fuel volumes by fuel type provided by Public Works staff. • As 2023 fuel volumes were unavailable for specific vehicles, 2018 percentages of total fuel for each fuel type were applied to each category of off-road vehicles to estimate fuel use for each fuel type and off-road vehicle combination.	H	• Default emissions factors provided in ClearPath by equipment and fuel type.	M
Employee Commute	• $MTCO_2e$ obtained from Commute Trip Reduction survey conducted by WSDOT.	M	• N/A; value converted to $MTCO_2e$ by WSDOT.	N/A
Solid Waste and Wastewater				
Solid Waste Generation	• Bin sizes, pickup frequency, average fullness, and waste type were transcribed from solid waste bills. • Estimated cubic yards of waste were then converted to tons using EPA solid waste weight conversions.	M	• ClearPath default emissions factors used to estimate all future methane emissions resulting from the decomposition of each waste type.	L
Wastewater Treatment Facility	• Wastewater treatment facility processes determined based on desktop research and confirmed with City staff. • Population served by wastewater treatment facility estimated by multiplying the number of sewer connections (city staff) by the average household size (ACS).	M	• Local Government Operations Protocol equations 10.8 and 10.10 used to calculate N_2O emissions. • CH_4 emissions were not applicable since the system is aerobic.	L

Sector	Activity Data	Quality	Emission Factors	Quality
Refrigerant Leakage				
Refrigerant Leakage from Building Heating and Cooling Equipment	• List of heating/cooling equipment provided by city staff. • Equipment categorized by type and refrigerant used.	L	• Emissions calculated using Equation 6.35 and the default factors in Table 6.4 of the Local Government Operations Protocol.	L

Building and Facility Energy

- City staff compiled electricity consumption data from PSE electricity bills for the City of Bainbridge Island's municipal operations.
- Facilities maintenance and purchasing records were used to compile total gallons of propane used in buildings and facilities.
- Past inventories estimated the total electricity usage of streetlights and traffic signals operated by the City of Bainbridge Island by counting the number, wattage, and types of streetlights and traffic signals included in the individual monthly PSE electricity bills. Equation 6.15 in the Local Government Operations Protocol is used to convert wattage to estimated electricity consumption in kWh. We assumed an average daily operating time of 12 hours for streetlights and 8 hours for traffic signals. City staff compiled 2023 electricity data for streetlights in alignment with previous inventories.

Transportation

- On-road and off-road vehicles and equipment were categorized into standard vehicle types (i.e., passenger car, light-duty truck, heavy-duty truck, etc.) based on provided vehicle descriptions and make/model information, in alignment with previous inventories. Total fuel gallons by fuel type were available for 2023, but fuel used by each fleet vehicle and equipment were not. VMT data was available for the list of fleet vehicles provided. 2018 fuel data by vehicle type and fuel type were used to estimate the proportion of each fuel type used by each vehicle and equipment category. Off-road emissions were estimated using ClearPath default emission factors. On-road emissions were estimated using EPA EF Hub average emission factors by vehicle & fuel type.
- City staff provided gasoline volumes for police boat use separately.
- We obtained total emissions (in MTCO2e) associated with employee commuting from the Commute Trip Reduction Survey conducted by WSDOT.

Solid Waste and Wastewater

- City staff provided data on waste generation for the City of Bainbridge Island's municipal operations.

- The data shared indicated the disposal bin volume, the pickup frequency, the estimated fullness, and the waste stream (i.e., recycling, yard waste, trash, etc.). We assumed that waste described as yard waste was composted, waste described as solid waste was landfilled, and that waste described as recycling was recycled. We converted annual volumes of waste by type into tons of waste by type using EPA solid waste weight conversions. We then used King County waste composition information and ClearPath default emissions factors to estimate emissions associated with waste generation and composting.

- We estimated wastewater treatment N2O emissions using Equation 10.7 and 10.10 of the Local Government Operations Protocol. Population served was estimated by Bainbridge Island City staff. Default nitrogen load information was used since local data was not available.

Refrigerant Leakage

- We acquired a list of heating/cooling equipment used in municipal buildings from Bainbridge staff. We did an online search of the equipment models and serial numbers to determine how to best categorize each piece of equipment. Using these categorizations, we estimated emissions from operational refrigerant leakage using Equation 6.35 and Table 6.4 of the Local Government Operations Protocol.

- Additional emissions associated with the disposal of refrigerants used in the old police station heating/cooling equipment were also included in 2023 as the building was torn down.

CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, April 21, 2026

Agenda Item: (6:40 pm) Discuss the Framework of an Interlocal Agreement with Kitsap Public Utility District Related to Water System Coordination on Bainbridge Island

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 25 Minutes

Recommendation:

Discussion only, with potential for the Interlocal Agreement to be forwarded to the Utility Advisory Committee for review and recommendations.

Narrative:

The Kitsap Public Utility District (KPUD) owns and manages water and sewer system across Kitsap County and on Bainbridge Island. The City and KPUD staff are currently in conversation regarding the coordination between entities on future public water system improvements to ensure the best possible outcomes for resource management, environmental sustainability and customer service. Additionally, KPUD has identified a near-term need for water supply from the City to supplement the South Bainbridge Water System, which is currently under a connection moratorium until additional supply is identified or proven water conservation efforts can be documented.

The City and KPUD have developed a draft Interlocal Agreement (ILA) that would

establish an intentional framework for coordination efforts, with the intent that amendments would be approved as needed to address the details of specific coordinated actions moving forward. The draft agreement includes issues such as a near-term intertie between the City system and the South Bainbridge Water System, long-term interties Island-wide along with coordinated water supply well planning, and water conservation efforts.

As part of this agenda item, the City and KPUD will provide an overview of the issues outlined in the ILA, and the City Council could consider forwarding this topic to the Utility Advisory Committee for review and recommendations.

Fiscal Impact:

None at this time.

Community Engagement and Outreach:

None planned at this time.

Attachments:

1. COBI_KPUD_Water Planning Interlocal Agreement DRAFT
2. KPUD Council Pres 042126

INTERLOCAL AGREEMENT BETWEEN CITY OF BAINBRIDGE ISLAND AND KITSAP PUBLIC UTILITY DISTRICT FOR PUBLIC WATER SYSTEM COORDINATION EFFORTS

THIS AGREEMENT ("Agreement") is made and entered into on the date of the last signature set forth below by the City of Bainbridge Island ("City") and Kitsap Public Utility District ("KPUD").

RECITALS

WHEREAS, the Interlocal Cooperation Act, Chapter 39.34 of the Revised Code of Washington, authorizes cooperative efforts between public agencies; and

WHEREAS, the City and KPUD own and operate public water systems within the City of Bainbridge Island with source, storage and facilities capable of being shared with the other for mutual benefit of their constituents; and

WHEREAS, the City and KPUD both desire to coordinate future public water system improvements to ensure the best possible outcomes for resource management, environmental sustainability and continuity of utility service to customers; and

WHEREAS, KPUD has identified near-term water supply needs for the South Bainbridge Water System; and

WHEREAS, the City's Groundwater Management Plan recommends long-term water system planning and coordination efforts with KPUD to advance resource sustainability and water conservation efforts; and

WHEREAS, the City and KPUD acknowledge that this Interlocal Agreement establishes an intentional framework for coordination efforts, and that the Agreement is intended to be amended as needed to address the details of specific supportive actions moving forward.

AGREEMENT

NOW, THEREFORE, in consideration of and subject to the terms and conditions set forth below, the City and KPUD agree as follows:

1. Near-Term South Bainbridge Water System Intertie Planning. KPUD has identified near-term water supply needs for the South Bainbridge Water System. The City and KPUD share a mutual interest in addressing these needs through cooperative planning and infrastructure coordination that supports efficient and resilient systems operation, protection of shared water resources, and cost-effective service delivery to their respective customers. The City and KPUD anticipate working together to construct a water system intertie near the head of Eagle Harbor that would connect the South Bainbridge system and the City's Winslow system. Subject to system capacity, regulatory approval, and mutually agreed operational conditions, the City could provide supplemental supply to KPUD during peak demand periods. The intertie would provide a

cost-effective and timely alternative to development of new supply sources. The city is committed to evaluating available system capacity to determine the extent to which water may be provided through the proposed intertie.

An amendment to this agreement will establish the terms and responsibilities between parties for the planning, design, funding, construction and operation of the intertie, including but not limited to the following:

- An engineering evaluation of the City's Head of the Bay well site to identify any infrastructure or operational modifications necessary to support intertie use;
- Planning, permitting, design, construction, and operation/maintenance requirements for a water main extension along Eagle Harbor Drive north from the South Bainbridge Water System to the proposed intertie location with the City;
- Estimated capital costs, cost allocation, and potential funding sources; and
- Wholesale water rates and payment terms applicable to any water provided by the City to KPUD through the intertie.

2. Long-Term Water System Intertie and Supply Well Planning. The City and KPUD recognize that long-term coordination and physical interconnection of the island's south, central and north end major public water systems can improve system reliability, enhance emergency response capability, promote efficient use of existing infrastructure, and reduce long-term capital and operational costs. Strategic system interties can support sustainable groundwater management by allowing water to be conveyed from areas of relative surplus to areas of need, thereby reducing localized impacts to the island's aquifers. Interconnected systems are commonly governed through a "Wheeling Agreement," which enables regional infrastructure sharing for water conveyance. Wheeling agreements benefit both agencies and their customers by improving reliability and cost efficiency, reducing reliance or over-pumping of individual sources, and supporting balanced use of the island's groundwater resources. These outcomes are consistent with the City's Groundwater Management Plan, which recommends diversifying water supply locations geographically and across multiple aquifers to minimize impacts on surface and groundwater levels.

An amendment to this agreement will establish the terms and responsibilities between parties for the development of a Wheeling Agreement that includes parameters for planning, funding, construction, and operation of interties and coordinated water system management, including, but not limited to the following:

- An engineering and permitting evaluation of intertie locations, including recommendations for timing, permitting, and infrastructure needs, including associated costs and funding opportunities;
- A hydrogeologic review of shared supply well alternatives, including groundwater model evaluations;
- Evaluation of shared operational and planning procedures, including updating of the regional Water Retail Service Area Map.

3. Water Conservation Efforts. The City and KPUD recognize the need for coordinated and consistent water conservation efforts to ensure the long-term sustainability of the Island's water resources. An amendment to this agreement will establish shared goals and tactics to advance water conservation efforts in the short and long-term.

4. **Term of Agreement.** This Agreement shall take effect on the date of the last signature of the parties below.

5. Notices. All notices hereunder may be delivered, emailed, or mailed. If mailed, they shall be sent to the following respective addresses:

To KPUD:

General Manager
PO Box 2910
Poulsbo, WA 98370
Phone: (360) 626-7760

To Bainbridge Island:

City of Bainbridge Island
280 Madison Ave. N.
Bainbridge Island, WA 98110
Attn: City Clerk
Phone: (206) 780-8618

or to such other respective addresses as either party may hereafter designate in writing. All notices and payments mailed by regular post (including First-Class) shall be deemed to have been given on the second business day following the date of mailing, if properly mailed and addressed. Notices and payments sent by certified or registered mail shall be deemed to have been given on the day following the date of mailing, if properly mailed and addressed. For all types of mail, the postmark affixed by the United States Postal Service shall be conclusive evidence of the date of mailing.

6. Termination. Either party may terminate this Agreement without cause on at least twelve (12) months' advance written notice to the other party. Either party may terminate this Agreement for a material breach thereof on thirty (30) days' advance written notice, provided, that if the breaching party cures the breach within the thirty (30) day notice period or, if such breach cannot reasonably be cured within thirty (30) days the breaching party commences cure and pursues the same diligently to conclusion, then this Agreement shall not terminate. Until the date of termination, the parties shall continue to comply with the terms and conditions of this Agreement. If both parties consent in writing, this Agreement may be terminated at any mutually agreed upon time.

7. Indemnity.

A. Indemnity by KPUD. KPUD agrees to indemnify, defend (with counsel reasonably acceptable to the City) and hold the City, its elected and appointed officers, agents, employees, and contractors harmless from and against any and all claims, suits, actions, damages, fines, penalties, liabilities and/or causes of action for any alleged personal injury, loss of life, and/or damage to property arising out of or in connection (i) KPUD's breach of its obligations under this Agreement; or (ii) any negligent, reckless, or intentional act of KPUD or any of its officers, agents, employees, invitees, or contractors. The foregoing indemnity is specifically and expressly intended to constitute a waiver of KPUD's immunity under the Washington Industrial Insurance Act, Title

51 RCW, to the extent, but only to the extent, necessary to provide the City with a full and complete indemnity from claims made by KPUD or its employees as provided herein. The City and KPUD acknowledge that additional indemnification terms may be negotiated as the agreement is amended to address future actions.

B. Indemnity by the City. The City agrees to indemnify, defend (with counsel reasonably acceptable to KPUD) and hold KPUD, its officers, agents, employees, and contractors harmless from and against any and all claims, suits, actions, damages, fines, penalties, liabilities and/or causes of action for any alleged personal injury, loss of life, and/or damage to property arising out of or in connection (i) the City's breach of its obligations under this Agreement; or (ii) any negligent, reckless, or intentional act of the City or any of its officers, agents, employees, invitees, or contractors. The foregoing indemnity is specifically and expressly intended to constitute a waiver of the City's immunity under the Washington Industrial Insurance Act, Title 51 RCW, to the extent, but only to the extent, necessary to provide KPUD with a full and complete indemnity from claims made by the City or its employees as provided herein. The City and KPUD acknowledge that additional indemnification terms may be negotiated as the agreement is amended to address future actions.

C. Limitation on Indemnity. The indemnity provisions of this Agreement shall be construed consistent with RCW 4.24.115. The indemnitor under Subsections 16.A and 16.B shall not be required to indemnify the indemnitee under such subsections for injuries, death, or damage caused by or resulting from the sole negligence of the indemnitee or the indemnitee's officers, agents, employees, invitees, or contractors. Where injuries, death, or damage are caused by the concurrent negligence of (i) the indemnitor or its officers, agents, employees, invitees, or contractors, and (ii) the indemnitee or its officers, agents, employees, invitees, or contractors, the indemnity obligation of the indemnitor shall apply only to the extent of the negligence of the indemnitor or its officers, agents, employees, invitees, or contractors. In addition, neither party shall be liable to the other for incidental or consequential damages.

8. Insurance. The City and KPUD acknowledge that terms related to insurance are not necessary for the initial agreement but may be negotiated as the agreement is amended to address future actions.

9. Legal/Administrative Entity. No separate legal or administrative entity is created by or pursuant to this Agreement. This Agreement shall be jointly administered by the General Manager of KPUD and the City Manager of the City.

10. **Assignment.** The parties shall not assign this Agreement or any interest, obligation, or duty herein without the express written consent of the other party.

11. Nondiscrimination. The parties agree not to discriminate in the performance of this Agreement because of race, color, creed, religion, sex, honorably discharged veteran or military status, sexual orientation, the presence of any sensory, mental, or physical disability, or the use of a trained guide dog or service animal by a person with a disability, or national origin, citizenship or immigration status, lawful business relationship, or other status protected by law.

12. Choice of Law and Venue. This Agreement shall be interpreted according to the laws of the State of Washington. Any action to resolve disputes arising out of this Agreement shall be brought as follows: Should the parties not be able to agree, the matter shall be submitted to mediation and then binding arbitration should the mediation not resolve any disputes. The parties shall split the cost of the mediator or arbitrator evenly. The arbitrator shall be selected by mutual agreement of the parties or in the event they cannot agree, by the presiding judge of the Kitsap County Superior Court. The decision of the arbitrator shall be binding.

13. Attorney's Fees. In the event of a dispute between the parties leading to mediation or arbitration, each party shall pay its own costs and attorney's fees.

14. Entire Agreement. This Agreement merges and supersedes all prior negotiations, representations, and agreements between the parties hereto relating to the subject matter hereof and constitutes the entire agreement between the parties.

15. Filing of Agreement with County Auditor. KPUD shall record the original of this Agreement with the County Auditor or post a copy of the Agreement to its website immediately following signature by the last party signing the same.

16. Counterparts. This Agreement shall be executed in two counterparts, each of which shall be regarded for all purposes as one original. The parties agree that they will execute any and all instruments, documents, resolutions, or ordinances necessary to give effect to the terms of this Agreement.

EXECUTED by each of the parties on the dates hereafter written and effective as of the last date of signature.

CITY OF BAINBRIDGE ISLAND KITSAP COUNTY, WASHINGTON	KITSAP PUBLIC UTILITY DISTRICT KITSAP COUNTY, WASHINGTON
_____ Ellen Schroer, Interim City Manager Dated:_____	_____ Angela Bennink, General Manager Dated:_____
ATTEST:	ATTEST:
_____ Christine Brown, City Clerk	_____ Michael Land, Clerk of the Board

DRAFT

Approved as to form:

Andrew Tsoming, City Attorney

Approved as to form:

Christy Palmer, District Attorney

DRAFT

KITSAP PUBLIC UTILITY DISTRICT

KPUD

CONNECTING KITSAP

Regional Water on Bainbridge Island

April 21 st, 2026

Angela Bennink
Dave Epperson

Kitsap Public Utility District

At A Glance

Our mission is strengthening Kitsap communities through responsive and sustainable utility services.

46,000
customers served

1,004
miles of fiber infrastructure

85
years of service

51
owned water systems

KITSAP PUBLIC UTILITY DISTRICT

Kitsap County Wide Special Purpose District

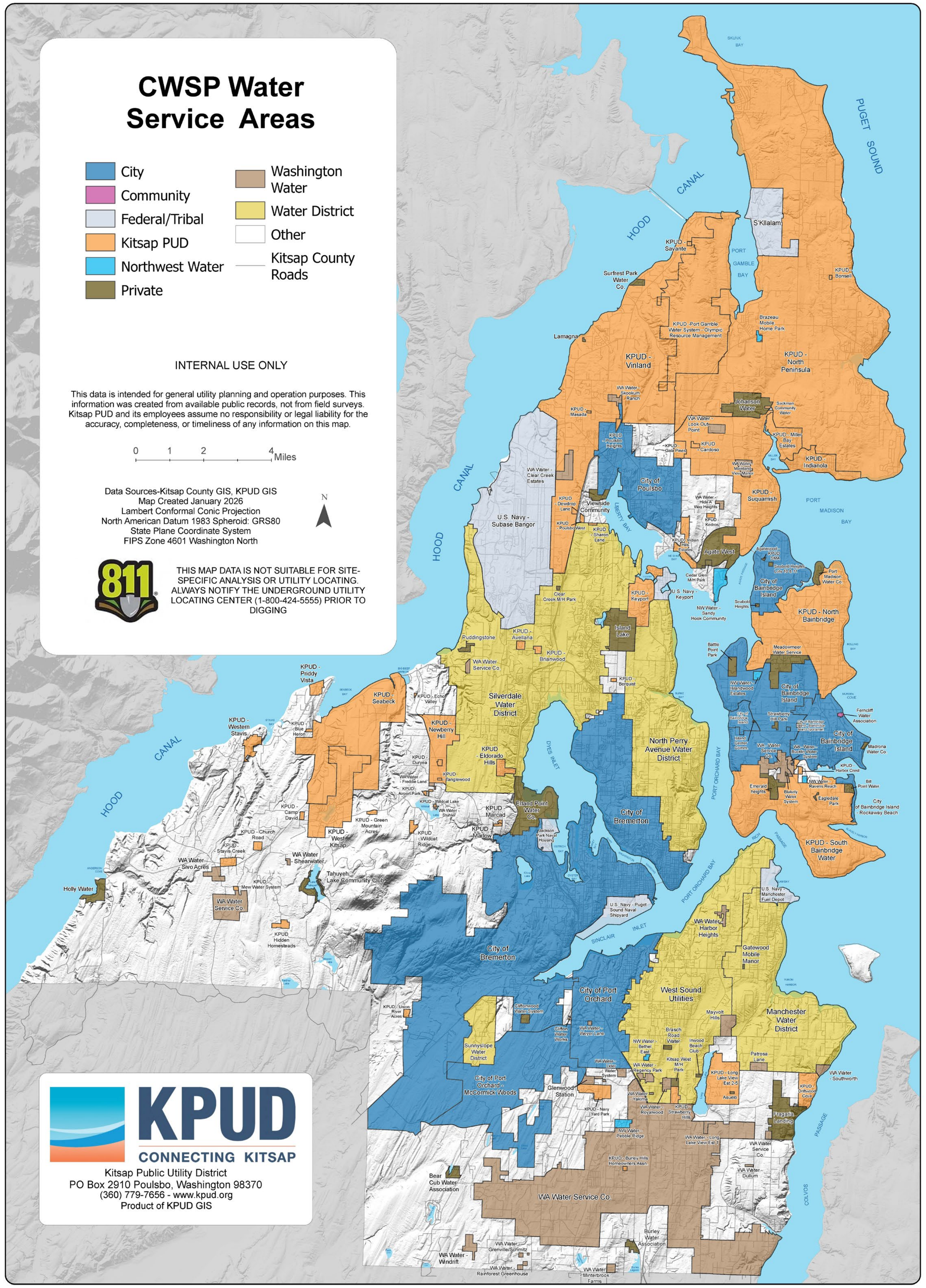
- Memo of Understanding with County - 1994

> "The County designates that the District will serve as the technical lead agency for the County in proposing, planning, coordinating, and providing regional water resource management and supply service."

- Serve as the regional water provider
- Connect and serve failing systems

> "The District is responsible for exercising its power for the public good with a regional view of the entire county regarding water resource management."

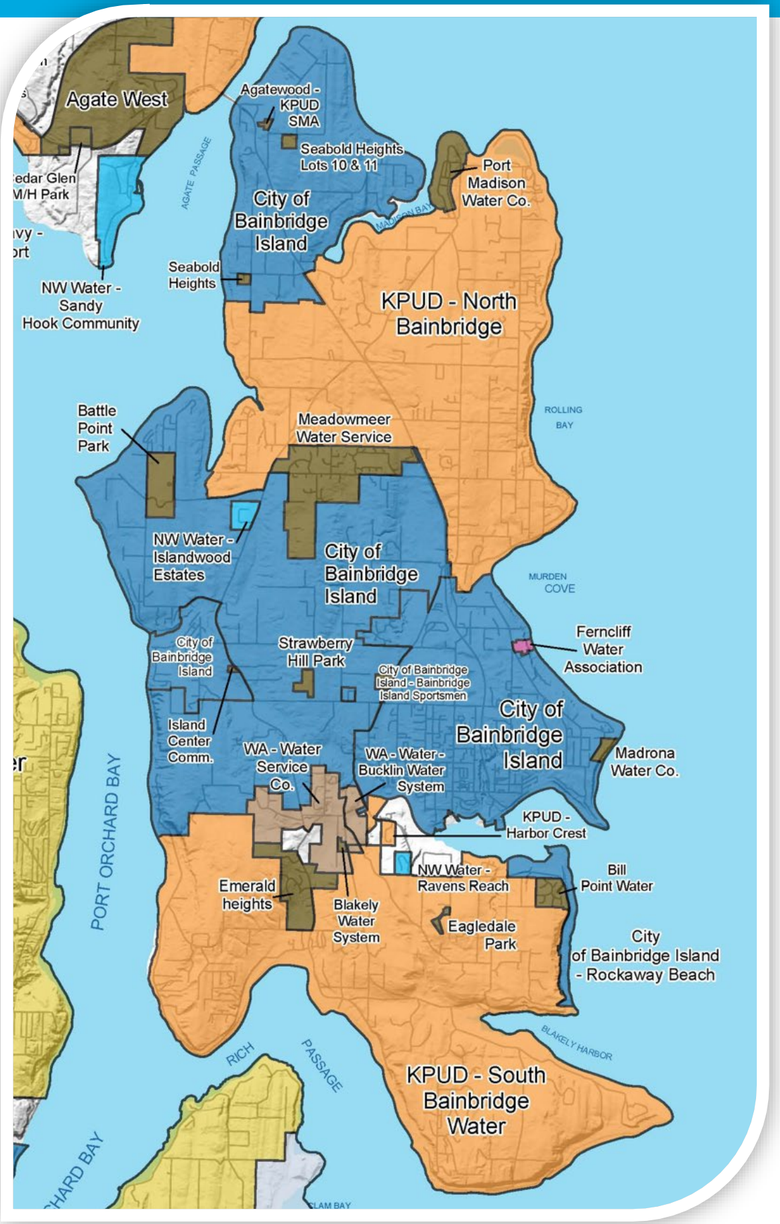
- Monitor and manage regional water resources within the County



Bainbridge Island

- North Bainbridge
- South Bainbridge
  - Bill Point
  - Harborcrest
  - Rose Ave
  - Interties
    - Rockaway Beach
    - Emerald Heights

- Serve ~3,500 Meters
  - ~3,280 Residences with 5/8” meters



The Equivalent Residential Units (ERU) that a system can serve are based on:

- Water Rights
- Source
- Storage
- Peak Usage

Average Peak Usage

+

Decrease of Source

ERU's that can be served

Resolution No. 26 -02-10A

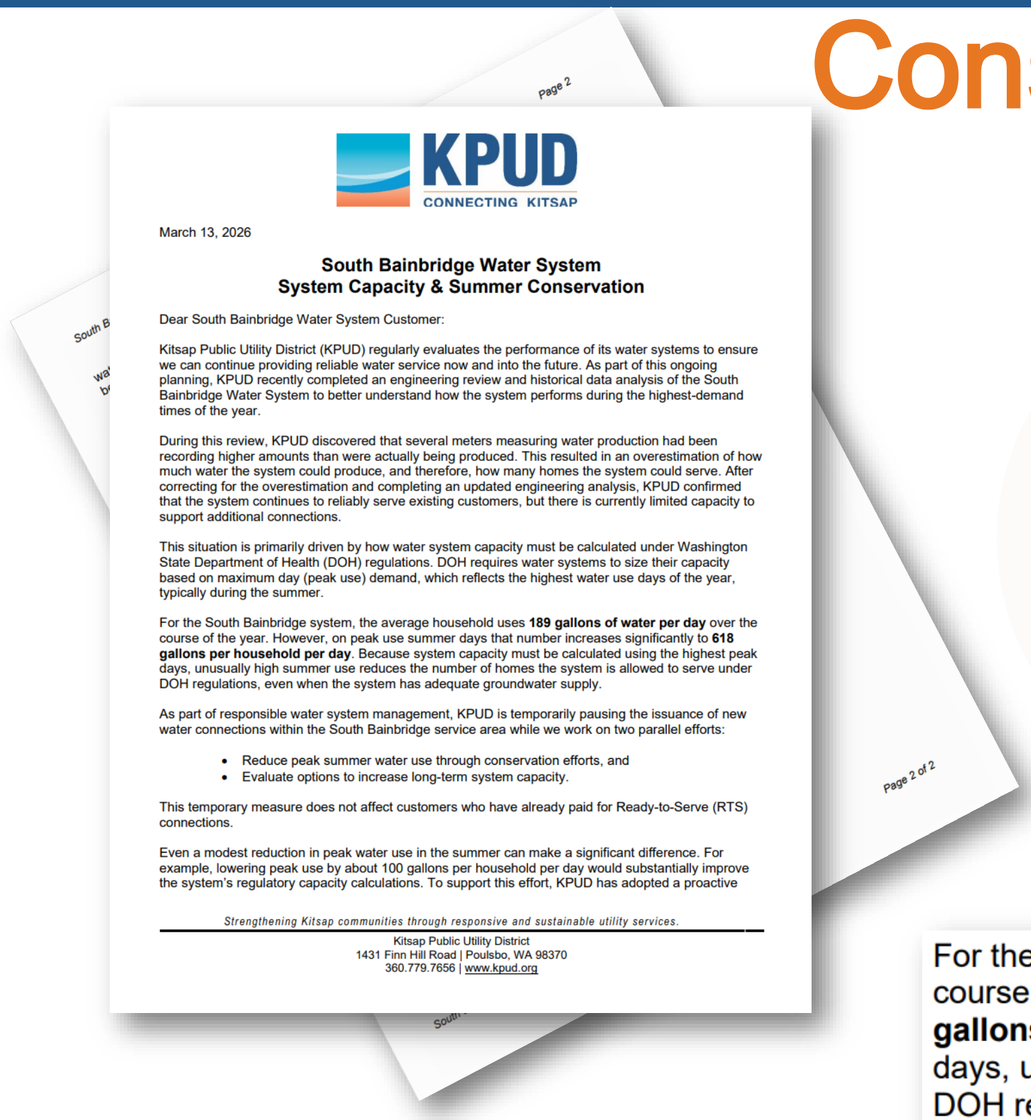
A RESOLUTION of the Commission of Public Utility District No. 1 of Kitsap County, Washington (the “District”) declaring temporary suspension of the sale of binding water letters and restricted outdoor watering for the District’s South Bainbridge Water System.

Exemptions:

1. A property within the system whose current water supply fails to meet quantity or quality requirements for indoor usage.
2. ADUs – Only if the ADU can be served by the existing connection with an increase in meter size.

Revisit the sale of binding water letters by the end of Q1 2027

Conservation



KPUD
CONNECTING KITSAP

March 13, 2026

South Bainbridge Water System
System Capacity & Summer Conservation

Dear South Bainbridge Water System Customer:

Kitsap Public Utility District (KPUD) regularly evaluates the performance of its water systems to ensure we can continue providing reliable water service now and into the future. As part of this ongoing planning, KPUD recently completed an engineering review and historical data analysis of the South Bainbridge Water System to better understand how the system performs during the highest-demand times of the year.

During this review, KPUD discovered that several meters measuring water production had been recording higher amounts than were actually being produced. This resulted in an overestimation of how much water the system could produce, and therefore, how many homes the system could serve. After correcting for the overestimation and completing an updated engineering analysis, KPUD confirmed that the system continues to reliably serve existing customers, but there is currently limited capacity to support additional connections.

This situation is primarily driven by how water system capacity must be calculated under Washington State Department of Health (DOH) regulations. DOH requires water systems to size their capacity based on maximum day (peak use) demand, which reflects the highest water use days of the year, typically during the summer.

For the South Bainbridge system, the average household uses **189 gallons of water per day** over the course of the year. However, on peak use summer days that number increases significantly to **618 gallons per household per day**. Because system capacity must be calculated using the highest peak days, unusually high summer use reduces the number of homes the system is allowed to serve under DOH regulations, even when the system has adequate groundwater supply.

As part of responsible water system management, KPUD is temporarily pausing the issuance of new water connections within the South Bainbridge service area while we work on two parallel efforts:

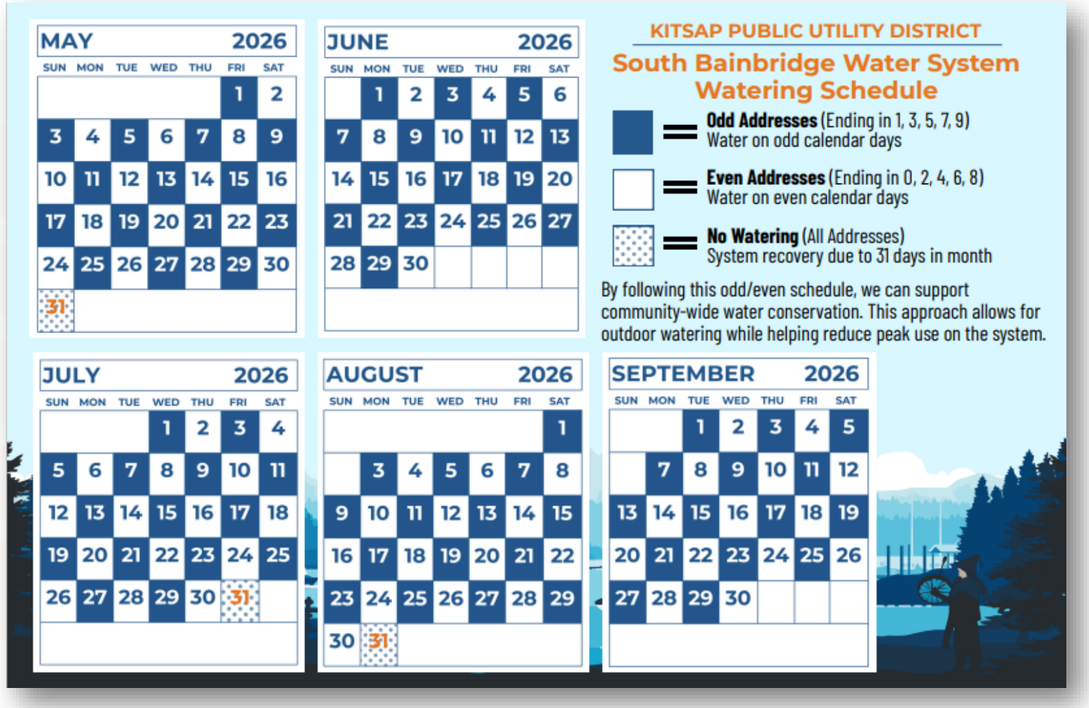
- Reduce peak summer water use through conservation efforts, and
- Evaluate options to increase long-term system capacity.

This temporary measure does not affect customers who have already paid for Ready-to-Serve (RTS) connections.

Even a modest reduction in peak water use in the summer can make a significant difference. For example, lowering peak use by about 100 gallons per household per day would substantially improve the system's regulatory capacity calculations. To support this effort, KPUD has adopted a proactive

Strengthening Kitsap communities through responsive and sustainable utility services.

Kitsap Public Utility District
1431 Finn Hill Road | Poulsbo, WA 98370
360.779.7656 | www.kpud.org



For the South Bainbridge system, the average household uses **189 gallons of water per day** over the course of the year. However, on peak use summer days that number increases significantly to **618 gallons per household per day**. Because system capacity must be calculated using the highest peak days, unusually high summer use reduces the number of homes the system is allowed to serve under DOH regulations, even when the system has adequate groundwater supply.

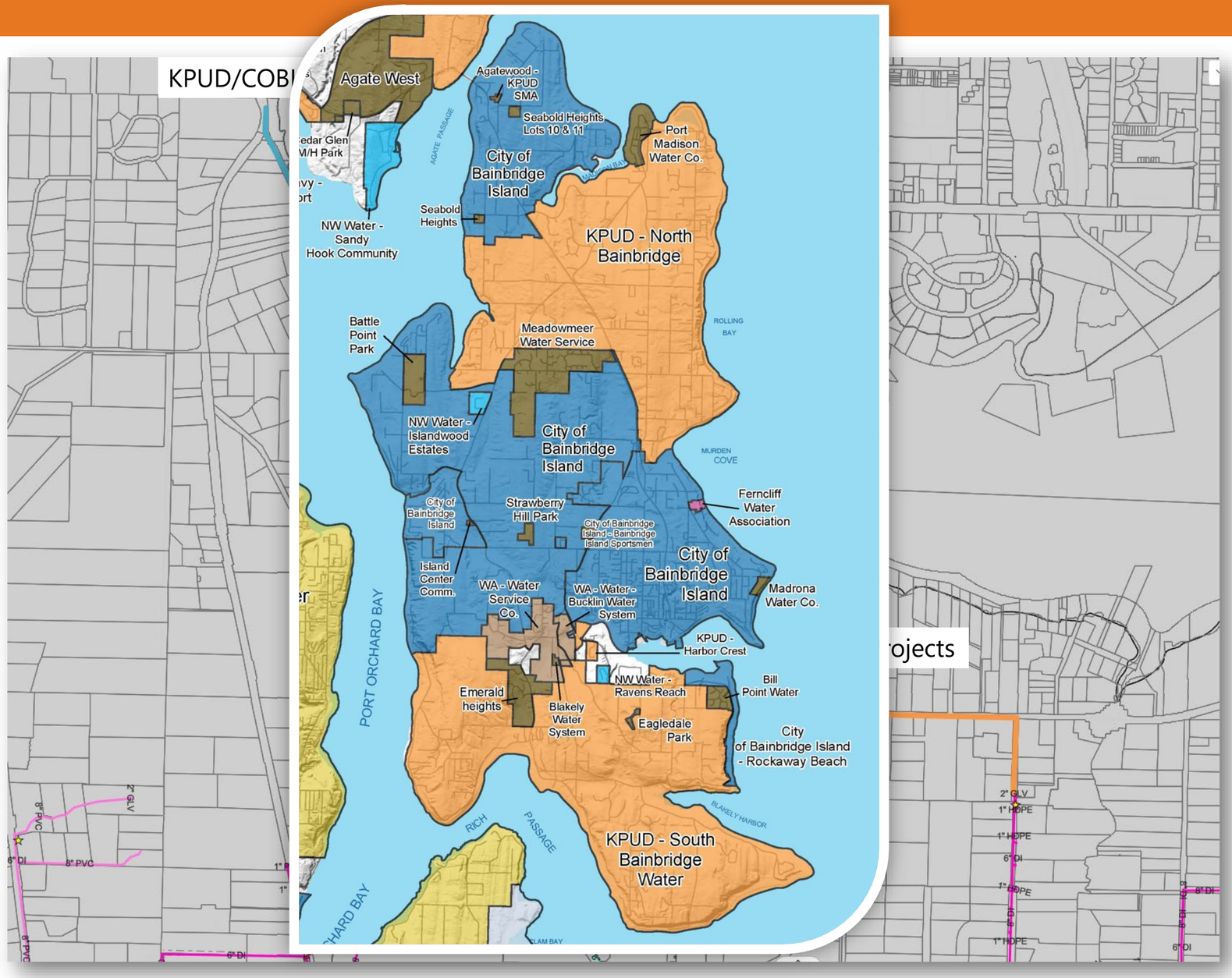
Source

Near-Term

- Intertie at NE Eagle Harbor Drive

Long-Term

- Apply for water rights
  - Existing wells
  - New wells shared with COBI



Reclaimed Water

With the acquisition of Kitsap County Sewer District #7, KPUD is investigating the use of reclaimed water.

- Currently treated effluent is discharged through outfall
- Addition of tertiary treatment can produce a Class A, drinking water quality effluent.

With clean effluent…

- Provide reclaimed water for irrigation/landscaping – reducing peak loads
- Transmit reclaimed water to area for aquifer recharge

Contact Information

Angela Bennink – General Manager

Dave Epperson – Assistant General Manager

Berni Kenworthy – Engineering Manager

Tom Colby – Licensed Hydrogeologist

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abennink@kpud.org
depperson@kpud.org
bkenworthy@kpud.org
tcolby@kpud.org

Contact Us

www.kpud.org

YOUR EMAIL

360-799-7656

CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, April 21, 2026

Agenda Item: (7:05 pm) Receive 2025 Report and 2026 Workplan for the Climate Change Advisory Committee

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 15 Minutes

Recommendation:

I move to forward the 2026 Workplan for the Climate Change Advisory Committee to a future business meeting for consideration of approval.

Narrative:

The purpose of this presentation is to inform the City Council of the work performed by the Clima Advisory Committee (CCAC) in 2025 and to propose a work plan of activities for 2026. CCAC serve technical and planning advisory committee to the City Council, City Manager, Climate & Sustainab and Department of Planning and Community Development staff on issues related to climate cha directed by the City Council. CCAC works closely with the Climate Manager on developing a work year.

A link to the administrative duties of the CCAC can be found at https://www.codepublishing.com/WA/BainbridgeIsland/#!/BainbridgeIsland02/BainbridgeIsland0

Fiscal Impact:

N/A

Community Engagement and Outreach:

None at this time.

Attachments:

1. CCAC 2025 Annual Report & 2026 Work Plan

CITY OF BAINBRIDGE ISLAND

CCAC 2025 Annual Report & 2026 Work Plan

Climate Change Advisory Committee (CCAC)

Purpose
This report summarizes the work completed by the Climate Change Advisory Committee (CCAC) in 2025 and sets out the committee's priorities for the remainder of 2026. It is intended to inform both the Committee and the City Council of progress made in support of the City's Climate Action Plan (CAP).

2025 Annual Report

Kicking Gas Heat Pump Pilot Program - Review Outcomes and Findings / Recommend Next Steps
The CCAC originally helped design and plan this Pilot Program at the direction of Council and then Climate Manager Autumn Salamack. Once the program was completed this past year, members of the CCAC reviewed with Kicking Gas, City Staff, and the new Climate Manager Laura Rÿser pilot findings and recommended next steps.

- Program Outcomes
  - Heat pumps installed: 20
  - Annual CO_2 emissions reduced: 62 metric tons
  - Community outreach events: 13
  - Applications received and reviewed: 123
  - Households qualifying for the program: 45 of 123 (37%)
  - Installations serving households ≤80% area median income: 18 of 20 (90%)
- Key Findings
  - The pilot should be considered a success. Met original goals for number of installations. Critically, 90% of installations served households at or below 80% of area median income, demonstrating the program's effectiveness in reaching the City's priority demographic.
  - Challenges included higher-than-anticipated installation costs, a lack of accessible financing options for lower-income participants, administrative complexity arising from City and Commerce grant requirements, and shifting market conditions driven by tariffs, inflation, and changes to federal tax credits.
- CCAC Recommended Next Steps
  - Sustain local investment in climate action incentives and subsidy programs, building on the pilot's success.

- Leverage partnerships and funding by expanding collaboration with regional organizations, responsible financing entities, and grant makers to extend the City's investment and build long-term program sustainability.
- Explore expanded incentives covering additional electrification measures — such as induction cooking and heat pump water heaters — and potential incentives for renters and small businesses.
- Develop equity-focused financing mechanisms, including bridge financing or low-interest loan options, to reduce upfront cost barriers for lower-income households.
- Adopt hybrid outreach models that combine virtual information sessions with in-person events to maximize accessibility and community connection.

Greenhouse Gas Inventory - Review Drafts and Provide Input

- An updated greenhouse gas inventory is crucial for evaluating the City's progress toward its Climate Action Plan goals.
- The CCAC reviewed the near final drafts of the updated GHG Inventory and provided comments based on requests from the Climate Manager.
- Finalization of the inventory has been delayed while the City's consultant completes an additional analysis of propane fuel methodology. The consultant is scheduled to present findings to the City Council at the April 21, 2026, meeting, after which the CCAC will be positioned to help report on updated emission trends and will seek to integrate the results into the CAP update process.

Electric Vehicle Charging Code for Multifamily Buildings - Continue to Support Analysis and Refinements

- In 2024 Council liaisons and City Staff asked the CCAC to review the new Electric Vehicle Charging Code for Multifamily Buildings. Following analysis and recommendations produced by CCAC members in 2024, the City engaged an intern, Maurie Harbick, to conduct further research on potential updates to the EV charging code for multifamily properties. Maurie consulted with the CCAC members who led the 2024 analysis and presented interim findings at the October and November 2025 CCAC meetings.
- The CCAC has also noted that permitting readiness and infrastructure transparency for EV and other GHG-reducing installations should be incorporated into the broader CAP revision process.
- Two CCAC members joined the City at a Farmer's Market outreach table to gather feedback on the potential to update EV charging code for multifamily buildings.

Food Dehydrator Assessment - Assess and Recommend

- At the request of the City Council, the CCAC evaluated the merits of advocating for a particular brand of food dehydrator as a component of the City's composting program. The committee produced a report presenting the relevant considerations for Council review.
- The recommendation was provided to Council at the July 15, 2025, study session.

Climate Action Plan

- Climate Manager Laura Rÿser has asked the CCAC to support her efforts to initiate the updating of the Climate Action Plan; the CCAC has begun to divide up the document by sections and to assign different pieces to respective members based on their expertise and interests. This work will continue as a central priority in 2026.

Comprehensive Plan

- The Planning Commission requested that the CCAC look at draft language related to revisions to the Comp Plan; the CCAC submitted comments related to incorporating considerations related to climate change and the CAP into the updated plan.

Groundwater Management Plan

- Council liaisons and City Staff requested that the CCAC participate in a subcommittee with the Utility Advisory Committee to provide input into the groundwater management plan.

ETIPP Interview with Sandia Renewable Energy Lab

- CCAC members joined Climate manager Laura Rÿser in a discussion with researchers at Sandia National Lab on a project titled *Energy Planning Across Scales*; aimed at improving cooperation between communities and utilities who were involved in the Department of Energy's Energy Technology Innovation Partnership Project (ETIPP).

Zero Emissions Landscaping Ordinance Memo

- The CCAC co-authored a memo with REAC titled *Recommendations Regarding Draft Zero Emission Landscaping Ordinance*.

2026 Work Plan Priorities

1. **Climate Action Plan: Support Work to Update, Revise, Enhance**
   Draw on past experience and new perspectives to work with the Climate Manager to advance the CAP; conduct analysis on the current document and participate in community outreach, public surveys, and public meetings. Ensure that prior studies — including the ETIPP federal partnership analysis and the Fehr & Peers transportation study — are incorporated into the updated plan.

2. **Greenhouse Gas Inventory: Support Finalization, Utilize for Other Work**
   Support the Climate Manager in finalizing the updated GHG inventory following the consultant's April 21 Council presentation; use the updated emissions data to inform CAP revision priorities.

3. **Electric Vehicle Charging Code for Multifamily Buildings: Mine Past Analysis for Future Enhancements**
   Work with City staff to advance updates to the EV charging code that broaden access to

Level 2 charging in new multifamily buildings, building on the 2024 CCAC report and the intern's 2025 analysis.

4. **Solarize Bainbridge: Lean in to Help Promote**
   Support and extend the work of the Climate Manager and of Olympia Community Solar to promote outreach efforts for the Solarize Bainbridge program; leverage collaborations with the newly formed Bainbridge Solar Collective.

5. **Solar and Battery Feasibility Study: Provide Feedback and Support**
   Review the feasibility study report and assist the Climate Manager in identifying potential funding opportunities for implementation.

6. **Climate Mitigation Strategies for Bainbridge Island to Address Rising Sea Levels**
   Work with Climate Manager to address sea level rise impacts on public infrastructure.

7. **Progress Dashboard: Help Visualize Data and Insights**
   Work with the Climate Manager to develop a public-facing dashboard tracking the City's progress toward CAP goals.

8. **Intercounty Climate Partnership: Share Knowledge & Seek Allies**
   Participate in the six-county regional climate partnership, which convenes quarterly.

9. **Climate Lens**
   Support the Climate Manager to pilot climate informed decision making at the city using the climate lens tool.

10. **Community Outreach & Engagement**
    Support the Climate Manager and City Staff with communications, events, and the development of public outreach materials.

11. **City Council Requests**
    The CCAC always stands ready to respond to ad hoc requests from the City Council for information, analysis, or recommendations on climate-related matters.

CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, April 21, 2026

Agenda Item: (7:20 pm) Receive Presentation on the Process to Update the 2020 Climate Action Plan

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 15 Minutes

Recommendation:

I move to direct the Interim City Manager to implement the process to update the Climate Action Plan as outlined.

Narrative:

In 2020, the Climate Change Advisory Committee (CCAC) was directed by the City Council to develop a Climate Action Plan (CAP). The CCAC presented the draft CAP to the Council on October 6, 2020, and the plan was approved at the November 10, 2020, business meeting. Implementation of the Climate Action Plan (CAP) has been one of the City Council's highest priorities and areas of emphasis for the 2023-2024 and 2025-2026 budget cycles, as well as the highest priority item of the Climate Change Advisory Committee's work plan.

The CAP includes recommended actions and strategies to move the City toward three goals:
1. Mitigation – Reduce greenhouse gas emissions by 90% by 2045 compared to 2014 levels with interim milestones of 25% reduction by 2025 and 60% by 2035

compared to 2014 levels.
2. Adaption – Bainbridge Island is climate savvy, and can withstand the impacts of climate change.
3. Community Engagement – COBI inspires community action and partners with local and regional organizations to take meaningful and equitable climate change mitigation and adaptation actions.

Cities need to update their climate plans to reflect the latest understanding of risks, emissions pathways, and what's required to meet stated goals. It is an opportunity to update the plan with findings from prior studies and reports, incorporate new technologies, and reaffirm community priorities while updating targets, funding opportunities, and partnerships.

Fiscal Impact:

N/A

Community Engagement and Outreach:

Attachments:

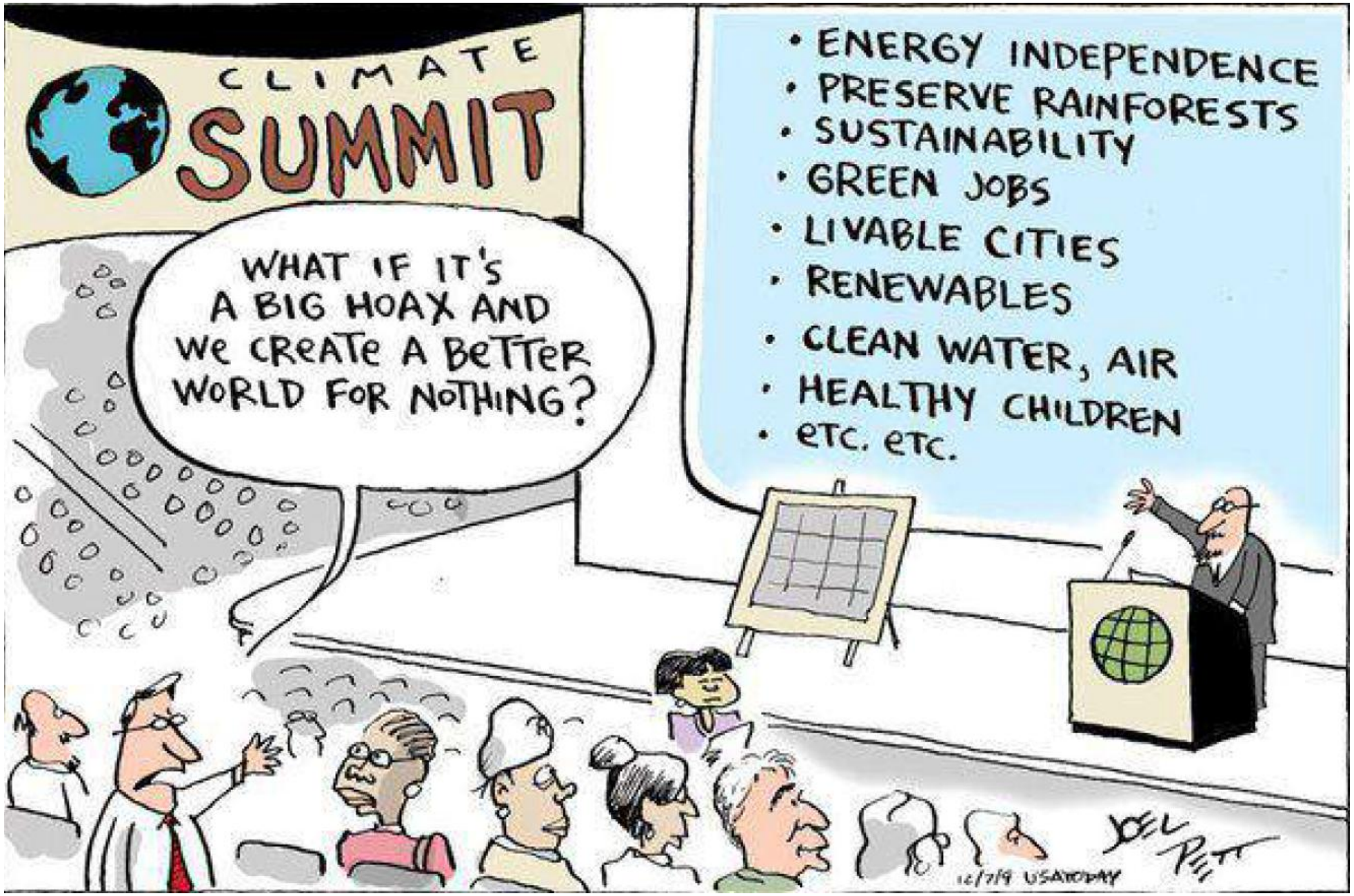
1. Presentation on Process to Update CAP

CITY OF
BAINBRIDGE ISLAND

Overview of the Process to Update the 2020 Climate Action Plan

Prepared for:
City Council

April 21, 2026


CLIMATE
SUMMIT
WHAT IF IT'S A BIG HOAX AND WE CREATE A BETTER WORLD FOR NOTHING?
• ENERGY INDEPENDENCE
• PRESERVE RAINFORESTS
• SUSTAINABILITY
• GREEN JOBS
• LIVABLE CITIES
• RENEWABLES
• CLEAN WATER, AIR
• HEALTHY CHILDREN
• ETC. ETC.
12/7/19 USATODAY
JOEL PETT

Why Prioritize Climate Action?

The earth is hotter now than at any other point in human history*

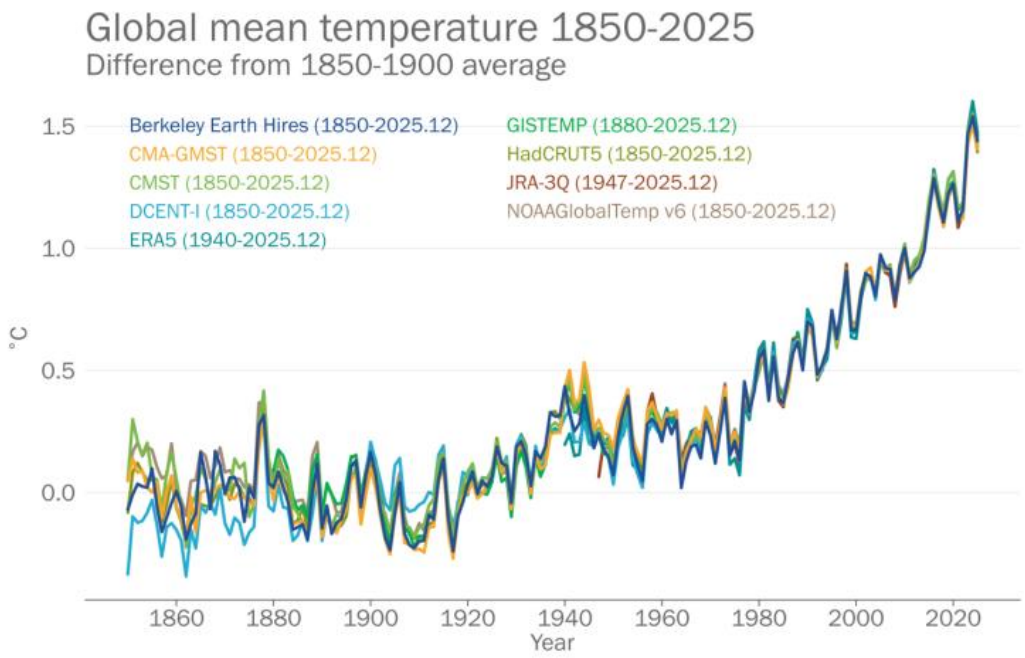
- 2015-2025 hottest 11 years on record**
- By 2070, one-fifth of the planet could be as hot as the rapidly expanding Sahara Desert*

Sea levels are rising as glaciers are melting faster than expected*

- Thwaites Glacier is melting at an alarming rate. If it breaks apart entirely, it could push up global sea levels by two feet***

The pH of the entire ocean has changed because it has absorbed so much C02 that it is getting more acidic*

- It has been absorbing the equivalent of about eighteen times the annual human energy use each year for the past two decades**



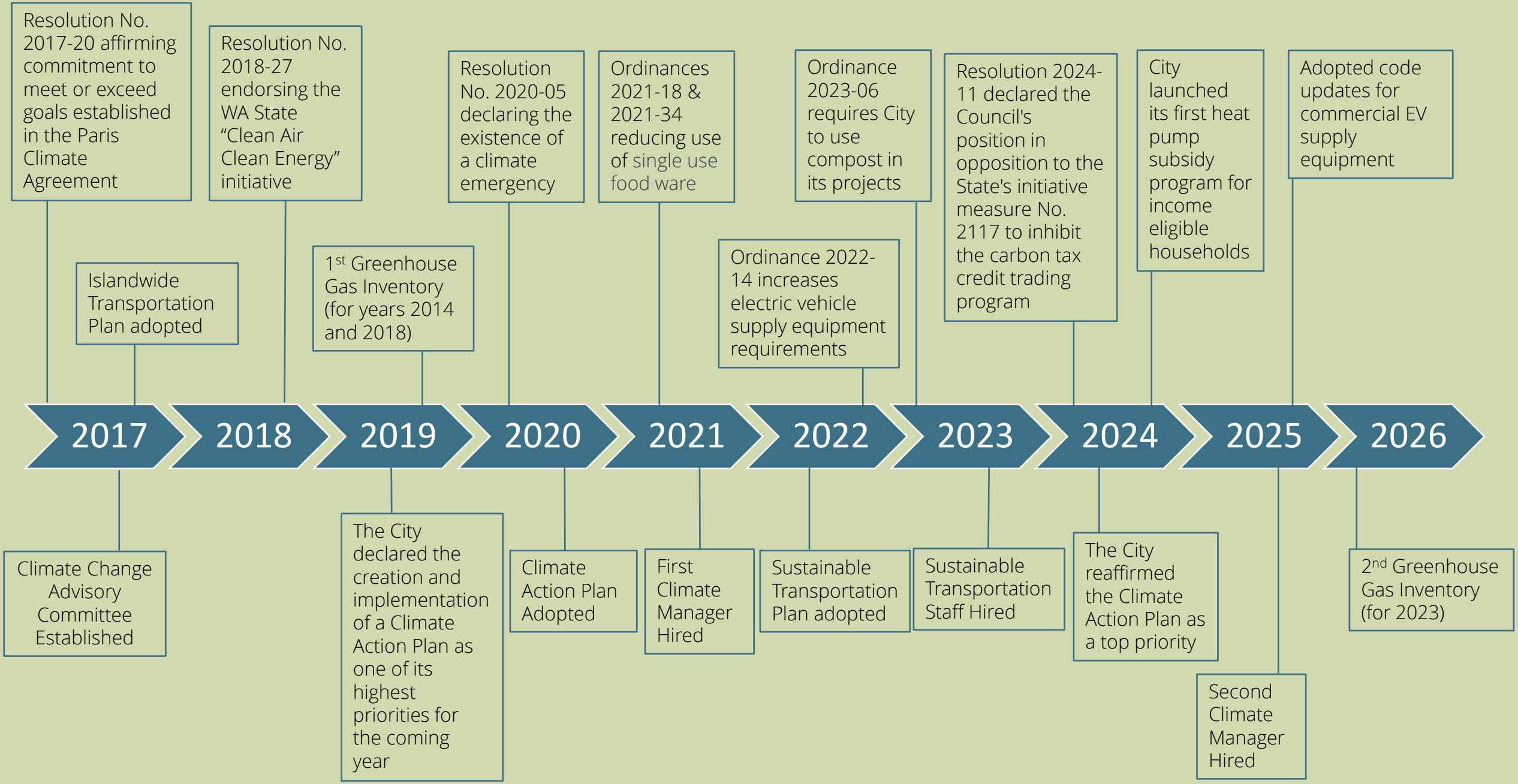
Annual global mean temperature anomalies relative to a pre-industrial (1850–1900) baseline. Data are from the datasets indicated in the legend.

https://wmo.int/news/media-centre/earths-climate-swings-increasingly-out-of-balance

*Johnson, A. E. (2024). *What If We Get It Right?: Visions of Climate Futures*. One World.

**World Meteorological Organization, 3/23/26, *Earth's climate swings increasingly out of balance* [Press Release]

***Rojanasakul, M. 3/17/26. *How a Melting Glacier Could Affect Tens of Millions Around the Globe*, New York Times https://www.nytimes.com/interactive/2026/03/17/climate/thwaites-glacier-rising-sea-level-risk-floods.html


Resolution No. 2017-20 affirming commitment to meet or exceed goals established in the Paris Climate Agreement
Resolution No. 2018-27 endorsing the WA State "Clean Air Clean Energy" initiative
Resolution No. 2020-05 declaring the existence of a climate emergency
Ordinances 2021-18 & 2021-34 reducing use of single use food ware
Ordinance 2023-06 requires City to use compost in its projects
Resolution 2024-11 declared the Council's position in opposition to the State's initiative measure No. 2117 to inhibit the carbon tax credit trading program
City launched its first heat pump subsidy program for income eligible households
Adopted code updates for commercial EV supply equipment
Islandwide Transportation Plan adopted
1st Greenhouse Gas Inventory (for years 2014 and 2018)
Ordinance 2022-14 increases electric vehicle supply equipment requirements
2017
2018
2019
2020
2021
2022
2023
2024
2025
2026
Climate Change Advisory Committee Established
The City declared the creation and implementation of a Climate Action Plan as one of its highest priorities for the coming year
Climate Action Plan Adopted
First Climate Manager Hired
Sustainable Transportation Plan adopted
Sustainable Transportation Staff Hired
The City reaffirmed the Climate Action Plan as a top priority
Second Climate Manager Hired
2nd Greenhouse Gas Inventory (for 2023)

Climate Action Plans are Strategic Roadmaps to:

1. Reduce Greenhouse Gas Emissions
2. Prepare for Climate Impacts

How We Do This Work

- Measure & Track Emissions
- Set & Report on Targets
- Identify Strategies & Specific Actions
- Support Policy & Decision Making
- Unlock Funding & Partnerships
- Engage the Local Community
- Pilot – Implement – Reflect – Learn

Why Update a Climate Plan?

- Incorporate Updates on Climate Risks
- New State Policy & RCWs
- New Emissions Inventory Data
- Incorporate Findings from Prior Studies & Reports
- New Technologies & Regional Opportunities
- Reaffirm Community Priorities
- Reflect New Partnerships
- Update Targets

2020 Climate Action Plan

3 Goals in CAP

Mitigation

90% reduction in greenhouse gas (GHG) emissions by 2045 compared to 2014 levels.

Adaptation

Bainbridge Island is climate savvy and can withstand the impacts of climate change.

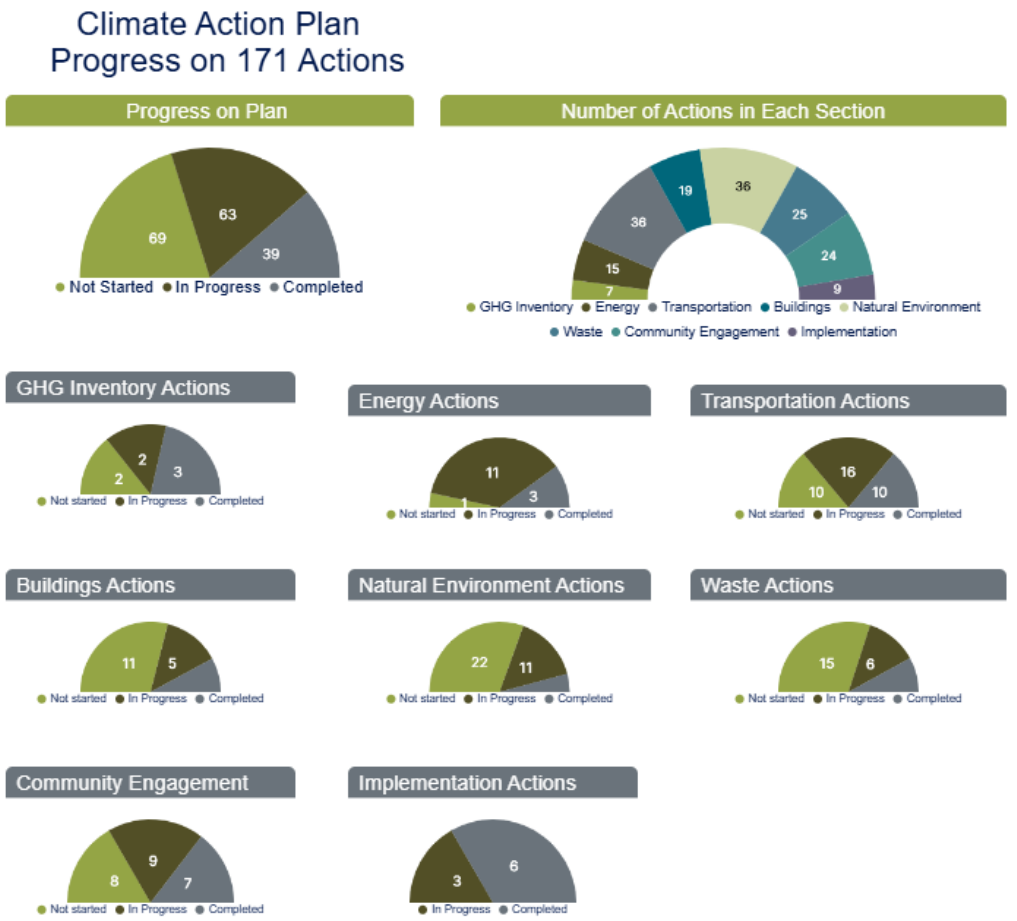
Community Engagement
COBI inspires community action and partners with local and regional organizations to take meaningful and equitable climate change mitigation and adaptation actions.

8 Sections

- GHG Inventory
- Energy
- Transportation
- Buildings
- Natural Environment
- Waste
- Community Engagement
- Implementation

171 Actions

31 Targets

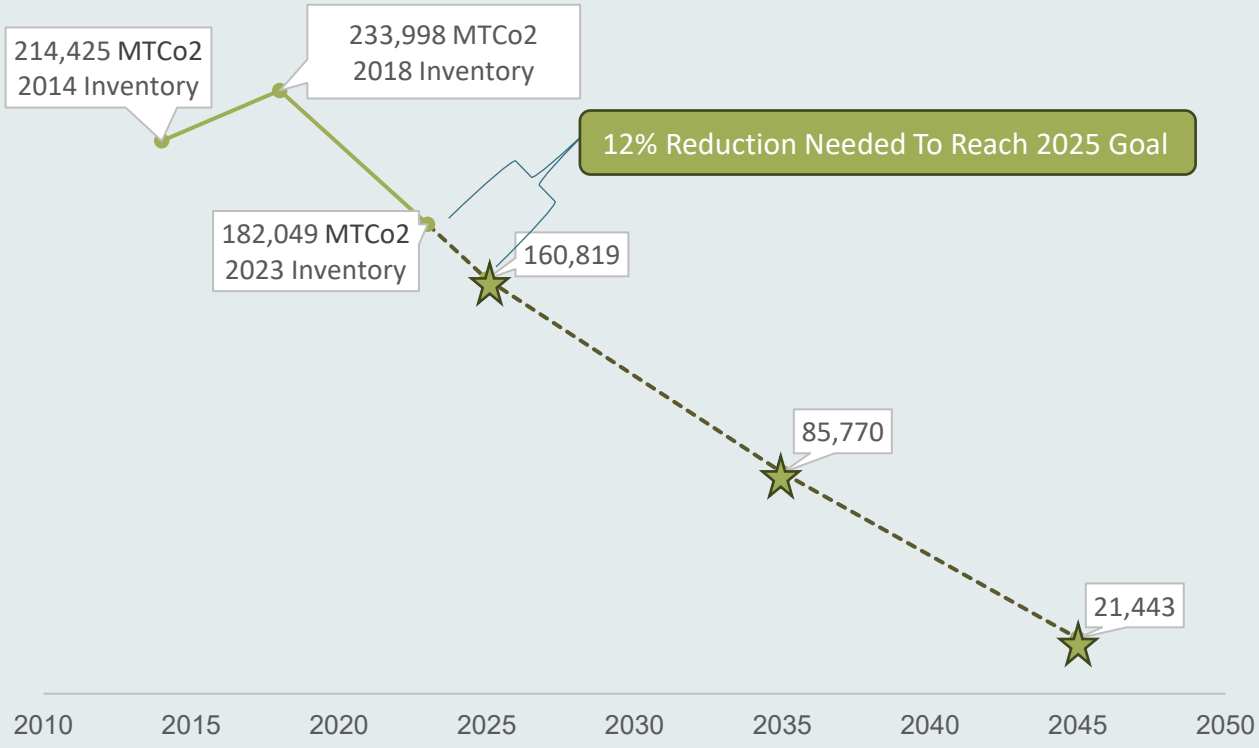


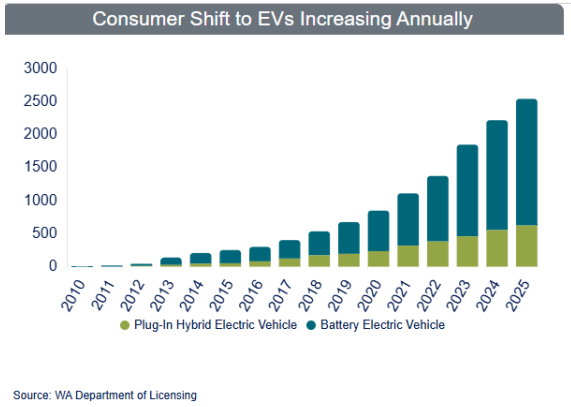
Anticipated Changes

- Separate Out Municipal Plan from Community-Wide Plan
- Build Two-Year Work Plan Aligned with Biennial Budget
- Maintain Higher Level Goals – Adjust Targets & Actions
- Consolidate Actions & Simplify Naming Convention
- Closely Align Actions to Targets & Goals
- Align Actions Towards an Adaptation Strategy

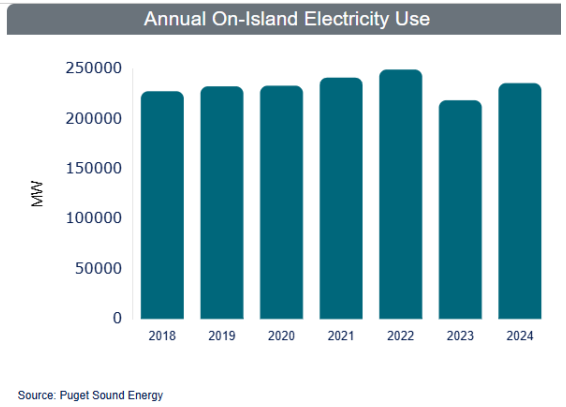
Strengthen Reporting

CAP Mitigation Goal: Reduce greenhouse gas (GHG) emissions by 90% by 2045 compared to 2014 levels with interim milestones of 25% reduction by 2025 and 60% by 2035.

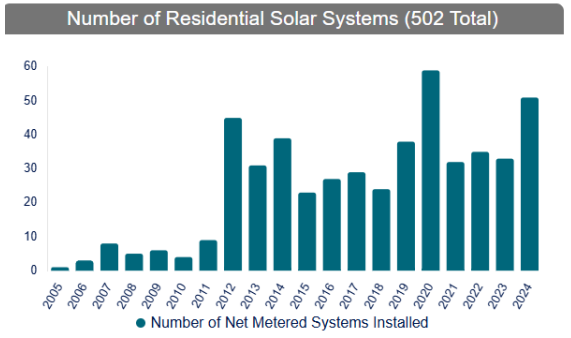




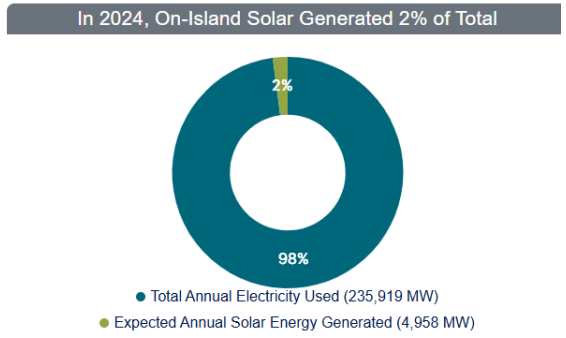
Source: WA Department of Licensing



Source: Puget Sound Energy



Source: Puget Sound Energy



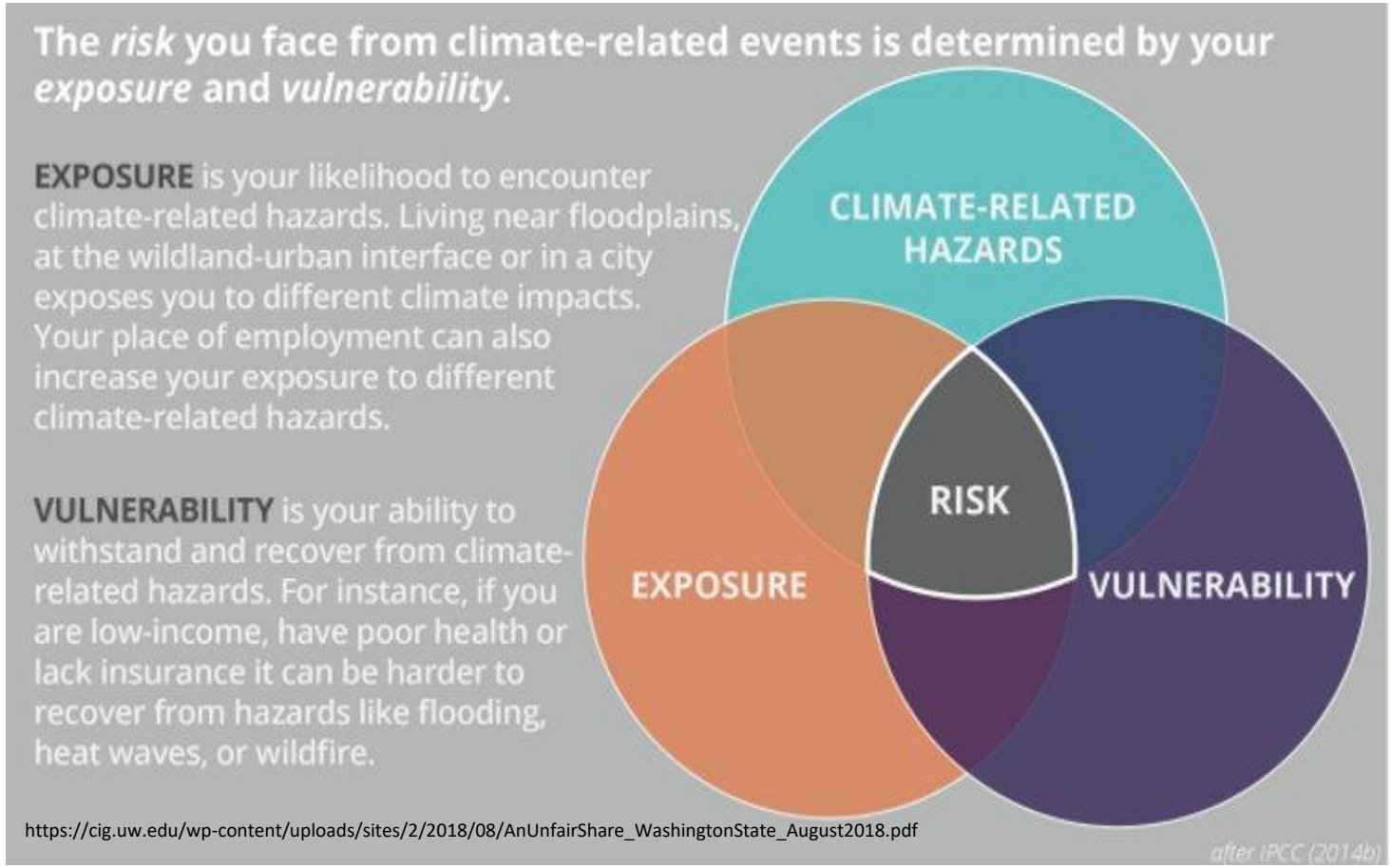
Source: Puget Sound Energy

Plan for Resilient Climate Action

1. Are we planning for and building the climate resilient island we want and need?
2. Do activities serve those with the highest risk?

Prioritize populations that experience the initial and most severe impacts of climate-related hazards and environmental injustices

Communities of color, indigenous communities, immigrant and refugee community members, people with lower incomes, people with limited physical mobility, older and younger community members
https://cig.uw.edu/learn/inequities-in-climate-impacts/



Reaffirm Local Priorities & Partnerships

Winter

- Discussions with community-based organizations, Tribal Governments, local non-profits, partners
- Integration of Regional Comprehensive Climate Action Plan
- Integration of Findings from Prior Climate Reports & Studies

April – May

- Online Public Survey
- Department Staff Review

May

- Synthesis of Feedback
- Drafting Edits & Climate Change Advisory Committee Review

June

- Draft Plan Available for Public Comment

July

- Draft Plan Presented to City Council

CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, April 21, 2026

Agenda Item: (7:35 pm) Discuss and Provide Direction to the Planning Commission Based on the Requests from the April 9 and April 16, 2026, Planning Commission Meetings

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 60 Minutes

Recommendation:

I move to direct the Planning Commission to include the following in their work on the Comprehensive Plan Periodic Update:
1.
2.
3.

Narrative:

On April 9, the Planning Commission considered a series of motions, including some which requested guidance from the City Council. The minutes from that meeting are provided in this packet, along with an email containing an explanatory table. The City Council had a discussion at the Business Meeting on April 14 and forwarded this item for further discussion at this Study Session on April 21. Planning Commission further discussed the Comprehensive Plan update on April 16.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Planning Commission Meeting 20260409_Minutes_Draft
2. P Charnas Email 04062026 Includes 4-6 Analysis Numbers
3. Bonus FAR maximums draft Title 18
4. 100% AH bonus draft Title 18
5. Citywide LCA Methodology Draft Preferred Alternative
6. Draft Pref Alt LCA Jobs DU Pop Summary Table
7. Winslow Land Capacity Analysisfor Draft Preferred Alternative
8. PSRC 2025 Housing Incentives and Tools Survey - Pages 9 and 10
9. Draft Updates to the BIMC to Implement Comp Plan and WSP

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting
Thursday, April 9, 2026

Meeting Minutes

DRAFT

1. Call to Order / Roll Call -

Acting Chair Criss Garcia, called the meeting to order at 6:02PM and read the Land Acknowledgment. Present in Chambers were Commissioners Sarah Blossom, Criss Garcia, Ben Deines, Peter Schaab and Sean Sullivan. Absent was Commissioner Ariel Birtley. Also present were Council Liaisons Ashley Mathews and Lara Lant. City staff present were Planning & Community Development Director Patty Charnas and Planning Manager Darron Buchanan.

2. Approval of Agenda / Conflict of Interest Disclosure -

There were no conflicts disclosed.

Motion: I move approval of the agenda.
Schaab/Preudhomme – The motion carried unanimously, 6-0.

3. Planning Commission Meeting Minutes -

A. March 18, 2026, Meeting Minutes
Motion: I move to approve the March 18, 2026, minutes, as presented.
Blossom/Deines – The motion carried unanimously, 5-0, with Commissioner Preudhomme abstaining.

B. March 26, 2026, Meeting Minutes
Motion: I move to approve the March 26, 2026, meeting minutes, as presented.
Schaab/Blossom - The motion carried unanimously, 5-0, with Commissioner Preudhomme abstaining.

4. Public Comment -

No public comments tonight.

5. Planning Director's Report -

A. Director's Presentation: FAR, Park Zone, & Growth Center Designation

Planning & Community Development Director Patty Charnas provided updated data on FAR, Park Zone, and Growth Center Designation with discussion by the Planning Commission.

Motion: I move to recommend 3 options for the City Council to consider:

Option 1: Proceed with the existing Base FAR from the current analysis on 4/6 (Note: Expressing concern that this option is likely not a compliant plan).

Option 2: Proceed with the 1.0 FAR adjustment from 3/2 (Note: There is a concern that this option will encourage more market rate development than affordable development).

Option 3: Proceed with 1.0 adjustment to the existing Base FAR from 3/2, with the addition of cap on maximum square footage, on all dwelling units in the Ferry and High School Road zones. (Note: This has the potential to lower AMI on a development that happens naturally). (57:20/1:20:24)

Preudhomme/Deines– The motion failed, 3-3, Commissioners Preudhomme, Garcia and Deines voting Yes and Commissioners Blossom, Schaab and Sullivan voting No.

Motion: I move to recommend to City Council Option 3, as previously described, to move forward with the 3/2 analysis, with a 1.0 FAR in the Ferry and High School Road districts with the added constraints of a unit size cap. The Planning Commission would make a recommendation with affordable housing incentives to be determined after adoption of the Comprehensive Plan. (1:22:25)
Deines/Sullivan - The motion failed, 2-4, Commissioners Sullivan and Deines voting Yes and Commissioners Blossom, Garcia, Schaab and Preudhomme voting No.

Motion: I propose that we move forward with:
1. The previously stated Option 3,

DRAFT

2. The 3/2 option plus the affordability toolkit and including size cap,

and ask for Council feedback on one of those options. (1:46:09)
Sullivan/Deines - The motion failed, 2-4, Commissioners Sullivan and Deines voting Yes and Commissioners Blossom, Garcia, Schaab and Preudhomme voting No.

Motion: I move to recommend two options for the City Council to consider:

Option 1: Proceed with the 4/6 analysis numbers, with existing Base FAR (Note: Not likely a compliant plan in its current state. If the City Council chooses this option, it's recommended to engage with the Department of Commerce to make the case for why we believe increasing the FAR alone will not yield the affordable housing units).

Option 2: Proceed with the adjusted Base FAR of 1.0 (or as near to 1.0) from 3/2, with a maximum cap on unit size and include all tools in the toolbox; or adjusting those numbers to allow for the fewest number of units to bring us in compliance with the state's mandates. (1:54:07)

Preudhomme/Schaab - The motion failed, 3-3, Commissioners Preudhomme, Garcia and Schaab voting Yes, and Commissioners Blossom, Deines and Sullivan voting No.

Motion: I move to restate Commissioner Preudhomme's first motion with the amendment that there's a memo provided that reflects the discussion of the merits of each of the three options that were discussed this evening. (2:08:11)
Sullivan/ Preudhomme – The motion passed, 5-1 with Commissioner Sullivan voting no.

Motion: I move that we direct staff to get feedback from the Department of Commerce on:

- How they would look at funding programs that were to work in concert with our recommendation that we made for the mixed-use zones.
- How they would consider the impact on our capacity of the programs that are proposed in our development regulations for affordable housing,
- Program for FAR zones,
- Residential zones in the Winslow Subarea
- And proposed but not fully complete mandatory program for larger projects. (2:15:30)

Blossom/Schaab – The motion passed unanimously, 6 -0.

DRAFT

Commissioners Sullivan and Deines excused themselves from the meeting at 8:19 pm.

Motion: I move to recommend designating the candidate countywide growth center as depicted on the draft future land use map as part of the Comprehensive Plan periodic update. (2:30:15)
Schaab/Preudhomme – The motion passed, 3 -1, Commissioner Blossom dissented, and Commissioners Deines and Sullivan were absent.

Motion: I move for staff to propose a goal in the appropriate element and policy of the Comprehensive Plan that creates a Park Overlay District. (2:57:30)
Schaab/Preudhomme – The motion passed unanimously, 4-0, Commissioners Deines and Sullivan were absent.

1. **Regular Business -**

   A. Study Session to review the draft updates to the Winslow Subarea Plan, the periodic update of the Comprehensive Plan, and draft amendments to Bainbridge Island Municipal Code that implement the plans.

Deferred to a future special meeting.

2. **Good of the Order -**

   Nothing offered.

3. **Adjournment – 9:02 PM**

DRAFT

DRAFT

Ellen Schroer

From: Patricia Charnas
Sent: Monday, April 6, 2026 3:07 PM
To: Ellen Schroer
Subject: FW: Planning Commission Awareness - Base FAR

For your awareness

From: Renee Argetsinger <rargetsinger@bainbridgewa.gov>
Sent: Monday, April 6, 2026 2:21 PM
To: Planning Commission Distribution Group <PlanningCommissionDistributionGroup@bainbridgewa.gov>
Cc: Patricia Charnas <pcharnas@bainbridgewa.gov>; Darron Buchanan <dbuchanan@bainbridgewa.gov>; Jennifer Sutton <jsutton@bainbridgewa.gov>
Subject: Planning Commission Awareness - Base FAR

Planning Commissioners,
For your information only. Please do not respond in a manner that includes a majority of commissioners, nor reply all.

From: Patricia Charnas <pcharnas@bainbridgewa.gov>
Sent: Monday, April 6, 2026 2:16 PM

Dear Planning Commission Members:

At your last meeting on March 26th, staff was requested to show the difference between the Land Capacity Analysis (LCA) that used a Base FAR of 1.0 instead of the existing base FARs of 0.5 and 0.3 in the Ferry and High School Road districts.

Please see below:

	Previous Analysis (3/2)	Current Analysis (4/6)	Delta
Base FTD FAR	1.0	0.5	0.5
Base HSR FAR	1.0	0.3	0.7
DUs in FTD	201	151	-50
DUs in HSR	675	207	-468
Total DUs	1,569	1,050	-519*
Total Multifamily	1,371	852	-519
Multifamily vs. Commerce Req.	+99	-420	-519

*There's a 1 DU rounding error happening somewhere in the data, but these are the numbers from the Excel.

The Planning Manager and I just received this today and I knew that you all would be interested in seeing this. We will talk more about this briefly during the Planning Directors report on Thursday.

Patty Charnas, **Director**
Planning and Community Development Department

CITY OF BAINBRIDGE ISLAND
www.bainbridgewa.gov
desk: (206) 780-3754
cell: (206) 947-4207

https://bainbridgeislandwa.portal.civicclerk.com/pdfjs-4.6.82-...520to%2520Implement%2520Comp%2520Plan%2520and%2520WSP%2520v.1

PDF.js viewer

ZONING DISTRICT DIMENSIONAL STANDARD	Winslow ~~Mixed Use~~ Town Center					HSR ~~I and II~~	NC	B/I	WD-I	Park [5]
	~~Central Core Overlay~~	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	~~Ferry Terminal Overlay [See BIMC 18.12.030.C]~~					
		Connection								
MAXIMUM FAR (Floor Area Ratio) [1] See also BIMC 18.12.030.C.										
Basic Maximum										
Expansion of existing Commercial and Other Nonresidential Uses; FAR applies; Max % applies for new buildings	0.6 or 15% max.	~~0.4~~	~~0.3~~	~~0.15~~	0.1 or 10% max	0.3 or 10% max	No max.; limited by other standards			
		0.3 or 5% max.								
Residential	~~0.4~~ 1.0	~~0.4~~	~~0.3~~	~~0.5~~	0.4	0.3	R-2 standards apply	No FAR limit; limited by other standards:		
		0.5								
Mixed Use ~~[2]~~	1.0	~~0.5~~	~~0.5~~	~~0.5~~	0.5	0.3	No max.; limited by other standards			
		0.5								
Maximum with Bonus	Bonus densities require compliance with BIMC 18.12.030.C ~~E~~ and 18.21~~.050~~ as applicable.									
Residential	~~1.0~~ 3.0	~~0.6~~	~~0.6~~	~~1.0~~	~~1.1~~ 4.0	~~0.6~~ 4.0	Bonus densities require compliance with BIMC 18.12.030. B ~~D~~	N/A	N/A	N/A
		1.5								
Affordable Housing Development on Property Owned or Controlled by a Religious Organization ~~[7]~~ [4]	~~1.1~~ 3.0	~~0.8~~	~~0.75~~	~~1.25~~	~~1.2~~ 4.0	~~0.75~~ 4.0	Bonus densities require compliance with BIMC 18.21.050 and 18.12.030.B ~~D~~	N/A	N/A	
		1.5								
Mixed Use ~~[2]~~	~~1.5~~ 3.0	~~1.0~~	~~0.9~~	~~1.0~~		~~0.9~~ 4.0		N/A	N/A	

4/14/26, 10:35 AM

Eligible properties may achieve additional development ~~maximum level of development~~ above the base FAR and additional building height, as provided for in Table 18.12.020-3, by using one, or a combination of, the following FAR bonus provisions, in accordance with the additional provisions of Chapter 18.21 BIMC, and any other applicable standards or requirements. The FAR bonus provisions may be combined to achieve the maximum level of development established for each district. ~~In no case shall the total commercial, residential or mixed use FAR exceed the maximum FAR as provided for in Table 18.12.020-3.~~

1. Bonus FAR to Encourage Mix Smaller Units in High School Road and Ferry Zones

Development projects may achieve an additional 1.0 Bonus FAR by providing the mix of dwelling unit sizes outlined below in Table 18.12.030-1. A development can propose to build a higher number of units below 900 square feet instead of building units above 900 square feet. s

Table 18.12.030-1	
Unit Sizes	**Amount Required**
Less than 600 sq. ft.	**20%**
601-900 sq. ft.	**35%**
901-1200 sq. ft.	**35%**
1201-1600 sq. ft.	**10%**

~~1.~~ 2. Optional Affordable Housing Bonus Density/ Voluntary Inclusionary Zoning.

a. Development projects may achieve 1 extra story of building height by providing the amount of designated affordable housing units outlined below in Table 18.12.030-2, in lieu of providing underbuilding parking, as provided for in Table 18.12.020-3.

b. Development projects may achieve the maximum bonus FAR provided for in Table 18.12.020-3 by providing underbuilding parking and providing the amount of designated affordable housing units outlined below in Table 18.12.030-2. Project that utilize this maximum bonus FAR must provide at least two different unit sizes, with 25% of units 900 square feet or less in size. No more than half of the designated affordable units can be this lower unit size.

Table 18.12.030-2		
Zone	**Amount of Affordable Housing Units Required**	**Required Affordable Housing Income Level (BIMC Section 18.21.020)**
Central Core	**25%**	Households at or below low income (i.e. 80% AMI or below)
Connection	**20%**	
Ferry	**25%**	
High School Road	**25%**	

3. Development Projects Providing 100% Low-Income Affordable Housing.

a. Development projects may achieve the maximum bonus FAR, without underbuilding parking provided for in Table 18.12.020-3, by providing half of the dwelling units for households at or below low income (i.e. 51-80% AMI) and half of the dwelling units for households at or below very low income (i.e. 50% AMI). The development can also provide more than half of the units for very low income households. Mixed use development is allowed, with the maximum amount of non-residential space as provided for in Table 18.12.020-3. Parking requirements outlined in BIMC 18.15.020 may be reduced as approved by the Director.

2024 Comprehensive Plan Periodic Update Land Capacity Analysis for DRAFT Preferred Land Use Alternative

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B. Existing Future Land Use Map
   Draft Preferred Alternative Land Use and Zoning Maps
C. 2021 Kitsap County Buildable Land Report

Alternatives Analyzed- 2024

In 2024, the following Draft Environmental Impact Statement (DEIS) alternatives were analyzed for the areas outside of the Winslow Town Center.

1. No Action
2. Dense Centers – "Go Up"
3. Distributed Density – "Go Out"

The alternatives are mapped & analyzed in Appendices D and E of the 2024 Land Capacity Analysis (LCA) for Draft EIS. Key assumptions for the alternatives are documented in Appendix B and C of that document.

Draft Preferred Alternative- March 2026

The City's Planning Commission discussed options for updating the Winslow Subarea Plan and land use throughout 2025 and completed its recommendations in December 2025. The Planning Commission recommended a larger outer boundary for the Winslow subarea and therefore affected this citywide LCA because some properties that had been analyzed in the *Citywide* 2024 Land Capacity Analysis (LCA) for Draft EIS are now analyzed as part of the Winslow Subarea LCA for the Draft Preferred Alternative, completed by the City's Winslow Subarea Plan consultant LMN.

On January 8, 2026, the Planning Commission discussed land use and the *Land Use Element* for the citywide Comprehensive Plan Update, and approved motions affecting land use and this LCA

- I move that the Planning Commission recommend that the lot coverage standard for the Business/Industrial (B/I) zone be increased from 35 to 50%.
  Staff response: This change has been made in this LCA as part of analyzing potential employment capacity for B/I zoned areas.
- I move that the Planning Commission request that staff come back to the Planning Commission with recommendations on how to address the Bainbridge Gardens, on conforming use, whether that be to include it in the neighborhood center zone or otherwise.
  Staff response: Planning staff recommend that implementation of this motion be addressed by changing the land use and zoning of the Bainbridge Gardens properties from residential (R-1 and R-0.4) to Neighborhood Center (NC), the only mixed use or commercial zone in the Island Center NC area. That change has been made for the following properties for this LCA, which increases the amount of developable land area in NC zoning (accounting for critical areas, see LCA Step 3).

  202502-1-006-2003 202502-1-009-2000 172502-4-034-2008

Source Data

The following data was used for this land capacity analysis.

- Kitsap County tax parcel data from November 2023.
- City of Bainbridge Island critical area data from November 2023.

- Comprehensive Plan Draft Preferred Land Use Alternative (outside Winslow) recommended by the City's Planning Commission December 2025 (Winslow boundary) and areas outside of Winslow (January 2026).

Methodology

The methodology for land capacity analysis (LCA) used by the City of Bainbridge Island (and all jurisdictions in Kitsap County) is documented in the 2021 Kitsap County Buildable Lands Report (BLR, Appendix F). Specifically:

- Appendix A of the BLR describes the base LCA methodology used by all jurisdictions.
- Appendix C of the BLR describes modifications to the LCA methodology used by the City of Bainbridge Island for the capacity calculations in the BLR.

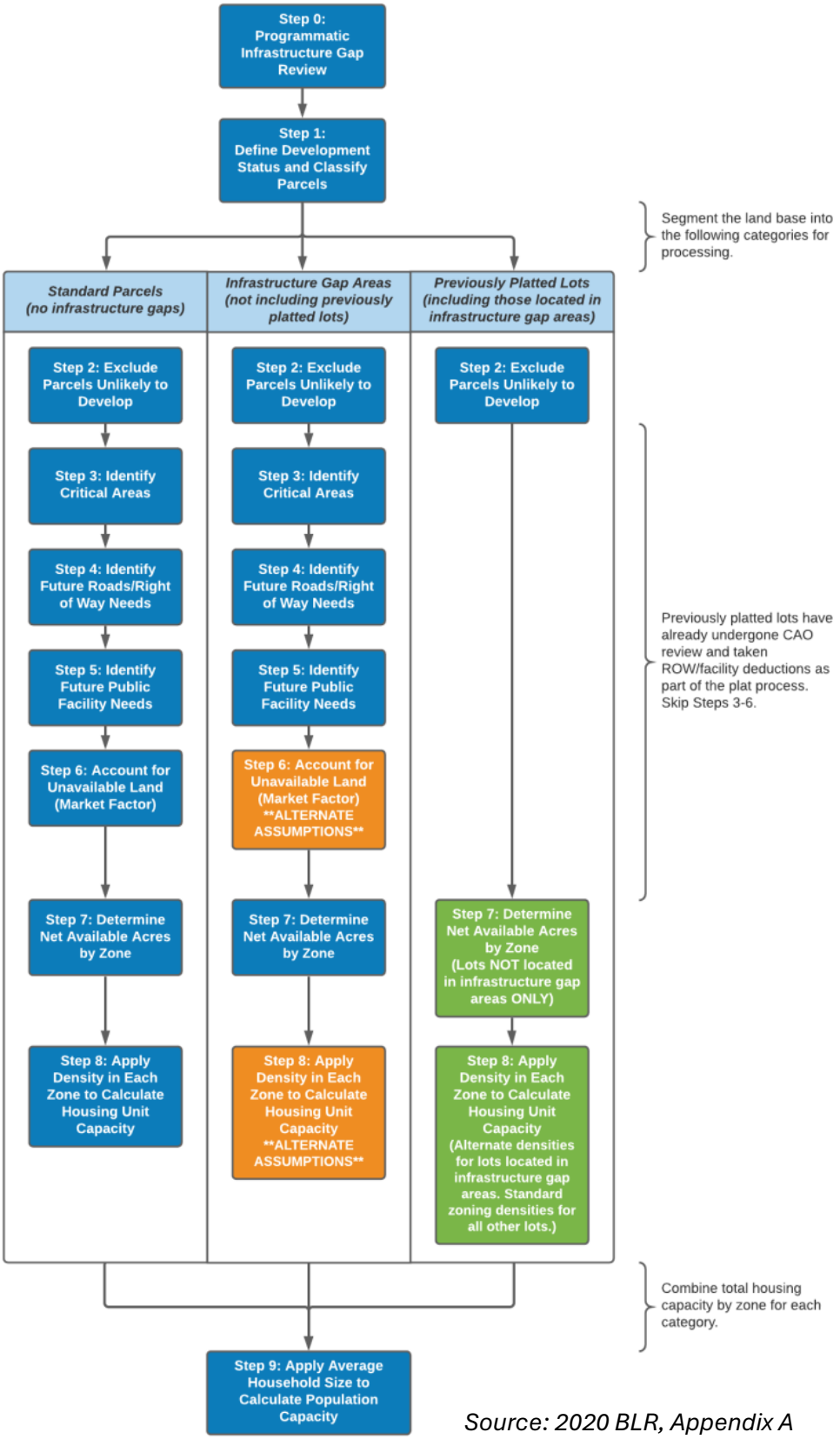
The LCA methodology used to analyze the DEIS alternatives, and this Draft Preferred Alternative is substantially similar to the methodology describe for the City in the 2021 Kitsap County. Any modifications are described in this document.

The following process diagrams summarize the 10-step LCA process.

Figure 1 – Kitsap County Residential LCA Process

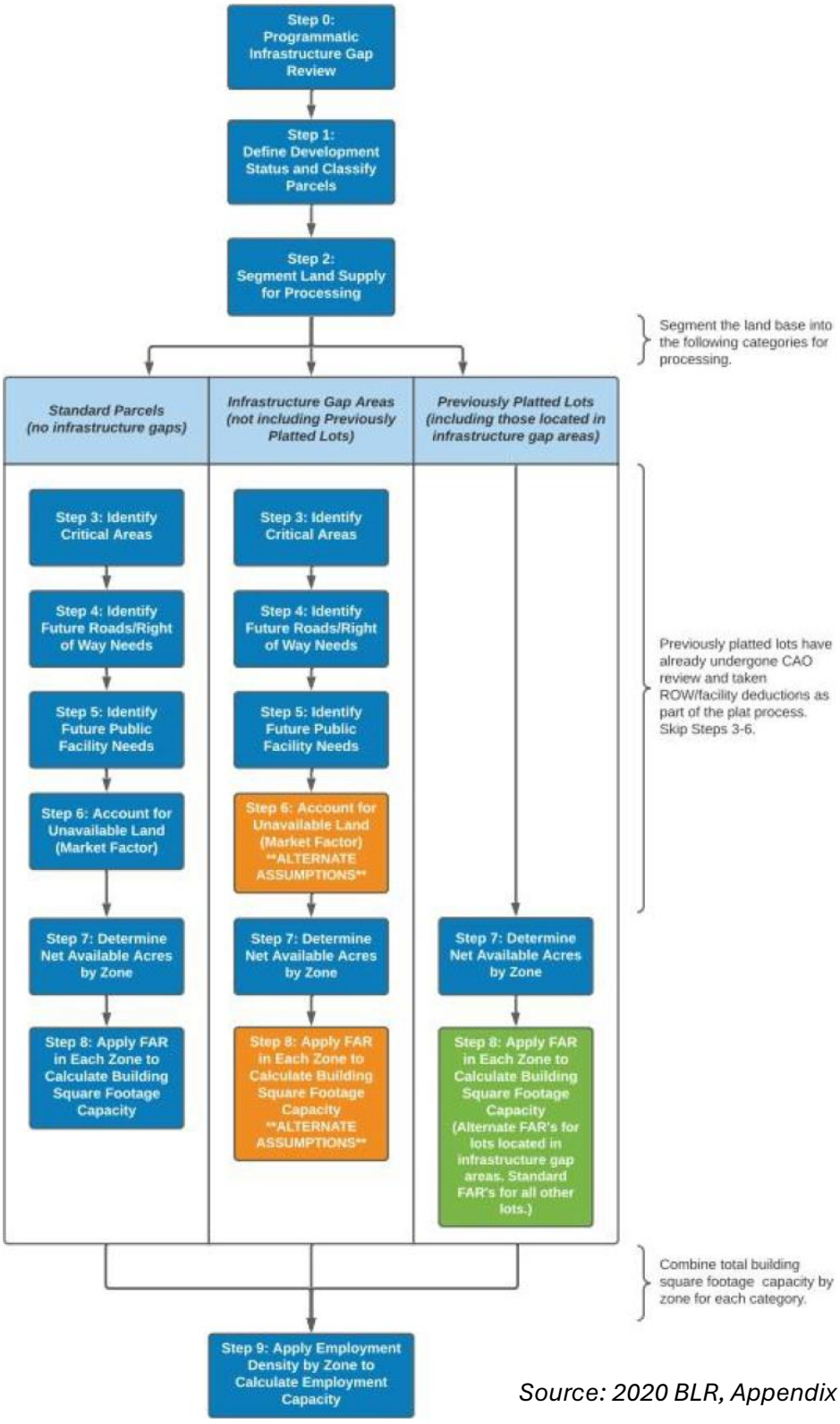
Source: 2020 BLR, Appendix A

Figure 2 – Kitsap County Residential Land Supply Data Processing Diagram



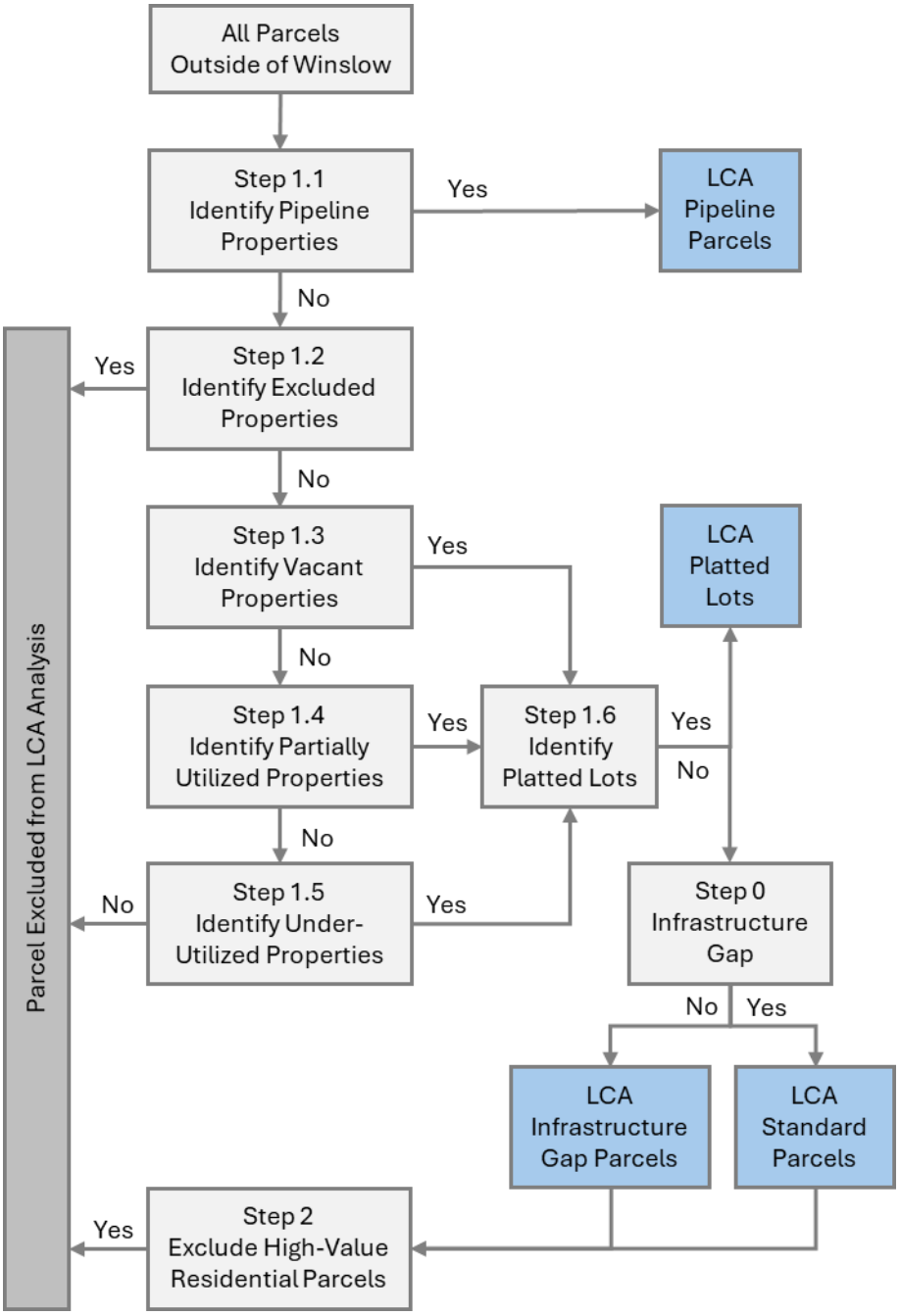
Source: 2020 BLR, Appendix A

Figure 3 – Kitsap County Commercial/Industrial Land Supply Data Processing Diagram



Source: 2020 BLR, Appendix A

Figure 4 – Summary Logic of Parcel Categorization in Steps 1 & 2



Pre-Processing of Parcel Data

1. Clip the parcel layer using the shoreline (approximate ordinary high water line) layer to ensure parcels include only upland land area.
2. Create/update the "Parcel_Acreage" and "Parcel_SQFT" fields in the parcel layer based on the geometry of the clipped parcels.
3. Review and correct the "Prop_Class" field as needed (see Tables 1 and 2). This is primarily focused on identifying parcels that should be in an excluded land use category for LCA Step 1. "Prop_Class" 999 is assigned to parcels that should be excluded from the LCA analysis but have an otherwise correct "Prop_Class" code that would not be otherwise excluded.
    a. For example, land trust conservation easement properties are assigned "Prop_Class" 999.
4. Assign/update the Zoning field based on an overlay analysis of the parcels with the zoning layer applicable to the alternative.
    a. Ignore minor misalignments of zoning boundaries and parcel boundaries as these are artifacts of mapping precision errors.
    b. Identify "split-zoned" parcels (i.e. parcels with more than one zoning designation).
5. Prepare split-zoned parcels:
    a. Divide the split-zoned parcels into sub-parcels based on zoning boundaries.
    b. Create/update the "Parcel_Acreage" and "Parcel_SQFT" fields for each sub-parcel.
    c. Remove any sub-parcel record that is less than 100sf as these are artifacts of mapping precision errors.
    d. Assign the appropriate zone to the zoning field for each sub-parcel.
    e. Edit the number of existing dwelling units located in each sub-parcel to ensure (1) any existing structures will be tallied in the correct zone and (2) there is no double counting.

Table 1 – "Prop_Class" Codes for LCA Analysis

Prop Class Code & Description	Prop_Class Status for LCA Step 1	Reason Excluded	"Under-Utilized" Class when in a Mixed-Use Zone for LCA Step 1.5
111- Single family residence	Analyze		Yes
118- MH - Leased land	Analyze		Yes
119- MH - Real Property	Analyze		Yes
121- Duplex	Analyze		No
122- Triplex	Analyze		No
123- Four units	Analyze		No
131- 5-9 units	Analyze		No
134- 20-29 units	Analyze		No
141- Condo, residential	Analyze		No
160- Hotels and motels	Analyze		No
180- Other residential	Analyze		No
183- Sheds and garages	Analyze		Yes
198- Cabins	Analyze		Yes
459- Totally esmt encumbered	Excluded	Per BLR Appendix A	No

Prop Class Code & Description	Prop_Class Status for LCA Step 1	Reason Excluded	"Under-Utilized" Class when in a Mixed-Use Zone for LCA Step 1.5
470- Communications	Excluded	Per BLR Appendix A	No
480- Utilities	Excluded	Per BLR Appendix A	No
483- Water systems	Excluded	Per BLR Appendix A	No
485- Sanitary land fills	Excluded	Per BLR Appendix A	No
Stormwater retention	Excluded	Per BLR Appendix A	No
489- State-assessed utilities	Excluded	Per BLR Appendix A	No
541- Conv store w/gas pumps	Analyze		No
580- Restaurants	Analyze		No
590- Other retail trade	Analyze		No
591- Neighborhood center	Analyze		No
624- Cemeteries	Excluded	Per BLR Appendix A	No
637- General warehouse	Analyze		No
638- Mini-warehouse	Excluded	No new mini storage/self-service storage facility is permitted (BIMC 18.09.020), making existing mini storage particularly valuable. Existing mini storage can expand.	No
640- Repair services	Analyze		No
656- Convalescent centers	Excluded	Per BLR Appendix A	No
670- Governmental services	Excluded	Per BLR Appendix A	No
680- Educational services	Excluded	Per BLR Appendix A	No
690- Misc. services	Analyze		No
691- Churches	Excluded	Per BLR Appendix A	No
710- Cultural activities	Excluded	Per BLR Appendix A	No
720- Public assembly	Excluded	COBI modified	No
740- Recreational	Excluded	COBI modified	No
744- Marina	Excluded	Per BLR Appendix A	No
760- Parks	Excluded	Per BLR Appendix A	No
810- Agricultural (not O.S.)	Analyze	Per BLR Appendix A	Yes
822- Veterinarian services	Analyze		No
830- CU Agriculture	Excluded	Per BLR Appendix A	No
880- Forest land	Analyze		Yes
910- Undeveloped land	Vacant	Per BLR Appendix A	No
911- Common area	Excluded	Per BLR Appendix A	No
939- Tidelands	Excluded	Per BLR Appendix A	No
940- CU Open Space	Excluded	Per BLR Appendix A	No
950- CU Timber	Excluded	Per BLR Appendix A	No
990 - Other Undeveloped Land	Vacant	Per BLR Appendix A	No
999 - Excluded for LCA by COBI	Excluded	COBI modified	No

Table 2 – Parcels Excluded from LCA Analysis based on Landowner

Landowner	Prop_Class Correction	Note/Exception
ARBOR FUND	710- Cultural activities	Bloedel Reserve
BAINBRIDGE ISLAND CITY OF	Varies	Current parcels are various excluded Prop_Class, **EXCEPT** Parcel 272502-3-028-2006 should remain Prop_Class 111
BAINBRIDGE ISLAND LAND TRUST	999 - Excluded for LCA by COBI	
BAINBRIDGE ISLAND METRO PARK & REC DIST	760- Parks	
BAINBRIDGE ISLAND METRO PARK & RECREATION DISTRICT	760- Parks	
BAINBRIDGE ISLAND METRO PARKS & REC DIST	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PARK & RECREATION DISTRICT	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PARKS & REC DIST	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PARKS AND	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PK & REC DIST	760- Parks	
BI METROPOLITAN PARK & REC DIST	760- Parks	
CITY OF BAINBRIDGE ISLAND	Varies	Current parcels are various excluded Prop_Class
DEPARTMENT OF TRANSPORTATION	999 - Excluded for LCA by COBI	
FIRE DIST 02 (BAINBRIDGE IS)	Varies	Current parcels are various excluded Prop_Class
ISLANDWOOD FNA PUGET SOUND ENVIROMENTAL	680- Educational services	
KITSAP COUNTY CONSOLIDATED HOUSING AUTHORITY	Varies	Current parcels are vacant and will be analyzed for housing, but need to review in future to ensure no other Prop_Class
KITSAP COUNTY PUBLIC WORKS	Varies	Current parcel is park, but need to review in future to ensure no other Prop_Class
KITSAP COUNTY SEWER DISTRICT 7	Varies	Current parcels are various excluded Prop_Class
KITSAP COUNTY TAX TITLE	999 - Excluded for LCA by COBI	
KITSAP COUNTY TIDELANDS	939- Tidelands	
PORT MADISON WATER CO	Varies	Current parcels are various excluded Prop_Class
PUBLIC UTILITY DIST NO 1 OF KITSAP COUNTY	483- Water systems	

Landowner	Prop_Class Correction	Note/Exception
SCHOOL DIST 303 BAINBRIDGE ISL	Varies	Current parcels are various excluded Prop_Class
SEWER DIST NO 7 SO BAINBR	Varies	Current parcels are various excluded Prop_Class
STATE AGENCY LANDS	Varies	Current parcels are various excluded Prop_Class
STATE OF WA DNR	Varies	Current parcels are excluded, but need to review in future to ensure no other Prop_Class
STATE OF WASHINGTON DOT	Varies	Current parcels are excluded, but need to review in future to ensure no other Prop_Class
BAINBRIDGE ISLAND SCHOOL 303	Varies	Current parcels are various excluded Prop_Class
HYLA MIDDLE SCHOOL	680- Educational services	
BAINBRIDGE DAY CARE/PRESCHOOL	680- Educational services	
MONTESSORI COUNTRY SCHOOL	680- Educational services	
ISLAND SCHOOL INC	680- Educational services	
WOODWARD MIDDLE SCHOOL	680- Educational services	
BLAKELY CAPTAIN J ELEMENTARY	680- Educational services	
WILKES CAPTAIN C ELEMENTARY	680- Educational services	
BAINBRIDGE ISLAND HS ADMIN & ORDWAY ELEM	680- Educational services	

RESIDENTIAL LAND CAPACITY ANALYSIS

Step 0 – Programmatic Infrastructure Gap Review

There are no infrastructure gaps for the Draft Preferred Alternative as documented in the 2021 Buildable Lands Report.

Step 1 - Define Development Status and Classify Parcels

Step 1.1: Identify Pipeline Properties (Optional)

Pipeline properties were identified as follows:

- Parcels with dwelling units built in years 2020 through 2023 using the "Year_Built" field. These were labelled as "built" pipeline properties because the baseline year for this LCA analysis is 2020.
- Approved plats where the subdivided lots have not yet been reflected in the parcel layer.

A comprehensive search of the City's permit database identified no other residential pipeline properties.

Step 1.2: Identify Excluded Properties

Parcels were excluded using:

- The "Prop_Class" codes categorized as "excluded" for Step 1.2 in Table 1.
- Shoreline parcels less than 1 acre (per the assumptions outlined in BLR Appendix A)
- Parcels with land trust conservation easements
- Parcels in the R-6 zone (i.e. Point Monroe) which is assumed to be built-out due to undeveloped lots being used for septic systems or just being to small to practically develop a dwelling unit.

Step 1.3: Identify Vacant Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.4: Identify Partially Utilized Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.5: Identify Under-Utilized Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.6: Identify Platted Lots

There are many lots on Bainbridge Island that were historically platted prior to modern subdivision requirements and critical area regulations. These historically platted lots are subject to subdivision requirements and critical area regulations when developed. Therefore, previously platted lots were categorized as "historic" or "modern" for this analysis.

Historic Platted Lots

Previously platted lots were categorized as "historic" and processed with "LCA Standard Parcels" if more than 25% of all parcels in the plat were developed prior to 1995 using the "Year_Built" field, which is prior to when most modern critical area regulations would have been in effect.

Modern Platted Lots

All other previously platted lots were categorized as "modern" and processed as "LCA Platted Lots" consistent with the assumptions in BLR Appendix A.

Step 1.7: Segment Land Base for Processing

Used the assumptions outlined in BLR Appendix A, except that:

- LCA Platted Lots include only "modern" platted lots from Step 1.6.

Step 2: Exclude Parcels Unlikely to Develop

Used the assumptions outlined in BLR Appendix A.

Step 3: Identify Critical Areas

Used the assumptions outlined in BLR Appendix C, summarized in the table below.

Deduction	25%	75%	90%
Streams & Buffers		X	
Wetlands & Buffers			X
Slopes 40% or more			X
Slopes 15-39%	X		
USGS Mapped Landslides	X		
Liquefaction Areas	X		
Fault Hazard Area (50' on either side of fault)	X		

Step 4: Identify Future Roads/Right of Way Needs

Used the assumptions outlined in BLR Appendix C.

Step 5: Identify Future Public Facility Needs

Used the assumptions outlined in BLR Appendix C.

Step 6: Account for Unavailable Lands (Market Factor)

Used the assumptions outlined in BLR Appendix C.

Step 7: Determine Available Net Acres

Used the assumptions outlined in BLR Appendix A.

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Step 8.1. Calculate Gross Housing Unit Capacity

For "LCA Standard Parcels", the residential density assumptions are provided in Table 4.

For "LCA Platted Lots", the residential density assumptions are outlined in BLR Appendix A.

Table 4–Residential Density Assumptions by Zone (BIMC Table18.12.020-2)

Zone	Min Lot Size per Unit (SQFT)	Overall % Res
R-0.4	100,000	100%
R-1	40,000	100%
R-2	20,000	100%
R-2.9	15,000	100%
R-3.5	12,500	100%
R-4.3	10,000	100%
R-5	8,500	100%
R-6	7,260	100%
NC/R-12	3,630	100%
NC	20,000	100%

Step 8.2. Calculate Net Housing Unit Capacity

Used the assumptions outlined in BLR Appendix A.

Step 8.3. Address Pipeline Development

Used the assumptions outlined in BLR Appendix A.

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional)

ADUs are not allowed or not applicable in the following zones:

- R-6 (not allowed)
- NC (not applicable)
- NC/R-12 (not applicable)

For the R-5 Zone, the following assumptions were used:

- Alternative 1 used the assumptions outlined in BLR Appendix C.

The assumptions outlined in BLR Appendix C were used for the following zones for all Alternatives:

- R-0.4 (3 ADUs/yr)
- R-1 (1.75 ADUs/yr)
- R-2 (2.625 ADUs/yr)
- R-2.9 (0.125 ADUs/yr)
- R-3.5 (0.75 ADU/yr)
- R-4.3 (1.125 ADU/yr)

Step 9: Apply Average Household Size to Calculate Population Capacity

Used the assumptions outlined in BLR Appendix A. For ADUs, applied multifamily dwelling unit assumption of 2.22 persons per household.

COMMERCIAL/INDUSTRIAL LAND CAPACITY ANALYSIS

Step 0 – Programmatic Infrastructure Gap Review

See discussion under Residential Step 0.

Step 1 - Define Development Status and Classify Parcels

Step 1.1: Identify Pipeline Properties (Optional)

Used the assumptions outlined in BLR Appendix A. A comprehensive search of the City's permit database identified no commercial/industrial pipeline projects outside of Winslow.

Step 1.2: Identify Excluded Properties

See discussion under Residential Step 1.2.

Step 1.3: Identify Vacant Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.4: Identify Under-Utilized Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.5: Identify Platted Lots

NOTE: LCA STEP 2 APPLICABLE TO RESIDENTIAL LCA ONLY (see also BLR Appendix A).

Step 3: Identify Critical Areas

Used the assumptions outlined in BLR Appendix C, and summarized below.

Deduction	25%	75%	90%
Streams & Buffers		X	
Wetlands & Buffers			X
Slopes 40% or more			X
Slopes 15-39%	X		
USGS Mapped Landslides	X		
Liquefaction Areas	X		
Fault Hazard Area (50' on either side of fault)	X		

Step 4: Identify Future Roads/Right of Way Needs

Used the assumptions outlined in BLR Appendix C.

Step 5: Identify Future Public Facility Needs

Used the assumptions outlined in BLR Appendix C.

Step 6: Account for Unavailable Lands (Market Factor)

Used the assumptions outlined in BLR Appendix C.

Step 7: Determine Available Net Acres

Used the assumptions outlined in BLR Appendix A.

Step 8: Apply Density in Each Zone to Calculate Building Square Footage Capacity

Step 8.1. Calculate Gross Commercial/Industrial Square Footage Capacity

Used the assumptions provided in Table 4.

Table 4 – Commercial/Industrial Building Area Assumptions by Zone

Zone	Primary Employment Type	Employment Density Assumed for Capacity Calculations	FAR	Overall % Non-Res
NC/R-12	Commercial	1 employee / 400 sq. ft.	1.05	50%
NC	Commercial	1 employee / 400 sq. ft.	1.05	50%
B/I	Industrial	1 employee / 800 sq. ft.	1.0*	100%
WDI	Industrial	1 employee / 800 sq. ft.	1.0	100%

*NOTE: B/I Assumed FAR outside Winslow increased to 1.0 in this LCA for the Draft Preferred Alternative, reflecting the Planning Commission recommendation to increase lot coverage from 35% to 50%

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

Used the assumptions outlined in BLR Appendix A.

Step 8.3. Address Pipeline Development

Used the assumptions outlined in BLR Appendix A. A comprehensive search of the City's permit database identified no commercial/industrial pipeline projects outside of Winslow.

Step 9. Apply Employment Density by Zone to Determine Employment Capacity

Step 9.1 Classify each Zone as Either Commercial or Industrial

Used the assumptions outlined in BLR Appendix C. See Table 4 above.

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Used the assumptions outlined in BLR Appendix C. See Table 4 above.

Step 9.3 Divide Net Square Foot Capacity by Employment Density to Calculate Employment Capacity

Used the assumptions outlined in BLR Appendix A.

Appendix A

Draft Preferred Alternative Land Capacity Tables- Citywide (outside Winslow)

Preferred Alternative - Housing and Population Capacity (outside of Winslow Subarea)

Updated 3/3/2026

	Designation	Existing DUs in Built-out & Excluded Parcels (pre-2020)	Vacant, Partially Utilized, & Under-Utilized Parcels Analyzed for Land Capacity (2020-2044)								Approx. Dus: Existing + Capacity	Approx. Population: Existing + Capacity
			Net Developable SqFt	Min Lot Size per DU	Gross DU Capacity	Existing DUs (pre-2020)	Pipeline Parcel DUs	ADUs	Net DU Capacity	Population Capacity		
Land Use	Neighborhood Center & R-5	112	757,802		61	10	43	43	137	289	259	575
	Industrial Center	1									1	2
	Conservation Area	6,424	82,504,216		1,875	721	418	148	1,720	3,969	8,864	21,717
	Total	**6,537**	**83,262,018**		**1,936**	**731**	**461**	**191**	**1,857**	**4,257**	**9,124**	**22,294**
Zoning	NC/R-12	60	92,230	3,630	25	-	-	-	25	54	85	190
	NC	38	631,719	20,000	32	10	-	-	22	45	70	154
	R-6	56		-							56	137
	R-5	14	33,854	8,500	4		43	43	90	190	104	231
	R-4.3	84	71,015	10,000	7	7	-	-	-	-	91	223
	R-2	2,566	18,964,855	20,000	948	404	166	53	763	1,764	3,733	9,145
	R-1	1,906	18,980,129	40,000	475	161	101	35	450	1,039	2,517	6,165
	R-0.4	1,811	44,488,217	100,000	445	149	151	60	507	1,166	2,467	6,044
	WDI	1									1	2
	B/I	1									1	2
	Park											
	Total	**6,537**	**83,262,018**		**1,936**	**731**	**461**	**191**	**1,857**	**4,257**	**9,124**	**22,294**

Preferred Alternative - Employment Capacity (Outside of Winslow Subarea) March 2026

		Traditional Employment								
			Vacant, Partially Utilized, & Under-Utilized Parcels Analyzed for Land Capacity (as of 2020)							
	Designation	Existing Floor Area in Built-out & Excluded Parcels	Net Developable Land Area (SqFt)	Gross Floor Area Capacity	Existing Floor Area	Pipeline Parcel Floor Area	Net Floor Area Capacity	Job Capacity	Approx. Floor Area: Existing + Capacity	Approx. Jobs: Existing + Capacity
Land Use	Neighborhood Center	165,402	723,949	380,073	62,222	-	317,851	795	545,475	1,364
	Industrial Center	34,824	1,387,281	1,387,281	199,220	-	1,188,061	1,485	1,422,105	1,778
	Conservation Area & WDI	276,032	15,522	15,522	-	-	15,522	19	291,554	703
	Total	**476,258**	**2,126,752**	**1,782,877**	**261,442**	**-**	**1,521,435**	**2,299**	**2,259,135**	**3,845**
Zoning	NC/R-12	90,708	92,230	48,421		-	48,421	121	139,129	348
	NC	74,694	631,719	331,652	62,222	-	269,430	674	406,346	1,016
	WDI	4,886	15,522	15,522		-	15,522	19	20,408	26
	B/I	34,824	1,387,281	1,387,281	199,220	-	1,188,061	1,485	1,422,105	1,778
	Other	271,146							271,146	678
	Total	**476,258**	**2,126,752**	**1,782,877**	**261,442**	**-**	**1,521,435**	**2,299**	**2,259,135**	**3,845**

Appendix B

Existing Future Land Use Map
https://www.bainbridgewa.gov/DocumentCenter/View/4353/Official-Future-Land-Use-Map?bidId=

Draft Preferred Alternative Future Land Use and Zoning Map

DRAFT

COBI Planning Commision Draft Landuse

Zoning/Landuse Designations

- B/I
- Central Core
- Connection Zone
- Ferry Terminal District
- High School Rd Zone
- NC
- NC-R-12
- Park
- R-0.4
- R-1
- R-2
- R-2.9
- R-3.5
- R-4.3
- R-5
- R-6
- R-8
- WDI

Suquamish

Kitsap

Bainbridge Island

Manchester State Park

Bremerton

DRAFT

City of Bainbridge Island Future Land Use Map

March 6, 2026

City of Bainbridge Island

2026

Coordinate System: NAD 1983 2011 StatePlane Washington North FIPS 4601 Ft US

Folder: C:\GIS\Planning_Commision_Boundary_drafts\

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Appendix C

2021 Kitsap County Buildable Lands Report

https://www.kitsap.gov/dcd/Pages/Buildable_Lands_Update.aspx

Draft Planning Commission Preferred Land Use Alternative:

Land Capacity Analysis Summary

Draft Preferred Alternative Capacity for Area Outside of Winslow	Dwelling Units	Population	Jobs
Neighborhood Centers & R-5	137	289	795
Business/Industrial	0	0	1,485
Conservation Area	1,720	3,969	19
Total Pref. Alt. Outside Winslow	1,857	4,257	2,299
Total Pref. Alt. Winslow Subarea	1,569	3,352	703
CITYWIDE TOTALS	3,426	7,609	3,002

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Part 1: Land Capacity Analysis

Policy Targets

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

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

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

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

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

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

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

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

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

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

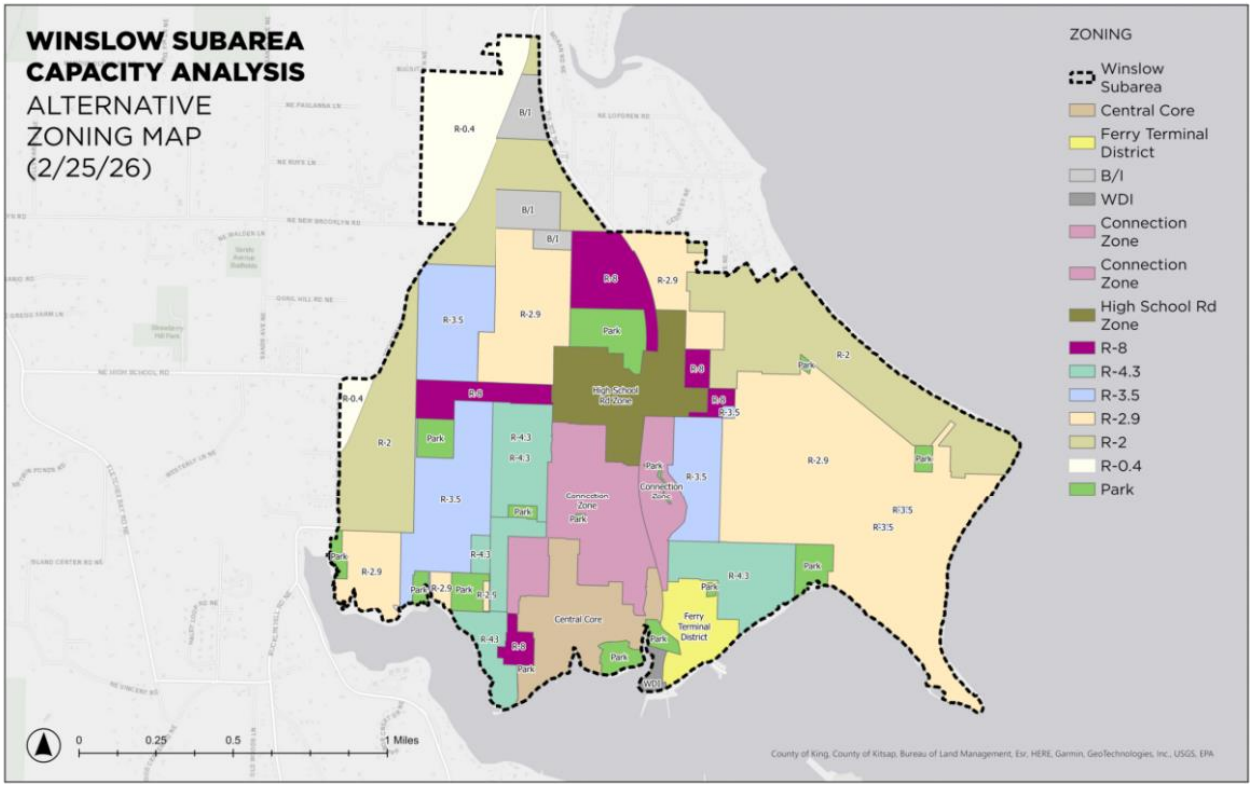
- >560 DUs at >120% AMI.
- >1,222 Low-Rise and Mid-Rise Multifamily DUs (Sum of 0-80% AMI requirements including STEP).
- For the 80–120% AMI allocation, the remaining multifamily capacity needed equals 278 dwelling units minus the citywide ADU projection. ADU production counts toward the 80–120% AMI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

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

Alternatives Analyzed

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

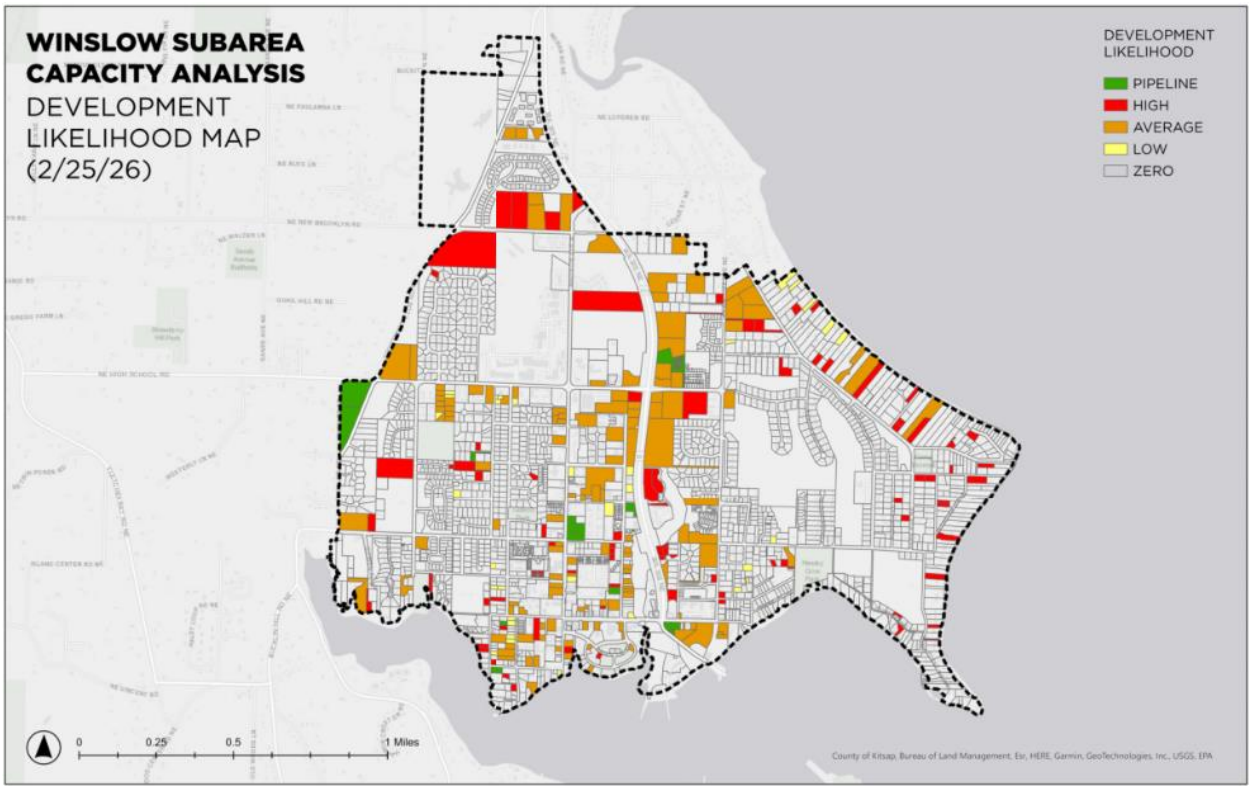
Note that for the purposes of determining development likelihood (as described later), all operations use the zoning maximum base FAR not the maximum FAR with the voluntary inclusionary zoning bonus. This is because voluntary inclusionary housing programs must balance additional cost to a developer (provision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



ZONING		PROPOSED DIMENSIONAL STANDARDS					
Type	Zoning District	Max Density (SF/DU)	Base Mixed Use FAR	Max Lot Coverage	Max Height	Max FAR w/ Bonus	Max Height w/ Bonus
Mixed-Use	**Core**	N/A	1.0	100%	35'	3.0	55'
	FTD	N/A	1.0	100%	35'	4.0	55'
	B/I	20,000 SF	N/A	50%	35'	N/A	N/A
	WDI	N/A	N/A	50%	35'	N/A	N/A
	Conn. Zone	N/A	0.5	60%	25'	1.5	45'
	HSR	N/A	1.0	75%	35'	4.0	55'
Residential	**R-14**	3,100 SF	N/A	40%	35'	N/A	N/A
	R-8	5,400 SF	N/A	25%	35'	N/A	N/A
	R-4.3	10,000 SF	N/A	25%	25'	N/A	N/A
	R-3.5	12,500 SF	N/A	25%	25'	N/A	N/A
	R-2.9	15,000 SF	N/A	25%	25'	N/A	N/A
	R-2	20,000 SF	N/A	20%	30'	N/A	N/A
	R-0.4	100,000 SF		10%	30'	N/A	N/A

Capacity Results

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



Total projected capacity is aggregated by zone below.

Residential Projections

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

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

CPP Requirements by Category:	560	278	1,222	1,272
Citywide Delta:	**Complies**	**-47 DU**	**-1,017 DU**	**+99 DU**

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

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

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

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

Commercial Projections

Commercial Projections			
Type	**Zoning District**	**Total Likely Net Commercial Gsf**	**Total Likely Net Jobs**
Mixed-Use	**Core**	10,115 Sf	25 Jobs
	FTD	11,491 Sf	29 Jobs
	B/I	537,594 Sf	672 Jobs
	WDI	0 Sf	0 Jobs
	Conn.	5,427 Sf	14 Jobs
	HSR	-14,722 Sf	-37 Jobs
	Total:	**549,905 Sf**	**703 Jobs**

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

Part 2: Methodology

Comments on the BLR Appendix A Land Capacity Analysis Methodology

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

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

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

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

Modifications to the BLR Methodology for Winslow:

- Step 0 – Programmatic Infrastructure Gap Review
    - No infrastructure gap parcels identified in Winslow with planned capital improvements.
- Step 1 – Classify Parcels
    - The same operation is applied to parcels zoned both residential and mixed-use, applying the appropriate density units at the end of the operation, i.e. floor area ratio ("FAR") or dwelling units ("DU") per acre.
- Step 1.1 – Identify Pipeline Properties

    - The projected dwelling units for pipeline parcels are categorized as affordable (0-80% AMI) or market rate (>120% AMI). No pipeline parcels are planning to produce units at 80-120% AMI.
- Step 1.2 – Identify Excluded Properties
    - Shoreline parcels less than 1 acre are not excluded from the analysis. While these are often high value parcels, they are also typically large parcels, and there is precedent in Winslow for shoreline subdivision and redevelopment. There are also a number of vacant shoreline parcels that are likely to develop. Most shoreline residential parcels are excluded by the high-value operations in Step 2 or heavily discounted by the critical area assumptions in Step 3 but are not excluded outright.
- Step 1.3 – Identify Vacant Properties
- Step 1.4 – Identify Partially Utilized Properties
    - The citywide BLR residential function is replicated here, which accurately captures parcels that are underbuilt relative to residential capacity, even in a district that has been rezoned.
    - A corresponding function is added for commercial/mixed-use parcels. The BLR methodology does not otherwise capture mixed-use parcels that are underbuilt relative to capacity when they are regulated by FAR, especially in areas that have been rezoned.
    - For instance, an existing commercial building with floor area corresponding to 0.8 FAR on a site zoned for 1.0 FAR would appear to be unlikely to redevelop. But if a rezoning were being contemplated that would increase the zoning limit to 3.0 FAR, it becomes substantially more likely that the site will redevelop. This likelihood will also not be captured by the BLR "assessed improvements value" divided by "assessed land value" function because the future value of the land (which increases if rezoned) is not known.
    - This LCA uses "floor area capacity" divided by "existing floor area" > 4.0 as the threshold to reflect greater cost and complexity to developing in these urban, mixed-use areas where redevelopment typically pencils only where planned intensity is several multiples of current buildout due to teardown, high construction costs, and required frontage/ROW and public facility upgrades.
    - This captures parcels where there is significant unrealized development capacity, even if the current use is appropriate for the zoning and the existing structure is not undervalued relative to the site under the existing zoning.
- Step 1.5 – Identify Underutilized Properties
- Step 1.6 – Identify Platted Lots
    - There is not a significant correlation in the Winslow Subarea between previously platted lots and lots that can be developed without capacity penalties for ROW, public facilities, critical areas, and market factor, particularly when upzoning is being evaluated.

    - Most single-family residential parcels are already excluded from the analysis because they meet the criteria for high value homes outlined in Step 2 of the BLR methodology, so these parcels do not generate capacity regardless of how they are sorted.
    - There are some larger parcels that meet the criteria for redevelopment that have been previously platted, but that would likely require deductions for ROW, public facilities, critical areas, and market factor were they to redevelop.
    - Because of these local conditions, this analysis does not separate out previously platted parcels. All parcels, regardless of previous plat status, are evaluated the same.
- Step 1.7 – Segment Land Base for Processing
    - Because the analysis does not utilize Previously Platted lots, and there are no Infrastructure Gap parcels, all lots identified as vacant, partially utilized, or underutilized are considered Standard Parcels. Parcels excluded through Step 1.2 are treated as having zero likelihood for development.
- Step 2 – Exclude Parcels Unlikely to Develop
    - The citywide BLR method of excluding parcels where the assessed value of property improvements is greater than 2.5x the parcel's assessed land value is maintained here. This excludes residential partials where the value of the home is substantially greater than the value of the land, reflecting disproportionate investment that makes redevelopment unlikely.
    - This operation is not well-calibrated for areas with high land values. Structure value tends to sit within a range of approximately $100,00 - $1,000,000, but large and/or waterfront parcel land value can easily be valued in the $1,000,000 – 5,000,000 range in Winslow. It is not unusual to see a waterfront parcel where the land value far exceeds the structure value, even though the structure value is high relative to other structures. These parcels are unlikely to redevelop for the same reason the BLR applies the above operation, but they are not captured by that operation.
    - For this reason, this LCA adds an exclusion for residential parcels where structure value plus land value is greater than $1,000,000. This captures both parcels with average land values but high structure values and parcels with very high land values and low structure values. This meets the intent of the BLR operation while accounting for the higher values in Winslow.
    - There is also an exception to this rationale, which is high value parcels that are large enough to be redeveloped at a high enough level of additional capacity that high-net worth owners may consider redevelopment.
    - Accordingly, this LCA includes an upper limit to both of these high value exclusions where any residential parcels where residential capacity divided by existing DUs is 4.0 or more are not excluded, regardless of value.
    - Similar to the FAR operation described in Step 1.4, the ratio of 4.0 is used here to capture a level of value-add that is sufficient to incentivize the owner of a high value

property to redevelop, given demolition and construction costs, temporary loss of use, entitlement risk and time, financing carry, equity tied up, and any critical-area compliance/mitigation unique to the parcel. 4.0 is a conservative threshold that captures parcels with high capacity for redevelopment but acknowledges that most high-value parcels are unlikely to redevelop even with marginal additional capacity.

- Step 3 – Identify Critical Areas
    - The COBI BLR methodology assigns critical area discount values between 25% (for Moderate Geohazards) and 90% (for Wetlands and Wetland Buffers). This is a significant discount in land area that is magnified in mixed-use districts regulated by FAR, and too large a discount for areas that are served by public sewer and water.
    - For instance, a 100,000 SF parcel that is 50% encumbered by wetlands and wetland buffers would be discounted by 45,000 SF (90% of 50%). If maximum allowed density on that parcel was 2.0 FAR, this operation would assume only 110,000 SF of developable building area would be allowed (55,000 SF remaining land area x 2.0).
    - But this is not how the BIMC land use code actually regulates critical areas. BIMC 16.20 provides multiple flexible pathways that, in practice, reduce the relationship between regulated critical-area coverage and ultimate development capacity. These include reasonable use exceptions (BIMC 16.20.080), alternatives to prescriptive buffers (BIMC 16.20.140), and allowances for clustering development (BIMC 16.20.140). Together, these provisions often allow applicants to organize building area to maintain FAR potential on the unconstrained portion of a site, while still protecting critical-area functions and values. In other words, some sites encumbered by critical areas are still able to develop at maximum capacity, especially those regulated by FAR.
    - It is true though that sufficient encumbrance on a site often does limit total development potential, though rarely by 90% or more. It is also the case that certain types of critical areas (wetlands and streams) present much more significant challenges to development than others, based on the specific regulations of BIMC 16.20.
    - To account for this variation and site-specific complexity, this analysis proposes 40% as a deduction for wetlands, streams, and associated buffers, and 10% as a deduction for all other critical area types. This magnitude captures meaningful reduction, particularly on specific large, heavily encumbered parcels identified in Winslow, but also recognizes that most encumbered parcels will still develop at full capacity.
- Step 4 – Identify Future ROW Needs
- Step 5 – Identify Future Public Facility Needs
- Step 6 – Account for Unavailable Lands (Market Factor)
    - The COBI BLR analysis assumes that 90% of all possible developable land will be developed during the analysis timeframe (the planning period, by 2044), but this is likely an over-projection for Winslow. Construction costs, regulatory obstacles,

market cycles, local policies, and ownership preferences frequently result in substantial development inefficiency, and it is not unusual to see even vacant parcels remain undeveloped for years or decades.

- It is also not the case that all parcels identified by the BLR methodology as likely to develop are equally likely to develop. Different methodology operations select for different conditions and criteria, which can be indexed to likelihoods in a more accurate way. This is consistent with the approach outlined in the Kitsap County Buildable Lands Report, Appendix B: Market Factor Guidance.
- To reflect these observed redevelopment dynamics in an urban infill context, this analysis applies the following class-based likelihoods instead of a single factor, consistent with the BLR framework that forward-looking capacity should reflect likelihood of development:

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

- Step 7 – Determine Available Net Acres
- Step 8 – Apply Density in Each Zone to Calculate Capacity
    - The BLR/COBI methodology assumes that all developable area will develop at maximum zoned capacity. This analysis replicates that assumption here, noting that the increased discounts for unavailable lands in Step 6 and the conservative assumptions in Steps 3-5 make it likely that the remaining area available for development in a high-cost, urbanizing area like Winslow will maximize development potential.

- Step 8.1 – Calculate Gross Capacity
    - Aggregate capacity is calculated based on parcel projected zoning district maximum allowable density, using SF/DU for residentially zoned properties and FAR for mixed-use zoned properties.
    - In the B/I and WDI zoning districts, the BIMC zoning code limits development through bulk controls rather than FAR. In both of these districts, the maximum allowable lot coverage in the Draft Preferred Alternative is 50% (note: for the B/I district, in December 2025, the Planning Commission has recommended increasing lot coverage from 35% to 50%) and the maximum allowable height is 35'. Functionally, this limits development to a structure of 3 stories that takes up 50% of the site, which is equivalent to a 1.5 FAR.
    - In mixed-use districts the analysis uses a residential/commercial program split between 85/15% and 95/5% (see below table for full assumptions), depending on allowable height and density. This assumes that most new development will be residential and most new commercial program will be ground floor retail, consistent with recent development patterns in Winslow. In districts with greater allowed height and density or more concentration of commercial activity, the commercial percentage is assumed to be higher; in areas with lower density and commercial concentration, it is assumed to be lower.
    - The analysis assumes 85% efficiency for Multifamily residential in mixed-use districts, to account for lobbies, hallways, and common spaces, and 850 SF / unit average size.
    - The analysis also models a voluntary inclusionary zoning program in the mixed-use zoning districts, based on affordable unit percentage requirements between 20% and 25% at 80% AMI, as directed by the COBI Planning Commission in December 2025.
        - Strategic Economics has evaluated mandatory and voluntary inclusionary zoning policies and voluntary density bonus programs in several states. For mandatory inclusionary zoning policies, low-income requirements typically range from 5 to 15%. Voluntary inclusionary programs often provide larger density bonuses for projects providing more inclusionary units (up to and exceeding 25%), but these programs are typically implemented on a sliding scale, where a developer can select an inclusionary percentage and corresponding density bonus that will work for their project.
        - Inclusionary programs with higher percentage requirements typically have lower utilization rates because projects typically take a substantial loss on each low-income unit provided.
        - Because of this, the State of California requires any jurisdiction instituting a mandatory inclusionary requirement of more than 15% low-income units to prove that it is financially feasible. (AB1505, passed in 2017).
        - The extent of FAR bonus provided can help, but only in a circumstance where each unit provides a net benefit to the project. In other words, if inclusionary requirements surpass a threshold at which net revenue per unit

becomes negative, then additional density will not provide any benefit to the project.
    - For these reasons, this analysis projects relatively low utilization rates, of between 0 and 10% depending on the amount of FAR bonus available in each district for the proposed 20 to 25% inclusionary requirements in Winslow.
- For single-family residential parcels, this analysis assumes an 80% Parcel Efficiency Factor when calculating capacity. This is to account for the fact that BLR methodology aggregates parcel area before calculating capacity.
    - For instance, if there are three existing lots in an R-4.3 district, and each is 14,000 SF, max density for R-4.3 is 10,000 SF / DU, so each of these parcels is at capacity and unable to add an additional unit. But the BLR methodology would instead aggregate their lot area first (42,000 SF) and then calculate a total capacity of 4 DUs instead of 3 DUs. Conceptually, this assumes perfect lot line adjustment to maximize residential capacity across the subarea.
    - While there may be instances where a developer purchases two oversized lots and combines them to create three new lots, practical constraints will limit the efficiency that is achievable. There will be some loss factor that is not accounted for in the BLR methodology. Given that many residential parcels are close to the max density of their zoning district in size, but some are not, this analysis uses 20% as an approximate loss factor.
    - (Note that an alternative approach would be to calculate residential density on a parcel-by-parcel basis and then aggregate DU capacity, not residential acreage. The challenge here is technical – performing this operation while accounting for critical area overlays, zoning, and LCA class / likelihood makes the analysis exponentially more complex.)

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

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

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

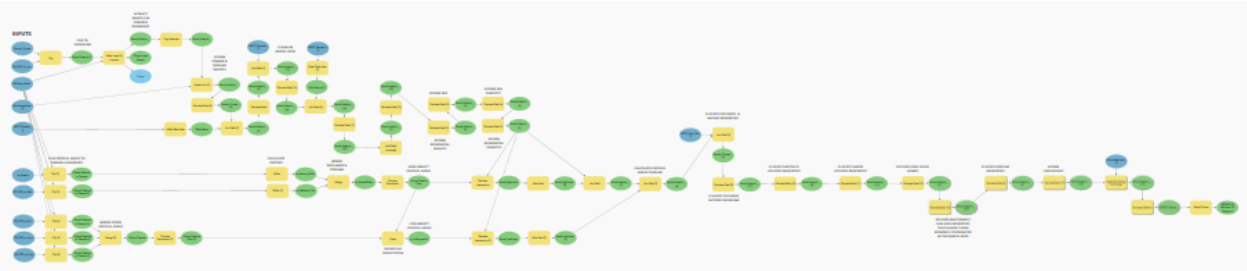
- Step 9 – Calculate Population and Job Capacity

GIS Source Data Provided by the City of Bainbridge Island:

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

Winslow Full Methodology

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



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

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

GIS Inputs:

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

    - Also sets what property class types are considered underutilized in commercial/mixed-use zones.
- Ownership Adjustments Table
    - Provided by COBI.
    - Table with adjustments to parcel data based on ownership.
    - Primarily used to adjust parcels where property class is incorrect.
- Pipeline Parcels Table
    - Provided by COBI.
    - Table with info on pipeline parcels.
    - Gets automatically processed into the analysis.
- Miscellaneous Parcel Adjustments Table
    - Provided by COBI.
    - Table that assigns vacant or excluded to parcels based on property class.
- Likelihood Formatting
    - ArcGIS symbology file that assigns graphic formatting to the output parcel layer based on assigned "likelihood" field.

Step-by-Step Methodology:

GIS Analysis:

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

10. Use Calculate Field to assign RES_DENSITY based on proposed residential zoning district density.
11. Use Calculate Field to assign FAR based on proposed mixed-use zoning district base maximum density.
12. Use Calculate Field to assign FAR_CAPACITY based on parcel Shape_Area * FAR.
13. Use Calculate Field to assign RES_CAPACITY based on parcel Shape_Area / RES_DENSITY.
14. Clip all critical area input layers to the Winslow Subarea boundary.
15. Use Buffer to calculate buffers for streams and wetlands based on appropriate fields within each feature class.
16. Merge stream and wetland buffer areas and dissolve boundaries to create a single High Impact Critical Areas feature class.
17. Merge slopes, liquefaction areas, and landslide areas and dissolve boundaries to create a single Low Impact Critical Areas feature class.
18. Erase High Impact Critical Areas from the Low Impact Critical Areas layer to ensure no duplication of deductions. High impact areas take precedence.
19. Use Tabulate Intersection to calculate the area of both High and Low Impact Critical Areas that overlaps each parcel.
20. Alter Field and Join Field to bring these overlap areas into the parcel layer feature class as new fields called CA_OVERLAP_HIGH and CA_OVERLAP_LOW.
21. Join Field with the Property Class Adjustments input table to add fields to the parcel layer for VACANT or EXCLUDED based on property class.
22. Use Calculate Field to assign EXCLUDED to any parcels that were assigned null NEW_ZONING in the earlier spatial join operation. These are parcels that are predominantly outside of the shoreline boundary, so not suitable for development.
23. Use Calculate Field to assign PARTIALLY_UTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. The two criteria are if RES_CAPACITY / NUM_DWELL >= 2.5 or if FAR_CAPACITY / FLR_TOT_SF >= 4.
    b. This node also assigns a temporary value of 1 to any input fields where the value is 0 or <null> in order to prevent calculation errors.
24. Use Calculate Field to assign UNDERUTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. A parcel meets this criteria if it is considered UNDERUTILIZED_IN_MX per the Property Class Adjustments input table AND it is in a mixed-use, R-14, or R-8 district.
    b. It also meets the criteria if the BLDG_VALUE / LAND_VALUE < 0.5, where it again assign a temporary value of 1 to any input fields where the value is 0 or <null> to prevent calculation errors.
25. Use Calculate Field to assign EXCLUDED to the LCA_CLASS of all parcels that meet the criteria:

a. Parcels must be in a residential district and have PROP_CLASS = 111 (single-family residential) or BLDG_TYP = DWELL.
b. RES_CAPACITY / NUM_DWELL must be < 4.
c. The criteria is met if BLDG_VALUE / LAND_VALUE >= 2.5 or BLDG_VALUE + LAND_VALUE > 1,000,000.
d. For all input fields the analysis assigns a temporary value of 1 whenever the value is 0 or <null> to prevent calculation errors.

26. Use Calculate Field to assign pipeline properties an LCA_CLASS of PIPELINE.
27. Use Calculate Field to assign LIKELIHOOD based on LCA_CLASS.
28. Use Apply Symbology From Layer to apply preset graphic filters to the output parcel layer:
29. Use Summary Statistics to compile relevant parcel fields for output, grouped by LIKELIHOOD and NEW_ZONING.
30. Use Table to Excel to output the table.

Excel Analysis:

31. Open the Output table just produced and the Projection Model Excel file.
32. On the Input sheet in the Projection Model, make sure that the Output table file is properly referenced.
33. The Processed Input sheet in the Projection Model should automatically update with all the information from the Output table.
34. On the “Capacity Calcs” sheet in the Projection Model, ensure that all cells shaded light green are correct (these are input cells). All calculations will be done automatically.
35. On the Processed Input sheet, Critical Areas High and Critical Areas Low are the combined overlap area for all parcels in each zoning district. These values are multiplied by the Critical Areas Deduction values in I23 and J23 on the Capacity Calcs sheet, and then subtracted from Total Parcel Area to produce Adjusted Parcel Area.
36. Adjusted Parcel Area is then brought into the Capacity Calcs Sheet as Gross Parcel Area in columns N, AC, and AR, for each Likelihood.
37. Gross Parcel Area is then multiplied by 1 minus the ROW and public facilities deduction factors in cells I24 and I25, to produce Net Parcel Area.
38. In mixed-use zoning districts, Net Parcel Area is then multiplied by (1 minus the voluntary inclusionary zoning Utilization Rate in cels D-M38). The resulting Base GSF Potential is the amount of parcel area that would be theoretically utilized by developers not using the Voluntary Inclusionary Zoning (VIZ) bonus.
39. This Base GSF Potential is multiplied by the Base Mixed Use FAR to determine Base GSF Potential, which is the amount of building area projected to develop without utilizing the VIZ bonus.
40. The Net Parcel Area Developed at Base FAR is subtracted from the Net Parcel Area to get Net Parcel Area Developed at Bonus FAR.
41. This is then multiplied by the Max FAR w/ Bonus to get Bonus GSF Potential, which is the amount of building area projected to develop using the VIZ bonus.

42. Base GSF Potential and Bonus GSF potential are then each multiplied by the residential/commercial split percentages in D-M30 to determine the amount of each allocated to residential GSF and commercial GSF.
43. Residential GSF Potential and Bonus Residential GSF Potential are then multiplied by the Residential Efficiency loss factor (85%) and then divided by the assumed unit size (850 SF), to produce Gross Potential DUs. This produces Base Residential DUs and Bonus Residential DUs.
44. Bonus Residential DUs are then split into Market Rate and 80% AMI based on the VIZ percentage requirements in D-M39.
45. Existing DUs brought in from the Processed Input sheet are assumed to be market rate, so are then subtracted from the total of Base Residential DUs and Bonus Market Rate DUs to get Net Potential DUs (Market Rate).
46. For residential zoning districts, Gross Potential DUs are calculated by multiplying Gross Parcel Area by the Parcel Efficiency Factor (80%) in M34, and then dividing by the max density (SF/DU) of the zoning district.
47. For residential zoning districts existing DUs are brought in from the Processed Input sheet and subtracted from Base Residential DUs to create Net Potential DUs (Market Rate).
48. Net Potential DUs are then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net DUs (Market Rate) and Likely Net DUs (80% AMI).
49. Commercial GSF Potential is calculated as a function of Total GSF Potential minus Base Residential GSF Potential plus Bonus Residential GSF Potential, which have been previously calculated.
50. Commercial GSF Potential is multiplied by the GSF/Job factor per zone to get Gross Potential Jobs.
51. Existing Commercial GSF is brought in from the Processed Input sheet and multiplied by the GSF/Job factor to get Estimated Existing Jobs.
52. Estimated Existing Jobs is then subtracted from Gross Potential Jobs to get Net Potential Jobs.
53. As with DUs, Net Potential Jobs is then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net Jobs.
54. For Pipeline Parcels, Expected DUs at different affordability levels and Existing DUs are pulled in from the Processed Input sheet to calculate Expected Net DUs.
55. For Pipeline Parcels, Existing Commercial GSF and Expected Commercial GSF and pulled in from the Processed Input sheet to calculate Likely Jobs.
56. Expected ADUs are added using the COBI methodology described above.
57. Likely Net DUs for all likelihoods are added to Expected Net DUs from pipeline parcels and Expected ADUs, to produce Total Likely Net DUs at different affordability levels for the subarea.
58. This is then multiplied by 1 minus assumed vacancy (5%) and expected people/DU to produce Estimated Additional Population.

59. Similarly, Expected Commercial GSF and Total Likely Net Jobs are added up from all likelihoods and pipeline parcels.

Appendix

Appendix A: Property Class Adjustments Table

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

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

459	Totally esmt encumbered	EXCLUDED		Per KC BLR Appendix A.
460	Parking		YES	Exclude WA State Ferry parking, include other parking parcels as under-developed in MU zone.
470	Communications	EXCLUDED		Per KC BLR Appendix A.
480	Utilities	EXCLUDED		Per KC BLR Appendix A.
483	Water systems	EXCLUDED		Per KC BLR Appendix A.
485	Sanitary landfills	EXCLUDED		Per KC BLR Appendix A.
486	Stormwater retention	EXCLUDED		Per KC BLR Appendix A.
489	State-assessed utilities	EXCLUDED		Per KC BLR Appendix A.
490	Other utilities			
500	Boat slip condo			
501	Apartment condo			
502	Parking condo			
503	Warehouse condo			
504	Hangar condo			
505	Retail condo			
506	Office condo			
507	Medical condo			
508	Lodging condo			
509	Other comml condo			
530	Retail, general			
541	Conv store w/gas pumps			
543	Conv. store w/o gas pumps			
545	Chain-type groceries			
550	Retail, automotive			
551	MH Home sales lot			
559	Auto wrecking yard			
580	Restaurants			
581	Fast food			
582	Tavern			
590	Other retail trade			
592	Community center			
593	Regional center			
594	Retail Mixed Use			
611	Banks			
624	Cemeteries	EXCLUDED		Per KC BLR Appendix A.
630	Business services			
637	General warehouse			

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

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

Appendix B: Ownership Adjustments Table

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

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

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

Appendix C: Pipeline Parcels

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

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

Appendix D: Miscellaneous Parcel Adjustments Table

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

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

2025 Housing Incentives and Tools Survey

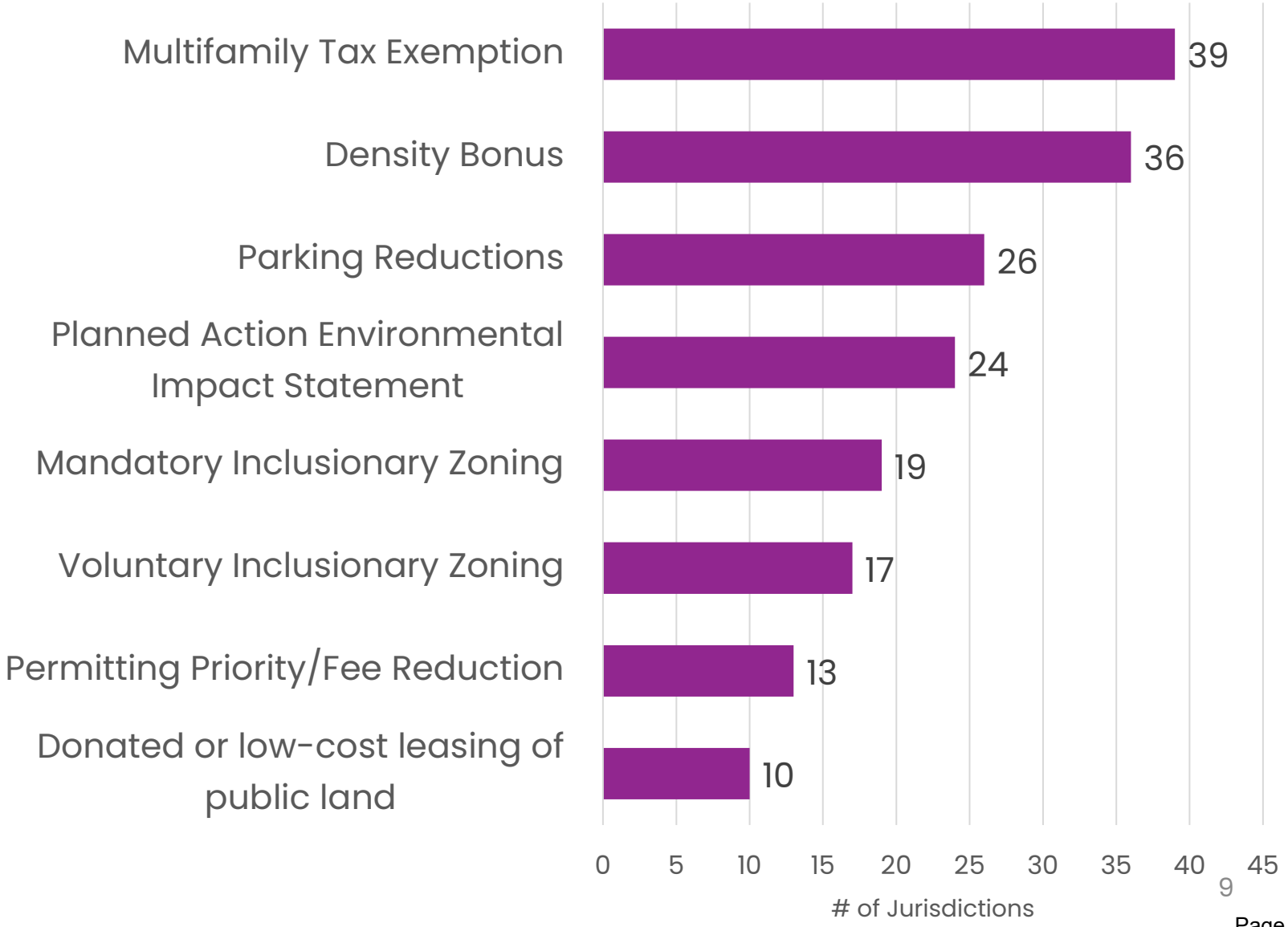
Findings and Next Steps

February 19, 2026
Growth Management Planning Board

Puget Sound Regional Council

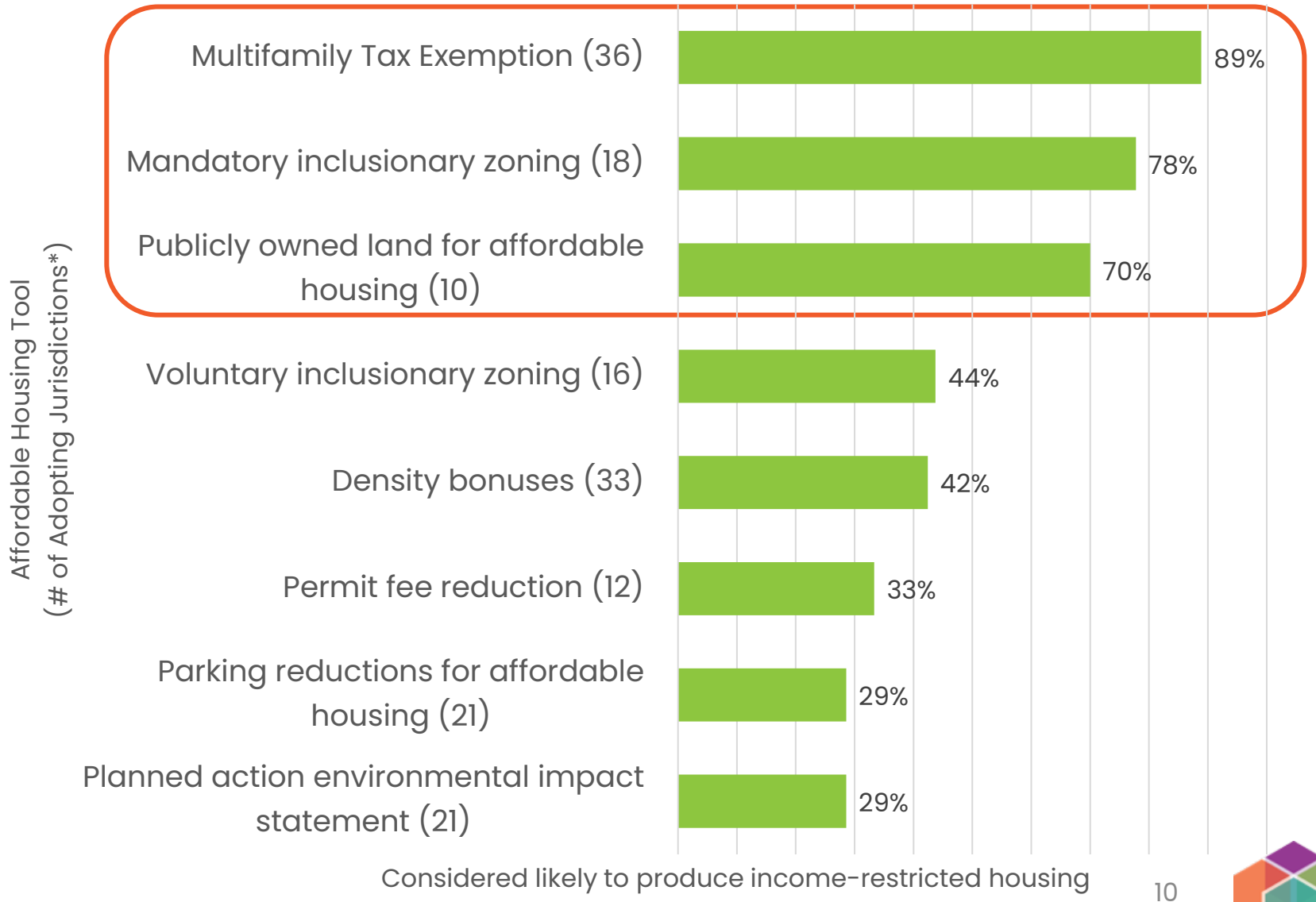
Key Findings – Tools for Affordable Housing

The Multifamily Tax Exemption (MFTE) and density bonuses are the most common tools to incentivize affordable housing development.



Key Findings – Tools for Affordable Housing (cont.)

MFTE, mandatory inclusionary zoning, and programs to use public lands for housing are seen as most likely to result in production of affordable units.



*Only includes jurisdictions responding in 2025

Draft Updates to the Bainbridge Island Municipal Code (BIMC)

Section 2. The Bainbridge Island Municipal Code is amended to update the terms listed below throughout the municipal code.

- "2016 Comprehensive Plan" is changed to "2024 Comprehensive Plan"
- "Vision 2040" is changed to "VISION 2050"
- "Winslow Master Plan" is changed to "Winslow Subarea Plan"
- "Shoreline Master Program" is changed to "Shoreline Management Program"
- "Special Planning Area" is changed to "Subarea"
- "Mixed Use Town Center" or "Mixed Use Town Center and High School Road I and II" is changed to "Winslow Town Center"
- "High School Road I and/or II" zoning district is changed to the "High School Road" zoning district.
- "Madison", "Ericksen" and "Gateway" zoning districts are changed to the "Connection" zoning district
- "Island-wide Transportation Plan" is changed to "Island-wide Mobility Plan"
- Remove reference to the R-14 zoning district (Areas previously designated as R-14 were changed to the connection or Ferry Zones)

Section 3. Section 2.16.020.S *Housing Design Demonstration Projects,* of the Bainbridge Island Municipal Code is hereby amended as follows.

2.16.020.S. Housing Design Demonstration Projects.

2. Applicability. This subsection S is applicable to all properties located within the Winslow ~~sanitary sewer system service area or~~ Winslow Subarea ~~Plan study area~~, as ~~those~~ that areas ~~exist~~s or ~~are~~ is defined on the effective date of the ordinance codified in this chapter, except that the provisions of this section are not applicable to an area identified as the "Ferncliff Affordable Housing Area" in Section 18.21.030. An application for a housing design demonstration project may be applied to single-family residential subdivisions, mixed-use/multifamily and multifamily developments. Since the purpose is to provide housing projects as demonstrations, the city will accept projects for consideration and approval prior to the sunset date of the ordinance codified in this chapter. The city will limit acceptance of projects outlined in this section to two projects after the effective date of the ordinance codified in this chapter.

Section 4. Section 2.16.040 *Site Plans and Design Review* of the Bainbridge Island Municipal Code is hereby amended as follows:

BIMC 2.16.040 Site plans and design review.

A. Purpose. The purpose of this section is to establish a comprehensive site plan and design review process that ensures compliance with the adopted plans, policies, and ordinances of the city. The overall goal of this chapter is to minimize land alteration, provide greater site development flexibility and consequently provide more creative and imaginative design than generally is possible under conventional zoning regulations. It is further intended to provide for the review of development proposals with respect to overall site design and to provide a means for guiding development in a logical, safe, attractive, and expedient manner, while also allowing property to be developed in phases. An additional purpose is to promote those specific purposes for each zoning district stated in Chapter 18.06 BIMC.

B. Applicability.

1. Site plan and design review shall be required prior to the issuance of construction permits in any of the following circumstances:

   a. The new construction of a nonresidential building, or other structure; or

   b. The expansion, remodel, or alteration of any building by more than five percent of its existing floor area, or, in the case of structures with no floor area, the expansion, remodel, or alteration by more than five percent of overall size, or expansion that creates a new dwelling unit; or

   c. A change of use that:

      i. Proposes to substantially alter the exterior of the structure as determined by the Director; or

      ii. That results in increased parking demands; or

   d. The construction of new wireless communication support structures (but not the location of wireless facilities on existing buildings).

2. Exemptions. The following types of activities shall not require site plan and design review pursuant to this section. Properties within jurisdiction of the shoreline master program, as defined by Chapter 16.12 BIMC, or containing critical areas or critical area buffers, as defined by Chapter 16.20 BIMC, may require review pursuant to those chapters.

   a. Permits authorizing residential construction for single-family residential use and accessory dwelling units.

   b. Any activity that does not require a building permit, or any activity that is not considered a change in use, as determined by the director.

   c. Interior work that does not alter the exterior of the structure and does not affect parking standards; provided, that the application does not result in the following:

      i. Additional sleeping quarters;

      ii. Nonconformity with Federal Emergency Management Agency substantial improvement thresholds; or

iii. Increase in the total square footage or valuation of the structure thereby requiring upgraded fire access or fire suppression systems.

d. Normal building maintenance and repair.

e. Maintenance or expansion of existing parks where the proposed activities are exempt from SEPA review in accordance with WAC 197-11-800.

f. Construction of public communications towers.

g. Pursuant to RCW 35.21.990, adding residential dwelling units wholly within an existing building.

3. The provisions of this section supplement those of BIMC 2.16.020 and 2.16.030 when the application is for site plan or design review. In the event of a conflict between the provisions of BIMC 2.16.020 or 2.16.030 and this section, the provisions of this section shall govern.

C. Major and Minor. This section provides two methods of site plan and design review: major and minor. Application materials for both major and minor site plan and design review can be found in the administrative manual.

1. Minor. Minor site plan and design review is required for minor projects that can clearly meet the decision criteria in subsection F of this section, as determined by the director. Examples of minor administrative projects include:

a. A fourplex multifamily development;

b. Minor commercial remodel or the addition of a small room; and

c. A minor change in use, such as from a church to a preschool.

2. Major. Major site plan and design review requires design review board and planning commission review and recommendation, and is required for projects that:

a. Are determined by the director to be more complicated than those in subsection C.1 of this section, due to site constraints or the complexity of the project; or

b. Receive written public comment(s) during the public comment period concerning the effect on the land use application of the comprehensive plan, shoreline master program, or matters not addressed by specific provisions of this code~~; or.~~

~~c. Are located on property zoned business/industrial after November 22, 1999.~~

Section 5. Section 3.63.030 *Multifamily Property Tax Exemption Program* of the Bainbridge Island Municipal Code is hereby amended as follows:

3.63.030 Designation of residential targeted areas.

Pursuant to RCW 84.14.040, the Bainbridge Island city council designates the following areas as the targeted areas where the provisions of this chapter are applicable, and as shown in Figures 3.63.030-1, 3.63.030-2, and 3.63.030-3 below:

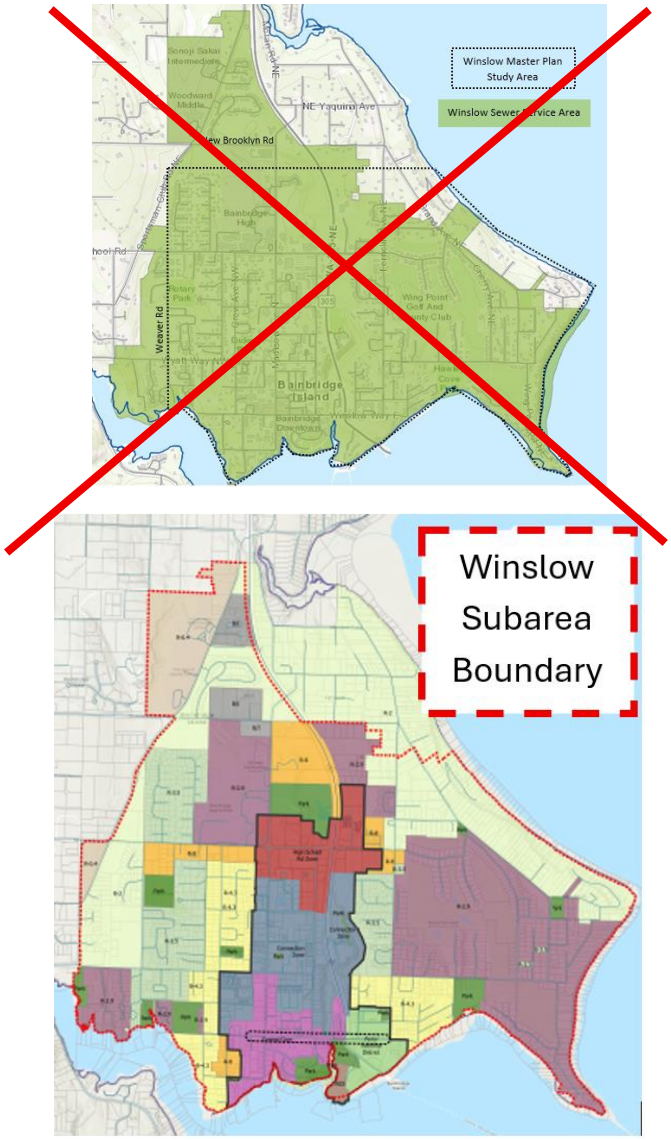
A. Winslow Subarea ~~Master Plan Study Area~~.

~~B. Winslow Sewer Service Area.~~

B.~~C.~~ Within the Lynwood Center Neighborhood Center Area, the Neighborhood Center (NC), NC/R-12, and R-5 zones.

~~D. The Finch Green properties located at 7968 Finch Road NE.~~

Figure 3.63.030-1: Winslow Subarea ~~Master Plan Study Area and Winslow Sewer Service Area~~



Section 6. Section 13.16.040 of the Bainbridge Island Municipal Code is hereby amended as follows:

13.16.040 Sewer and water connection – System participation.

A. Regulations.

1. *Repealed by Ord. 2023-16.*

2. Owners of property requesting a binding commitment for an unlimited reservation of water or sewer system capacity shall pay the full amount of applicable water and sewer system participation fees, as established by resolution of the city council.

3. All applicable water and sewer system participation, inspection, and testing fees and charges, as established by resolution or ordinance of the city council, shall be paid at the time a request to connect is made and prior to connection with the city water and sewer systems, unless an extension of time is authorized pursuant to subsection A.4 of this section or as otherwise determined by city council.

4. The city council may authorize an extension of time within which to pay fees and charges due under subsections A.2 and A.3 of this section if all of the following conditions are met:

a. The property to be served by the city's system contains an existing structure which will receive service;

b. The property to be served is within the city's service area;

c. The city is requiring the property to be served to immediately connect to the city's system, due to public health or other reasons;

d. The payment of the fees and charges under subsections A.2 and A.3 of this section would place an excessive financial burden on the natural person legally responsible for the payment; and

e. The property owner or other person responsible for payment of the fees and charges agrees to a payment schedule, evidenced by a promissory note in the form determined by the city, and a lien against the property to be served to secure payment of the fees and charges.

5. An owner of property which is used for multifamily residential and commercial purposes and which is connected to the city's sewer or contract sewer system shall not install any additional fixtures on such property without prior approval by the city. Any owner of multifamily residential and/or commercial property seeking to install additional fixtures on such property shall make application to the city for such installation on a form to be provided by the city and shall pay all applicable costs and fees for these additional fixtures, as provided in subsections A.2 and A.3 of the section.

6. Service charges shall commence when a connection is completed.

7. There shall be no refunds of participation fees or other charges paid to the city except as otherwise provided by this title.

a. Fees. System participation fees and charges are shown in Section E of Ordinance 82-20, as amended, on file in the office of the city clerk.

b. An owner of property which is connected to the city's water or sewer system shall not replace a city water meter without prior approval by the city. Any owner seeking to replace a city water meter serving the property with a city water meter of a smaller size shall make application to the city for such replacement on a form to be provided by the

city. No system participation fee for water or sewer shall be charged to replace the city water meter. A full connection fee shall be charged as provided by resolution of the city council to reimburse the city for the cost of the new city water meter, fittings and installation.

c. Owners of property currently connected to the city's water, sewer, or contract sewer system shall make application to the city on a form to be provided by the city to change from one water or sewer service use to another, to increase the size of a city water meter, or to add a city water meter. The owner shall pay the applicable water or sewer system participation fees provided in subsections A.2 and A.3 of this section, against which fees they shall receive a credit in the amount of water or sewer system participation fees applicable to the current city water or sewer service use or current size of city water meter, as established by resolution or ordinance of the city council.

8. "Micro-units" in micro-unit multifamily development count as no more than one-half of a dwelling unit for purposes of calculating fees for sewer connections.

Section 7. Chapter 17.12 *Subdivision Standards* of the Bainbridge Island Municipal Code is amended as provided in Exhibit A.

Section 8. Title 18 *Zoning* of the City of Bainbridge Island Municipal Code is hereby amended as provided in Exhibit B.

Exhibit A: Updates to Chapter 17.12 *Subdivision Standards*

BIMC 17.12.070.Q. Design Diversity. All single-family residential subdivisions outside the Neighborhood Center, ~~Mixed Use~~ Winslow Town Center~~, High School Road~~, and R-8~~, andR-14~~ zoning districts shall avoid a uniform appearance and repetitive building types by incorporating measures that promote design diversity, including:

1. The same model and elevation shall not be built next to each other. Different models are defined as having variations in floor plans.

2. Home designs shall be varied to achieve a minimum of one floor plan for each three homes. Mirrored floor plans to not count as different floor plans. Methods to provide variation include building modulation and secondary building forms (e.g., covered porches, dormers, window bays). The number of floor plans per home is as follows:

   a. 1–3 homes: one plan;

   b. 4–8 homes: two plans;

   c. 9–11 homes: three plans;

   d. 12 or more homes: four plans.

3. In long subdivisions, at least 20 percent of the homes must be at least 25 percent smaller than average home size and 20 percent may be up to 25 percent larger than average home size. If 20 percent of the homes is a fraction, round to the nearest whole number.

17.12.090 Special requirements for critical areas and shoreline.

A. Critical Areas. Any portion of any subdivision that contains a critical area as defined in Chapter 16.20 BIMC must conform to all requirements of that chapter.

B. Shoreline. Any portion of any subdivision located within the jurisdiction of the shoreline master program, as defined in Chapter 16.12 BIMC, must conform to all requirements of that chapter.

Table 17.12.060-1: Homesite Clustering Requirements

ZONING DISTRICT DIMENSIONAL STANDARD	**R-0.4**	**R-1**	**R-2**	**R-2.9**	**R-3.5**	**R-4.3**	**R-5**	**R-6**	**R-8**	**~~R-14~~**	**NC**	**~~MUTC~~ ~~HS I and II~~ Winslow Town Center**
HOMESITE CLUSTERING REQUIRMENT												
Short Subdivisions 2–4 lots with greater than 50% natural area and community space combined	n/a [1]											25 ft. maximum homesite separation
2–4 lots with less than 50% natural area and community space combined	No maximum homesite separation [1]											
	Site disturbance limited to 35% of site	n/a [1]										
Long Subdivisions 5–9 lots with maximum natural area requirement	No maximum homesite separation [1] Site disturbance limited to 35% of site											
5–9 lots with less than maximum natural area requirement	50 ft. [2]	25 ft.[2]										25 ft. maximum homesite separation
	Maximum homesite separation											
10+ lots	50 ft.	25 ft.										
	Maximum homesite separation											

1. Homesite location needs to meet general requirements (BIMC 17.12.060.B).
2. As an alternative to maximum homesite separation, limit site disturbance to 35 percent of site.
3. Site disturbance includes land disturbing activity as defined in BIMC 15.20.020.22.

Exhibit B: Table 17.12.070-1 Subdivision Dimensional Standards

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	NC	~~MUTC HS I and II~~ Winslow Town Center
MINIMUM LOT AREA												
Short and Long Subdivision	If the site is not served by a public sewer system, the minimum individual lot area shall be determined by the Kitsap Public Health District in accordance with Section 15 of the Kitsap County Board of Health Ordinance 2008A-01, amended June 7, 2011, *Onsite Sewage System and General Sewage Sanitation Regulations*, as amended. If the site is served by a public sewer system, there is no minimum lot area. Individual lots may contain portions of natural area, community space, and access easements.											
Large Lot Subdivision	5 ac or 1/128th of a section, which-ever is smaller.	N/A										
BASE DENSITY The "base density" of a property means the density designated on the zoning map, exclusive of any density bonuses (see BIMC 18.12.050.A). Irregularly shaped lots and lots containing critical areas may not be permitted to achieve maximum density. Additional regulations on density may apply pursuant to Chapter 16.20 BIMC.												
Short, Long and Large Lot Subdivisions	The maximum number of lots permitted shall be calculated by dividing the total lot area of the property (without deducting areas to be dedicated as public rights-of-way or areas to be encumbered by private road easements) by the square footage shown below as the zone-specific base density.											
Base Density	100,000 sq. ft.	40,000 sq. ft.	20,000 sq. ft. [1]	15,000 sq. ft.	12,500 sq. ft.	10,000 sq. ft.	8,500 sq. ft.	7,260 sq. ft.	5,400 sq. ft.	~~3,100 sq. ft.~~	20,000 sq. ft. [2]	See FAR table

Exhibit B: Table 17.12.070-1 Subdivision Dimensional Standards

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	NC	~~MUTC HS I and II~~ Winslow Town Center
Base density pursuant to BIMC 18.12.030.A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3,630 sq. ft.	~~2,074 sq. ft.~~	N/A	N/A
NATURAL AREA												
Minimum percentage of total site	55%	45%	30%	25%	25%	20%	15%	N/A	10%	~~5%~~	15%	5%
Minimum width	50 ft.			25 ft.				N/A	5 ft.			
COMMUNITY SPACE [x] Instead of providing the required 5% community space, that area may be added to the required natural area if it can be demonstrated that greater conservation area can be achieved. [y] Community space not required if maximum natural area is provided.												
Minimum percentage of total site	5% [x][y]	7.5% [y]	10% [y]	15%						~~10%~~	15%	10%
HOMESITE Note: Refer to definition of homesite and standards for homesites. [x] Refer to Chapter 16.12 BIMC, special provisions for Point Monroe District – 1,400 sq. ft. maximum development area applies.												
Maximum size	10,000 to 12,000 sq. ft.	7,500 to 10,000 sq. ft.	6,500 sq. ft.	5,500 sq. ft.	4,500 sq. ft.	3,500 sq. ft.	3,500 sq. ft.	N/A [x]	3,000 sq. ft.	~~2,250 sq. ft.~~	3,500 sq. ft.	2,250 sq. ft.
HOME SIZE Note: Home size includes all floor area, excluding the garage, consistent with definitions in BIMC 18.12.050.F and 18.36.030.												
Maximum size	N/A								1,600 sq. ft.			

Exhibit B: Table 17.12.070-1 Subdivision Dimensional Standards

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	NC	~~MUTC HS I and II~~ Winslow Town Center
MAXIMUM LOT COVERAGE												
Short and Long Subdivision	Same as applied to the entire property that is the subject of the subdivision application, a portion of which shall be assigned to each lot at the time of preliminary plat approval.											
Large Lot Subdivision	10%	15%	20%	25%	25%	25%	25%	N/A	25%	~~40%~~	N/A	N/A
MINIMUM SETBACKS Note: Additional setbacks may be required by: (a) Chapter 16.08 or 16.12 BIMC; or b) Chapter 16.20 BIMC, Critical Areas; or (c) BIMC 18.09.030, Use-specific standards. [x] Attached or zero lot line, or zero homesite boundary, is allowed in all districts if building is 1,600 sq. ft. or less. [y] ADUs do not need to meet TOTAL building to homesite boundary setback – only minimum setback; must be located within homesite.												
Building to homesite boundary Net building size 1,600 sq. ft. or less Minimum/total [x] [y]	5 ft. min., 10 ft. total						3 ft. min., 10 ft. total					
Building to homesite boundary Net building size 1,601 sq. ft. or more Minimum/total [y]	15 ft. min., 50 ft. total	10 ft. min., 25 ft. total	10 ft. min., 20 ft. total					N/A	N/A		N/A	
Building outside homesite to exterior plat boundary line	50 ft.	25 ft.	10 ft.	5 ft.								

Exhibit B: Table 17.12.070-1 Subdivision Dimensional Standards

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	NC	~~MUTC HS I and II~~ Winslow Town Center
Net building size 200 sq. ft. or less												
Building outside homesite to exterior plat boundary line Net building size 201 sq. ft. or more	50 ft.	25 ft.		10 ft.		5 ft.						
Homesite to exterior plat boundary line	50 ft.	25 ft.	15 ft.	10 ft.		0 ft.						
Any building to SR 305 right-of-way	75 ft.	75 ft.	75 ft.	N/A	25 ft.	N/A	N/A	N/A	25 ft.	~~N/A~~	25 ft.	25 ft.
Homesite to edge of arterial and collector right-of-way	25 ft.			10 ft.								
Building outside homesite to edge of arterial and collector right-of-way [3]	40 ft.			10 ft.								
Any building, other than shared garage, to subdivision access road	10 ft.						5 ft.					
Shoreline jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC 16.12.030.B.3.i, shoreline structure setbacks.											
SHARED GARAGE DIMENSIONAL STANDARDS												

Exhibit B: Table 17.12.070-1 Subdivision Dimensional Standards

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	NC	~~MUTC HS I and II~~ Winslow Town Center
Shared garage to subdivision access road	0 ft.											
Shared garage to shared garage	10 ft.											
Shared garage maximum size	60 ft. long or 1,440 sq. ft.total											
MAXIMUM BUILDING HEIGHT												
Short, Long, and Large Lot Subdivisions	Height requirements for standard lots apply pursuant to Table 18.12.020-2.											

[1] The base density for that parcel in the Lynwood Center special planning area designated as R-2 is one unit per 20,000 sq. ft. but may be increased up to three units per acre; provided, that a public access easement is granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage. The base density of some parcels in the Fort Ward historic overlay district may be increased as shown in BIM 18.24.110.
[2] In the NC district, single-family dwellings must be in accordance with zoning in the R-2 district except that bonus densities may be obtained pursuant to BIMC 18.12.030.D if applicable (see BIMC 18.09.030.B).
[3] Transit shelters allowed in setback subject to city approval.

Exhibit B: Updates to Title 18 *Zoning*

Chapter 18.06 *Zoning Districts* of the Bainbridge Island Municipal Code is hereby amended as follows:

Part I. General Provisions

18.06.005 Intent.
This section establishes the zoning districts used in Bainbridge Island, the purpose of each zoning district, and in some cases basic information about the zoning district.

18.06.010 Districts established.
To implement the purposes of this title, the city shall be divided into zones that segregate existing land uses and coordinate policies for land uses outlined in the comprehensive plan of the city. The zoning districts, district names and abbreviations shown in the table below are hereby established.

District Type	Abbreviation		District Name	
Residential	R-0.4		Residential 0.4 – One unit per 2.5 acres (100,000 sq. ft.)	
	R-1		Residential 1 – One unit per acre (40,000 sq. ft.)	
	R-2		Residential 2 – Two units per acre (20,000 sq. ft.)	
	R-2.9		Residential 2.9 – Two and nine-tenths units per acre (15,000 sq. ft.)	
	R-3.5		Residential 3.5 – Three and one-half units per acre (12,500 sq. ft.)	
	R-4.3		Residential 4.3 – Four and three-tenths units per acre (10,000 sq. ft.)	
	R-5		Residential 5 – Five units per acre (8,500 sq. ft.)	
	R-6		Residential 6 – Six units per acre (7,260 sq. ft.)	
	R-8		Residential 8 – Eight units per acre (5,400 sq. ft.)	
	~~R-14~~		~~Residential 14 – 14 units per acre (3,100 sq. ft.)~~	
~~**Mixed Use**~~ **Winslow Town Center**	CC		Central Core ~~Overlay~~	
	~~MA~~	CON	~~Madison Avenue Overlay~~	Connection
	~~EA~~		~~Ericksen Avenue Overlay~~	
	~~Gate~~		~~Gateway Overlay~~	
	HSR		High School Road ~~Districts I and II~~	
	Ferry		Ferry ~~Terminal Overlay~~	
Other	NC		Neighborhood Center	
	B/I		Business/Industrial	
	WD-I		Water-Dependent Industrial	
	FWHO		Fort Ward Historic Overlay District	

Part II. Residential Districts

18.06.020 Purpose of individual residential districts.
The purpose of the residential districts is to provide for housing at various densities while preserving the unique character of the island, promoting sustainable development, and minimizing negative impacts of new residential development on surrounding areas.

A Residential 0.4 (R-0.4). The purpose of the R-0.4 zone is to provide low-density housing in an environment with special Island character consistent with other land uses, such as agriculture and forestry, and the preservation of natural systems and open space. The low density of housing does not require the full range of urban services and facilities.

B. Residential 1 (R-1). The purpose of the R-1 zone is to provide residential neighborhoods in an environment with special Island character consistent with other land uses such as agriculture and forestry, and the preservation of natural systems and open space. The low density of housing does not require the full range of urban services and facilities.

C. Residential 2 (R-2). The purpose of the R-2 zone is to provide residential neighborhoods in an environment with special Island character consistent with other land uses such as agriculture and forestry, and the preservation of natural systems and open space, at a somewhat higher density than the R-1 district.

D. Residential 2.9 (R-2.9). The purpose of the R-2.9 zone is to provide for vital residential neighborhoods in a suburban residential area.

E Residential 3.5 (R-3.5). The purpose of the R-3.5 zone is to provide for vital residential neighborhoods having those community improvements and facilities normally associated with suburban development.

F. Residential 4.3 (R-4.3). The purpose of the R-4.3 zone is to provide for vital residential neighborhoods having urban density and having those community improvements and facilities normally associated with urban area development.

G. Residential 5 (R-5). The purpose of the R-5 zone is to provide for residential uses having community improvements and facilities normally associated with urban area development. Five units per acre are permitted only for properties served by both public water and sanitary sewer.

H. Residential 6 (R-6). The purpose of the R-6 zone is to provide for a medium-density residential neighborhood in a unique, nonurban environment.

I. Residential 8 (R-8). The purpose of the R-8 zone is to provide for medium-density residential areas in pleasant, uncongested surroundings allowing for the maximum amenities for the occupants.

~~J. Residential 14 (R-14). The purpose of the R-14 zone is to provide areas of high-density residential development located near planned community centers and other areas that are to be served by public utilities in the near future, that can support both public utility systems necessary for the protection of the environment and allow the maximum amenity for a large number of residences.~~

Part III. Mixed Use Districts

18.06.030 ~~Mixed Use~~ Winslow Town Center zone.

A. Purpose. The purpose of the ~~Mixed Use~~ Winslow Town Center zones is to implement the ~~Mixed Use Town Center~~ the Winslow Subarea Plan and designated center goals and policies sections of the comprehensive plan. The ~~Mixed Use~~ Winslow Town Center should strengthen the vitality of downtown Winslow as a place for people to live, shop and work, to provide a strong residential component, and to encourage a lively community during both the day and night. The ~~Mixed Use~~ Winslow Town Center zones includes ~~five~~ four mixed use zoning ~~overlay~~ districts, Central Core, Connection, High School and Ferry districts that allow diverse types of housing, shopping, civic facilities, recreation and employment. The mix of land uses promotes a pedestrian atmosphere, enhances the viability of the town center, and allows development in a manner that is harmonious with the scale of the town center. Land uses that require outdoor storage or that have an auto orientation, such as drive-through establishments, are limited or not permitted within the ~~Mixed Use~~ Winslow Town Center.

1. Central Core ~~Overlay~~ District. ~~The central core overlay district is the most intense district within the Mixed Use Town Center. Within this overlay district, residential uses are encouraged, but exclusive office and/or retail uses are permitted.~~

   The Central Core District serves as the civic and cultural heart of the Island and is the third most intensely developed district after the High School Road and Ferry districts. It is the home to Winslow Way, our town's *Main Street,* with all of its historic and cultural character, large and small parks, public

waterfront access, and marinas. Future development should only enhance the features and foster a sense of discovery. Services and activities for both residents and tourists are intermixed. Development is encouraged to provide public enhancements and connections by focusing parking under buildings. Within this district, multifamily and mixed-use development with pedestrian site connectivity and dedicated public rights-of-way that enhance the walkability of Winslow are encouraged, but exclusive office and/or retail uses should also be permitted. New development should engage the street with minimal setbacks wherever possible.

2. Connection District The purpose of the Connection District is to provide for a mix of residential and small-scale commercial development. It serves as a medium intensity bridge between the Central Core and High School Road Districts, with an emphasis on "missing middle" housing types. Micro-neighborhoods scattered throughout should provide an opportunity for "surprise" in contrast to the more expansive spaces common in the Central Core and High School Road districts. It should be as walkable and bikeable as the Central Core, High School Road, and Ferry Districts. Within the Connection District, all retail and office development should include a residential component. Retail development should be permitted only the ground floor. Residential development would only be required for buildings greater than one story in height, however, single-purpose commercial development should not be permitted as the intent is to achieve urban higher density residential use in this area.

~~2. Ericksen Avenue Overlay District. The purpose of the Ericksen Avenue overlay district is to preserve the unique and historical features of the Ericksen Avenue neighborhood and should provide for a mix of residential and small-scale nonresidential development. Retail development is permitted only on the ground floor, while residential or residential and office development is permitted in the upper floors. Historic (pre-1920) single-family residential structures on Ericksen may be converted to nonresidential use. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure.~~

~~3. Madison Avenue Overlay District. The purpose of the Madison Avenue overlay district is to provide for a mix of residential and small-scale nonresidential development. Within the Madison Avenue overlay district, all retail and office development shall include a residential component. Retail development is permitted only on the ground floor. Residential development is only required for buildings greater than one story in height.~~

~~4. Gateway Overlay District. The purpose of the gateway overlay district is to protect the ravine. The district permits low-intensity, tourist-oriented, commercial, multifamily and agricultural uses that will have limited parking and minimum traffic impact. Impervious surface coverage is limited. If critical areas are identified on a property, additional buffer requirements pursuant to Chapter 16.20 BIMC may be required.~~

3. ~~5.~~ Ferry ~~Terminal Overlay~~ District. ~~The purpose of the ferry terminal overlay district is to provide an attractive setting for ferry and associated transportation-oriented uses and serve as the entry-point into Winslow. This district is also intended as a new pedestrian- and transit-oriented, mixed use neighborhood that complements the character and vitality of the core and serves the neighborhood and commuters.~~

The Ferry district is an intensely developed district on the Island, serving as a gateway to Bainbridge Island, the Kitsap and Olympic Peninsulas for residents, commuters, and visitors, with prime views of Eagle Harbor, Puget Sound, and Seattle. This district is intended as a pedestrian and transit-oriented hub with multifamily mixed-use buildings that complement the character and vitality of the Core district. New development should replace large areas of surface parking wherever possible. Higher density housing is appropriate for this area because of its proximity to the ferry, transit, and downtown services and retail.

4. High School Road District The High School Road District is designated as an intensely developed district on the Island, providing a variety of commercial uses that offer goods and services primarily for the convenience of Island residents. In addition to arterial roads, the district is connected by nonmotorized facilities including the Sound-to-Olympics multimodal trail and improved Madison Avenue bike lanes and sidewalks.

~~**18.06.040 High School Road zone I and II districts.**~~

~~A. Purpose. The purpose of the High School Road I and II zones is to provide commercial uses that complement downtown Winslow and benefit from automobile access near the highway, while creating a pedestrian-friendly~~

~~retail area. A variety of commercial uses are allowed that offer goods and services for the convenience of Island residents and that may have an auto orientation and a drive-through facility.~~

~~B. Performance Standards. The performance standards applicable to the MUTC district as listed in BIMC 18.06.030.B shall also apply to the HSR I and II districts~~

~~**18.06.090 R-8SF overlay.**~~

~~A. Purpose. The purpose of the R-8SF overlay district as designated on the official zoning map is to provide for medium density, single-family residential areas in pleasant, uncongested surroundings allowing for the maximum amenities for the occupants. This district is also intended to serve as a receiving area for the transfer of development rights (TDRs).~~

~~B. Use Standards. The R-8SF overlay district is not included in the BIMC 18.09.020 use table because the uses in the R-8SF districts are the same as those in the R-8 district, with the exception that multifamily dwellings are not permitted in the R-8SF overlay district.~~

18.09.020 Permitted use table.

Table 18.09.020 identifies the land uses allowed within all zoning districts. No new use or expansion of an existing use may be established except in conformance with the applicable procedures in BIMC Title 2, the following tables, the applicable use-specific regulations referenced in the tables, and any other applicable state or local regulations. Other standards may apply, including, but not limited to, parking, landscaping, and lighting.

A. Additional Restrictions in Shoreline Master Program, Chapter 16.12 BIMC. In addition to Table 18.09.020, properties located within the shoreline jurisdiction are subject to the shoreline master program permitted use table, Chapter 16.12 BIMC. A proposed use of land is only allowed if it is permitted under both use tables.

B. Additional Restrictions in Critical Areas Regulations, Chapter 16.20 BIMC. In addition to Table 18.09.020, properties containing critical areas are subject to critical areas regulations in Chapter 16.20 BIMC. A proposed use of land is only allowed if it is permitted under both use tables.

C. Additional Restrictions in District Performance Standards, Chapter 18.06 BIMC. In addition to Table 18.09.020, a proposed use of land is subject to district performance standards in Chapter 18.06 BIMC.

D. Additional Restrictions in Ferry ~~Terminal~~ District. In addition to Table 18.09.020, a proposed use of land is subject to additional landscaping, parking, and access requirements as footnoted in Table 18.09.020.

E. Additional Restrictions in Stormwater Regulations, Chapter 15.20 BIMC. In addition to Table 18.09.020, a proposed use of land is subject to additional stormwater regulations required in Chapter 15.20 BIMC.

Table 18.09.020 Use Table

"P" = Permitted Use	"A" = Accessory Use	Additional use restrictions for Chapters 16.12 and 16.20 BIMC may apply to shoreline or critical area properties
"C" = Conditional Use	"CA" = Conditional Accessory Use	
Blank = Prohibited Use	"T" = Temporary Use	

ZONING DISTRICT / USE CATEGORY/TYPE	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	Winslow ~~Mixed Use~~ Town Center: CC	~~MA~~ ~~EA~~ ~~Gate~~ Connection	Ferry [1]	HSR ~~I and II~~	NC	B/I	WD-I		Use-Specific Standards BIMC 18.09.030
RESIDENTIAL Note: Residential uses may be subject to additional requirements in BIMC 16.12.040.I, Residential Development.																			
Household Living																			
Single-Family Dwelling	P	P	P	P	P	P	P	P	P	~~P~~	P	P	P	P	P				B-1
Single-Family Dwelling existing on April 15, 1996											P	P							B-1
Multifamily Dwellings	C	C	C	C	C	C	P	C	P	~~P~~	P	P	P	P	P				B-2
Institutional/ Commercial/ Residential Mixed Use Developments									P	~~P~~	P	P	P	P	P				B-~~4~~3
Micro-unit Multifamily									P		P	P	P	P	P				B.3
Live/Work Units																P			B-~~4~~ 5
Affordable Housing Development on Property Owned or Controlled by a Religious Organization	C	C	C	C	C	C	~~C~~ P	C	~~C~~ P	~~C~~	~~C~~ P	~~C~~ P	~~C~~ P	~~C~~ P	~~C~~ P	~~C~~			18.21.050
Group Living																			
Foster Home	P	P	P	P	P	P	P	P	P	~~P~~	P	P	P	P	P				
Small Group Living Facility	P	P	P	P	P	P	P	P	P	~~P~~	P	P	P	P	P				
Group Care Facility	C	C	C	C	C	C	C	C	C	~~P~~	P	P	C	P	P		C		
Emergency Shelter									P		P	P	P	P					

Table 18.09.020 Use Table

"P" = Permitted Use "C" = Conditional Use Blank = Prohibited Use	"A" = Accessory Use "CA" = Conditional Accessory Use "T" = Temporary Use										Additional use restrictions for Chapters 16.12 and 16.20 BIMC may apply to shoreline or critical area properties								
ZONING DISTRICT USE CATEGORY/TYPE	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~	Winslow ~~Mixed Use~~ Town Center						NC	B/I	WD-I		Use-Specific Standards BIMC 18.09.030
											CC	~~MA~~ ~~EA~~ ~~Gate~~ Connection			Ferry [1]	HSR ~~I and II~~					
Emergency Housing									P		P	P			P	P					
Permanent Supportive Housing	P	P	P	P	P	P	P	P	P		P	P			P	P	P				
Transitional Housing	P	P	P	P	P	P	P	P	P		P	P			P	P	P				
[1] In the ferry ~~terminal~~ district, all development shall include at least 10 percent of landscaped, outdoor gathering space or naturally vegetated open space. Parking may be located under the open space. Development south of Winslow Way shall include pedestrian walkways that connect to Winslow Way East and Olympic Drive Southeast, and/or that align with Cave Avenue and Ferncliff Avenue.																					

Section 18.09.030 *Use Specific Standards*

B. Residential

2. Multifamily Dwellings.

a. In the R-1 and R-2 districts, multifamily dwellings in the Fort Ward historic overlay district are permitted (“P”) uses if they comply with BIMC 18.06.080 and 18.24.110.

~~b. In the R-8SF overlay district, multifamily dwellings are not allowed.~~

b ~~c.~~ In the NC district, multifamily dwellings must be in accordance with zoning in the R-2 district, except that bonus densities may be obtained if applicable under BIMC 18.12.020 and 18.12.030.B ~~D~~.

c ~~d~~. In the NC district, residential units must be located above the ground floor if the building is located on a collector or secondary arterial or higher road classification; however, for mixed use projects, if the building fronts on a local or private street, residential units can be located on the ground floor.

d ~~e.~~ Properties with frontage in the Winslow Way Overlay District (WWOD) ~~along Winslow Way between Madison Avenue and State Route 305, excepting flag lots,~~ must include a retail and/or commercial component, with residential being added above. Solely residential development is not allowed in this area.

3. Micro-unit Multifamily

a. In the R-8, NC and NC/R-12 zones, each “Micro-unit” will be counted as 0.25 dwelling units for the purposes of calculating density.

b. RCW 36.70A.535 applies to “Micro-unit Multifamily” development.

4 ~~3~~.Institutional/Commercial/Residential Mixed Use Development. Principal and accessory uses shall comply with all applicable standards of this title.

a. In the NC district, residential units must be located above the ground floor if the building is located on a collector or secondary arterial or higher road classification; however, for mixed use projects, if the building fronts on a local or private street, residential units can be located on the ground floor. Density for mixed use projects in the NC district shall be calculated pursuant to BIMC 18.12.030.D.

b. In the Winslow Town Center zoning districts, new buildings must have a residential component, and no new exclusively commercial buildings are allowed. Existing commercial buildings in the Winslow Town Center can be remodeled and expanded up to the provisions in Table 18.12.020-3.

c. Properties under public ownership are permitted to co-locate dwelling units with other public uses such as schools, parks, or other government facilities.

D. Commercial Sales and Service.

9. Retail Sales.

a. In the NC district:

i.Retail buildings with a footprint up to 5,000 square feet are a permitted (“P”) use.

ii. Retail buildings with a footprint greater than 5,000 square feet but less than 10,000 square feet are a conditional (“C”) use.

iii. Businesses shall screen all outdoor storage in accordance with BIMC 18.06.050.B.10, except for outdoor storage for agricultural produce sales or landscaping retail sales.

b. In the HSR ~~II~~ district:

i. Mixed use ~~Retail~~ buildings are a permitted (“P”) use up to 5,000 square feet of retail.

ii. Mixed use ~~Retail~~ buildings with ~~a footprint~~ between 5,000 square feet and 14,400 square feet of retail floor area are permitted through a conditional use permit.

iii. Businesses shall screen all outdoor storage.

c. In the central core zoning district, retail development exceeding 5,000 square feet per building footprint is allowed only on Winslow Way and Madison Avenue. ~~Drive-through retail businesses are not permitted.~~

d. In the ~~Madison Avenue, Ericksen Avenue, gateway, High School Road I and II, and central core~~ Winslow Town Center zoning districts, drive-through businesses are not permitted.

e. In the ~~Mixed Use~~ Winslow Town Center, retail businesses with screened outdoor storage are not allowed.

f. In the ~~Madison Avenue and Ericksen Avenue~~ Connection ~~district~~s, new ~~retail~~ commercial buildings of more than one story must be accompanied with residential development.

g. In the B/I district, on-site retail sales to the general public must comply with the following standards:

i. Sales are primarily focused on goods or products manufactured or utilized on the premises;

ii. Sales to the general public are clearly subordinate to the primary use of the property as permitted in the B/I district; storefront retail businesses are not permitted in the B/I district;

iii. *Repealed by Ord. 2018-13.*

iv. There shall be no additional on-site parking allowed beyond what is required for the primary use.

I. Accessory Use

5. Accessory Dwelling Unit.

a. An accessory dwelling unit (ADU) may be created within, or detached from, any single-family dwelling, whether existing or new, as a subordinate use, where permitted (“P”) by this chapter.

b. In the shoreline jurisdiction, an accessory dwelling unit may be created within, or detached from, any single-family dwelling, whether existing or new, as a subordinate use, where conditional (“C”) pursuant to this chapter. See Chapter 16.12 BIMC for shoreline conditional use process.

c. Only one accessory dwelling unit may be created per parcel.

d. A variance application is only available for up to a 50 percent setback reduction for one-story accessory dwelling units.

e. One off-street parking space shall be provided in addition to off-street parking that is required for the primary dwelling.

f. Accessory dwelling units shall contain 1,000 square feet of floor area or less. However, if the accessory dwelling unit will be located within a building existing as of the approval date of Ordinance No. 2015-16 (for example, in a basement), the city may allow an increased size in order to efficiently use all floor area. If a separate outside entrance is necessary for an accessory dwelling unit located within the primary dwelling, that entrance must be located either on the rear or side of the building.

g. If an accessory dwelling unit is constructed in conjunction with a garage, the square footage of the garage shall not count towards the 1,000-square-foot limitation.

h. An accessory dwelling unit not attached to the single-family dwelling may not contain any accessory use other than a garage.

i. No recreational vehicle shall be an accessory dwelling unit.

j. When stairs utilized for the ADU are enclosed within the exterior vertical walls of the building, they shall not count towards the floor area of the ADU.

k. The ADU should share a single driveway with the primary dwelling.

l. School impact fees and qualified exemptions from those fees as provided in Chapter 15.28 BIMC shall apply.

m. All other applicable standards including, but not limited to, lot coverage, setbacks, parking requirements, and health district or city requirements for water, sewer, and/or septic must be met.

~~n. In the Mixed Use_Town Center, new accessory dwelling units are only permitted as part of a housing design demonstration project single-family subdivision approved pursuant to BIMC 2.16.020.S.~~

BIMC 18.12.020 Tables of dimensional standards.

Tables 18.12.020-2 and 18.12.020-3 set forth applicable dimensional standards. Where a property is located in more than one zone district, units permitted by density calculations within each zone district must be constructed on the portion of the property located within that zone district and required setbacks for each zone district must be met. Permitted densities are not "blended" across the zone district line.

Table 18.12.020-2 Standard Lot Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~
MINIMUM LOT AREA Note: Additional regulations on lot dimensions may apply pursuant to: (a) BIMC 17.12.030.A, flexible lot subdivision open space development option, or (b) BIMC 17.12.030.B, flexible lot subdivision cluster development option.										
Standard Lots	100,000 sq. ft.	40,000 sq. ft.	20,000 sq. ft.	15,000 sq. ft.	12,500 sq. ft.	10,000 sq. ft.	8,500 sq. ft.	7,260 sq. ft.	5,400 sq. ft.	~~3,100 sq. ft.~~
MAXIMUM DENSITY (Minimum lot area per dwelling unit) Note: Additional regulations on density may apply pursuant to: (a) BIMC 16.20.160.F.5.a, Additional Development Standards for Regulated Uses, Land Divisions and Land Use Permits, Density Calculation. (b) See BIMC Chapter 18.21 for affordable housing density bonus										
Standard Lots										
Base Density	100,000 sq. ft.	40,000 sq. ft.	20,000 sq. ft. [1]	15,000 sq. ft. [2]	12,500 sq. ft. [2]	10,000 sq. ft. [2]	8,500 sq. ft.	7,260 sq. ft.	5,400 sq. ft.	~~3,100 sq. ft.~~

Table 18.12.020-2 Standard Lot Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~
Bonus Density pursuant to BIMC 18.12.030.A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3,630 sq. ft.	~~2,074 sq. ft.~~
MINIMUM LOT DIMENSIONS Note: Additional regulations on lot dimensions may apply pursuant to: (a) BIMC 17.12.030.A, flexible lot subdivision open space development option, or (b) BIMC 17.12.030.B, flexible lot subdivision cluster development option.										
Standard Lots										
Depth	110 ft.	80 ft.	80 ft.	N/A	N/A	N/A	N/A	60 ft.	60 ft.	~~60 ft.~~
Width	110 ft.	80 ft.	80 ft. [70 ft. for lots that abut the shoreline]	N/A	N/A	N/A	N/A	60 ft.	60 ft.	~~60 ft~~.
MAXIMUM LOT COVERAGE										
Standard Lots										
Base	10%	15%	20%	25%	25%	25%	25%	N/A	25%	~~40%~~
Bonus	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	40% Pursuant to BIMC18.12.030.A	~~50% Pursuant to BIMC 18.12.030.B~~
MINIMUM SETBACKS Note: Landscaped areas may serve as setbacks (i.e., setbacks are not in addition to landscaped areas), and some encroachments into setback areas are permitted pursuant to BIMC 18.12.040. Note: Additional setbacks may be required by:										

Table 18.12.020-2 Standard Lot Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~
(a) Chapter 16.08 or 16.12 BIMC, or (b) Chapter 16.20 BIMC, Critical Areas, or (c) BIMC 16.28.040, mining regulations, or (d) BIMC 18.09.030, Use Specific Standards, or (e) BIMC 16.12.030.B.3.i, Regulations – Shoreline Structure Setback View Requirement, or (f) BIMC 18.15.010, Landscaping and Screening.										
Standard Lots										
Front/Street										
2 stories or less	25 ft.				25 ft.			5 ft. from edge of paved portion of Point Monroe Dr.	25 ft.	
More than 2 stories	Add 4 feet for each story over 2 stories [3]								Same as for R-0.4 through R-5	
Side (not adjacent to street)										
2 stories or less	15 ft. each side	10 ft. min., 25 ft. total	5 ft. min., 15 ft. total		5 ft. min., 15 ft. total			5 ft. min., 10 ft. total	5 ft. min., 15 ft. total	

Table 18.12.020-2 Standard Lot Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~
More than 2 stories	Add 5 ft. on each side, and 10 ft. to the total setback required, for each story over 2. If there is only one side yard, it is increased by 5 ft. for each story over 2 [3]								Same as for R-0.4 through R-5	
Rear (not adjacent to street)										
2 stories or less	25 ft.	15 ft.			15 ft.			15 ft.	15 ft.	
More than 2 stories	Add 4 feet for each story over 2 [3]								Same as for R-0.4 through R-5	
Shoreline Jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC 16.12.030.B.3.i, Regulations – Shoreline Structure Setback View Requirement.									
MAXIMUM BUILDING AND STRUCTURE HEIGHT [4] **Note: Bonus may not be available in the shoreline jurisdiction**										
All lots										
Base	30 ft.	30 ft.		25 ft.				30 ft.	35	
Bonus for Nonresidential Uses If Conditional Use Permit Conditions Met	35 ft.	35 ft.		30 ft.				35 ft.	40 ft.	~~40 ft. See BIMC 18.12.030.B~~
Distribution Utility Poles	55 ft. in height above grade. Alternative height limits may apply if additional conditional use permit provisions of BIMC 2.16.050.F are met. See BIMC 18.09.030.F.2 for use standards.									
Transmission Utility Poles	Up to a 25 percent increase above existing pole height above grade with a maximum height of 100 ft. Alternative height limits may apply if additional conditional use permit provisions of BIMC 2.16.050.F are met. See BIMC 18.09.030.F.2 for use standards.									

Table 18.12.020-2 Standard Lot Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	~~R-14~~
Exemption	Alternative height limits may apply for nonresidential uses if additional conditional use permit provisions of BIMC Title 2 are met. Some encroachments through height limits are permitted under BIMC 18.12.040.									
Shoreline Jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC 16.12.030.B.3.i, Regulations – Shoreline Structure Setback View Requirement.									

[1] The base density for that parcel in the Lynwood Center special planning area designated as R-2 is one unit per 20,000 sq. ft., but may be increased up to 3 units per acre; provided, that a public access easement is granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage. The base density of some parcels in the Fort Ward historic overlay district may be increased as shown in BIMC 18.24.110.

[2] Pursuant to Chapters 18.18 and 18.27 BIMC the minimum lot area for a dwelling unit shall be 5,400 square feet for that area designated on the official land use map as the urban single-family overlay district (R-8SF). All other requirements of this chapter shall apply.

[3] Additional setbacks for taller buildings must be from the ground upward – i.e., this is not a “step-back” requirement for upper floors.

[4] For community and educational facilities (as listed in Table 18.09.020), spires, towers and other vertical features with horizontal cross-sections no more than five percent of the footprint of the primary structure may have a maximum height of 10 feet above the maximum base height, and shall be reviewed through a conditional use permit.

Table 18.12.020-3 Dimensional Standards for Mixed Use Town Center and "Other" Zone Districts

ZONING DISTRICT / DIMENSIONAL STANDARD	Winslow ~~Mixed Use~~ Town Center						NC	B/I	WD-I
	Central Core ~~Overlay~~	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	Ferry ~~Terminal Overlay [See BIMC 18.12.030.C]~~	HSR ~~I and II~~			
		Connection							
MAXIMUM FAR (Floor Area Ratio) [1] See also BIMC 18.12.030.C.									
Basic Maximum									
Expansion of existing Commercial and Other Nonresidential Uses: FAR applies; Max % applies for new buildings	0.6 or 15% max.	~~0.4~~	~~0.3~~	~~0.15~~	0.1 or 10% max	0.3 or 10% max	No max.; limited by other standards		
		0.3 or 5% max.							
Residential	~~0.4~~ 1.0	~~0.4~~	~~0.3~~	~~0.5~~	0.4	0.3	R-2 standards apply	No FAR limit; limited by other standards:	
		0.5							
Mixed Use ~~[2]~~	1.0	~~0.5~~	~~0.5~~	~~0.5~~	0.5	0.3	No max.; limited by other standards		
		0.5							
NOTE: ON 4/21/26, CITY COUNCIL WILL DISCUSS BASE FAR STANDARDS FOR HS AND FERRY ZONES									
Maximum with Bonus	Bonus densities require compliance with BIMC 18.12.030.C ~~E~~ and 18.21~~.050~~ as applicable.								
Residential	~~1.0~~ 3.0	~~0.6~~	~~0.6~~	~~1.0~~	~~1.1~~ 4.0	~~0.6~~ 4.0	Bonus densities require compliance with BIMC 18.12.030. B ~~D~~	N/A	N/A
		1.5							
Affordable Housing Development on Property Owned or Controlled by a Religious Organization [~~7~~ 4]	~~1.1~~ 3.0	~~0.8~~	~~0.75~~	~~1.25~~	~~1.2~~ 4.0	~~0.75~~ 4.0	Bonus densities require compliance with BIMC 18.21.050 and 18.12.030.B ~~D~~	N/A	N/A
		1.5							

ZONING DISTRICT DIMENSIONAL STANDARD	Winslow ~~Mixed Use~~ Town Center						NC	B/I	WD-I
	Central Core ~~Overlay~~	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	Ferry ~~Terminal Overlay [See BIMC 18.12.030.C]~~	HSR ~~I and II~~			
		Connection							
Mixed Use ~~[2]~~	~~1.5~~ 3.0	~~1.0~~	~~0.9~~	~~1.0~~	~~1.2 (1.4 pursuant to note [3])~~ 4.0	~~0.9~~ 4.0	Bonus densities require compliance with BIMC 18.12.030.B	N/A	N/A
		1.5							
MINIMUM LOT DIMENSIONS									
Area	N/A	N/A			N/A	N/A	N/A	20,000 sq. ft.	20,000 sq.ft.
Depth	N/A	N/A			N/A	N/A	80	N/A	N/A
Width	N/A	N/A			N/A	N/A	80	N/A	N/A
MAXIMUM LOT COVERAGE									
	100%, excluding setbacks	~~35%~~	35% ~~2,500 sq. ft. max. building footprint south of Wyatt, excluding parking structures located below predevelopment and finished grade~~	~~35%~~	75%	50%	35%	~~35%~~ 50%	50%
		35%							
NOTE: Increase in lot coverage for these zones required to achieve maximum bonus FAR									

<table>
<tr><th rowspan="3">ZONING DISTRICT

DIMENSIONAL STANDARD</th><th colspan="6">Winslow ~~Mixed Use~~ Town Center</th><th rowspan="3">NC</th><th rowspan="3">B/I</th><th rowspan="3">WD-I</th></tr>
<tr><th rowspan="2">Central Core ~~Overlay~~</th><th>~~Madison Avenue Overlay~~</th><th>~~Ericksen Avenue Overlay~~</th><th>~~Gateway Overlay~~</th><th rowspan="2">Ferry ~~Terminal Overlay [See BIMC 18.12.030.C]~~</th><th rowspan="2">HSR ~~I and II~~</th></tr>
<tr><th colspan="3">Connection</th></tr>
<tr><td colspan="9">SETBACKS (Minimum required unless otherwise noted) ~~[4]~~ [2]
Note: Landscaped areas may serve as setbacks and, in some cases, may exceed the setback requirements.
Note: Additional setbacks may be required by:
(a) Chapter 16.12 BIMC, Shoreline Master Program; or
(b) Chapter 16.20 BIMC, Critical Areas; or
(c) BIMC 16.28.040, mining regulations; or
(d) BIMC 18.09.030, Use Specific Standards; or
(e) BIMC 16.12.030.B.3.i, Regulations – Shoreline Structure Setback View Requirement.</td></tr>
<tr><td>Front</td><td colspan="8"></td></tr>
<tr><td></td><td>Commercial: 5 ft. max. from sidewalk; Residential: 10 ft. min. and 20 ft. max. from Madison Ave. sidewalk</td><td>~~10 ft. min., 20 ft. max.~~</td><td>~~15 ft. min., 20 ft. max.~~</td><td>~~5 ft. max. from sidewalk~~</td><td>5 ft. max. from sidewalk except as modified by transition standards in BIMC 18.12.030.C</td><td>10 ft. max. from sidewalk</td><td>0 ft. min., 20 ft. max from any street, planned right-of-way or road easement, unless otherwise provided under special planning area provisions</td><td>50 ft. min. along any public right-of-way</td><td>40 ft. min. from property in residential districts; 10 ft. min. for all other</td></tr>
<tr><td>Winslow Way Overlay District (WWOD) see Winslow Subarea Zoning Map</td><td colspan="5">5 ft min., 20 ft. max.</td><td colspan="3">• Buildings along the WWOD in the must be setback 2-5 ft from the right-of-way. Where able, this setback area is encouraged to be covered by awnings or utilized by business owners to display merchandise or café tables.
• Above 2-stories, the upper stories of the building must be “step-backed” between 5-15 feet. The step-back area can be used as outdoor space by tenants.</td></tr>
</table>

ZONING DISTRICT DIMENSIONAL STANDARD	Winslow ~~Mixed Use~~ Town Center						NC	B/I	WD-I
	Central Core ~~Overlay~~	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	Ferry ~~Terminal Overlay [See BIMC 18.12.030.C]~~	HSR ~~I and II~~			
		<u>Connection</u>							
Side									
	0 ft.; 5 ft. min. when property abuts the Madison Avenue or Ericksen Avenue overlay districts	~~0 ft.; 5 ft. min. when property abuts the central core overlay district~~	~~5 ft. min.~~	~~0 ft.~~	0 ft.	0 ft.	0 ft. when property abuts another NC zone; 15 ft. when property abuts a residential zone	10 ft.; 50 ft. when abutting a residentially zoned property. The city may increase this to a maximum of 100 ft. depending on the type, scale, and intensity of the proposed use, subject to site plan review.	40 ft. min. from property in residential districts; 10 ft. min. for all other
		<u>0 ft.</u>							
Rear									
	0 ft.; 5 ft. min. when property abuts the Madison Avenue or Ericksen Avenue overlay districts	~~0 ft.; 5 ft. min. when property abuts the Central Core or Ericksen Avenue overlay districts~~	~~0 ft.; 5 ft. min. when property abuts the central core or Madison Avenue overlay districts~~	~~0 ft.~~	0 ft.	0 ft.	0 ft. when property abuts another NC zone; 15 ft. when property abuts a residential zone	15 ft. min.; 50 ft. min. when abutting a residential district. City may increase to a maximum of 100 ft. based on type, scale, and intensity of proposed use, subject to site plan review.	40 ft. min. from property in residential districts; 10 ft. min. for all other
		<u>0 ft.</u>							

ZONING DISTRICT DIMENSIONAL STANDARD	Winslow ~~Mixed Use~~ Town Center						NC	B/I	WD-I
	Central Core ~~Overlay~~	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	Ferry ~~Terminal Overlay [See BIMC 18.12.030.C]~~	HSR ~~I and II~~			
		Connection							
Shoreline Jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC 16.12.030.B.3.i, Regulations – Shoreline Structure Setback View Requirement								
MAXIMUM BUILDING AND STRUCTURE HEIGHT [5] **Note: Bonus may not be available in the shoreline jurisdiction**									
Base	35 ft.~~; 25 ft. max. south of Parfitt~~	~~25 ft.; 35 ft. north of High School Road~~	~~25 ft.~~	~~35 ft.~~	~~BIMC 18.12.030.C standard height north of Winslow Way;~~ 35 ft. ~~south of Winslow Way~~	35 ft.	35 ft.	35 ft.	35 ft. except that Chapter 16.12 BIMC applies within shoreline jurisdiction
		25 ft							
Bonus 1 if parking under building [~~6~~ 3] OR meeting affordable housing provisions of BIMC 18.12.030.C	45 ft.~~; 35 ft. south of Parfitt~~	~~35 ft.; 45 ft. north of High School Road~~	~~35 ft.~~	~~45 ft.~~	~~BIMC 18.12.030.C optional height north of Winslow Way;~~ **~~45 ft.~~** ~~south of Winslow Way~~	45 ft.	N/A	N/A	N/A
		35 ft							
Bonus 2 if parking under building [~~6~~ 3] AND meeting affordable housing provisions of BIMC 18.12.030.C	55 ft	45 ft			55 ft	55 ft			

ZONING DISTRICT DIMENSIONAL STANDARD	Winslow ~~Mixed Use~~ Town Center						NC	B/I	WD-I
	Central Core ~~Overlay~~	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	Ferry ~~Terminal Overlay [See BIMC 18.12.030.C]~~	HSR ~~I and II~~			
		Connection							
Bonus ~~2~~ 3 for Nonresidential Uses with Major Conditional Use Permit							45 ft.	45 ft.	45 ft.
Distribution Utility Poles	55 ft. in height above grade. Alternative height limits may apply if additional conditional use permit provisions of BIMC 2.16.050.F are met. See BIMC 18.09.030.F.2 for use standards. Up to a 25 percent increase above existing pole height above grade with a maximum height of 100 ft. Alternative height limits may apply if additional conditional use permit provisions of BIMC 2.16.050.F are met. See BIMC 18.09.030.F.2 for use standards.								
Transmission Utility Poles									
Bonus 3 Structure Height	Alternative height limits may apply if the conditional use permit provisions of BIMC Title 2 are met. Some encroachments through height limits are permitted under BIMC 18.12.040.								

[1] If the existing FAR for a developed property as of May 21, 1998, is higher than the base FAR for that district, then the existing FAR will be considered the base FAR for that developed property. Total FAR may not be exceeded.

~~[2] In mixed use development, the established FAR in the residential and commercial components shall not be exceeded. For the residential FAR bonus provisions for qualifying housing design demonstration project, refer to the bonus density provisions in BIMC 2.16.020.S.8.~~

~~[3] In mixed use development in the ferry terminal district, an additional 0.2 FAR is permitted in accordance with BIMC 18.12.030.E.2. The additional FAR may be applied to either the residential or commercial component of the mixed use development.~~

[~~4~~ 2] When property adjoins a single-family residential zone, building setback shall be in accordance with the landscape ordinance perimeter landscaping requirements.

~~[5] When property adjoins a lower density residential zone, except in the ferry terminal district, north of Winslow Way, for the first 30 feet of the building from the property line of an adjoining lower density residential zone, the building height shall be the building height of the adjoining lower density residential zone. Optional building height allowed in the adjoining lower density residential district through a conditional use permit may be requested for projects within the mixed use town center and high school road zones through the site plan review process. For building height requirements in the ferry terminal district, north of Winslow Way, reference BIMC 18.12.030.C.~~

[~~6~~ 3] The bonus height is available when parking is located underground or under the occupiable space of the planned building. If parking is located under less than 50 percent ~~or less~~ of the occupiable space, the bonus may only be used for a portion of the building footprint twice as large as the area with parking located beneath.

[~~7~~ 4] The bonus density is available when provisions of BIMC 18.21.050 are met and all bonus FAR is applied to the residential component of the mixed use development.

BIMC Section 18.12.030 Additional dimensional provisions

A. Density and Lot Coverage Bonus for R-8 ~~and R-14~~ Zone District~~s~~.

1. An increase in density when providing affordable housing in the R-8 ~~and R-14~~ zone districts may be granted pursuant to the requirements in Chapter 18.21 BIMC.

2. A density bonus not to exceed 50 percent may be granted to lands in the R-8 ~~and R-14~~ zone districts if the applicant provides permanent, public open space, provided the following criteria are met:

   a. The open space shall abut a public or private street and have adequate public access.

   b. If the subject property being developed is a corner site, placement of the open space at the corner is preferred.

   c. Signage shall be posted to notify that the open space is public and access is permitted.

   d. The amount of the density bonus shall be twice the percentage of the total lot area that is designated as open space. For example, if 25 percent of the total lot area is designated as open space, a 50 percent density bonus may be achieved.

   e. The minimum area designated as public open space must be the larger of (i) 10 percent of the total lot area or (ii) one-quarter acre.

   f. If the open space is not contiguous, then each open space area must be at least one-quarter acre.

   g. A ~~1~~5-foot building setback shall be provided along the perimeters of the open space.

   h. Trees retained within the designated open space may fulfill the significant tree/canopy retention requirements of BIMC 18.15.010.

   i. The public open space density bonus may be combined with other density bonuses applicable to this zone; provided, that the total combined density bonus, in total, does not exceed whichever density bonus is higher ~~50 percent of the base density~~.

   j. The open space shall be established as permanent, public open space through one of the following means through either public or private ownership. For purposes of this provision, public ownership means that the city or other public agency chooses to accept ownership of open space and that upon approval and acceptance by the director, open space shall be dedicated to the public. Private ownership means that the open space is held in private ownership if established by easements, restrictive covenants, or other similar legal means in which

   (i) public access and maintenance of the open space are adequately provided for by written agreement, and such agreements or covenants are recorded with the county auditor; and

   (ii) in the event that the open space is not maintained consistent with the agreement, the city shall have the right to provide the maintenance of the open space and bill the owner for the cost of maintenance.

   ~~k. Lands that are located in the critical areas overlay district, as identified in the comprehensive plan, are not eligible for the density bonus provided in this section.~~

   k ~~l~~. In the R-8 zone district, no portion of any building within 20 feet of a front yard setback located across the street from a single-family residential zone shall exceed a height of 25 feet.

   l ~~m~~. In the R-8 zone district, building design shall incorporate features such as pitched or terraced roof forms, upper level stepbacks, wall recesses and/or other architectural treatment to minimize building bulk and scale as perceived from adjoining streets and neighborhoods.

~~n. In the R-14 zone district, open space that is selected under the provisions of subsection B.7 of this section or required as mitigation for development impacts may not be included in the open space calculations related to the density bonus provided in this section.~~

3. When the density bonus provisions in subsection A.2 of this section are used, the maximum lot coverage in the R-8 ~~and R-14~~ zone district~~s may be increased as follows:~~

~~a. In the R-8 zone district, the lot coverage~~ may be increased to 40 percent;

~~b. In the R-14 zone district, the lot coverage may be increased 50 percent.~~

4. For micro-unit multifamily in the R-8 zone, each “Micro-unit” will be counted as 0.25 dwelling units for the purposes of calculating density.

~~B. Additional Height in R-14 District. In the R-14 zone district, an applicant who requests additional lot coverage pursuant to subsection A.3 of this section shall not be allowed to also increase maximum allowable building height unless the applicant demonstrates that:~~

~~1. The applicable design guidelines are met; and~~

~~2. The criteria for conditional use permit approval of additional height in the R-14 district, as set forth in BIMC Title 2, are met; and~~

~~3. The increased height facilitates underground or enclosed under-building parking to the extent feasible; and~~

~~4. The building massing contains significant modulations; and~~

~~5. Thirty percent of the property must be retained as pervious surface area. Pervious surface areas can include landscaping, unpaved stormwater management facilities, underground or overhead utility lines, perimeter fences, and pervious trails. Setback areas and significant tree retention areas can count towards the required pervious surface area. Pervious surface area shall exclude areas covered by (a) structures, including decks, fountains, artwork, utility cabinets, lighting fixtures, trash enclosures, and signs; and (b) areas covered by paving and/or gravel, including sidewalks, impervious paths, patios, parking areas, and driveways; and~~

~~6. Mechanical equipment shall be enclosed or screened, and such enclosures or screening shall be architecturally integrated into the building design or landscape plan; and~~

~~7. The project provides one or more public amenities that would not otherwise be provided, such as greater significant tree retention or provision of more open space than is otherwise required, publicly accessible play areas, trails, or benches, or other amenities proposed by the applicant and approved by the city.~~

~~C. Transition Standards in the Ferry Terminal Overlay District. In order to protect adjacent neighborhoods, a 100-foot-wide transition area is established in the ferry terminal overlay zone, north of Winslow Way, as follows: along the west side of Ferncliff Avenue, starting approximately 100 feet north of Winslow Way; along the north boundary of the district, east of Cave Avenue; and along both sides of Cave Avenue, starting approximately 300 feet north of Winslow Way. The landscaping requirements and height restrictions illustrated below shall apply to this transition area. Portions of the ferry terminal overlay district that are not in the transition area designated by this section shall comply with all other applicable ferry terminal overlay district requirements.~~

B ~~D~~. Bonus Density in NC District. Bonus density shall be available in the NC district as follows:

1. Three units per acre with the provision of transfer of development rights (TDRs), in accordance with Chapter 18.27 BIMC; or

2. Three units per acre with the provision of affordable housing for the bonus units, in accordance with the additional provisions of Chapter 18.21 BIMC; or

3. Three units per acre if the development is commercial/residential mixed use and public sewer and public water are not provided, or five units per acre if the mixed use development is on public water and sewer. The residential units must be located above the ground floor if the building is located on a collector or secondary arterial or higher road classification; however, for mixed use projects, if the building fronts on a local or private street, residential units can be located on the ground floor.

a. In instances where a project contains both mixed use and residential-only buildings, the bonus density shall only be calculated based on the mixed use buildings. The residential-only buildings shall not be used to calculate the bonus density; or

4. Five units per acre with the provisions of TDRs and public sewer and water; or

5. Five units per acre with public water and sewer and the provision of affordable housing for the bonus units in accordance with the additional provisions of Chapter 18.21 BIMC; or

6. Up to 12 units per acre for those specific parcels NC/R-12 located in Lynwood Center and so designated on the land use map as NC/R-12 for the Lynwood Center special planning area; provided, that all requirements of this title applicable to the NC are met, and that:

a. The development is commercial/residential mixed use with the residential units located above the ground floor if the building is located on a collector or secondary arterial or higher road classification; however, for mixed use projects, if the building fronts on a local or private street, residential units can be located on the ground floor; and

b. Public sewer and water are provided; and

c. The requirements of Chapters 18.18 ~~and18.21 BIMC are met~~; and

d. A community center is constructed that is of similar style and quality to the entire development, is no less than 2,000 square feet, provides kitchen facilities, public rest rooms and outside access. The community center is to be used primarily for community functions.

7. For micro-unit multifamily in the NC and NC/R-12 zones, each “Micro-unit” will be counted as 0.25 dwelling units for the purposes of calculating density.

8. Pursuant to RCW 35.21.990, for existing buildings is in the NC or NC/R-12 zoning districts, there is a 50% residential density bonus allowed for constructing such units wholly within an existing building, except ground floor commercial or retail that is along a collector or secondary arterial. New parking spaces for the added dwelling units are not required. All other applicable standards would apply.

C ~~E~~. Bonus Density ~~to Incentivize Affordable Housing~~ in Winslow Town Center ~~Mixed Use and High School Road Districts~~.

Eligible properties may achieve additional development ~~maximum level of development~~ above the base FAR and additional building height, as provided for in Table 18.12.020-3, by using one, or a combination of, the following FAR bonus provisions, in accordance with the additional provisions of Chapter 18.21 BIMC, and any other applicable standards or requirements. The FAR bonus provisions may be combined to achieve the maximum level of development established for each district. ~~In no case shall the total commercial, residential or mixed use FAR exceed the maximum FAR as provided for in Table 18.12.020-3.~~

1. Bonus FAR to Encourage Mix Smaller Units in High School Road and Ferry Zones

Development projects may achieve an additional 1.0 Bonus FAR by providing the mix of dwelling unit sizes outlined below in Table 18.12.030-1. A development can propose to build a higher number of units below 900 square feet instead of building units above 900 square feet.

Table 18.12.030-1	
Unit Sizes	**Amount Required**
Less than 600 sq. ft.	**20%**
601-900 sq. ft.	**35%**
901-1200 sq. ft.	**35%**
1201-1600 sq. ft.	**10%**

~~1.~~ 2. Optional Affordable Housing Bonus Density/ Voluntary Inclusionary Zoning.

a. Development projects may achieve 1 extra story of building height by providing the amount of designated affordable housing units outlined below in Table 18.12.030-2, in lieu of providing underbuilding parking, as provided for in Table 18.12.020-3.

b. Development projects may achieve the maximum bonus FAR provided for in Table 18.12.020-3 by providing underbuilding parking and providing the amount of designated affordable housing units outlined below in Table 18.12.030-2. Project that utilize this maximum bonus FAR must provide at least two different unit sizes, with 25% of units 900 square feet or less in size. No more than half of the designated affordable units can be this lower unit size.

Table 18.12.030-2		
Zone	**Amount of Affordable Housing Units Required**	**Required Affordable Housing Income Level (BIMC Section 18.21.020)**
Central Core	**25%**	Households at or below low income (i.e. 80% AMI or below)
Connection	**20%**	
Ferry	**25%**	
High School Road	**25%**	

3. Development Projects Providing 100% Low-Income Affordable Housing.

a. Development projects may achieve the maximum bonus FAR, without underbuilding parking provided for in Table 18.12.020-3, by providing half of the dwelling units for households at or below low income (i.e. 51-80% AMI) and half of the dwelling units for households at or below very low income (i.e. 50% AMI). The development can also provide more than half of the units for very low income households. Mixed use development is allowed, with the maximum amount of non-residential space as provided for in Table 18.12.020-3. Parking requirements outlined in BIMC 18.15.020 may be reduced as approved by the Director.

4. Mandatory Affordable Housing for New Development on Larger Properties within the Winslow Town Center.

a. Development projects with a total lot area two acres or greater are required to provide the amount and type of designated affordable housing units outlined below in Table 18.12.030-3. The maximum bonus FAR and one story of bonus building height is available for such projects, as provided for in Table 18.12.020-3. A second story of bonus building height is available by providing underbuilding parking, as provided for in Table 18.12.020-3.

b. Projects that utilize this maximum bonus FAR must provide at least two different unit sizes, with 25% of units 900 square feet or less in size. No more than half of the designated affordable units can be this lower unit size.

c. Mixed use development is allowed, with the maximum amount of non-residential space as provided for in Table 18.12.020-3.

Table 18.12.030-3	
Amount of Affordable Housing Units Required	**Required Affordable Housing Income Level (see BIMC Section 18.21.020)**
5%	Households at or below low income (80% AMI or below)
10%	Households at or below middle income (up to 120% AMI)

~~a. FAR Bonus. Up to 100 percent of the maximum residential FAR bonus may come from providing affordable housing as defined in Chapter 18.36 BIMC; provided, that the difference between the base residential FAR and the maximum residential FAR shall be dedicated to affordable housing. A portion of the total floor area that is of common use and benefit to the entire residential development (for example, interior halls, stairwells, laundry rooms, exercise rooms) may be included in the calculation of the affordable housing component. This portion shall be the same percentage as the affordable housing provided. For example, if 20 percent of the living unit floor area is for affordable housing, then 20 percent of the common floor area may be included in the total affordable housing calculation. Development of the optional affordable housing shall be in accordance with Chapter 18.21 BIMC and Table 18.12.030.~~

~~Table 18.12.030: Optional Affordable Housing Bonus Summary Table~~

~~Size of Development~~	~~Residential development less than 10,000 sq. ft.~~	~~Residential development of 10,000 sq. ft. but less than 60,000 sq. ft.~~	~~Residential development more than 60,000 sq. ft.~~
~~Affordable Housing FAR Bonus~~	~~Must provide 100 percent of bonus square footage for extremely low, very low, or moderate income groups.~~	~~Must comply with following ratios:~~ ~~(a) 100 percent of bonus for all moderate; OR~~ ~~(b) 0.2 of bonus for extremely low, very low, or low income groups;~~ ~~0.5 of bonus for moderate income group; and~~ ~~0.3 of bonus for middle income group.~~	~~Must comply with following ratios:~~ ~~0.1 of bonus for extremely low, very low or low income groups;~~ ~~0.6 of bonus for moderate income group; and~~ ~~0.3 of bonus for middle income group.~~ ~~-~~

5. ~~b.~~Preservation of the Islander Mobile Home Park. Preservation of the Islander Mobile Home Park as an existing park site for manufactured homes shall be maintained ~~encouraged~~ through the following provisions.

i. Unused FAR from the parcel on which the mobile home park is located ~~may be~~ has been transferred to another parcel or parcels within the ~~Mixed Use~~ Winslow Town Center~~. For example, the base FAR for the mobile home park would be calculated, less the FAR of the mobile homes.~~

~~In exchange for permanently preserving the mobile home park, the owner of the property may transfer the unused FAR to another parcel or parcels in the Mixed Use Town Center~~, where it may be used as bonus residential FAR above the base FAR for that district.

ii. Permanent preservation of the mobile home park may be used as an affordable housing bonus on another parcel or parcels within the ~~Mixed Use~~ Winslow Town Center. For example, in exchange for preserving the mobile home park, the owner of the property would be deemed to have met the affordable housing bonus provisions of subsection A.1 of this section, and could achieve the maximum FAR bonus for residential development on another parcel or parcels in the ~~Mixed Use~~ Winslow Town Center. ~~The owner of the mobile home park may either apply the FAR bonus to another parcel(s) he or she owns, or transfer or sell the bonus to another property owner in the Mixed Use Town Center.~~

~~2. Ferry-Related Parking. In the ferry terminal district, an additional 0.2 FAR may be achieved by relocating existing legal surface ferry commuter parking on site (as shown on Figure 6.2 of the Winslow master plan) to under-building or below-grade parking. The percentage of the additional FAR that is achieved shall be dependent upon the percentage of parking that is relocated. For example, if 50 percent of existing surface ferry commuter parking on site is relocated under-building or below grade, then 50 percent of the total additional FAR (or 0.1 FAR) may be achieved.~~

18.15.020 Parking and Loading

C. Number of Automobile Spaces Required.

1. General Provisions. All development shall provide the number of parking spaces indicated in this subsection C and Tables 18.15.020-1 and 18.15.020-2. All parking lots shall comply with the minimum requirements for handicapped parking spaces, as required by Washington State regulations related to barrier-free facilities, with the exception of single-family residential and multifamily residential development on individual lots. Above-ground parking lots exceeding the number of spaces required by this section are not allowed unless approved by the planning commission; spaces provided in underground parking garages are exempt from parking maximums. In conjunction with review development parking and landscape plans, the Director may modify any landscaping requirements of Titles 17 or 18 if such requirements would make development or redevelopment infeasible pursuant to RCW 36.70A.622(1)(e)

EXCERPT Table 18.15.020-1: Off-Street Parking Spaces Required for Residential, Neighborhood Center, Business/Industrial, and Water-Dependent Industrial Zone Districts

Land Use	Spaces Required
Residential dwelling unit in a single-family residential district [1]	2 spaces for each primary dwelling unit and 1 space for each accessory dwelling unit. In the Winslow Subarea residential districts, 1 space is required for each dwelling unit.
Residential dwelling unit in a multifamily residential, NC, or B/I district	~~1~~ 0.5 space per primary dwelling unit that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units.
	Dwelling units situated directly above a commercial use or directly above parking serving a commercial use in the NC district or live/work units in the B/I districts shall require ~~1~~ 0.5 parking space. Dwelling units separate from the commercial use or its parking by one or more intervening floors shall not be considered to be located "directly above" that use, and therefore 2 parking spaces are required.
	0.25 off-street parking spaces per micro-unit multifamily dwelling unit.
	The director may require guest parking in excess of the required parking spaces, whether or not the required parking is reduced pursuant to BIMC18.15.020.B.12, up to a maximum additional ~~0.5~~ 0.1 stall per dwelling unit, if there is inadequate guest parking on the subject property or publicly available parking is not nearby.

[1] Residential parking requirements may be reduced by 50 percent for dwelling units located within a one-half-mile radius and 25 percent for dwelling units located within one-half mile and a one mile radius of the ferry terminal providing scheduled service to Seattle. This provision may not be used in conjunction with senior housing or other parking reduction arrangements, and the required number of parking spaces shall not be reduced below ~~one~~ 0.5 space per parking unit.

unless a lower parking requirement is applicable. This provision does not preclude the authority of the director to require guest parking as described in this table.

EXCERPT Table 18.15.020-2: Off-Street Parking Spaces Required in ~~Mixed Use~~ Winslow Town Center ~~Districts~~ [1]

Land Use	Spaces Required					
	Central Core Overlay	~~Madison Avenue Overlay~~	~~Ericksen Avenue Overlay~~	~~Gateway Overlay~~	Ferry ~~Terminal Overlay~~	High School Road ~~I and II~~
		Connection				
Residential Uses						
Minimum spaces per unit [3]	~~1~~ 0.5 space per primary dwelling unit that is a studio or 1 bedroom unit, and ~~2~~ 1 spaces for all other primary dwelling units. Each dwelling unit situated directly above a commercial use or directly above parking serving a commercial use ~~in the NC or B/I districts~~ shall require ~~1~~ 0.5 parking space. Dwelling units separate from the commercial use or its parking by one or more intervening floors shall not be considered to be located "directly above" that use. The director may require guest parking in excess of the required parking spaces, whether or not the required parking is reduced pursuant to BIMC 18.15.020.B.12, up to a maximum additional ~~0.5~~ 0.1 stall per dwelling unit, if there is inadequate guest parking on the subject property or publicly available parking is not nearby.					
	0.25 off-street parking spaces per micro-unit multifamily dwelling unit.					
Maximum above-ground spaces per unit	2					

[1] For properties along Winslow Way, there shall be no driveway from private property to the street except as approved as a conditional use. Driveways in existence prior to July 1, 1987, are excepted from this requirement.

[2] Applies to uses in the food and beverage, office and services, and retail categories in Table 18.09.020.

[3] Residential parking requirements may be reduced by 50 percent for dwelling units located within a one-half-mile radius and 25 percent for dwelling units located between one-half mile and a one-mile radius of the ferry terminal providing scheduled service to Seattle. This provision may not be used in conjunction with senior housing or other parking reduction arrangements, and the required number of parking spaces shall not be reduced below ~~one~~ 0.5 space per parking unit unless a lower parking requirement is applicable. This provision does not preclude the authority of the director to require guest parking as described in this table.

NO CHANGES PROPOSED FOR SUBSECTIONS D-I

J. Design Standards.

1. Parking Space and Aisle Dimensions. Except as provided in subsection J.1.e of this section, parking lots shall be designed according to Table 18.15.020-5. Space depth shall be measured exclusive of access drives, aisles and other physical obstructions. Small car spaces may total no more than 30 percent of the required number. Except for accessible spaces, parking space dimensions may not exceed the dimensions 8 feet by 20 feet, pursuant to RCW 36.70A.622(1)(e).

a. Parking lots shall have direct access to a street or road easement and shall provide unobstructed access driveways exclusive of the required parking areas.

b. Multifamily and nonresidential developments shall use access standards as shown in Table 18.15.020-5.

c. Where possible, single-family residences shall share access drives.

d. Access drive widths for single-family residences shall be determined by the city engineer or fire marshal.

e. For parking located in structures, columns or other structural elements may encroach into the parking space a maximum of six inches on a side; provided, that no wall, post, guardrail, or other element shall obstruct car door opening or the exit-way of persons from a parked vehicle.

Table 18.15.020-5: Parking Space and Lot Design and Dimensions [1]

A Parking Angle	B Stall Width (ft.)	C [2] Stall Depth (ft.)	D Aisle Width (paved surface ft.)	Direction of Travel
45°	7.5	15	11	1-way
	~~8.5~~ 8	18	13	1-way
	7.5	15	18	2-way
	~~8.5~~ 8	18	20	2-way
60°	7.5	15	14	1-way
	~~8.5~~ 8	19.5	14.5	1-way
	7.5	15	20	2-way
	~~8.5~~ 8	19.5	20	2-way
75°	7.5	15	17.5	1-way
	~~8.5~~ 8	20	18.5	1-way
	7.5	15	20	2-way
	~~8.5~~ 8	20	20	2-way
90°	7.5	15	20	2-way

Table 18.15.020-5: Parking Space and Lot Design and Dimensions [1]

A Parking Angle	B Stall Width (ft.)	C [2] Stall Depth (ft.)	D Aisle Width (paved surface ft.)	Direction of Travel
	~~8.5~~ 8	19	24	2-way
Parallel	20	~~8.5~~ 8	12	1-way
	20	~~8.5~~ 8	12	2-way

[1] The first line of each category (e.g., 45 degrees, one-way travel) indicates the dimensions for compact cars.

[2] Where wheel stops are required, they shall be placed 18 inches from the end of stall. Landscaping may be located between the wheel stop and the end of the stall. Landscaping so located shall be in addition to, and not part of, any landscaping required by this title.

2. Grades. Where parking spaces are designated, grades shall not exceed six percent. Driveways and driving lanes between separate groups of parking shall not exceed 14 percent. Parking areas on sloping lots shall be laid out so that parked cars lie perpendicular to the slope. Where existing grades on property proposed for a parking lot exceed 10 percent, the city may require a topographic survey to show existing and proposed grades.

Chapter 18.21
AFFORDABLE HOUSING

Sections:

18.21.005 Generally.

18.21.010 Purpose.

18.21.020 General provisions for ~~optional~~ affordable housing

18.21.030 Optional residential density bonus for the "Ferncliff A~~a~~ffordable H~~h~~ousing Area".

18.21.040 Optional fee-in-lieu.

18.21.050 Affordable housing development on property owned or controlled by a religious organization.

18.21.005 Generally.

This chapter sets forth ~~optional~~ provisions for density bonuses in return for the construction of new affordable housing units. Residential density bonus proposals will be reviewed concurrently with the primary land use application. A preapplication conference will be required for any land use application that includes a proposal for the affordable housing density bonus.

18.21.010 Purpose.

The purpose of this chapter is to implement the policies contained in the housing element of the comprehensive plan and the Winslow Subarea Plan by providing an both optional and mandatory programs for the construction of affordable housing in new single-family and multifamily residential developments. The Growth Management Act (GMA) requires the city to make adequate provisions for existing and projected housing needs of all economic segments of the community as determined by the housing needs assessment, contained in the housing element. The housing element reflects the city's goal of dispersing affordable housing throughout all geographic and economic segments of the community, and providing a mixture of housing types to discourage the development of economic enclaves. The city recognizes that the marketplace is the primary supplier of adequate housing for those in the upper economic groups, but that some combination of appropriately zoned land, regulatory incentives and innovative planning techniques will be necessary to make adequate provisions for the needs of households whose incomes are at or below middle income (as those terms are defined in Chapter 18.36 BIMC).

18.21.020 General provisions for ~~optional~~ affordable housing.

A. Siting of Affordable Dwelling Units or Residential or Mixed Use Building Lots. The affordable units constructed under the provisions of this chapter shall be included within the parcel of land for which the density bonus is granted. Segregation of affordable housing units within the development from market rate housing units shall be avoided whenever practical.

The department of planning and community development shall calculate and publish annually the maximum purchase prices and maximum rents applicable to each of the following income groups:

1. Extremely low income: less than 30 percent of median household income;
2. Very low income: 31 percent through 50 percent of median household income;
3. Low income: 51 percent through 80 percent of median household income;
4. Moderate income: 81 percent through 95 percent of median household income;
5. Middle income: 96 percent through 120 percent of median household income.

B. Duration of Affordability.

1. Rental Units.

a. Prior to the effective date of Ordinance No. 2021-11 on February 11, 2021, affordable rental housing units created as a result of the provisions of this chapter shall remain affordable for a period of 30 years from the time of first occupancy and shall be secured by a recorded agreement and covenant running with the land, binding all the assigns, heirs, and successors of the applicant.

b. For development projects that filed a complete land use permit application with the city subsequent to the effective date of Ordinance No. 2021-11 on February 11, 2021, affordable rental housing units created as a result of the provisions of this chapter shall remain affordable for a period of at least 50 years from the time of first occupancy and shall be secured by a recorded agreement and covenant in accordance with subsection C of this section.

2. Home Ownership Units.

a. Prior to the effective date of Ordinance No. 2021-11 on February 11, 2021, all affordable home ownership units created as a result of the provisions of this chapter shall be initially sold to income-qualified households and thereafter subject to a mechanism that is specified in an appropriate administrative procedure adopted by resolution by the city council allowing the city to capture a share of the appreciation when the unit is sold at market rate. The city's share of the proceeds shall be placed in its housing trust fund. The affordable housing unit(s) shall be secured by a recorded agreement and covenant in accordance with subsection C of this section.

b. For development projects that filed a complete land use permit application with the city subsequent to the effective date of Ordinance No. 2021-11 on February 11, 2021, affordable home ownership units created as a result of the provisions of this chapter shall be sold to income-qualified households and shall remain affordable for a period of 99 years from the time of first occupancy. The affordable housing unit(s) shall be secured by a recorded agreement and covenant in accordance with subsection C of this section.

3. A unit that is owned or sponsored by a public or private nonprofit agency that already restricts benefit and resale is exempt from the provisions of subsections B.1 and B.2 of this section.

C. Required Documentation. Prior to the final approval of any land use application to which this chapter is applicable, the owner of the affected parcels shall deliver to the city a duly executed covenant running with the land, binding all the assigns, heirs, and successors of the owner of the affected parcels, in a form approved by the city attorney, identifying the units or parcels and acknowledging their obligation under this section. The applicant shall be responsible for the cost and recording of the covenant.

D. Construction of Affordable Units. When dwelling units subject to this chapter will be constructed in phases, or over a period of more than 12 months, a proportional amount of affordable housing units must be completed at or prior to completion of the related market rate dwellings, or as approved by the director.

E. Phased Development. If a project is to be phased, the proportion of affordable units or residential building lots to be completed with each phase shall be determined as part of the phasing plan approved by the director.

F. Unimproved Lots to Be Sold. Where the applicant intends to sell the individual unimproved lots created as a result of the provisions of this chapter, it is the responsibility of the applicant to arrange for the affordable units to be built.

~~G. Attached Housing. In single-family developments where there are two or more affordable units, side yard setbacks may be waived to allow for attached housing units for affordable units only. The placement and exterior design of the attached units must be such that the units together resemble as closely as possible a single-family dwelling.~~

G ~~H.~~ Definition of Benefit. Where the code limits benefits to households whose incomes are at or below a specified income, the purpose is to include all categories of income, as defined in Chapter 18.36 BIMC, below the category specified. For example, if the benefit limit is, "to those households whose incomes are

at or below low-income," households who are extremely low income, very low income and low income may benefit.

18.21.030 Optional residential density bonus for the "Ferncliff Aaffordable Hhousing Area.

A. Purpose. The goal of this section is to increase the housing supply and the choice of housing styles available in the residential area north of the ferry terminal, where active transportation infrastructure exists; to promote socioeconomic diversity by adding to the stock of income-qualified housing; to encourage development of smaller homes, at reasonable prices, in neighborhoods attractive to a mix of income and age levels.

B. ~~A.~~ Applicability. This section applies to ~~all land use applications~~, to the area identified as "Ferncliff Affordable Housing Area" on Figure 18.21.030-1 except ~~the following: (1)~~ for the construction of one single-family dwelling on one lot that can accommodate only one dwelling based upon the underlying zoning designation~~, (2) the Mixed Use Town Center and the High School Road districts (provisions for the Winslow Town Center are contained in BIMC 18.12.030.E. (3) neighborhood centers (NCs) (provisions for this zone are contained in BIMC 18.12.030.D), and (4) the critical areas overlay districts identified in the comprehensive plan, which are not eligible for density bonuses~~.

4/17 STAFF NOTE: New Figure 18.21.030-1 in process

C. Review and Approval Process. Housing projects that opt to provide affordable housing in exchange for bonus density shall be reviewed as specified in the same manner as other applications for the same type of underlying land use permit, e.g. Site Plan and Design Review or Subdivision (see BIMC 2.16.030 through 2.16.170). Maximum home size for all units is 1,600 sq. ft.

D. Bonus Density Development projects may achieve the bonus density by providing the amount of designated affordable housing units as described below in Table 18.21.030-1.

Table 18.21.030-1		
Bonus Density	**Amount of Affordable Housing Units Required**	**Required Affordable Housing Income Level (BIMC Section 18.21.020)**
2.5 x Base Density	**at least 25% of total units (after density bonus)**	Households at or below low income (i.e. 80% AMI or below)
ADUs are permitted in such single-family development, but may not be counted as units towards meeting the affordable housing unit requirements.		

E. Flexible Development Standards. The applicant may request that development standards from BIMC Titles 17 and 18 be modified as part of permit review for these affordable housing projects. The city will review the request to modify development standards through the project review process. Requirements of BIMC Title 16 may not be modified. The following development standards may be modified:

1. Minimum Lot Dimensions and Size. Reductions in lot size or dimensions are subject to approval by the Kitsap County Public Health District.
2. Maximum Lot Coverage. Maximum lot coverage can be increased above zoning district requirements with no maximum.
3. Setbacks. Unless required for public safety purposes, such as sight distance, zoning and subdivision setbacks may be reduced as described below. This section does not supersede lesser setback requirements as outlined in Tables 17.12.070-1 and 18.12.020-2, as applicable. Additional vegetative landscaping screen may be required by the director when reducing setbacks.
    a. Zoning Setback Reductions. Front setback to on-site access: 10 feet.

b. Subdivision Setback Reductions.

i. All interior subdivision setbacks: zero feet.

ii. Building to on-site access: 10 feet.

4. Natural Area. For residentially zoned projects developed under BIMC Title 17, the prescriptive natural area requirements in Table 17.12.070-1 do not apply. Instead, the project shall integrate at least 400 square feet of natural area per unit.

~~B. Rental Affordable Housing. Density for land subject to the provisions of this section may be increased by up to 50 percent above the underlying base density when each of the additional units is provided for households whose incomes are at or below low income.~~

~~C. For-Purchase Affordable Housing. Density for land subject to the provisions of this section may be increased above the base density by the following amounts:~~

~~1. Up to a maximum of 50 percent above the underlying base density when each of the additional units or residential building lots is provided for households whose incomes are at or below low income.~~

~~2. Up to a maximum of 40 percent above the underlying base density when each of the additional units or residential building lots is provided for households whose incomes are at or below moderate income.~~

~~3. Up to a maximum of 20 percent above the underlying base density when the first 10 percent of the housing units are affordable to households with incomes at or below moderate income. The remaining 10 percent may be affordable to households whose incomes are at or below middle income.~~

~~D. Summary Table. The provisions of subsections B and C of this section are summarized in Table 18.21.~~

~~**Table 18.21: Affordable Housing Density Bonus Provision Summary**~~

~~**Affordable Housing – Optional For Purchase**~~	~~**For Rent**~~
~~Up to 50% density bonus if each of the bonus units are affordable to households whose incomes are at or below low income.~~	~~Up to 50% density bonus when each of the bonus units is affordable to households with incomes at or below low income.~~
~~Up to a 40% density bonus if each of the bonus units are affordable to households whose incomes are at or below moderate income.~~	
~~Up to a maximum of 20% above the underlying base density when the first 10% of the housing units are affordable to households with incomes at or below moderate income. The remaining 10% may be affordable to households whose incomes are at or below middle income.~~	

18.21.040 Optional fee-in-lieu.

A. The owner of an affordable residential building lot constructed or created as a result of the provisions of this chapter, as now or previously codified, as part of a land use application approved on or before June 1, 2008, may make a financial contribution, as described in this section, to the city's housing trust fund instead of complying with the requirements of BIMC 18.21.020, as now or previously codified, to obtain or maintain the bonus density allowed under this chapter, as now or previously codified.

B. The amount of such financial contribution to the city's housing trust fund shall be set by the city manager, subject to the following restrictions:

1. The amount must be at least 60 percent of the fair market value of the affordable residential building lot at the time of sale. A certified appraiser shall determine the affordable residential building lot's fair market value. The appraisal will assume that sale of the lot will not be restricted to only

income-qualified individuals. The owner will pay for the appraisal by a certified appraiser acceptable to the city.

2. The amount must be deposited into the city's housing trust fund within 14 days of the closing of the sale of the affordable residential building lot.

3. In circumstances where development of the affordable residential building lot is restricted by conditions on the face of a plat or short plat, the owner must initiate and pay for a plat amendment to remove or modify such conditions. Approval of such a plat amendment must be obtained before the lot may be sold to an individual who is not income-qualified, and such approval will be conditioned upon a financial contribution to the city's housing trust fund under this section.

4. Prior to initiating a plat amendment, the owner must demonstrate that they attempted, in good faith, to locate an income-qualified buyer interested in purchasing the affordable residential building lot and were unsuccessful.

18.21.050 Affordable housing development on property owned or controlled by a religious organization.

A. In accordance with RCW 36.70A.545, the city shall allow a density bonus consistent with this section for properties owned or controlled by a religious organization. For the purposes of this section, "religious organization" is defined as provided in RCW 36.70A.545. All projects governed by this section shall comply with RCW 36.70A.545 and the requirements set forth in this section.

B. Pilot Project Phase. In order to implement the requirements of RCW 36.70A.545 consistent with local needs, the city will utilize a pilot project phase as part of a broader application and implementation of the regulations. Initially, implementation of this section shall be limited to the only request from a religious organization for an increased density bonus for an affordable housing development that the city has received related to RCW 36.70A.545, as of adoption of the ordinance codified in this section, which relates to the approximately eight-acre property collectively known as "Bethany Lutheran Church," located at the southwest intersection of NE High School Road and Sportsman Club Road NE and zoned R-0.4. The pilot project phase shall be in effect until December 31, 2027. Beginning January 1, 2028, the pilot project phase of these regulations will no longer be in effect and this section will apply to all requests submitted in accordance with RCW 36.70A.545 and this code, regardless of the location of the property within the city's jurisdictional limits.

C. All projects shall comply with existing land use permit review procedures depending on the type of housing development that is proposed. Multifamily housing shall be reviewed in accordance with the site plan and design review process set forth in BIMC 2.16.040, and subdivisions shall be reviewed in accordance with the short or long subdivision process set forth in BIMC 2.16.070 or 2.16.125 (respectively), unless specifically modified by this section.

D. All projects shall be subject to applicable residential development standards for BIMC Titles 15, 16, 17, and 18, unless specifically modified by this section. All projects shall comply with the requirements of the city and the Kitsap Public Health District for providing drinking water and on-site septic, if applicable.

E. Project Density Bonus. The density for projects may be increased above the base density as follows; provided, that all other applicable provisions of this code are met:

1. For projects within the ~~Mixed Use~~ Winslow Town Center/~~HSR I and II zones~~ (where bonus density for affordable housing is otherwise governed by BIMC 18.12.030.C ~~E~~), bonus density shall be governed by Table 18.12.020-3 and the maximum floor area ratios depicted therein.

2. For projects within the Neighborhood Center zones (where bonus density for affordable housing is otherwise governed by BIMC 18.12.030.B ~~D~~), density may be increased as follows: one additional unit per acre beyond what is already provided as bonus for projects not served by public sewer, and two additional units per acre beyond what is already provided as bonus for projects served by public sewer.

3. For all other projects in Residential zoning districts (otherwise governed by Chapter 18.21 BIMC), density may be increased as follows:

a. For projects within the Winslow Subarea ~~Plan Study Area~~ or within one quarter mile of the Winslow Subarea ~~Plan Study Area~~:

Residential Zone	**Total Allowed Density Under this Chapter**
R-0.4	2.9 units/acre
R-1	3.5 units/acre
R-2	4.3 units/acre
R-2.9	5 units/acre
R-3.5	6 units/acre
R-4.3	8 units/acre
R-5	14 units/acre
R-6	18 units/acre
R-8	22 units/acre
R-14	26 units/acre

b. For all other projects in Residential zoning districts:

Residential Zone	**Total Allowed Density Under this Chapter**
R-0.4	2 units/acre
R-1	2.9 units/acre
R-2	3.5 units/acre
R-2.9	4.3 units/acre
R-3.5	5 units/acre
R-4.3	6 units/acre
R-5	8 units/acre
R-6	14 units/acre
R-8	18 units/acre
R-14	22 units/acre

F. Accessory Dwelling Units (“ADU”). ADUs are prohibited for projects governed by this section.

G. Affordable Housing. All dwelling units planned and constructed through this section shall meet the following requirements:

1. All units shall be used exclusively for affordable housing purposes for at least 99 years.

2. Housing units shall be used as the primary residence of a low income household. “Low income households” are defined as set forth in RCW 36.70A.545.

3. Unless otherwise specified, the price of affordable housing units shall be based on the requirements set forth in RCW 36.70A.545.

4. An agreement in a form approved by the city shall be executed by the applicant, or its successor organization, and recorded with the Kitsap County Auditor's Office, requiring the affordable housing to remain for 99 years. This agreement shall be a covenant running with the land, binding on assigns, heirs, and successors of the applicant.

5. The city shall require documentation to be signed through the land use and building permitting processes to ensure ongoing compliance with the income requirements.

6. The city may approve a formula, based on a form prepared by the city and submitted by the applicant when a project application is submitted for review, for calculating maximum affordable prices for sales subsequent to the initial sale to allow modest growth in homeowner equity while maintaining long term affordability for future buyers.

H. Parking. The amount of parking shall be determined as part of a transportation study or mobility assessment.

I. The maximum dwelling unit size shall be limited to 1,400 square feet.

J. Projects proposed and constructed on the same property(ies) as existing buildings may result in a permitted mixed-use property.

K. Projects proposed and constructed under this section shall comply with the Fair Housing Act which prohibits discrimination in housing because of race, color, national origin, religion, sex (including gender identity and sexual orientation), familiar status, or disability.

BIMC Chapter 18.36.030 *Definitions*

"Emergency housing" means temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement. (RCW 36.70A.030(14))

"Emergency shelter" means a facility that provides a temporary shelter for individuals or families who are currently homeless. Emergency shelter may not require occupants to enter into a lease or an occupancy agreement. Emergency shelter facilities may include day and warming centers that do not provide overnight accommodations. (RCW 36.70A.030(15))

"Institutional" means the uses identified under the "Public and Institutional" section of the Use Table, BIMC Table 18.09.020.

"Permanent supportive housing" means subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy. It utilizes admissions practices designed to use lower barriers to entry than typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors. Permanent supportive housing is paired with on-site or off-site voluntary services designed to support a person living with a complex and disabling behavioral health or physical health condition who was experiencing homelessness or was at imminent risk of homelessness prior to moving into housing to retain their housing and be a successful tenant in a housing arrangement, improve the resident's health status, and connect the resident of the housing with community-based health care, treatment, or employment services. RCW 36.70A.030(31)

"Religious organization" is defined consistent with the federally protected practice of a recognized religious assembly, school, or institution that owns or controls real property. RCW 36.01.290(6)(c).

"Micro-unit Multifamily" means a residential development or the residential portion of a mixed use development with micro-units that provide sleeping and living space, are independently rented and lockable, and residents share kitchen facilities with other micro-units in the building.

"Multifamily development" means a building or portion of a building containing two or more dwelling units or more than one dwelling unit on one lot, ~~including multiple living units on a single parcel sharing kitchen facilities,~~ not including accessory dwelling units. Multifamily development also includes a mobile home park.

"Transitional housing" means a project that provides housing and supportive services to homeless persons or families for up to two years2 and that has as its purpose facilitating the movement of homeless persons and families into independent living. RCW 84.36.043(3)(c)