CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting
Thursday, May 14, 2026

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

Remote Meeting on Zoom
https://bainbridgewa.zoom.us/j/86561143070
or Telephone: US: +1 253 215 8782
Webinar ID: 865 6114 3070

Agenda

1. Call to Order / Roll Call - 6:00 PM

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

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

3. Planning Commission Meeting Minutes - 6:10 PM

A. Minutes

4. Public Comment - 6:15 PM

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing pcd@bainbridgewa.gov. Members of the public who wish to provide public comment in-person at a Planning Commission meeting should sign up to speak on the sign-in sheet by the Chamber doors. The Planning Commission Chair will call the people signed up on the sign-in sheet, and speakers will have up to three minutes to speak from the podium. Please speak directly into the microphone, which is adjustable. A timer on the screen will indicate when 3 minutes (or such other time set by the Chair) has elapsed. Orderly behavior and civility in remarks is expected with no clapping or booing, and no yielding of one person's time to another person. Guidelines for public comment are provided. Remote public comment is allowed with advance notice to the Planning & Community Development Department by noon on the date of the meeting at pcd@bainbridgewa.gov, provided that all remote commenters shall be required to display their true name and to keep their camera turned on to show their true uncovered face while delivering their comments. Public comment is not accepted during the balance of the Planning Commission meeting, unless a public hearing or public participation meeting is on the agenda.

5. Planning Director's Report - 6:25 PM

6. Regular Business - 6:30 PM

A. Combined Public Hearings on Ordinance No. 2026-04 Adopting the Periodic Update to the Comprehensive Plan and Update to the Winslow Subarea Plan, and Ordinance No. 2026-05 Adopting Implementing Regulations for the Updated Plans

7. Good of the Order - 9:00 PM

8. Adjournment - 9:05 PM

The City of Bainbridge Island's meetings are wheelchair accessible. The City also provides auxiliary aids and services for effective communication such as assistive listening devices, closed captioning, and print materials in digital format. For other reasonable accommodations and/or modification to programs, services, or activities, please contact the ADA Coordinator, Anshu Wahi at awahi@bainbridgewa.gov or 206-947-0803 as soon as possible, preferably at least 2 business days prior to the meeting.

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill
Thursday, May 14, 2026

Agenda Item: Minutes

Department: Planning Commission

Agenda Section: Planning Commission Meeting Minutes - 6:10 PM

Estimated Time: 5 Minutes Minutes

Recommendation:

I move to approve the Planning Commission Minutes from April 9, 2026, as presented.
I move to approve the Planning Commission Minutes from April 23, 2026, as presented.
I move to approve the Planning Commission Minutes from April 30, 2026, as presented.

Narrative:

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Planning Commission Meeting 20260409_Minutes_Draft
2. Planning Commission Meeting 20260423_Minutes_Draft
3. Planning Commission Special Meeting 20260430_Minutes-Draft

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 the 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,
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

DRAFT

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 voted no, 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.

6. 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.

7. Good of the Order -

Nothing offered.

8. Adjournment – 9:02 PM

DRAFT

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting
Thursday, April 23, 2026

Meeting Minutes

DRAFT

1. Call to Order / Roll Call - 6:00 PM

Chair Sarah Blossom called the meeting to order at 6:00 PM and read the Land Acknowledgement. Present in Chambers were Commissioners Sarah Blossom, Criss Garcia, Alex Preudhomme, Peter Schaab and Commissioner Ariel Birtley. Also present were Council Liaisons Ashley Mathews and Lara Lant. City staff present were Planning & Community Development (PCD) Director Patty Charnas, Planning Manager Darron Buchanan and Senior Planner Jennifer Sutton.

2. Approval of Agenda / Conflict of Interest Disclosure –

No conflicts of interest were disclosed.

Motion: I move to approve the agenda.
Schaab/Garcia – The motion carried unanimously 4–0, Commissioner Birtley was absent.

3. Planning Commission Meeting Minutes

A. Planning Commission Minutes - April 9, 2026.

I move to approve the Planning Commission meeting minutes from April 9, 2026, as amended to show that Commissioner Sullivan left the meeting at 8:19 PM and Commissioner Deines left the meeting closer to 9:00 PM.
Schaab/Garcia – The motion carried unanimously 4–0, Commissioner Birtley was absent.

B. Planning Commission Minutes - April 16, 2026

I move to approve the Planning Commission meeting minutes from April 16, 2026, as presented.
Schaab/Garcia – The motion carried unanimously 4–0, Commissioner Birtley was absent.

4. Public Comment -

Public comments were received.

5. Planning Director's Report -

PCD Director Patty Charnas provided information, expressed her appreciation for working with the Planning Commission and said that this would be her final meeting before retiring.

6. 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 the Bainbridge Island Municipal Code (BIMC)

Motion: I move to include the Guiding Principles as presented in the current agenda packet, in our preferred alternative recommendation for the Comprehensive Plan. (17:02)
Schaab/Garcia – The motion carried unanimously, 5-0.

Motion: I move to amend *Table 18.09.020 Use Table*, under the *Residential* section: Eliminate the entire row, *Institutional/Commercial/Residential-Mixed-Use Developments*. (51:30)
Preudhomme/Schaab – The motion carried unanimously, 5-0.

Motion: I move to recommend that staff add to *Title 18 Use Table*, a provision allowing projects of several different uses, that all are permitted within a zone to be considered a permitted mixed-use project. (52:34)
Preudhomme/Schaab – Withdrawn

Motion: I move to have staff locate language in the *Title 18 Use Types* section that enables projects of several different uses, Permitted or Conditional, to move forward based on their Permitted or Conditional Use. (54:27)
Preudhomme/Schaab – The motion carried unanimously, 5-0.

Motion: I move to ask staff to add a row [to the Use Table] that sets the max percentage of mixed-use (can be commercial). (1:12:54)
Garcia/Schaab – The motion carried unanimously, 5-0.

Motion: I move to strike the max commercial percent and retain the strikethrough of footnote 2. (1:40:58)
Blossom/Garcia – Withdrawn
Motion: I move to amend the 3 rows in *Table 18.12.020-3*, directly underneath *Basic Maximum*:

- retain existing code, excluding the Connection Zone (Madison Avenue Overlay, Erickson Avenue Overlay and Gateway Overlay

- adopt the base FAR numbers for the Connection Zone (as currently shown on the screen)
- no percentage maximums to be included in these 3 rows. (1:56:38)

Schaab/ Garcia – The motion carried unanimously, 5-0.

Motion: I would move that section 18.090.30. B.4.b (or what is proposed as B.4.b) be removed from the proposed draft. (1:59:53)
Blossom/Schaab - The motion carried, 4-0, with Commissioner Preudhomme abstaining.

Motion: I move to amend Table 18.12.020-3 so that the maximum bonus FAR in the Winslow Town Center, in the Central Core, Ferry, and High School Road Districts is 2.5. (2:02:41)
Blossom/Preudhomme - The motion carried 4-0, with Commissioner Schaab abstaining.

Motion: I move to that table 18.12.030.B.8 be amended to clarify that the 50% residential bonus density is based on the underlying R-2 zoning. (2:38:14)
Blossom/Preudhomme - The motion carried unanimously, 5-0.

Motion: I move that we wait to adopt a bonus FAR program to encourage a mix of smaller units in the High School Road and Ferry District to a Phase 2, after the completion of the Comprehensive Plan. (2:48:29)
Preudhomme/Blossom - The motion carried unanimously, 5-0.

Motion: I move to have staff make necessary amendments to 2.18.12.030 C2 to clarify:

- that the max bonus FAR is available for projects only providing Affordable Housing* and not in addition to the underbuilding parking,

- that the one extra story of building height is available for Affordable Housing*, as an alternative to underbuilding parking

Affordable Housing as referenced in Table 18.12.030-2

- that the max available bonus FAR is available rather than achievable. (3:12:21)

Blossom/Preudhomme - The motion carried unanimously, 5-0.

Motion: I move to amend section 18.12.030 C3 regarding the section *Development Projects Providing 100% Low-Income Affordable Housing*: For the beginning to be reworded as "Development Projects may have available the maximum bonus FAR and max building height, without underbuilding parking. (3:20:54)
Schaab/Preudhomme – The motion carried 4-0, Commissioner Birtley was

DRAFT

absent.

Motion: I motion to create an affordability incentive program for all of the R zones, within the Winslow Subarea, where projects may achieve a bonus density of 2.0 (the base density) if at least 50% of the additional units created are affordable to the range of 110% AMI and below. (3:43:26)
Preudhomme/Schaab - Withdrawn.

7. **Good of the Order -**
   Information Only

8. **Adjournment - 9:58 PM**

CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting
Thursday, April 30, 2026

Meeting Minutes

DRAFT

1. Call to Order / Roll Call - 6:00 PM

Chair Sarah Blossom called the meeting to order at 6:02 PM and read the Land Acknowledgement. Present in Chambers were Commissioners Sarah Blossom, Criss Garcia, Alex Preudhomme, Peter Schaab, and Ben Deines. Commissioner Sean Sullivan was present via Zoom. Also present were Council Liaisons Ashley Mathews and Lara Lant, Planning Manager Darron Buchanan, Associate Planner Auburn Lovett, Senior Planner Jennifer Sutton and City Engineer Paul Nylund.

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

Commissioner Deines stated that he will need to recuse himself during the Finch Green Public Meeting due to a conflict.

Motion: I move to approve the agenda.
Garcia/Schaab – The motion carried unanimously, 6-0.

3. Public Comment - 6:10 PM

Public comments were received.

4. Regular Business - 6:20 PM

A. Review and Recommendation for Finch Green Affordable Housing Project (PLN52690) Subdivision and Major Conditional Use Permit.

Associate Planner Auburn Lovett provided a brief overview of the project and introduced Housing Resource Bainbridge's Executive Director - Phedra Elliott, and Jonathan Davis, the architect for the project.

Motion: I move to recommend approval of the Finch Green Affordable Housing Project, PLN 52690, to the Planning Director, removing the trail widening conditions imposed by the City's Public Works Administrative Department, but retaining any ADA ramps and refuges, required for pedestrian crossing safety and accessibility at the intersections with Sportsman's Club Road. (53:47)
Garcia/Schaab – The motion carried unanimously, 5-0, Commissioner Deines absent/recused.

Motion: I would move that the Planning Commission make an additional finding that the recommendation to remove the trail right widening conditions imposed by Public Works, but retain that any ADA ramps and refuges, that those requirements are roughly proportional to the impact of the development. (1:05:32)
Blossom/Garcia – The motion carried unanimously, 4-0, Commissioner Preudhomme abstained and Commissioner Deines absent/recused.

Commissioner Sullivan excused himself from the meeting at 7:09 PM.
Commissioner Deines rejoined the meeting at 7:10 PM.

B. Study Session to review the draft updates to the Winslow Subarea Plan, the periodic update of the Comprehensive Plan, and draft amendments to the Bainbridge Island Municipal Code (BIMC)

Motion: I move to schedule a public hearing on May 14, 2026, on two ordinances, on Ordinance 2026-04, adopting the periodic update to the Comprehensive plan, and adopting the Winslow Subarea Plan, and on Ordinance 2026-05, amending the Bainbridge Island Municipal Code to implement plan changes. (2:25:31)
Garcia/Deines – The motion carried unanimously, 5-0, Commissioner Sullivan was absent.

5. Good of the Order - 8:20 PM

Nothing offered.

6. Adjournment - 8:41 PM

DRAFT

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill
Thursday, May 14, 2026

Agenda Item: Combined Public Hearings on Ordinance No. 2026-04 Adopting the Periodic Update to the Comprehensive Plan and Update to the Winslow Subarea Plan, and Ordinance No. 2026-05 Adopting Implementing Regulations for the Updated Plans

Department: Planning Commission

Agenda Section: Regular Business - 6:30 PM

Estimated Time: 2.5 hours Minutes

Recommendation:

Potential Planning Commission motions:
I move to recommend approval to the City Council of Ordinance No. 2026-04 Adopting the Periodic Update to the Comprehensive Plan and Update to the Winslow Subarea Plan.

I move to recommend approval to the City Council of Ordinance No. 2026-04 Adopting the Periodic Update to the Comprehensive Plan and Update to the Winslow Subarea Plan, as amended by the Planning Commission this evening.

I move to recommend approval to the City Council of Ordinance No. 2026-05 Adopting Implementing Regulations for the Updated Plans.

I move to recommend approval to the City Council of Ordinance No. 2026-05 Adopting Implementing Regulations for the Updated Plans, as amended by the Planning Commission this evening.

I move to continue the public hearings on Ordinances Nos. 2026-04 and 2026-05 to a special Planning Commission meeting scheduled for May 21, 2026 at 6PM.

Narrative:

The Planning Commission has reviewed and provided recommendations on all sections of the Comprehensive Plan (Jan.-April 2026) and also provided recommendations on the goals and policies of the Winslow Subarea Plan (WSP, Summer/Fall 2025). Over four meetings in April 2026, the Planning Commission reviewed and amended draft changes to the Bainbridge Island Municipal Code (BIMC). Some changes to the BIMC are proposed to address new requirements in state law, and some changes are proposed to implement the draft land use alternative and affordable housing programs recommended to date by the Planning Commission.

Updates to Guiding Principles and Policies have been integrated into the draft Introduction chapter to the Comprehensive Plan, as recommended by the Planning Commission on April 23, 2026.

Exhibit B to Ordinance No. 2026-04 is a draft updated and re-formatted Draft Winslow Subarea Plan. Right now, the reformatted document describes the WSP project process, existing conditions, planning framework, and describes outreach and engagement in the first phases of the project. Once the City Council finalizes the preferred alternative and updates to goals and policies, then that finalized information, and an Executive Summary, will be added to a finalized reformatted and updated Winslow Subarea Plan.

After holding and closing the public hearings on Ordinance Nos. 2026-04 and 2026-05, the Planning Commission can continue to discuss the ordinances, including making motions to amend. Ultimately, the Planning Commission shall make recommendations to approve, approve with changes, or deny the ordinances to the City Council. The City Council will hold its own public hearings, and make the final decisions on the ordinances.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. 5 14 PC Presentation
2. Ordinance No 2026-04 updating the Comprhensive Plan and Winslow Subarea Plan
3. Ord No 2026-04 Exhibit A Draft Updated 2024 Comp Plan
4. Exh. A Comp Plan Appendix A Draft Future Land Use Map
5. Exh. A Comp Plan Appendix B Housing Needs Assessment
6. Exh. A Comp Plan Appendix D LYNWOOD SUBAREA PLAN
7. Exh. A Comp Plan Appendix E Citywide and Winslow Land Capacity Analyses for Draft Land Use Alternative
8. Comp Plan App F City of Bainbridge Island Adequate provisions checklist
9. Exh. A Comp Plan App G Eval of Racially Disparate Impacts
10. Ord No 2026-04 Exhibit B Draft Updated Winslow Subarea Plan
11. Ordinance No 2026-05 Updates to BIMC
12. Ord No 2026-05 Exhibit A Updates to BIMC 17
13. Ord No 2026-05 Exhibit B Updates to BIMC Title 18
14. Bainbridge Island_HAA Preliminary Report_final_260423

CITY OF
BAINBRIDGE ISLAND

Bainbridge Island 2044: Updating the Comprehensive Plan, Winslow Subarea Plan & Municipal Code

Planning Commission
Public Hearings on
Ordinance No. 2026-04
&
Ordinance No. 2026-05

May 14, 2026

CITY OF
BAINBRIDGE ISLAND

Timeline

- Ordinances and Draft Updates to Comprehensive Plan, Winslow Subarea Plan and Implementing Regulations reflect Planning Commission review and motions January-April 2026.
- At a special meeting on April 30th, the Planning Commission did not make further changes to draft plans or BIMC, and scheduled public hearings for both ordinances for May 14, 2026.
- The May 14, 2026, public hearings were advertised through official legal noticing, online advertising in the Bainbridge Review, the 5/1 City Highlight newsletter, sent to a variety of City listservs, and posted to City social media accounts.

CITY OF BAINBRIDGE ISLAND

Ordinance No. 2026-04: Updates to the Comprehensive Plan & Winslow Subarea Plan

Comprehensive Plan:

- Elements have been updated to reflect Planning Commission Recommendations January-March 2026 & referenced outside plans
- Future Land Use Map (FLUM) updated to reflect Planning Commission recommendations & Feb. 10 City Council direction re: Ferncliff area
- Guiding Principles have been updated per 4/23 Planning Commission motion.

Winslow Subarea Plan:

- Goals and policies have been updated to reflect Planning Commission recommendations Summer-Fall 2025
- Winslow Area FLUM updated to reflect Planning Commission boundary recommendations
- Draft updated WSP Chapters for existing conditions, update process, and outreach/engagement.

CITY OF BAINBRIDGE ISLAND

Ordinance No. 2026-05: Updates to the Bainbridge Island Municipal Code (BIMC)

Proposed Changes to BIMC

- Elimination of R-14 Zone: Areas Recommended to be added to Connection & Ferry Zones
- Changes to implement 2025 and 2026 Planning Commission direction
- Modifications to BIMC as recommended by the Planning Commission during April 9, 16 and 23 Meetings, primarily Use Regulations (18.09) & Development Standards (18.12)
- Terminology updates throughout BIMC (e.g. new Connection zone)

Updates due to State Law & Dept. of Commerce Housing Accountability Act (HAA) Report:

- Conversion of existing buildings to add residences (2.16.040, 18.09.030.B);
- “STEP” Housing (18.09.020, 18.36);
- Enable Co-living -new ”Micro-unit Multifamily” (13.16.040, 18.09, 18.15.020)
- Parking standards (18.15.020)
- Eliminate Pilot Program period for Affordable Housing on Religious Properties (18.21.050)

ORDINANCE NO. 2026-04

AN ORDINANCE of the City of Bainbridge Island, Washington, adopting the 2024 Comprehensive Plan Periodic Update, including the Winslow Subarea Plan update.

WHEREAS, the City of Bainbridge Island Comprehensive Plan was first adopted in 1994 with subsequent updates in 2004 and 2016; and

WHEREAS, the Washington State Growth Management Act (GMA) requires cities and counties to complete a periodic update of the Comprehensive Plan every ten years; and

WHEREAS, the City is required to take final legislative action to complete the periodic update process per WAC 365-196-610(1)(c); and

WHEREAS, since the City's last Comprehensive Plan periodic update in 2016, the GMA was amended in numerous ways to address housing, including enacting new housing and land capacity requirements for cities and counties; and

WHEREAS, the City is a voting member of the Puget Sound Regional Council (PSRC) and is required by RCW 36.70A.210 to adopt a Comprehensive Plan consistent with the Multi-County Planning Policies contained in the VISION 2050 regional growth plan adopted by PSRC; and

WHEREAS, the City is a voting member of the Kitsap Regional Coordinating Council (KRCC) and is required by RCW 36.70A.210 to adopt a Comprehensive Plan consistent with the Countywide Planning Policies which were approved by KRCC, adopted by Kitsap County, and ratified by the City of Bainbridge Island; and

WHEREAS, the City Council has identified affordable housing as a City priority and is committed to expanding the supply of housing on the Island that serves lower income households, particularly families with children, employees of Bainbridge Island businesses and public agencies, and seniors who might otherwise be displaced from the community; and

WHEREAS, in order to focus the majority of growth targets in the Winslow Subarea and not where low-density residential zoning exists and in order to accommodate the new affordable housing targets in the Winslow Subarea, additional housing capacity in the form of land use zoning changes would be necessary; and

WHEREAS, Countywide Planning Policy UGA-5 defines the process by which growth targets are allocated among the County and Cities which are then used as the growth targets for periodic updates; and

WHEREAS, the adopted City growth targets for the years 2020 to 2044 are as follows, with the affordable housing targets being a new GMA requirement for this periodic update and added to the Countywide Planning Policies as Appendix F in June 2023; and

ADOPTED GROWTH TARGETS

	2020 (actual)	Adopted Growth Target	2044 (anticipated)	Annual Growth (anticipated)
Population	24,825	**4,524**	29,349	0.8 %
Employment	9,176	**1,927**	11,103	0.9 %

Housing Needs by Income Level (% of AMI)		2020 (housing supply)	Adopted Housing Needs
High	>120%	6,578	**560**
Middle	>100-120%	2,073	**138**
Moderate	>80-100%	1,150	**140**
Low	>50-80%	788	**272**
Very Low	>30-50%	331	**324**
Extremely Low	0-30% Non-PSH	331	**377**
	0-30% PSH	0	**166**
Total		11,251	**1,977**
Temporary Emergency Housing		0	**83**

AMI = Kitsap County Area Median Income *PSH = Permanent Supportive Housing*

WHEREAS, in 2023 the City adopted a Housing Action Plan to address significant housing affordability problems and to identify ways that the City and other public and private partners can address housing affordability and diversify housing options; and

WHEREAS, in June 2022, the City initiated its work on updating the Comprehensive Plan and preparing a public participation plan focusing initial efforts on updates to the Winslow Subarea Plan; and

WHEREAS, in order to conduct a comprehensive environmental review of plan updates, the Planning Director made a State Environmental Policy Act (SEPA) determination of significance regarding the Winslow Subarea Plan update which began a formal scoping effort for drafting an Environmental Impact Statement (EIS) on the plan adoption; and

WHEREAS, the EIS scoping process was originally initiated for the Winslow Subarea Plan update which occurred from January 27,2023 to March 8, 2023 and a Public EIS scoping meeting was held on February 8, 2023; and

WHEREAS, on April 25, 2023, the City Council adopted Resolution 2023-03 establishing a Steering Committee made up of three City Council members and three members of the Planning Commission to provide oversight on the Winslow Subarea Plan update and on the Comprehensive Plan periodic update with the following purposes and roles:

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

WHEREAS, the City of Bainbridge Island subsequently determined it was best to combine the SEPA environmental review for the Comprehensive Plan periodic update with the Winslow Subarea Plan update, with an EIS scoping process from September 27, 2023 to October 29, 2023; and

WHEREAS, throughout spring and summer 2023, in accordance with an approved public participation plan, the City carried out numerous in-person and online public outreach events, documenting feedback from public and private groups and individuals on community priorities, community vision, and options for accommodating growth and broadly sharing community engagement results online and with email listservs established during outreach events; and

WHEREAS, after synthesizing public feedback on EIS Scoping and with consideration to the new housing mandates in the GMA, on July 26, 2024, a Draft Environmental Impact Statement (DEIS) was published and released for public review and comments for a seventy-six (76) day comment period; and

WHEREAS, the DEIS analyzed one baseline No Action alternative (Alternative 1) and two action alternatives namely, Alternative 2 (Dense Centers) and Alternative 3 (Distributed Density); and

WHEREAS, the DEIS Fact Sheet listed the proposed actions by the City to include adoption of the updated Winslow Subarea Plan and the adoption of the Comprehensive

Plan and determination of whether one of the development alternatives or a hybrid alternatives derived from the development alternatives or the No Action Alternative is the preferred alternative; and

WHEREAS, a total of 461 people attended six public open houses on the Draft EIS; and

WHEREAS, during the seventy-six-day comment period 567 comment submittals – totaling 1,310 pages and over 2,700 individually indexed comments; and

WHEREAS, on December 4, 2024, a DEIS Comment Summary and Response report on the Draft EIS was published; and

WHEREAS, on DATE, a Final EIS was issued consistent with applicable requirements; and

WHEREAS, on November 18, 2025, the Bainbridge City Council, in recognition of the periodic update being overdue, adopted Resolution 2025-18 outlining key milestones, clarifying roles for staff and the Planning Commission, and prioritizing only the amendments necessary to comply with the Growth Management Act for the Comprehensive Plan Update process; and

WHEREAS, throughout 2025 and 2026 the Planning Commission met over two dozen times to review and provide recommendations on updates to zoning maps and districts, how to meet housing affordability targets, and textual updates to the Winslow Subarea Plan and the Comprehensive Plan; and

WHEREAS, on January 13, 2026, the City of Bainbridge Island received notice from the Washington Department of Commerce that it has been selected for the Housing Accountability Act (HAA) Selected Review Process; and

WHEREAS, on February 17, 2026, representatives from the Washington Department of Commerce gave a presentation during a Bainbridge City Council meeting that reviewed the requirements of the HAA process and established a schedule; and

WHEREAS, on May 4, 2026, public notice was issued regarding the Planning Commission public hearing and associated comment period consistent with applicable requirements; and

WHEREAS, on XXX, 2026, notice was given to the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, on XXX, 2026, a public hearing was held before the Planning Commission; and

WHEREAS, in early 2025, the City accepted proposed amendments to the Comprehensive Plan and processed a proposed textual amendments to goals and policies regarding a Cultural and Civic Overlay in the downtown area of Winslow; and

WHEREAS, on March 12, 2026, the Planning Commission recommended amendments to the Comprehensive Plan and to the Winslow Subarea Plan that established goals and policies regarding a Civic and Cultural Connection Overlay; and

WHEREAS, RCW 36.70A.210 requires cities and counties to establish Countywide Planning Policies (CPPs) to act consistently regarding regional long-range planning issues and on DATE, the Planning Commission reviewed the requirements of Appendix C and D of the adopted Kitsap Countywide Planning Policies regarding the designation of a countywide growth center in a defined area of portions of the mixed-use zones in the Winslow Subarea; and

WHEREAS, the Planning Commission recommended to the City Council that the Winslow Town Center mixed use area should be designated a countywide growth center in accordance with Appendix C and D of the Kitsap Countywide Planning Policies; and

WHEREAS, Ordinance No. 2026-05 adopts the amendments to the Bainbridge Island Municipal Code to maintain consistency with and implement the updates to the Winslow Subarea Plan and the Comprehensive Plan and is being processed concurrently with this Ordinance; and

WHEREAS, on DATE, public notice was issued regarding the City Council public hearing and associated comment period consistent with applicable requirements; and

WHEREAS, on DATE, a public hearing was held before the City Council; and

WHEREAS, the adoption of the 2024 Comprehensive Plan periodic update and the updates to the Winslow Subarea Plan incorporate by reference other adopted plans including but not limited to the Climate Action Plan, Housing Needs Assessment & Housing Action Plan, Island-wide Mobility Plan, Groundwater Management Plan, and the Sea Level Rise Flood Vulnerability and Risk Assessment; and

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DO ORDAIN, AS FOLLOWS:

Section 1. Findings and Conclusions. In support of this ordinance, the City Council adopts the recitals set forth above, the recommendations of the Planning Commission, and the following findings:

A. The proposed Comprehensive Plan amendments are consistent with the GMA and other applicable state laws;

B. The proposed Comprehensive Plan amendments are consistent with applicable countywide planning policies;

C. The proposed Comprehensive Plan amendments are beneficial to the City as a whole, and to the health, safety, and welfare of its community members;

D. The proposed Comprehensive Plan amendments have been processed in material compliance with all applicable procedural requirements;

E. The City Council has considered, as has been guided by, the GMA Planning Goals enumerated at RCW 36.70A.020, as well as all other applicable provisions of the GMA;

F. The City Council has considered, and the proposed Comprehensive Plan amendments satisfy, the requirements set forth in chapter 2.16 BIMC, as applicable;

G. All relevant requirements of SEPA have been satisfied in relation to this ordinance; and

H. All of the proposed Comprehensive Plan amendments have been considered concurrently so that their cumulative effect has been appropriately ascertained.

Section 2. **Bainbridge Island Comprehensive Plan Repealed.** The 2016 Bainbridge Island Comprehensive Plan adopted by Ordinance No. 2017-01 is hereby repealed in its entirety.

Section 3. Bainbridge Island Comprehensive Plan Adopted. Based on the requirements of the Growth Management Act (chapter 36.70A RCW), the State Environmental Policy Act (chapter 43.21C RCW), the Kitsap County Countywide Planning Policies, the Puget Sound Regional Council Multicounty Planning Policies and the Bainbridge Island Municipal Code, the 2024 Comprehensive Plan and Winslow Subarea Plan is hereby amended as provided in Exhibits A and B, which is attached hereto and incorporated herein by reference.

Section 4. Final Legislative Action. This ordinance, along with companion Ordinance 2026-05 (Consistency Update to the Bainbridge Island Municipal Code), is the City's final legislative action as required by WAC 365-196-610(1)(c) for the City's 2024 Periodic Update required by RCW 36.70A.130.

Section 5. Transmittal to Department of Commerce. Pursuant to RCW 36.70A.106, a complete and accurate copy of this ordinance shall be transmitted to the Washington State Department of Commerce, as required by law.

Section 6. Corrections. The City Clerk, as codified to this ordinance, is authorized to make necessary corrections to this ordinance, including, but not limited to, the

corrections of scrivener and clerical errors, references, ordinance numbering, section/subsection numbers, and any references thereto.

Section 7. **Severability**. Should any section, paragraph, sentence, clause, or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

Section 8. **Effective Date**. This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this ____ day of _____, 2026.

APPROVED by the Mayor this ____ day of _____, 2026.

_____

Clarence Moriwaki, Mayor

ATTEST/AUTHENTICATE:

_____

Christine Brown, MMC, City Clerk

FILED WITH THE CITY CLERK:	_____, 2026
PASSED BY THE CITY COUNCIL:	_____, 2026
PUBLISHED:	_____, 2026
EFFECTIVE DATE:	_____, 2026
ORDINANCE NUMBER:	2026-04

ORDINANCE NO. 2026-04

EXHIBIT A

UPDATED COMPREHENSIVE PLAN

TABLE OF CONTENTS

NOTE PAGE NUMBERS UPDATED IN FINAL DRAFT

PLAN CHAPTERS **PAGES**

Introduction……..IN-1 to IN-18

Land Use Element……LU-1 to LU-33

Economic Element……EC-1 to EC-12

Environmental Element……EN-1 to EN-20

Water Resources Element……WR-1 to WR-15

Housing Element……..…HO-1 to HO-13

Transportation Element……TR-1 to TR-20

Capital Facilities Element……..……..CF-1 to CF-14

Utilities Element……..U-1 to U-10

Cultural Element……..CU-1 to CU-6

Human Services Element……..HS-1 to HS-6

Glossary……G-1 to G-17

APPENDICES

A ~~**Economic Profile**~~ **Future Land Use Map**

B **Housing Needs Assessment**

C ~~**Island-wide Transportation Plan**~~ **Winslow Subarea Plan**

D ~~**Winslow Master Plan**~~ **Lynwood Center Special Planning Area Report & Final Recommendations**

~~**E** **Lynwood Center Special Planning Area Report & Final Recommendations**~~

E Citywide and Winslow Land Capacity Analyses For Land Use Alternative

F Barriers to Housing Availability and Adequate Provisions Checklist

G. Evaluation of Racially Disparate Impacts, Displacement and Exclusion

Figures, Page Numbers & Referenced Docs to be Updated in Final Draft

LIST OF FIGURES

Introduction Chapter Figures

Fig. IN-1 Population age cohorts 2000 to 2019.....Page IN-4

Fig. IN-2 Population by age cohort in 2016.....Page IN-4

Fig. IN-3 Land Coverage Types.....Page IN-5

Fig. IN-4 Land Use Types.....Page IN-5

Fig. IN-5 Comprehensive Plan Structure.....Page IN-9

Fig. IN-6 Sustainable Community.....Page IN-14

Table IN-1 Population Capacity and Demand.....Page IN-18

Table IN-2 Employment Capacity and Demand.....Page IN-18

Land Use Element Figures

Fig. LU-1 Typical conservation area.....Page LU-2

Fig. LU-2 Typical designated center.....Page LU-2

Fig. LU-3 Island-wide Land Use Concept.....Page LU-3

Fig. LU-4 Listening Session .....Page LU-5

~~**Fig. LU-5** Future Land Use Map.....Page LU-7~~

Fig. LU-5 ~~6~~ State Route 305 Corridor.....Page LU-8

Fig. LU-6 ~~7~~ Low Impact Development methods.....Page LU-9

~~**Fig. LU-8** Winslow Way buildings and uses.....Page LU-11~~

~~**Fig. LU-9** Winslow Residential, Commercial and Civic Uses.....Page LU-12~~

~~**Fig. LU-10** Aerial of High School Road Area.....Page LU-14~~

~~**Fig. LU-11** High School Road Mid and Low Rise Buildings.....Page LU-14~~

Fig. LU-7 ~~12~~ Lynwood Center.....Page LU-16

Fig. LU-8 ~~13~~ Rolling Bay Center.....Page LU-16

Fig. LU-9 ~~14~~ Typical Views from the Road.....Page LU-21

Fig. LU-10 ~~15~~ Farmland.....Page LU-23

Fig. LU-11 ~~16~~ Fort Ward.....Page LU-27

Water Resources Element Figures

Fig. WR-1. The Hydrologic Cycle.....Page WR-1

Fig. WR-2. Water Usage by Type.....Page WR-5

Housing Element Figures and Tables

Fig. HO-1 Bainbridge Population Distribution by Age Category, 2000-2020.....Page HO-3

Table HO-1 Appendix F Kitsap Countywide Planning Policies (excerpt).....Page HO-6

Fig. HO-2 City Housing Supply by Building Type.....Page HO-6

Table HO-2 Housing Unit Capacity.....Page HO-X

Table HO-3 List of Federal, State, and Local Housing Funding Programs.....Page HO-X

Fig. HO-3 ~~1~~ Single family home.....Page HO-5

Fig. HO-4 ~~2~~ Cottage housing.....Page HO-5

Fig. HO-5 ~~3~~ Accessory dwelling unit.....Page HO-5

Fig. HO-6 ~~4~~ Duplex.....Page HO-5

Fig. HO-7 ~~5~~ Row houses. .....Page HO-5

Fig. HO-8 ~~6~~ Zero lot line.....Page HO-5

Fig. HO-9 ~~7~~ Garden apartment.....Page HO-5

Fig. HO-10 ~~8~~ Mixed use, mid-rise.....Page HO-5

Fig. HO-11 ~~9~~ Micro units.....Page HO-5

Fig. HO-12 ~~10~~ Live-aboard Unit.....Page HO-6

Capital Facilities Element Tables

Table CF-1 City Land and Office Facility Inventory.....Page CF-8

Table CF-2 City Public Works Facilities Inventory.....Page CF-8

Table CF-3 City Undeveloped/Open Space Land Inventory.....Page CF-9

Table CF-4 Group A & B Water Systems.....Page CF-10

Table CF-5 Water Systems with over 100 Connections.....Page CF-10

NOTE: All referenced documents below are hyperlinked.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

City General Sewer Plan

City Water System Plan

Island-wide ~~Transportation~~ Mobility Plan

City Groundwater Management Plan

City Stormwater Management Program Plan

SPECIAL PURPOSE DISTRICT FUNCTIONAL PLANS ADOPTED BY REFERENCE

Bainbridge Island Municipal Parks & Recreation District ~~2014~~ 2026 Comprehensive Plan

Bainbridge Island School District ~~2014-2020 Capital Facilities Plan~~ 2024 Long-Range Strategic Facilities Plan and Sustainability Framework

Bainbridge Island Fire Department ~~2013-2022~~ 2026-2028 Strategic Plan

Kitsap Public Utility District 2011 Water System Plan

~~Kitsap County Sewer District #7~~

Washington State Ferries 2040 Long Range Plan

Kitsap Regional Library ~~Vision 2020~~ 2024-2029 Strategic Direction ~~Plan~~

COMPREHENSIVE PLAN INTRODUCTION

TABLE OF CONTENTS

NOTE: WILL UPDATE PAGES NUMBERS WITH LATER DRAFT

BAINBRIDGE ISLAND HISTORY……..1

BAINBRIDGE ISLAND TODAY……3

HISTORY OF PLANNING ON BAINBRIDGE ISLAND ……..6

THE FUTURE – NAVIGATING BAINBRIDGE……...8

VISION – BAINBRIDGE 2044 ~~2036~~……...9

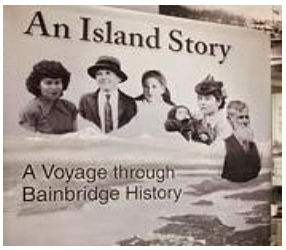
GUIDING PRINCIPLES……...11

WHAT A COMPREHENSIVE PLAN IS AND IS NOT……16

BAINBRIDGE ISLAND Past, Present and Future

BAINBRIDGE ISLAND HISTORY





This historical overview provides a foundational perspective to aid community planning in better understanding and preserving the rich and multifaceted history of Bainbridge Island.

Land

Bainbridge Island is split into two geologic areas, with the southern third composed of sedimentary bedrock approximately thirteen to thirty million years ago. Lying on a seismic fault line, its most prominent feature is the steep gradient at Bill Point, a backdrop for Rockaway Beach. This fault runs from Eagle Harbor to Seattle. Together with other active faults, a 9.0 plus earthquake involving the North American and Juan de Fuca Plates is a valid disaster potential for Bainbridge Island. Fortunately, only three earthquakes over 6.0 have occurred since World War II: in 1949, 1965, and 2001.

Successive glacial periods left behind deep bodies of water and numerous islands from Puget Sound to Alaska. Resulting deep water sheltered harbors and acidic topsoil influenced human settlement. The primary concern for the Island's southern third is limited water supply caused by impenetrable bedrock. The northern two-thirds, with Eagle Harbor as the dividing line, is composed primarily of sand, clay, and gravel deposits. While still commercially extracted, their primary benefit is an easily accessible ground water source.

People

Suquamish Ancestors first inhabited Bainbridge Island and the Kitsap Peninsula around 13,000 years ago and continue to live in the area to the present day. The Suquamish People occupied winter villages and seasonal camps throughout the island as they fished, hunted, collected shellfish, and gathered plants and other vegetation resources. Several areas on the island have religious significance to Tribal members and some areas near the marine shoreline were burial sites. Many significant cultural resources have been documented along the contemporary marine shoreline of Bainbridge Island. Inland portions of the island have not been investigated as intensively as shoreline landforms but likely have evidence of past Suquamish land use.

The "discovery" of the Island came in 1792 with the arrival of George Vancouver. The United States showed little interest in the region until the Louisiana Purchase and the Lewis and Clark expedition. In 1841 Captain Charles Wilkes entered Puget Sound to map the area. He designated Bainbridge Island as an island rather than a peninsula and named it for the War

of 1812 commander, Commodore William Bainbridge. He also named Eagle Harbor, Bill Point, Wing Point, Port Blakely, Port Madison and Point Monroe.

Non-native settlement of the Island began in 1853 when George Anson Meigs ventured into Puget Sound to establish a lumber mill to serve the San Francisco market. He purchased an existing mill near present day Kingston and relocated it to Port Madison. The treaty of Point Elliot ceded any Suquamish claims to Bainbridge Island and Meigs laid claim to the northern third of the Island through the US Patent Office. The Meigs Lumber and Shipbuilding Company was born and soon the mill town of Port Madison had all the accoutrements of a late 19th-century mill town.

Peaking in the 1870s, Port Madison declined slowly until ceasing operations in 1890. Concurrent to its demise, the Port Blakely Mill, owned by Captain William Renton, was ascending after relocating from Port Orchard in 1865. It reached its peak in 1890 as the largest lumber mill in the world. Also at this time, the Hall brothers relocated their ship building business from Port Ludlow to Port Blakely to become one of the best-known names in the business.

Port Blakely's success laid the foundation for additional industries and eventual reshaping of the Island's human geography. The mill and shipyard attracted immigrants from around the globe notably from Scandinavia and Japan. The Hall brothers expanded their operation with a move to Eagle Harbor in 1903. The Pacific Creosote Company was located across the harbor near Bill Point. Port Blakely Mill closed in 1922 resulting in a refocus of commercial activity to the Eagle Harbor area.

Commercial *agriculture* centered on strawberry *farms* developed by Japanese immigrants who originally came to work at Port Blakely. The acidic soil proved ideal for the seasonal cultivation of strawberries. Japanese families used their American born children as title holders, since immigrants were not allowed to become citizens or own property. Large tracts of wasted timberland were purchased, cleared of stumps and debris, and successfully farmed for generations. A grower's association was formed to aid marketing.

World War II abruptly altered Bainbridge Island's economy. Executive Order 9066 ordered West Coast Japanese relocated to internment camps for the war's duration. This resulted in a severe disruption of strawberry farming from which it never fully recovered. Following exclusion of the Japanese-American community, many Filipinos managed the strawberry *farms* and businesses.

Modern Development

Scheduled auto ferry service from the Island to Seattle commenced in 1937 and solidified Winslow's identity as the Island's urban center. Both the middle school and high school were located there. Prior to this, passenger only ferries, locally known as the, "mosquito fleet," had made scheduled stops at a number of small coastal communities around the Island. A significant development in the initial postwar years was the completion of the Agate Pass Bridge and State Highway 305 in 1950, directly linking the Island to the Kitsap Peninsula.

Postwar Bainbridge Island transitioned from rural to suburban with the advent of a convenient commute to Seattle and the peninsula. Regional economic changes caused increasing numbers of people to relocate here, especially during the 1960's and 70's. Farming and local industries remained important, but were no longer the economic mainstay

they were historically. A proposed major shopping center and housing development in the late 1980's precipitated a move by a group of Islanders to seek local control by becoming an incorporated city.

Despite i~~I~~ncorporation ~~however~~, Bainbridge Island remains a desired place to live ~~has done little to slow growth~~, especially with increasing regional population pressure stemming from Puget Sound's burgeoning technology industry. According to the US Census Bureau American Community Survey (ACS), the 2022 median family income on Bainbridge Island ~~(2009-2013)~~ was $151,290 ~~95,481~~ compared to Kitsap County and ~~the whole of~~ Washington State at $93,675 and $90,325 ~~59,478~~, respectively. In 2022, t~~T~~he ~~average home value~~ median sales price of a single-family home on the Island ~~(2009-2013)~~ was $1.5 million ~~551,700 compared to the state average of $262,100~~. Comparatively, Kitsap County's median home sale value in June 2022 was $600,000, about 39 percent the size of Bainbridge Island's median value.

The 2008 recession temporarily postponed a restructuring of Winslow's downtown core. The subsequent economic upturn has since seen its completion, but also fostered controversial projects such as the shopping complex at State Highway 305 and High School Road.

History is a continuum and the preservation of historic buildings and resources by a community is an ongoing autobiographical undertaking. The results of historic preservation choices become a legacy for future generations to appreciate, learn from and live by.

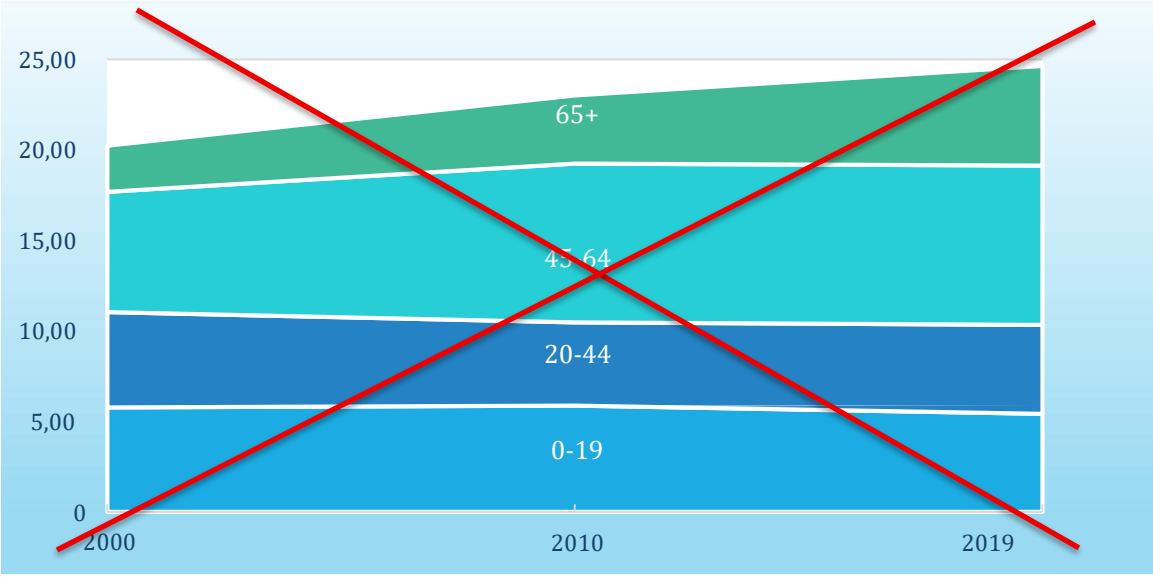
BAINBRIDGE ISLAND TODAY

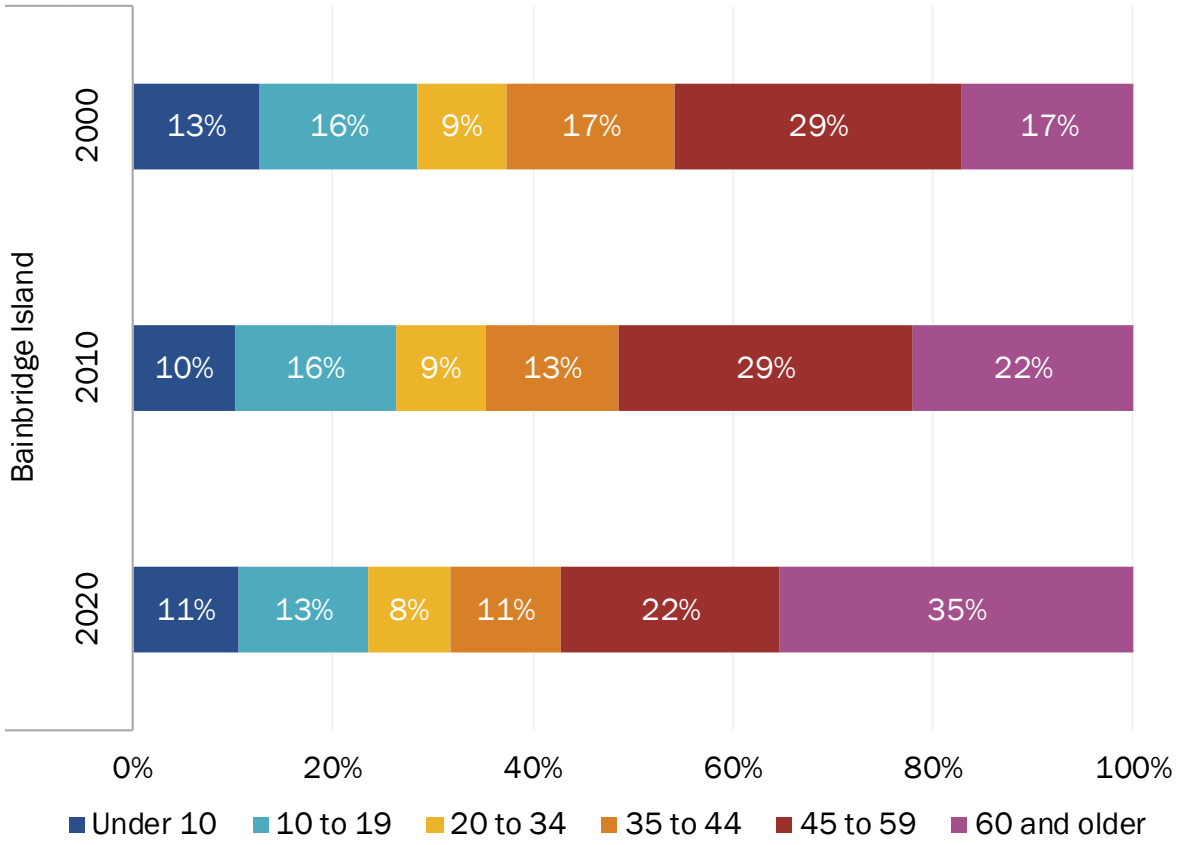
People

The population of the Island in ~~2015~~ 2022 was ~~23,850~~ 25,060, which was a modest increase from the ~~2010~~ 2020 population of ~~23,025~~ 24,825. Demographically Bainbridge Island is predominantly white (~~91~~ 85%) ~~while the Hispanic, Asian and mixed race portions of the population are roughly 3% each.~~ ~~7.4% of the Island's population is foreign-born.~~ Black or American Indian/Alaskan Native persons each make up 0.2%, while persons identifying as Asian or Hispanic each make up over 3% of the Bainbridge Island population. The number of people identifying as two or more races increased between 2010-2022, from 4.7% to 6.4% of the Bainbridge Island population.

Islanders are relatively well-educated with ~~66.6~~ 74 % of the adult population (25+ years of age) having a bachelor's degree or higher, and 34% having a graduate or professional degree. In 2020, w~~W~~ith the majority of the population above 45 years of age, the composition of the Bainbridge Island population (57%) is markedly different than that of both Kitsap County (44%) and Washington State (41%). The median age of Bainbridge Islanders in ~~2016~~ 2020 is ~~49~~ 50 years old, which is ~~nearly~~ more than10 years older than that of Kitsap County (39 years old) ~~and 12 years older than that of Washington State~~.

Fig. IN-1 Population Age Cohorts 2000 to ~~2019~~ 2020



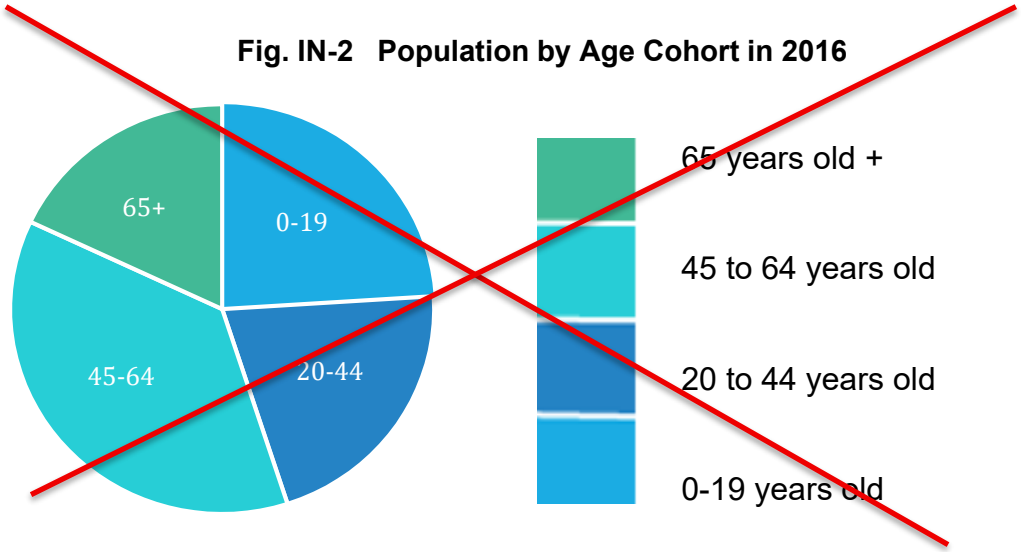


Source: 2000-~~2010~~ 2020 U.S. Census and Experian Census Area Projections & American Community (ACS) 5-year data.

Bainbridge Island's population is relatively affluent. The trend line from the years 2000 2010 through ~~20159~~ 2020 indicates ~~relative~~ a 13% increase~~s~~ in yearly household incomes above ~~$100,000~~ $150,000 and corresponding decreases in the percentage of households earning

below $100,000, from 53% in 2010 to 40% in 2020. The 20% of households earning between $100,000-$149,999 is estimated to have remained the same between 2010-2020. Source: U.S. Census, Community (ACS) 5-year data 2006-10 and 2016-20 estimates. More detailed data about population demographics, including household incomes and housing affordability, are presented in the Bainbridge Island Housing Needs Assessment ~~and the Bainbridge Island Economic Profile, which are Plan~~ Appendix~~ces~~ B ~~C and A, respectively.~~

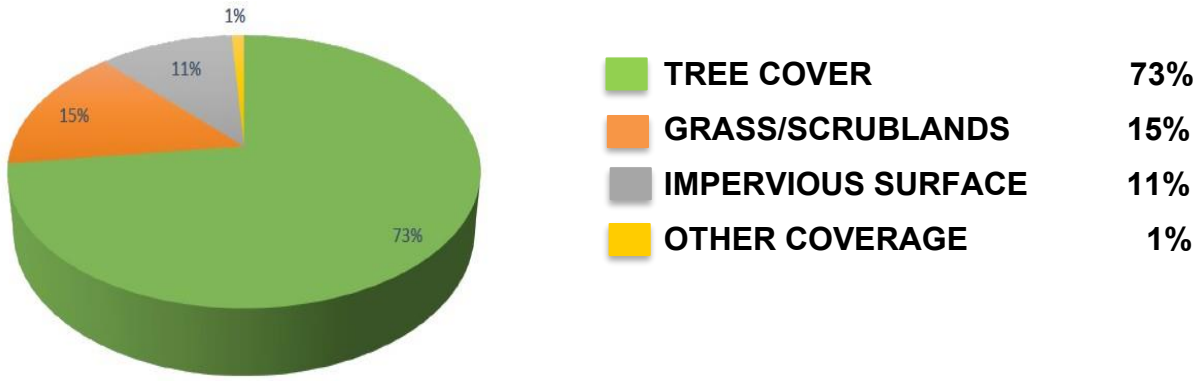
Fig. IN-2 Population by Age Cohort in 2016



Island-wide Land Profiles

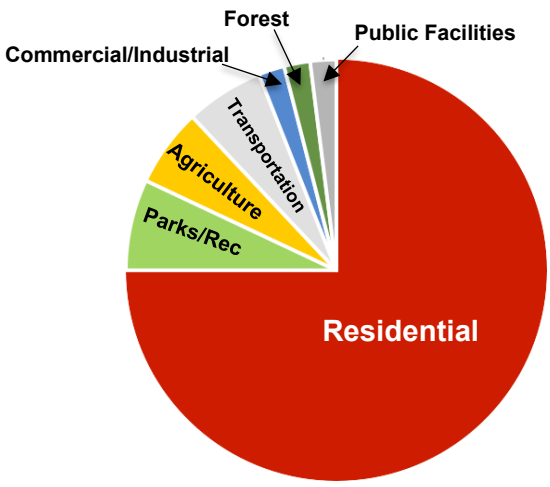
Almost 88% of the twenty-six square miles of the Island's land coverage is either tree cover or grass/scrublands. The developed portions of the Island constitute impervious surface totaling about 11% of its land area.

Fig. IN-3 Land Coverage Types



The predominant land use on Bainbridge Island is residential (73~~5~~%), with forest, *agriculture*, parks~~/recreational~~ lands totalling another 16~~5~~%. The remaining 11~~0~~% of the Island is transportation (6%), Mixed Use/Commercial/Industrial (3~~2~~%) and Public Facilities (2%). See Fig. IN-4.

Fig. IN-4 Land Use Types



RESIDENTIAL	**73~~5~~%**
PARKS~~/RECREATION~~	**8~~7~~%**
AGRICULTURE	**6%**
TRANSPORTATION	**6%**
MIXED USE/COMMERCIAL/INDUSTRIAL	**3~~2~~%**
PUBLIC FACILITIES	**2%**
FORESTRY	**2%**

The protection and support of existing *farms* and the preservation of prime agricultural lands and *farms* of local significance are important *goals* of the residents of Bainbridge Island. Agricultural lands provide *open space*, habitat, *groundwater* recharge, local food production with fewer transportation impacts and cultural value. Their protection can augment *sustainability goals*.

Farming on the Island provides economic, social, aesthetic and nutritional benefit to the community. Equally important, protection of agricultural lands will enhance the cultural and economic diversity and help retain the Island's rural character. *Open space* dedicated to *agriculture* also conserves environmental resources.

Farm operations on the Island are unique. Small *farms* ranging in size from 1 acre to 40+ acres, are mostly dispersed throughout the Island with some clustering in a few locations. The specialty, high-intensity, small *farms* will continue to be an important adjunct to farming in the future.

The City currently owns sixty acres of public farmland that has been managed under contract by a non-profit organization. That organization also works with private landowners, seeking ways to increase the amount of land used for food production, and to conserve the land for agricultural uses over the long term. To preserve public farmland, the City *should* consider designating its public farmland properties as Agricultural Resource Land (ARL) consistent with WAC 365-190-050. Other non-profits are also involved in promoting *agriculture* on Bainbridge.

Agriculture is a vulnerable enterprise in any rapidly growing area. As land values continue to rise the economic viability of *farms* on Bainbridge Island depends on the farmers' industry and ingenuity and on public policies that provide incentives and tax relief.

HISTORY OF COMPREHENSIVE PLANNING ON BAINBRIDGE

The ~~2016~~ 2024 Update is the ~~second~~ third major revision to the *Comprehensive Plan*. The first Plan was officially adopted in 1994. Work on the first Plan began in 1990 when then Mayor Sam Granato appointed members to the *Comprehensive Plan* Advisory Committee (CPAC). This was soon after residents in the unincorporated area of Bainbridge (population of 12,000; area of 17,700 acres) voted to annex into the City of Winslow (population of 3,000; area of 2,800 acres) and form the City of Bainbridge Island.

The timing for forming CPAC in 1990 was fortuitous, as the State of Washington that same year passed the *Growth Management Act*. The very first section of the GMA reads:

> The legislature finds that the uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest that citizen, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.
>
> RCW 36.70A.010

With the two parts of Bainbridge Island joined by annexation, CPAC was charged with creating a plan for the entire island. Twenty staff members of CPAC and 130 citizens from around the Island made a fresh start at planning for the Island as a whole. A 17-member citizen participation committee was charged with obtaining broad community participation and carried out a telephone survey and 16 focus groups.

The 1994 version of the *comprehensive plan* covered five elements (Land Use, Housing, Water Resources, Transportation and Capital Facilities). Two more elements were later added: the Cultural element in 1998 and the Economic element in 1999. Around 50 architects, engineers and other citizens contributed to a Winslow Design Workshop as part of the 1994 planning. This eventually led to the adoption of the Winslow Master Plan approved in May 1998. A sub-area ~~*master*~~ *plan* was adopted for Lynwood Center in 1997. A number of amendments to the *Growth Management Act* and the Bainbridge Island *Comprehensive Plan* have been adopted in the intervening years between 1994 and the present.

A state-mandated update of the *Comprehensive Plan* began in 2000 and was completed in 2004. A steering committee was appointed consisting of three city council members and three planning commissioners, who were supported by City staff. The update consisted of three phases. Phase One produced a "Staff Review 2000", which contained a review of actions to implement the plan and recommendations for revising some of the goals and policies. In addition, the "Community Values Survey Report" was published in July 2000. This survey showed that community values and visions had not changed significantly since 1994. The most significant changes made in 2004 were the creation of the Environmental Element (based on portions of the Land Use Element) and a Human Services Element.

'Winslow Tomorrow' was an ambitious planning process begun in 2004 that led to revision of the Winslow *Master Plan* in 2006 and the ongoing modernization of Winslow's infrastructure. Another significant milestone in the City's planning history was the issuance

in 2007 of the Final Report of the Mayor's 2025 Growth Advisory Committee. That document laid the groundwork for portions of the 2016 *Comprehensive Plan* update, including the concept of designating several centers for future growth on the Island.

The City began its work on the 2016 update the *Comprehensive Plan* in 2014. At the time, the existing land use population and employment capacity was sufficient to meet the 2024-2036 population and employment targets, therefore it was not necessary to intensify or change any land use or zoning at that time. Through this update, the City confirmed its growth strategy to focus or incentivize growth in *designated centers* and promoting stewardship in the *conservation area.* The *Plan* Vision statement was updated and Guiding Principles added. The updated *Plan* was approved by the City Council in February 2017.

This brings us to the development of the 2016 2024 *Comprehensive Plan*.

~~THE FUTURE: NAVIGATING~~ BAINBRIDGE ISLAND 2044



From 2023 ~~2014~~ through 2026 ~~2016~~, the City of Bainbridge Island undertook the update of the *Comprehensive Plan* (the Plan). This project, led by the integrated project to update the Winslow Subarea Plan, ~~titled "Navigate Bainbridge,"~~ involved an extensive public outreach program that engaged hundreds of citizens in dozens of public meetings, workshops, open houses and public hearings culminating in the adoption of the Plan by the City Council.

The ~~2016~~ 2024 update of the Plan was prepared pursuant to the authority and requirements of the *Growth Management Act* (*GMA*) which is codified in the Revised Code of Washington (RCW) as Chapter 36.70A. The *GMA* has been amended to require~~s~~ that the Plan be reviewed and updated at least every ~~eight~~ ten years, instead of eight years, which means the periodic update cycle for Bainbridge Island is ~~2016,~~ 2024, 2034~~2~~ and so on.

Since the 2016 update, the *GMA* has been amended by Washington State House Bill 1220 to require that in addition to planning for population employment growth, local governments must 'plan for and accommodate' housing affordable to all income levels. As such, the Department of Commerce was directed to project future housing needs for each county in the state, and to allocate projections according to income bracket (i.e. extremely low income, very low income, etc.). In 2023, the City of Bainbridge Island collaborated with Kitsap County and the other cities in Kitsap County, through the Kitsap Regional Coordinating Council (KRCC), to review the housing allocation methodology and ultimately establish housing allocations by income bands, to be utilized through each jurisdictions Comprehensive Plan Update process. On June 6, 2023, the KRCC Executive Board unanimously voted to add the recommended housing allocations to the Countywide Planning Policies as Appendix F.

The specific requirement to plan for lower income housing units meant that unlike the 2016 periodic update, the City would have to intensify zoning and land use in some areas and adopt additional affordable housing tools to demonstrate compliance. It has long been recognized that the Winslow area, well served by transit and utilities, is the best place to accommodate affordable housing, and the bulk of the discussion has taken place through the concurrent update to the Winslow Subarea Plan. Although these discussions have been heated at times, the changes made with this 2024 Plan update are generally already supported by Plan *goals* and *policies* adopted in the 2016 Plan update, or earlier.

Among its many provisions, the *GMA* requires that the Plan must have sufficient land capacity and urban services adequate to accommodate at least the next twenty years of growth. This Plan provides for sufficient land and urban services to accommodate the City's growth allocation through the year 2044 ~~2036~~, however it also uses a longer time horizon where appropriate. For example, policies in this Plan recognize that the life cycle of a sustainably built environment is multi-decade while planning for natural systems and addressing climate change requires a multi-generational perspective.

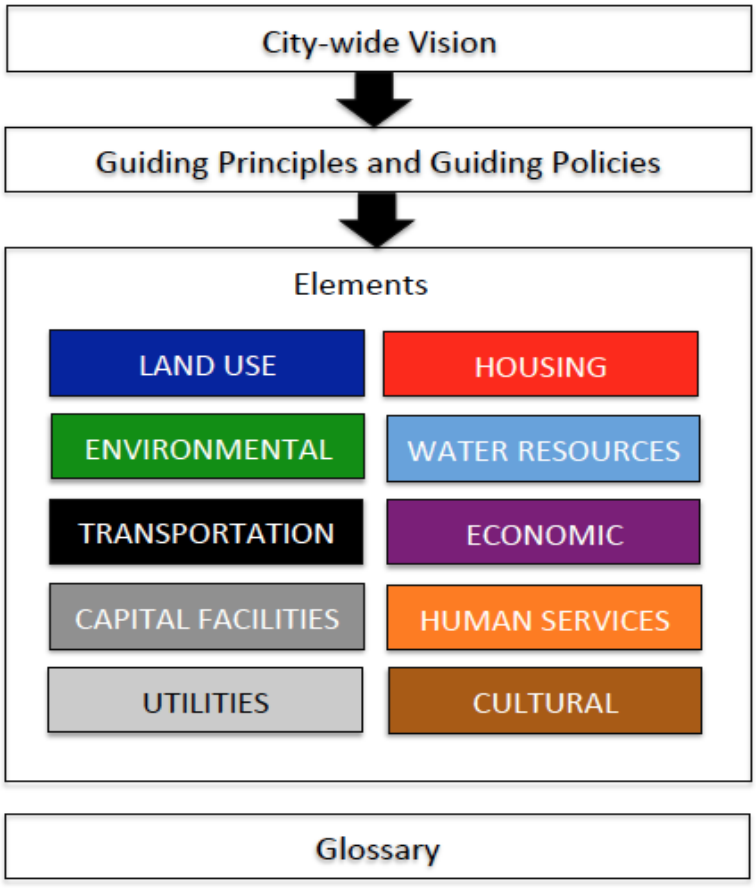
The *GMA* also requires that the Plan provide for sufficient *capital facilities* (e.g., roads, sewer and water, parks, public buildings) to accommodate the City's twenty-year allocations of population and employment growth. This Plan does so. While the *GMA* does not require a *comprehensive plan* to provide *policy* direction to a jurisdiction's operating budget,

the *Guiding Principles* of the Bainbridge Island Plan explicitly state this Plan provides direction to both the capital and operating budgets.

The Plan is organized as follows: it begins with a City-wide *Vision* that describes the preferred future for Bainbridge Island in the year ~~2036~~ 2044. That is followed by eight *Guiding Principles* and associated Guiding Policies that provide substantive direction to the ten Elements (i.e., chapters) of the Plan. They also provide direction to the City's *functional plans* such as its parks, stormwater and utilities plans.

In addition, the Plan's *Vision*, *Guiding Principles* and Policies, and Elements communicate the City's priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire Department, Park and School Districts, and the Washington State Department of Transportation, all of which prepare functional and operating plans to provide their respective services and facilities to Island residents. The relationship between the components of the *Comprehensive Plan* is illustrated in Figure IN-5.

Fig. IN-5 Comprehensive Plan



The *GMA* requires that a *comprehensive plan* include ~~five~~ six "mandatory" elements: Land Use, Economic, Housing, Transportation, Capital Facilities, and Utilities. The *GMA* gives specific direction about what information and local policy decisions must be contained in each of these mandatory elements. This Plan includes all the mandatory elements and sets forth the City's preferred policies in each.

Cities are authorized to adopt additional "optional" elements. This Plan includes ~~five~~ four optional elements: Environmental, Water Resources, ~~Economic~~, Human Services and Cultural.

The ten Elements in this Plan each contain three distinct components: a *Vision* Statement, Goals and Policies, and a list of prioritized Implementing Actions. Terms that are defined in this

BAINBRIDGE ISLAND VISION 2044 ~~2036~~

Bainbridge Island's people reflect a range of ages, ethnicities, household sizes, livelihoods and personal aspirations ~~– we are 28,660 individuals~~ who share a strong sense of community and a commitment to environmental stewardship. We respect this legacy of the generations that came before, beginning with the Island's indigenous people, followed more recently by European and Asian immigrants who built timber, maritime and agricultural economies.

Bainbridge Island is home to a diverse mix of people including farmers, artists, students, business professionals, service employees and retirees. We are an optimistic, forward-looking and welcoming people - open to new ideas, industrious business people, new and traditional cultures, and people of all ages and backgrounds. There is no word for exclusion in Lushootseed, the language of the first peoples of Puget Sound.

Our success at balancing the inter-dependent goals of environmental stewardship, economic development and the needs of our people is evident in the many ways we have accommodated growth, addressed the impacts of *climate change* and conserved our environment.

Bainbridge Island's water resources are climate resilient and are able to sustain all forms of life on the Island. *Aquifers* are continuously monitored and managed to maintain our supply of fresh water at a level that meets the high standards for drinking. Education on water conservation has resulted in a significant reduction in the average water consumption per household and *low impact development* techniques applied to all land uses and redevelopment helps to recharge the Island's *aquifers*.

Winslow, Lynwood Center and the Island's other *neighborhood centers* have gracefully evolved into compact, mixed-use, human-scaled and walkable places. They are the thriving centers of civic life, cultural amenities, goods, services and a wide range of housing and employment opportunities. These centers are pedestrian districts, linked to each other and the region by a network of walkways, bicycle trails and *transit* that promote healthy lifestyles and reduce the Island's *greenhouse gas emissions.*

Bainbridge Island's other taxing districts, Bainbridge Island Metropolitan Park & Recreation District, Bainbridge Island School District, Bainbridge Island Fire District and Kitsap Regional Library through Bainbridge Public Library all play significant roles in making this a healthy community.

Affordable housing is available for much of the local service sector workforce. Improvements in communication infrastructure have enabled more successful local enterprises, including home-based business.

The Island is a national destination for visitors to experience artistic excellence and learn about *sustainability* and resilient community development. Local employment opportunities are diverse including small manufacturing, artisanal crafts, high tech, e-commerce, arts and food. Small retailers are thriving by serving the needs of local residents as well as visitors.

A robust non-profit sector strengthens *social capital* while providing services and employment opportunities.

Outside of the *designated centers* the predominant land use pattern is lower density with lower building heights which minimizes the footprint of the built environment and maximizes the protection of tree canopy, *aquifers*, surface waters and *fish and wildlife habitat*. The Island's broad conservation landscape of canopied woodlots, parks and saltwater shorelines is dotted with working *farms*, historic structures and a housing stock that has become more compact, energy-efficient and well-integrated into the landscape.

Agriculture is a thriving part of the Island's economy. All City-owned agricultural land is under cultivation and produces seasonal foods for local consumption. The number of *farms* on private acreage has increased and is supplementing the local food supply. Capital facilities planning has kept up with changes in the natural and built environments, meeting the needs of a population that expects a high *level of service*. All residents have reliable electric power, telecommunication services to meet their needs, potable water, solid waste and recycling services, and storm water facilities that prevent flooding and erosion while eliminating pollutants before the water enters Puget Sound.

The good will, imagination and pragmatism of our citizens foster an environment in which we engage with, listen to, and learn from one another. Bainbridge Island functions as a caring community that provides human services where needed to maintain the well-being of all its members, where every person feels connected to the community and where each individual has opportunities.

Community cultural planning sets direction for integrating the arts, humanities and history with urban design, economic development, education and other initiatives that nurture the quality of life on Bainbridge Island.

Artistic creativity and humanistic inquiry advance other community goals such as economic vitality, quality education, and community planning and design. Investments in the arts and humanities are investments in the growth of the community, enriching the lives of its residents and making Bainbridge Island a better place to live.

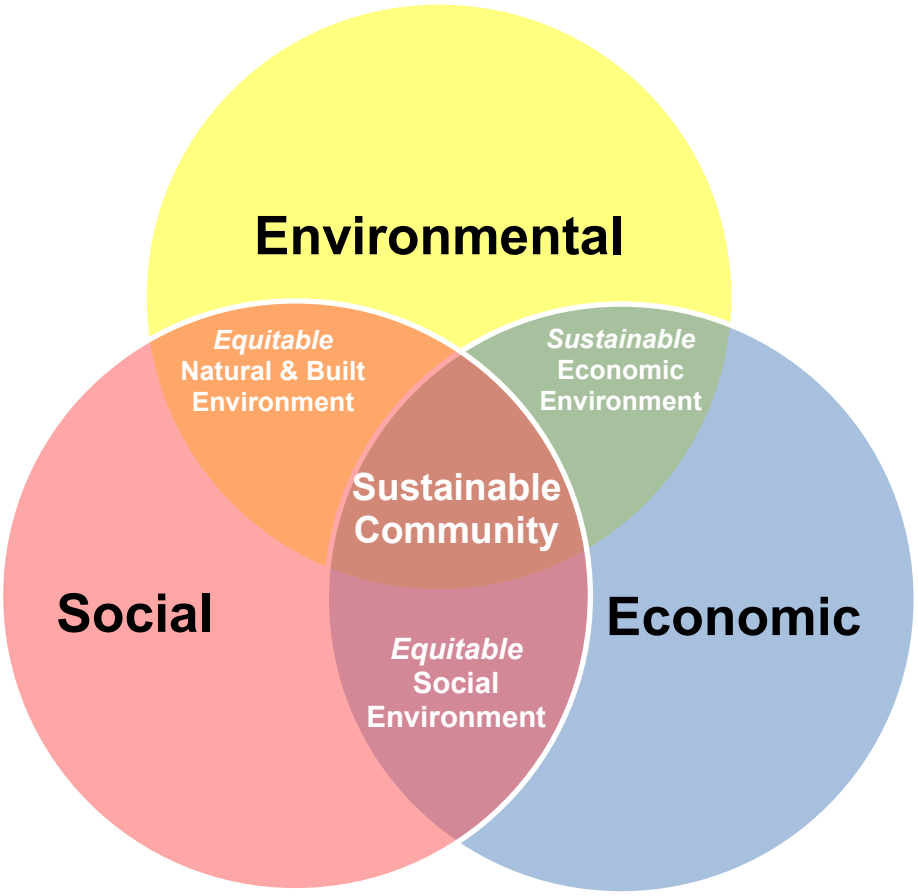
GUIDING PRINCIPLES

While the *Vision* describes a preferred future outcome for Bainbridge Island, the *Guiding Principles* and associated Guiding Policies provide the *policy* direction needed to navigate toward that desired future.

Guiding Principle #1

Uphold and balance the three pillars of a sustainable community – environment, economy, and social equity – in our decision-making.

Fig. IN-6 *Sustainable Community*



Guiding Principle #2 ~~1~~

Preserve the ~~special~~ distinctive character of the Island, ~~which includes~~ including the pedestrian-friendly, small-town scale of downtown Winslow~~'s small town atmosphere and function~~, the Island's historic buildings, ~~extensive forested areas~~ forests, meadows, *farms*, marine connections ~~views and access~~, and scenic ~~and winding~~ roads ~~supporting all forms of transportation~~.

Guiding Policy ~~1~~2.1
Develop an island-wide conservation strategy to identify priority conservation, nature and scenic areas ~~and apply effective methods to preserve the natural and scenic qualities~~ that make the Island a special place, including ~~better~~ protection ~~for~~ of the shoreline, trees, soils, native plants, and dark skies ~~*farms*~~.

Guiding Policy ~~1~~2.2
Accommodate new growth necessary to meet the Island's identified needs for housing, goods, services and jobs in *designated centers* ~~that meet the Island's identified needs for housing, goods, services and jobs~~ while ~~respecting conservation~~ conserving resources and protecting the natural ~~and~~ environmen~~tal protection priorities~~.

Guiding Policy ~~1~~2.3
Recognize that the Island's development patterns shape its character and use the development review process to ensure new development embraces the character of the Island. ~~The built environment represents an important element of the Island's special character. Improve the quality of new development through a review process that implements the community *vision* and supports long-term goals for the preservation of the Island's special character.~~

Guiding Principle #3

Make Bainbridge Island accessible and welcoming to all people, regardless of economic, racial, physical, or social attributes, and honor our island's rich, complex, and multicultural history, including its status as the ancestral land of the Suquamish Tribe.

Guiding Policy 3.1
Invite racial and economic diversity by addressing the lasting results of laws, policies and culture that excluded certain groups from life and prosperity on Bainbridge Island, such as the Treaty of Point Elliot, racial housing covenants, the incarceration of Japanese Americans during WWII, discrimination faced by the Indipino community, and the impacts of the increasingly high cost of housing.

Guiding Policy 3.2
Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote plans, projects and proposals to create affordable housing.

Guiding Policy 3.3
Make budget and policy decisions that adequately consider the safety and well-being of all who live on, work on, or visit Bainbridge Island.

Guiding Policy 3.4
Uplift historically silenced stories with vital present-day lessons, like our treasured Japanese Exclusion Memorial's reminder: "Nidoto Nai Yoni" —"Let it Not Happen Again."

Guiding Policy 3.5
Support, protect and enhance the value of the arts and humanities as essential to education, quality of life, economic vitality, the broadening of mind and spirit, and as treasure in trust for our descendants.

Guiding Principle # 4

Ensure land use decisions recognize that the Island's environmental resources are finite and must be maintained at a sustainable level.

Guiding Policy 4.1
Manage development to remain within the Island's carrying capacity.

Guiding Policy 4.2
Encourage green building and conservation practices that support the sustainable use of the Island's limited resources.

Guiding Policy 4.3
Preserve and enhance the Island's natural systems and beauty by protecting and enhancing wildlife, fish resources and natural ecosystems on Bainbridge Island.

Guiding Policy 4.4
Recognize and protect the usual and accustomed fishing areas of neighboring tribes.

Guiding Principle # 5 ~~2~~

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

Guiding Policy 5 ~~2~~.1
~~Manage the water resources of Bainbridge Island for the present and the future, recognizing~~ Recognize that ~~the Island's finite~~ *groundwater* ~~resources [*aquifers*]~~ are the Island's sole source of ~~our residents'~~ water ~~supply~~ and are essential for sustaining ~~are critical perennial sources for our~~ surface waters and the ecosystems they support. Apply the precautionary principle where proposed actions pose uncertain risks to these resources.

Guiding Policy 5 ~~2~~.2
~~As part of long-range land use planning,~~ C~~c~~onsider the impacts of future development to the quality and quantity of water that will be available to future Islanders and to the natural environment. Maintain sustainable *groundwater* withdrawal, protect aquifer recharge areas, guard against seawater intrusion and prevent adverse impacts to water quality from surface pollution.

~~**Guiding Policy 2.3**~~
~~Preserve and protect the ecological functions and values of the Island's *aquatic resources*.~~

Guiding Policy 5.3 ~~2.4~~
Anticipate and prepare for the consequences of *climate change* ~~on our *aquatic resources.* These changes~~ includinge sea level rise and~~,~~ altered precipitation patterns~~, as well as any other changes in climate and community response to climate in order~~ to ensure ample quality, quantity and seasonal integrity of surface ~~water~~ and *groundwater* for the Island's people and ecosystems.

Guiding Policy 5.4 ~~2.5~~
Create a ~~Bainbridge Island~~ surface and *groundwater* management plan for the purpose of maintaining the long-term health of ~~our~~ the Island's ~~fresh water~~ *aquifers* and ~~surface waters~~ preserving the ecological functions and values of its aquatic resources.

~~**Guiding Policy 2.6**~~
~~Recognize the importance of our water resources to present and future generations of Bainbridge Islanders, and apply the *precautionary principle*.~~

Guiding Policy 5.5 2.7
Recognize the water resource needs of *farms*, home gardens and domestic landscapes ~~and~~ while implementing broad and innovative ~~support planning and~~ conservation measures ~~practices~~ that ensure the sustainable and equitable use of our Island's finite *groundwater* resources.

~~Guiding Principle #3~~

~~Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.~~

~~**Guiding Policy 3.1**~~
~~Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote plans, projects and proposals to create *affordable housing*.~~

~~**Guiding Policy 3.2**~~
~~Make budget decisions that adequately consider the well-being of all Island residents with the goal of providing opportunities to be contributing members of the community.~~

~~**Guiding Policy 3.3**~~
~~Support, protect and enhance the value of the arts and humanities as essential to education, quality of life, economic vitality, the broadening of mind and spirit, and as treasure in trust for our descendants.~~

Guiding Principle # 6 ~~4~~

Consider the current and future costs ~~and benefits~~ to those living and working on Bainbridge Island, now and in the future, ~~residents and property owners~~ in making *land use* and other policy decisions.

Guiding Policy 6.1
Minimize development, infrastructure, utility, and public service costs that create barriers to affordable housing or contribute to rising living costs and displacement.

Guiding Policy 6.2 ~~4.1~~
Respect the interests of ~~private~~ property owners ~~rights protected by the State and U.S. Constitutions~~, while balancing property rights with the protection of the health, safety and welfare of the community and natural environment.

Guiding Policy 6.3
Promote environmental and economic sustainability by supplementing the State's mandated 20-year plan horizon with a 100 -year perspective that reflects the life cycles of natural systems and cumulative impacts of growth, aligning land use policy and public infrastructure investments with this longer-term view.

~~**Guiding Policy 4.2**~~
~~Recognize that private property rights are not absolute but must be balanced with necessary and reasonable regulation to protect the public health, safety and welfare.~~

~~Guiding Principle #5~~

~~**The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.**~~

~~**Guiding Policy 5.1**~~
~~Regulate all development on the Island consistent with the long-term health and carrying capacity of its natural systems.~~

~~**Guiding Policy 5.2**~~
~~Recognize that the sustainable use of the Island's finite land base is served by *green building* practices.~~

~~**Guiding Policy 5.3**~~
~~Preserve and enhance the Island's natural systems, natural beauty and environmental quality.~~

~~**Guiding Policy 5.4**~~
~~Protect and enhance wildlife, fish resources and natural ecosystems on Bainbridge Island.~~

~~**Guiding Policy 5.5**~~
~~Recognize and protect the Usual and Accustomed fishing areas of neighboring Tribes.~~

Guiding Principle # 7 ~~6~~

~~**Nurture Bainbridge Island as a *sustainable community***~~ **Strengthen the Island's sustainability and resilience by preserving a strong sense of community, ~~meeting the needs of~~ supporting a creative and viable local economy, and meeting the essential needs of its current and future residents ~~the present without compromising the ability of future generations to meet their own needs~~.**

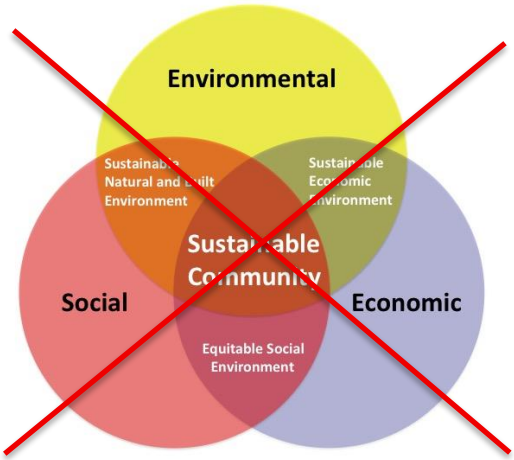
Guiding Policy 7~~6~~.1
Foster a sense of community where people care about and help one another, are drawn to gather in their neighborhoods, at local events, and in a downtown core that is inviting, accessible, and serves the needs of residents and visitors alike.
~~Promote environmental *sustainability* by supplementing the State's mandated 20-year plan horizon with a horizon of one hundred years in order to recognize the longer-term life cycles of natural systems. Tailor *green building* practices and public *infrastructure* investments to be in line with this longer-term perspective.~~

Guiding Policy 7~~6~~.2
Promote an equitable social environment on the Island by addressing basic human needs including *affordable housing* at a full range of affordability, personal health and safety, mobility for all ages and abilities and increased access to human services, civic and cultural amenities.

Guiding Policy 7~~6~~.3
~~Promote economic *sustainability* and work to provide economic opportunities for all community residents.~~ Protect and nurture the creativity and viability of the island economy, including locally-owned street-fronted businesses and other companies and non-profits that provide essential services and meet a variety of needs and interests. Respond to the existential needs of businesses for a larger pool of potential employees by creating affordable housing and transportation alternatives.

Guiding Policy 7~~6~~.4
~~Promote food production as part of the *land use* planning process.~~ Educate and support the community in organizing and preparing for natural disasters and other emergencies; address health and safety issues surrounding the Island's unique geography, infrastructure and limited egress.

~~Fig. IN-6 *Sustainable Community*~~



Guiding Principle #8 ~~7~~

Reduce *greenhouse gas* emissions and increase the Island's *climate resilience*.

Guiding Policy 8 ~~7~~.1
Mitigation: Participate with state, regional and local partners to reduce *greenhouse gas* emissions consistent with the ~~1990~~ 2014 ~~benchmark and~~ levels established by the City's 2020 Climate Action Plan, and future ~~year~~ state and local targets; ~~set forth in state law,~~ educate the public about *climate change*; and promote land use patterns, building practices, and transportation systems that reduce fossil fuel dependence ~~incentivize Island activities including *land use* patterns and building practices that reduce *greenhouse gas* emissions~~.

Guiding Policy 8 ~~7~~.2
Adaptation: Minimize or ameliorate the impacts of *climate change* on our community and our Island's ecosystems through climate-informed policies, programs and *development regulations* such that the costs and benefits of adaptation are shared equally among all

people on Bainbridge Island and our neighbors. Implement and monitor the recommendations of the 2020 Climate Action Plan.

Guiding Policy 8 ~~7~~.3
Evaluate the climate vulnerabilities and implications of City actions and identify policies that alleviate those vulnerabilities. Consider the effects of shifting conditions (sea level rise, changing rainfall patterns, increasing temperatures and more extreme weather events) and the effects they cause (altered vegetation, changing water demands, economic shifts).

Guiding Principle #9 ~~8~~

Support ~~the~~ Bainbridge Island's *Guiding Principles* and Policies through ~~the City's~~ good governance, sound ~~organizational and operating~~ budget decisions, and comprehensive community engagement.

Guiding Policy 9~~8~~.1
~~Promote good governance and an Island culture of citizenship, stewardship and civic engagement.~~ Conduct city business with integrity, honor, and respect for each other, the City of Bainbridge Island, and all constituents

Guiding Policy 9.2
Spend the people's money wisely and transparently in support of the guiding principles and keep the City of Bainbridge Island in a strong financial position able to weather unforeseen circumstances.

Guiding Policy 9.3
Recognizing the city's decisions impact different people in different ways, invite and hear as many perspectives as possible, even when it is difficult.

Guiding Policy 9.4 ~~8.2~~
Update each City Department's work program annually and align ~~, allocate sufficient time and~~ resources and ~~provide needed~~ policy direction to ~~achieve consistency with and~~ implement the *Comprehensive Plan* ~~in a manner that is transparent and~~ consistent with the community ~~V~~v*ision*.

~~Guiding Policy 8.3~~
~~Grow a diversified and vibrant local economy.~~

~~Guiding Policy 8.4~~
~~Nurture a healthy and attractive community including a focus on the quality of the built environment through progressive *development regulations* and reviews.~~

~~Guiding Policy 8.5~~
~~Build reliable *infrastructure* and connected mobility that encourages physical activity such as biking and walking while also respecting the Island's scenic qualities.~~

~~Guiding Policy 8.6~~
~~Grow a green, well-planned, environmentally sustainable community.~~

Guiding Policy 9.5 ~~8.7~~
Plan for a safe city where citizens, c~~C~~ity o~~O~~fficials, and l~~L~~aw e~~E~~nforcement work together in an environment of accountability and trust.

Guiding Policy 9.6 8.8
When implementing policies, consider longer-term, indirect or unintended consequences of decisions.

WHAT A COMPREHENSIVE PLAN IS AND IS NOT

There is an important distinction between a *comprehensive plan* and a *development regulation*. The former is a policy statement that provides direction. The latter is a control on how land may be used, which is one of the ways in which a *policy* statement is implemented.

The *GMA* definition of a *comprehensive plan* is:

> "Comprehensive land use plan," "*comprehensive plan*," or "plan" means a generalized coordinated land use policy statement…
>
> RCW 36.70A.030(4)

Thus, the Bainbridge Island *Comprehensive Plan* is a "policy statement" that provides important direction to a variety of City actions including but not limited to, the adoption of its capital budget and its *development regulations*. However, the Plan is not a "land use control" which means that it is not designed or intended to be applied directly to development permits.

The *GMA* definition of *development regulations* is:

> "Development regulations" or "regulation" means the controls placed on development or land use activities by a . . . city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances together with any amendments thereto . . ."
>
> RCW 36.70A.030(7)

The GMA also states:

> "Each county and city that is required or chooses to plan under RCW 36.70A.040 shall perform its activities and make capital budget decisions in conformity with its *comprehensive plan*."
>
> RCW 36.70A.120

The "shall perform its activities" phrase suggests broader application of *comprehensive plan* policies than simply codes and capital budgets. On Bainbridge Island, the City maintains a number of *functional plans*, such as the City's utility plans as well as programs it funds and administers through its budget. The City also coordinates with other units of local government, e.g., the Bainbridge Island School, Fire, and Parks districts, each of which maintains its own programs and functional or operational plans. These are inventoried in the Plan's Capital Facilities Element.

Types and Degrees of Policy Direction
The Elements in this *Comprehensive Plan* consist of Goals and Policies. Goals express the high-rank order values that are most important to the Island community. They are aspirational, frequently describing desired outcomes. The Policies listed under each Goal identify strategies or specific actions to be taken to move the community in the direction of fulfilling the Goal.

Depending on the issue and the Element, the Goals and Policies may provide direction to the City Council, Planning Commission, Hearing Examiner and City Staff. Some of the actions will take the form of land use or other *development regulations*; others will be capital projects or programs; and still others may take the form of outreach, education, coordination or partnership with citizens, organizations or other units of government.

The goal and policy statements sometimes use very directive verbs such as "maintain" or "adopt." In other cases, less directive verbs are used such as "consider" or "encourage."

The more directive verbs convey a higher rank order of *policy* direction. Directive goal or policy language may call for the updating of *development regulations*, however that does not convert them into controls or conditions that can be directly applied to a permit decision.

A similar distinction can be made between the auxiliary verbs "*should*" and "*shall*." Both terms are used in the *Comprehensive Plan* and it is intended that both provide substantive direction. The difference in meaning between "*should*" and "*shall*" is one of degree rather than kind. As used in this Plan, the word "*shall*" imparts a higher order of substantive direction than the word "*should*." However as with the active verbs, the use of "*shall*" remains substantive *policy* direction not a land use control within the GMA meaning and definitions cited above.

How and when may the *Comprehensive Plan* be amended?
In addition to the ten ~~eight~~-year cycle for the periodic review of the *Comprehensive Plan*, the GMA also includes requirements regarding potential plan amendments in the intervening years. Set forth at RCW 36.70A.130, these include:

- A *comprehensive plan* may be amended no more than once in any calendar year. The City's *comprehensive plan* amendment process allows privately initiated amendments every three years (BIMC 2.16.190).
- All proposed plan amendments, including those initiated by private parties or by the City, should be considered concurrently to determine the cumulative effect of the proposals.
- Procedures must be adopted for any interested person to suggest amendments to either the *Comprehensive Plan* or *development regulations*.
- A city must establish a means by which it will "docket" (i.e., compile and maintain a list) of all suggested plan or development regulation amendments and consider whether or not to adopt them during the amendment process.
- Public participation programs must be developed and followed for proposed amendments to the *Comprehensive Plan* or *development regulations*.

VISION 2050 ~~2040~~: Puget Sound Regional Council
Puget Sound Regional Council (PSRC) is the metropolitan planning organization for the greater Seattle area (Kitsap, Snohomish, King and Pierce counties). The

Bainbridge Island ~~2016~~ 2024 Comprehensive Plan advances the sustainable approach to growth and future development that is the cornerstone of *Vision 2050* ~~*2040*~~. Bainbridge Island is identified as a "High Capacity Transit Community" in *Vision 2050. Sustainability* is integrated throughout all Elements of the city's comprehensive plan. We have incorporated a systems approach to planning and decision-making that addresses protection of the natural environment. The Plan commits to maintaining and restoring ecosystems, reduce *greenhouse gas* emissions, promotes non-motorized transportation, alternatives to single-occupancy vehicle travel, encourage compact development and prioritizes the creation of new *affordable housing*. The Plan also has established an *affordable housing goals* for this planning period. The plan includes provisions that ensure that a healthy environment remains available for future generations in our city.

The Plan has been updated based on population, housing, ~~residential~~ and employment targets that align with *Vision 2050* ~~*2040*~~, as demonstrated through the population and employment capacity analysis in the Kitsap County ~~2014~~ 2021 Buildable Lands Report, and updated citywide and Wisnlow capacity analyses completed as part of the 2024 peridic update. The City's existing residential and commercial zoning accommodates those target- see tables below.

Table IN-1: City of Bainbridge Island Population Capacity and Demand	
2020 US Census Population	24,825
~~2010-2036~~ 2020-2044 Allocated Population Growth	~~5,635~~ +4,524
~~2036~~ 2044 ~~Residential~~ Population Forecast/Target	~~28,660~~ 29,349
Population Capacity Under 2044 Preferred Alternative ~~Existing Zoning~~	~~6,814~~ +XXX
Net ~~20-Year~~ 2044 Population Capacity (+ or -)	~~+1,179~~+XXX
Population Capacity/Demand Ratio	~~1.21~~ XXX

Table IN-2: City of Bainbridge Island Employment Capacity and Demand	
2020: Employment on Bainbridge Island	8,073 jobs
~~2036~~ 2020-2044 Employment Growth Forecast/Target	~~2,808~~ +1,927 jobs
Employment Capacity Under 2044 Preferred Alternative ~~Existing~~ Commercial Zoning	~~2,941~~+XX jobs
Net 20-Year Employment ~~Population~~ Capacity / Target (+ or -)	~~+133~~XXX jobs
Employment Capacity/Demand Ratio	~~1.04~~ XXX

LAND USE ELEMENT

TABLE OF CONTENTS
NOTE: PAGE #s WILL BE UPDATED FOR FINAL DRAFT

PAGE

INTRODUCTION.....LU-1

LAND USE VISION.....LU-2

ISLAND-WIDE LAND USE CONCEPT.....LU-3

GOALS AND POLICIES.....LU-3

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY.....LU-5

DESIGNATED CENTERS.....LU-8

~~WINSLOW TOWN CENTER~~.....~~LU-11~~

~~HIGH SCHOOL ROAD AREA~~.....~~LU-13~~

NEIGHBORHOOD CENTERS.....LU-15

LYNWOOD CENTER.....LU-15

ISLAND CENTER.....LU-16

MILLER ROAD/BATTLE POINT DRIVE CONTRACT REZONE.....LU-16

ROLLING BAY.....LU-16

STANDARDS FOR ALL NEIGHBORHOOD CENTERS.....LU-17

BUSINESS/INDUSTRIAL.....LU-18

WATER-DEPENDENT INDUSTRIAL DISTRICT.....LU-19

ISLAND-WIDE CONSERVATION ~~AREA~~.....LU-20

~~RESIDENTIAL DISTRICT~~ CONSERVATION AREA.....LU-22

PARK LAND USE DISTRICT.....LU-XX

LOCAL FOOD PRODUCTION.....LU-23

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM.....LU-24

PROPERTY RIGHTS.....LU-24

INTERGOVERNMENTAL COOPERATION AND COORDINATION.....LU-24

HISTORIC PRESERVATION.....LU-25

CONTAMINATED SITES.....LU-27

ESSENTIAL PUBLIC FACILITIES.....LU-28

IMPLEMENTATION.....LU-29

LAND USE INTRODUCTION

The Land Use Element is one of the mandatory elements of the *Comprehensive Plan* under the *Growth Management Act* (*GMA*). It addresses the general location and distribution of *land uses* within the City and, in combination with other Plan Elements, guides the use of land on Bainbridge Island. These other Elements include:

- The Environment and Water Resources Elements that address the protection and conservation of natural systems including the Island's *sole source aquifer*, the quality and quantity of water, habitat, vegetation and air.
- The Housing Element that identifies strategies to increase the diversity of *housing types* and the supply of *affordable housing* on the Island.
- The Economic Element that encourages programs and policies to support economic vitality and opportunity for Island residents.
- The Transportation Element to provide mobility and safety for all users while respecting neighborhood character and climate resilience.
- The Capital Facilities and Utilities Elements to address the infrastructure needed to serve the planned land uses.

Taken together, these Elements balance the Island's highly held values of environmental stewardship with the needs of its people for housing, health, safety, economic opportunity and access to goods, services, recreation and cultural amenities. All of these Elements are guided by the eight *Guiding Principles* set forth in the Introduction Chapter of this *Comprehensive Plan*. These Principles emphasize the importance of shaping future growth and redevelopment in a way that retains the Island's character and quality of life that its residents so highly value.

Future growth on Bainbridge will be accommodated in a manner that is consistent with the responsible stewardship of its finite natural resources and the requirements of the *GMA*. With that overall goal in mind, this C*omprehensive Plan* goes beyond the *GMA's* minimum requirements. For example, it exceeds the *GMA*'s minimal requirement to address water resources as a component of the Land Use Element by instead devoting an entire additional Element to Water Resources. The *GMA* requires plans to be based on a twenty-year horizon, but this plan uses a fifty-year/one hundred-year horizon to better account for the implications of *climate change* and the much longer-term cycles of natural systems and public infrastructure investments.

The Kitsap County ~~2014~~ 2021 Buildable Lands Report showed that the Island has sufficiently zoned land in ~~2016~~ 2020 to accommodate the anticipated population and employment growth through the year ~~2036~~ 2044. However, the bulk of the existing residential capacity is in the *Conservation* Area, and is forecasted to produce primarily housing affordable only to households with above middle incomes.Therefore, the City is planning to increase affordable housing programs and allowed densities in *designated centers* to produce more affordable housing, a goal that has always been supported by the City's Comprehensive Plan. Other ~~any~~ localized increase in *density* over current zoning *should* further one or more of these public purposes:

1. Shift *density* from *critical areas* or farmland to Winslow or other *designated centers*.
2. Increase the range and supply of *housing types and affordable housing.*
3. Contribute to public *infrastructure* or public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
4. Reduce *greenhouse gas* emissions.
5. Plan for the effects of *climate change* to avoid or ameliorate the impacts.

Another important component of the Plan's implementation are benchmarks and targets against which to assess progress. For example, the Housing Element sets aspirational targets to increase the diversity of *housing types* and supply of *affordable housing* and establish benchmarks, a monitoring program and a schedule for progress reports. A monitoring program must be created to track progress in achieving other aspects of the Plan's *vision* and *goals*.

LAND USE VISION ~~2036~~ 2044

The environment, values and culture of our Island community have been protected, conserved and enhanced by managing growth according to the *Comprehensive Plan*'s *Guiding Principles*, *Goals and Policies*.



Fig. LU-1 Typical Island Designated Center



Fig. LU-2 Typical Island Conservation Area

Most of the preceding two decades of growth have been attracted to the high quality of life in the Island's thriving ***Designated Centers*** where cultural amenities, employment and housing opportunities abound and *public services*, utilities and *infrastructure* are efficiently provided.

These ***Designated Centers*** are compact, human-scaled and pedestrian-oriented, promoting a healthy lifestyle and are linked to each other and the region by a network of trails and *transit*. (See Fig. LU-1.)

Outside of the ***Designated Centers***, almost 90% of the Island is a green and open landscape. The residential *land use* pattern in this ***Conservation Area*** minimizes the footprint of the built environment and embodies design principles that protect the Island's *aquifers*, surface waters and *fish and wildlife habitat*.

This broad landscape of canopied woodlots, parks and saltwater shorelines is dotted with working *farms*, historic structures, freestanding residences and co*nservation villages*. (See Fig. LU-2.)

The evolving ***Designated Centers*** and ***Conservation Areas*** on Bainbridge Island embody the successful implementation of the Island Land Use Concept. (See Fig. LU-3.)

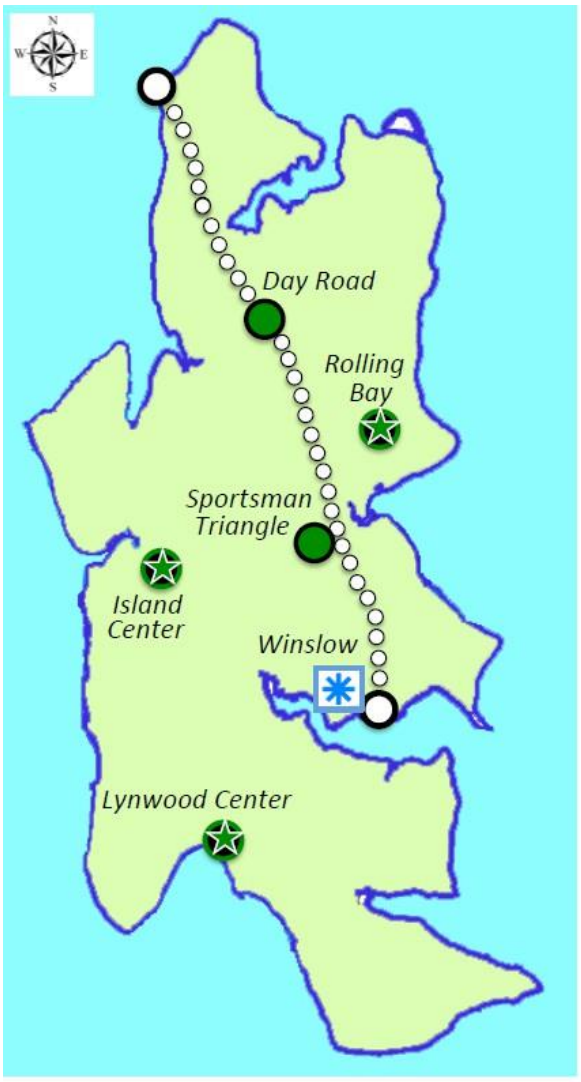


Fig. LU-3. Island-wide Land Use Concept

Shorelines

Gateways

305 Corridor

Designated Centers

Winslow

Lynwood Center

Rolling Bay

Island Center

Industrial Centers

Day Road

Sportsman Triangle

Conservation Area

GOALS & POLICIES

GOAL LU-1

Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: ~~5,635~~ 4,524 additional residents and ~~2,808~~ 1,927 additional jobs from ~~2010-2036~~ 2020- 2044 and at the same time promote and sustain high standards that will enhance the quality of life and improve the environment of the Island.

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council* (*KRCC*) population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented. With an allocation of ~~28,660~~ 29,349, the Island must plan for an increase in population of ~~5,635~~ 4,524 persons and ~~2,808~~ 1,927 jobs by the year ~~2036~~ 2044.

Policy LU 1.2

The Winslow Town Center is designated a Countywide Growth Center as shown on the Future Land Use Map (Appendix A), consistent with Kitsap Countywide Planning Policies.

Policy LU 1.3~~2~~

Outside of Winslow and the *Designated Centers*, the Island has a rural appearance with forested areas, meadows, *farms* and winding, narrow, heavily vegetated roadways. These characteristics represent an important part of the Island's special character that is so highly valued by its residents.

As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands* and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development that preserves and protects this portion of the Island.

GOAL LU-2

This *Comprehensive Plan* recognizes and affirms that as an Island, the city has natural constraints based on the *carrying capacity* of its natural systems. The plan strives to establish a development pattern that is consistent with the *Goals* of the community and compatible with the Island's natural systems.

Policy LU 2.1

Recognizing that the *carrying capacity* of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems within the parameters of existing data. Revisions to the Plan *should* be made as new information becomes available.

The *carrying capacity* of Bainbridge Island is determined by many factors including the supply of limited resources (particularly water), changes in patterns of consumption and technological advances. This Plan acknowledges that with current information, the *carrying capacity* of the Island is unknown. During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The plan takes a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2

Establish a public education program to foster the community's understanding of the natural systems on the Island and their *carrying capacity*.

Policy LU 2.3

This Plan recognizes that stewardship of the land is a responsibility of individual citizens and the community as a whole. Through its status as an employer and landowner, the City sets an example of environmental stewardship so that others will be encouraged to do so.

Policy LU 2.4

Develop a City program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5

Continue implementation of the City's Climate Action Plan and Groundwater Management Plan. ~~Prepare a Bainbridge Island Climate Change Strategy and Water Conservation Plan.~~

GOAL LU-3



Develop a meaningful process for citizen participation that includes participation from all segments of the Island community.

Fig. LU-4 ~~Listening sessions~~ In person and virtual open houses were held to engage with citizens and ~~helped~~ kick off the ~~2016~~ 2024 *Comprehensive Plan* update.

Policy LU 3.1 Create a standard operating procedure which states that public workshop and planning events will take place in neighborhoods which are historically under-invested or marginalized on the Island.

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY

GOAL LU-4

As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Policy LU 4.1

Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure* while increasing conservation, protection and restoration on the Island, including shorelines, especially where there is interaction between the fresh and saltwater environments.

Policy LU 4.2

Adopt a multi-year work program to undertake the subarea planning for the *designated centers* of Island Center, Rolling Bay, Sportsman Triangle and Day Road. The product will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.3
Continued implementation of ~~Updating~~ the Winslow ~~Master~~ Subarea Plan (Appendix C) is a high work program priority because the greatest potential for achieving many of the City's development priorities is focused there including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas.

Policy LU 4.4
Subarea planning for each *designated center shall* be informed by surface water and aquifer data in the respective watershed and appropriate provision made to limit permitted uses or require specific measures to protect the water resource.

Policy LU 4.5
Subarea planning for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

Policy LU 4.6
The Future Land Use Map ~~in~~ (see Appendix A) ~~Fig. LU-5~~ establishes the future distribution, extent and location of generalized *land uses* on the Island.

Policy LU 4.7
Continue to utilize the *goals*, *policies* and use regulations of the Shoreline Master Program to protect the environmental quality of and public access to the Island's saltwater shoreline.

Policy LU 4.8
The SR 305 corridor with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation. Actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality, noise and the visual character of Bainbridge Island while also serving both the motorized and non-motorized needs of Island residents and businesses.

Policy LU 4.9 Coordinate the City's planning programs and *development regulations* concerning *open space* preservation with the efforts of appropriate organizations to identify and prioritize conservation and *open space* opportunities, and to acquire and administer *conservation easements*.



~~Fig. LU-5 Future Land Use Map~~



Fig. LU-5 ~~6~~ The scenic highway SR 305 corridor is a major part of the Island's functional mobility and visual character.

Policy LU 4.10
Lands shown on Fig. LU-3 as "Conservation Areas" are appropriate for residential, recreational, agricultural, habitat and *open space* uses. The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of *critical areas* and innovative tools such as aquifer conservation zoning and conservation villages to minimize the development footprint within these Conservation Areas.

Policy LU 4.11
To the greatest degree practical, prohibit clearcutting and grading of the natural landscape.

Policy LU 4.12 Study implementing a form-based code to make future development more predictable.

DESIGNATED CENTERS

GOAL LU-5

Focus Urban Development in *Designated Centers*

The Plan focuses residential, commercial, and industrial growth in Winslow and other *designated centers* with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, and Sportsman Triangle. Collectively, Winslow, the Neighborhood Centers, and the two industrial centers constitute Bainbridge Island's *designated centers*.

In the 2016 Comprehensive Plan, this growth strategy was modified ~~This is a change~~ from the 1994 and 2004 Plans both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012 and accommodate 5% of population growth in the Neighborhood Centers. The balance of the growth was to be absorbed throughout the remainder of the Island.

Policy LU 5.1

Winslow is the urban core of the Island while the Neighborhood Centers are smaller-scale mixed-use centers. In order to achieve the *goals* of the *GMA* this Plan:

- Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner.
- Provides a vibrant, pedestrian-oriented core.
- Reduces sprawl.
- Provides choice of housing location and lifestyle.
- Maintains and protects environmentally sensitive and resource lands.
- Encourages the retention of open space.
- Maintains and enhances fish and wildlife habitat.

Policy LU 5.2

Increased density over and above the existing zoning in the Neighborhood Centers *should* only occur through a shift in *density* from areas identified in the Island-wide Conservation Strategy through *PDR*s, *TDR*s or other mechanisms and through the use of *density bonuses* for *affordable housing*.

Policy LU 5.3

Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in Winslow and neighborhood centers.

Policy LU 5.4

Sustainable development and redevelopment will be focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, "green" capital projects and *low impact development* standards.

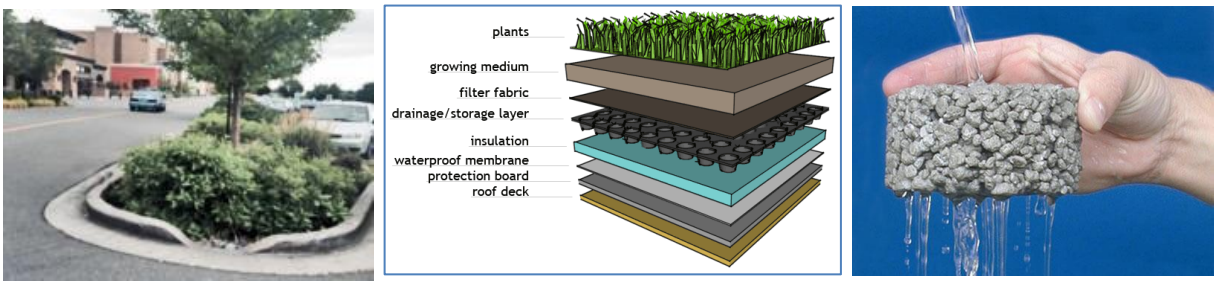


Fig. LU-6 ~~7~~ *Low Impact Development* methods mimic natural drainage processes

~~**Policy LU 5.5**~~

~~Implement a *green building* code.~~ Adopt green building practices and standards for all new municipal, commercial, industrial and residential buildings and all renovations or additions of a certain size in accordance with Strategy 5.A.1 in the Climate Action Plan.

Policy LU 5.6

Create mechanisms for retaining and preserving *open space* near *designated centers.*

Policy LU 5.7

Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.

Policy LU 5.8

Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.

Policy LU 5.9
Design and locate development to avoid or minimize potential conflicts with agricultural activities and recognize right-to-farm regulations in developments located adjacent to agricultural uses.

Policy LU 5.10
Improve transportation facilities between *designated centers* to reduce *vehicle miles traveled* and *greenhouse gas* emissions.

Policy LU 5.11
Commercial and residential *density* within *designated centers* may be increased through the use of:

- *Affordable housing*.
- *TDRs (transferable development rights*).
- ~~Contributions to public *infrastructure* and public amenities in excess of what is required to mitigate the impacts of development.~~
- Transfer of residential *density* within the MUTC and the High School Road Districts or within neighborhood centers.
- Preservation of on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ~~ferry-related~~ parking under building.

GOAL LU-6

Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the conversion of undeveloped land into sprawling development. Encourage improvement of aging or underutilized developments over development of previously undeveloped property.

Policy LU 6.1
Land use designations reflect the priority of Bainbridge Island to remain primarily residential and agricultural with nonresidential development concentrated in the *designated centers*.

Policy LU 6.2
Promote dense residential and commercial development and encourage human activity within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing* and absorb growth that would otherwise be scattered in outlying areas. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.

Policy LU 6.3
Island Center, Rolling Bay, and Lynwood Center offer housing and small-scale, commercial and service activity outside of Winslow. These Neighborhood Centers are allowed to develop at higher *densities* to reinforce their roles as centers.

Policy LU 6.4
The industrial *designated centers* at Day Road and Sportsman Club are intended to augment the Winslow, Lynwood, Island Center and Rolling Bay *designated centers* and allow a diverse economy with business retention, growth and innovation on the Island.

Policy LU 6.5

Process applications for development approval on Bainbridge Island within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

~~**Policy LU 6.6**~~

~~*Accessory dwelling units* are considered allowed uses in all residential zoning districts except R-6 to reflect the policies in the Housing Element to provide for a variety of housing options, especially affordable housing, in areas designated for residential development.~~

Policy LU 6.6~~7~~

Water or wastewater *infrastructure* which may contribute to system capacity exceeding local need, *shall* not be used to justify development counter to the City-wide *land use* policies.

~~**Policy LU 6.8**~~

~~Review and specify the authority and the role of the Design Review Board, Hearing Examiner, Planning Commission and City Council in the land use development review and decision-making process.~~

Policy LU 6.7

Prioritize improvement of infrastructure in previously underinvested neighborhood centers.

~~**Winslow Town Center**~~

~~The Winslow Master Plan (Appendix D) encourages development of a *neighborhood* that contains a strong, vital downtown where people want to live, shop and work. Outside the mixed use, higher *density* center, there would be a variety of housing choices, from higher *density multifamily* areas immediately adjacent to the downtown to single-family residential *neighborhoods*.~~



~~**Fig. LU-8 Winslow Way buildings and uses create human scale, pedestrian orientation and character**~~

~~**GOAL LU-7**~~

~~**The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop and work. The Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential *density* of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.**~~

Policy LU 7.1

The Island's major center for new commercial development is the Mixed Use Town Center (MUTC) and the other commercial districts in Winslow.

Development within the MUTC and High School Road Districts shall be consistent with the Winslow Master Plan. The level of development is determined using Floor Area Ratio (FAR) rather than *dwelling units* per acre. The use of FAR may result in an increase in the base level of development (*density*) over the existing zoning, but will provide greater flexibility in type and size of housing units that will further the *goals* of this Plan.





Fig. LU-9 Winslow Residential, Commercial and Civic Uses are inter-connected

Policy LU 7.2

Phasing mechanisms and incentives *should* be developed to promote the timely and logical progression of commercial and residential development.

Policy LU 7.3 Central Core Overlay District

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

Policy LU 7.4 Ericksen Avenue Overlay District

The purpose of this Overlay District is to preserve the unique and historical features of the *neighborhood* and to provide for a mix of residential and small-scale non-residential development. Retail development is permitted only on the ground floor, while residential and office development is permitted on the upper floors. Historic (pre-1920) single-family residential structures on Ericksen may be converted to non-residential use, provided that the structure is preserved. However, any additions to the structure must be added to the rear and must becompatible with the character of the original structure. New buildings shall employ traditional building forms, roof shapes, and relationship of building to street to be compatible with the historic structures on Ericksen Avenue.

Policy LU 7.5 Madison Avenue Overlay District

The purpose of this Overlay District is to provide for a mix of residential and small-scale non-residential development. All retail and office development greater than one story above grade shall include a residential component. Retail development is permitted only on the ground floor.

Policy LU 7.6 Gateway Overlay District

The corridor along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island, and new uses should enhance its role as the gateway while also protecting the Winslow Ravine.

Policy LU 7.7 Ferry Terminal Overlay District

This District is intended to provide an attractive setting for ferry and associated transportation-oriented uses, and to serve as the entry point for Winslow. This District is also a new mixed-use neighborhood that complements the character and vitality of the Core District, serving both neighborhood residents and commuters.

High School Road District

GOAL LU-8

The High School Road District is intended to provide mixed use and commercial development in a pedestrian-friendly retail area.

Policy LU 8.1

The High School Road District includes a diversity of types of shopping and employment. A variety of *commercial uses* are allowed which offer goods and services for the convenience of Island residents.

Policy LU 8.2

Promote *pedestrian-oriented* mixed use and residential development to offer a variety of housing types and sizes.



Fig. LU-10 High School Road Area

Policy LU 8.3

Auto-oriented uses and drive-through businesses that benefit from access to SR 305 shall be limited to the yellow dashed area shown in Fig. LU-10.

Policy LU 8.4

To visually screen development year-round, properties with frontages along SR 305 shall provide a vegetated buffer along the highway that includes the preservation and protection of existing vegetation. Access to these properties should not be directly from SR 305.

Policy LU 8.5

The properties designated on the Land Use Map as High School Road District II are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet requires a conditional use permit. This portion of High School Road is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and *should* have less intense uses than the remainder of the High School Road district.

Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.



Fig. LU-11 High School Road Area Mid and Low Rise Buildings

Policy LU 8.6

To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk and placement.
- Landscaping including screening of parking lots and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.

- ~~*Open space*.~~
- ~~Road access and internal circulation including pedestrian connections, developing more pedestrian crossings and requiring parking in the rear wherever possible.~~
- ~~Signage.~~
- ~~Additional *transit* stops on both sides of SR 305.~~

NEIGHBORHOOD CENTERS

The Neighborhood Centers provide Island-wide commercial and service activity outside Winslow. These areas are to be developed at higher *densities* to reinforce their roles as community centers. The neighborhood centers will help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL LU-~~9~~ 7

Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood Center, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

Policy LU ~~9~~7.1

The Neighborhood Centers provide Island-wide small-scale commercial and service activity and *mixed-use development* outside Winslow.

Policy LU ~~9~~7.2

Orient development toward the pedestrian. Retail uses are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses are encouraged above ground floor retail.

Policy LU ~~9~~7.3

Allow development of Neighborhood Centers in areas designated on the Future Land Use Map (Appendix A).

Policy LU 7.4 Land use and transportation planning and development should include safe pedestrian and bicycle routes and site porosity to and within the Neighborhood Centers.

Lynwood Center

Policy LU ~~9.4~~ 7.5

Any new development or expansion of existing development in Lynwood Center will be required to connect to *public sewer* when available or meet other Health District requirements when appropriate.

A subarea plan has been completed for Lynwood Center. Appendix E is the "Lynwood Center Special Planning Area Report and Final Recommendations" adopted as a *subarea plan* in 1997.

Policy LU ~~9.5~~ 7.6

The City may allow floor area ratio (FAR) based zoning in the Lynwood Center Subarea for parcels zoned Neighborhood Center (NC) and NC/R-12 only if used to promote housing affordability.



Fig. LU-~~12~~ 7 Lynwood Center is a thriving mixed-use pedestrian neighborhood center

Island Center

Policy LU ~~9.6~~ 7.7

The boundaries for Island Center are as shown on ~~Fig. LU-5,~~ the Future Land Use Map (Appendix A). Any changes to the boundaries may be considered during the subarea planning process.

~~**Contract Zone: Miller Road/Battle Point Drive**~~

Policy LU ~~9.7~~ 7.8

Increase the Island Center Neighborhood Center at its northern end to add the properties ~~The~~ (totalling16.7-acres) ~~site~~ on Miller Road, ~~is~~ previously designated a contract zone, ~~in to~~ recognition~~ze~~ of the historic and ongoing commercial use of the properties ~~the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities~~ .

Rolling Bay

Policy LU ~~9.8~~ 7.9

The boundaries for Rolling Bay are as shown on ~~Fig. LU-5,~~ the Future Land Use Map (Appendix A). Any changes to the boundaries may be considered during the subarea planning process.



Fig. LU-~~13~~ 8 Rolling Bay Center is a cluster of primarily retail and civic uses

Standards for all *Neighborhood Centers*

The following standards ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential *neighborhoods*. The City developed design prototypes or illustrated design guidelines for each of the three Neighborhood Centers to serve as a visual reference for the future development of the community. These design guidelines can be crafted to recognize the distinct qualities of each *designated center*.

Policy LU ~~9.9~~ 7.10

The Neighborhood Centers achieve a mix of neighborhood-scale businesses, public uses and housing which are compatible with the scale and intensity of the surrounding residential *neighborhood* and which minimize the impact of noise, odor, lighting, fire safety and transportation on the *neighborhood*.

Policy LU ~~9.10~~ 7.11

Mixed use development is encouraged.

Policy LU ~~9.11~~ 7.12

Proposed uses must consider the impact on water quality, stormwater *runoff* and *environmentally sensitive areas* such as *wetlands*, *streams* and *aquifer recharge areas*.

Policy LU ~~9.12~~ 7.13

The *development regulations should* include design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements including location of parking to the rear or side yards unless otherwise provided for in a *Subarea Plan*.
- Landscaping including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards that prevent unnecessary glare and light trespass on neighboring residential properties.
- Noise level limits appropriate for *mixed use development*.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU ~~9.13~~ 7.14

Encourage *neighborhood* participation in defining the design standards for each Neighborhood Center.

Policy LU ~~9.14~~ 7.15

Establish and implement a street tree plan and planting program for major roadways at the Neighborhood Centers.

Policy LU ~~9.15~~ 7.16

Develop a parking plan for each Neighborhood Center if appropriate.

Policy LU ~~9.16~~ 7.17

Consider opportunities for providing a *neighborhood* commons or meeting place with any proposal for major redevelopment of an existing Neighborhood Center or as part of development of a new Neighborhood Center to encourage the use of the Neighborhood Center by surrounding residents.

Policy LU ~~9. 17~~ 7.18

To minimize visual and environmental impacts, encourage parking in the rear or side yards or underground of *multifamily*, commercial and *mixed use developments*. Design parking lots to be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Consider solar access when planning size and type of trees within a parking lot.

Policy LU ~~9.18~~ 7.19

Infill within the boundaries of Neighborhood Centers may be achieved through the *transfer of development rights* from the *Conservation Areas* of the Island (See Fig. LU-3) or through an *affordable housing density bonus*.

Policy LU 7.20

Ensure that land uses consider environmental justice and meet development regulations that limit adverse impacts, such as noise, spillover lighting, glare, vibration, smoke, and fumes.

BUSINESS/INDUSTRIAL

GOAL LU-~~10~~ 8

Provide appropriate Business/Industrial (B/I) zoned land to create opportunities for new businesses and expansion of existing Island businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding *neighborhood* can be minimized.

Policy LU ~~10~~ 8.1

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

Policy LU ~~10~~ 8.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage and demonstrate compliance with all Federal, State and Kitsap Public Health District requirements for their handling. Development proposals are evaluated using performance standards for the B/I district. Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential environmental impact, however the City would consider factors such as quantity used, adequacy of storage, containment, spill management and waste disposal plans in reviewing such a proposal.

Policy ~~10~~ 8.3

Coordinate with the Bainbridge Island Fire Department when reviewing development proposals concerning hazardous materials.

Policy LU ~~10~~ 8.4

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

Policy LU ~~10~~ 8.5

Ensure the adequate monitoring and enforcement of hazardous material regulations.

Policy LU ~~10~~ 8.6

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

Policy LU ~~10~~ 8.7

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

Policy LU ~~10~~ 8.8

Discourage the inappropriate designation of isolated Business/Industrial Districts.

Policy LU ~~10~~ 8.9

Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.

WATER-DEPENDENT INDUSTRIAL DISTRICT

GOAL LU-~~11~~ 9

Allow for the continuation of water-dependent, industrial uses on Bainbridge Island in order to preserve elements of a working waterfront within the urban shoreline area. Water-dependent uses require direct contact with the water and cannot exist at a non- water location due to the intrinsic nature of the operation.

Policy LU ~~11~~ 9.1

The Water-dependent Industrial District is intended primarily to provide for ship and boat building and boat repair yards. Preference *should* be given to small, local, boat haul-out and repair facilities, and water-oriented industry which serves boating needs.

Policy LU ~~11~~ 9.2

Water-dependent industrial development *shall* not be located on sensitive and ecologically valuable shorelines such as natural accretion shore forms, marshes, bogs, swamps, salt marshes and tidal flats, and wildlife habitat areas, nor on shores inherently hazardous to such development, such as flood and erosion prone areas and steep and unstable slopes.

Policy LU ~~11~~ 9.3

Industrial uses *shall* employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality.

Policy LU ~~11~~ 9.4
Carefully consider regional and statewide needs for industrial facilities in reviewing new proposals, as well as in allocating shorelines for such development. Coordinate such reviews or allocations with port districts, adjacent counties and cities, and the State in order to minimize new industrial development that would duplicate under-utilized facilities elsewhere in the region, or result in unnecessary adverse impacts.

Policy LU ~~11~~ 9.5
Encourage expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating *mixed use development* over the addition or location of new or single-purpose industrial facilities.

Policy LU ~~11~~ 9.6
Encourage or require the joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities in waterfront industrial areas.

Policy LU ~~11~~ 9.7
Require new or expanded industrial development to provide physical access to shorelines when such public access does not cause significant interference with operations or hazards to life and property. Require as much visual access to the shoreline as possible.

ISLAND-WIDE CONSERVATION ~~AREA~~

GOAL LU-~~12~~ 10

Conserve ecosystems and the Island's green, natural, open character.

Policy LU ~~12~~ 10.1
Preserve the conservation area outside *designated centers* through a *land use* pattern which will enhance the character of the area – forested areas, meadows, *farms*, scenic and winding roads that support all forms of transportation – and the valuable functions the conservation area serves on the Island (i.e., *aquifer recharge, fish and wildlife habitat*, recreation).



Fig. LU-~~14~~ 9 Typical views from the road on much of the Island is of green, leafy countryside

Policy LU ~~12~~ 10.2
Protect *open space*, *critical areas* and agricultural uses through public and private initiatives such as open space tax incentives, *conservation villages*, *PUDs, transfer* and purchase *of development rights*, public land acquisition, greenways, *conservation easements*, landowner compacts or limiting the amount of lot coverage.

Policy LU ~~12~~ 10.3
Encourage the aggregation of nonconforming lots of record and undeveloped subdivisions and short plats in order to achieve a development pattern that is consistent with *goals* of the Plan to preserve *open space*, provide greenways through the Island, protect *environmentally sensitive areas* and protect water resources.

Policy LU ~~12~~ 10.4
Protect *aquifer recharge* functions throughout the Island, all of which is an *aquifer recharge area*, through the application of *critical areas development regulations*, Shoreline Master Program use regulations, *low impact development* regulations and the wellhead protection regulations administered by the Kitsap Public Health District.

Policy LU ~~12~~ 10.5
Establish appropriate procedures to monitor the effect of water drawdowns within and between *aquifers* and adopt programs and *development regulations* to preclude *groundwater* contamination and to encourage water conservation and enhanced *aquifer recharge.*

Policy LU ~~12~~ 10.6
Work with Kitsap Public Health District to allow innovative solutions for on-site sewage treatment including community septic and grey water systems.

Policy LU ~~12~~ 10.7
Consider allowing a *density bonus* in exchange for dedicating a portion of property into conservation as *open space,* farmland or public access. Priority should be given to conserving these lands near more densely developed areas.

GOAL LU-~~13~~ 11

Adopt landscape design standards and identify and protect public vantage points, view corridors and scenic vistas to support the Island's sense of place, identity and orientation.

Policy LU ~~13~~ 11.1
Manage existing vegetated buffers to preserve the Island's character and the forested view from the road. Remove invasive species in order to keep the *native vegetation* healthy.

Policy LU ~~13~~ 11.2
Design and site new development to cause the least visual and environmental impact on the Island landscape. Encourage the retention of features that enhance the Island's character such as barns, fences, fruit and vegetable stands.

Policy LU-~~13~~ 11.3
Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community. Adopt *development regulations* and programs to protect them for their visual and aesthetic benefits as well as their functions as wildlife habitat and erosion and runoff retardation.

Policy LU ~~13~~ 11.4

Properties with frontage along SR 305 will provide and maintain a vegetated buffer along the highway, preserving and augmenting existing vegetation, providing a year-round visual screen between development and the highway. Access to these properties from SR 305 is discouraged, and must follow the Highway Access Management provisions of WAC 468-51 and WAC 468-52.

~~RESIDENTIAL DISTRICT~~ CONSERVATION AREA

GOAL LU-~~14~~ 12

Develop *context-sensitive* regulations for residential development in areas designated R-2, R-1 or R-0.4, in order to limit clearing, soil disturbance, promote *low impact development* and reconcile development and conservation.

Policy LU ~~14~~ 12.1

The ~~Residential District~~ Conservation A~~a~~rea is designated for less intensive residential development and a variety of agricultural and forestry uses.

Policy LU ~~14~~ 12.2

Encourage residential development that is compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.

Policy LU ~~14~~ 12.3

Maintain the natural and scenic qualities of the Island by limiting residential *density.*

Policy LU ~~14~~ 12.4

Permit *home occupations* that provide employment opportunities where they are compatible with surrounding *neighborhoods* and the environment.

Policy LU ~~14~~ 12.5

Consider subarea planning for *neighborhoods* that request it. Establish *land use policies* and *development standards* through the development of subarea plans tailored to the individual communities. *Neighborhood* participation in development of *subarea plans* should be encouraged.

Land Use Standards for Parks

GOAL LU-13

Establish an overlay for existing and future parks that gives special consideration to land use standards for parks, open spaces and outdoor recreation.

Policy LU-13.1

Consider a park overlay district for existing parks that considers use specific standards that recognizes and prioritizes passive and active park and outdoor recreational uses

Policy LU-13.2

Collaborate with the Bainbridge Island Metro Park and Recreational District (BIMPRD) on the drafting, community engagement and adoption processes for a Park Overlay district.

Policy LU-13.3

Reference in a park overlay district the adopted BIMPRD Comprehensive Plan and its goals and policies for public recreation, open spaces and parks.

LOCAL FOOD PRODUCTION

GOAL LU-~~15~~ 14

Promote food security and public health through support for local food production, awareness of farming practices. Encourage locally-based food production, distribution and choice through commercial and urban *agriculture*, community gardens, farmers' markets, *farm* stands and food access initiatives.

Policy LU-~~15~~ 14.1

Encourage community gardening and/or *agriculture* on public land where appropriate.





Fig. LU-~~15~~ 10 Farmland - *Agriculture* is part of Bainbridge Island's landscape, history, economy and culture

Policy LU ~~15~~ 14.2

Encourage the development of neighborhood community gardens or small-scale commercial *agriculture* where appropriate.

Policy LU ~~15~~ 14.3

Promote interagency and intergovernmental cooperation and resource-sharing to expand community gardening opportunities.

Policy LU-~~15~~ 14.4

Promote the dedication of land for community gardens in new housing developments.

Policy LU ~~15~~ 14.5

Support the local farmers market and the connection between consumers and farmers.

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

GOAL LU-~~16~~ 15

Prioritize program *goals* and establish and maintain a *purchase* and *transfer of development rights* program, to allow transferring development rights from areas intended for conservation and promoting development in areas suitable for denser development.

Policy LU ~~16~~ 15.1

Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the *Conservation Areas* of the Island into *Designated Centers*. See Fig. LU-3.

Policy LU ~~16~~ 15.2

The City recognizes the need to take a proactive role in the *purchase* and *transfer of development rights* and such a program should include:

1. Designating appropriate staff resources to promote the program;
2. Providing for the outright *purchase of development rights* by the City and potentially establish~~ing~~ a fund for banking development rights;
3. Creating a process that coordinates the *purchase* and *transfer of development rights; and*
4. Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights program*.
5. Engage and involve community partners such as the BI Land Trust, in the exploration and potential implementation of a density transfer program.

Policy LU 15.3

Encourage utilization of the the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs as a tool to conserve and manage the City's *groundwater* resources.

PROPERTY RIGHTS

GOAL LU-~~17~~ 16

Strive to ensure that basic community values and aspirations are reflected in the City's planning program while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners *shall* be protected from arbitrary and discriminatory actions.

INTERGOVERNMENTAL COOPERATION AND COORDINATION

GOAL LU-~~18~~ 17

The citizens expect all government entities to cooperate and serve their constituents in a fiscally sound manner.

Policy LU ~~18~~ 17.1

It is the policy of the City to cooperate and coordinate with all other governmental entities which serve the people of Bainbridge Island.

Policy LU 17.2
Coordinate with Bainbridge Island Fire Department to continue implementation of the an Comprehensive Emergency Management Plan to improve community resilience during emergencies.

Policy LU 17.3
Establish Memorandums of Agreement to work closely with Suquamish Tribe during review process to ensure to cultural, historical, and archaeological sites are not disturbed.

HISTORIC PRESERVATION

GOAL LU-~~19~~ 18

Maintain and support an *Historic Preservation* Program – A successful *historic preservation* program requires on-going support of the community as well as the City government and its designated department.

Policy LU ~~19~~ 18.1
Maintain the City's status as a Certified Local Government (CLG) thereby promoting collaboration among City departments, boards and commissions.

Policy LU ~~19~~ 18.2
The City and its Historic Preservation Commission (HPC) will regularly review the local *historic preservation* ordinance and update where necessary to assure that it achieves the *Comprehensive Plan's goals* and *policies*.

Policy LU-~~19~~ 18.3
Develop the City's preferred method of project compliance review and reporting consistent with state laws and local ordinances.

Policy LU ~~19~~ 18.4
Coordinate with Tribes and other interested stakeholders to promote awareness, respect for and celebration of the Island's historic resources.

GOAL LU-~~20~~ 19

Identification and Evaluation of Historic Resources – Historic property inventory and context statements inform planning efforts by identifying areas where resources worthy of preservation exist or are likely to occur.

Policy LU-~~20~~ 19.1
Recognize historic resources listed on or eligible for the local registry as significant historic properties.

Policy LU-~~20~~ 19.2
Maintain an updated inventory of historic resources using the latest affordable technologies available.

Policy LU-~~20~~ 19.3
Support and expand the Local Historic Register program.

Policy LU ~~20~~ 19.4
Develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU ~~20~~ 19.5
Define and identify "iconic" structures and sites (those intended for permanent preservation) which are deemed essential elements of the community's character, history and identity.

GOAL LU-~~21~~ 20

Preservation and Enhancement of Historic Resources – An effective *historic preservation* program provides meaningful practical incentives and policies for property owners and developers to preserve historic resources.

Policy LU ~~21~~ 20.1
Encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU ~~21~~ 20.2
Encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

Policy LU ~~21~~ 20.3
Develop design guidelines for projects within or adjacent to significant historic properties and/or *neighborhoods* to ensure compatible development.

Policy LU ~~21~~ 20.4
Develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

Policy LU ~~21~~ 20.5
Identify and support practical owner/operator economic incentives and *policies* to encourage the rehabilitation and preservation of significant historic resources.

Policy LU ~~21~~ 20.6
Engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL LU-~~22~~ 21

Public Participation – Establishing a broad base of support from citizens and their city government will strengthen the community's commitment to *historic preservation*.

Policy LU ~~22~~ 21.1
Support on-going education programs to increase awareness of the Island's historic resources.

Policy LU ~~22~~ 21.2
Support efforts to publicly recognize preservation efforts within the Island community.

Policy LU ~~22~~ 21.3
Collaborate with interested stakeholders to promote historic preservation on the Island.

Policy LU ~~22~~ 21.4

Identify and give public access to an appropriate repository for curating historic preservation records and documentation.

Policy LU ~~22~~ 21.5

Maintain and enhance the unique character of Fort Ward Study Area to recognize the history and natural landscape of the area and the sense of community that exists including an *open space* system made up of *wetlands,* a *neighborhood* park, the historic marching fields, unbuildable slopes and the Fort Ward Park.

Policy LU ~~22~~ 21.6

Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer *density* within the Fort Ward Study Area as incentives for the preservation of historic structures.





Fig. LU-~~16~~ 11 Ford Ward history and structures help create unique local character and identity

CONTAMINATED SITES

GOAL LU-~~23~~ 22

Incorporate awareness of known contaminated sites such as former lumber treatment facilities, former fueling stations and other pollutant-generating *land uses* into all water resources management, *land use* planning and *capital facility* management in order to remediate or clean-up sites as effectively as possible while preventing further impacts to the environment.

Policy LU ~~23~~ 22.1

Assemble and maintain an inventory of contaminated sites on the Island to track site location, contaminant(s) of concern, cleanup status and potential to impact nearby surface or *groundwater*.

Policy LU ~~23~~ 22.2

Collaborate with the U.S. Environmental Protection Agency, Washington State Department of Ecology, Tribes and the Kitsap Public Health District to address contaminated site assessment and cleanup efforts within the purview of those agencies to achieve remediation/cleanup as quickly as reasonably possible.

Policy LU ~~23~~ 22.3

Clean-up and remediate City-owned contaminated sites.

Policy LU ~~23~~ 22.4

Consult the contaminated site inventory:

- Prior to property acquisition and weigh the cost/benefit of acquiring such a property;
- As part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions;
- As part of capital *infrastructure* construction or maintenance;
- As part of emergency management preparedness and response.

ESSENTIAL PUBLIC FACILITIES

GOAL LU-~~24~~ 23

Meet the needs of the community by providing *essential public facilities* and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with adjacent uses, the environment, and preservation of public health and safety.

The *GMA* requires that all jurisdictions planning under the Act must provide a process for siting *essential public facilities* such as airports, correctional facilities and sewage treatment plants. These *goals* and *policies* are intended to guide the siting process and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of *essential public facilities*. Site specific consideration of a proposed *essential public facility* would occur during the development application review process.

Policy LU ~~24~~ 23.1

Develop a list of *essential public facilities* of a local nature that may potentially be sited on Bainbridge Island and coordinate with the *Kitsap Regional Coordinating Council* in the development of a list of state and countywide *public facilities*.

Policy LU ~~24~~ 23.2

New *essential public facilities shall* not be located in designated resource lands and *critical areas*.

Policy LU 23.3

Create an environmental justice map to ensure essential public facilities are not located at sites which disproportionately impact marginalized communities.

GOAL LU-~~25~~ 24

The process for siting *essential public facilities* is designed to create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

Policy LU ~~25~~ 24.1

When an *essential public facility* as defined in RCW 36.70A.200 is proposed for Bainbridge Island, and is greater than 3,000 square feet, the City will create a Facility Analysis and Site Evaluation Committee composed of citizens, City Staff, elected officials and appropriate technical experts. The Committee should consider, at a minimum, the following in determining a recommendation to City Council:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis and ranking of potential sites;
- Consistency with the *goals* and *policies* of the City's *Comprehensive Plan*;
- Identification of potential physical and environmental justice impacts including but not limited to those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts including the likelihood of a related development locating in proximity to the proposed *essential public facility*;
- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

Policy LU ~~25~~ 24.2

Develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of an *essential public facility* project.

Identify of all departments that will play a role in the planning or construction of an *essential public facility.* Identify other governmental regulatory requirements, strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations and identify a conflict resolution process.

LAND USE IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions including adopting or amending *development regulations*, creating partnerships and educational programs and staffing or other budgetary decisions. Listed following each action are several of the Comprehensive Plan's policies that support that action.

NOTE: THIS SECTION WILL BE UPDATED WITH FINAL APPROVED GOALS/POLICIES

HIGH PRIORITY ACTIONS

LU Action #1 Complete a thorough review of all Bainbridge Island codes to ensure that they implement and are consistent with the Comprehensive Plan.

Policy LU 4.9 Coordinate the City's planning programs and *development regulations* concerning *open space* preservation with the efforts of appropriate organizations to identify and prioritize conservation and *open space* opportunities, and to acquire and administer *conservation easements*.

Policy LU 5.7 Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.

Policy LU 5.8 Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.

Policy LU 6.8 Review and specify the authority and the role of the Design Review Board, Hearing Examiner, Planning Commission and City Council in the land use development review and decision-making process. Land use actions can be ministerial, quasi-judicial and legislative in nature. As part of this review, consider a role for the Planning Commission and/or Design Review Board in reviewing preliminary long subdivisions.

LU Action #2 Review and update the Lynwood Center Subarea Plan.

Policy LU 9.4 Any new development or expansion of existing development in Lynwood Center will be required to connect to *public sewer* when available or meet other Health District requirements when appropriate.

A subarea plan has been completed for Lynwood Center. Appendix E is the "Lynwood Center Special Planning Area Report and Final Recommendations" adopted as a *subarea plan* in 1997.

LU Action #3 Amend the City's development code to implement green building codes. Utilize lessons learned from communities of comparable environmental and socio-economic characteristics to implement green building codes which address issues such as site sustainability, water use efficiency, energy use efficiency, indoor environmental quality, and the impact on the atmosphere, materials and resources by buildings.

Policy LU 5.5 Implement a *green building* code.

LU Action #4 Encourage development of adequate parking to support Winslow facilities and services.

Policy LU 6.2 Promote dense residential and commercial development and encourage human activity within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing* and absorb growth that would otherwise be scattered in outlying areas. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.

LU Action #5 Adopt a multi-year planning work program for adopting the subarea plans for Island Center, Rolling Bay, Sportsman Triangle and Day Road.

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Policy LU 4.2 Adopt a multi-year work program to undertake the subarea planning for the *designated centers* of Island Center, Rolling Bay, Sportsman Triangle and Day Road. The product will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.5 Subarea planning for each designated center shall engage residents,

landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

GOAL LU-6 Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the conversion of undeveloped land into sprawling development. Encourage improvement of aging or underutilized developments over development of previously undeveloped property.

Policy LU 6.3 Island Center, Rolling Bay, and Lynwood Center offer housing and small-scale, commercial and service activity outside of Winslow. These Neighborhood Centers are allowed to develop at higher *densities* to reinforce their roles as centers.

GOAL LU-9 Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood Center, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

GOAL EC-6 As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

~~**LU Action #6 Update the Winslow Mixed Use Town Center Master Plan in order to facilitate progress on the Housing Priorities that can best be accommodated in an area with an existing urban character, urban facilities, services and multi-modal transportation options.**~~

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Policy LU 4.3 Updating the Winslow ~~Master~~ Subarea Plan is a high work program priority because the greatest potential for achieving many of the City's development priorities is focused there, including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas

GOAL LU-5 Focus Urban Development in *Designated Centers.*

Policy LU 5.3 Encourage *residential uses* in a variety of forms and d*ensities* as part of the use mix in Winslow and neighborhood centers.

GOAL LU-7 The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop and work. The Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential density of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

GOAL LU-8 The High School Road District is intended to provide mixed use and commercial development in a pedestrian-friendly retail area.

GOAL EC-5 Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

LU Action #7 Consider development of a new *Conservation Village* land use regulation to incentivize creation of a new housing pattern that consolidates and dedicates open space.

Policy LU 4.10 Lands shown on Fig. LU-3 as "Conservation Areas" are appropriate for residential, recreational, agricultural, habitat and *open space* uses. The City will use a variety of conservation tools including public acquisition of certain properties, regulatory protection of *critical areas* and innovative tools such as *aquifer* conservation zoning and *conservation villages* to minimize the development footprint within these Conservation Areas.

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

LU Action #8 Identify discrete sections of the Land Use Code and land use approval process, that can be enhanced to improve the quality of development, eliminate confusion, and reduce redundancy and delays in the permitting process.

Policy LU 6.8 Review and specify the authority and the role of the Design Review Board, Hearing Examiner, Planning Commission and City Council in the land use development review and decision-making process. Land use actions can be ministerial, quasi-judicial and legislative in nature. As part of this review, consider a role for the Planning Commission and/or Design Review Board in reviewing preliminary long subdivisions.

LU Action #9 Create more efficient and effective review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner.

Policy LU 6.5 Process applications for development approval on Bainbridge Island within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

Action #10 Evaluate the reasons why the City's PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

Policy LU 17.1 Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the Conser*vation Areas* of the Island into *designated centers*. See Fig. LU-3.

MEDIUM PRIORITY ACTIONS

LU Action #11 (Policy LU 2.5)
Prepare a Bainbridge Island Climate Change Strategy and Water Conservation Plan.

OTHER PRIORITY ACTIONS

LU Action #12 Review and update design standards and guidelines for the *neighborhood centers*.

Policy LU 5.4 Sustainable development and redevelopment will be focused in the *designated*

centers through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, “green” capital projects and *low impact development* standards.

Policy LU 5.6 Create mechanisms for retaining and preserving *open space* in the vicinity of *designated centers.*

Policy LU 5.7 Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.

Policy LU 8.6 To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk and placement.
- Landscaping, including screening of parking lots, and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.
- *Open space*.
- Road access and internal circulation including pedestrian connections developing more pedestrian crossings and requiring parking in the rear wherever possible.
- Signage.
- Additional *transit* stops on both sides of SR 305.

Policy LU 9.2 Orient development toward the pedestrian. Retail uses are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses are encouraged above ground floor retail.

Policy LU 9.16 To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. Design parking lots = to be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Integrate trees in a parking lot to allow solar access.

ECONOMIC ELEMENT

NOTE: PAGE NUMBERS TO BE UPDATED AT LATER DATE

TABLE OF CONTENTS

PAGE

ECONOMIC ELEMENT INTRODUCTION EC-1

ECONOMIC VISION EC-1

GOALS AND POLICIES EC-2

DIVERSIFIED ECONOMY EC-2
INFRASTRUCTURE EC-3
SUSTAINABILITY EC-3
CIVIC LIFE EC-4
JOBS/HOUSING BALANCE EC-5
DEVELOPMENT IN *DESIGNATED CENTERS* EC-5
PUBLIC/PRIVATE PARTNERSHIPS EC-6
RETAIL AND SERVICES EC-7
SERVICES SECTOR EC-8
BUILDING, DESIGN AND CONSTRUCTION SECTOR EC-8
TOURISM EC-9
ARTS EC-9
HOME-BASED BUSINESSES EC-10
AGRICULTURE EC-10
BUSINESS/INDUSTRIAL EC-11

IMPLEMENTATION EC-11

ECONOMIC ELEMENT INTRODUCTION

The future economy of Bainbridge Island is linked to the community's *vision* and strategy for dealing with future needs. A healthy, resilient economy, based on our collective future vision of the Island, is a tool for accomplishing larger community *goals* and creating a robust future.

> "The *vision* a community has of itself is important to its economy. Each community plays a crucial role in creating for itself an environment that is attractive to and nurturing of new and existing businesses. A vital economy requires adequate *public facilities* (water, sewer, roads, schools, parks, libraries, emergency services and utilities). A community that does all that AND preserves its natural features will have an edge when it comes to improving its economy."
>
> Washington State Department of Commerce

The *Growth Management Act* (*GMA*) addresses the concerns of "uncoordinated and unplanned growth that potentially pose a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by residents." An important part of a healthy economy is the quality of the environment.

The Economic Element of the *Comprehensive Plan* is intended to guide the climate for enterprise and commercial exchange on Bainbridge Island and reinforce the overall vision and values of the *Comprehensive Plan* adopted in 1994, and subsequently updated in 2004, ~~and~~ 2016, and 2024: to steward a sustainable community; to protect the quality of its environment: the water, air and land; and to encourage traditional resource based activities such as *agriculture*. Since 2020 there has been a notable increase in home-based businesses and remote workers living on the Island, which further diversifies the local economy and workforce.

ECONOMIC VISION ~~2036~~ 2044

Bainbridge Island has developed in a manner that is consistent with stewardship of our Island's finite natural resources and the needs of a diverse population. *Affordable housing* is available for much of the local service sector workforce and improvements in communications infrastructure have enabled more successful local enterprises, including home-based businesses.

The economy of Bainbridge Island reaps advantages from proximity to the Seattle area and the Kitsap Peninsula. The Island is a destination for visitors interested in learning about sustainability and resilient community development. Local employment opportunities are diverse, including small manufacturing, artisanal crafts, high tech, e-commerce, arts, and food. Small retailers are thriving by serving the needs of local residents as well as visitors.

Agriculture is a thriving part of the Island's economy: City-owned agricultural lands are being sustainably cultivated and producing seasonal foods for local consumption. The number of *farms* on private acreage has increased and is supplementing the local food supply. To enhance the viability of local *farms, affordable housing* for farm workers has been appropriately built on City owned farmland.

Innovative and flexible city programs encourage the real estate market to adapt to trends that favor conservation, efficient use of land and resources, and homes of modest size and price.

Islanders recognize that a sense of community as well as economic value is achieved by neighborly acts. A robust non-profit sector strengthens social capital, provides services and employment opportunities.

GOALS & POLICIES

DIVERSIFIED ECONOMY

GOAL EC-1

Promote economic vitality, growth and stability.

Bainbridge Island has the opportunity to create a robust, resilient and durable economy by demonstrating early leadership and acknowledging the changes that will affect our economy. Planning for these changes and taking actions that support and encourage a local economy will help reduce community vulnerability to issues such as aging demographics, housing availability, transportation constraints, and *climate change*.

By providing enterprises that both serve and employ local residents, Bainbridge Island will be better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life. A key to a healthy, stable and vital economy is to create and undertake business opportunities that anticipate and respond to conditions that affect our community. This would include identifying emerging needs and markets so that Bainbridge Island businesses benefit from being on the leading edge of change.

Policy EC 1.1
Develop and maintain regulations and programs that provide support for our community's businesses.

Policy EC 1.2
The city *should* embrace diverse and innovative business opportunities compatible with community values and develop programs to make Bainbridge Island an attractive location for those businesses.

Bainbridge Island is affected by regional, national, international and global environmental and economic trends and changes in the physical environment. While we cannot control global economic or environmental conditions we can support the local economy by providing *policy* direction and *land use infrastructure* to allow for and encourage robust economic activities that are prepared for and responsive to change.

Policy EC 1.3
Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. ~~Create an Economic Development Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.~~

Policy EC 1.4
Support existing partnerships of business leaders and community members that work together to enhance the economic vitality of Bainbridge Island.

Policy EC 1.5
Address potential physical, economic, and cultural displacement of existing businesses that may result from redevelopment or market pressure.

Policy EC 1.6 ~~4~~
Support entrepreneurism by providing adequate *land use* designations in keeping with the character of the Island, while avoiding investment in sectors, activities, or *infrastructure* that will not remain viable in the foreseeable future.

Policy EC 1.7 ~~5~~
In order to provide opportunities for business enterprise, adequate space must be provided for efficient use of existing developed areas near public transportation (e.g. ferry, bus service) and for growth that recognizes and protects the Island's valued natural amenities, its limits of land and water and the quality of its residential *neighborhoods*.

Policy EC 1.8 ~~6~~
Coordinate with the business community and others to monitor the Island's business climate and make appropriate adjustments to diversify and make more resilient the economic health of the island.~~the Eeconomic Development vitality Sstrategy~~.

Policy EC 1.9
Foster a positive business climate and expand employment opportunities specifically for businesses that provide living wage jobs, are owned locally, are women or minority-owned small businesses, or that support environmental sustainability.

Policy EC 1.10
Encourage diverse local employment opportunities, including home-based and remote employment.

Policy EC 1.11
Prioritize services and access to opportunity for people of color, people with low incomes, and historically underserved communities to ensure all people can attain the resources and opportunities to improve quality of life and address past inequities.

INFRASTRUCTURE

GOAL EC-2

Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment, particularly telecommunications and electrical reliability.

Policy EC 2.1
Identify long-term *infrastructure* needs that support economic *sustainability* and are designed to withstand future conditions.

Policy EC 2.2
Support *infrastructure* enhancement to accommodate new information technology and changing conditions.

Policy EC 2.3
Implement infrastructure and technology improvements around *designated centers* to provide enhanced service and to retain and attract business.

Policy EC 2.4
Utilize Local Improvement Districts or Tax Increment Financing to spur *infrastructure* development.

Policy EC 2.5
Consider the development of a downtown parking structure, possibly through a public/private partnership.

SUSTAINABILITY

GOAL EC-3

Promote business practices that protect the Island's natural beauty, ~~and~~ environmental and public health, and support long-term business success.

Environmental protection is a value expressed in the *guiding principles* that are the foundation of the comprehensive plan. A quality environment incorporates and enhances financial, natural, and social *economic capital* of the community.

Policy EC 3.1
Encourage the use of *green building* materials and techniques in all types of construction, as well as design approaches that are responsive to changing conditions, as outlined in the Buildings section of the Climate Action Plan

Policy EC 3.2
Help businesses find markets for surplus materials, by-products and waste.

Policy EC 3.3
Provide up-to-date information about solid waste management, including the Kitsap County Solid and Hazardous Waste Management Plan, ~~Encourage local enterprises to participate in programs such as the Kitsap County Waste Wise and Green Community Initiative, which recognize and~~ to assist business efforts to protect the environment.

Policy EC 3.4
Encourage public sector solid waste reduction, reuse and recycling.

Policy EC 3.5
Encourage existing and new businesses to become part of a linked cooperative whereby the by-products and waste of one enterprise become the raw materials of another.

Policy EC 3.6
Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty, environmental and economic health.

CIVIC LIFE

GOAL EC-4
Encourage a broad range of civic activities and organizations.

Non-profit organizations are a source of employment and other economic benefits for Islanders and utilize many local commercial and service providers. Volunteers also provide significant contributions to the local economy and provide valuable human resources to the community.

Policy EC 4.1
Support the non-profit sector of human and social service providers.

Policy EC 4.2
Encourage and recognize individuals, organizations, and businesses that volunteer time and skills to the community.

Policy EC 4.3
Encourage local business groups, educational institutions, and other entities to provide continuing education and skills development.

Policy EC 4.4
Promote Bainbridge Island as a family-friendly community with high quality schools, recreational opportunities and a safe, clean environment.

JOBS/HOUSING BALANCE

GOAL EC-5

Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

The Housing Element of the *comprehensive plan* provides several options for the development of *affordable housing* on the Island.

Policy EC 5.1
Continue to monitor the progress in implementing the Housing Element and evaluate new ways of providing *affordable housing*.

Policy EC 5.2
In concert with the Housing Element's Goals and Policies, pursue a housing strategy that seeks to accommodate a wide variety of housing options, both in design and affordability, to meet the demands of the full range of the population including service sector employees, retirees, students, artists, farmers and craftspeople.

DEVELOPMENT IN *DESIGNATED CENTERS*

GOAL EC-6

As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

Policy EC 6.1
Enhance the existing *designated centers* to help the Island economy prosper and provide a high quality of life, creating ancillary benefits such as decreasing pollution (including *greenhouse gas emissions*), protecting *open space*, and creating local family wage jobs.

Policy EC 6.2
Utilize urban design strategies and approaches to ensure that changes to the built environment are at a locally appropriate scale and enhance the Island's unique attributes, in recognition of the economic value of "sense of place."

Policy EC 6.3
Establish procedures and regulations ~~Develop urban design strategies~~ to ensure that the built environment is prepared ~~appropriate~~ for present and future conditions, including the impacts of *climate change.*

Policy EC 6.4
Ensure the efficient flow of people, goods, services, and information in and throughout the Island with *infrastructure* investments, particularly within and connecting to *designated centers*, to anticipate the needs of the Island's businesses.

Policy EC 6.5
Promote emerging business sectors such as artisanal and small-scale producers, including *craft food and beverages*, as well as low-impact, specialty manufacturing, including software, electronics and green technology.

Policy EC 6.6
Preserve and enhance activities that feature Bainbridge Island's history of maritime, agricultural and artistic enterprises.

Policy EC 6.7
Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

PUBLIC/PRIVATE PARTNERSHIPS

GOAL EC-7

Partner with local businesses and business associations on programs and projects to diversify and grow the City's economic make-up, reduce sales leakage, attract spending by visitors, enhance local employment, and increase municipal tax revenues to support local services.

Policy EC 7.1
Leverage technology assets, such as existing fiber connections, to support technology- based businesses and potentially to pursue new revenue streams.

Policy EC 7.2
Focus "buy local" community marketing on consumer spending segments in which there is significant "leakage" and also a strong possibility of recapturing spending.

Policy EC 7.3
Support and enhance social, cultural, artistic, nature based recreational and other learning activities for residents, workers and visitors.

Policy EC 7.4
Integrate programs and activities related to economic prosperity with objectives related to environmental *sustainability*, social and political equity, *climate change* adaptation and cultural engagement.

Policy EC 7.5
Continue to support and enhance the arts/culture sector and the visitors that arts and cultural events attract.

Policy EC 7.6
Support and enhance the role of the *craft food and beverage* industry as attractions for residents and visitors alike.

Policy EC 7.7
Support and enhance recreational, nature-based, and other outdoor events that attract visitors.

Policy EC 7.8
Support and make Bainbridge Island a model community for *climate change* preparedness and *sustainability* practices that ensure long-term business viability while attracting and protecting visitors, businesses and residents.

Policy EC 7.9
Support and enhance our waterfront, including docks and maritime services that attract visitors and residents.

Policy EC 7.10
Provide an efficient, timely and predictable regulatory environment within the framework of a strong customer service approach.

Policy EC 7.11
Encourage the private, public, and non- profit sectors to incorporate environmental and social responsibility into their practices.

RETAIL AND SERVICES

GOAL EC-8

Maintain and enhance Winslow as the commercial hub of Bainbridge Island. Position the Neighborhood Centers to provide the opportunities for smaller-scale commercial and service activity.

Policy EC 8.1
Reinforce Winslow as the mixed-use center for commerce and exchange by fully implementing the Winslow ~~Master~~ Subarea Plan.

Policy EC 8.2
Develop Neighborhood Centers at higher residential *densities*, as recommended in the Land Use Element, in order to attract a variety of small-scale retail and service providers.

Policy EC 8.3
Promote locally-owned and independent businesses with standards that foster unique development.

SERVICES SECTOR

GOAL EC-9

Grow a healthy service sector to increase employment opportunities, enhance local revenues, and meet emerging needs of the Island's changing demographics.

Policy EC 9.1
Increase availability of housing to enable service sector employees to live on the Island.

Policy EC 9.2
Increase access to transportation options that better enable service sector employees who live off-Island to work on-Island.

Policy EC 9.3
Promote an emerging professional services sector that recognizes the Island's linkage to the Seattle job market for managerial jobs and information-based industries.

Policy EC 9.4
Promote on-Island access to healthcare facilities and medical services, particularly those addressing the needs of the Island's increasing older population.

BUILDING DESIGN AND CONSTRUCTION SECTOR

GOAL EC-10

Support building design and construction industries to increase employment opportunities, enhance local revenues, and help ensure a built environment that responds to and reflects the Island's Vision and Guiding Principles.

The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy. Productivity and profits within that sector are crucial factors in the stability and well-being of the entire community. Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

Policy EC 10.1
Make the City's development permit and code enforcement action process timely, fair and predictable.

Policy EC 10.2
Partner with Island architects, landscape architects, builders and related construction professionals to draft development standards and practices that incorporate *green building* practices and *context-sensitive design*.

TOURISM

GOAL EC-11

Tourism is a key sector of the Island's economy and needs to be supported. Bainbridge Island provides unique opportunities for visitors to experience internationally recognized gardens, cultural centers, parks, and recreational events.

Policy EC 11.1
Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle and support public *transit* and shuttle services.

Policy EC 11.2
The predominant focus of downtown Winslow is to serve the commercial and social needs of Island residents. A lively, *pedestrian-oriented* town center that provides a mix of commercial and *residential uses* creates a potential tourist destination.

Policy EC 11.3
Support the Island as a visitor destination by preserving and enhancing the unique qualities of our community.

Policy EC 11.4
Encourage multiple-day stays and participation in selected Island events and destinations by off-Island visitors.

Policy EC 11.5
Encourage bed and breakfasts and other creative tourist accommodations.

Policy EC 11.6
Continue to m~~M~~onitor the Island's short-term rentals to gauge their impact on the long-term housing supply and their surrounding neighborhoods ~~community~~.

Policy EC 11.7 Consider updates to City short-term rental regulations to ensure compliance with any applicable health and safety standards, including requirements of the Kitsap Public Health District.

ARTS

GOAL EC-12

Continue to promote the arts as a significant component of the Bainbridge Island economy.

Policy EC 12.1
Encourage and support the creative and economic contribution of the arts by implementing the *goals* and *policies* of the Cultural Element.

Policy EC 12.2
Promote the arts community within the region as an economic asset of the Island.

HOME-BASED BUSINESSES

GOAL EC-13

Foster home-based businesses as a key to a present and future vital economy.

~~Nearly half~~ Just over thirty percent of all businesses licensed on Bainbridge Island are reported as home-based. Bainbridge Island allows home-based businesses in all zones~~,~~; ~~and 16.3% of the Island workforce works from home.~~ ~~H~~home-based businesses are divided into two categories: minor and major *home occupations*.

Policy EC 13.1
Apply performance standards to limit impacts of home-based businesses in residential *neighborhoods*. Home-based business that do not meet performance standards may qualify as a major *home occupation* and will require a conditional use permit.

Policy EC 13.2
Support home-based businesses through business licensing and other City programs.

AGRICULTURE

GOAL EC-14

Recognize that farming is a part of the Island's heritage and contributes to the island's economy.
The Environmental and Land Use Elements contains several *goals* and *policies* intended to sustain and enhance agriculture.

Policy EC 14.1
Support the market for Island-grown *agriculture* products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

Policy EC 14.2
Support a program that helps working farms through educational, historic, farm stay and tourist visits.

Policy EC 14.3
Support working farms through the creation and sale of locally-constituted, high-grade compost to maintain the fertility of Island soils.

BUSINESS/INDUSTRIAL

GOAL EC-15

The Business/Industrial (B/I) *land use* designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B/I land use designations to provide opportunities for light industrial and other ~~non-retail~~ commercial activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre- existing infrastructure and well-designed accommodations in order to flourish.

Policy EC 15.1
Promote manufacturing and business/industrial employment as an important source of family wage jobs on Bainbridge Island.

Policy EC 15.2
New Business/Industrial (B/I) *land use* designations will be considered based on the following:

- Proximity to existing B/I.
- The total amount of and expected need for B/I-zoned land.
- Compliance with ~~all~~ *policies* in the Land Use Element.
- ~~Reasonable proximity to SR 305~~. Adequate transportation access.
- Availability of public sewer and water, *or* whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District.
- Consideration of pollution and *aquifer recharge* concerns.

- Adjacency to non-*residential land uses*.
- Minimal impact to resi*dential land uses*, *neighborhoods* and *open space*/conservancy and agriculture areas.

Policy EC 15.3
Conform Business/Industrial development to all Business/Industrial performance standards, the requirements of Site Plan and Design Review, and applicable design guidelines.

ECONOMIC IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

EC Action #1 ~~Adopt and maintain an Economic Development Strategy to~~ Ccoordinate public and private efforts to grow and sustain a healthy economy on the Island.

Policy EC 1.3
Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. ~~Create an Economic Development Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.~~

Policy EC 1.4
Support existing partnerships of business leaders and community members that work together to enhance the economic vitality of Bainbridge Island.

Policy EC 1.5
Address potential physical, economic, and cultural displacement of existing businesses that may result from redevelopment or market pressure.

Policy EC 1.8 ~~6~~
Coordinate with the business community and others to monitor the Island's business climate and make appropriate adjustments to diversify and make more resilient the economic health of the island.~~the Eeconomic Development vitality Sstrategy~~.

EC Action #2 Continue efforts to promote and support *agriculture* as a component of the Island's economy, landscape and culture.

Policy EC 14.1
Support the market for Island-grown agriculture products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

EC Action #3 Assure that adequate parking is available to support businesses.

Policy EC 6.7
Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

EC Action #4 Identify capital projects and streetscape standards to implement Policy EC 11.1, to improve non-motorized facility links between the ferry terminal, downtown Winslow, and the harbor.

Policy EC 11.1
Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle and support public transit and shuttles.

ENVIRONMENTAL ELEMENT

NOTE: PAGE NUMBERS TO BE UPDATED AT LATER DATE

TABLE OF CONTENTS

PAGE

INTRODUCTION EN-1

VISION EN-2

GOALS AND POLICIES EN-2

ENVIRONMENT EN-2

FISH AND WILDLIFE EN-5

FREQUENTLY FLOODED AREAS EN-6

SEA LEVEL RISE EN-7

GEOLOGICALLY HAZARDOUS AREAS EN-7

AIR QUALITY EN-9

NOISE EN-10

GREENHOUSE GASES EN-10

DARK SKIES EN-11

INVASIVE SPECIES EN-11

AGRICULTURAL LANDS EN-12

FOREST LANDS EN-14

FORESTS AND TREES EN-15

MINING EN-16

ENVIRONMENTAL ELEMENT IMPLEMENTATION EN-16

ENVIRONMENTAL INTRODUCTION

This element addresses the natural environment of Bainbridge Island. The Environmental Element includes *goals* and *policies* for all lands considered *critical areas* under the *Growth Management Act* (GMA), such as *wetlands*, *streams*, *aquifer recharge areas*, *fish and wildlife habitat*, *frequently flooded areas* and *geologically hazardous areas*.

This element also addresses natural resources such as forests, *agricultural lands* and *mineral resources* and provides *goals* and *policies* concerning air quality and the retention and development of the trails and *open space* systems.

Preserving and protecting the environmental resources and natural amenities of the Island is an important component for the vision of our city. Bainbridge Island contains interconnected forests, meadows, *wetlands* and *stream* systems, and saltwater shorelines, all of which provide wildlife habitat and scenic value, and some of which are protected as public parkland. The Island also contains *agricultural lands* and land areas that are sensitive due to geological conditions, slope and/or soil types.

As our Island grows and develops continued protection of varied *open space* areas and environmentally sensitive landscape is necessary to maintain the quality of life that is currently enjoyed on Bainbridge Island. Additionally, the unpredictable cumulative impacts of *climate change* in our region justify appeals to the *precautionary principle. Climate change* may require that the areas we protect and approaches we use to achieve our *goals* and *policies* will change.

Citizens of Bainbridge Island enjoy and value the Island's natural environment. The public parklands, *open spaces*, and other natural areas contribute to the quality of life on the Island. Support for preservation of *environmentally sensitive areas* and *agricultural lands* is high. The community is supportive of providing pedestrian and bicycle trails and increased public access to shorelines.

Understanding the functions of the Island's valuable natural systems and what types of activities may impact these functions now and in the future as conditions change, is key to protecting these lands and natural resource areas. Retaining the viability and ecological functions of our natural systems and protecting those areas that are sensitive to development is paramount to maintaining a healthy natural environment and a high quality of life.

The goals and policies of the Environmental Element attempt to guide future action such that the quality of the Island's natural environment is protected and maintained and when possible, restored and improved. Future actions will incorporate the *best available science* as required by RCW 36.70A.172.

ENVIRONMENTAL VISION 20~~36~~ 44

It is well understood that the integrity of our environment – the foundation of our quality of life – sets limits on the growth of our population and our economic life. We have faced some distressing events within the changing natural order and have survived as a stronger community.

A culture of stewardship has preserved and even improved the varied landscapes, forests and views that contribute so much to the sense of place that is valued here. Monitoring and regulation of the impacts of human activities on the Island's natural resources has been successful in maintaining their resilience. Public policies and many initiatives of citizens and businesses have been proactive in response to the anticipated effects of climate change, such as sea level rise, adapting where necessary and mitigating impacts to the extent possible.

GOALS & POLICIES

ENVIRONMENT

GOAL EN-1

Preserve and enhance Bainbridge Island's natural systems, natural beauty and environmental quality.

Policy EN 1.1

A primary goal of the *Comprehensive Plan* is protecting the Island's natural environment; land use decisions implement this *goal*.

Policy EN 1.2

Taking into account the present and future need to reduce the potential for personal injury, loss of life, or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained.

Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact or mitigates potential problems through engineering, siting or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners and other public, non-profit and private organizations.

Policy EN 1.4

Maintain and enhance natural systems and protect wildlife, fish resources and *open spaces* through *land use* plans and development patterns including tree retention and planting.

Policy EN 1.5

Create and maintain overlay maps that show the location of *agricultural lands*, critical *aquifer recharge areas*, *geologically hazardous areas*, floodplains, *streams, wetlands* and *fish and wildlife habitat*, and critical forest stocking density. ~~Integrate the maps from the Bainbridge Island Climate Impact Assessment (2016).~~

Policy EN 1.6

Use the City's Shoreline Master Program to address and protect marine fish and marine shoreline habitat.

Policy EN 1.7

To protect the Island's ecosystems, discourage the use of *neonicotinoid* pesticides.

Policy EN 1.8

Consider the potential impacts of *climate change* and its impacts in all decisions related to natural systems, ~~and~~ environmental quality, forest systems, local food production, shorelines, and *groundwater recharge*.

GOAL EN-2

Encourage *sustainability* in City Government operations.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This includes recognizing and preparing for the impacts of *climate change*.

Policy EN 2.2

Seek to minimize the quantity and toxicity of materials used and waste generated for City facilities and operations through reduction, reuse and recycling. Use products made from recycled materials when available.

Policy EN 2.3

Use new technologies to reduce environmental impacts such as solar panels, electric and hybrid vehicles, high-efficiency lights and heating systems.

Policy EN 2.4

Utilize integrated pest management practices.

Policy EN 2.5

Promote sustainable consumption within City operations, including with continued support of the City's Green Team.

Goal EN-3

Consider the impact on *critical areas* whenever land is subdivided.

Policy EN 3.1

Design lots to protect natural systems and avoid or minimize impact to *critical areas*. In order to protect *critical areas*, the full *density* permitted under the zoning ordinance might not be achieved.

Policy EN 3.2

Use *Transfer of Development Rights* (TDRs) and *Purchase of Development Rights* (PDRs) to protect critical areas.

Policy EN 3.3

Include in any lot created by *subdivision* of land sufficient area to accommodate a building site outside of a *critical area* and its buffers.

Goal EN-4

Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

Employ conservation design methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

Policy EN 4.2

Create a program with effective mechanisms intended to offset development impacts to the Island's ecosystems.

FISH AND WILDLIFE

GOAL EN-5

Protect and enhance wildlife, fish resources and ecosystems.

Policy EN 5.1

The protection and enhancement of *fish and wildlife habitat*, especially during offspring rearing season, and wildlife corridors, including Tribal Usual and Accustomed fishing areas, are integral components of the *land use* planning process.

Policy EN 5.2

The identification of *fish and wildlife habitat* is based on a current evaluation of the species of wildlife on the Island and the habitat requirements of these species now and in the future.

Policy EN 5.3

The protection and enhancement of mature trees, and *fish and wildlife habitat* are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 5.4

Protect and restore *fish and wildlife habitat* and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations by identifying an interconnected system of corridors that will provide continuous links east to west and north to south connecting larger tracts that are important habitat.

Policy EN 5.5

Identify and classify streams and stream reaches which have an anadromous fish presence.

Policy EN 5.6

Protec*t wetlands* and riparian areas.

Policy EN 5.7

Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species* Act, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore of the City and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 5.8

Work closely with Tribes, the Park District, local conservation organizations and the Washington State Department of Fish and Wildlife (the agency with expertise to “preserve, protect, and perpetuate” wildlife resources of the state) in matters involving wildlife including identifying “priority *fish and wildlife habitat*.”

Policy EN 5.9

Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 5.10

Consider *climate change* and its impacts in all decisions related to wildlife, fish resources and natural systems.

FREQUENTLY FLOODED AREAS

Regulation of *frequently flooded areas* is important for property and habitat protection. Floodplains are valuable natural resource areas that play a major role in the function of ecosystems. Floods are a natural process where rising water inundates otherwise dry land. Floodplains provide storage for floodwaters which reduces downstream erosion and improves downstream water quality. Floodplains allow infiltration for *aquifer recharge* and provide important habitat necessary for the survival of many invertebrate, fish and wildlife species. Flood courses can change naturally over time. As impervious development covers more land surface and encroaches on floodplains, damage increases to both the built and natural environments.

The Federal Emergency Management Agency (FEMA) has designated *frequently flooded areas* as areas that have a 1% or greater chance of flooding in any given year. Also known as the 100-year flood, this level was chosen to manage flooding as a compromise between an economic use of the land and an understanding of the natural benefits of flooding. *Frequently flooded areas* are *Critical Areas.*

GOAL EN-6

Protect the natural functions of *frequently flooded areas*.

Policy EN 6.1

Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of *frequently flooded areas.* The Flood Insurance Rate Maps adopted by the City were originally produced in 1975 and updated in 1977, and need to be kept current.

Policy EN 6.2

Limit the alteration of natural floodplains, *stream* channels and natural protective barriers that help accommodate, dissipate, or channel floodwaters.

Policy EN 6.3

Emphasize nonstructural methods such as setbacks and vegetation, to prevent or minimize flood damage.

Policy EN 6.4

Locate public facilities such as sewer and water lines outside of *frequently flooded areas* and with consideration of future sea level rise in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate environmental concerns. Additional development is not encouraged in *frequently flooded areas.*

SEA LEVEL RISE

GOAL EN-7

Anticipate and prepare for the consequences of sea level rise.

Sea level rise may happen as the result of natural or human activity such as geologic subduction or *climate change*. Here in the Puget Sound, we experience the effects of both the geologic and climatological forces. Cumulative sea level rise has serious implications for the shorelines and lowland areas of the Island such as beach and bluff erosion and loss of intertidal zones. These areas serve such purposes as nursery habitat, feeding grounds for fish and fowl, stormwater collection and water filtration.

Policy EN 7.1

Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and ~~interpreted with~~ the ~~Bainbridge Island Climate Impact Assessment~~ informed by the 2024 Bainbridge Island Sea Level Rise Vulnerability & Risk Assessment).

Policy EN 7.2

Coordinate with Tribal, Federal, State and local agencies to address issues related to sea level rise.

GEOLOGICALLY HAZARDOUS AREAS

GOAL EN-8

Protect *landslide hazard areas* and *erosion hazard areas* from the impacts of use and development for the protection of public safety, property and the environment.

Policy EN 8.1

Avoid *land uses* on *landslide hazard* and *erosion hazard areas*. If the hazard caused by development can be mitigated, then design *land use* to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

Policy EN 8.2

As the degree of slope increases, decrease development intensity, site coverage, and vegetation removal to mitigate problems of drainage, erosion, siltation and landslides.

Policy EN 8.3

In order to protect *landslide and erosion hazard areas* from damage during construction and from intrusion following construction, an analysis by a geotechnical engineer and a certified arborist may be required.

Policy EN 8.4

Construct roads, driveways and utility corridors to preserve the integrity of the existing land forms, drainage ways, and natural systems minimizing impact to the *landslide and erosion hazard areas*. Utilize common access drives and utility corridors where feasible.

Policy EN 8.5

Allow clearing, grading or filling on sloped areas containing *landslide hazard and erosion hazard areas* only when other alternatives are not feasible and when it will not destabilize those areas. Such activity is limited to the dry period of the year.

Policy EN 8.6

Any alteration of a *landslide hazard area* or *erosion hazard area* may not increase the rate of surface water discharge or sedimentation and may not decrease slope stability on adjacent property. Landscape the altered area to provide erosion control.

GOAL EN-9

Identify and map areas that are at risk due to seismic activity and regulate activities in these areas for public safety and property protection.

Policy EN 9.1

Consider the *best available science* in mapping these high-risk areas and in regulating and permitting *land use* activities in areas that have a heightened risk from earthquakes such as liquefaction areas and fault rupture zones, tsunami or other geological hazards.

Policy EN 9.2

Consider tsunami hazards in regulating *land use* activities on Bainbridge Island.

Policy EN 9.3

Consider seismic activity and the potential for earthquake-induced landslides in the determination of *geologically hazardous areas*. Areas that are stable under normal conditions can become landslides during earthquake events.

Policy EN 9.4

Provide information and educational opportunities to the citizens of Bainbridge Island on the hazards posed by seismic events.

AIR QUALITY

GOAL EN-10

Protect and promote clean air.

These policies address the need for clean air to protect the Island's residents and ecosystems, under current and future climatological conditions. For example, increasing regional air temperatures are increasing air pollution components such as ground level ozone and smog.

Policy EN 10.1

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

Policy EN 10.2

Encourage the retention of existing trees and vegetation and the planting of new trees and vegetation that provides natural filtration of suspended particulate matter, removes carbon dioxide and improves air quality.

Policy EN 10.3

Evaluate the impacts and consequences of new development both during and subsequent to construction on air quality as a part of the environmental review process and require mitigation when appropriate.

Policy EN 10.4

Cooperate with the Puget Sound Clean Air Agency in providing information to the community about available and innovative emission controls for residential, commercial, vehicular and light industrial use.

Policy EN 10.5

Ensure beneficial indoor air quality in all renovations and new construction of City-owned facilities and promote design choices that enhance beneficial indoor air quality in private construction.

Policy EN 10.6

Reduce the quantity of airborne particulates through regulations for dust abatement of construction sites and street sweeping programs in areas with concentrations of both vehicular and pedestrian traffic.

Policy EN 10.7

Maintain nuisance regulations to minimize offensive odors generated by commercial or industrial uses in proximity to *residential uses.*

Policy EN 10.8

Encourage the retrofit or replacement of non-certified wood stoves with certified appliances.

Policy EN 10.9

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. Maintain and improve Island air quality, by promoting the development of carbon free *infrastructure*.

NOISE

GOAL EN-11

Promote the reduction of invasive noise impacts.

Policy EN 11.1

Review the effectiveness of current noise standards and modify these standards as necessary to ensure acceptable noise levels.

Policy EN 11.2

Promote actions such as equipment modifications and operational requirements that reduce noise from transportation modes, construction sites, industrial uses and commercial business establishments.

Policy EN 11.3

Work with the Federal Aviation Administration to design flight paths and schedules that minimize the airplane noise over Bainbridge Island.

GREENHOUSE GASES

GOAL EN-12

Reduce gr*eenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further. 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.

Policy EN 12.1 Coordinate and implement the Strategies/Actions detailed in the most current Climate Action Plan as adopted.

~~Support and implement climate pledges and commitments undertaken by the City and other multi-jurisdictional efforts to reduce *greenhouse gas* emissions, address *climate change*, sea-level rise, ocean acidification and other impacts of changing global conditions.~~

Policy EN 12.2

Facilitate the improvement and convenience of low carbon mass transit and increased car-sharing, cycling, walking and the development of alternative vehicle infrastructure (e.g., charging stations) to reduce *greenhouse gas* emissions.

Policy EN 12.3

Strive for reduced *greenhouse gas* emissions by, among other actions, integrating *climate change* into the city planning process, including *land use* and transportation planning and management, and making *climate change* considerations and meeting *greenhouse gas* emission reduction goals a component of city decision making.

Policy EN 12.4

Establish benchmarks, metrics and targets for reduction of *greenhouse gas* emissions, assess current conditions and progress in reducing *greenhouse gas* emissions from municipal, commercial, residential and transportation-related land uses, projects and programs.

Policy EN 12.5

Support the development of a public education program which informs all citizens on the methods and progress for meeting the Island's *greenhouse gas* emission *goals* and ways citizens can assist in reaching the reduction *goals*.

Policy EN 12.6

Promote energy conservation measures by all government entities including:

- Retrofitting offices, shops and garages with high-efficiency lighting;
- Converting vehicles to ~~hybrid fuel~~ zero-emission vehicles as replacement or new vehicles are acquired;
- Converting traffic signals and lighting to the most energy efficient and spectrum appropriate technology available; and
- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 12.7

Promote the installation of residential solar panels and the adoption of other energy saving technologies such as LED lights, heat pumps and insulation.

DARK SKIES

Goal EN-13

Preserve and enhance the view of the dark sky by controlling glare and light trespass, thereby protecting human health and the health of the natural world.

Policy EN 13.1

Enforce *development regulations* that provide standards for appropriate lighting practices and systems that will curtail the degradation of the nighttime visual environment.

INVASIVE SPECIES

Goal EN-14

Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from *climate change* and international commerce.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to control and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to control and where feasible, eradicate invasive plant species on private property, and use the City's See-Click-Fix tool for reporting invasive species on City property.

Policy EN 14.3

Tree clearing permits may require a surety bond for larger-scale tree clearing to cover the costs of invasive species removal in the eventuality that land is not properly managed and results in invasive weed infestation.

AGRICULTURAL LANDS

GOAL EN-15

Conserve and protect the Island's existing agricultural uses and increase the acreage of permanently protected and productive farmland by using preservation methods including incentive-based programs.

Policy EN 15.1

Provide owners of *farms* the option of participating in the *transfer of development rights (TDRs)/purchase of development rights (PDRs) program*.

Policy EN 15.2

Inventory land currently used and/or potentially available for *agriculture*, including community gardens.

Policy EN 15.3

Where land that had historically been used for *agriculture* is being subdivided for residential development, a portion *should* be reserved for agricultural use or community gardens. Existing traditional agricultural lands *should* be included in the *open space* of clustered development.

Policy EN 15.4

Develop a procedure to allow public and private property owners to designate their properties Agricultural Resource Land, consistent with WAC 365-190-050.

Policy EN 15.5

Utilize the Floor Area Ratio (FAR) Farmland/Agriculture fund for viable farmland preservation projects.

Policy EN 15.6

Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.7

Encourage the use of native and/or regionally produced edible plants for use in required landscape and roadside vegetation buffers.

Policy EN 15.8

Ensure protection of the Island's *aquifers* and streams by promoting agricultural uses that are not water intensive, and *agriculture* practices that protect water quality.

Policy EN 15.9

Work with the Conservation District and nonprofits to encourage farming that accounts for changing Island conditions with regard to hydrology, temperature and other climatologically influenced factors. Promote crops and commodities that are adapted to future conditions and do not rely on chemical amendments that may adversely impact future water availability.

Policy EN 15.10

Improve public information and creating new programs to promote *agriculture* while advocating for farming practices that protect water quality and quantity.

Policy EN 15.11

Maximize opportunities for agricultural practices that mitigate the impacts of *climate change*, including lower energy intensive practices, carbon storage, *aquifer recharge*, and smaller foodsheds.

GOAL EN-16

Minimize conflict between agricultural and non-agricultural uses.

Policy EN 16.1

Design and locate development adjacent to areas designated or registered as agricultural land to avoid or minimize potential conflicts with agricultural activities.

Policy EN 16.2

Require notification on all plats, development permits and building permits of the existence of any registered agricultural lands within 300 feet of the development.

Policy EN 16.3

Maintain the Right to Farm Ordinance.

Policy EN 16.4

Cooperate with the Kitsap Conservation District to promote use of Best Management Practices.

GOAL EN-17

Encourage and support farming as an economically viable option for *land use* and as a means to providing diversity of lifestyle.

Policy EN 17.1

Preserve existing farmland and e~~E~~ncourage small-scale farming.

Policy EN 17.2

Work with the Kitsap County Assessor's office to educate the farming community about the availability of the Tax Reduction Program.

Policy EN 17.3

Elevate and encourage public appreciation and awareness of *farms* by allowing tours of *farms* and farming facilities.

Policy EN 17.4

Permit the production, processing and marketing of *farm* products from Island *farms*.

Policy EN 17.5

Support the Farmers' Market and promote the sale of local *farm* products in other locations.

Policy EN 17.6

Minimize the parking requirements for agricultural uses (i.e., number of parking spaces, paved parking and landscaping requirements), due to the seasonal nature of the marketing of *farm* products.

Policy EN 17.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8

Consider establishing a Citizen Advisory Group on *Agriculture* comprised of citizens representing farmers, non-profit organizations involved with local *agriculture* and businesses with an interest in local *farm* produce.

FOREST LANDS

Propose language to make sure that the paragraph below is on BI

Few large tracts of second-growth timber remain on the Island and some of these could be converted to other uses in the near future. As of August 2015, there were approximately 529.34 acres classified as timberlands by the Kitsap County Tax Assessor. Forty-six parcels are classified as *Forest Land* including the 42-acre Port Madison watershed. These *forest lands*, together with tracts that are protected by conservancy agreements and other privately owned forested acres that may not be classified as timberlands, have immeasurable value within the Island-wide conservation strategy.

GOAL EN-18

Encourage the retention of *forest land* and multiple-aged forests since healthy forests provide many ecological benefits to all forms of life on the Island and help mitigate climate change.

Policy EN 18.1

Encourage stewardship of forests, to promote forest health, provide for selective harvest of merchantable timber and protect *critical areas*. Department of Natural Resources and City regulations apply when converting *forest land* to agricultural, residential or other uses.

Policy EN 18.2

When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

FORESTS & TREES

GOAL EN-19

Retain, conserve and improve portions of the community forests where people live, work and learn through public education and through management and protection measures that will help to conserve these resources.

The community forests on Bainbridge Island are comprised of the street tree system in the urban center, trees in parks and on other public lands, and trees and forested areas on private properties throughout the Island. Bainbridge Island's urban and rural forests have historically been a resource for logging but more recently have become a source of community identity and civic pride. Trees and forested areas are essential to the Island's conservation strategy. It is recognized that in addition to biological benefits a community forest provides a significant return by creating appealing streets and *neighborhoods* with resulting higher property values in the built environment. In addition, trees and forests provide buffering and screening between differing *land uses*, reduce surface water *runoff,* improve air and water quality, help maintain soil and slope stability, provide wildlife habitat, reduce energy consumption by providing shade and functioning as windbreaks, and sequester carbon dioxide.

Policy EN 19.1

Encourage protection, restoration and maintenance of existing vegetation that has environmental, wildlife habitat and aesthetic qualities including tree groves, significant tree stands, forested hillsides and vegetation associated with *wetlands, stream* corridors, riparian areas, steep slopes and areas subject to erosion.

Policy EN 19.2

Utilize various tools to understand and monitor existing conditions and changes of Island-wide tree cover, significant tree groves and significant individual trees over time. Undertake periodic tree inventories to assess canopy cover and health of forested areas and significant trees.

Policy EN 19.3

In pre-application conferences and as part of the review of development applications, encourage property owners to maximize the preservation of trees and to maintain and enhance the cohesive quality of tree groves through appropriate site design and construction methods as well as *open space* dedication of areas that contain these resources.

Incentives such as a building height bonus could be used to encourage tree preservation greater than the preservation required by code during site design. Update Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay to incorporate tree preservation practices and policies.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees.

Policy EN 19.5

Consider partnering with other organizations and re-establishing a Community Forestry Commission.

Policy EN 19.6
Encourage Best Management Practices to protect and enhance community forests.

Policy EN 19.7
Encourage activities that enhance the community's awareness of the value of trees and the community forest.

Policy EN 19.8
Develop street tree programs for the commercial and mixed-use zones, and the more densely developed residential zones.

MINING

GOAL EN-20

Manage the remaining mining operations on the Island.
Bainbridge Island has had a history of mining, predominantly sand and gravel. While multiple sites have been reclaimed there are still two active mining operations on the Island. One operation functions as a recycling/mulching facility and another as a sand mining operation.

Policy EN-20.1
Rigorously control the excavation of sand and gravel and other minerals.

ENVIRONMENTAL IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating outreach and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

EN Action #1 When updating the City's Critical Areas Ordinance, integrate the precautionary principle and mitigation sequencing to protect and preserve natural resources

Policy EN 1.2 Taking into account the present and future need to reduce the potential for personal injury, loss of life or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained. Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact, or mitigates potential problems through engineering, siting, or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 5.7 Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species* Act, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 6.1 Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of *frequently flooded areas*. City Flood Insurance Rate Maps originally produced in 1975 and updated in 1977, and need to be kept current.

Policy EN 8.1 Avoid *land uses* on *landslide hazard* and *erosion hazard areas*. If the hazard caused by development can be mitigated, then design *land use* to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

EN Action #2 Integrate sustainability and conservation into regulations.

Goal EN-4 Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1 Employ conservation design methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

EN Action #3 Consider *climate change* in all relevant City decisions, including capital projects, budgeting, staffing, and program creation.

GOAL EN-2 Encourage sustainability in City Government operations.

Policy EN 1.8

Consider the potential impacts of *climate change* and its impacts in all decisions related to natural systems~~, and~~ environmental quality, forest systems, local food production, shorelines, and *groundwater recharge*.

Policy EN 2.1 In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This includes recognizing and preparing for the impacts of *climate change*.

Policy EN 6.4 Locate public facilities such as sewer and water lines outside of *frequently flooded areas* and with consideration of future sea level rise, in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate environmental concerns. Additional development is not encouraged in *frequently flooded areas.*

Policy EN 10.10 Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. Maintain and improve Island air quality by promoting the development of carbon free *infrastructure*.

EN Action #4 Consider creating a new "Agricultural Resource Land" (ARL) designation consistent with WAC 365-190-050, and consider designating City-owned farmland ARL.

Policy EN 15.2 Inventory land currently used and/or potentially available for *agriculture*, including community gardens.

Policy EN 15.4 Develop a procedure to allow public and private property owners to designate their properties Agricultural Resource Land, consistent with WAC 365-190-050.

Policy EN 15.6 Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.8 Ensure protection of the Island's *aquifers* and streams by promoting agricultural uses that are not water intensive and *agriculture* practices that protect water quality.

Policy EN 17.7 Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8 Consider establishing a Citizen Advisory Group on *Agriculture* comprised of citizens representing farmers, non-profit organizations involved with local *agriculture* and businesses with an interest in local *farm* produce.

EN Action #5 Incorporate *low impact development* principles, goals, and approaches into all land use and development codes.

NOTE: SAME ACTION IN WATER RESOURCES ELEMENT

EN Action #6 ~~Review and update BIMC 16.22 Vegetation Management and other~~ Assess if City tree regulations and programs should be updated.

Policy EN 18.2 When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

Policy EN 19.8 Develop street tree programs for the commercial and mixed-use zones and the more densely developed residential zones.

EN Action #7 Evaluate the reasons why the City's PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

NOTE: SAME ACTION IN LAND USE ELEMENT

Policy EN 3.2 Use *Transfer of Development Rights (TDRs)* and *Purchase of Development Rights (PDRs)* to protect critical areas.

Policy EN 5.3 The protection and enhancement of mature trees, and *fish and wildlife habitat* are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 15.1 Provide owners of *farms* the option of participating in the *(TDRs)/(PDRs) program*.

MEDIUM PRIORITY ACTIONS

EN Action #8 Improve City outreach programs to educate the public about how they can protect and enhance natural resources and respond to climate change.

Policy EN 1.3 Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners, and other public, non-profit and private organizations.

Policy EN 5.9 Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees.

EN Action #9 Coordinate with other agencies to promote safe and sustainable pest and weed management.

Goal EN-14 Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from *climate change* and international commerce.

Policy EN 1.7 To protect the island's ecosystems, discourage the use of *neonicotinoid* pesticides.

Policy EN 14.1 Coordinate with public agencies and nonprofit organizations to control, and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2 Improve public outreach to encourage residents control and where feasible, eradicate invasive plant species on private property.

OTHER ACTIONS

EN Action #10 ~~**Coordinate with organizations and governments at all levels to prepare for and respond to *climate change*.**~~ **Implement actions as outlined in the City of Bainbridge Island Climate Action Plan,**

GOAL EN-12 Reduce gr*eenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further. 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.

Policy EN 7.1 Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and ~~interpreted with the Bainbridge Island Climate Impact Assessment~~ and informed by the 2024 Bainbridge Island Sea Level Rise Vulnerability & Risk Assessment).

Policy EN 10.1 Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

WATER RESOURCES ELEMENT

TABLE OF CONTENTS

PAGE

INTRODUCTION WR-1

VISION WR-4

GOALS AND POLICIES WR-4

GENERAL WATER RESOURCES WR-4

GROUNDWATER PROTECTION AND MANAGEMENT WR-5

SURFACE WATER PROTECTION AND MANAGEMENT WR-7

STORMWATER PROTECTION AND MANAGEMENT WR-9

RESIDENTIAL ON-SITE SEWAGE SYSTEMS WR-10

PUBLIC EDUCATION AND OUTREACH WR-12

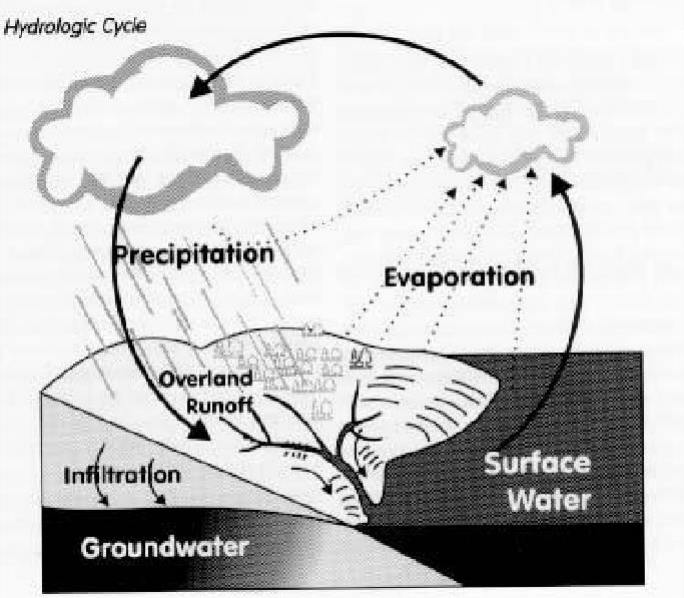
IMPLEMENTATION WR-13

WATER RESOURCES INTRODUCTION

Bainbridge Island is solely dependent on groundwater for its drinking water and requires a holistic perspective to understand the interdependence among the Island's three primary water resources: *groundwater*, surface water and *stormwater*. Although these waters are typically regulated and managed independently, they are in nature, intimately connected.

Precipitation that is not evaporated or taken up by plants will follow one of three paths. It may infiltrate into the ground where it is called *groundwater*. It may drain directly into *streams* and harbors where it is called surface water or it may be captured by manmade *infrastructure* such as ~~street drains~~catch basins, ditches or detention/retention ponds where it is called *stormwater*.

Groundwater may be pumped from wells to provide drinking water or irrigation or it may seep out of the ground into *streams*, springs and harbors where it is again called surface water. Likewise, *stormwater* may discharge into a nearby stream or harbor and become surface water or infiltrate into the ground and become *groundwater*. (see Fig.WR-1)



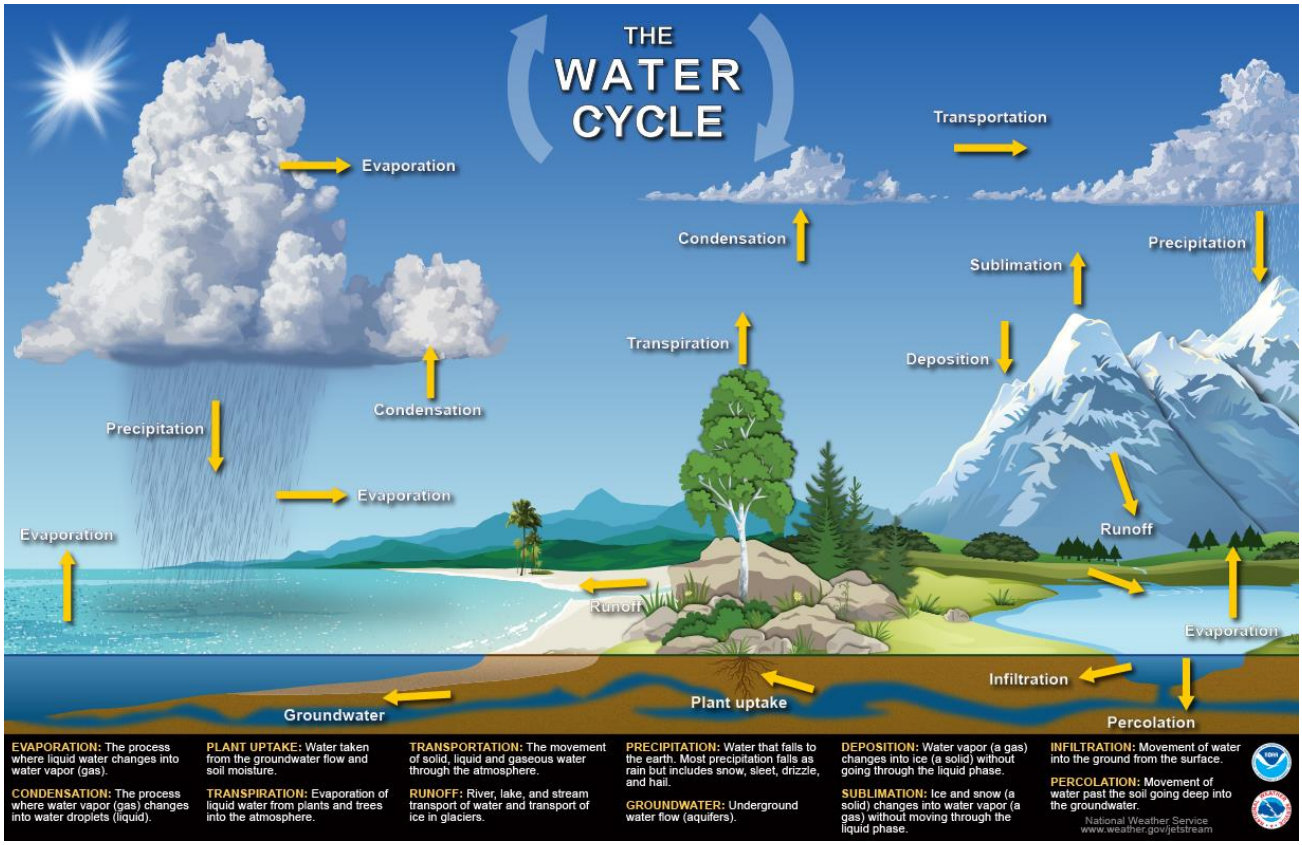


Fig. WR-1 The Hydrologic Cycle

In order to successfully protect and manage any one of these waters one must protect and manage all three. To address these interrelationships, a separate Water Resources Element has been developed as follows:

- General water resources management policies
- *Groundwater* protection and management policies
- Surface water protection and management policies
- *Stormwater* protection and management policies
- Residential on-site sewage system policies
- Contaminated sites policies
- Public education and outreach policies

Land Use Connection

In the development of policies related to the management of our Island water resources, it is important to understand the links between water resources quality and quantity and *land use*. Most water quality and habitat integrity impacts are caused by the way land was or is used. Developed land allows for rapid *runoff* and inundation of natural conveyance systems such as *wetland*s and *streams*. Rapid *runoff* can cause damage through flooding, erosion and water-borne contamination.

In addition, *household*s create sewage that needs disposal either by a wastewater treatment plant or by residential on-site sewage systems. Wastewater treatment plants are reasonably effective at cleaning wastewater but they do not at present provide complete removal of nitrogen nor treat for contaminants of emerging concerns ~~that~~. These include but are not limited to, byproducts of medications, recreational drugs, health and beauty products and caffeine.

Residential on-site sewage systems can fail and cause contaminants to enter the surface water and/or *groundwater*. Even functioning systems, depending upon *density* and proximity to surface water and *groundwater*, can contribute to accumulations of nitrogen and contaminants of emerging concern in these waters.

Use of fertilizers, pesticides and other chemicals for cropland, lawns and gardens, and vehicle and *household* cleaning and maintenance as well as improper pet and livestock waste management can add significant contamination to surface water, *stormwater* and *groundwater*.

Commercial and industrial uses, past and present, leave behind pollutants in our soils. In particular, historic *land use*s such as large row crop agriculture, lumber, petroleum and others have left behind legacy pollutants in sediments both on upland properties and in the sediments along the bottoms of our *streams*, harbors and nearshore areas.

Without proper coordination of the regulations that will implement policy statements, conflicting signals may be given when dealing with water resources issues. For example, a surface water problem may be resolved by efficiently collecting and removing all water from ~~the~~ a particular area whereas a *groundwater recharge* issue may require that the water be kept on-site to allow for infiltration.

Another conflict arises when infiltration of *stormwater* competes for space with on-site sewage system drain fields. There are physical limitations to the rates of infiltration and absorption based on soil types which may make it impossible to have both of those facilities on the same site. Where development occurs in important *aquifer recharge areas*, special consideration is needed to preserve the volume of *recharge* available to the *aquifer* and to protect the *groundwater* from contamination. A key component of water resources protection and adaptive management is adequate monitoring in order to assess impacts of current land use and the effectiveness of applied management actions.

Seawater intrusion can occur when aquifers connected to the Puget Sound are over utilized and the seawater/freshwater interface is moved landward. If this happens on a neighborhood scale major infrastructure investments may be needed to maintain a freshwater source to the residences.

The overriding ~~theme~~themes that ~~runs~~run through all ~~of the~~ policies and *goal*s in this element is the preservation and protection of water quality, water quantity, and ecological and hydrologic function.

Climate change

The ~~2016 Bainbridge Island~~2020 Climate ~~Impact Assessment~~Action Plan, which is referenced in this Comprehensive Plan, establishes that a primary concern of *climate change* is the impact on *water resources*, especially for an island location like Bainbridge Island that relies solely on an *aquifer* system for its drinking water. *Climate change* projections indicate that over the coming decades sea level may rise up to four feet in the Puget Sound region, the ocean will become more acidic and climatic conditions are likely to become warmer. This will result in more intense rain events during the wet season with longer, drier summers, though overall annual volume of rainfall under current models is expected to remain approximately the same.

Ocean acidification will likely impact aquatic species survival and assemblages in our marine areas and sea level rise will likely impact habitat and built *infrastructure* in our nearshore areas

including homes, businesses and public facilities such as roads and sewer facilities.

Wetter conditions during the wintertime will increase water availability but may cause flooding or diminish water quality. More intense and frequent storms or heavier rainfall events can cause *stormwater* inundation and localized flooding, chronic flooding, non-infiltrated run-off, erosion and landslides. Increased intensity of rainfall may also diminish *aquifer recharge* rates as saturated soils are less able to absorb large amounts of water falling over short periods of time.

Warmer, drier conditions in the summertime will increase evaporation rates and water demand by plants, wildlife and people, and may diminish water quality. Dry conditions decrease water availability resulting in reduced stream flow and diminished *aquifer recharge*. Warmer and drier conditions can also reduce water quality, both by increasing in-stream temperatures and by concentrating contaminants in smaller volumes of water

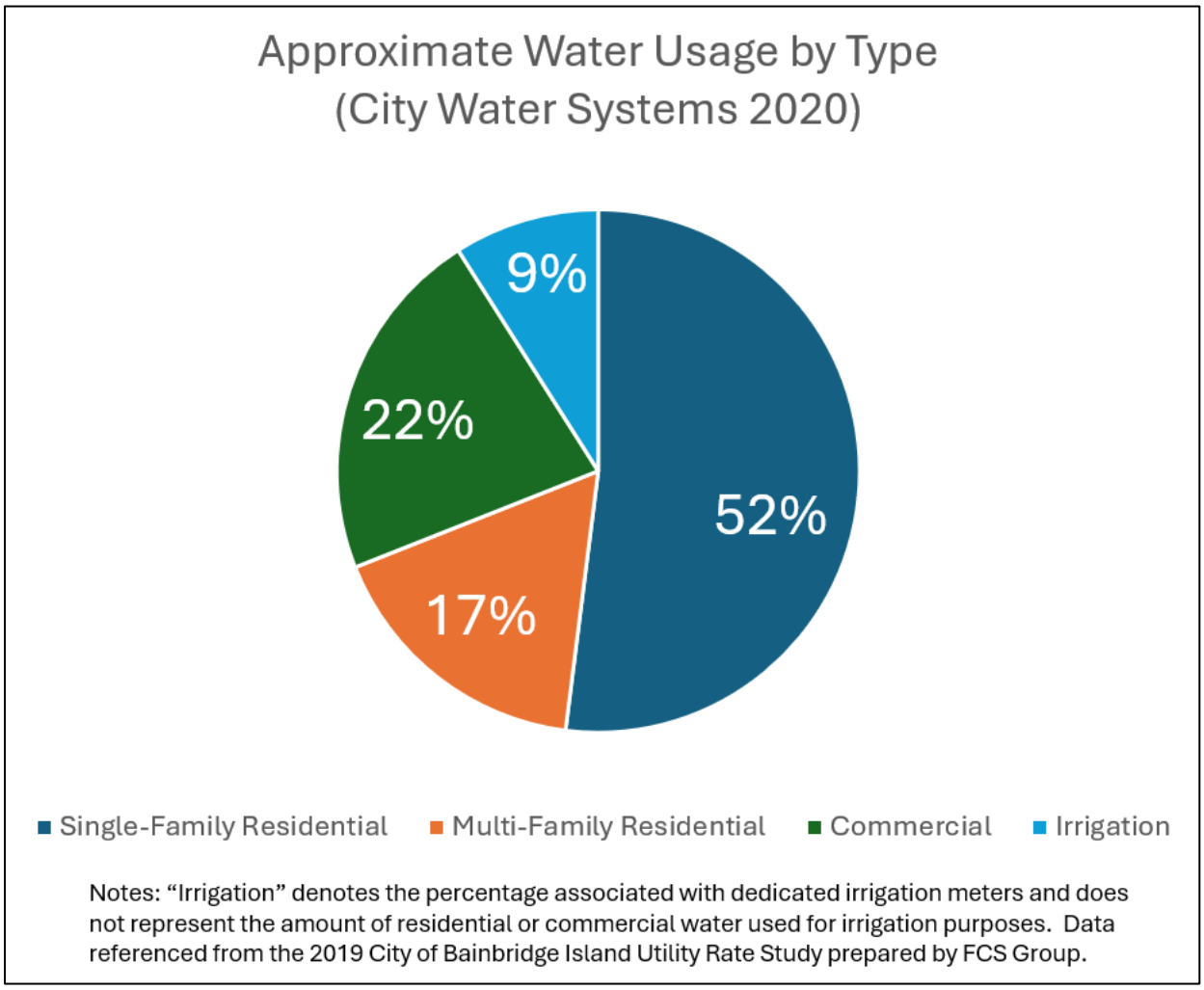


Figure WR-2 – Water Usage by Type

WATER RESOURCES VISION ~~2036~~ 2044



The vision for Bainbridge Island's water resources (precipitation on the surface and water in the ground) in ~~2036~~ 2044include:
The water resources are climate resilient, and demand and quantity are adequate for all forms of life on the Island. *Aquifers* are continuously monitored and maintained ~~above the early warning level.~~at a sustainable level that allows continued water supply to surface water habitat. The water quality for most of the consumed water is monitored to ensure quality fully meets the standards for drinking water.

Education on water conservation results in a significant reduction in the average water consumption per *household*. The Bainbridge Island *groundwater* model is regularly updated with new data and results from model runs are used to maintain long-term *sustainability* of the Island's water resources. *Low impact development* techniques are applied to all *land use*s and redevelopment.

GOALS & POLICIES

GENERAL WATER RESOURCES

GOAL WR-1

Manage the water resources of the Island in ways that preserve, protect, maintain, and where possible restore and enhance their ecological and hydrologic function.

- Degradation of water resources is not allowed.
- The long-term *sustainability* of the Island's water resources is maintained, taking into account future climatic conditions and their effects on the water cycle.
- New development and existing uses ~~population growth~~ are managed so that water resources remain adequate and affordable for the indefinite future. See Figure WR-2 below for a chart outlining how water use from development within the City's water services areas is distributed.~~.~~
- *Groundwater*, surface water and *stormwater* monitoring, data assessment and reporting are current and available including future projections of availability, quality and need.
- ~~Use~~ Current and future ~~technology~~technologies are used to maintain and protect water resources.

Policy WR 1.1

~~Study future climate and demand scenarios to accurately plan for future water resource conditions.~~Finalize and adopt the Groundwater Management Plan, including incorporation of expected changes to groundwater inputs and outputs under climate change.

Policy WR 1.2

Groundwater, surface water and *stormwater* are resources that *shall* be protected and managed to preserve water quality and quantity, and to retain natural ecological and hydrologic function.

Policy WR 1.3

The City will provide sustainable water resource planning, protection, management and monitoring in coordination with government agencies at all levels, drinking water purveyors, Tribes, non-profit organizations, and other stakeholders.

Policy WR 1.4

Apply the policies in this element together with the protective measures set by the City's ~~Shoreline Management Master Program, *Critical Areas* Ordinance and any other environmental or water resources management ordinance established by the City and in compliance with county, State, and federal laws and regulations.~~

Groundwater Management Plan, Sea Level Rise Vulnerability and Risk Assessment, Shoreline Master Program, *Critical Areas* Ordinance and any other environmental or water resources management ordinance established by the City and in compliance with local, state, and federal laws and regulations.

Policy WR 1.5

Identify the areas of the Island that are the most vulnerable to pollution from concentrations of pathogenic ~~fecal coliforms~~bacteria and ~~nitrates~~excess nutrients (for example, from septic fields, agricultural activities, or use of fertilizers), and monitor those areas to determine if and when preventative or restorative measures are warranted.

Policy WR 1.6

Incentivize and maximize opportunities for incorporating water conservation features in Green Design and Building Codes

Policy WR 1.7

Partner with community organizations such as Sustainable Bainbridge, Washington State University Extension, and Bainbridge Island Land Trust to conduct education and outreach with the public about their role in protecting hydrologic processes given the realities of climate change. Encourage the property owners to protect intact functioning streams and wetlands, as well as incorporate rain gardens and other low impact development techniques into their properties.

Policy WR 1.8

Ensure that the City is using the most appropriate, relevant and recent data and information about natural resources, climate change and other associated parameters in decision-making. If data sources are missing, identify how to obtain needed information.

GROUNDWATER PROTECTION AND MANAGEMENT

GOAL WR-2

Protect the quality and quantity of groundwater on the Island to ensure clean and sufficient groundwater for future generations.

Policy WR 2.1

Recognize that the Island functions as an *aquifer recharge area*. *Low impact development* techniques are essential for maintaining *aquifer recharge*.

Development, if any in areas with high *aquifer recharge* should be limited to low impact uses and less intense development. Low impact uses include development for buildings, roads or parking that has a reduced area of impact on the land. Low impact uses do not depend on regular applications of fertilizers or pesticides.

Low impact development is an environmentally ~~-~~friendly approach to site development and *stormwater* management emphasizing the integration of site design and planning techniques that conserve and protect the natural systems and hydrologic functions of a site.

Policy WR 2.2

Identify and assess areas of high *aquifer recharge* as part of a *land use* application. Minimize the effect of development on these areas.

~~**Policy WR 2.3**~~

~~To promote efficient use of groundwater resources, encourage the expansion of existing water systems rather than encouraging shallow or individual residential wells~~.

Policy WR 2.3 Evaluate and support opportunities to increase aquifer recharge, e.g. through upland discharge or infiltration of class A reclaimed water; or~~-~~ increased retention of winter precipitation.

Policy WR 2.4

Promote conservation and awareness of *groundwater* resources~~,~~ and encourage the expansion of existing water systems rather than encouraging shallow or individual residential wells. Assess the impacts of proposed activities and development on the flow of springs and *streams* and levels of *wetland*s that are either sustained by *groundwater* discharge or contribute *recharge* to *groundwater*, and require that existing publicly available data ~~an assessment~~ of anticipated hydrologic impacts be submitted through the permit process.

Activities or development may be restricted if the report data indicates any adverse impacts.

Policy WR 2.5

Continue a robust surface water monitoring program that can identify trends in streamflow and water quality to inform adaptive management to protect stream health and integrate into monitoring climate change-sensitive parameters as appropriate.

Policy WR 2.6

Institute new wellhead protection measures in cooperation with the appropriate regulatory agencies (e.g., Washington State Department of Health and the Kitsap Public Health District~~) institute new wellhead protection procedures.~~).

Policy WR 2.~~6~~7

Reduce the use of pesticides and herbicides by encouraging integrated pest management techniques and less toxic alternatives. Build on investments made in programs like the Natural Yard Care campaign in partnership with Kitsap County and Washington State University Extension.

~~**Policy WR 2.7**~~

~~Establish a stakeholder group to develop an Island-wide *groundwater* management plan and work with Kitsap Public Utility District to update the Kitsap County Coordinated Water System Plan.~~

Policy WR 2.8

Establish stakeholder group to implement the G*roundwater M*anagement Plan and work with Kitsap Public Utility District to update the Kitsap County Coordinated Water System Plan.

Policy WR 2.9 ~~8~~

Develop an incentive-based program to encourage exempt well owners to regularly monitor and report the quality of their well water and identify leaks using tools such as flow meters

Policy WR 2.10 ~~9~~

Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, ~~consider creation and application of one or more~~ maintain and evaluate aquifer conservation zones for appropriate areas of the Island ~~and institute~~ as well as an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities or activities that could affect stormwater runoff and aquifer recharge associated with a proposed *land use*. The Island's aquifers are protected through critical area regulations and Revised Code of Washington (RCW) 36.70A.550.

Policy WR 2.11 ~~0~~

Retard *seawater intrusion* into ~~our~~the Island's groundwater through the development and application of a comprehensive *seawater intrusion* prevention program.

Policy WR 2.12 ~~1~~

~~Develop a water conservation program for all water uses on the Island.~~

Work collaboratively with the Utility Advisory Committee, Climate Change Advisory Committee, Environmental Technical Advisory Committee, and all Island drinking water systems on ways to maintain sustainable yields in the face of climate change, including outreach and communication about water conservation.

Policy WR 2.13 ~~2~~

Encourage water re-use and reclamation to serve as a supplementary source for high-volume water users such as industry, parks, schools and golf courses as approved by the Washington State Department of Health.

Policy WR 2.14 ~~3~~

Require the retention of native landscapes via Aquifer Recharge Protection Area code and other tools, such as mulching with wood chips, to promote water quality and to reduce the need for irrigation.

Policy WR 2.15 ~~4~~

Develop a program that incentivizes and facilitates innovative methods for homeowners and business owners to ~~use~~ utilize stormwater and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

Policy WR 2.~~1~~16~~5~~

Maintain a comprehensive program of *groundwater* data gathering, analysis, and reporting including modeling, hydrogeologic and geologic studies, and monitoring of static water levels, water use, water quality, surface water flows and acquisition of other data as necessary.

Policy WR 2.17 ~~6~~

Develop and maintain a publicly-available system to report groundwater levels on a timely basis.

Policy WR 2.18

Support the development of revisions to the Bainbridge Island Municipal Code that discourage or prohibit the use of non-native or non-drought tolerant landscaping, with the intent of limiting the use of groundwater resources for seasonal irrigation.

Policy WR 2.19

Support the development of revisions to the Bainbridge Island Municipal Code that discourage, limit or prohibit the need for and the construction of extensive spray irrigation systems for developments requiring conditional use permits, with the intent of limiting the use of groundwater resources for seasonal irrigation.

~~S~~URFACE WATER PROTECTION AND MANAGEMENT

GOAL WR-3

Achieve no net loss of ecological functions and processes necessary to sustain *aquatic resources* including loss that may result from cumulative impacts over time.

Over recent decades awareness has grown ~~of~~regarding the importance of preserving and protecting *aquatic resources*. *Aquatic resources* have a number of important ecological functions, processes and values. These functions vary but include providing water quality protection, flood plain control, shoreline stabilization, contributions to *groundwater* and stream flows, and wildlife and fisheries habitat. *Aquatic resources* also have values as natural areas providing aesthetic, recreational and educational opportunities that *should* be preserved for future generations.

Policy WR 3.1

Development in regulated aquatic *critical areas* or their associated water quality buffers shall not be allowed unless application of *development regulation*s would deny any reasonable use of property. In such cases, minimize the allowed use and associated impacts, to maximize environmental protection.

Policy WR 3.2

Require that vegetated buffers be maintained between proposed development and the aquatic resource in order to protect the functions and values of such systems. Restore degraded buffers to enhance their function. Allow reductions in vegetated buffers only in areas where such reductions, if consistently applied, would not result in significant cumulative impacts to *aquatic resources* and *fish and wildlife habitat*.

Policy WR 3.3

Require that buffers be retained in their natural condition wherever possible while allowing for appropriate maintenance. Where buffer disturbance has occurred, require re-vegetation with appropriate species, with a preference for native species, to restore the buffers' protective values.

Vegetated buffers facilitate infiltration and maintenance of stable water temperatures, provide the biological functions of flood storage, water quality protection and *groundwater recharge*, reduce amount and velocity of run-off, and provide for wildlife habitat.

Policy WR 3.4

Ensure that development activities are conducted so that *aquatic resources* and natural drainage systems are maintained and water quality and quantity are protected.

Policy WR 3.5

Prior to any clearing, grading or construction ~~on a site,~~ specifically identify and accurately locate all *wetland*s, *streams* and buffer areas ~~are to be specifically identified and accurately located~~ in the field in order to protect these areas during development.

Policy WR 3.6

Ensure that herbicides and pesticides that are approved for use near aquatic resources ~~may~~are only ~~be~~ used in aquatic resource areas and buffers when applied by licensed applicators.

Policy WR 3.7

Prohibit access to aquatic *critical areas* by *farm* animals. Require a *farm* management plan for agricultural activities within proximity of *aquatic resources* addressing water quality and other natural resource protection.

Policy WR 3.8

Require mitigation to compensate for unavoidable impacts to aquatic *critical areas*. Mitigation *should* be designed to achieve no net loss in functions and processes of *aquatic resources*.

Policy WR 3.9

Promote *watershed*-based mitigation to meet federal and state regulations, improve mitigation success and better preserve the ecological function of the island's *watershed*s.

Policy WR 3.10

Work with state and local health departments to evaluate the merits of new technologies such as grey water capture, package treatment plants and composting toilets as alternatives to septic and sewer systems.

Policy WR 3.11

Consider the impacts of *climate change* and ocean acidification when developing regulations or approving capital projects related to *aquatic resources* including marine nearshore, *wetland*s, *streams*, lakes, creeks, associated vegetated areas and *frequently flooded areas*.

Policy WR 3.12

Allow stream relocation ~~will~~ only ~~be allowed~~ where relocation would result in improved ~~stream~~aquatic ecosystem function.

Policy WR 3.13

Degraded channels and banks *should* be rehabilitated by various methods (e.g., culvert replacement, volunteer efforts, public programs or as offsetting mitigation for new development) to restore the natural function of the riparian habitat for fish and wildlife.

Policy WR 3.14

Protect, preserve and enhance fish and wildlife habitat and adjacent riparian areas to ensure sustainable populations of resident aquatic life.

Policy WR 3.15

Partner with community organizations such as Sustainable Bainbridge, Washington State University Extension, and Bainbridge Island Land Trust to conduct education and outreach with the public about their role in protecting hydrologic processes. Focus on adaptation to climate change impacts by protecting intact functioning streams and wetlands, as well as incorporating rain gardens and other *low impact development* techniques into their properties.

Policy WR 3.16

Require the construction of public facilities to avoid encroachment into and disturbance~~s~~ of *aquatic resources*.

Policy WR 3.~~16~~17

Ensure a comprehensive program of surface water inventory, data gathering and analysis. The program *shall* include monitoring and assessment of physical, chemical and biological health of surface water ecosystems to include *streams*, ephemeral *streams*, lakes, *wetland*s and marine waters. This may include water, flow, sediment, habitat, pollutants, submerged aquatic vegetation, fish and shellfish tissue, aquatic species diversity and other ecosystem health indicators.

Policy WR 3.~~17~~18

Support a community-wide program to educate Island residents about alternatives to using and disposing of herbicides, pesticides, and other household chemicals, to reduce impacts to marine shoreline areas, wetlands, streams, and other environmentally sensitive areas.

Policy WR 3.~~18~~19

Promote and support volunteer or community-driven restoration projects.

Policy WR 3.20

Continue to comply with Engrossed Substitute Senate Bil 6091 by charging applicable fees and requiring notice to title on new development utilizing permit exempt wells for the water source.

Policy WR 3.21

Participate in the Water Resource Inventory Area 15 Water Availability & Streamflow Technical Committee to implement the Watershed Restoration and Enhancement plan.

STORMWATER PROTECTION AND MANAGEMENT

GOAL WR-4

Rather than capture and carry stormwater away as a waste stream, protect it from pollutants and retain it on site to replenish *aquifers* and maintain *wetlands* and natural stream flows, preserving or mimicking the natural water cycle to the maximum extent practicable.

Policy WR 4.1

Comply with or exceed all requirements of the City's National Pollutant Discharge Elimination System Phase II Municipal *Stormwater* (NPDES) Permit ~~(NPDES Permit).~~

Policy WR 4.2

Provide ongoing opportunities for the public to participate in the decision-making process involving the development, implementation and update of the City's *Stormwater* Management Program through advisory councils, public hearings, and *watershed* committees.

Policy WR 4.3

Improve and maintain an education and outreach program designed to reduce or eliminate behaviors and practices that cause or contribute to adverse *stormwater* impacts and encourage the public to participate in stewardship activities.

Policy WR 4.4

Identify and eliminate sources of pollutants to the City's *stormwater* drainage system through proactive field screening techniques such as effluent monitoring, system inspections and cleaning, and commercial and industrial business inspection, and through the enforcement of the City's Illicit Discharge Detection and Elimination ordinance.

Policy WR 4.5

Ensure development of and adherence to required public and private *stormwater* pollution prevention plans for public facilities, construction sites and commercial and industrial *land ~~use~~uses*. Encourage the use of such plans where not specifically required.

Policy WR 4.6

Ensure development of and adherence to erosion and sediment control plans on all construction and development sites of any size.

Policy WR 4.7

Develop and actively enforce a strong *low impact development* (*LID*) ordinance to require any and all *LID* methods and practices for new development and redevelopment to the maximum extent practicable and reasonable.

Policy WR 4.8

Prioritize *LID*-based retrofit of public and private *stormwater* drainage systems and built assets through the inventory, management and fiscal planning process.

Policy WR 4.9

Incentivize *LID* retrofit of the current built environment.

Policy WR 4.10

Use *watershed* and basin plans to reduce *stormwater* impacts and *non-point source pollution*.

Policy WR 4.11

Comply with all requirements specifically identified by the City's permit for any Total Maximum Daily Load (TMDL) in which the City is a stakeholder.

Policy WR 4.12

Conduct effectiveness monitoring and assessments to continue to adaptively manage *stormwater* to ensure optimal protection.

Policy WR 4.13

Implement Minimum Effort Activities in the Stormwater System Plan to remain in compliance with the City's Phase II Municipal Stormwater NPDES permit and study pathways for the City to exceed NPDES permit requirements.

Policy WR 4.14

In addition to requirements of the Stormwater Management Action Plan for Manzanita Watershed, encourage development of regional retrofit stormwater facilities to mitigate runoff from existing development.

RESIDENTIAL ON-SITE SEWAGE SYSTEMS

GOAL WR-5

Ensure that sewage is collected, treated and disposed of properly to prevent public health hazards and pollution of *groundwater*, Island surface water and the waters of Puget Sound.

Policy WR 5.1

Regulations and procedures of the Washington State Department of Health and the Kitsap Public Health District apply to all on-site disposal systems. Coordinate with these agencies to assure regular inspection, maintenance and repair of all *sanitary sewer* and on-site systems located on the Island.

Policy WR 5.2

~~Request notification of all waivers or variances of Kitsap Public Health District requirements such as modification of setbacks, vertical separation, minimum lot size, reserve drainfield, etc., prior to issuance and subsequent modifications by the Kitsap Public Health District of an approved Building Site Application.~~

~~**Policy WR 5.3**~~

Allow alternative systems such as sand filters, aerobic treatment, composting toilets and living–systems when approved by the Kitsap Public Health District.

Policy WR 5.3 Advocate that the Washington State Dept. of Health review and revise on-site septic standards for accessory dwelling units for the purposes of removing barriers to the development of small housing typologies.

Policy WR 5.4

Require coordination between the on-site septic and *storm drain*age disposal systems designs to ensure the proper functioning of both systems.

Policy WR 5.5

Assist the Kitsap Public Health District in developing a program to require proper maintenance of all on-site waste disposal systems in order to reduce public health hazards and pollution. This program *shall* include periodic system inspection and pumping when necessary.

Policy WR 5.6

Work with the Kitsap Public Health District on a collaborative program to fund and pursue grants or low-cost loans for low and moderate-income *household*s to repair failed septic systems. Incentivize maintenance, repair and replacement of systems for any income level.

Policy WR 5.7

Allow on-site waste disposal systems serving more than one *household* only with assurance of proper design, operation, management and approval from the Kitsap Public Health District.

Policy WR 5.8

~~Provide the service of~~ Support operation and maintenance management systems for approved large on-site *sanitary sewer* systems or community *sanitary sewer* systems in coordination with the Kitsap Public Health District.

Policy WR 5.9

Support the Kitsap Public Health District in maintaining and improving a public education program to foster proper construction, operation and maintenance of on-site septic systems.

Policy WR 5.10

Support the Kitsap Public Health District in developing and maintaining an ongoing inventory of existing on-site disposal systems to provide needed information for future studies.

PUBLIC EDUCATION AND OUTREACH

GOAL WR-6

The City, in concert with federal, state and local governments, public water purveyors, watershed councils, non-profits, citizens and other appropriate entities will continue to improve and implement comprehensive public education and outreach program to promote protection and management of all water resources.

Policy WR 6.1

Educate and inform the public about:

- The purpose and importance of aquatic environments, their vulnerabilities and observed status and trends in ecological health and function;
- Expected *climate change* impacts and how these will affect the Island's water resources and their beneficial uses;
- The characteristics of the *aquifer* system, the Island's dependency upon it and its vulnerability to contamination (including *seawater intrusion*) and depletion;
- The Environmental Protection Agency's Sole Source Aquifer Designation Program and

what this designation means for the Island's *aquifer* system;

- Wellhead protection and the critical importance of restricted chemical use or storage within the protection area around wells;
- Critical *aquifer recharge areas* (or other special conservation areas) and the purpose they serve to the *aquifer* system;
- How to report spills or illicit dumping of hazardous waste or other pollutants and how to access information about location and status of contaminated sites;
- How to find information about their well and how to properly maintain it;
- Methods to identify ~~wastewater~~wasted water indoors and outdoors and practices to conserve water such as native landscaping, xeriscaping, mulching and water use reduction or reuse;
- Resources for streamside and shoreline landowners;
- Water resources protection best management practices for commercial, industrial, residential, agricultural and other *land use*s to prevent or reduce pollution. These practices include but are not limited to, septic system maintenance, pet and livestock waste management, landscaping and gardening, *farm* plans, appropriate methods for use, storage and disposal of hazardous materials and other chemicals, on-site drainage system maintenance and automotive care.

Policy WR 6.2

Promote opportunities for citizen stewardship and involvement.

~~**Policy WR 6.3**~~

~~Provide *LID* technical guidance and workshops to businesses and contractors working on the Island.~~

WATER RESOURCES IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating outreach and educational programs, and staffing or other budgetary decisions. Listed ~~following each action~~below are several of the comprehensive ~~plans~~plan's policies that support that action.

HIGH PRIORITY ACTIONS

WR Action #1 ~~Adopt *aquifer conservation zoning regulations* and innovative~~Reform existing permit review processes ~~designed~~as needed to ~~protect~~achieve maximum protection of the Island's surface and ~~ground waters~~*groundwater* resources from impacts of development.

Policy WR 1.4

Apply the policies in this element together with the ~~protection~~protective measures set by the City's ~~Shoreline~~Groundwater Management Plan, Sea Level Rise Risk and Vulnerability Assessment, Shoreline Management Master Program, *Critical Areas* Ordinance and any other environmental or water resources management ordinance ~~adopted~~established by the City and in compliance with county, state, and federal laws and regulations.

Policy WR 1.6

Incentivize and maximize opportunities for incorporating water conservation features in Green Design and Building Codes

Policy WR 2.1

Recognize that the Island functions as an *aquifer recharge area*. *Low impact development techniques* are essential for maintaining aquifer recharge.

Policy WR ~~2.9~~4.7

~~Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, consider creation and application of one or more aquifer conservation zones for appropriate areas of the Island and institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities or activities that could affect stormwater runoff and aquifer recharge associated with a proposed *land use*. The Island's aquifers are protected through critical area regulations and Revised Code of Washington (RCW) 36.70A.550.~~

~~Policy WR 4.7~~

Develop and actively enforce a strong *Low Impact Development* (LID) ordinance to require any and all *LID* methods and practices for new development and redevelopment to the maximum extent practicable and reasonable.

Policy LU 12.4

Protect *aquifer recharge* functions throughout the Island, all of which is an *aquifer recharge area*, through the application of *critical areas regulations,* Shoreline Master Program use regulations, *low impact development regulations*, and the wellhead protection regulations administered by the Kitsap Public Health District.

WR Action #2 ~~**Adopt an Island-wide**~~**Implement COBI's Groundwater Management Plan**~~**. Take the actions necessary- capital improvements, code**~~**, including incorporation of expected changes**~~**, etc.**~~ **to** ~~**capture, clean**~~**groundwater inputs and** ~~**re-infiltrate as much stormwater as reasonably possible.**~~**outputs under climate change.**

Policy WR 1.4

Apply the policies in this element together with the protective measures set by the City's Groundwater Management Plan, Sea Level Rise Vulnerability and Risk Assessment, Shoreline Management Master Program, *Critical Areas* Ordinance and any other environmental or water resources management ordinance established by the City and in compliance with county, state, and federal laws and regulations.

Policy WR 2.~~**7**~~**11**

~~Establish a~~Work collaboratively with the Utility Advisory Committee and all Island drinking water systems on ways to maintain sustainable yields in the face of climate change, including outreach and communication about water conservation.

Policy WR 2.8

Continue working with the stakeholder group to ~~develop an Island-wide~~implement the Groundwater Management Plan and work with Kitsap Public Utility District to update the Kitsap County Coordinated Water System Plan.

WR Action #3 Incorporate *Low Impact Development* principles, goals and approaches into all land use and development codes.

NOTE: Same Action in Environmental Element

Policy WR 1.6

Incentivize and maximize opportunities for incorporating water conservation features in Green Design and Building Codes

Policy WR 2.1

Recognize that the Island functions as an *aquifer recharge area*. *Low impact development techniques* are essential for maintaining aquifer recharge.

Policy WR 4.7

Develop and actively enforce a strong *low impact development* (*LID*) ordinance to require any and all *LID* methods and practices for new development and redevelopment to the maximum extent practicable and reasonable.

WR Action #4 Apply *adaptive management* to assure that land use on the Island will continue to be adequately served by the available water resources.

Policy WR 3.~~16~~17

Ensure a comprehensive program of surface water inventory, data gathering and analysis. The program *shall* include monitoring and assessment of physical, chemical and biological health of surface water ecosystems to include *streams*, ephemeral *streams*, lakes, *wetland*s and marine waters. This may include water, flow, sediment, habitat, pollutants, submerged aquatic vegetation, fish and shellfish tissue, aquatic species diversity and other ecosystem health indicators.

Policy WR 4.12

Conduct effectiveness monitoring and assessments to continue to adaptively manage *stormwater* to ensure optimal protection.

Policy WR 2.3

Evaluate and support opportunities to increase aquifer recharge, e.g. through upland discharge or infiltration of class A reclaimed water

MEDIUM PRIORITY ACTIONS

WR Action #5 Launch a program of public education about how individual actions can help protect the quality and quantity of the Island's surface and groundwaters.

Policy WR 2.11

Develop a water conservation program for all water uses on the Island~~.~~ based on strategies identified in the *Groundwater Management* Plan

Policy WR 2.13

Develop a program that incentivizes and facilitates innovative methods for homeowners and business owners to use stormwater and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

Policy WR 3.17

Support a community-wide program to educate Island residents about alternatives to using and disposing of herbicides, pesticides, and other household chemicals, to reduce impacts to marine shoreline areas, wetlands, streams, and other environmentally sensitive areas.

Policy WR 3.18

Promote and support volunteer or community-driven aquatic ecosystem related restoration projects.

Policy WR 6.2

Promote opportunities for citizen stewardship and involvement.

WR Action #6 Consider adopting *seawater intrusion* regulations in coordination with Kitsap Public Health District and Kitsap County.

Policy WR 2.10

Retard *seawater intrusion* into ~~our~~the Island's groundwater through the development and application of a comprehensive *seawater intrusion* prevention program.

OTHER PRIORITY ACTIONS

WR Action #7 Work with other jurisdictions and the environmental and development communities to promote programs and projects to protect the Island's surface and ground waters.

Policy WR 2.5

~~The City,~~Institute new wellhead protection measures in cooperation with the appropriate regulatory agencies (e.g., Washington State Department of Health and the Kitsap Public Health District~~) will institute new wellhead protection measures.~~).

Policy WR 3.10

Work with state and local health departments to evaluate the merits of new technologies such as greywater capture, package treatment plants and composting toilets, as alternatives to septic and sewer systems.

for

HOUSING ELEMENT

TABLE OF CONTENTS

PAGE

INTRODUCTION.....HO- 2

BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING.....HO-2

GMA GOAL AND REQUIREMENTS FOR HOUSING.....HO-3

HOUSING NEEDS.....HO-5

HOUSING ELEMENT VISION HO-8

GOALS AND POLICIES.....HO-8

IMPLEMENTATION.....HO-17

HOUSING ELEMENT INTRODUCTION

Decent and safe housing is a basic human need increasingly unavailable to many Americans, including many Bainbridge Island residents and workers. The Washington State *Growth Management Act (GMA)* provides direction for cities to address these needs in the Housing Element of the Comprehensive Plan. Many of the Plan's Guiding Principles and Policies carry this direction forward to be addressed in various Elements, including Housing.

The City's Housing Needs Assessment (HNA) and Housing Action Plan (HAP) documents current housing conditions and demographics on the Island and identifies trends and specific needs; some of that information is described below. The HNA is Appendix B to this Plan and adopted as a part of this Element. Many of the statistics below are excerpted from the HAP or HNA ~~or the City's Economic Profile (Appendix A).~~

BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING

Bainbridge Island's ~~2015~~ 2020 population of ~~23,390~~ 24,825 is predominantly white (~~91%~~85%)[1], well-educated and relatively affluent. In 2022, t~~T~~he median household income (~~$92,558~~ $151,291) is ~~1.5~~ 1.6 times the Kitsap County average. ~~Almost~~ Approximately 60% of households are now earning over $100,000. ~~of residents have occupations with relatively high incomes~~. On Bainbridge Island, the share of households earning over $150,000 increased from 27 percent in 2010 to 40 percent in 2020. During this same period, the share of households earning less than $50,000 decreased from 28 percent to 20 percent. ~~For example, the median wage for financial analysts, lawyers and marketing managers ranges between $100,457 and $122,618. Another third of Island residents work in~~ In 2021, a little over half, or approximately 51 percent, of Bainbridge Island's covered employment was comprised of service jobs. ~~the service sector, such as retail clerks, waiters and bank tellers have median wages between $27,703 and $30,972.~~ There is a wide array of occupational roles that exist within the broad sector of service-based jobs. In 2024[2], the service sector occupations with a lower annual average wage in Kitsap County are hotel desk clerks ($38,940, Accommodation) and nursing assistants ($47,700, Healthcare and Social Assistance), while higher wage occupations can include IT systems ($186,300) and lawyers ($141,370) which are both in the Professional, Scientific, and Technical Services category.

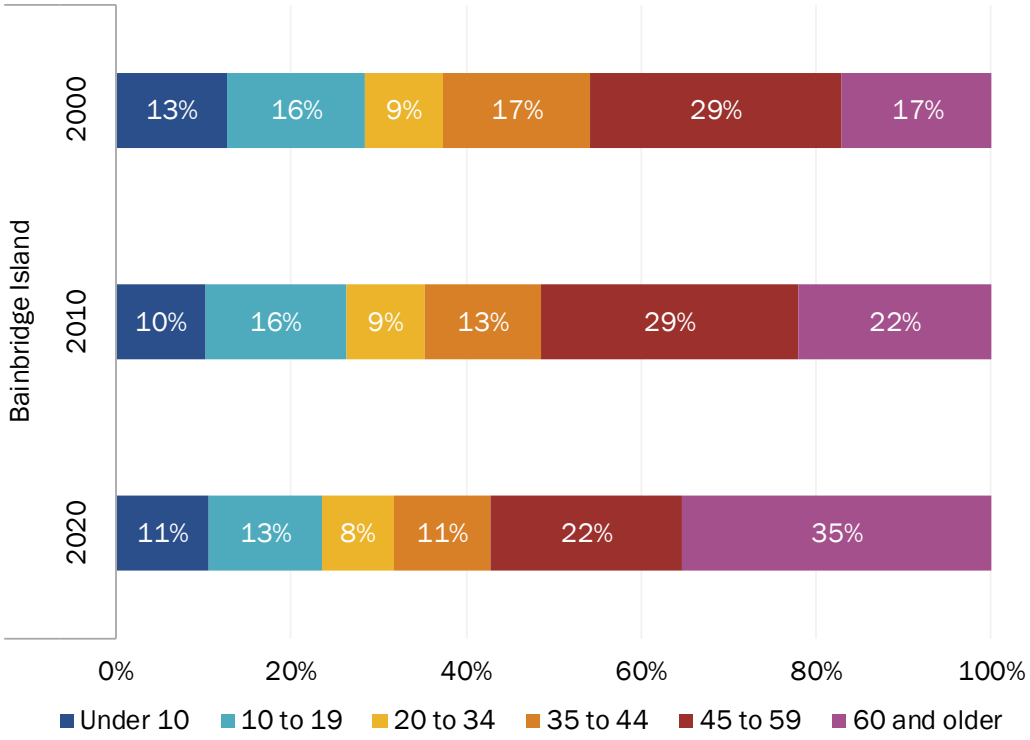
Over the past decade the population has experienced shifts in the age cohorts. Between ~~2000~~ 2010 and ~~2010~~ 2020 the Island's senior population (60+ years old) increased from ~~17%~~ 22% to ~~26%~~ 35%, while the share aged 44 and younger decreased from 54% to 43%. The ~~"young adult" cohort (between 18 and 34 years old) has declined from 15% of the Island's population in 1990 to less than 10% in 2016.~~ Another indication of the Bainbridge Island "greying" is the decrease in Bainbridge Island School District enrollment, down 12% from 2010-2024, from 3,920 to to 3,445 students.

[1] 2020 US Census

[2] The full list of occupations and their associated data for 2024 (e.g., employment count per occupation and average annual wage) can be accessed via the Bureau of Labor Statistics' Occupational Employment Statistics (OES) database at the following web address: https://www.bls.gov/oes/current/oes_14740.htm

Figure HO-1. Bainbridge Population Distribution by Age Category, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP05).



Bainbridge Island's housing stock is predominantly detached single-family homes (8~~0~~1% of all units) in a very low-density land use pattern that occupies about 90% of the Island's land area. In 2022, t~~T~~he ~~average~~ median single-family home price is $1.5 million, compared to $600,000 in Kitsap County ~~just under $700,000~~.

As of April 2024, m~~M~~ulti-family units (5+ units) that constitute 14.6% ~~16%~~ of the housing stock are ~~now~~ concentrated in Winslow and Lynwood Center. While the *designated centers* total about 10% of the Island's land area, a significant portion of that area is occupied by commercial uses and open space with no residential component.

Bainbridge Island's share of rental households was low early on in 2000, with only 22% renting. This share declined further to comprise only 19% of all Bainbridge households in 2020. This is a much lower share of renter households in comparison to Kitsap County's 32% and the state's 37% of renter households. ~~Rental apartments make up less than 7% of total housing units on the Island. Very few rental units have been built on the Island in the last decade which partly accounts for a vacancy rate of 1.5%, well below the 5% rate typical of well-functioning rental markets.~~ Between 2012-2022, 40% of housing units constructed were not single-family detached housing units (e.g. apartments, townhomes, ADUs).

GMA GOAL AND REQUIREMENTS FOR HOUSING

The *GMA* recognizes the importance of planning for adequate housing by requiring it as an element in Comprehensive Plans. Housing is addressed in one of the 14 major goals, and since 2021, the state legislature has approved a number of bills to address the state's housing crisis, including HB 1220, which amended the *GMA* to say:

"Housing. ~~Encourage the availability of *affordable*~~ *Plan for and accommodate housing affordable* to all economic segments of the population of this state, promote a variety of densities and *housing types*, and encourage preservation of existing housing stock."

RCW 36.70A.020(4)The requirements for a housing element mandated by the GMA include:

"~~A housing element recognizing the vitality and character of established *neighborhoods* that: a) includes an inventory and analysis of existing and projected housing needs; b) includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing; c) identifies sufficient land for housing, and group homes and foster care facilities; and d) makes adequate provisions for existing and projected needs of all economic segments of the community~~ A housing element ensuring the vitality and character of established residential neighborhoods that: (a) Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the department of commerce, including: (i) Units for moderate, low, very low, and extremely low-income households; and (ii) Emergency housing, emergency shelters, and permanent supportive housing; (b) Includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences, and within an urban growth area boundary, moderate density housing options including, but not limited to, duplexes, triplexes, and townhomes; (c) Identifies sufficient capacity of land for housing including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area boundary, consideration of duplexes, triplexes, and townhomes; (d) Makes adequate provisions for existing and projected needs of all economic segments of the community, including: (i) Incorporating consideration for low, very low, extremely low, and moderate-income households; (ii) Documenting programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations; (iii) Consideration of housing locations in relation to employment location; and (iv) Consideration of the role of accessory dwelling units in meeting housing needs; (e) Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including: (i) Zoning that may have a discriminatory effect; (ii) Disinvestment; and (iii) Infrastructure availability; (f) Identifies and implements policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions; (g) Identifies areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments; and (h) Establishes antidisplacement policies, with consideration given to the preservation of historical and cultural communities as well as investments in low, very low, extremely low, and moderate-income housing; equitable development initiatives; inclusionary zoning; community planning requirements; tenant protections; land disposition policies; and consideration of land that may be used for affordable housing."

RCW 36.70A.070(2)

Other recent updates to the *GMA* require that the City review and analyze its policies and regulations to identify any items that contribute to racial disparate impacts, displacement, or exclusion in housing. City staff utilized the Dept. of Commerce *GMA* Periodic Update Checklists to assist in this review. Additional information about the City's review of its policies and regulations can be found in Appendix G Evaluation of Racially Disparate Impacts, Displacement and Exclusion.

The Displacement Risk Maps published by PSRC and later the Dept. of Commerce both show the City of Bainbridge Island as "Low-risk" for displacement. Even though the City is identified as "low-risk", the City's Planning Commission acknowledged the risk of displacement throughout its consideration of zoning changes during the 2024 periodic update process, particularly in the Winslow area. This led the Commission to recommend not upzoning areas on the east and west sides of the High School Road zone, where older multifamily developments exist.

HOUSING NEEDS



The City's updated Housing Needs Assessment (HNA) was completed in 2022 as the first component of the Housing Action Plan ~~and for Bainbridge Island~~ includes an inventory of the amount, location and condition of the Island's housing stock and demographic and economic information about its population. It also includes an in-depth analysis of *affordable housing* needs on Bainbridge Island. It should be noted that the housing needs identified in the City's HNA include underproduction, and were completed prior to the City working with Kitsap County and other Kitsap cities on housing allocations by affordability income range, as required by House Bill 1220 (see Kitsap Countywide Planning Policies (CPPs) Appendix F, approved June 2023).

In 2020, ~~Almost 34%~~ 25% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened meaning they spend over 30% of their income on housing. Severely cost burdened means a household pays more than 50% of their gross household income for housing, and 10% of the owner-occupied housing units are severely cost-burdened. Almost ~~40%~~ 37% of individuals and families at all income levels who live in renter-occupied housing units are cost burdened (25% severely cost-burdened). ~~The majority (around 28%) of these residents have an annual income between zero and $34,999.~~

~~This means that as of 2012, 569 renters on the Island that have an income of $34,999 or less are housing cost burdened.~~ Low-income households are more likely to be cost-burdened and ~~This is concerning as lower income cost burdened households~~ are more likely to have to choose between housing costs and other necessities.

The HNA analysis of Workforce Housing Affordability indicates that there is a gap in housing affordable for the Island's workforce in service professions (e.g., restaurant workers, bank tellers, retail clerks, school bus drivers). Many of these workers are obliged therefore to commute from less-expensive off-Island housing, which increases their transportation costs, congestion on SR 305 and greenhouse gas emissions.

Bainbridge Island's jobs/housing balance in 2021 is was 0.61 ~~0.59~~ jobs for every housing unit, making it a "bedroom community." The Puget Sound Regional Council suggests that housing-rich neighborhoods add employment in order to increase economic opportunities for current residents.

Market forces alone will not address the urgent housing needs facing Bainbridge Island. In the face of daunting circumstances, the City aspires to an ambitious Vision of its future and commits

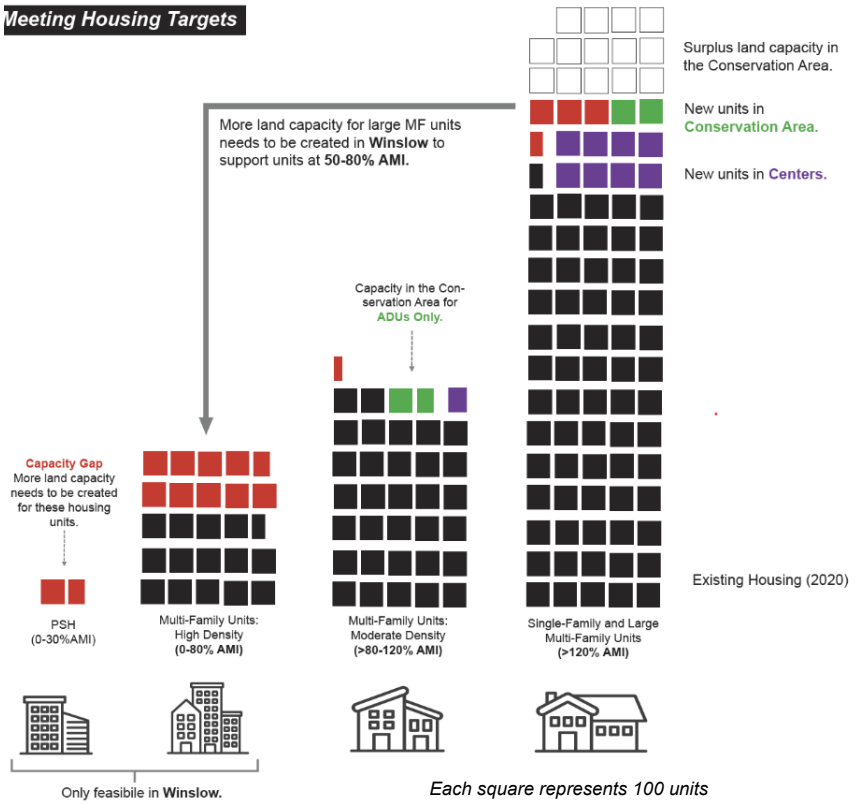
to an innovative, aggressive and multi-faceted housing strategy. The City's success in achieving the housing Vision will also depend upon achieving the policy objectives identified in the Land Use, Transportation, Economic and Environmental Elements of this Plan.

The City of Bainbridge Island inventoried all of the existing housing units and the needed housing units to meet growth to 2044. The 2020 supply and allocated growth was categorized by income band and emergency housing, and added as Appendix F to the Kitsap CPPs, excerpted as Table HO-1 below.

Table HO-1. Appendix F Kitsap CPP (excerpt)		Permanent Housing Needs (Units) by Income Level (% of Area Median Income, AMI)							
		0-30%							
	Total Housing Units	Non-PSH*	PSH*	>30-50%	>50-80%	>80-100%	>100-120%	>120%	Emergency Housing
Estimated Housing Supply (2020)	***11,251***	331	0	331	788	1,150	2,073	6,578	0
Allocation 2020-2044	***1,977***	377	166	324	272	140	138	560	83

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

- Winslow currently lacks the capacity for nearly every housing affordability target, especially units <80% AMI. Building types more affordable to low-income households are more feasible in the Winslow area due to the availability of infrastructure like public sewer.
- The Conservation Area currently has significantly more capacity than needed to accommodate the >120% AMI housing target.
- Most of the existing capacity for the >80-120% AMI housing target is limited to accessory dwelling units (ADUs) in the Conservation Area, which will not meet the needs for many households in this income bracket. There are a few development projects in the early planning and building stages that will provide some units between 50%-80% AMI in the near term.



The updates to the *GMA* made through House Bill 1220 (2021) now requires jurisdictions to create a matrix of programs that have demonstrable effect on affordable housing production for low-income bands. There are multiple programs that are available to the City that will fund the necessary provisions to reach the housing vision of this Comprehensive Plan. These include Federal, State, Local, and Community partner funds. These are the important financial mechanisms to be utilized to maintain production of housing for all. The City has already adopted most locally available funding mechanisms, and recent development that included affordable housing units have been successful at securing both federal and state monies.

Figure HO-2 City Housing Supply by Building Type

Table HO-2. City Permanent Housing Needs & Estimated Capacity (Planning Commission Public Hearing Draft

Income Level (% AMI)	Projected Housing Needs 2020-2044	Zone Categories serving these needs	Aggregated Housing Needs	Capacity: Surplus or Deficit DU (see App E)
0-30% PSH	166 DU	Low & Mid-rise Multifamily	1,139 DU	-64 DU
0-30%	377 DU			
31-50%	324 DU			
51-80%	272 DU			
81-100%	140 DU	Mid-rise Multifamily & ADUs	278 DU	-4 DU
101-120%	138 DU			
Above 120%	560 DU	Lower density attached or detached housing types	560 DU	+1,982 DU

The Dept. of Commerce has indicated that the City should calculate its capacity to provide emergency housing separate from its dwelling unit capacity, and account for this use as part of available commercial space. Under the requirements of the GMA, and as described in Countywide Planning Policy Appendix F, the City is required to accommodate 83 emergency housing beds. This recognizes that emergency housing is more likely to be constructed under congregate living building codes as opposed to the residential building code. The City is planning to allow emergency housing as a permitted use in all four of the Winslow Town Center mixed use zones, but not the Business/Industrial zones (see draft Ordinance No. 2026-05- updated Section BIMC 18.09 and 18.36).

Table HO-3 Emergency Housing Estimate			
	Zoning District	Total Likely Net Commercial Gross sq.ft.	Total Capacity for Emergency Beds at 110 sq. ft. per single occupant
Mixed-Use	Core	10,115 Sf	91
	FTD	8,054 Sf	73
	Connection	7,764 Sf	70
	HSR	8,349 Sf	76
	Total:	**34,282 Sf**	**310 Beds**

Table HO-4: List of Federal, State, and Local Housing Funding Programs

Source	Program	Program Description
Federal	Community Development Block Grants (CDBG)	Grants for a variety of community needs, including decent housing.
	HOME Investment Partnerships Program	Federal block grants used exclusively for affordable housing initiatives.
	Low Income Housing Tax Credit (LIHTC)	A federal program administered by the Washington State Housing Finance Commission, provides private owners with incentives to construct and maintain affordable rental housing.
	USDA Section 502 Homeownership Direct Loan Program	This program assists low- and very-low-income applicants obtain housing in eligible rural areas by providing payment assistance to increase an applicant's repayment ability. Payment assistance is a type of subsidy that reduces the mortgage payment for a short time. The amount of assistance is determined by the adjusted family income.
Washington State	WA State Housing Trust Fund (HTF)	The Washington State Department of Commerce offers competitive loans and grants for affordable housing projects that can be used by local governments and housing authorities.
	Connecting Housing to Infrastructure Program (CHIP)	This state program provides grants to local governments to reduce the cost of infrastructure for new affordable housing development.
	Tax Increment Financing (TIF)	TIF is a tool that can be used to facilitate private investment in a local area. Updates to the Washington State TIF law has significantly improved local area infrastructure funding for local governments, adding affordable housing production (chapter 39.114 RCW). Tax increment financing captures property taxes generated from the increased assessed valuation that results from private development following infrastructure investment.
Local (City of Bainbridge Island)	Housing Trust Fund (HTF)	The Washington State Department of Commerce offers competitive loans and grants for affordable housing projects that can be used by local governments and housing authorities.
	Real Estate Excise Tax	Some jurisdictions use a portion of their real estate excise taxes to finance affordable housing projects.
	Sales Tax	Cities and counties can impose an optional 0.1% sales and use tax, with at least 60% of the revenue dedicated to affordable housing and related services for people with incomes up to 60% of the county median.
	Property Tax – Housing Levy	A potential funding source for affordable housing on Bainbridge Island, either through a voter-approved levy..

Source	Program	Program Description
	Lodging Tax (COBI)	Washington state law provides a path for lodging tax revenue to support affordable workforce housing under specific circumstances.
	In-lieu Fees (COBI)	If mandatory inclusionary zoning was adopted, in-lieu fees would allow developers to pay a fee to the city's housing trust fund instead of providing the required number of affordable units within their projects.
Other	Private or Public Grants	A likely source of funding for affordable housing projects may combine local, regional, and state-level foundations, as well as community development financial institutions (CDFIs).

HOUSING VISION ~~2036~~ 2044

Bainbridge Island in the year ~~2036~~ 2044 provides a broad diversity of housing. The broadest variety of *housing types* including rental homes, exists within the compact, walkable, transit-served, mixed-use *designated centers*. These include small detached homes on small lots, attached and detached *accessory dwelling units*, *cottage housing*, common-wall duplexes, triplexes and row houses, and stacked units on the upper floors of mixed-use, mid-rise buildings.

The residential *land use* pattern outside of *designated centers* remains at much lower densities and constitutes almost 90% of the Island's area. Houses built in the previous twenty years in the vicinity of designated centers and elsewhere in the Open Space Residential zones are compact, energy-efficient and well-integrated in their landscape. Typical *housing types* in these areas include detached houses on lots of various sizes, attached and detached *accessory dwelling units* and *conservation villages.*

Some combination of appropriately zoned land, regulatory incentives, financial subsidies and innovative planning techniques will be necessary to make adequate provisions for the needs of all segments of the population, but particularly middle and lower income persons.

GOALS & POLICIES

GOAL HO-1

Make steady progress toward the following ~~aspirational~~ targets for increasing the diversity of *housing types* and the supply of *affordable housing*.

Policy HO 1.1

Decrease to ~~20%~~ 15% or less the number of cost burdened families living in rental housing (down from ~~40~~ 37%).

Policy HO 1.2

Decrease to 18% or less the number of cost burdened families owning homes (down from 25 ~~34~~%).

Policy HO 1.3
Increase rental housing units to at least ~~11~~35% of total housing units (up from ~~7~~ 19%).

Policy HO 1.4
Increase the Island's percentage of *multifamily* homes to ~~18~~23% or more of all homes (up from ~~16~~11%).

Policy HO 1.5
Increase the number of *senior housing units* to 600 or more (up from 344.)

~~**Policy HO 1.6**~~
~~Change today's 89/11% housing split between the Mixed Use Town Center and Neighborhood Centers to 80/20% by 2036.~~

Policy HO ~~1.7~~ 1.6
Achieve a jobs-housing balance of .8 (up from 0.61 ~~0.59~~).

Policy HO 1.7
In addition to making affordable housing progress described in policies HO 1.1-1.6, make steady progress towards meeting the City's income-based housing unit requirements, including construction of permanent supportive housing units and emergency shelter(s).

Policy HO 1.8
Include actions identified in the 2023 Housing Action Plan (HAP) in the City's annual workplan and budget process to ensure progress on HAP actions continues.

Policy HO 1.9
Continuously monitor the planning and creation of affordable housing units, supportive housing, and emergency shelter in order to reevaluate existing City housing tools and development standards.

Policy HO 1.10
Evaluate whether the creation of a City Housing Authority is necessary to ensure continued progress on City affordable housing goals and targets.

~~**GOAL HO-2**~~

~~**Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. the report shall describe progress toward achieving the City's housing targets and set forth in Policies HO 1.1 through HO 1.7.**~~

~~**Policy HO 2.1**~~
~~The Housing report shall address the following aspects of housing:~~

1. ~~Housing trends in general both regionally and on Bainbridge Island.~~
2. ~~The number and location of *housing types* constructed or active applications in the permit process in the preceding two years.~~
3. ~~An evaluation of the effectiveness of the City's measures and identification of additional or revised measures or targets.~~
4. ~~The vacancy rate for rental apartments.~~

~~5. The number of cost burdened and extremely cost burdened households.~~

~~6. The status of efforts to address housing needs at the regional level.~~

~~7. The housing availability for special needs or difficult to serve populations.~~

~~8. The condition of the local housing market and the number of new housing units publicly and privately funded.~~

~~9. The use of density bonuses and the number of for-purchase *affordable housing* units provided in new developments.~~

~~10. A description of the various initiatives supporting *affordable housing* including activities of community non-profit organizations and local and regional entities.~~

~~11. Programs of housing repair and renovation that improve accessibility.~~

~~12. An analysis of how property taxes impact housing affordability.~~

~~13. If insufficient progress is made toward meeting the targets in Policies HO 1.1 through HO 1.7, determine what actions are not working and make adjustments.~~

~~**Policy HO 2.2**~~

~~Make the Biennial Housing Reports available to the public in various ways such as notice in the local newspaper, on the City's web page and on local media outlets. This Biennial Housing Report will be part of a comprehensive update of the Housing Needs Assessment in order to inform the next state-mandated update of the Comprehensive Plan in 2024.~~

GOAL HO-2

Identify anti-displacement policies and programs suitable to reduce the displacement of existing low to moderate income households.

Policy HO 2.1

Track the supply of regulated and naturally occurring affordable housing and engage with current operators to support continued affordability.

Policy HO 2.2

Continue to monitor the amount of short-term rentals on Bainbridge Island, and consider limitations to prevent reductions in the number of long-term rentals.

GOAL HO-3

Promote and maintain a variety of *housing types* to meet the needs of present and future Bainbridge Island residents at all economic segments in a way that is compatible with the character of the Island and encourages more socio-economic diversity. Partner with community non-profit organizations and local and regional private and public entities in carrying out the following policies.

Policy HO 3.1

Encourage ~~innovative~~ zoning regulations that increase the variety of *housing types* and choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods. Some e~~E~~xamples of housing types that such regulations would promote ~~innovative approaches~~ are *cottage housing* development, *conservation villages*, stacked or common-wall housing, *tiny houses* and *accessory dwelling units*.

Housing types are illustrated in: Figs. HO-~~1~~3 through HO-~~3~~5 (*detached housing*); Figs. HO-~~4~~6 through HO-~~6~~8 (*attached housing*); and Figs. HO-~~7~~9 through HO-~~9~~11 (*stacked housing*).



Fig. HO-~~3~~1 Single-family Home



Fig. HO-~~4~~2 Cottage Housing



Fig. HO-~~5~~3 Tiny House/ADU



Fig. HO-~~6~~4 Duplex



Fig. HO-~~7~~5 Row House



Fig. HO-~~8~~6 Zero Lot Line



Fig. HO-~~9~~7 ~~Garden~~ Courtyard Apartments



Fig. HO-~~10~~8 Mixed-use, Mid-rise



Fig. HO-~~11~~9 Micro Units



Fig. HO-~~11~~12 Live-aboard Unit

Policy HO 3.2

Streamline the administrative permitting review process for development that include designated affordable housing units.

Policy HO 3.~~3~~2

Recognize that the City shares a housing and employment market as well as a transportation network with the larger region. Therefore, the City should work with the *Kitsap Regional Coordinating Council* and other regional entities to develop an equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing* in Neighborhood Centers with well-connected transportation networks.

Policy HO 3.~~4~~3
Designate the appropriate staff or organizational entity to assist and advise the community, landowners and private and public entities about options for *affordable housing*, financing strategies and funding sources.

Policy HO 3.~~5~~4
Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials and the community at large to assist in meeting *affordable housing goals* and implementing strategies.

Policy HO 3.6
Partner with nonprofits and regional services to support broader access to home rehabilitation, repair, weatherization, and accessibility improvement programs, especially for low-income, elderly and disabled individuals.

Policy HO 3.~~7~~5
Support the efforts of community non-profit housing organizations and local and regional public and private entities in developing and managing *affordable housing* on Bainbridge Island.

Policy HO 3.8
Consider expanding the City's human services funding program to predictably fund emergency rental/utility support to alleviate impacts for seniors and low-income homeowners.

Policy HO 3.9
Expand direct resources supporting housing stability for tenants, landlords, and low-income homeowners.

Policy HO 3.~~10~~6
Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as *tiny houses, micro units* and *cottage housing*.

Policy HO 3.11
Consider adopting a specific "middle housing code" to encourage small to mid-size housing types, including programs that provide additional density for deed-restricted, limited-equity workforce housing, such as units serving households below 150% AMI.

Policy HO 3.~~12~~7
Expand opportunities for infill in the residential neighborhoods of the Winslow ~~Master~~ Subarea ~~Plan study area~~ and the Neighborhood Centers. Allow the creation of small lots (e.g., in the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200 square feet).

GOAL HO-4

Increase the supply of permanently affordable *multifamily* housing each year through the year ~~2036~~ 2044 with goals based on data provided by the Housing Needs Assessment and the City's income-based housing targets ~~housing reports~~ .

Policy HO 4.1
Encourage new *multifamily* housing in a variety of sizes and forms in *designated centers.*

Policy HO 4.2
Increase the efficiency of the review process and continue to consider revis~~e~~ing development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Town Center ~~Area Master Plan~~ to encourage the transformation of these areas from auto-oriented, low-rise, homogeneous commercial land use districts into walkable, transit-served, mid-rise, mixed-use areas with *affordable housing.*

Policy HO 4.3
Partner with non-profit or for-profit housing sectors to create new *multifamily* housing in *designated centers* including a significant percentage of *affordable housing*. Explore ~~through~~ the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4
Partner with the for-profit sector to create *affordable housing* through the targeted use of the *multifamily* property tax exemptions in *designated centers.*

Policy HO 4.5
Remove barriers to the creation of new *multifamily* housing, particularly *affordable housing* through a variety of actions such as the adoption of regulations that "right-size" parking requirements, reduce certain *impact fees* and encourage the use of parking management programs to enable the more efficient use of parking.

Policy HO 4.6
Allow *accessory dwelling units* in all residential zones, except at Point Monroe, the Sandspit (R-6). Review and revise regulations as appropriate to create reasonable flexibility regarding development standards including lot coverage, setbacks, parking requirements and Health District requirements for water and sewage.

Policy HO 4.7
Encourage agencies whose mission is to develop *affordable housing* to create new subsidized *multifamily* rental housing by aggressively pursuing Kitsap County *Community Development Block Grant Funds*, state funds, donations from private individuals and organizations, public revenue sources and other available funding.

Policy HO 4.8
Evaluate the efficacy of existing regulations in facilitating the provision of assisted and independent living *senior housing* and take action to amend *development regulations* as needed.

Policy HO 4.9
The City may allow floor area ratio (FAR) based zoning in the Lynwood Center Subarea for parcels zoned Neighborhood Center (NC) and NC/R-12 only if used to promote housing affordability.

Policy HO 4.10
Encourage private development in the Winslow Subarea that supports diverse housing, including affordable, workforce, and aging-in-place housing by adopting flexible development standards, including the use of overlays that encourage a diversity of housing types, expanded pedestrian connections, expanded community gathering, public open spaces, and below-grade parking.

GOAL HO-5

Maintain the existing stock of affordable and rent-assisted housing, in partnership with community non-profit organizations and local and regional public and private entities.

Policy HO 5.1
Develop a continuing strategy to maintain the Rural Development Agency and HUD subsidies on existing rent-assisted housing. The primary strategy shall be to support Housing Kitsap and non-profit organizations such as Housing Resources Bainbridge to purchase the units through the provisions of the 1990 Housing Act.

Policy HO 5.2
In the event of the potential loss of privately-owned subsidized housing, work with the appropriate public agencies and local non-profits to pursue the preservation of the subsidized units or relocation assistance for the residents.

Policy HO 5.3
Support water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

GOAL HO-6

Facilitate the provision of a diverse *affordable housing* stock in all geographic areas of the community.

Policy HO 6.1
Encourage housing created by agencies such as a community land trust.

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

Policy HO 6.3
Maintain an innovative housing program and clarify or adopt new flexible permit processes in all *designated centers* to promote an increase in the supply, diversity and access to housing including accessible housing and *affordable housing.*

Policy HO 6.4
Create a new *conservation villages* and tiny home permit processes to apply outside of *designated centers* to increase housing choices including *affordable housing* and ~~requiring~~ encouraging *green building* practices while better conserving *open space*.

Policy HO 6.5
Develop regulations and provide incentives to construct *affordable housing* for farm workers on or near farmlands.

Policy HO 6.6
Encourage development and conservation programs that co-locate housing and land conservation or dually promote those goals in related projects.

Policy HO 6.7~~6~~
Consider the merits of programs and regulations pioneered by other communities to discourage the land, energy and natural resource consumptive pattern of large single-family homes. Adopt amendments to City programs and *development regulations* as appropriate.

Policy HO 6.8~~7~~
Support the development of *livable neighborhoods*.

Policy HO 6.9
Study creating a program to allow for two mid-sized units, smaller than the standard single-family home and larger than an ADU, in lieu of a standard-sized home and ADU. Also consider options for converting existing single-family homes to two units within the same building footprint.

GOAL HO-7

Promote and facilitate the provision of rental and for-purchase housing that is affordable to *income-qualified* households with a variety of income levels.

Policy HO 7.1
Continue to e~~E~~xempt from City *impact fees* and other administrative development fees housing developments where all units are limited to residents in specified income groups.

Policy HO 7.2
All income-qualified rental housing units created as a result of the policies of this Housing Element shall remain affordable to *income-qualified households* for a period of not less than 50 years from the time of first occupancy.

Policy HO 7.3
Explore measures and the merits of source-of-income discrimination controls.

GOAL HO-8

Facilitate the siting and development of housing opportunities for *special needs populations* by removing barriers to creating this much needed housing.

Policy HO 8.1
Support the services of community non-profit organizations and local and regional public or private entities in providing shelter for temporarily homeless persons and/or households of all ages and sizes, ~~singles and families with children, adolescents and victims of domestic violence~~ on Bainbridge Island by removing any identified barrier to the creation of such shelter.

Policy HO 8.2
Support the development of programs to meet the housing needs of the developmentally, physically and emotionally disabled within the community.

Policy HO 8.3
Support programs that provide assistance to low-income, elderly and disabled persons to repair, rehabilitate or retrofit homes to be more accessible and safe.

Policy HO 8.4
Support improved housing accessibility through design, such as through incentives encouraging "visitability" design features for a portion of a housing development project.

Policy HO 8.5

Reduce housing barriers for essential workers on Bainbridge Island.

GOAL HO-9

Explore the use of the City's bonding capacity and pursue other resources to support the creation of *affordable housing*.

Policy HO 9.1

The City recognizes the need to provide financing assistance for *affordable housing*. Accordingly, the City will actively pursue public and private funds that may include but are not limited to, ~~real estate excise tax,~~ grants and other available resources, including maintaining real estate excise tax and other recent state taxes to support affordable housing.

Policy HO 9.2

The City in partnership with local agencies producing *affordable housing*, may issue a General Obligation Bond to increase the production of housing affordable to *households* at or below 80% of median income for Kitsap County.

Policy HO 9.3

Consider the issuance of Limited Tax General Obligation Bonds (also called councilmanic bonds or non-voted debt) or voting on an affordable housing levy to support the development of housing affordable to *households* at or below 80% of median income ~~for Kitsap County~~.

Policy HO 9.4

Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of *affordable housing*.

Policy HO 9.5

Consider the options for making City-owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.

Policy HO 9.6

Explore and utilize Federal and State funding opportunities that are available to fund new and maintain existing affordable housing stock. The programs include:

1. Community Development Block Grants (CDBG)
2. HOME Investment Partnerships Program
3. Low Income Housing Tax Credit (LIHTC)
4. WA State Housing Trust Fund (HTF)
5. WA State Connecting Housing to Infrastructure Program (CHIP)
6. WA State Tax Increment Financing

Policy HO 9.7

Consider expanding the City's to the Multifamily Tax Exemption 12-year program to include moderate income level households, pursuant to state law.

Policy HO 9.10

Improve communication of City Affordable Housing resources and application timeframes.

Goal HO-10

Increase housing development opportunities in *Designated Centers.*

Policy HO-10.1:
Consider increasing residential density in Designated Centers with sewer infrastructure (existing or planned).

Policy HO-10.2
Use tax increment financing in Designated Centers to fund infrastructure upgrades and affordable housing.

Policy HO-10.3
Consider reducing parking requirements to support workforce and affordable housing in the greater Winslow area, and Neighborhood Center areas.

Goal HO-11

Promote reinvestment in existing neighborhoods, while identifying and removing barriers that result in racially disparate impacts, displacement, and exclusion in housing.

Policy HO-11.1
Promote investments in infrastructure through City-initiated neighborhood enhancement activities.

Policy HO-11.2
Promote the maintenance, repair, and rehabilitation of the City's existing housing stock by pursuing funding and creating financial incentives for housing improvement programs, especially for low-income households.

Policy HO-11.3
Ensure all higher density residential development is accommodated by reliable infrastructure.

Policy HO-11.4
Conduct a review of zoning codes, development regulations, and permit procedures to identify and remove regulatory barriers that disproportionately affect marginalized communities, low-income households, and other historically excluded groups.

Policy HO-11.5
Ensure equitable infrastructure investments across all neighborhoods, with attention to areas that have experienced disinvestment or exclusion.

HOUSING IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the plan's goals and policies that support that action.

HIGH PRIORITY ACTIONS

HO Action #1 Set targets for increasing the supply of moderately priced and *affordable housing*, measure progress, and if insufficient progress is being made toward meeting the housing targets, determine what actions are not working and make appropriate adjustments.

GOAL HO-1
Make steady progress toward the following ~~aspirational~~ targets for increasing the diversity of *housing types* and the supply of *affordable housing*.

~~**GOAL HO-2**~~
~~**Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the City's housing targets and set forth in Policies HO 1.1 through HO 1.7.**~~

GOAL HO-10

Increase housing development opportunities in *Designated Centers*.

GOAL HO-11

Promote reinvestment in existing neighborhoods, while identifying and removing barriers that result in racially disparate impacts, displacement, and exclusion in housing.

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

Policy HO 3.10~~6~~
Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as *tiny houses, micro units and cottage housing*.

Policy HO 3.11
Consider adopting a specific "middle housing code" to encourage small to mid-size housing types, including programs that provide additional density for deed-restricted, limited-equity workforce housing, such as units serving households below 150% AMI.

Policy HO 4.2
Increase the efficiency of the review process and continue to consider revis~~e~~ing development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Town Center~~Area Master Plan~~ to encourage the transformation of these areas from auto-oriented, low-rise, homogeneous commercial land use districts into walkable, transit-served, mid-rise, mixed-use neighborhood with *affordable housing.*

Policy HO 6.3
Maintain an innovative housing program and clarify or adopt new flexible permit processes in all *designated centers* to promote an increase in the supply, diversity, and access to housing, including accessible housing and *affordable housing.*

Policy HO 6.4
Create a new *conservation villages* and tiny home permit processes to apply outside of *designated centers* to increase housing choices including *affordable housing* and ~~requiring~~ encouraging *green building* practices while better conserving *open space*.

HO Action #3 Partner with other jurisdictions, the development community, and non-profit organizations to increase the diversity of housing types and supply of affordable housing.

Policy HO 3.5~~4~~
Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials and the community at large to assist in meeting *affordable housing goals* and implementing strategies.

Policy HO 3.6
Partner with nonprofits and regional services to support broader access to home rehabilitation, repair, weatherization, and accessibility improvement programs, especially for low-income, elderly and disabled individuals

Policy HO 4.3
Partner with non-profit or for-profit housing sectors to create new *multifamily* housing in *designated centers* including a significant percentage of *affordable housing.* Explore ~~through~~ the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4
Partner with the for-profit sector to create *affordable housing* through the targeted use of the multifamily property tax exemptions in *designated centers.*

Policy HO 9.5
Consider the options for making City- owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.

HO Action #4 Consider actions that can be taken to reduce financial barriers that inhibit the desired increase in diverse and affordable housing.

Policy HO 5.2
In the event of the potential loss of privately-owned subsidized housing, work with the appropriate public agencies and local non-profits to pursue the preservation of the subsidized units or relocation assistance for the residents.

Policy HO 7.1
Continue to e~~E~~xempt from City *impact fees* and other administrative development fees housing developments where all units are limited to residents in specified income groups.

Policy HO 9.2
The City in partnership with local agencies producing *affordable housing*, may issue a General Obligation Bond to increase the production of housing affordable to *households* at or below 80% of median income for Kitsap County.

Policy HO 9.3
Consider the issuance of Limited Tax General Obligation Bonds (also called councilmanic bonds or non-voted debt) or voting on an affordable housing levy to support the development of housing affordable to *households* at or below 80% of median income for Kitsap County.

~~**HO Action #5 Create a short-term (60-90 days) citizen *affordable housing* task force to consider the revised Housing Element and provide specific recommendation for near-term action.**~~

~~**Policy HO 3.3**~~

~~Designate the appropriate staff or organizational entity to assist and advise the community, landowners and private and public entities about options for *affordable housing*, financing strategies and funding sources.~~

HO Action #5~~6~~ Review and revise City regulations related to permissible live-aboard capacity in City marinas.

Policy HO 5.3
Support Water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

MEDIUM PRIORITY ACTIONS

HO Action #6~~7~~ Focus additional city and other financial resources to help increase the supply of affordable housing.

Policy HO 9.4
Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of *affordable housing.*

Policy HO 7.1
Continue to e~~E~~xempt xempt from City *impact fees* and other administrative development fees housing developments where all units are limited to applicants of specified income groups.

HO Action #7~~8~~ Look for ways to reduce the cost of multifamily housing, particularly affordable housing.

Policy HO 4.5
Remove barriers to the creation of new *multi-family housing*, particularly *affordable housing* through a variety of actions such as the adoption of regulations that "right-size" parking requirements, reduce certain impact fees, and the encourage the use of parking management programs to enable the more efficient use of parking.

OTHER PRIORITY ACTIONS

HO Action #9 Identify ways to achieve local results with and through regional actions.

Policy HO 3.~~3~~2

Recognize that the City shares a housing and employment market, as well as a transportation network, with the larger region. Therefore, the City should work with the Kitsap Regional Coordinating Council and other regional entities to develop equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing*.

TRANSPORTATION ELEMENT

NOTE: Will Update Page Numbers in Later Draft

TABLE OF CONTENTS

PAGE

INTRODUCTION.....TR-1

TRANSPORTATION VISION..... TR-2

TRANSPORTATION ISSUES.....TR-3

GOALS AND POLICIES TR-6

MULTIMODAL..... TR-6

ACTIVE TRANSPORTATION SYSTEM TR-7

FERRY SERVICE TR-10

BUS SERVICE TR-10

TRANSPORTATION DEMAND MANAGEMENT.....TR-11

OPERATION AND MOBILITY TR-12

STATE ROUTE (SR) 305 .....TR-13

NEIGHBORHOODS TR-14

SAFETY AND MAINTENANCE TR-15

PARKING TR-16

COMMUNITY CHARACTER TR-17

ENVIRONMENT.....TR-17

COMMUNITY INVOLVEMENT TR-18

REGIONAL COORDINATION TR-18

TRANSPORTATION FINANCING TR-19

TRANSPORTATION IMPLEMENTATION TR-20

TRANSPORTATION INTRODUCTION

Purpose and Structure of the Transportation Element

The *Growth Management Act* requires that a Transportation Element be consistent with and implement the Land Use Element and that it contain a number of specific sub-elements. The primary focus of this Element is to set forth a Transportation *Vision*, *Goals* and *Policies* consistent with the rest of the *Comprehensive Plan* and to provide direction to implementing actions. Other *GMA* requirements, including a detailed inventory of transportation facilities, identification of needs, projects to meet those needs, and financing for those projects, are contained in the Island-wide ~~Transportation~~ Mobility Plan (IW~~T~~MP~~, Appendix C of the Comprehensive Plan~~). The IW~~T~~MP is a functional plan,~~ technical rather than policy in nature,~~ and provides the primary means for carrying out the policy direction of the Transportation Element. The IW~~T~~MP is hereby adopted by reference.

The Comprehensive Plan's *Guiding Principles* emphasize the important relationship between the Island's transportation system and community ~~character~~ vision, livability, public health, safety, economic vitality and environmental quality. Implementation of the Transportation Element plays a large role in the *sustainability* of Bainbridge Island's economy and environment and the quality of life of its residents.

Existing Conditions and Challenges

The ferry to Seattle and the Agate Pass Bridge are the only two public options for travel to or from the Island. Many Islanders commute to work off-island by ferry or bridge. Likewise, many on-Island workers commute from off-island. Lengthy commute times by ferry or being stuck in traffic on SR 305 mean spending hours away from family, friends, and activities. Speeding and cut-through traffic makes *neighborhood* streets feel unsafe. During commute hours, SR 305 creates a wall across the Island. Reliable and efficient transportation on and off island is important to balance jobs and housing and maintaining the quality of life for Island residents.

Poor quality or non-existent bicycle and pedestrian facilities can be a deterrent to residents walking or bicycling for transportation, connecting to *transit*, traveling to schools and parks, as well as for recreational purposes. ~~Non-motorized facility~~ Active transportation networks provide ~~options for active modes of transportation~~ to walk, bike, or roll, allowing residents to make healthy lifestyle choices and providing safe facilities for those who are unable to or choose not to drive. Walkability and bikeablity are desirable characteristics of *neighborhood*s. An increasing number of Island residents are choosing to walk and bike to goods and services in the urban developed area of the Island and to work.

How people choose to travel is a key element of both environmental sustainability and quality of life. Motorized transportation is a significant contributor to *climate change*, as it accounts for a high percentage of *greenhouse gas* emissions. This *Comprehensive Plan* focuses growth in

designated centers such as Winslow, Lynwood, Rolling Bay, and Island Center. These centers should be designed to accommodate ~~non-motorized~~ active transportation users and provide for their safety. ~~The High School Road shopping area is designed to be automobile-oriented while the Winslow Master Plan for downtown stresses designing for pedestrian and bicycle modes of transportation.~~

With good planning and implementation of mixed use and higher densities within these *designated centers*, development can lead to a more sustainable growth pattern and ~~preserve community character~~ achieve the community's goals. Investments in *infrastructure* for active transportation modes and access to *transit* reduce dependence on the automobile, which in turn reduces the Island's *greenhouse gas* emissions and improves the quality of life for Island residents.

Transportation *infrastructure* and associated drainage have direct impacts on the environment. *Stormwater runoff* can contribute to water pollution, flooding, and water temperature elevation. The road network right-of-way presents many opportunities to incorporate sustainable *stormwater* practices to provide positive contributions to environmental *sustainability.*

Balancing Community Interests

One of the challenges of improving a transportation system is finding the right balance between sometimes competing community interests. For example, it may be best to construct a sidewalk/separated pathway on one side of the roadway rather than on both sides to reduce impacts to vegetation. Evaluating the trade-offs and weighing the importance among competing community *goals* is an important function of the City of Bainbridge Island.

The City uses the community values in the *Comprehensive Plan* when developing project objectives. The City of Bainbridge is committed to the principles of *context sensitive* solutions. Public Works staff strive to facilitate public engagement when developing capital projects to evolve and refine the community's values as they relate to each project.

TRANSPORTATION VISION 2044 ~~2036~~

~~Bainbridge Island has a safe, dependable, properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for non-motorized users and pedestrians and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users while respecting the character of *neighborhoods* and maintains ing a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community supported.~~

In accordance with the *Comprehensive Plan*, Bainbridge Island is characterized by "… forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation." Natural features are preserved while residents and visitors of all ages and abilities safely and comfortably experience Bainbridge Island regardless of transportation mode. Transportation and mobility improvements support and advance a safe, dependable,

properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for ~~non-motorized~~ active transportation users and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users and maintains a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community-supported.

~~Bainbridge Island has a safe, dependable, properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for non-motorized users and pedestrians and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users while respecting the character of *neighborhood*s and maintaining a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community supported.~~

TRANSPORTATION ISSUES

As population grows on the Island and in Kitsap County, more demand is placed on the Island's roadway network and the regional SR 305 Corridor. As traffic volumes and vehicular-related congestion increases, so do conflicts with ~~bikes/pedestrians~~ active transportation users and the need grows for transportation improvements to accommodate all modes of transportation and a wider range of users. We need to consider how future growth will affect the community, and how to preserve the character and livability of Bainbridge Island. The following list identifies and briefly describes the community's transportation issues.



A. Limited Transportation Choices – Given the relative lack of ~~non-motorized~~ active transportation *infrastructure* in many parts of the Island, and limited transportation services, many Islanders are dependent on individual automobile travel as their only practical and safe transportation option. In order to meet the needs of a growing population and maintain or improve quality of life on the Island, we need to provide better transportation options to improve mobility for *all ages and abilities*.

B. Roadway Congestion – Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of issues such as making it difficult to "get around" by automobile, traffic "spilling over" into adjacent *neighborhood*s, and making it more difficult for *transit* and ~~non-motorized~~ active transportation users to get to their destinations in a timely manner. The Island experiences daily and seasonal surges of traffic arising from ferry travel, summer tourism, and school travel. ~~Congestion related to F~~erry loading and unloading creates ~~surges~~ traffic congestion on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. Summer tourism increases ferry traffic and causes travel delays and backups. School pick-up and drop-off hours impacts traffic around local schools. ~~In addition to ferry traffic, the SR 305 Corridor has experienced increasing congestion due to commuters traveling on and off island across the Agate Pass Bridge. Congestion and increased travel times are experienced during commute hours along the SR 305 Corridor.~~

C. SR 305 Traffic Congestion – Concern surrounds the future of the SR 305 Corridor. While the existing configuration of two lanes is adequate during off-peak hours, peak hour traffic coupled with surges from exiting ferry activities have resulted in high levels of congestion at multiple locations. This affects Island residents and off-Island commuters using the corridor and increases the difficulty of cross-Island travel, resulting in higher volumes of traffic on local streets when drivers try to avoid SR 305 congestion. ~~Access to SR 305 is becoming increasingly difficult at the north end of the Island.~~ Recent WSDOT roundabout projects at Adas Will Lane and Port Madison Rd and SR305 have mitigated access issues at the northern portion of SR305, however congestion persists on southern portions.

D. School Related Congestion – Congestion related to schools has become more problematic, such as intersections on New Brooklyn and Sportsman Club Roads. ~~Youth~~Students are routinely being driven to and from school and not taking the school bus, walking, or bicycling to home or to after-school activities, causing additional demands on the transportation system.

E. Greater Winslow Area Traffic Congestion – Residential and economic growth on Bainbridge Island, particularly in the Winslow subarea, has resulted in more vehicles on the street system. Intersections are increasingly congested, in particular during commute and school drop off and pick up times~~, but also in general~~. These impacts are felt on streets adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the *neighborhood*s.

F. Motor Vehicle Speeds and Speed Limits – Excessive vehicular speeds put the traveling public at greater risk especially for ~~walkers, wheel chair users,~~ pedestrians and bicyclists. Many Island roads lack shoulder facilities or separate bicycle and pedestrian *infrastructure*. Speeding vehicles discourage many people who want to walk, ~~use a wheelchair, or ride a bicycle~~ bike, or use wheeled devices for transportation or recreation in many areas on the Island.

G. ~~Non-motorized~~ Active Transportation – ~~motorized modes of~~ active transportation modes are important to many Islanders and the need for improved ~~non-motorized~~ active transportation *infrastructure* has consistently ranked high in community surveys. While significant improvements have been made, in many parts of the Island *infrastructure* are not adequate to serve the needs of users of all ages and abilities. As a result, many people remain dependent on cars as the only practical and safe means of travel. Many people do not feel safe walking and biking outside of the urban center of Winslow.

H. *Transit* Service – Ferry Service is vital to many residents who work in Seattle and to the local and regional economy. As automobile capacity and parking space at the ferry terminal are limited, ~~non-motorized~~ active transportation facilities with connectivity to the ferry and *transit* service are important to many Islanders for sustainably accommodating population growth. WSF forecasts significant growth of ~~non-motorized~~ active transportation trips in the coming decade.

Kitsap Transit provides and on-demand bus service connecting many areas of the Island to the

ferry and Winslow. Kitsap Transit is working to expand service during non-peak hours and to inter-Island locations, and many in the community would like to see this service maintained and expanded. This service has provided valuable mobility to the community, especially for older people, those with disabilities and younger populations.

I. **Transportation Network Connectivity** – Bainbridge Island's existing roadway network is disconnected and does not provide convenient access to many parts of the island ~~system has few roadways that contribute to the development of a "network". Many parts of the Island~~ Several Bainbridge Island neighborhoods have only a single way to access the area, such as the Beans Bight, West Port Madison or Agatewood areas. The South end of the Island has limited connectivity to the rest of the Island. Mobility, emergency access, emissions and circulation can all be improved with better roadway connections. Alternative modes of travel are a high priority for many Islanders. Expanding the Island's network of both on-street and off-street ~~non-motorized~~ active transportation facilities is needed to provide *neighborhood*, inter-island and regional connectivity.

J. ***Climate change* –** Transportation is both a cause of *climate change* and provides opportunities to mitigate the effects of *climate change*. Creating a *transit* plan and an active transportation plan that reduces emission of *greenhouse gas*es and increases our community's resilience to the effects of *climate change* is a priority. ~~These~~ Climate-related criteria *should* be used to evaluate all transportation solutions and proposed projects.

~~**K. Roadway Intersection Congestion** – At locations other than SR 305, intersections may limit capacity as the Island population grows. Islanders are increasingly concerned about relieving intersection capacity at school locations and during commute times in Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.~~

K~~L~~. **Livability** – Providing convenient ~~non-motorized~~ active transportation choices provides for better ~~public~~ health outcomes and improved lifestyles ~~both in the urban center of Winslow and outlying areas of the Island~~. Bikeable and walkable communities are increasingly desirable and important to many current and prospective Island residents. These aspects of the community are attractive to visitors as well and are an important element to creating a vibrant downtown business community.

~~**M. Community Character** - There is a desire to retain the feel of the Island's existing road system. Outside of Winslow and other designated *neighborhood* centers, the scenic roadways, open drainage ditches, and winding roads provide a more rural flavor that many consider important elements of the Island's character. However, these elements need to be balanced with the community's desire for safe roads that provide mobility options for all ages and abilities of Island residents without requiring a vehicle.~~

~~N~~**L.** ***Stormwater*** –*Stormwater* management is an important environmental concern. As *stormwater* regulations evolve, the cost of roadway construction has increased.

~~O~~M. Regional coordination – The 2025~~16~~ adoption ~~update~~ of the Island-wide ~~Transportation~~ Mobility Plan (IWM~~T~~P) and the Comprehensive Plan Transportation Element creates an opportunity to coordinate with WSDOT (WSF, Olympic Region), *KRCC*, Kitsap Transit, Bainbridge island Metro Parks District and other local and neighboring jurisdictions to ensure a more integrated transportation system.

~~P~~N. Financing – Solutions to many of the Island's transportation issues will cost money, a lot of money. Considering how best to pay for these improvements and who *should* pay (City, State, Federal) are key issues to this Plan. The scale of investment must be commensurate with the scale of the problems we are trying to solve.

Relationship of the Transportation Element to the Island Wide Mobility~~Transportation~~ Plan (IWM~~T~~P)

The primary purpose of the Transportation Element is to support and implement the Island's *Vision* and *Guiding Principles* as well as the *Goals* and *Policies* set forth in the other Plan Elements. The "Island Wide Land Use Concept," described in Figure LU-3 of the Land Use Element, calls for compact, walkable, mixed use centers within a much larger less dense landscape of *open spaces*, wildlife habitat, forested areas, agricultural, residential and recreational lands. The transportation improvements and programs called for in the Plan are essential to meeting the objectives for both the centers and the surrounding conservation landscape.

The *GMA*'s transportation requirements are met either in this Transportation Element or in the IWM~~T~~P. The Transportation Element provides consistency with other Plan Elements and over-arching policy direction, whereas the IWM~~T~~P provides the technical support for those *policy* choices and a detailed guide for implementing and funding all transportation programs, projects and services.

Transportation Element Utilization

The Transportation Element is a tool for the City to aid in decision-making in all aspects of transportation planning, scheduling and budgeting. The Transportation Element will guide the City in making decisions regarding public expenditures, improvements, and developments. City staff will use the Transportation Element to establish budgets and plan improvement projects. The Transportation Element will also be used to ensure consistency between land use actions and the City's transportation plans and *policies*.

Other agencies, such as the State Department of Transportation, *KRCC,* Kitsap Transit, and Kitsap County, will use the Transportation Element to coordinate their actions with Bainbridge Island to address regional transportation issues and projects. Developers and businesses may also use the Transportation Element to assess project feasibility, make investment decisions and develop individual projects. Transportation providers *should* consult the Transportation Element to coordinate their services with transportation facility design and operation, and the general public can use the Transportation Element to become better informed about the City's transportation plans.

Transportation issues are among the top concerns for Bainbridge Island residents ~~since Island roadways serve two equally important purposes. Not only do the roadways provide mobility, they also enhance the character of the Island~~. Much of the concern over transportation is related to the future of State Route 305, which serves not only Bainbridge Island, but also functions as a regional facility connecting Seattle and the Island ferry terminal with the Kitsap and Olympic Peninsulas. Transportation concerns commonly cited by residents include: speeding, traffic congestion, and challenges related to SR305 and ferry line backups.

GOALS & POLICIES

MULTIMODAL

GOAL TR-1

Encourage the development of an integrated multimodal transportation system that provides a range of safe transportation alternatives and increases the through movement of people, maximizing use of ~~non-motorized~~ active transportation modes and public *transit*.

Policy TR 1.1

In accordance with complete streets practices and guidelines, new or rebuilt streets *shall*, as much as is practical, address the use of the right-of-way by all users.

Policy TR 1.2

The City will coordinate with the City police department, the Kitsap Public Health District, the school, park and fire districts, and other civic groups to develop and sponsor outreach programs. The programs are intended to inform specific segments of the community, including but not limited to, motor-vehicle drivers, school-age children, ~~non-motorized commuters~~ pedestrians, cyclists, transit riders, recreational users, private property owners with or adjoining ~~non-motorized~~ active transportation facilities, and the general public.

The following public education programs *should* be provided to Island citizens:

- ~~pedestrians and non-motorized vehicle safety~~ active transportation safety
- rights and responsibilities of motorized and ~~non-motorized~~ active transportation facility users
- rights and responsibilities of property owners

Bicycle and pedestrian advocacy organizations are good resources of information on skill development and safety education for bicyclists and pedestrians.

Policy TR 1.3

Encourage and support the establishment of ride sharing and ride hailing services.

Policy TR 1.4

Promote the ~~coordination~~ development of an ~~walking and non-motorized~~ active transportation network map which identifies areas of interest for all Island constituents and tourists.

~~NON-MOTORIZED~~ ACTIVE TRANSPORTATION SYSTEM

GOAL TR-2

Provide an ~~non-motorized~~ active transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhood*s with parks, schools, the shoreline, the ferry terminal and commercial areas.



Policy TR 2.1

Provide an ~~non-motorized~~ active transportation system that effectively serves the needs of people of all ages and abilities who walk, bike, or ride horses, or use ~~wheel chairs~~ other wheeled devices including wheelchairs; encourages ~~non-motorized travel~~ multimodal travel; and provides continuous networks of safe, efficient and attractive shoulders, sidewalks, pathways (footpaths), and multi-purpose trails throughout the Island that are also connect~~ing~~ to regional systems.

Provide safe and appropriately scaled non-motorized access that connects *designated centers*, the ferry terminal, services such as ~~a doctors'~~ medical offices, schools, parks, recreation areas, shorelines (including road-ends), and *transit* connections including to ferry and bus services.

The ~~non-motorized~~ active transportation system *should* maximize mobility, provide safety, efficiency and comfort for pedestrians, bicyclists, and equestrians, respect property owners' rights, protect the natural environment and complement the ~~character of *neighborhood*s~~ context of adjacent development.

The ~~non-motorized~~ active transportation system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school.

Policy TR 2.2

Trails *should* provide for both passive and active pursuits including recreation ~~and nature study~~, exercise, shopping, and commuting to work and schools. Coordinate with the Park District as the primary provider of the community's recreational trails.

Policy TR 2.3

Provide networks of pedestrian facilities within one mile and bicycle facilities within two miles of schools. The City and the School District *should* coordinate efforts to develop ~~non-motorized~~ active transportation facilities. Each school *should* coordinate with neighboring property owners to provide access to the school. Separated facilities are preferred near schools and especially for elementary schools.



Policy TR 2.4

Provide a network of sidewalk facilities adjacent to roadways in *designated centers* ~~with the Winslow area given priority~~. Sidewalks *shall* be of sufficient width to accommodate expected pedestrian use, including safe crossings with adequate overhead or embedded lighting. Where possible, separate sidewalks from the roadway with a street tree planting strip and buffer. Designs *should* accommodate users of all abilities~~,~~ and meet~~ing~~ ADA requirements.



Policy TR 2.5

Provide a network of shoulder facilities along the Island's low-volume arterial roadways and collector streets, creating an integrated network that serves cyclists as well as pedestrians in locations without sidewalks.

Policy TR 2.6

Develop a trail system to serve ~~non-motorized~~ active transportation users across the Island. As envisioned, the network will include the Waterfront Trail in Winslow, the Sound to Olympics Trail (STO, a regional trail connecting the Ferry Terminal to the Agate Pass Bridge), intra-island multi-use trails, unopened City rights-of-way, shoreline trails, and connecting pathways within *neighborhood*s. The *goal* is to provide walkability within *neighborhood*s and Island-wide connectivity for both pedestrians and cyclists.

Multi-use trails accommodate users of all ages and abilities. Such trails provide an alternative to the shoulder network along arterial streets and connect with other non-motorized facilities to form an integrated ~~non-motorized~~ active transportation system.



Policy TR 2.7

Develop and regularly update design standards for ~~non-motorized~~ active transportation facilities that provide safe and efficient access, encourage use and mobility and are appropriate to the location and needs in the immediate area. Design standards should be based on national guidelines and standards such as the NACTO Bikeway Design Guide and the AASHTO Bike Guide when appropriate. Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for ~~non-motorized~~ active transportation users. Include appropriate amenities such as benches and short-term and long-term bicycle parking in the construction of ~~non-motorized~~ active transportation facilities. Parking lots and garages serving public, commercial, and multifamily residential buildings should be required to provide convenient bicycle parking and storage facilities.

Policy TR 2.8

Promote the safe use of ~~non-motorized~~ active transportation facilities through effective transportation improvements, maintenance ~~operations~~ and enforcement.

Provide safety enhancement in annual capital improvement programs and individual transportation improvement projects where applicable and needed to meet safety standards. Strongly encourage the Washington State Department of Transportation to accommodate non-motorized permeability and safety enhancements on SR 305.

Routinely evaluate facilities and roadway maintenance ~~operation~~ programs and resource levels to ensure adequate maintenance and preservation of the City's growing inventory of ~~non-motorized~~ active transportation facilities. Provide a high *level of service (LOS)* to meet safety standards, maintain low user stress~~es~~ and encourage ~~active~~ the adoption of ~~non-motorized~~ active transportation.

Perform a balanced review of off-road and on-road facilities when considering connectivity gaps and opportunities.

Coordinate with the Police Department and the Washington State Patrol to provide officer training and consistent enforcement of traffic laws, including speed limits, for both motorized and ~~non-motorized~~ active transportation users.

Policy TR 2.9

Improve the safe use of ~~non-motorized roadway~~ on-road active transportation facilities by all users and encourage active modes of transportation through continuous community education. Coordinate with the City Departments, Schools, the Park District, the Fire District and other ~~civic~~ groups to develop and sponsor outreach programs. Programs *should* inform specific segments of the community including but not limited to motor-vehicle drivers, school age children, ~~non-motorized commuters~~ pedestrians, cyclists, transit riders, recreational users, private property owners fronting ~~non-motorized~~ active transportation facilities and the general public.

Maintain and update ~~guide~~ maps that effectively identify the location of ~~non-motorized~~ active transportation routes and facilities and provide signage for public ~~non-motorized~~ active transportation facilities, such as trails, in order to clearly designate routes and access points.

Policy TR 2.10

The City supports the ~~Federal,~~ State, and Regional *goals* of doubling walking and cycling by ~~2036~~ 2044, the 20-year planning period of the City's comprehensive plan. The City will maintain an advisory committee to advise the City Council and staff, and to advocate for transportation planning, public ~~non-motorized~~ active transportation projects, private development projects, and education and outreach, as directed by the City Council. The committee *should* represent a broad range of interests including pedestrians, cyclists, parents of students, and seniors and equestrians.

Policy TR 2.11

Secure easements and other land dedication for ~~non-motorized~~ active transportation facilities through development and redevelopment mitigation and conditions, donation, tax incentives, and direct acquisition. Coordinate these efforts with the Park District when parkland and recreational trails are involved.

Policy TR 2.12

Incorporate ~~non-motorized~~ active transportation improvements during the planning and design phase of transportation improvement projects. All development projects that reach design thresholds set in the IWM~~T~~P, *shall* be reviewed for compliance with the Transportation Element's ~~motorized~~ active transportation *goals* and *policies*, adopted plans, and standards.

FERRY SERVICE

GOAL TR-3

Coordinate with Washington State Ferries (WSF) and other ferry service providers to ensure that ferries meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.

Policy TR 3.1

Advocate for ferry services to and from Bainbridge Island in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users' origin and destination.

Policy TR 3.2

Support the ferry system efforts to maximize the convenience of pedestrian, bicycle, *transit* and *HOV* use on ferry runs through providing priority status and improvements to discourage *single occupancy vehicle (SOV)* use.

Policy TR 3.3

Advocate for increased service options for foot ferry passengers such as water taxi and passenger ferry service to and from various areas of the Puget Sound region.

Policy TR 3.4

Support WSF and other providers to create and incorporate best practices into ferry services that reduce *greenhouse gas* emissions and ~~vulnerability of ferry *transit* from *climate change*~~ increase the climate resiliency of ferry service and in particular support and encourage fleet electrification.

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

Policy TR 3.6

Promote safe and efficient pickup and drop off from the ferry terminal. Promote safe and efficient taxi and public transportation services from the ferry terminal.

BUS SERVICE

GOAL TR-4

Encourage the use of public *transit* and encourage *transit* agencies to operate and maintain local and regional *transit* service and facilities that reduce the need for *single-occupant vehicles* and support the needs of *transit*-dependent users.

Policy TR 4.1

Encourage a *transit LOS* standard that identifies deficiencies and the program improvement needs defined in the Kitsap Transit Plan.

Policy TR 4.2

Support actions from Metro, Sound Transit, Kitsap Transit or other appropriate agencies that:

- Improve public *transit* from the Seattle ferry terminal directly to popular destinations in Seattle metropolitan area as well as Sea-Tac Airport.
- Promote the availability of public *transit* service to ferry commuters and for special events.
- Maintain bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provide information on the ferries and at the ferry terminals regarding *transit* options.
- Increase bus service on the Island to seven days a week.
- Support planned Kitsap Transit bus rapid transit (BRT) and demonstrate the coordination of land use and transportation planning in support of BRT service on the Island.

Policy TR 4.3

Encourage park-and-ride use of multiple-use lots such as those located at churches or other locations and promote the use of those lots to Island residents. Encourage park-and-ride lots to include areas, preferably covered, for bicycle parking.

Policy TR 4.4

Support the expansion of Island *transit* services that target:

- Ferry commuters
- Non-ferry commuters, including Island employees
- Connection of High School Road and Winslow Way
- Non-commuter travel to other Kitsap County service and employment areas
- Intra-Island connection to Neighborhood Centers and residential areas
- *Transit* dependent access, including addressing the access needs of all ages and abilities.

Policy TR 4.5

Optimize public *transit* for access, including accommodation for bikes and assistive devices, availability and increased visibility of bus service and bus stops.

Policy TR 4.6

Improve local air quality by encouraging Kitsap Transit to modify its fleet to meet the highest possible emission standards.

TRANSPORTATION DEMAND MANAGEMENT

GOAL 5

Encourage greater efficiency of the integrated *multimodal transportation system* that provides a range of transportation alternatives and increases the through movement of people.

Policy TR 5.1

Use fee structure, space allocation, and other programs to discourage *Single Occupancy Vehicle (SOV)* parking.

Policy TR 5.2

Develop parking and other programs that encourage *High Occupancy Vehicle (HOV)* use, including carpool and vanpool parking.

Policy TR 5.3

Encourage schools, the private sector and the public sector to adopt programs that reduce *SOV* use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.

Policy TR 5.4

The development of projects to improve the transportation system and reduce SOV traffic *shall* include enhancements for cyclists and pedestrians.

Policy TR 5.5

Support the Washington Department of Transportation and Kitsap Transit with the development and implementation of demand management strategies for SR 305 to encourage alternate modes of transportation.

OPERATION AND MOBILITY

GOAL TR-6

Improve the operation and mobility of the Island's transportation system through the identification and implementation of system improvements that maintain *Level of Service (LOS)* standards and meet the transportation vision.

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users ~~motorized and non-motorized~~, 2) provide for *transit* and ~~non-motorized~~ active transportation users (including bicyclists, pedestrians, wheelchair users and equestrians as appropriate), 3) correct *LOS* deficiencies, and 4) improve connectivity and emergency response times.

Set street design guidelines which establish street widths, reflecting the desired vehicle speeds, accommodating bicycle, pedestrian, wheelchair, equestrian, and *transit* uses, and providing for emergency vehicle access ~~and also considering community character~~.

Policy TR 6.2

Set appropriate roadway classifications that reflect existing and projected vehicle usage, traffic operations, including ~~non-motorized~~ active transportation and *transit* uses, and considers adjacent land uses and community character.

Policy TR 6.3

Establish *Level of Service* standards for Bainbridge Island that measure the performance of the existing transportation system for motorized vehicles, bicycles, and pedestrians. Providing a *level of service* for all modes is important for a viable transportation system. Transportation networks *should* provide for all modes of transportation as a system.

Policy TR 6.4

Enforce the City's *concurrency* ordinance and monitor the expected transportation impact of proposed development on the available capacity of the ~~roadway~~ transportation system. Early in the development review process, ensure that there are adequate transportation facilities, including ~~non-motorized~~ active transportation facilities, or that improvements are planned, scheduled and funded for completion within six (6) years.

Policy TR 6.5

Develop access management programs to control the location and number of curb cuts. Control the location and spacing of commercial driveway entrances and the design of parking lots to avoid congestion near intersections, line of sight obstructions and confusing circulation patterns. Design intersections and driveway entrances to prevent pedestrian and vehicular accidents.

Policy TR 6.6

Designate truck corridors to allow the efficient movement of goods and freight within the transportation system.

Policy TR 6.7

Identify and support measures that will improve vehicular and non-motorized connectivity across SR 305.

Policy TR 6.8

Secure easements or other land dedication for transportation facilities through development mitigation, donation, tax incentives/exemption programs, or direct acquisition.

Policy TR 6.9

If the adopted *LOS* standard cannot be maintained due to funding shortfalls or other events, the City *shall* evaluate and revise the adopted *LOS* standard, restrict land use development as required, or institute other actions consistent with *LOS* reassessment strategy.

STATE ROUTE (SR) 305

GOAL TR-7

Coordinate with WSDOT to ensure that state facility improvements meet the *goals* of the Bainbridge Island Transportation *Vision* and *Comprehensive Plan* and minimize impacts to the local transportation system.

Policy TR 7.1

Adopt the Level of Service standard for SR 305, as established by WSDOT in the State Highway Plan.

Policy TR 7.2

Develop a master plan for the SR 305 corridor as a green and scenic highway balancing the objectives of maintaining the treed character, and providing safe visibility. Incorporate best practices into highway improvements that reduce *greenhouse gas* emissions and *transit* vulnerabilities from *climate change*.

Policy TR 7.3

All proposed improvements to SR 305 *shall* include provisions to improve permeability for island residents, reduce *neighborhood* cut through traffic and improve access to and from North-end *neighborhood*s.

Policy TR 7.4

Support planning efforts for the eventual replacement/refurbishment of the Agate Pass Bridge including potential capacity improvements for *transit* and ~~non-motorized~~ active transportation modes. Oppose proposals to construct any other bridges to Bainbridge Island.

Policy TR 7.5

Support the construction of spot improvements for SR 305 to reduce congestion, increase permeability across the corridor and improve safety for through traffic, local traffic, ~~non-motorized~~ active transportation and *transit* users.

Policy TR 7.6

Support the construction of the STO and its branch trails.

Policy TR 7.7

Encourage the development of park-and-ride lots near commuters' points of origin throughout Kitsap County in order to minimize traffic impacts along SR 305.

Policy TR 7.8
Promote improvements to off-island State facilities that will mitigate on-Island congestion of SR 305.

NEIGHBORHOODS

GOAL TR-8

Consider the special needs of *neighborhood* safety, pedestrian and bicycle facilities, *transit* use and facilities and traffic flow in the development of transportation improvements that affect *neighborhood*s.

Policy TR 8.1
Protect residential *neighborhood*s from the impacts of cut-through motor vehicle traffic by providing appropriate connecting routes and applying appropriate traffic-calming measures to control vehicle volumes ~~while maintaining emergency vehicle response times~~.

Policy TR 8.2
Support the character of *neighborhood*s by providing *neighborhood* programs and projects for place making, traffic calming, greenways, appropriate street width, lighting for safety, curb cuts, and pedestrian and bicycle facilities as consistent with the *Comprehensive Plan.*

Policy TR 8.3
Develop a circulation and access management plan for *neighborhood*s and neighborhood centers so that as properties develop, vehicular and non-motorized connectivity and circulation are maintained.

Policy TR 8.4
Complete and protect the Winslow Waterfront Trail.

Policy TR 8.5
Consider closing or restricting streets to motorized traffic and devote those streets to ~~non-motorized~~ active transportation and other neighborhood uses.

Policy TR 8.6
Consider re-striping or re-designing appropriate streets to ~~make half of the street available for one-way motorized traffic and the other half of the street available for two-way non-motorized transport~~ accommodate active transportation users and other appropriate neighborhood uses. Interventions could include the introduction of advisory bike lanes or conversion to one-way streets while maintaining two-way travel for pedestrians and cyclists.

SAFETY AND MAINTENANCE

GOAL TR-9

Support the safe use of the transportation system by maintaining the existing roadway ~~system~~ network and including necessary safety enhancements in transportation improvement projects.

Policy TR 9.1
Adopt a safe systems approach as recommended by the Federal Highway Administration that supports a goal of zero traffic fatalites or serious injuries on Bainbridge Island's roads. A safe system approach takes proactive measures towards road safety for all users, anticipates human error, and designs roadways to minimize the probability and severity of accidents.

Policy TR 9.~~1~~2
~~Include transportation projects and~~ Maintain adequate operation and maintenance funding to ensure that the vehicular and ~~non-motorized~~ active transportation system *infrastructure* is maintained in a safe and usable condition.

Policy TR 9.~~2~~3
Conduct periodic traffic studies in areas of the Island's roadway network that have experienced significant traffic changes due to development to ensure that appropriate traffic control devices are employed for the safety of the traveling public. Consider opportunities to improve the ~~non-motorized~~ active transportation *infrastructure* as a means to increase mobility options for cyclists and ~~walkers~~ pedestrians.

Policy TR 9.~~3~~4
Periodically evaluate roadside conditions of the City's secondary arterial network and higher volume collectors to evaluate the condition of existing roadways and prioritize repairs and improvements to ensure the safety of the traveling public.

Policy TR 9.~~4~~5
Provide street lighting, including safety features designed for sidewalks, to address safety issues. Light design and placement *should* minimize glare and light spillage and maximize visibility of pedestrians and bicyclists.

PARKING

GOAL TR-10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.

Policy TR 10.1
Provide adequate parking in *designated centers*. Development of street frontages in urban commercial areas *should* maximize on-street parking to the extent practical. Development projects in urban residential areas *should* consider on-street parking rather than off-street parking.

Policy TR 10.2
Preserve on-street parking in the mixed-use commercial districts of Winslow and *designated centers*. City projects in commercial districts *should* maximize parking to the extent practical within the existing rights of way. Note that *"Complete Streets"* projects must also balance other functions such as ~~non-motorized~~ active transportation uses. Seek opportunities to expand public parking, prioritizing off-street parking.

Policy TR 10.3
The City *should* look to maximize public parking on City-owned properties in addition to maintaining convenient parking for visitors and staff at City facilities.

Policy TR 10.4

Prioritize parking in the mixed-use districts of Winslow for short-term use. Continue to manage City public parking in Winslow so that commuter parking for ferry commuters is not practical and short-term parking is prioritized for the Waterfront Park, Senior Center, and patrons of downtown businesses.

Policy TR 10.5

Support parking programs for customers in retail and service areas and employees of local businesses in the mixed-use districts of Winslow. Work with business owners to limit employee parking to off-street facilities to optimize available, convenient parking for patrons. Continue to manage City public parking to maximize close-in parking for patrons of local businesses and assist in providing some daily off-site parking for employees at walkable outlying locations.

Policy TR 10.6

Encourage bicycle parking in the designated *neighborhood* centers and at public facilities. Provide bicycle parking at locations convenient to businesses providing goods and services and for employees who commute to work by bicycle. Provide bicycle storage at *transit* facilities.

~~COMMUNITY CHARACTER~~ CONTEXTUAL SENSITIVITY

GOAL TR-11

Develop transportation improvements that respect the Island's natural and historic ~~character~~ context and are consistent with both the short and long-term vision of the *Comprehensive Plan*.

Policy TR 11.1

Protect the Island's unique scenic resources along corridors including SR 305 and secondary arterials corridors outside *designated centers*; require broad greenbelts and trees to screen parking and unwanted views and buffer noises between the roadway and development. ~~Develop a program for local designation of scenic roads.~~

Policy TR 11.2

Manage the appearance and safety of winding roadways in areas outside *designated centers* through the provision for and retention of appropriate roadside vegetation and trees, and following of the natural topography whenever possible. Retain the scenic character of SR 305 by minimizing the placement of signs, discouraging new access points, and planting and maintaining vegetation.

Policy TR 11.3

Create safe, attractive, and functional pedestrian and bicycle circulation within Winslow and designated *neighborhood* centers through the design and implementation of Complete Streets ~~to enhance community character~~.

~~**Policy TR 11.4**~~

~~Minimize the use of street lighting outside of Winslow, except to address safety.~~

ENVIRONMENT

GOAL TR-12

Develop, operate, and maintain a transportation system that respects and protects the natural environment including the quality of the Island's air, water and natural habitats.

Policy TR 12.1
Avoid impacts of road construction on *environmentally sensitive areas*; minimize damaging *runoff* and pollution from road use and maintenance; implement programs that encourage the planting of low-maintenance, vegetated groundcover and trees along roadways.

Policy TR 12.2
Develop transportation plans and programs that reduce travel demand, improve traffic flow and consider the impact to air quality including reducing *greenhouse gas* emissions. Support County, regional and state air quality *goals* and requirements.

Policy TR 12.3
Avoid transportation impacts to identified wildlife corridor crossings so that adequate linkages for animal movement between habitat areas are maintained.

COMMUNITY INVOLVEMENT

GOAL TR-13

Ensure involvement and input from the citizens at all stages of significant transportation projects and decision-making that affect Bainbridge Island.

Policy TR 13.1
Provide citizen opportunities for reviewing transportation plans and documents to give an opportunity for public comment and ensure consistency with the community *vision*.

Policy TR 13.2
In the design process for transportation projects, use the principles and practices of *context sensitive* solutions to refine the *goals* of the *Comprehensive Plan* and the IWM~~T~~P in keeping with the context of the site.

Policy TR 13.3
Insist on early and full City participation in regional transportation decisions affecting the Island. Such participation *should* include City and community representation in the decision-making process and public meetings on the Island.

REGIONAL COORDINATION

GOAL TR-14

Coordinate with local, regional, state, public and private organizations to promote regional transportation improvements and services that are compatible with the community's vision as expressed in the *Comprehensive Plan*.

Policy TR 14.1

Work to ensure that the transportation system is planned and operated in coordination with adjoining jurisdictions by participating in regional coordinating functions with the Kitsap County, Kitsap Transit, Washington State Ferries, *KRCC*, *Puget Sound Regional Council (PSRC*), the Suquamish Tribe, the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

Policy TR 14.2

Support the *PSRC* long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system.

Policy 14.3

Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, *KRCC*, the Suquamish Tribe, *PSRC* and other planning / advocacy groups to further ~~non-motorized~~ active transportation *goals*. This includes trails and access to *transit* in Kitsap County, the Olympic Peninsula and the greater Puget Sound region.

TRANSPORTATION FINANCING

GOAL TR-15

Prepare and periodically update a fiscally responsible, cost-effective transportation financing plan that optimizes the use of City funds and leverages other funding sources.

Policy TR 15.1

Pursue joint funding opportunities with the School District, Park and Recreation District, Washington State Department of Transportation and other agencies to meet high priority needs. Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.

Policy TR 15.2

Require all new and expanded development to maintain the adopted Transportation *LOS* standards. The pro-rated cost of any improvements needed to maintain the adopted *LOS shall* be the responsibility of developers.

Policy TR 15.3

Require new and expanded developments to construct, or upgrade unimproved and/or under improved roadways, or participate in the funding of roadways that conform to City standards.

Policy TR 15.4

Aggressively seek available County, State and Federal money to fund projects that help meet the Island's transportation objectives.

Policy TR 15.5

Ensure that the Island's transportation improvement plan accounts for forecasted population and employment growth and has revenue sources sufficient to build and maintain it.

Policy TR 15.6

Mandate the maintenance and repair of the existing transportation system as a high priority when making funding allocation decisions.

Policy TR 15.7
Periodically update traffic impact fees to mitigate the impacts of future development.

TRANSPORTATION IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the many comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

TR Action #1 Accelerate accomplishment of the Goals of the Transportation Element by considering a General Obligation Bond to finance the build-out of needed transportation infrastructure over the next five years.

GOAL TR-15 Prepare and periodically update a fiscally responsible, cost-effective transportation financing plan that optimizes the use of City funds and leverages other funding sources.

TR Action #2 Work with Kitsap Transit and Island business owners to increase transit ~~maximize parking~~ and ~~non-motorized~~ active transportation opportunities for employees and customers in commercial districts, while monitoring existing parking in downtown Winslow area to increase parking efficiency.

GOAL TR- 10
The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers.*

TR Action #3 Substantially increase the quality and quantity of bike lanes connecting neighborhood centers to Winslow and the Ferry Terminal.

GOAL TR-2: Provide an ~~non-motorized~~ active transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhood*s with parks, schools, the shoreline, the ferry terminal and commercial areas.

Policy TR 3.5
Promote bicycle and pedestrian safety improvements near the ferry terminal.

CAPITAL FACILITIES ELEMENT

NOTE: PAGE NUMBERS TO BE UPDATED AT LATER DATE

TABLE OF CONTENTS

PAGE

INTRODUCTION……CF-1

CAPITAL FACILITIES VISION……CF-3

GOALS AND POLICIES……CF-3

CAPITAL FACILITIES INVENTORY……CF-7

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE……CF-12

SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE……CF-12

SIX-YEAR CAPITAL IMPROVEMENT PLAN……CF-13

CAPITAL FACILITIES IMPLEMENTATION……CF-13

CAPITAL FACILITIES INTRODUCTION

What Are *Capital Facilities* and Why Do We Need to Plan for Them?

Capital facilities are all around us. They are the *public facilities* we all use on a daily basis. They are our public streets and sidewalks, our City park and agriculture properties, our public buildings such as City Hall, the library, fire and police stations, our public water systems that bring us pure drinking water, and the sanitary sewer systems that collect our wastewater for treatment and safe disposal. Even if you don't reside within the City, you use *capital facilities* every time you drive, eat, shop, work, or play here.

While a *Capital Facilities Plan (CFP)* does not cover routine maintenance, it does include renovation and major repair or reconstruction of damaged or deteriorating facilities. *Capital facilities* do not usually include furniture and equipment. However, a capital project may include the furniture and equipment clearly associated with a newly constructed or renovated facility.

The planning period for a *Capital Improvement Plan (CIP)* is six years. Expenditures proposed for years one and two of the program are incorporated into the City's Biennial Budget as the Capital Budget.

The *CIP* process is an important ongoing part of the City's overall management process. New information, grant-making and evolving priorities require continual review. Each time the review is carried out, it must be done comprehensively.

All of these facilities should be planned for years in advance to assure they will be available and adequate to serve all who need or desire to utilize them. Such planning involves determining not only where facilities will be needed, but when, and not only how much they will cost, but how they will be paid for. It is important to note that the *CFP* is a planning document that includes timeline estimates based on changing dynamics related to growth projections, project schedules, or other assumptions.

Capital Facilities Plans are required under State law to identify *capital facility* deficiencies needed to serve our existing population, plan for capital facility improvements to meet the needs of our future population, and ensure that local governments have the fiscal capacity to afford to construct and maintain those capital facilities.

The *Capital Facilities Plan* includes summary details of the major capital projects of the City and a financial capacity analysis. As the general purpose government on Bainbridge Island, the City is required to analyze and integrate the *capital facilities plans* from special purpose districts (Schools, Parks, Fire, etc) into its *Capital Facilities Plan*. The City and the special purpose districts shall work together to integrate their capital planning efforts to provide a more even tax impact and to prioritize their projects while still providing quality facilities and services for the citizens they serve. This is consistent with *Guiding Principle* #8 and its supporting policies 8.1,

8.2, 8.4, 8.5, 8.6. Staff Note: this last sentence could be updated pending final update to *Guiding Principles*.

Growth Management Act Requires a Capital Facilities Plan

This *Capital Facilities Element* update has been developed in accordance with the RCW 36.70A.070, the *Growth Management Act (GMA),* and WAC 365-196, the Procedural Criteria. This *Capital Facilities Plan*, and other City plans adopted by reference, support the Land Use, Housing, and Economic Elements by utilizing the same ~~2036~~ 2044 population and employment forecasts.

This *Capital Facilities Plan* is the product of many separate but coordinated planning documents and planning bodies. Each special purpose district (Schools, Parks, Fire, etc.) has its own Capital Facility Plan, Strategic Plan, and/or budget. In this *Capital Facilities Plan*, the City adopts these special purpose district planning documents by reference. The City's adopted functional plans are adopted by reference in this *Capital Facilities Element*, including an Island-wide ~~Transportation~~ Mobility Plan, Water System Plan, a Sewer System Plan, a Storm and Surface Water Management Program, and a Pavement Asset Management ~~System~~ Plan – each operational plan providing an inventory of existing facilities, an analysis of deficiencies and future demand, and recommendations for capital improvements.

The *GMA* requires that the *Capital Facilities Element* contain a six-year financing plan, known as a *Capital Improvement Plan (CIP)* that identifies the type and location of expanded or new *capital facilities* and the sources of funding that will be used to pay for them.

Relationship of Capital Facilities Plan to the Budget

The *Capital Facilities Plan* and the City's budget serve different but related purposes. The budget authorizes the amount to be spent during the coming biennium; whereas the *Capital Facilities Plan* identifies needed capital facilities over a six-year period. A requirement of the *Capital Facilities Plan* is that it show how the needed facilities will be paid for during at least a six-year period (*Capital Improvement Plan*). Because State law requires that no money can be spent on capital projects which are not shown in the *Capital Facilities Plan*, it is important that the budget authorize spending only on *capital facilities* in the Plan.

Concurrency and *Levels of Service (LOS)*

The *Growth Management Act* requires jurisdictions to have *capital facilities* in place and readily available when new development occurs. This concept is known as concurrency. Specifically, this means that:

1. All public facilities needed to serve new development and/or a growing service area population must be in place at the time of initial need. If the facilities are not in place, a financial commitment must have been made to provide the facilities within six years of the time of the initial need; and

2. Such facilities must be of sufficient capacity to serve the service area population and/or new development without decreasing service levels below locally established minimum standards, known as *level of service*.

3. In the allocation of funds for *capital facilities*, choices will be made. The *CFP* may facilitate some forms of development while constraining other forms.

Levels of service (LOS) are usually quantifiable measures of the amount and/or quality of public facilities or services that are provided to the community and are usually expressed as a ratio of amount of service to a selected demand unit. For example, sewer *LOS* is expressed as 100 gallons per capita per day, public school *LOS* may be expressed as the number of square feet available per student or as the number of students per classroom. Police or Fire protection may be expressed as the average response time for emergency calls. Factors that influence local standards are citizen and City Council recommendations, national standards, federal and state mandates, and the standards of neighboring jurisdictions.

CAPITAL FACILITIES VISION ~~2036~~ 2044

Capital facilities planning has kept up with changes in the natural and built environments, meeting the needs of a population that expects a high level of service. The City's *Capital Improvement Plans* were coordinated with the strategic plans and budgets of the special purpose districts (e. g., Schools, Parks and Fire).

Planning and budgeting for facilities has been concurrent with subarea planning for the *designated centers*, and to a large extent, recent population growth and commerce have been concentrated in and near those centers. Planning and budgeting has kept pace with maintenance and expansion of recreational facilities and public lands preserved for agriculture or conservation.

Over the past twenty years, Capital Improvement Plans have responded to anticipated impacts of climate change and sea level rise. New construction and retrofits have made public buildings energy efficient and models of low impact design.

GOALS & POLICIES

GOAL CF-1

The Capital Facilities Element and *Capital Improvement Plan (CIP)* provides the public facilities needed to support orderly compact urban growth, protect and support public and private investments, maximize use of existing facilities, promote economic development and redevelopment, increase public well-being and safety, and implement the *Comprehensive Plan*.

Policy CF 1.1
Biennially review, update and amend a six-year *CIP* that:

- Is subject to review and adoption by the City Council.
- Is consistent with the *Comprehensive Plan*, functional plans and adopted capital and operating budgets.
- Defines the scope and location of capital projects or equipment;
- States why each project is needed and its relationship to established *levels of service*.
- Includes costs of property acquisition, if any, project construction costs, timing, funding sources, and projected operations and maintenance impacts.

Policy CF 1.2
Coordinate with other *capital facilities* service providers to keep each entity current, maximize cost savings, and schedule and upgrade facilities efficiently. In general, it is the policy of the City to transfer parklands to the Park District whenever desirable and practical.

Policy CF 1.3
Evaluate and prioritize proposed *capital improvement* projects using the following long-term financial strategy principles and guidelines:

- Preserve and maintain physical infrastructure.
- Use an asset management approach to the City's capital facilities.
- Use unexpected one-time revenues for one-time costs or reserves.
- Pursue innovative approaches.
- Maintain capacity to respond to emerging community needs.
- Address unfunded mandates.
- Selectively recover costs.
- Recognize the connection between the operating and capital budgets.
- Utilize partnerships wherever possible.
- Remain committed to City *goals* over the long run.
- Anticipate and respond to the impacts of *climate change*, including sea level rise.

Policy CF 1.4
Ensure that capital improvement projects are:

- Financially feasible.
- Consistent with planned growth patterns provided in the *Comprehensive Plan*
- Consistent with State and Federal law.
- Compatible with plans of state agencies.
- Sustainable within the operating budget.
- Affordable and equitably accessible to all residents.

Policy CF 1.5
Give priority consideration to projects that:

- Are required to comply with State or Federal law.
- Implement the *Comprehensive Plan*.
- Are needed to meet concurrency requirements for growth management.
- Are already initiated and to be completed in subsequent phases.

- Renovate existing facilities to remove deficiencies or allow their full use, and preserve the community's prior investment or reduce maintenance and operating costs.
- Replace worn-out or obsolete facilities.
- Are substantially funded through grants or other outside funding.
- Address public hazards.

Policy CF 1.6
Adopt each update of the *Capital Facilities Plan* as part of the *Comprehensive Plan*.

Policy CF 1.7
Recognize that the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities, may vary from amounts stated in the *Capital Facilities Plan* due to:

- Unanticipated revenues or revenues that become available to the City with conditions about when they may be used,
- Change in the timing of a facility to serve new development that occurs in an earlier or later year than had been anticipated in the *Capital Facilities Plan*,
- The nature of the *Capital Facilities Plan* as a multi-year planning document. The first year or years of the Plan are consistent with the budget adopted for that financial period. Projections for remaining years in the Plan may be changed before being adopted into a future budget.

GOAL CF-2

Provide the *capital facilities* needed to direct and serve future development and redevelopment.

Policy CF 2.1
When planning for public facilities, consider expected future land use activity.

Policy CF 2.2
Capital facilities planning is an essential component of subarea planning and promoting development in *designated centers*.

Policy CF 2.3
Require new development to fund the *capital facilities* needed to serve the development.

GOAL CF-3

Prudently manage fiscal resources to provide needed *capital facilities.*

Policy CF 3.1
Ensure a balanced approach to allocating financial resources among:

- Maintaining existing facilities and eliminating existing *capital facility* deficiencies, and
- Providing new or expanding facilities to serve development and encourage redevelopment.

Policy CF 3.2
Use the *CIP* to integrate all of the community's capital project resources (grants, bonds, city funds, donations, *impact fees*, and any other available funding).

Policy CF 3.3
Allow developers who install infrastructure with excess capacity to use *latecomer's agreements* wherever reasonable.

Policy CF 3.4
Assess the additional operations and maintenance costs associated with acquisition or development of new *capital facilities*. If accommodating these costs places a financial burden on the operating budget, consider adjusting the capital plans.

Policy CF 3.5
Achieve more efficient use of capital funds through joint use of facilities and services by utilizing measures such as interlocal agreements, regional authorities, and negotiated use of privately and publicly owned land.

Policy CF 3.6
Consider potential new revenue sources for funding capital facilities, such as:

- Growth-induced tax revenues.
- Additional voter-approved revenue.
- Impact Fees.
- Benefit Districts.
- Local Improvement Districts.

Policy CF 3.7
Choose among the following available contingency strategies should the City be faced with capital facility funding shortfalls:

- Increase general revenues, rates, or user fees; change funding source(s).
- Decrease level of service standards in the Comprehensive Plan and reprioritize projects to focus on those related to concurrency.
- Change project scope to decrease the cost of selected facilities or delay construction.
- Decrease the demand for the public services or facilities by placing a moratorium on development, developing only in served areas until funding is available, or changing project timing and/or phasing.
- Use Local Improvement Districts; or surplus City-owned assets.

Policy CF 3.8
Secure grants or private funds, when available, to finance capital facility projects when consistent with the Comprehensive Plan.

GOAL CF-4

Public facilities **constructed on Bainbridge Island meet appropriate safety, construction, energy conservation, durability and** ***sustainability*** **standards.**

Policy CF 4.1
Adhere to the City's Engineering Development and Design Standards when constructing utility and transportation related facilities.

Policy CF 4.2
Regularly update the Engineering Development and Design Standards, and ensure that the Standards are consistent with the *Comprehensive Plan*.

Policy CF 4.3
Apply value engineering approaches on major projects in order to use resources efficiently and meet community needs.

Policy CF 4.4
Require public facilities to incorporate energy generation when and where possible.

CAPITAL FACILITIES INVENTORY

The following is the City's *capital facilities* property inventory. The inventory is organized by category and includes a current inventory of facilities, a narrative providing a general background of the planning activities and some discussion of future plans, and a discussion of *level of service (LOS),* if applicable. Inventories of public roads, water utility, and sewer utility *infrastructure* are found in the following functional plans (hyperlinked):

- Island-wide ~~Transportation~~ Mobility Plan
- City General Sewer Plan
- City Water System Plan
- City Stormwater Management Program Plan
- City Stormwater System Plan

City Offices, Facilities, and Undeveloped Land

City offices are located at several sites due to space constraints at City Hall. Additional City buildings and facilities provide a variety of functions, including public works operations, police and municipal court, and ~~house~~ cultural and social services.

Table CF-1: City Land and Office Facility Inventory

Building and Location	Land Area		Building Area		Owned or Leased	Uses
City Hall 280 Madison Ave. N	1.92	Ac	24,107	Sq Ft	Owned	Administration, Finance, Planning, & Engineering
~~Police Station~~ ~~625 Winslow Way E~~	~~0.82~~	~~Ac~~	~~7,000~~	~~Sq Ft~~	~~Owned~~	~~Police~~
~~Municipal Court~~ ~~10255 NE Valley Rd.~~	~~**NA**~~		~~2,289~~	~~Sq Ft~~	~~Leased~~	~~Municipal Court~~
Ted Spearman Justice Center 8804 Madison Avenue N.	2.95	Ac	19,007	Sq Ft	Owned	Police and Municipal Court
Subtotal Staff Office Space	~~**2.74**~~ **4.87**	**Ac**	~~**33,396**~~ **43,114**	**Sq Ft**		
Bainbridge Island Commons 223 Bjune Ave.	0.38	Ac	4,975	Sq Ft	Owned	Social Services & Public Meetings
Bainbridge Performing Arts (land only) 200 Madison Ave N	2.45	Ac	**NA**		Owned	Land leased to BPA for $1/yr through May 2081
Public Works Facility 7305 NE Hidden Cove Rd	12.62	Ac	22,712	Sq Ft	Owned	O&M Offices, Shop, Covered Equipment Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		1,524	Sq Ft	Owned	Covered Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		**NA**		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	**NA**		Owned	Wells, pump stations, etc.
180 Olympic Drive	0.11	Ac	1,125	Sq Ft	Owned	Building rented to tenant
Total	**34.79**	**Ac**	**68,132**	**Sq Ft**		

Table CF-2: City Public Works Facilities Inventory

Facility	Floor Area		Function
Portable office trailers (3)	2,520	Sq Ft*	Storage, safety & future parks buildings
Steel shop building	2,400	Sq Ft	Storage - holds telemetry
PW Facility - Wood Building	100	Sq Ft	Wellhouse
PW Facility - Shop	7,776	Sq Ft*	Mechanics Shop/Equipment Maintenance
PW Facility - Covered Equipment Storage	11,520	Sq Ft*	Covered Equipment Storage
PW Facility - Office Trailer	1,792	Sq Ft*	O & M Office
Fueling Facility			Vehicle Fueling inside covered equipment storage building
Total	**26,108**	Sq Ft	

*These facilities are also counted in the main office inventory above.

Table CF-3: City Undeveloped/Open Space Land Inventory

Location / Description	Land Area		Owned or Leased	Uses
High School Rd. near Madison	1.42	Ac	Owned	Proposed surplus property
Head of the Bay Wellhead	31.82	Ac	Owned	Wellhead protection
Head of the Bay	2.00	Ac	Owned	Proposed surplus property
Head of the Bay	6.00	Ac	Owned	Proposed surplus property
Suzuki Property	13.83	Ac	Owned	Potential Surplus property
Johnson Farm	14.51	Ac	Owned	Agricultural/Open space
Suyematsu Farm	15.00	Ac	Owned	Agricultural land
Lovgreen Pit	15.54	Ac	Owned	Land Reclamation/Spoils Disposal
Vincent Road Landfill	34.15	Ac	Owned	Public Works Facility
Manitou Beach Property	*1.36	Ac	Owned	Transferring to Park District
M & E Tree Farm	13.00	Ac	Owned	Open space/Agricultural
Morales Property	4.74	Ac	Owned	Agricultural land
Crawford Property	2.30	Ac	Owned	Agricultural land
Ft. Ward Wetlands – 8 lots	2.63	Ac	Owned	Open space
Lot Next to Parade Ground Ave.	0.04	Ac	Owned	Adjacent to Right-of-way
Lost Valley	13.57	Ac	Owned	Open space
Waypoint Park	1.03	Ac	Owned	Open space
Waterfront Park	5.76	Ac	Owned	Shoreline park
Strawberry Plant	4.20	Ac	Owned	Shoreline restoration and park
Bentryn Property	11.50	Ac	Owned	Agricultural land
Pritchard Park	27.18	Ac	Owned	Transferring to Park District (except Point area)
625 Winslow Way East	0.82	Ac	Owned	Vacant
Misc. unimproved land	2.24	Ac	Owned	No use specified
Total	**224.64**	**Acres**		
City Open Space/Park Land (including transfer to BIMPRD)	**83.24**	**Acres**		

*Not including tidelands

Parks & Trails

Most of the parks and recreational trails on Bainbridge Island are owned and managed by the Bainbridge Island Metropolitan Park and Recreation District. The City has a few parks which are generally maintained (with the exception of Waterfront Park) by the Park District under contract to the City. ~~During the past 10-15 years, the City has acquired or helped the Park District acquire a large amount of *open space* and park lands. A number of these parcels are being transferred to the Park District based on Resolution Number 2011-16.~~ The City adopts by reference the ~~2014-2020~~ 2026 Bainbridge Island Park and Recreation District Comprehensive Plan (and any subsequent update), which establishes *levels of service* for park and recreation facilities for the Island.

Transportation Facilities (Roads, Bike Lanes, Sidewalks, Trails)

Of the many types of *capital facilities* that are constructed, operated and maintained by the City, the most familiar to citizens are the transportation facilities. Where there are facility needs that involve SR305 or the ferries, the Washington State Department of Transportation (WSDOT) is responsible for planning and improvements. For non-motorized and other desired facilities, the City may elect to plan and implement additional improvements. This may be accomplished by participating/funding elements in WSDOT projects or by undertaking City projects and obtaining the necessary permits and approvals from WSDOT. Kitsap Transit pays for facilities that support transit service. A complete inventory of the Island's transportation facilities is contained in the Island-wide ~~Transportation~~ Mobility Plan.

Drinking Water

Domestic drinking water is supplied by the City of Bainbridge Island, Kitsap County P.U.D. No. 1, numerous smaller public water systems (2 or more hookups), and over 1,000 private single-dwelling wells. The *levels of service* for water systems on Bainbridge Island are the minimum design standards and performance specifications provided in the 2005 Kitsap County Coordinated Water System Plan. Fire flow requirements are regularly updated by the City, in coordination with the Bainbridge Island Fire Department, most recently adopted by Ordinance 2016-13 and are tiered based on zoning and type of construction. Residences can satisfy deficiencies by installing individual sprinkler systems. *Levels of service* for the City water system are identified in the City Water System Plan Update.

The Kitsap Public Health District records indicate approximately 170 water systems on the Island that have 2 or more households connected. The number of Group A & B systems are listed below and following is a summary of systems with more than 100 connections.

Table CF-4: Group A & B Water Systems

Group A systems	(15 or more connections)	~~39~~ 32
Group B systems	(under 15 connections)	~~145~~ 126

Table CF-5: Water Systems with over 100 Connections (2016)

System	# Connections	Capacity		Storage
		(ERU)	(MGD)	Volumes (gal)
~~PUD #1 Island Utility (Eagledale)~~	~~197~~	~~455~~	~~0.43~~	~~400,000~~
~~PUD #1 North Island~~	~~1767~~	~~2,028~~	~~0.365~~	~~825,105~~
~~PUD #1 Fletcher Bay~~	~~102~~	~~Unspecified~~	~~Unspecified~~	~~0~~
Meadowmeer (MWSA)	306	335	.45	225,000
North Bainbridge Water Sys.	1,842	Unspecified	Unspecified	842,400
~~PUD #1~~ South Bain. Water Sys.	~~1,241~~ 1,595	~~1,416~~Unspecified	~~0.90~~ Unspecified	~~807,000~~ 1,275,000
Winslow (City)	~~2,428~~ 2,787	Unspecified	Unspecified	2,800,000
Total	**~~6,041~~ 6,530**	Unspecified	Unspecified	**~~5,107105~~ 5,142,400**

Most existing water systems were established under state and local guidelines and generally provide high quality water at an adequate pressure and flow rate for residential use. However, because of the number of systems on the Island, there are systems that may not be in compliance with Department of Health water quality requirements and may not meet minimum requirements of pressure and reliability. It is also likely that most of the smaller systems have poor or nonexistent fire protection designed into their systems due to the cost of providing large diameter pipes and storage tanks.

Winslow Water System

The Winslow Water System is owned and operated by the City of Bainbridge Island under the direction and control of the Department of Public Works. It serves an area similar to the historic Winslow city limits plus Fletcher Bay and Rockaway Beach. The system gets all of its water from the eleven wells owned by the City. Water is pumped into the distribution system both directly from the well pumps and by booster pump stations. A detailed inventory and capacity analysis is provided in the City of Bainbridge Island Water System Plan, which was accepted by the City Council in ~~2016~~ 2017, and updated in 2019 and 2023.

Sanitary Sewage Disposal

The City of Bainbridge Island provides for the collection, treatment, and disposal of effluent in the Winslow service area. The ~~Kitsap County Sewer District #7~~ Kitsap County Public Utility District treatment plant north of Fort Ward Park serving customers within the District's service area in Fort Ward and the City's sewer service areas in the Emerald Heights, Point White, North Pleasant Beach, and Rockaway Beach neighborhoods and Blakely School. All other residents not within the service areas of the above districts rely upon on-site septic systems that require approval from the Kitsap Public Health District.

Levels of service for wastewater treatment systems are typically expressed as the number of gallons of flow per capita per day and the level of treatment provided by the treatment plant. The current and proposed level of service for the Winslow service area follow the Department of Ecology guidelines of 100 gallons per capita per day (flow) and secondary treatment. In areas not served by treatment plants, on-site septic systems must be built to Kitsap Public Health District standards that consider combinations of lot size, soil type, infiltration capacity, depth to hardpan, and proximity to surface water among others.

The Winslow sanitary sewer system consists of two separate parts: the collection system, and the treatment plant. The City completed the update to the General Sewer Plan in 2015. The updated plan documents the inventory of the existing system and needs for new facilities and replacement or upgrading existing facilities during the coming decade.

Storm and Surface Water Management

In the Winslow urban area and a few smaller areas, stormwater is managed by a combination of piped collectors, roadside ditches and natural stream channels. All other watersheds and sub-basins on the Island are drained by natural streams and roadside ditches only. The existing

natural drainage system consists of wetlands, streams, springs, ditches, and culverts under roadways. Storm and surface water is managed by the City as a utility. Ongoing surface and stormwater system evaluations are used to identify future capital projects. In addition, the City places priority on the improvement and restoration of stream channels, particularly undersized or perched culverts, for the improvement of fish passage and fish habitat.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

In planning for future *capital facilities*, several factors have to be considered. Many are unique to the type of facility being planned. The process used to determine the location of a new water line is very different from the process used to determine the location of a new bike lane. Many sources of financing can only be used for certain types of projects. Therefore, this Capital Facilities Element and Plan is actually the product of many separate but coordinated functional planning documents, each focusing on a specific type of facility. These plans utilize the same year ~~2036~~ 2044 population forecast that the Land Use Element of this *Comprehensive Plan* accommodates. These functional plans are therefore adopted by referenced. They are listed (and hyperlinked) below.

- Island-wide ~~Transportation~~ Mobility Plan
- City General Sewer Plan
- City Water System Plan
- City Stormwater Management Program Plan
- City Stormwater System Plan
- City Groundwater Management Plan
- March 2026 Capital Facilities Plan Update Memo and Reference Materials

SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

In addition to planning for capital facilities and projects such as public buildings, bike lanes and sewer infrastructure, the GMA requires that jurisdictions plan public capital projects, such as for parks, fire and schools. The City has several special districts that serve the entire Island (e.g. B.I. Fire Department) and some that serve certain geographical areas, but not the entire Island (e.g. Kitsap County Sewer District 7). The City coordinates with these other special districts to ensure that they are using the same land use designations and population forecasts. These special district plans are therefore adopted by reference. They are listed (and hyperlinked) below.

- Bainbridge Island Municipal Parks & Recreation District ~~2014~~ 2026 Comprehensive Plan
- Bainbridge Island School District ~~2014-2020 Capital Facilities Plan~~ 2024 Long-Range Strategic Facilities Plan and Sustainability Framework
- Bainbridge Island Fire Department ~~2013-2022~~ 2026-2028 Strategic Plan
- Kitsap Public Utility District 2011 Water System Plan

- ~~Kitsap County Sewer District #7~~
- Washington State Ferries 2040 Long Range Plan
- Kitsap Regional Library ~~Vision 2020~~ 2024-2029 Strategic Direction ~~Plan~~

SIX-YEAR CAPITAL IMPROVEMENT PLAN

The Six-Year Financial Capacity Analysis and *Capital Improvement Plan (CIP)* for the City of Bainbridge Island is updated each year as part of the City's biennial budget process. This *CIP* list shows the anticipated expense and timing of each project and contains a project description, if available and *level of service (LOS*) deficiency analysis. The *CIP* lists for the special districts on Bainbridge Island are adopted by reference. The City conducts a financial capacity analysis in order to evaluate the City's ability to fund capital expenditures along with general operations. The financial capacity analysis is integrated into the *CIP*. Funding for the projects needed to meet LOS standards will come from a combination of local, State, and federal sources. ~~The Wyatt Way Reconstruction project will be funded with significant support from a State grant. In the next six years, given the past history of federal grant funding, it can be reasonably anticipated that grant funding can be secured for the Sportsman's Club/New Brooklyn Intersection Improvement project. In summary,~~ tThe City is well positioned to address projects to maintain LOS standards over the next six years, well before the 20-year planning horizon of this Comprehensive Plan.

CAPITAL FACILITIES IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

CFE Action #1 Implement the priorities in the Capital Facilities Element through the adopted Capital Improvement Program

GOAL CF-1 The Capital Facilities Element and Capital Improvement Plan (CIP) provide the public facilities needed to promote orderly compact urban growth, protect investments, maximize use of existing facilities, encourage economic development and redevelopment, promote private investment, increase public wellbeing and safety, and implement the Comprehensive Plan.

Policy CF 1.1

Biennially review, update and amend a six-year Capital Improvement Program that:

- Is subject to review and adoption by the City Council.

- Is consistent with the *Comprehensive Plan*, functional plans and adopted capital and operating budgets.
- Defines the scope and location of capital projects or equipment;
- States why each project is needed and its relationship to established levels of service.
- Includes costs for property acquisition, if any, project construction costs, timing, funding sources, and projected operations and maintenance impacts.

CFE Action #2 Coordinate the City's plans and capital investment programs with those of other jurisdictions responsible for providing and maintaining capital facilities on the Island.

Policy CF 1.2 Coordinate with other capital facilities service providers to keep each other current, maximize cost savings, and schedule and upgrade facilities efficiently. In general, it is the policy of the City to transfer parklands to the Park District whenever desirable and practical.

GOAL CF-2 As growth occurs, provide the capital facilities needed to direct and serve future development and redevelopment.

MEDIUM PRIORITY ACTIONS

CFE Action #3 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

GOAL CF-4 Public facilities constructed on Bainbridge Island meet appropriate safety, construction, durability and sustainability standards.

Policy CF 4.2 Regularly update the Engineering Development and Design Standards, and ensure that the Standards are consistent with the Comprehensive Plan.

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: March 20, 2026

To: Comprehensive Plan Update File

From: Christopher Wierzbicki, PE, Public Works Director

Subject: 2024-2044 Water and Sewer Utility Capital Facilities Plan Summary

---

Purpose

The purpose of this memo is to supplement the 2024-2044 Capital Facilities Element of the updated Comprehensive Plan with references and supporting materials for the City's Water and Sewer Utility Infrastructure.

Background

The Water System Plan (2017, updated 2019) and the General Sewer Plan (2015) serve as the primary references for water and sewer utility infrastructure analysis in the current Capital Facilities Element of the Comprehensive Plan. Both plans evaluate the need for infrastructure through the year 2035. The Public Works Department plans to formally update both plans in the 2027-28 biennium following the completion and the performance evaluation of the two major system capacity upgrades currently under construction, the Winslow Water Tank and the Wastewater Treatment Plan Capacity Upgrades.

In the interim, a Capital Facilities Plan for the Water and Sewer Utility (Attachment A) was developed through 2044 using materials and analysis recently developed as part of ongoing system planning, as well as utility analysis performed for the Environmental Impact Statement (EIS) and other planning work associated with the Comprehensive Plan update.

The following list of reference materials is appended to this memo:

- Attachment A – 2031-2044 Water and Sewer Capital Facilities Plan
- Attachment B – Sewer Utility Technical Memo Prepared by BHC (2024)
- Attachment C – Winslow Sub-Area Water and Sewer Analysis Memo (2023)
- Attachment D – Wastewater Treatment Plant Population Projection Memo (2023)

Water Utility Summary

With the ongoing and planned improvements and upgrades, the Winslow Water System is adequate to serve the future projected population of the Winslow area. As identified in the Winslow Sub-Area Water and Sewer Analysis Memo, the demand for water service has not been growing as rapidly as anticipated in the 2017 Water System Plan. With the construction of the new Winslow

Water Tank, which will correct existing system deficiencies related to water pressure and storage, the water system is expected to be able to serve an increase in population of 6,600 people, which is almost double the projected Winslow area population (3,352) included in the Planning Commission's expected recommendation. Additionally, in 2025, the City was exercising less than half of the water rights currently allocated to the primary well sources. The surplus in capacity and supply is sufficient to also address the increases in commercial uses, the impact from which are less predictable than the impacts from residential uses. The draft Groundwater Management Plan is expected to recommend that exploring intertie connections with Kitsap Public Utility District Water System will allow for access to existing and new production wells that will relieve pressure and extend the life of aquifer systems. The 2031-2044 Water and Sewer Capital Facilities Plan identifies projects associated with those improvements.

Sewer Utility Summary

With the ongoing and planned improvements and upgrades, the Winslow Sewer Collection System is adequate to serve the future projected population of the Winslow area. As part of the preparation of the Environmental Impact Statement for the 2024 Winslow Subarea Plan Update, the City contracted with BHC Consultants to model the impacts of future population growth on the sewer collection system. The resulting technical memo analyzed a maximum Winslow population of 6,397 people by 2044, almost double the projected Winslow area population (3,352) included in the Planning Commission's expected recommendation. The surplus in capacity and supply is sufficient to also address the increases in commercial uses, the impacts from which are less predictable than the impacts from residential uses. The planned improvements and upgrades identified in the memo have been included in the 2031-2044 Water and Sewer Capital Facilities Plan, although depending on the rate of population growth, not all of the projects will be required within the 20-year timeframe.

Wastewater Treatment Plant Capacity Summary

The Winslow Wastewater Treatment Plant can be upgraded within the existing plant footprint to meet future population demand, but the timing of the upgrades are dependent on the pace of growth and the balance of uses (single family, multi-family, commercial). As identified in the Wastewater Treatment Plan Population Projection Memo, there are at least two capacity upgrade projects that could be implemented within the footprint of the existing plant, providing an ultimate capacity of 2,110 equivalent residential units (ERUS), which translates to a conservative residential population of 5,064 (using 2.4 people per unit). This is approximately 1.5 times the projected Winslow area population (3,352) included in the Planning Commission's expected recommendation. The surplus in capacity and supply is sufficient to also address the increases in commercial uses, the impacts from which are less predictable than the increases from residential uses. The first capacity upgrade is expected to be completed in 2027. The second upgrade is planned in the 2031-2044 Water and Sewer Capital Facilities Plan for implementation in 2040, in alignment with the population projection memo. Depending on the pace of growth, particularly the rate and types of commercial growth, the second capacity upgrade project may need to be implemented sooner than planned.

Attachment A - 2031-2044 Water and Sewer Capital Facilities Plan

2031-2044 Water/Sewer Utility Capital Facilities Plan

Project / Location	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042	2043	2044	Total
Sewer Projects															
Village Pump Station Upgrades(0)	900	2,400													**3,300**
Hawley Pump Station Upgrades*	250		800												**1,050**
Ferry Terminal Pump Station Relocation*		250		1,200											**1,450**
Ferncliff Avenue Conveyance Upgrades*						1,285									**1,285**
Hildebrand Sewer Main Upgrade*	250		800												**1,050**
Wallace Sewer Main Upgrade (1)									1,100						**1,100**
WWTP Misc. Upgrades*		320		340		360		380		400		420		440	**2,660**
WWTP Capacity Upgrades**								800		3,250	3,250				**7,300**
Rockaway Pump Station Rehabilitiation (1.1)							750								**750**
Sakai Village Pump Station Rehabilitation (2)											800				**800**
Lynwood Center Pump Station Rehabilitation (3)									775						**775**
Old Treatment Plant Pump Station Upgrade (4)												3,000			**3,000**
Sunday Cove PS Pump Station Upgrade (5)													800	2,450	**3,250**
Sunday Cove Force Main Upgrade (5.1)														494	**494**
I/I Source Reduction***							500			500			500		**1,500**
South Island Sewer Force Main Upgrades***					1,000										**1,000**
Lynwood Center Sewer Pump Station Rehabilitation (6)					423										**423**
WWTP Inflow Pipe Upgrade (7)										282					**282**
	1,400	**2,970**	**1,600**	**1,540**	**1,423**	**1,645**	**1,250**	**1,180**	**1,875**	**4,432**	**4,050**	**3,420**	**1,300**	**3,384**	**31,469**
Water Projects															
Public Water System Coordination Projects - Moran (8)	800		1,000												**1,800**
Public Water System Coordination Projects - Mandus Olsen (9)		800		1,000											**1,800**
Private Water System Main Extension Projects***	1,000				1,100				1,200				1,400		**4,700**
Head of the Bay Well Site Main Replacement***		200	750												**950**
Head of the Bay Well Site Variable Frequency Drive (VFD) Upgrade***				150	600										**750**
Sands Well Site VFD Upgrade***					150	600									**750**
Water Main Replacement/Upgrade Projects - Grow Avenue (10)						528									**528**
Water Main Replacement/Upgrade Projects - Shephard Way (11)		430													**430**
Water Main Replacement/Upgrade Projects - Winslow Way West (12)		100													**100**
Water Main Replacement/Upgrade Projects - Ericksen Avenue (13)					150	500									**650**
Water Main Replacement/Upgrade Projects - Cave Avenue and Hawley Way (14)								524							**524**
Byron Water Main Extension (15)		250													**250**
Fletcher Bay Main Extension (16)				1,100											**1,100**
Fletcher Bay Storage/Upgrade Improvements***							4,000								**4,000**
Rockaway Storage/Fireflow Improvements***											1,000	3,000			**4,000**
High School Tank 2 Demolition***										450				500	**950**
TOTALS	**1,800**	**1,780**	**1,750**	**2,250**	**2,000**	**1,628**	**4,000**	**524**	**1,200**	**450**	**1,000**	**3,000**	**1,400**	**500**	**23,282**

*CIP Out Years (Beyond 6 Year Planning Horizon)
** Per WWTP Capacity Analysis Memo
***Staff Recommendation
(0, 1, 4, 5, 5.1, 7) - Per BHC Memo
(1.1) - Rockaway Pump Station Rehabilitation: Long-Term Recommendation from General Sewer Plan (GSP
(2) - Sakai Pump Station Rehabilitation: Long-Term Recommendation from GSP
(3) - Lynwood Center Pump Station Upgrades: Long-Term Recommendation from GSP
(6) - Lynwood Center Pump Station Rehabilitation: Long-Term Recommendation from GSP
(8) - Draft Water System Business Plan
(9) - Draft Water System Business Plan
(10) - Grow Avenue (Water System Plan (WSP) Projects P1-A & B
(11) - Shephard Way (WSP Projects P1-D & P-3)
(12) - Winslow Way West (WSP Project P4-A)
(13) - Ericksen Avenue (WSP Project P4-C)
(14) - Cave Avenue and Hawley Way (WSP Projects P1-G & F
(15) - Byron Main Extension (WSP Project P-2C)
(16) - Fletcher Bay Main Extension (WSP Project P-2B

Attachment B - Sewer Utility Technical Memo Prepared by BHC Consultants

TECHNICAL MEMORANDUM

Date: July 2, 2024

To: Peter Corelis, P.E., City of Bainbridge Island

From: Kevin Cook, P.E.; Sudip Gautam, PHD, EIT., BHC Consultants, LLC

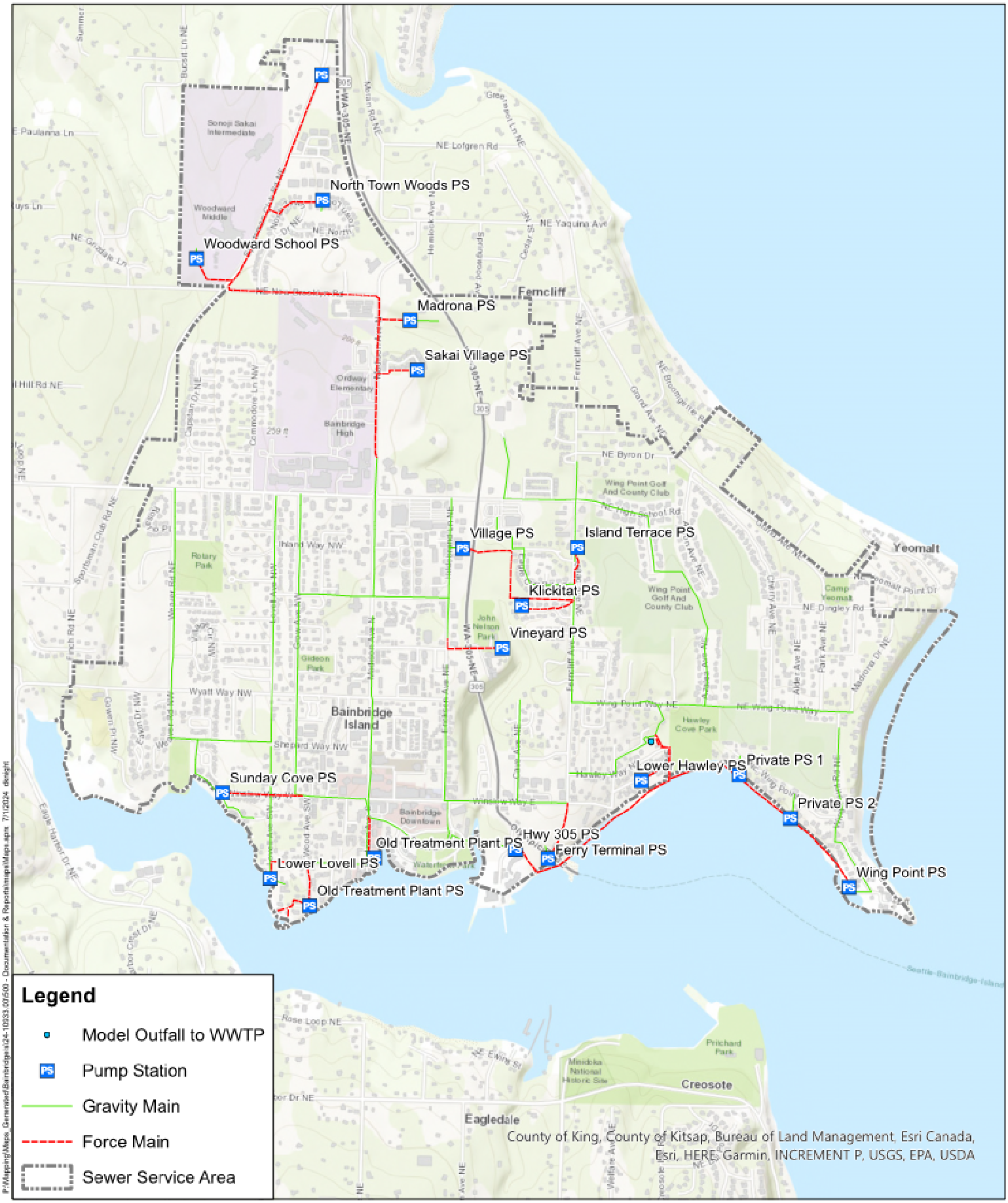
Subject: Capacity Analysis and Capital Improvement Project Identification

1. Introduction and Purpose

The City of Bainbridge Island (City) is conducting a sewer collection capacity analysis to support the City's Winslow Subarea Plan and Comprehensive Plan. This update to the Winslow Subarea Plan will incorporate subsequent planning efforts including the Sustainable Transportation Plan, the Housing Action Plan, and the Climate Action Plan with additional land use and transportation policy recommendations in coordination with the 2024 update to the Comprehensive Plan.

The last general sewer plan (GSP) for the City was prepared in 2015 to document the status of the City's sewer system and analyze the capacity of the system to accommodate future demands. The City has been using the GSP as a guide for operation, maintenance, and expansion of the sewer system since then. Since the 2015 GSP, the City has seen an increase in development activities creating capacity issues in pump stations and straining the capacity of the wastewater treatment plant. In response, the City conducted the New Brooklyn Sewer Basin Study in 2021, which provided four pump station design alternatives to improve the sewer capacity in the basin.

The purpose of this analysis is to gather information on the existing sewer collection system for the Winslow Subarea Plan Update 2024 to study a "no-action" alternative and compare the "no-action" alternative to two "action" alternatives that are anticipated to provide capacity for increased residential and commercial development within the existing service area. This analysis will focus on the "no-action" and "action" alternatives and identity potential capacity deficiencies within the City's collection system as well as develop recommendations for improvements, including sewer main extensions and upgrades, pump station capacity improvements, additional pumping systems, and other improvements. This analysis will help identify the impacts of increased flows, due to increased development, to the City's wastewater treatment plant via hydraulic modeling analysis. Figure 1 shows the Winslow Subarea and sewer collection system.



This map is a geographic representation based on information available. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.

bhc CONSULTANTS

0 0.1 0.2 0.4 Miles

N

CITY OF BAINBRIDGE ISLAND

Study Area
Winslow SubArea Plan
City of Bainbridge Island
July 2024

Figure
1

COPYRIGHT © 2024 BHC CONSULTANTS LLC. ALL RIGHTS RESERVED

2. Model Development

As a part of the 2015 GSP, hydraulic models of the sewer collection system within the City's sewer service area were developed. The 2015 models, created using InfoSWMM, were converted into the PCSWMM modeling software for update and further analysis. The model scenarios included in the 2015 GSP included the baseline/existing year (2013), short-term planning year (2025), and long-term planning year (2035). All these model scenarios were converted to PCSWMM models, and the model performance was validated to the previously simulated results. The baseline model was updated to reflect the current (2024) conditions to incorporate the hydraulic changes since the 2015 GSP. The following information was obtained and used to perform the hydraulic updates and update the model to reflect existing conditions:

- New Brooklyn Sewer Basin Study – Preliminary Design Report (2021)
- Coppertop North Addition Grinder Pump Station (2015)
- Madison Avenue Nonmotorized Improvements – SR 305 to Winslow Way (2023)
- West Eagle Harbor Pump Station Improvements (2024)
- Wintergreen Lane – Visconsi Masterplan (2014)
- Model hydraulic features validation with the City staff – updates to pipe GIS data (2024)

3. Flow Development

Flow assumptions from the 2015 GSP were used as a reference to ensure that similar assumptions were used such that flow projections were consistent and suitable for this analysis. Table 1 shows the flows from the 2015 GSP as a point of comparison.

Table 1
2015 GSP Table of Flows

Scenario	Dry Weather Flow (MGD)	Wet Weather Flow (MGD)	Peak Flow (MGD)
Existing (2013)	0.43	1.47	1.90
Short-term Planning Year (2025)	0.58	1.81	2.39
Long-term Planning Year (2035)	0.70	1.87	2.57

After incorporating and updating the model hydraulics and updating flows to represent current conditions (2024), the peak flow calculated in the system was computed to be 2.29 million gallons per day (MGD), which consists of 0.48 MGD of the dry weather flow and 1.81 MGD of the wet weather flow. This is similar to the 2015 GSP published values corresponding to the 2025 planning year.

For the alternatives, the "no-action" alternative (Alternative 1 – no action) and two additional land-use "action" alternatives (Alternative 2 – dense centers, and Alternative 3 – distributed density) from the Winslow Subarea Plan Update 2024 were used to develop estimated flows through the system.

Population, land use, and employment data for the alternatives were obtained from the City and projected flows for the alternatives were calculated based on the assumptions below.

- Alternative 1 is projected to add 592 dwelling units and 86 jobs,
- Alternative 2 is projected to add 2,868 dwelling units and 927 jobs, and
- Alternative 3 is projected to add 2,386 dwelling units and 689 jobs in the Winslow Subarea over current conditions.

Using this data, additional flows were computed and were distributed over the collection system that lies within the study area based on their assumed connection into the collection system based on the respective alternative. The Washington State Department of Ecology Orange Book (Publication # 98-37 WQ) was used to estimate the unit flows (including normal infiltration) and compute total flows corresponding to the additional population and jobs associated with the alternatives.

Wet weather flows were calculated for the 2044 planning horizon, consistent with the methodology outlined by the 2015 GSP. This included degradation of existing infrastructure contributing to increases in wet weather inflow and infiltration (I/I) as well as additional I/I due to development. Flows for the alternatives are higher given the additional degradation due to I/I, the assumptions regarding development for the alternatives, as well as inclusion of additional data and studies. The calculated flows as part of this analysis are higher than the 2015 GSP flows. A summary of flows simulated for the three alternatives is provided in Table 2.

Table 2
Summary of Flows for Alternatives Analysis

Alternative	Dry Weather Flow (MGD)[1]	Wet Weather Flow (MGD)[2]	New Development Wet Weather Flow (MGD)[3]	Peak Flow (MGD)[4]
Alternative 1 – no action	0.62	1.95	1.58	4.15
Alternative 2 – dense centers	1.17	1.95	1.58	4.70
Alternative 3 – distributed density	1.04	1.95	1.58	4.57

Notes:

1) Represents average use over the course of a single day and does not consider diurnal pattern peaking factors based on usage through the course of a day.
2) Inflow and infiltration projections for future planning years consistent with previous degradation factors from 2015 General Sewer Plan. Representative of instantaneous peak I/I rate for existing areas.
3) Considers additional I/I from new developments, which are dependent on development size and intensity. Distribution of new development wet weather flow is dependent on locations where development is expected to occur for this analysis. A consistent value of the new development wet weather flow expected from development was used for all the alternatives to provide a conservative assumption for the analyses. In practical application, it is possible that existing Wet Weather flows due to I/I may be reduced due to infrastructure improvement and more or less New Development Wet Weather Flow is observed based on development type.
4) Peak flows representative of the sum of average daily dry weather, peak hourly wet weather inflow for existing areas, and peak hourly wet weather flow due to development. This is intended for relative comparison and peak flows may be slightly higher or lower due to timing of peaks and diurnal usage.

4. Capacity Analysis - Deficiencies

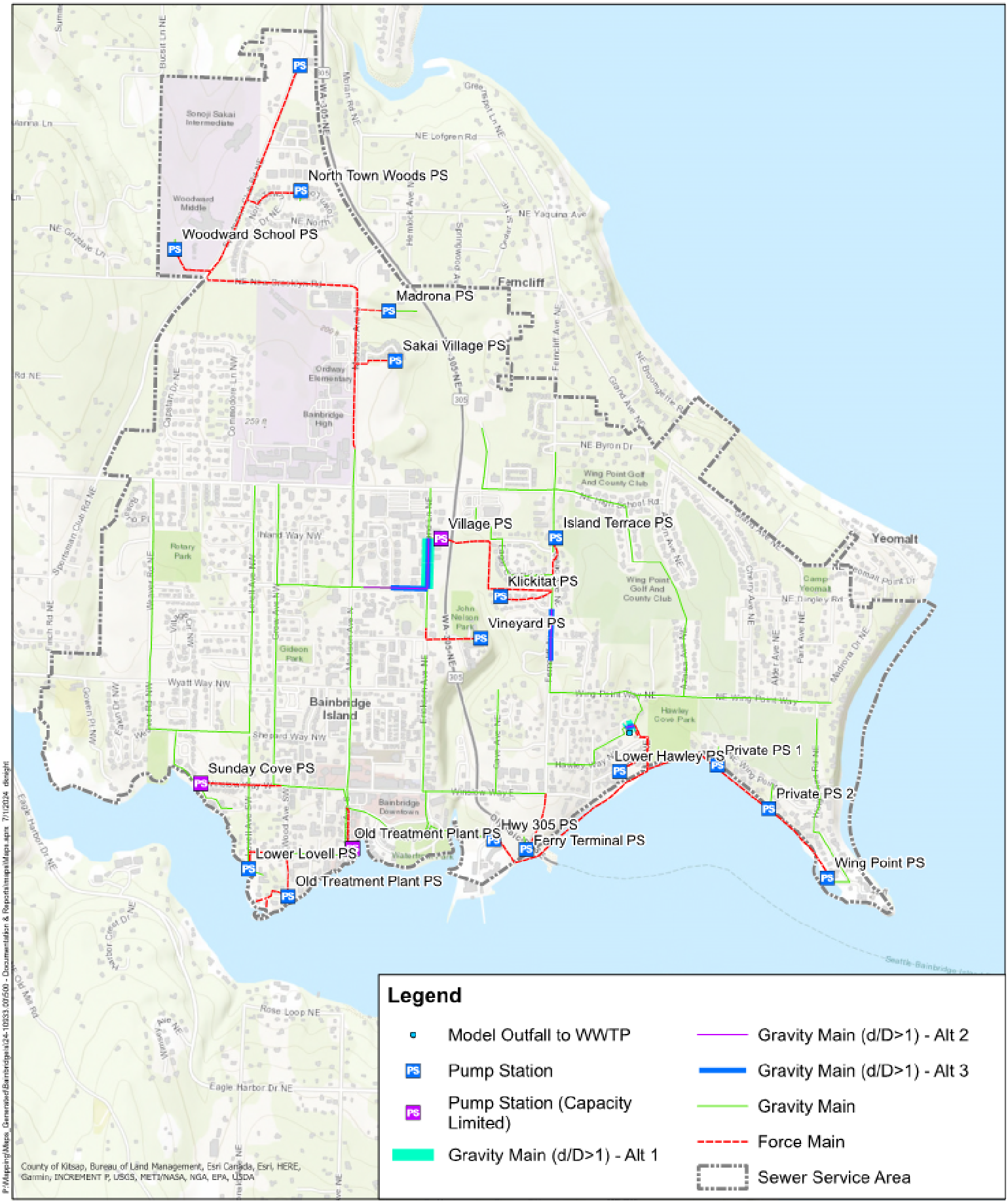
Model simulations representing the "no-action" alternative (Alternative 1 – no action) and two additional "action" alternatives (Alternative 2 – dense centers and Alternative 3 – distributed density) were run and the conveyance system deficiencies were identified based on further analysis of model results. To determine the location of capacity issues within the collection systems for each alternative, the following guidelines were observed:

- Gravity Pipe Segments: the flow depth is equal to or greater than the pipe diameter (d/D > 1).
- Manholes: the manhole is flooding, leading to sewer overflow.
- Pump Stations: the rated capacity is exceeded.

A comparative summary of the sewer deficiencies in the three alternatives modeled is provided in Table 3. Alternative 1 has four unique deficiency areas, whereas Alternative 2 and Alternative 3 both exhibit six unique deficiency areas, which include both pipe capacity and pump capacity issues. Alternative 2 has the longest length of pipes exceeding d/D>1, indicating more extensive collection system deficienicies compared to Alternative 3, which has a slightly lower total length. Figure 2 shows the comparison and spatial distribution of deficiencies identified for the three alternatives modeled. In general, deficiences between the alternatives are consistent with location and distributed density amongst the alternatives.

Table 3
Comparison of Deficiencies Between Alternatives

Alternative	Count of Unique Deficiency Areas	Length of Pipe Exceeding d/D>1, ft	Count of Pump Stations Over Capacity
Alternative 1 – no action	4	724	3
Alternative 2 – dense centers	6	2,280	3
Alternative 3 – distributed density	6	1,890	3



F:\Mapping\Maps_Generated\Bainbridge\s324-10933.01\500 - Documentation & Reports\maps\Maps.aprx 7/1/2024 dknight

This map is a geographic representation based on information available. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.

bhc CONSULTANTS

0 0.1 0.2 0.4 Miles

N

CITY OF BAINBRIDGE ISLAND

Sewer Deficiencies
Winslow SubArea Plan
City of Bainbridge Island
July 2024

Figure **2**

COPYRIGHT © 2024 BHC CONSULTANTS LLC. ALL RIGHTS RESERVED

Deficiencies for the alternatives were disaggregated into individual project areas to further differentiate simulated capacity issues between alternatives. Table 4 provides a summary of the identified project areas, including a brief description of the issues identified and their status under the three alternatives. In summary, five pipe capacity projects and three pump capacity projects have been identified.

While all alternatives demonstrate deficiencies in pipe capacity and pump station capacity in the future, the nature and extent of these deficiencies vary. For example, Alternative 2 (Dense Centers) shows the most extensive pipe capacity issues, particularly in terms of length, while Alternative 3 (Distributed Density) shows a slightly reduced length of pipe issues but similar pump station deficiencies. Alternative 1 (No Action) shows fewer deficiencies overall but still suffers from critical pump station capacity problems, similar to Alternatives 2 and 3.

Table 4
Summary and Comparison of Deficiencies for Alternatives

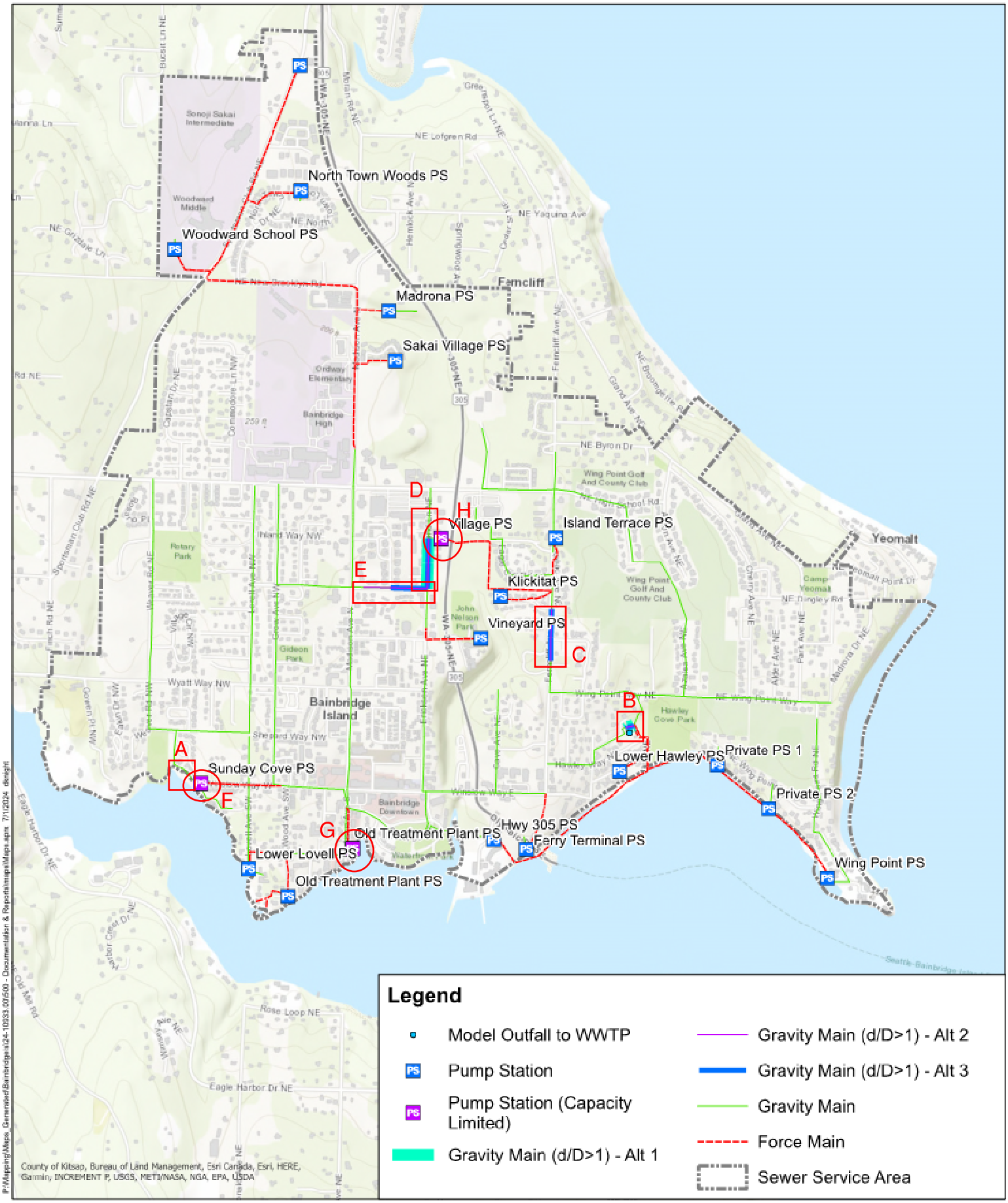
Project Area	Description	Alternative 1 – No Action	Alternative 2 – Dense Centers	Alternative 3 – Distributed Density
A	Pipe capacity limited due to small diameter/shallow slope	No Deficiency	Surcharging	No Deficiency
B	Pipe capacity limited due to small diameter	Surcharging	Surcharging	Surcharging
C	Pipe capacity limited due to small diameter/shallow slope	No Deficiency	Surcharging	Surcharging
D	Pipe capacity limited due to small diameter/shallow slope	Surcharging	Surcharging gets worse in depth of surcharge	Surcharging
E	Pipe capacity limited due to small diameter	No Deficiency	Surcharging gets worse in depth of surcharge and extent	Surcharging
F	Sunday Cove PS over capacity	Pump over capacity	Pump over capacity and backwater issue	Pump over capacity
G	Old Treatment Plant PS over capacity	Pump over capacity	Pump over capacity	Pump over capacity
H	Village PS over capacity	Pump over capacity	Pump over capacity	Pump over capacity

5. Capacity Analysis – Improvements

The deficiency modeling effort identified areas in the model where capacity issues were simulated under each of the alternatives. Additional modeling was completed to identify improvements to resolve existing deficiencies, as well as identify new potential deficiencies that could be simulated because of removing upstream restrictions. This was done in an iterative fashion, by increasing the pipe diameter in conformance to industry standard pipe diameters, as well as increasing lift station capacity, as necessary. This helped to identify the minimum required capacity improvements to alleviate the deficiency in the model, with the understanding that the purpose of this analysis was to compare relative differences between alternatives, and that final recommendations from pre-design through construction activities may warrant changes to the improvements. Table 5 provides a summary of the sewer improvements identified for the project areas for all the alternatives, and Figure 3 shows the location of the improvements.

Table 5
Summary and Comparison of Capacity Improvements for Alternatives

Project Area	Description	Alternative 1 – No Action	Alternative 2 – Dense Centers	Alternative 3 – Distributed Density
A	Pipe capacity limited due to small diameter/shallow slope	No Improvement	Upsize/replace 260-ft of pipe from 10-in to 12-in	No Improvement
B	Pipe capacity limited due to small diameter	Upsize/replace 107-ft of pipe from 16-in to 18-in	Upsize/replace 107-ft of pipe from 16-in to 18-in	Upsize/replace 107-ft of pipe from 16-in to 18-in
C	Pipe capacity limited due to small diameter/shallow slope	No Improvement	Upsize/replace 926-ft of pipe from 10-in to 12-in	Upsize/replace 926-ft of pipe from 10-in to 12-in
D	Pipe capacity limited due to small diameter/shallow slope	Upsize/replace 794-ft of pipe from 10-in to 12-in	Upsize/replace 794-ft of pipe from 10-in to 15-in	Upsize/replace 794-ft of pipe from 10-in to 15-in
E	Pipe capacity limited due to small diameter	No Improvement	Upsize/replace 838-ft of pipe from 8-in to 10-in	Upsize/replace 482-ft of pipe from 8-in to 10-in
F	Sunday Cove PS over capacity	Increase the firm capacity of the pump from 484-gpm to 650-gpm	Increase the firm capacity of the pump from 484-gpm to 650-gpm	Increase the firm capacity of the pump from 484-gpm to 650-gpm
G	Old Treatment Plant PS over capacity	Increase the firm capacity from 256-gpm to 400-gpm	Increase the firm capacity from 256-gpm to 400-gpm	Increase the firm capacity from 256-gpm to 400-gpm
H	Village PS over capacity	Increase the firm capacity from 614-gpm to 870-gpm	Increase the firm capacity from 614-gpm to 870-gpm	Increase the firm capacity from 614-gpm to 870-gpm



F:\Mapping\Maps_Generated\Bainbridge\s324-10923.01\500 - Documentation & Reports\maps\Maps.aprx 7/1/2024 dknight

This map is a geographic representation based on information available. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.

bhc CONSULTANTS

0 0.1 0.2 0.4 Miles

N

CITY OF BAINBRIDGE ISLAND

Sewer Improvements
Winslow SubArea Plan
City of Bainbridge Island
July 2024

Figure
3

COPYRIGHT © 2024 BHC CONSULTANTS LLC. ALL RIGHTS RESERVED

6. Discussion

The comparative capacity analysis simulated deficiencies across all alternatives, primarily in pipe and pump station capacities. Both Alternatives 2 and 3 pose higher risks of service disruptions due to additional pipe capacity issues, with Alternative 2 facing additional challenges likely due to high-density urban development. Alternative 2 emerged with the most extensive simulated pipe capacity issues, evidenced by the longest length of pipes exceeding critical surcharge thresholds (d/D > 1). Alternative 3, while showing slightly reduced pipe capacity stresses compared to Alternative 2, presents similar challenges in pump station capacities. This was consistent with the simulated improvements, where Alternatives 2 and 3 would likely require more substantial investments in pipe capacity upgrades and operational improvements compared to Alternative 1.

Alternative 1, despite fewer identified deficiencies overall, simulated critical pump station capacity problems similar to Alternatives 2 and 3. This underscores the potential need for proactive measures to avoid service disruptions and maintain system integrity, regardless of changes to future population and land use.

7. Limitations and Sources of Uncertainty

The baseline hydraulic model was updated to reflect the current sewer collection in the Winslow Subarea based on the previously constructed model and newly available data. Judgment was used to fill in data gaps and make assumptions where necessary. Performance of the physical system for both existing and future conditions may differ than simulated results due to limitations and uncertainty, such as distribution and timing of dry weather flows within the system, distribution of inflow and infiltration within the system, etc. Industry standard efforts were made through internal quality assurance and quality control (QA/QC) of results to ensure that the model provided reliable information for use in deficiency identification and capital improvement project (CIP) development.

The model was used in conjunction with engineering practices and understanding of the system to review simulated results and qualify areas in the system as either CIP or Watch List project areas based on the deficiency criteria. The identification of CIP and Watch List areas is intended to provide planning level information to support City's efforts, such as financial outlay planning and areas of investigation for City staff. Planning year horizons are intended to provide a relative comparison based on the land use alternatives and potential degradation of the system and do not represent a deadline for planning purposes.

The identified CIPs were developed to provide preliminary opinions of probable construction costs, and their use in pre-design efforts should be supplemented with further field investigation and analysis.

TECHNICAL MEMORANDUM

Date: October 9, 2024

To: Peter Corelis, PE, City of Bainbridge Island

From: Kevin Cook, PE and Sudip Gautam, PHD, EIT, BHC Consultants, LLC

Subject: Addendum to Capacity Analysis and Capital Improvement Project Identification Technical Memorandum

1. Introduction and Purpose

This Technical Memorandum (TM) serves as an addendum to the Capacity Analysis and Capital Improvement Project Identification TM for the capacity analysis and capital improvement project identification conducted to support the City of Bainbridge Island's (City) Winslow Subarea Plan and Comprehensive Plan update. This addendum covers the cost estimate for the capacity improvement projects (CIP) identified in the TM corresponding to the "no-action" alternative (Alternative 1 – No Action) and two additional land-use "action" alternatives (Alternative 2 – Dense Centers, and Alternative 3 – Distributed Density) from the Winslow Subarea Plan Update 2024. Details regarding the model development and capacity analysis can be found in the TM. Additionally, this TM also includes discussion on how these three alternatives differ from the current (baseline) conditions.

2. Model Results for the Baseline Conditions

The baseline (current) conditions model was run to identify any conveyance system deficiencies. Dry weather flow of magnitude 0.48 million gallons per day (MGD) and wet weather flow of magnitude 1.81 MGD were distributed over the collection system following the same methodology as the alternative scenarios models.

The baseline model showed two unique deficiency areas, both related to pipe capacity. The total length of pipes exceeding d/D>1 for the baseline condition is 724 feet (ft), which is the same as Alternative 1. This suggest that the additional pipe deficiencies seen in Alternatives 2 and 3 might be due to the increased flow from additional development. Figure 1 shows the spatial distribution of deficiencies identified for the baseline condition modeled. It is to be noted that the pump station over-capacity issues observed in the three altervatives were not present in the baseline conditions.



T:\Projects\Bainbridge Island\24-10933.00 - Winslow SubArea Plan\GIS\Deficiency_Mapping\WinslowSewerDeficiencyMap-Baseline.mxd 7/30/2024 SGautam

This map is a geographic representation based on information available. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.

bhc CONSULTANTS

0 0.1 0.2 0.4 Miles

N

CITY OF BAINBRIDGE ISLAND

Sewer Deficiencies - Baseline
Winslow Subarea Plan
City of Bainbridge Island
July 2024

Figure 1

COPYRIGHT © 2024 BHC CONSULTANTS LLC. ALL RIGHTS RESERVED

3. Cost Estimate for the CIPs

Opinions of Probable Project Costs (OPPC) were prepared for all the CIPs identified in the TM. Documentation for these OPPCs can be found in the Attachment A. The level of analysis performed is assumed to be sufficient to support developing planning level OPPCs. These projects will require further definition and design refinement as part of the design process. Each OPPC includes 9.2% Washington State sales tax (WSST) for Kitsap County, 30% construction contingency, and allied costs of 5% for planning, 15% for design and permitting, and 15% for engineering services during construction including inspection and observation services. Several unit price items were used to determine the cost estimates. Quantities were estimated for each item and unit prices were estimated from recent bid results in the Puget Sound area and Means "Estimating Guide." Certain assumptions needed to be made in terms of quantities and unit prices. Those assumptions are presented below in Table 1.

Table 1
Basis of Project Cost Estimates

Construction Estimate Category	Cost	Notes
Mobilization	10% of Construction Costs	-
Traffic Control	4% of Construction Costs of Mainline Sewer	-
Trench Dewatering	$15/LF	-
Sheeting, Shoring, Bracing	$10/LF	-
Saw Cutting	Included in Pavement Removal Cost	Required for the entire length of the mainline sewer.
Pavement Removal	$250/Ton	Limited to a trench width of 60 inches, plus 12 inches on both sides, total width of 84 inches.
Temporary Sewer Bypass	$5,000/Week	For all open cut installations.
Import Trench Backfill	Included in Pipe Costs	100% of all excavation will require imported material. Maximum width 60 inches, average depth of 10.67 feet.
Crushed Surfacing, Base Course	$50/Ton	Assumed to be 6 inches deep and a maximum pay width of 84 inches.
Crushed Surfacing, Top Course	$50/Ton	Assumed to be 6 inches deep and a maximum pay width of 84 inches.
Hot Mix Asphalt (HMA)	$250/Ton	Maximum thickness of 3 inches applied over a width of 84 inches for the entire length of all mainline sewers or where patching is required.

Construction Estimate Category	Cost	Notes
Restoration	2% of Construction Costs	-
Lift Station Rehabilitation	Assumed in Construction Costs	Assumes no excavation needed and the needed increase in capacity can be accomplished with pump and motor changes, and electrical revisions.
Allied and Other Costs – Assumptions		
Construction Contingency	30% of Estimated Construction Costs	-
State Sales Tax	9.2% of Estimated Costs	-
Engineering Design, Survey, Geotechnical Investigation, Permits	15% of Estimated Costs	-
Construction Services	15% of Estimated Costs	-
Planning	5% of Estimated Costs	-

Project costs are calculated based on current dollars and do not reflect future considerations for inflation with respect to the applicable future planning alternatives. Each project was considered equal with regards to complexity with no adjustments made for site specific constructability or other mitigating factors that would impact a project construction, design, or permitting costs for this level of planning. Table 2 provides a summary of the costs associated with linear improvements for all the individual CIP projects.

Table 2
Summary of Linear Improvement OPCC

Project Area	CIP Name	Description	Existing Diameter (in)	Proposed diameter (in)	Length (ft)	Total Opinion of Probable Construction Cost	Total Opinion of Probable Allied Cost	Total Estimated Project Cost
A	PR-A-2	Project Area A, Alternative 2	10	12	260	$ 294,000	$ 200,000	$ 494,000
B	PR-B-123	Project Area B, All Alternatives	16	18	107	$ 182,000	$ 100,000	$ 282,000
C	PR-C-23	Project Area C, Alternatives 2 and 3	10	12	926	$ 885,000	$ 400,000	$ 1,285,000
D	PR-D-1	Project Area D, Alternative 1	10	12	794	$ 752,000	$ 300,000	$ 1,052,000
D	PR-D-23	Project Area D, Alternatives 2 and 3	10	15	794	$ 770,000	$ 300,000	$ 1,070,000
E	PR-E-2	Project Area E, Alternative 2	8	10	838	$ 782,000	$ 300,000	$ 1,082,000
E	PR-E-3	Project Area E, Alternative 3	8	10	482	$ 459,000	$ 200,000	$ 659,000

Detailed project cost estimates were not provided for lift station improvements given the uncertainty related to the need for large scale upgrades including but no limited to firm capacity, mechanical, electrical, force main, and site-specific details. The total estimated project cost shown in Table 3 represents a planning level comparative estimate based on firm capacity.

Table 3
Summary of Lift Station Improvement OPCC

Project Area	Lift Station Name	Existing Firm Capacity (gpm)	Increased Firm Capacity (gpm)	Total Estimated Project Cost
F	Sunday Cove PS	484	650	$3,250,000
G	Old Treatment Plant PS	256	400	$3,000,000
H	Village PS	614	870	$3,500,000

Table 4 provides a summary of the estimated costs for the three future alternative conditions and the baseline condition.

Table 4
Comparison of the Estimated Costs Between Alternatives

Alternative	Count of Linear Projects	Count of Lift Station Projects	Sum of Linear Projects Cost	Sum of Lift Station Projects Cost	Sum of Total Estimated Costs
Baseline Condition	2	0	$ 1,334,000	$ 0	$ 1,334,000
Alternative 1 – No Action	2	3	$ 1,334,000	$ 9,750,000	$ 11,084,000
Alternative 2 – Dense Centers	5	3	$ 4,213,000	$ 9,750,000	$ 13,963,000
Alternative 3 – Distributed Density	4	3	$ 3,296,000	$ 9,750,000	$ 13,046,000

4. Discussion

Alternative 1, while showing fewer deficiencies overall compared to the other future options, simulated capacity issues at critical pump stations, likely requiring major investments in operational upgrades. Alternatives 2 and 3 carry a greater risk of service disruptions due to problems related to additional pipe capacity. Alternative 2, in particular, faces extra challenges stemming from high-density urban development. Overall, both Alternatives 2 and 3 would likely require additional investments for improvements compared to Alternative 1.

ATTACHMENT A

Opinion of Probable Project Costs

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-A-2
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$17,300	1	LS	$17,300
2	Temporary Erosion & Sediment Control	$7,000	1	LS	$7,000
3	Dewatering	$3,900	1	LS	$3,900
4	12-inch PVC Gravity Sewer	$367	260	LF	$95,420
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	50	TN	$12,500
7	HMA Grind & Overlay	$350	30	TN	$10,500
8	HMA Sawcut and Seal	$30	260	LF	$7,800
9	Crushed Surfacing	$50	50	TN	$2,500
10	Sheeting, Shoring, Bracing	$10	260	LF	$2,600
11	Bypass	$1,300	1	LS	$1,300
12	Traffic Control	$7,000	1	LS	$7,000
13	General Restoration	$3,500	1	LS	$3,500
	Construction Costs Subtotal				**$207,320**
	Construction Contingency	30%			$62,196
	Sales Tax	9.2%			$24,795
	Total Opinion of Probable Construction Cost				**$294,000**
	Allied Costs				
	Planning	5%			$14,700
	Design and Permitting	15%			$44,100
	Services During Construction	15%			$44,100
	Total Opinion of Probable Allied Cost				**$200,000**
	TOTAL ESTIMATED PROJECT COST				**$494,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-B-123
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$10,700	1	LS	$10,700
2	Temporary Erosion & Sediment Control	$4,300	1	LS	$4,300
3	Dewatering	$1,605	1	LS	$1,605
4	18-inch PVC Gravity Sewer	$398	107	LF	$42,586
5	48-inch Manhole	$12,000	4	EA	$48,000
6	HMA Trench Patch	$250	20	TN	$5,000
7	HMA Grind & Overlay	$350	10	TN	$3,500
8	HMA Sawcut and Seal	$30	107	LF	$3,210
9	Crushed Surfacing	$50	20	TN	$1,000
10	Sheeting, Shoring, Bracing	$10	107	LF	$1,070
11	Bypass	$535	1	LS	$535
12	Traffic Control	$4,300	1	LS	$4,300
13	General Restoration	$2,200	1	LS	$2,200
	Construction Costs Subtotal				**$128,006**
	Construction Contingency	30%			$38,402
	Sales Tax	9.2%			$15,310
	Total Opinion of Probable Construction Cost				**$182,000**
	Allied Costs				
	Planning	5%			$9,100
	Design and Permitting	15%			$27,300
	Services During Construction	15%			$27,300
	Total Opinion of Probable Allied Cost				**$100,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$282,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-C-23
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$52,000	1	LS	$52,000
2	Temporary Erosion & Sediment Control	$20,800	1	LS	$20,800
3	Dewatering	$13,890	1	LS	$13,890
4	12-inch PVC Gravity Sewer	$367	926	LF	$339,842
5	48-inch Manhole	$12,000	4	EA	$48,000
6	HMA Trench Patch	$250	160	TN	$40,000
7	HMA Grind & Overlay	$350	80	TN	$28,000
8	HMA Sawcut and Seal	$30	926	LF	$27,780
9	Crushed Surfacing	$50	160	TN	$8,000
10	Sheeting, Shoring, Bracing	$10	926	LF	$9,260
11	Bypass	$4,630	1	LS	$4,630
12	Traffic Control	$20,800	1	LS	$20,800
13	General Restoration	$10,400	1	LS	$10,400
	Construction Costs Subtotal				**$623,402**
	Construction Contingency	30%			$187,021
	Sales Tax	9.2%			$74,559
	Total Opinion of Probable Construction Cost				**$885,000**
	Allied Costs				
	Planning	5%			$44,300
	Design and Permitting	15%			$132,800
	Services During Construction	15%			$132,800
	Total Opinion of Probable Allied Cost				**$400,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,285,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-D-1
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$44,200	1	LS	$44,200
2	Temporary Erosion & Sediment Control	$17,700	1	LS	$17,700
3	Dewatering	$11,910	1	LS	$11,910
4	12-inch PVC Gravity Sewer	$367	794	LF	$291,398
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	140	TN	$35,000
7	HMA Grind & Overlay	$350	70	TN	$24,500
8	HMA Sawcut and Seal	$30	794	LF	$23,820
9	Crushed Surfacing	$50	140	TN	$7,000
10	Sheeting, Shoring, Bracing	$10	794	LF	$7,940
11	Bypass	$3,970	1	LS	$3,970
12	Traffic Control	$17,700	1	LS	$17,700
13	General Restoration	$8,900	1	LS	$8,900
	Construction Costs Subtotal				**$530,038**
	Construction Contingency	30%			$159,011
	Sales Tax	9.2%			$63,393
	Total Opinion of Probable Construction Cost				**$752,000**
	Allied Costs				
	Planning	5%			$37,600
	Design and Permitting	15%			$112,800
	Services During Construction	15%			$112,800
	Total Opinion of Probable Allied Cost				**$300,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,052,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-D-23
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$45,200	1	LS	$45,200
2	Temporary Erosion & Sediment Control	$18,100	1	LS	$18,100
3	Dewatering	$11,910	1	LS	$11,910
4	15-inch PVC Gravity Sewer	$380	794	LF	$301,720
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	140	TN	$35,000
7	HMA Grind & Overlay	$350	70	TN	$24,500
8	HMA Sawcut and Seal	$30	794	LF	$23,820
9	Crushed Surfacing	$50	140	TN	$7,000
10	Sheeting, Shoring, Bracing	$10	794	LF	$7,940
11	Bypass	$3,970	1	LS	$3,970
12	Traffic Control	$18,100	1	LS	$18,100
13	General Restoration	$9,100	1	LS	$9,100
	Construction Costs Subtotal				**$542,360**
	Construction Contingency	30%			$162,708
	Sales Tax	9.2%			$64,866
	Total Opinion of Probable Construction Cost				**$770,000**
	Allied Costs				
	Planning	5%			$38,500
	Design and Permitting	15%			$115,500
	Services During Construction	15%			$115,500
	Total Opinion of Probable Allied Cost				**$300,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,070,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-E-2
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$45,900	1	LS	$45,900
2	Temporary Erosion & Sediment Control	$18,400	1	LS	$18,400
3	Dewatering	$12,570	1	LS	$12,570
4	10-inch PVC Gravity Sewer	$358	838	LF	$300,004
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	150	TN	$37,500
7	HMA Grind & Overlay	$350	80	TN	$28,000
8	HMA Sawcut and Seal	$30	838	LF	$25,140
9	Crushed Surfacing	$50	140	TN	$7,000
10	Sheeting, Shoring, Bracing	$10	838	LF	$8,380
11	Bypass	$4,190	1	LS	$4,190
12	Traffic Control	$18,400	1	LS	$18,400
13	General Restoration	$9,200	1	LS	$9,200
	Construction Costs Subtotal				**$550,684**
	Construction Contingency	30%			$165,205
	Sales Tax	9.2%			$65,862
	Total Opinion of Probable Construction Cost				**$782,000**
	Allied Costs				
	Planning	5%			$39,100
	Design and Permitting	15%			$117,300
	Services During Construction	15%			$117,300
	Total Opinion of Probable Allied Cost				**$300,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,082,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-E-3
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$27,000	1	LS	$27,000
2	Temporary Erosion & Sediment Control	$10,800	1	LS	$10,800
3	Dewatering	$7,230	1	LS	$7,230
4	10-inch PVC Gravity Sewer	$358	482	LF	$172,556
5	48-inch Manhole	$12,000	2	EA	$24,000
6	HMA Trench Patch	$250	90	TN	$22,500
7	HMA Grind & Overlay	$350	50	TN	$17,500
8	HMA Sawcut and Seal	$30	482	LF	$14,460
9	Crushed Surfacing	$50	80	TN	$4,000
10	Sheeting, Shoring, Bracing	$10	482	LF	$4,820
11	Bypass	$2,410	1	LS	$2,410
12	Traffic Control	$10,800	1	LS	$10,800
13	General Restoration	$5,400	1	LS	$5,400
	Construction Costs Subtotal				**$323,476**
	Construction Contingency	30%			$97,043
	Sales Tax	9.2%			$38,688
	Total Opinion of Probable Construction Cost				**$459,000**
	Allied Costs				
	Planning	5%			$23,000
	Design and Permitting	15%			$68,900
	Services During Construction	15%			$68,900
	Total Opinion of Probable Allied Cost				**$200,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$659,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

Attachment C - Winslow Sub-area Water and Sewer Analysis Memo

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: March 14, 2023

To: Winslow Sub-Area Plan Team; File

From: Christopher Wierzbicki, Public Works Director
Peter Corelis, City Engineer

CC: Paul Nylund, Development Manager

Subject: Winslow Sub-Area Plan Sewer and Water Capacity Analysis

---

Executive Summary

This memo provides an analysis of the city's sewer and water service capacity for the purpose of informing the Winslow Sub-Area Plan process. In summary:

- With the planned upgrades to the wastewater treatment plan (WWTP), the city's sewer utility will have the capacity to serve a residential population of approximately 10,500 (an increase of approximately 2,700) in or around the Winslow sewer service area if carefully balanced out by commercial growth. The planned upgrades, which are currently underway, will allow the WWTP to meet existing regulations, and must be completed independent of planned future growth.

  Additionally, within the existing footprint of the WWTP, the facility could be further upgraded to serve a greater population, the details of which will be determined later this year.

- With the planned upgrades to the Winslow Water Tank, the city's water utility will have the capacity to serve a population of approximately 17,600 (an increase of approximately 6,600) inside the Winslow water service area boundary, an area that includes the Winslow subarea, and in addition, the New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff. The planned tank upgrades, which are currently underway, will allow the utility to meet both existing and future system requirements and standards.

Population/Development Background Information

The following population background information was used to inform the sewer and water service area capacity analysis:

- In 2005, the city documented residential population growth in a study titled "Population Allocation Study for Year 2005 Preliminary Report" which estimated the Winslow Study Area at approximately 5,800 residents. The study predicted a 20-year average annual residential growth rate of 2.4%.
- The 2020 census population numbers for greater Winslow (census tracts 909.01 and 909.02, which combined is slightly larger than the Winslow Study area) add up to 7,967 people, which represents an actual average annual residential growth rate between 2005 and 2020 of 2.2%.
- Assuming the actual 2.2% average annual growth rate, the 2022 population of the Winslow Study Area is approximately 8,321 people. The sewered population – which is less than the overall population due to some houses still being served by septic systems - is approximately 7,769.
- The 2021 Buildable Lands Report (BLR) estimated that the maximum residential population capacity in Winslow in 2020 - under the current development regulations - was an additional approximately 1,000 residents (144 single-family units, and 258 multi-family units.) Therefore, assuming the 2019 population was 7,795 (7,967 in 2020 minus 2.2%), then the current maximum population in Winslow according to the BLR would be approximately 8,795, or an additional 474 residents.
- The 2005 population study referenced earlier estimated a 1.4% annual increase in commercial growth between 2005 and 2025. An analysis using commercial sewer and water usage rates indicates that the actual increase in commercial growth since 2005 was close to zero. Estimating the capacity for commercial growth in the future is a challenging exercise, as many commercial zoning districts allow mixed-uses and therefore need to be analyzed for capacity on a parcel-by-parcel basis to effectively measure capacity. However, the BLR estimated that there are currently 36 acres of commercial development remaining, which equates to about 14% of the total acreage (261) that allows commercial uses. Therefore, this analysis assumes a relatively low rate of commercial growth in the future, absent significant zoning changes.
- The Winslow water service area is larger than the sewer service area – the latter of which largely mimics the Winslow Study Area – and includes the New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff. The number of Equivalent Residential Units (ERU) currently served (an approximation of single-family, multi-family, and commercial water connections in terms of single-family households) is approximately 4,775 ERUs, which equates to approximately 11,000 residents currently being served with water (assuming an average of 2.3 people per household/ERU.)

Sewer Service Analysis

The following analysis of the sewer system is based on a technical memo prepared by Tetra Tech entitled "TM1 – Analysis of Treatment Plant Flows and Loads" dated October 3, 2022.

The city's sewer service area mostly mimics the Winslow Study area, despite being slightly smaller, and includes some residences that are still served by septic systems. As mentioned previously, the system serves approximately 7,769 residents and also commercial establishments. The Tetra Tech report analyzed the sewer service area using the capacity of the wastewater treatment plant as the limiting factor on serving new growth. The plant capacity was analyzed from the perspective of both flows (volume) and loads (concentration). The plant loading is considered to be the limiting factor for serving new growth.

From a *flow* perspective, based on the trending data from 2017 to 2022, the annual average flow is projected to remain steady, with limited increases. This is due to larger commercial service areas being largely built-out – as mentioned previously, only about 14% of commercially zoned land is available for new development. Additionally, residential water consumption per capita flows are likely dropping as older fixtures and appliances are upgraded with new low-flow fixtures.

From a *loading* perspective, despite low commercial growth (commercial development contributes to higher loads than residential,) loads measured at the plant have been steadily increasing. Some of this increase is likely the result of discharges to the sewer system from commercial winery and brewery establishments. The Tetra Tech report projects that based on current trends, the plant loading will likely reach capacity by mid-year 2026 (2,642 lbs/day of biological oxygen demand (BOD). To meet current state regulations and best serve the existing customer base, the city is currently planning near-term operational and capital upgrades that will likely increase the plant capacity by about 25% (to 3,200 lbs/day BOD). These upgrades will also serve a 25% increase in the customer base.

In terms of population growth, at current trends, the current configuration of the WWTP can be expected to serve a sewered population of 8,475 (a population increase of 706 from the time of this memo), increasing to sewered population of approximately **10,500** (a population increase of 2,700). This includes new growth, and potential new connections from existing residences in the sewer service area currently served by septic.

Sewer Service Capacity Context

For context, the growth target for the entire island over the next 20 years is estimated to be an increase of around 4,500. If one goal of the Winslow Sub-Area plan is to accommodate a majority of that growth in Winslow, *the city can only expect to serve about half of that population in the sewer service area with the planned upgrades to the treatment plant.* Larger, long-term expansions of the treatment plant capacity are also possible, and capacity forecasts are currently being developed by the city's design team. More information on the maximum capacity of the plant within the current footprint will be developed later this year.

Another factor for consideration includes any potential increases in commercial development, which have remained flat for the last several years, but which absorb treatment plant capacity more quickly than residential development. Planned expansions for commercial development in Winslow must be carefully considered in the future capacity analysis along with residential population growth.

Water Service Analysis

The Winslow water service area includes the Winslow Subarea, in addition to New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff areas. The service area is documented in the 2017 Water System Plan, prepared by Carollo Engineers, Inc., without providing an account of system customers in the Subarea only, therefore, this capacity analysis applies to the larger service area.

The System Plan predicted water use demand in 2021 at 5,312 equivalent residential units (ERUs), which equates to 12,218 residents (assuming 2.3 people per household/ERU to estimate equivalent residents.) However, in reviewing the City's actual annual well production data from 2021, the Winslow Water System is actively supplying only 4,775 ERUs, or approximately 11,000 residents. This decrease in expected demand may have resulted from a number of factors, such as a lack of commercial businesses expansions, conditions related to the COVID-19 epidemic, inflationary pressures on construction, or the slow production of new housing stock.

To serve existing and new customers, the city is planning to replace the two existing water storage tanks serving the system with a new elevated tank in 2024. The Winslow Water Tank project addresses several system deficiencies as well as managing projected customer growth. The system deficiencies include excessive dead storage in the current tanks due to their minimal height, resulting in water quality issues, over-cycling of well-site booster pumps, limitations on serving existing high elevation customers with adequate pressure, system fire flows, and seismic resiliency of the tanks – the latter of which is a critical public safety issue. The city is temporarily addressing some of these deficits by augmenting the reservoir levels to operate in a much narrower band (i.e. maintaining higher water levels and replenishing them more often) but this configuration is not sustainable in the long-term as it creates a dead-storage column of water in the tanks that is mostly useless for daily system needs. The deficiencies have led to a reduction in estimated capacity to 5,200 ERUs (or 11,960 residents.)

With regards to customer growth, there is currently a surplus of connections totaling approximately 425 ERUs (5,200 ERUs of capacity minus 4,775 served,) which is capable of serving approximately another 1,000 residents. Accounting for 182 ERUs worth of binding reservations for water service that are not yet connected to the system, it is estimated that only 243 of the 425 total ERUs are available, which equates to an additional 559 residents. Therefore, if the population growth continues at a rate of 2.2% annually, the remaining ERUs will run out in early to mid-2024, just in time for the completion of the tank project. The new tank, which will replace 2.5M gallons of ground-tank storage with 2.0M gallons of elevated storage, will correct existing system deficiencies and add 2,866 ERUs to the system capable of serving a population of 17,600 (an increase of 6,600 residents.)

Other limiting factors on the Winslow water system include well capacity and/or the well pump's ability to deliver water from the wells; the instantaneous or total water withdrawals permitting as determined by the system's water rights; and, the volume of groundwater supply. In review of the former two factors, the city's infrastructure and available water rights are mostly sufficient to meet the system capacity that will be available when the new water tank comes online in 2024. Small deficits in infrastructure capacity will be addressed in the coming years through planned capital improvements such as well rehabilitations and booster pump upgrades. Water rights currently

exceed the needs of the planned capacity upgrades, and the availability of groundwater supply was confirmed in the city's 2016 evaluation of the groundwater model. The model is being updated and re-evaluated as part of the ongoing development of the Groundwater Management Plan.

Water Service Capacity Context

In the context of planned population growth*, the existing Winslow water system with planned improvements will be able to serve the estimated growth target for the entire island over the next 20 years*, which is estimated to be an increase of around 4,500 residents (1,953 ERUs.) Additionally, the system will also have the capacity to serve an excess population of approximately 2,100 residents (913 ERUs.) In the short-term, prior to the planned improvements, the Winslow water system can support an additional population growth of approximately 559 residents (243 ERUs).

Attachment D - Wastewater Treatment Plant Population Projection Memo

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: April 7, 2023

To: City Manager
City Council

From: Christopher Wierzbicki, Public Works Director

Subject: Council Request: House Bill 1220 (Housing Needs) Sewer Assessment

Background

At the Regular Meeting of March 21, 2023, the City Council was presented with an overview of a draft housing allocation process under House Bill 1220, which requires Comprehensive Plans to plan for housing for all income levels. The Council requested input from the staff on the City's capacity for serving the housing allocation with sewer in advance of the Kitsap Regional Coordinating Council's adoption of the allocation into the Countywide Planning policies.

Housing Allocation Summary

At the above-mentioned Council meeting, staff presented a chart that outlined the draft 20-year housing allocation. The chart is reproduced below as Figure 1.

			Permanent Housing Unit Needs by Income Level (% of Area Median Income)						
			0-30%						
		Total Units	Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%
City of Bainbridge Island	Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578
	Allocation Method A (2020-2044)	1,977	377	166	324	272	140	138	560
			1,139 Multi-Family Units in Winslow						

Figure 1 – House Bill 1220 Housing Draft Housing Allocation for the City of Bainbridge Island

The chart indicates that the draft 20-year housing allocation would require zoning capacity for 1,139 multi-family (MF) units to serve between 0 and 80% of area median income, which are presumed to be located in the Winslow subarea. According to the 2019 Buildable Lands Report, the Winslow subarea already has capacity for 258 MF units, as well as 144 single-family units. Therefore, the total number of planned housing units to be accommodated for sewer capacity in Winslow is 1,283 units.

Sewer Population Capacity

As outlined in in Figure 2 below, with the upgrades planned in the 2023-28 Capital Improvement Plan, the Wastewater Treatment Plant (WWTP) can accommodate approximately 85% of the current and future housing allocated for the Winslow sewer service area (this area closely, but not exactly mimics the Winslow subarea boundary).) The capacity of the WWTP is measured in equivalent residential units, or ERUs, which is calculated by multiplying the number of housing units by the number of members in each house (the average for Bainbridge Island is 2.48 per household.)

Assuming a steady annual trend in housing, future upgrades to the plant would need to be designed in 2038 for implementation in 2040. The future upgrades would include new capital infrastructure within the existing footprint of the plant site and would conservatively accommodate an additional increase in housing up to 2,110 units.

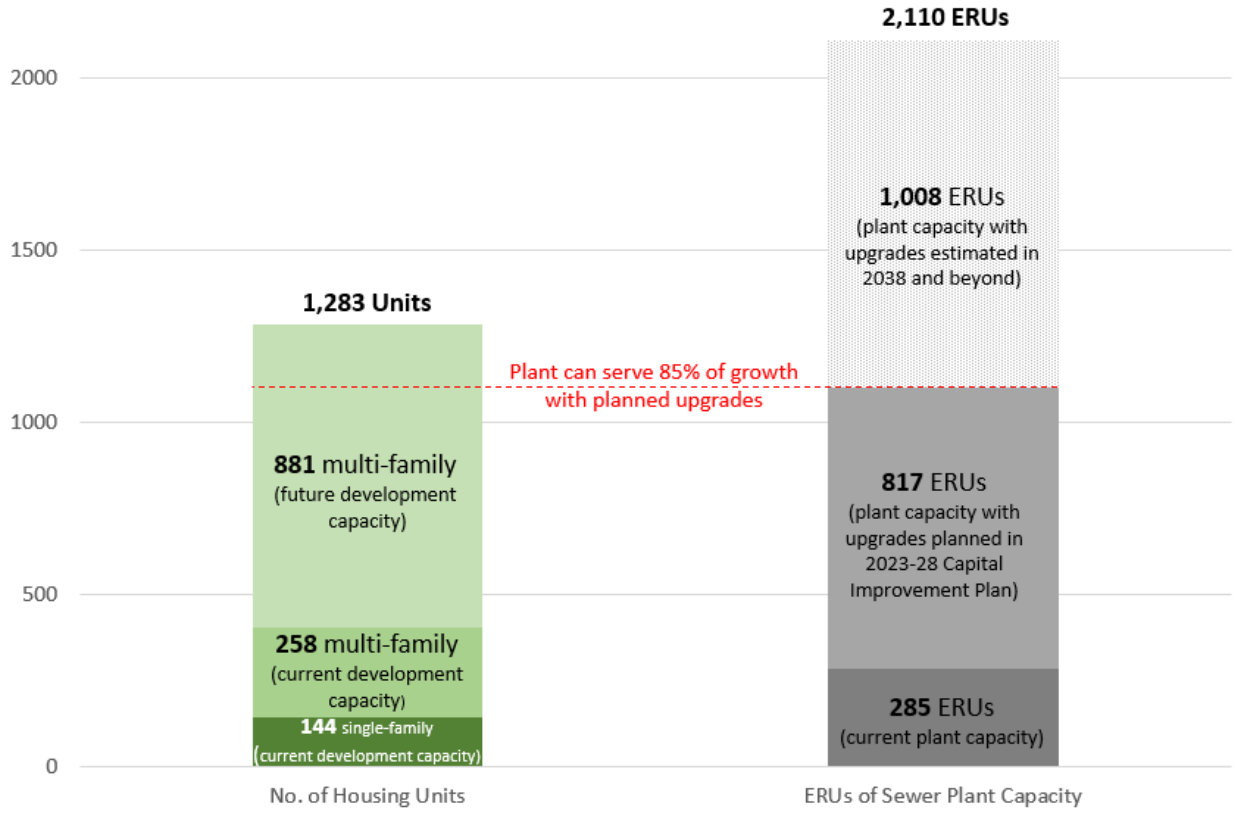


Figure 2 –Current/Planned Housing Units in Winslow Compared with Sewer Utility Capacity

Other Factors for Consideration

- Consideration should be made for any potential increases in *commercial* development, which has remained flat for the last several years, but which absorb treatment plant capacity more quickly than residential development. Planned increases in commercial development in the Winslow sewer service area must be carefully balanced along with residential population growth and reflected in future evaluations of the plant capacity.

- Within the Winslow sewer service area, the sewered population is approximately 200 housing units (500 persons) *less* than the overall population due to some houses still being served by septic systems. Some accommodation for the connection of existing homes to the sewer system should be considered as part of the analysis.
- Multifamily housing has a lower household occupancy level (2.3) for multi-family housing than average (2.48). Therefore, the analysis provided in this memo can be considered conservative on the order of 8-10%.
- Lastly, for context, the planned upgrades to the Winslow Water Tank will provide the city's water utility the capacity to serve approximately 2,600 new ERUs inside the Winslow water service area boundary, an area that closely mimics the Winslow subarea, and also includes the New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff.

UTILITIES ELEMENT

TABLE OF CONTENTS

PAGE

INTRODUCTION.....U-1

UTILITIES ELEMENT VISION.....U-1

GOALS AND POLICIES.....U-2

POTABLE WATER..... U-3

PUBLIC SEWER.....U-45

STORM AND SURFACE WATER.....U-57

ELECTRICAL U-68

SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING U-79

TELECOMMUNICATION U-810

IMPLEMENTATION..... U-911

UTILITIES INTRODUCTION

The *Growth Management Act* requires all comprehensive plans to include a utilities element consisting of the general ~~location~~locations, proposed ~~location~~locations, and capacity of all existing and proposed utilities, including but not limited to water lines, sewer lines, electrical lines~~, and~~ telecommunication lines~~, drinking water and sewer lines~~ (RCW 36.70A.070(4)). Contrary to some other cities in Washington State, on Bainbridge Island, ~~these utilities are provided by a~~ ~~combination~~multitude of governmental districts and other providers manage utility services – complicating management issues and the ~~City~~public's understanding of ~~Bainbridge Island, State regulated utilities, federally licensed communications companies and a municipally franchised cable television company~~their service provider network.

The City of Bainbridge Island provides ~~some~~water and sewer ~~and water~~ services to portions of the community. Other public and privately held water and sewer purveyors on the Island also provide services to residents of the City. Private households provide ~~for a large~~ percentage of the City's utility infrastructure with individual and on-site wells and septic systems.

A private corporation based on the Island provides solid waste disposal and recycling services to residents and businesses and is regulated by the Washington Utilities and Transportation Commission (WUTC).

Regional telecommunication and electric utilities serve the City of Bainbridge Island. The electric and telecommunication utilities are regulated by the WUTC.

The vision, goals and policies outlined in the Utilities Element are closely related, and in some cases overlap with the Water Resources Element of the Comprehensive Plan.

UTILITIES VISION 2044

In the year 2044, the City of Bainbridge ~~Island has ensured~~Island's vision for utilities is to ensure that all residents have access to reliable electric power, telecommunications services to meet their needs, potable water, solid waste and recycling services, wastewater processing, and stormwater facilities that prevent flooding and erosion, maximize infiltration and eliminate pollutants before the water enters Puget Sound.

Coordinated water and sewer systems serve the more densely populated areas. ~~Some~~In lower density areas, some private homes continue to rely on septic systems, ~~but most are served by water purveyors that cover broad areas of the Island.~~and private wells, but the City has actively worked to connect homes to utility systems wherever possible. The City, working with other water purveyors, coordinates a groundwater monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels for present and future generations.

The Groundwater Management Plan, which is informed by best available science, guides the public and private sector decision-making of water supply and related water-resource issues. Water use is managed to encourage conservation and limit consumption. Sewer systems provide for the reuse of treated water to recharge aquifers, for irrigation and to reduce outflow

into Puget Sound. Tertiary treatment has been implemented to improve water quality in Puget Sound.

Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. A Bainbridge Island moderate-risk waste facility encourages the proper disposal of materials such as paints, solvents and cleaners. ~~A state-of-the-art telecommunication network has increased cooperation among neighbors and across the Island; it has facilitated ride-sharing and reduced dependence on private automobiles for commuting and daily errands.~~

The telecommunications and broadband network is readily available for all homes and businesses. Persistent gaps in network coverage have been mostly eliminated.

Hardened utility infrastructure serves emergency neighborhood hubs and disaster response facilities, enabling rapid and sustained response to natural disasters, other emergencies, and outages that may interrupt the utility and transportation infrastructure.

Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power.

GOALS & POLICIES

APPLICABLE TO ALL UTILITIES

GOAL U-1

Ensure that reliable, equitable, adequate, safe, ~~and~~ cost-effective, and sustainable utility services are available to all Bainbridge Island residents, businesses and institutions.

GOAL U-2

Ensure that the utility services are comparable ~~in terms of cost, quality, and technology to services~~to those available in similar jurisdictions in the Puget Sound region~~.~~ in terms of cost and technology, and leading other similar jurisdictions in terms of quality of service.

GOAL U-3

Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

GOAL U-4

Ensure that the provision of utility services is environmentally responsible and sustainable~~, and~~. Encourage utility services ~~that are~~to be carbon neutral and ~~do~~ not contribute to climate change.

GOAL U-5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

GOAL U-6

Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

GOAL U-7

Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

GOAL U-8

Cooperate with other jurisdictions and utility providers in planning and implementing utility-related facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.

GOAL U-9

Ensure that sufficient staff and financial City resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility ~~services~~service performance, cost, scope, risk, resilience and opportunity, and by assigning to the Utility Advisory Committee (UAC) or other city ~~organization~~organizations the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

GOAL U-10

Ensure regular and routine reviews of City-owned utility rates, with a specific focus on equitable outcomes and affordability programs as necessary to meet the needs of all community members.

GOAL U-11

Exercise the use of the City's Equity Toolkit evaluation and community engagement process as part of the development and implementation of utility projects and programs to ensure equitable outcomes for customers and the community.

POTABLE WATER

Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap County Public Utility District, private for-profit water companies, not-for-profit companies or homeowner associations, and private wells~~.~~ - approximately 75% of customers are served by Group A and Group B water systems. All water providers must comply with a variety of federal and state laws and regulations.

GOAL U-~~10~~12

Ensure that ~~city-managed and to the extent possible, non-city managed utility services, are sufficient~~ adequate, cost effective, ~~and~~ reliable~~, and that~~ safe, equitable and sustainable water ~~utility~~ service is provided~~.~~ to those areas of Bainbridge Island served by public water systems and designated in the Water System Plan for future public water service.

~~GOAL~~Policy U-~~11~~ 12.1
Require ~~utilities~~water utility managers and purveyors to operate in a manner that preserves and protects the water resources of the Island. Lead and inspire those entities to cooperate in a manner that recognizes water resources as a public necessity.

Policy U ~~11~~12.2~~1~~
~~Map~~Maintain maps of public water ~~systems~~system service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service ~~area~~areas.

Policy U ~~11~~12.3~~2~~
~~As an~~Evaluate becoming a state approved Satellite System Management Area (SMA), so the City may elect to provide water system management services to other utility providers.

Policy U ~~11~~12.4~~3~~
Encourage new development in previously unserved water service areas to connect to existing public water systems. ~~The City, at its discretion, may Require~~ Nnew water systems may be dedicated to the City, at its discretion.

Policy U ~~11~~12.5~~4~~
Require engineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the City's rights-of-way to ~~meet~~ ensure standards set forth by the City are met.

~~**Policy U 1112.5**~~
~~Adopt standards that differentiate between urban and non-urban density fire flow requirements. A differential policy is needed to promote cost effective water system upgrades by the many small water systems on the Island.~~

Policy U-12.6~~11.6~~
Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently, economically, and safely, and devote resources to implementation of this policy.

Policy U ~~11.7~~12.7~~6~~
Encourage ~~and~~, facilitate, and devote resources to consolidation of water systems, with ~~particular~~ emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U ~~11.8~~12.~~8~~
~~Conduct a stud~~Sytudy how City, regional, and private water purveyors can best coordinate and partner for services on Bainbridge Island. Pursue management and ownership models that maximize opportunities for water conservation measures and enforcement. ~~of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems~~.

Policy U ~~11.9~~12.~~98~~
Implement conservation measures through education and regulation with emphasis on limiting and reducing demand consistent with the Water System Plan and the Groundwater Management Plan.

PUBLIC SEWER

Currently, there are two public sanitary sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow area and the Rockaway Beach, Pleasant Beach, and Lynwood areas ("the Southend System.") The other, owned and managed by the Kitsap ~~County Sewer~~Public Utility District ~~#7,~~(KPUD) serves the Fort Ward area.

The service area for the Winslow Public Sewer System is designated in the City's General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment Plant. The sewer service area for the Southend System is also designated in the City's General Sewer Plan. Treatment for ~~this~~the Southend System occurs at the ~~Kitsap County Sewer District #7~~KPUD wastewater treatment plant pursuant to an interlocal agreement.

GOAL U-~~12~~13

Ensure that adequate, cost effective~~, and~~ reliable, safe, equitable, and sustainable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.

Policy U ~~12~~13.1
Emergency service or other minor modifications to sewer service areas may be allowed with approval by the City Council via resolution so long as there is sufficient sewer facility capacity, and, with regard to the Southend System, sewage quality meets the standard outlined in the interlocal agreement with Kitsap ~~County Sewer~~Public Utility District ~~#7~~.

Policy U ~~12~~13.2
Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

Policy U ~~12~~13.3
Sewer connections will not be required where septic systems are fully functional and maintained, except as provided by law.

Policy U ~~12~~13.4
In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries ~~will~~should be evaluated ~~taking the~~

~~following into~~with consideration~~:~~ of impacts to the environment, support for existing development and the expansion of affordable housing options.

~~a. Areas that have an environmental need for sewer due to 1) a group of documented failing septic systems; or 2) proximity to sensitive bodies of water that are unsuitable for on-site septic systems according to the Kitsap County Health District.~~
~~b. Areas used or planned for development that serve a public need, such as a public school.~~
~~c. Areas designated for commercial and mixed use.~~
~~d. Areas designated for residential use at densities of four units to the acre (R4) or greater.~~
~~e. Areas planned for an increase in density through a special planning area process.~~

Policy U ~~12~~13.5
When utilities plan, renovate, or build treatment facilities, ~~require~~ utilities ~~to~~should consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

Policy U ~~12~~13.6
Improve the quality and reduce the quantity of effluent discharged to Puget Sound.

Policy U ~~12~~13.7
Adopt a pre-treatment policy that responds to the specific characteristics of the Island's sewer collection and treatment system and results in the reduction or postponement of large-scale centralized treatment capacity upgrades.

Policy U 13.8
Investigate the development of tertiary ~~sewer and sewer greywater systems~~wastewater treatment and the beneficial re-use of wastewater.

Policy U ~~12.8~~13.9
Study ~~cooperation (such as shared operations) or consolidation of sewer systems owned by the~~ how the City and ~~Kitsap County Sewer District #7~~KPUD can best coordinate and partner for services provided to the City by the Fort Ward Wastewater Treatment Plant.

Policy U 13.10
Monitor PFAS and pursue technologies to remove forever chemicals from the waste stream and encourage the same for non-city owned systems.

STORM AND SURFACE WATER

~~The City of Bainbridge Island operates a storm and surface water utility for the purposes stated in BIMC Section 13.24.010.~~

The City of Bainbridge Island operates a City-wide storm and surface water utility that is regulated though the State of Washington's National Pollutant Discharge and Elimination System (NPDES) municipal stormwater permit. The revenue collected from all owners of developed property pay a fee to the City to contribute to the system operations and maintenance, including minimizing property damage, promoting and protecting public health, safety, and welfare, minimizing water quality degradation by preventing siltation, contamination

and erosion of the city's waterways, protecting aquifers, and ensuring the safety of city roads and rights-of-way.

GOAL U-~~13~~14

Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.

Policy U ~~13~~14.1

~~Maintain a comprehensive storm drainage plan that identifies~~Follow the guidance outlined in the Stormwater System Plan when identifying problems, ~~proposes~~proposing solutions, ~~provides~~providing a strategy for implementation and funding, and ~~establishes~~establishing design and development guidelines.

Policy U ~~13~~14.2

Require new development to provide both on-site and off-site improvements necessary to avoid adverse water quality and quantity impacts.

Policy U ~~13~~14.3

Use *low impact development* standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities.

Policy U ~~13~~14.4

Design and construct stormwater systems that provide for removal of pollutants and sediment through bio-filtration or other means.

Policy U ~~13~~14.5

Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers, and specifying use of permeable materials.

Policy U ~~13~~14.6

Manage ~~surface water in~~stormwater through implementation of a ~~manner which~~source control program that prevents pollutants from industrial, commercial, and agricultural land uses from entering ground or surface waters.

Policy U ~~13~~14.7

Consider a program of retrofitting existing roads with water quality and quantity stormwater system improvements in order to minimize pollution from runoff from roadways to natural drainage systems and the waters of Puget Sound.

Policy U 14.8

Continue to expand a program of identifying, funding and implementing critical fish passage improvements.

ELECTRICAL

The City is currently served by Puget Sound Energy (PSE), which provides electricity generation sources, transmission, distribution and maintenance of electrical facilities throughout the island. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC.) It is the commission's responsibility to ensure regulated companies provide safe and reliable service to customers at reasonable rates, while allowing them the opportunity to earn a fair profit.

GOAL U-~~14~~15

Ensure adequate, cost effective, reliable, safe , equitable and sustainable ~~environmentally responsible~~ electric service to the citizens of Bainbridge Island.

Policy U ~~14~~15.1
~~Develop a plan together~~Maintain regular communications with ~~the~~ electric service provider to ~~undertake energy efficiency improvements and other alterations of~~ ensure information needed by the City to achieve the goals of this comprehensive plan is available.

Policy U 15.2
Ensure electric ~~utility facilities to~~ provider actions requiring permits or other approvals from the City go through an equity evaluation consistent with the City and the provider's equity policies and practices, as appropriate.

Policy U 15.3
Ensure adequate public outreach is conducted by electric provider for projects that will relocate, expand or provide ~~capacity for future growth.~~new electrical infrastructure and ensure outreach is provided to all neighborhoods compliant with the City and the provider's equity policies, as appropriate.

Policy U ~~14.2~~15.4
Encourage the conservation of electrical energy, especially during periods of peak usage~~, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island's energy needs,~~. Increase public awareness of existing conservation programs including ~~distributed energy systems.~~energy audits, discounts, tax credits, etc. offered by the energy provider or government agencies.

Policy U ~~14.3~~15.5
Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

Policy U ~~14.4~~15.6
Study strategies to require ~~Encourage~~ undergrounding new and existing electric ~~transmission and~~ distribution power lines to reduce wildfire risk and power outages.~~, and~~. Encourage the electric energy provider to develop a long-term strategy for future undergrounding, ~~to include~~including maximizing opportunities with new construction~~, and prioritizing the work that affects the greatest number of *households* and businesses.~~ .

Policy U ~~14.5~~15.7

Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, solar, and innovative technologies such as ~~solar power~~ distributed energy systems that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to ~~global warming~~climate change.

Policy U ~~14.6~~15.8

~~Periodically undertake comparative evaluations of electric service reliability, cost, and environmental impact, customer service and customer support and evaluate opportunities to provide improved and less costly electrical service from alternative service providers.~~

Policy U ~~14.7~~ 15.9

~~New taxpayer-funded buildings shall use carbon-neutral energy for heating, cooling, and operational use~~Incorporate energy conservation measures for new construction or significant remodels of taxpayer-funded buildings to the maximum extent practical within site specific and existing technology limitations.

Policy U ~~14.8~~15.10

Encourage new development to integrate environmentally responsible and innovative energy systems.

Policy U ~~14.9~~15.11

~~Explore ways to obtain 100% green electricity including investing in new renewable energy projects.~~ Work with electricity provider to ensure disaster and climate resilience~~y~~ is being addressed for electrical equipment and infrastructure on the Island.

Policy U 15.12

Pursue City-owned renewable energy generation to minimize City facility energy costs and/or mitigate green house gas emissions.

Policy U 15.13

Support expansion and improvements to electrical infrastructure to support ferry electrification and an increase in EV charging.

SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING

Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the exclusive provider of solid waste ~~disposal and recycling~~collection services to City, and the owner of the waste transfer center. Bainbridge Disposal is regulated by the Washington Utilities and Transportation Commission (WUTC), which is charged with ensuring the utility provides reliable, safe and economical service.

GOAL U-~~15~~16

Ensure adequate, convenient, cost effective, reliable, safe , equitable and sustainable ~~environmentally responsible~~ solid waste, recycling and composting service to the citizens of Bainbridge Island.

Policy U ~~15~~16.1

Seek a method to provide on-island collection site for moderate risk waste or common household hazardous waste ~~including oil based paints, stains, adhesives, aerosols, paint thinner, corrosive cleaners, yard chemicals, and pool/spa chemicals~~ and a means for transferring these substances in a timely manner to the Kitsap County site.

Policy U ~~15~~16.2

Encourage solid waste collection policies and practices, including development requirements, that require and ensure the proper space planning for recycling and yard waste/composting options for all multi-family residential properties.

Policy U 16.3

Support ~~non-governmental organizations that provide~~ outreach and education to citizens to ensure that the populace is informed about the latest waste reduction, composting, recycling and hazardous waste practices.

Policy U ~~15.3~~16.4

~~In addition to WUTC regulation, the City should~~ Perform periodic reviews to ensure that Bainbridge Disposal is providing safe, reliable, cost effective and responsive solid waste, compost and recycling collection. Evaluate opportunities to provide improved and cost-effective services from alternative providers.

Policy U ~~15.4~~16.5

Coordinate with Bainbridge Disposal and the County to improve access to updated information on solid waste, recycling and composting collection and disposal services. Obtain information from Bainbridge Disposal regarding where collected material is sent for recycling and reuse rates for recyclable materials. Increase visibility and outreach for special events for hard-to-recycle materials such as hazardous waste or polystyrene foam.

Policy U ~~15.5~~16.6

Consider methods to reduce the amount of solid waste ~~disposed~~disposal, e.g. material bans, composting or compaction, or by the conversion of solid waste to energy~~, e.g. using a biodigester~~.

TELECOMMUNICATION

Telecommunication is the technology of communication at a distance by electronic transmission of alphanumeric, audio, video and other data over wired and wireless delivery systems. On Bainbridge Island, telecommunication utilities provide telephone, television, and internet services.

Telephone utilities are regulated by the WUTC. The Federal Communications Commission (FCC) regulates wireless service providers.

Comcast (d.b.a Xfinity) and CenturyLink are the largest telecommunication service providers on Bainbridge Island.

KPUD also provides ~~a public wi-fi~~broadband services to a growing service ~~in Winslow.~~area on Bainbridge Island.

GOAL U-~~16~~17

Ensure adequate, cost effective, reliable, safe , equitable and sustainable ~~environmentally responsible~~ telecommunication service to the citizens of Bainbridge Island.

Policy U ~~16~~17.1

Encourage shared use of facilities and the use of existing utility corridors, public rights-of-way and city-owned properties.

Policy U ~~16~~17.2

Require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses.

Policy ~~U16~~U17.3

Encourage major telecommunication utility providers to work with the City to identify potential sites for infrastructure and facility expansion to address future growth and development and meet the demands for additional utility service.

Policy U ~~16~~17.4

Encourage all providers to serve all parts of the City equally~~.~~ well, including providing options for telecommunications that retain service during power outages.

Policy U ~~16~~17.5

~~The City expects all providers to~~ Evaluate the capacity of their facilities regularly to ensure that new facilities are installed in a timely basis to meet new and future demand. Providers are expected to provide facilities to accommodate growth within the City.

Policy U ~~16~~17.6

Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce and personal use.

Policy U ~~16~~17.7

Require new development to have underground conduits suitable for existing and foreseeable new utilities such as cable and broadband.

Policy U ~~16~~17.8

Ensure that emergency communication services are universally available to assist residents in emergencies. Work with cell phone providers to ensure more robust coverage at all emergency neighborhood hubs and emergency response facilities.

Policy U ~~16~~17.9

~~In addition to WUTC regulation, the City should~~ Perform periodic reviews to ensure that various telecommunication providers are providing safe reliable, cost effective, and responsive telecommunication services. During such reviews, ~~the City should~~ evaluate opportunities to obtain improved and cost-effective services from alternative providers.

~~**Policy U 16.10**~~
~~Conduct a study to support the creation of an Island-wide high-speed internet service.~~

UTILITIES IMPLEMENTATION

To implement the goals and policies in this Element over the 10-year period leading up to the next Comprehensive Plan update, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and developing staffing ~~or other budgetary decisions.~~ plans and budgets. Listed following each action are ~~several of~~ the comprehensive plan policies that support that action – some actions are identified as "high" priorities.

~~HIGH PRIORITY ACTIONS~~

U Action #1 ~~**Develop a**~~ **(HIGH) –** Utilize the equity and climate lens "toolkits" on relevant projects and programs and engage the Utility Advisory Committee in the evaluation process ~~**for periodic review of Island**~~ and decision-making.

GOAL U-1
Ensure that reliable, equitable, adequate, safe, cost-effective, and sustainable utility services are available to all Bainbridge Island residents, businesses and institutions.

GOAL U-5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

U Action #2 (HIGH) – Fund and prepare a utility rate study every 3-5 years in accordance with the City's financial policies and engage the Utility Advisory Committee in the evaluation process and decision-making.

GOAL U-9
Ensure that sufficient staff and financial City resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility ~~services~~service performance, cost, scope, risk, resilience and opportunity, and by assigning to the Utility Advisory Committee (UAC) or other city ~~organization~~organizations the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

U Action #~~2 Support~~3 (HIGH) – Fund the ~~**development**~~action items identified in the Water System Business Plan and the Groundwater Management Plan that advance the coordination and consolidation of ~~**sewer tertiary treatment and sewer greywater**~~water systems.

Policy U 12.1
Maintain maps of public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service areas.

Policy U 12.2
Evaluate becoming a state approved Satellite System Management Area (SMA), so the City may elect to provide water system management services to other utility providers.

Policy U 12.6
Encourage, facilitate, and devote resources to consolidation of water systems, with emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U 12.7
Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of water systems under City management or ownership.

U Action #4 – Fund the completion of the preliminary and final design of the Wastewater Beneficial Re-use project.

Policy U 13.5
When utilities plan, renovate, or build treatment facilities, require utilities to consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

Policy U 13.6
Improve the quality and reduce the quantity of effluent discharged to Puget Sound.

~~**U Action #3 Facilitate cooperation among or**~~ **Policy U 13.9**
Study ~~cooperation (such as shared operations) or consolidation of sewer systems owned by the~~ how the City and ~~Kitsap County Sewer District #7~~ KPUD can best coordinate and partner for services provided to the City by the Fort Ward Wastewater Treatment Plant.

~~**Policy U 11.6**~~
~~Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage,~~sewer collection and ~~construction of interties, to manage water resources and systems more efficiently, economically, and safely.~~

~~**U Action #4 Continue the investigation of the creation of an Island-wide high-speed internet service.**~~

~~**Policy U 16.10**~~
~~Conduct a study to support the creation of an Island-wide high-speed internet service.~~

~~**MEDIUM PRIORITY ACTIONS**~~

~~**U Action #5 Proactively encourage, study, and facilitate consolidation of water systems to manage water resources and systems more efficiently, economically and safely.**~~

~~**Policy U 11.7**~~

~~Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.~~

~~**Policy U 11.8**~~

~~Conduct a study of consolidation of water~~treatment systems owned by the City and ~~Kitsap Public Utility District. Pursue long-term consolidation of larger water systems~~KPUD. Develop timeframes for a joint ownership agreement of the Fort Ward Wastewater Treatment Plant.

U Action #5 – Implement the recommendations in the Stormwater System Plan.

Policy U 14.1

Follow the guidance outlined in the Stormwater System Plan when identifying problems, proposing solutions, providing a strategy for implementation and funding, and establishing design and development guidelines.

U Action #6 – Continue organizing annual, or more regular, coordination meetings between the City and Puget Sound Energy in accordance with the Memorandum of Understanding.

Policy U 15.1

Maintain regular communications with electric service provider to ensure information needed by the City to achieve the goals of this comprehensive plan is available.

CULTURAL ELEMENT

TABLE OF CONTENTS

PAGE

INTRODUCTION.....CU-1

CULTURAL ELEMENT VISION 2036.....CU-2

GOALS AND POLICIES CU-2

FINANCIAL RESOURCES.....CU-2

CULTURAL ACTIVITY AND ECONOMIC VITALITY CU-3

HISTORY AND HERITAGE CU-4

THE HUMANITIES.....CU-4

PUBLIC ART AND COMMUNITY DESIGN.....CU-5

IMPLEMENTATION.....CU-6

INTRODUCTION













Bainbridge Island is home to thriving cultural institutions, and to many artists, writers, musicians, and craftspeople, serving a local and regional public and many tourists. The forms of art and culture that we celebrate are as diverse as our population; they are embedded in our history and our economy. Although a *Cultural Element* is not required in Comprehensive Plans under the Growth Management Act, ours was added in 1998 to recognize the contributions of cultural institutions and many dedicated individuals to our quality of life.

There are specific and compelling reasons for including a Cultural Element in the Comprehensive Plan. Arts and *humanities* include visual, performing, and literary arts, museums, historical sites and landmarks, and many other cultural institutions. The arts and humanities are mechanisms for developing larger community values that are rooted in the interests of citizens such as economic vitality, quality education, and community planning and design and are unto themselves a valuable element of the Island's rich character. Support for the arts and *humanities* is an investment in the community.

The economic identity and vibrancy of Bainbridge Island is based upon its unique cultural values. These values have been historically developed and shaped by generations of Island residents. Invention, creativity, diversity and generosity of spirit and expression have led to the development of Island organizations, events, programs and individual pursuits allowing the community to flourish, enhancing its quality of life.

This Cultural Element continues to recognize that the arts and *humanities* significantly contribute to the City's identity, *sense of place*, and economy.

CULTURAL VISION ~~2036~~ 2044

Arts and *humanities* are an integral part of the community fabric. They contribute to the economic vitality, community character, livability, and quality of life of Bainbridge Island. Community members see the Island as a national destination for artistic excellence and sustainability.

The City includes funding for the arts and humanities in its biennial budget. Public art displays on City-owned property provide professional development opportunities for artists. A variety of housing alternatives are available to artists to enable them to live and work in the community.

Education programs to enhance understanding and appreciation for the history and heritage of Bainbridge Island are conducted for residents and visitors. The City's Historic Preservation program has preserved historic and cultural resources and farmland. The traditional cultures of the area, kept alive by our Suquamish neighbors and other Tribes, provide diversity and a living connection to our Island's Indigenous past. Bainbridge Island is recognized nationally as a center of artistic excellence.

GOALS & POLICIES

FINANCIAL RESOURCES

GOAL CUL-1

Support, protect and enhance the value of the arts and *humanities* as essential to education, quality of life, economic vitality, broadening of mind and as treasure in trust for our descendants.

Policy CUL 1.1
Support the coordination of marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 1.2
Provide financial support for the arts and *humanities* through the City's biennial budget process.

Policy CUL 1.3
Employ a variety of technologies to market cultural events to residents and for off-Island visitors.

Policy CUL 1.4
Maintain cooperative working relationships with the Island's cultural institutions.

Policy CUL 1.5
Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people encouraging both informal and planned gatherings and recreation.

Policy CUL 1.6
Encourage partnerships between the public, private and nonprofit sectors to engage in creative *placemaking* projects.

Policy CUL 1.7
Make creative *placemaking* a part of *subarea planning* and redevelopment projects.

Policy CUL 1.8
Provide adequate opportunities for community input in the Cultural Funding Advisory Task Force decision-making process.

Policy CUL-1.9 Prioritize civic and cultural core enhancements on and around the City's property in Winslow.

CULTURAL ACTIVITY AND ECONOMIC VITALITY

GOAL CUL-2

Preserve and promote the distinctive character, history, traditional cultures and institutions of Bainbridge Island and take advantage of the Island's cultural stature within the dynamic economy of the Puget Sound region.

Policy CUL 2.1
Promote Bainbridge Island's "Sense of Place" by supporting an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

Policy CUL 2.2
Support artistic, historic and cultural events, institutions and places for sharing the Island's unique built and natural character with residents and visitors.

Policy CUL 2.3
Cultivate partnerships among the arts and humanities, economic development and tourism sectors.

Policy CUL 2.4
Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

Policy CUL 2.5
Develop tools to increase the amount of affordable work and living space for artists.

Policy CUL 2.6
Foster a climate that enhances the Island's national reputation as a center of artistic excellence.

Policy CUL 2.7
Partner with the Suquamish Tribe and others to plan events that celebrate and promote awareness of the region's indigenous cultures.

Policy CUL 2.8
Promote future cultural amenities in *designated centers*.

HISTORY AND HERITAGE

GOAL CUL-3

Preserve places where the Island's history can be experienced, interpreted, and shared with the general public, in order to deepen an understanding of our heritage and the relationship of the past to our present and future.

Policy CUL 3.1
Promote a sense of respect and appreciation for history and heritage among Island residents by supporting organizations that provide community education programs, school curriculum and oral history programs.

Policy CUL 3.2
Support the City's Historic Preservation program to identify and preserve historic and cultural resources, including historic farms and heritage trees.

Policy CUL 3.3
Support adequate space to collect, preserve and interpret the Island's history.

Policy CUL 3.4
Protect and develop cultural and historic aspects of City-owned property.

Policy CUL 3.5
Recognize the probability of discovering new Native American cultural resources throughout the Island.

Policy CUL 3.6
Work with local tribes and others to promote knowledge and understanding of Northwest indigenous cultures, including attention to local school curricula.

Policy CUL 3.7
Protect and conserve cultural and historic sites from adverse environmental impacts, including sea level rise.

Policy CUL 3.8
Promote culturally significant and non-traditional agricultural practices and local foods throughout the community.

Policy CUL-3.9: Support the expansion and enhancement of the Bainbridge History Museum and its grounds through public and private partnerships.

THE HUMANITIES

The *Humanities* foster a spirit of community where the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.

GOAL CUL-4

Promote understanding of humanistic inquiry as a foundation for civil society, enjoyment of the arts and lifelong learning.

Policy CUL 4.1
Support community institutions such as libraries and museums which nurture creative thought and expression and exchanges of ideas between Island residents with community discussions.

Policy CUL 4.2
Foster public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.

Policy CUL 4.3
Encourage and participate in community forums and workshops on issues related to cultural diversity.

PUBLIC ART AND COMMUNITY DESIGN

GOAL CUL-5

Create a stimulating visual environment by promoting public art and providing stewardship for the City's public art portfolio.

Policy CUL 5.1
Manage the City's Public Arts Program to provide opportunities for new projects and ensure financial sustainability.

Policy CUL 5.2
Promote the inclusion of quality art in projects built by both private developers and public agencies.

Policy CUL 5.3
Include public art in appropriate City capital projects.

Policy CUL 5.4
Maintain the artistic aesthetic of Bainbridge Island through inclusion of support for inspiring public spaces.

Policy CUL 5.5
Ensure financial support of the required preservation of installed public art.

Policy CUL 5.6
Promote public art in new commercial developments.

CULTURAL IMPLEMENTATION

To implement the goals and policies of this Element, the City must take or continue a number of actions. Listed following each action are policies that support that action.

HIGH PRIORITY ACTIONS

CU Action #1 Consider work and living space for artists when modifying housing regulations or commercial use regulations.

Policy CUL 2.4
Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

CU Action #2 Take steps to protect cultural resources from the impacts of climate change.

Policy CUL 3.7
Protect and conserve cultural and historic sites from adverse environmental impacts, including sea level rise.

HUMAN SERVICES ELEMENT

NOTE: PAGE NUMBERS TO BE UPDATED AT LATER DATE

TABLE OF CONTENTS

PAGE

INTRODUCTION HS-1

HUMAN SERVICES ELEMENT VISION HS-1

GOALS AND POLICIES HS-2

FINANCIAL RESOURCES HS-2
CONTINUUM OF SERVICES HS-2
HOUSING AND HUMAN SERVICES HS-3
ECONOMIC HEALTH AND HUMAN SERVICES HS-4
PUBLIC AWARENESS AND ACCEPTANCE HS-4

HUMAN SERVICES IMPLEMENTATION HS-5

HUMAN SERVICES INTRODUCTION

Putting a "human face" on the *Comprehensive Plan* is the motivation for the Human Services Element. As a community, we plan for growth in terms of land use, roads, natural resources and infrastructure. It is important to remember the very essence of our community – the people. The Human Services Element focuses on the needs of the individuals who comprise our community. The availability of and access to human services is important to all people regardless of income, family structure, age or cultural background. The purpose of the Human Services Element is to provide policy direction for City actions supporting services relating to the human services needs of the residents of the City of Bainbridge Island.

The Human Services Element supports a delivery system that is comprehensive and flexible enough to meet the needs of the citizenry now and in the future. City support benefits from regular assessments of community needs. A Community Needs Assessment was last completed ~~commissioned~~ in 2016. Updated periodically, the needs assessment will help the City identify demographic trends and emerging problems in the community. This is used ~~and inform~~ to inform and coordinate appropriate levels of City funding.

Human services are defined as those services that assist people in meeting the essential life needs of food, clothing, shelter and access to health care. Further, human services:

- Help provide people with the tools to achieve economic, social and emotional stability to the best of their ability.
- Offer activities and services that promote healthy development of the individual, prevent problems and support positive outcomes.
- Support quality of life programs that enhance the health and well-being of the individual and the community.

HUMAN SERVICES VISION ~~2036~~ 2044

Bainbridge Island continues to support a variety of human service agencies, each with a distinct mission, responding to the basic needs of our diverse population. Cooperation and coordination among human services providers, including the taxing districts, has strengthened the delivery system and improved services.

Bainbridge Island remains a caring community that treats those in need with dignity and respect and has the means to maintain the wellbeing of all its members. No one is excluded and each individual has opportunities to contribute. Diversity (of income and other resources, of origin and life experience, of age and state of health) is a valued community characteristic. Neighborhood networks, providing help in ordinary and emergency circumstances, add specific value to a generally shared sense of place and sense of community; friendliness is the foundation for human services.

Most Islanders prefer to age in place, continuing to enjoy the community's arts and cultural activities, parks and other outdoor resources. Supporting health care providers on the Island is part of human services. The City's efforts to provide *affordable housing* that meet the needs of a multi-generational community have been successful.

GOALS & POLICIES

FINANCIAL RESOURCES

GOAL HS-1

City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.

Policy HS 1.1
Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of concern and assist human service organizations to respond to current needs.

Policy HS 1.2
Consider information from the Community Needs Assessment in the review process for funding requests for City human service funds.

Policy HS 1.3
Evaluate requests for City human service funding using a fair and transparent process that includes public participation.

Policy HS 1.4
Support increasing emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.

CONTINUUM OF SERVICES

GOAL HS-2

Support a range of human service~~s~~ programs.

Policy HS 2.1
Support programs that meet the basic needs of survival such as food, clothing, shelter and access to emergency health care.

Policy HS 2.2
Support programs that meet the critical needs of vulnerable populations, particularly those most at risk of homelessness.

Policy HS 2.3
Support preventative and early intervention programs, emphasizing programs (e.g., job training and parenting classes) that address the health, safety and well-being of vulnerable community members.

Policy HS 2.4
Support programs that provide needed services for families, e.g., child or adult day care, respite care for caregivers and mental health services.

Policy HS 2.5

Support programs designed to allow people who need assistance to remain in their homes or maintain their independence as long as possible.

Policy HS 2.6

Work with partner agencies and nonprofits to support programs that assist veterans, low-income elderly and residents with qualifying disabilities.

Policy HS 2.7

Support programs that address strengthening family relationships and healthy child development to help prevent child abuse, sexual assault, domestic violence and substance abuse.

Policy HS 2.8

Work in partnership with state, county and community agencies to prevent violence including that associated with substance abuse, mental illness and the reckless use of firearms.

Policy HS-2.9

Support adequate access to health care, especially for the elderly and other vulnerable groups.

HOUSING AND HUMAN SERVICES

GOAL HS-3

Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in *affordable housing* but also enables people at risk or in crisis situations to remain in their existing housing.

The Human Services Element complements the Housing Element, which deals primarily with the development, retention and construction of *affordable housing*.

Policy HS 3.1

Support emergency rental assistance subsidies.

Policy HS 3.2

Promote the creation of a mix of housing alternatives and services for people at different levels of independence

Policy HS 3.3

~~Consider ways to minimize~~ Reduce regulatory barriers to *special needs housing*, *transitional housing, permanent supportive housing,* and indoor *emergency shelters*.

Policy HS 3.4

Support human service programs to community members in areas at higher risk of displacement.

Policy HS 3.5

Promote specialized housing for seniors.

ECONOMIC HEALTH AND HUMAN SERVICES

GOAL HS-4

Recognize the interrelationship between economic health of the community and human services.

The Human Services Element complements the Economic Element which promotes business retention and expansion of the City's economy in the broadest sense. Human service~~s~~ organizations contribute to the community's economic well-being by supporting individuals' efforts to be productive members of the community. This support has many forms including but not limited to child care, job skills training, human health and transportation vouchers.

Policy HS 4.1
The City shall serve as a model employer and an example to the larger community in addressing its employees' human service needs.

Policy HS 4.2
Encourage local business organizations to create jobs that reflect good business practices (e.g., job training, employee benefits, family wages).

Policy HS 4.3
Encourage businesses that actively support human services for workers and their families (e.g., provide on-site child care, transportation subsidies, flexible work hours, and options for remote work).

Policy HS 4.4
Promote access to jobs, especially for lower-income people, youth workers and people with disabilities, when involved with planning local and regional transportation systems.

PUBLIC AWARENESS AND ACCEPTANCE

GOAL HS-5

Increase public awareness of the range and importance of human services available to the citizens of Bainbridge Island.

Policy HS 5.1
Support efforts to publicize the findings of the *Community Needs Assessment* and stimulate public discussion on the basic human needs and the services that are available, or could be developed, in response to them.

Policy HS 5.2
Periodically update the *Community Needs Assessment.*

HUMAN SERVICES IMPLEMENTATION

To implement the goals and policies of this Element, the City must take or continue a number of actions. Listed following each action are policies that support that action.

HIGH PRIORITY ACTIONS

HS Action #1 The City Council shall consider human service funding through the biennial budget process.

GOAL HS-1 FINANCIAL RESOURCES

City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.

Policy HS 1.4

Support increasing emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.

HS Action #2 ~~Periodically update the Community Needs Assessment. Use the results to i~~Inform ~~City~~ funding decisions and promote community discussion about human service needs to increase empathy and understanding.

Policy HS 1.1

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of concern and assist human service organizations to respond to current needs.

Policy HS 1.2~~3~~

Evaluate requests for City human service funding using a fair and transparent process that includes public participation.

Policy HS 5.1

Support efforts to publicize the findings of the *Community Needs Assessment* and stimulate public discussion on the basic human needs and the services that are available, or could be developed, in response to them. Advertise services available to the public.

MEDIUM PRIORITY ACTIONS

HS Action #3 Amend the City's development code and create public/private partnerships to increase the diversity of housing types and supply of affordable housing.

NOTE: Same Action in Housing Element.

GOAL HS-3 HOUSING AND HUMAN SERVICES

Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in affordable housing, but also enables people at risk or in crisis situations to remain in their existing housing.

Policy HS 3.2
Promote the creation of a mix of housing alternatives and services for people at different levels of independence

Policy HS 3.3
~~Consider ways to minimize~~ Reduce regulatory barriers to *special needs housing*, *transitional housing, permanent supportive housing,* and indoor *emergency shelters*.

Policy HS 3.4
Support human service programs to community members in areas at higher risk of displacement.

Policy HS 3.5
Promote specialized housing for seniors.

HS Action #4 ~~**Adopt and maintain an Economic Development Strategy to c**~~**Coordinate public and private efforts to grow and sustain a healthy economy on the Island.**
NOTE: Same Action in Economic Element.

Policy HS 4.2
Encourage local business organizations to create jobs that reflect good business practices (e.g., job training, employee benefits, family wages).

Policy HS 4.4
Promote access to jobs, especially for lower-income people, youth workers and people with disabilities, when involved with planning local and regional transportation systems.

HS Action #5 Support existing and potential health care providers to ensure health care services are available on Bainbridge Island.

Policy HS-2.9
Support adequate access to health care, especially for the elderly and other vulnerable groups.

GLOSSARY

Accessory Dwelling Unit: Separate living quarters contained within or detached from a single-family residence on a single lot.

Adaptive management: A structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In this way, decision making simultaneously meets one or more resource management objectives and accrues information needed to improve future management.

Affordable Housing:
Affordable Housing is housing affordable to all economic segments of the population of this state. This is a goal of the state Growth Management Act. RCW 36.70A.020(4). When residential housing for rental or private individual ownership is occupied by low-income households, it is considered affordable if it requires payment of monthly housing costs, including utilities other than telephone, of no more than thirty percent of the family's income. WAC 365-200-030(1).

Agriculture: NOTE DEFINITION FROM BIMC 18.36.030

Agriculture, Crop means all forms of crop-related activities, such as growing crops and processing island-grown crops as part of a farm. Examples include grain and vegetable farms, horticulture, greenhouses, orchards, and tree nurseries. Crop agriculture does not include accessory major or minor agricultural retail or accessory agricultural tourism. Incidental vegetable gardening and landscaping are accessory uses to residential land use and are not defined as agriculture.

Agriculture, Animal means all forms of activities involving the breeding, care, and/or sheltering of large or small livestock or poultry for sale or use, or for the sale or use of their products or by-products, and/or the processing of those products or by-products as part of a farm. Animal agriculture does not include a commercial feedlot. For purposes of this definition, a commercial feedlot is a primary use of land in which more than 20 large livestock or more than 40 small livestock (a) are regularly confined for more than 12 hours each day, on average, in an enclosed structure or an area that is not normally used as a grazing area or for growing crops, and (b) are generally fed within that structure or area by mechanical means or by hand (rather than by grazing) for purposes of fattening for sale or slaughter. Occasional confinement of large or small livestock for more than 12 hours each day or periodic hand or mechanical feeding during bad weather does not establish a commercial feedlot. Incidental keeping of common pets is an accessory use to residential land use and is not defined as animal agriculture.

Aquatic Resources: Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

Aquifer: A body of soil or rock that contains sufficient saturated material to conduct groundwater and yield usable quantities of groundwater to springs and wells.

Aquifer Conservation Zoning Regulations: Land use controls designed to protect the functions and values of Bainbridge Island's aquifers. These regulations may include one or more aquifer conservation zones as defined in RCW 36.70A.550, special protection areas as authorized in

WAC 173-200-090, the City's critical area regulations, the use regulations and standards of the City's Shoreline Master Program, the well-head protection requirements of Class A and B water systems, and the requirements or best management practices of future City enactments such as low impact development regulations or the standards and best management practices required by a Groundwater Management Plan.

Aquifer Recharge Area: The geological formations in which an aquifer is replenished by the downward percolation of water. Critical recharging areas have the potential to affect potable water where an essential source of drinking water is vulnerable to contamination.

Arterial: A major thoroughfare used mainly for through traffic rather than access to nearby property. Arterials generally have greater traffic carrying capacity than collector or local streets and are designed for continuously moving traffic.

Assisted Housing: Multifamily rental housing that receives governmental assistance and is subject to use restrictions

Average Daily Traffic (ADT): The average number of vehicles passing a point during a 24-hour period.

Base Density: The maximum number of units within an area that can be built under the existing zoning without the use of Transferable Development Rights (TDRs) or a density bonus.

Best Available Science: Current scientific information used in the process to designate, protect, or restore critical areas that is derived from a valid scientific process.

Bicycle Access: An improvement designed to facilitate the use of bicycles, including bicycle trails, bicycle lanes and pedestrian/bicycle trails or pathways.

Bicycle Lane: This facility provides a separate lane for bicycle use. It is a clearly marked lane of travel on the side of a street or roadway, separated from the automobile by painted strips, curbs or buttons.

Bond and Levy Financing: Local governments can raise revenues by selling tax-exempt municipal bonds or by increasing property taxes through property tax levies. Bonds require a 60 percent voter approval; levies require a simple majority. The City can issue a limited amount of debt without voter approval. This is called limited general obligation or councilmanic debt. Voter approved bonds are retired with property tax revenues.

Capital Facilities Plan: A collection of planning and budget policies and documents working in concert to ensure capital projects are identified and prioritized in a manner that meets the needs of a growing population and promotes a safe and healthy community.

Capital Facility: A structure, improvement, piece of equipment or other major asset, including land that has a useful life of at least 10 years. Capital facilities are provided by, and for public purposes and services. For the purposes of the *Capital Facilities Element*, capital facilities are government offices and facilities; fire and emergency medical services, parks, sewer, water, and storm water utilities, library, and schools.

Capital Improvement: A project to create, expand, or modify a capital facility. The project may include design, permitting, environmental analysis, land acquisition, construction, landscaping,

site improvements, initial furnishings and equipment. The project cost must exceed $25,000 and have a useful life of at least 5 years.

Capital Improvement Program (CIP): A six-year plan for future capital expenditures that identifies capital projects packaging, timelines, and funding. The CIP is updated and adopted annually or biennially, along with the City's operating budget.

Carbon sequestration: A term used to describe both natural and deliberate processes by which CO_2 is either removed from the atmosphere or diverted from emission sources and stored in the ocean, terrestrial environments (vegetation, soils, and sediment), and geologic formations.

Carrying Capacity: The level of land use or human activity that can be permanently accommodated without an irreversible change in the quality of air, water, land, or plant and animal habitats. In human settlements, this term also refers to the upper limits beyond which the quality of life, community character, or human health, welfare, and safety will be impaired.

Climate resilience: The capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it by climate change.

Climate Change: Changes in average weather conditions that persist over multiple decades or longer. Climate change encompasses both increases and decreases in temperature, as well as shifts in precipitation, changing risk of certain types of severe weather events, and changes to other features of the climate system. (See www.climate.gov)

Cluster Development: A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, and preservation of environmentally sensitive areas. Cluster development allows the reduction of lot sizes below the zoning ordinance's minimum requirements if the remaining land is preserved as permanent open space.

Co-housing: a type of residential community characterized by either attached or detached single-family dwelling units which may or may not be located on separate lots, and includes a common building, which may contain a large dining room, kitchen, lounges, meeting rooms, recreation and laundry facilities, storage, guest rooms, library, workshops, and/or childcare, to serve only the co-housing community.

Collector: Roads that collect traffic from local access streets and convey it onto the arterial system.

Commercial Use: An occupation, employment or other enterprise that provides goods or services for compensation.

Community Development Block Grant (CDBG) Program: A federal funding program which provides annual funding for eligible local governments for housing and community development programs targeted primarily to low-income persons and neighborhoods.

Community Land Trust (CLT): A model of homeownership where a developer (usually an affordable housing agency or nonprofit) sells a home to an income-qualified resident, but retains ownership of the land. The homeowner earns equity in the home, but not the land.

Commute Trip Reduction (CTR): Washington State legislation passed in 1992 requiring specified large employers in certain counties to reduce vehicle occupancy according to a specified time frame.

Comprehensive Plan: A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter (RCW 36.70A).

Concurrency Requirement: A program to ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. (Under the GMA, only transportation facilities and services must satisfy the concurrency requirement.)

Conservation Area: The portion of Bainbridge Island that lies outside of the *designated centers*. *See* **Figure LU-3** – Island-wide Land Use Concept.

Conservation Easement: A legal agreement that the property owner enters into to restrict uses of the land for purposes of natural resources or open space conservation. The easement is recorded on a property deed, runs with the land, and is legally binding on all present and future owners of the property.

Conservation Villages: A development form that concentrates housing on a relatively small portion of the total site, with the larger portion of the site left untouched as dedicated conservation easement. The housing may take the form of common wall structures and/or detached units placed close by one another, situated to minimize the cost of running roads and serving utilities and maximizing the retention of scenic views, open space, natural contours, and vegetation. The techniques used to concentrate buildings may include reduction in lot sizes, building setback and/or bulk requirements. An increase in density may be considered only if appropriate limitations are placed on building footprint, bulk, shape, location, orientation, or other site or building design details.

Context Sensitive Design: Site, landscaping, architectural, or engineering design that is compatible with a development's setting, the contours of the land and natural systems on-site and immediately off-site, and that is compatible with the character, location and configuration of improvements and uses on adjacent properties.

Contract Rezone District: A Contract Zoning District is a distinct area for which a special zoning designation is developed which reflects uses and/or conditions that are unique to that area, and which would affect future development of the land.

Cottage Housing: A grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. Cottage units typically have a shared common area and coordinated design and may allow densities that are somewhat higher than typical in single-family neighborhoods. Cottage housing offers a degree of privacy and some of the benefits of single-family housing combined with the lower cost and maintenance of attached housing. The clustered arrangement can contribute to a sense of community.

Cottage Industry: An activity undertaken for gain or profit and carried on in a dwelling or building accessory to the dwelling. See Home Occupation.

Countywide Planning Policies: A series of policies intended to guide the development of city and county comprehensive plans, including, but not limited to, the allocation of population and employment targets to cities. The GMA gives counties the authority to adopt County-wide Planning Policies.

Craft Food and Beverage: Small-scale, locally-produced food and beverage products.

Critical Areas: Aquifer recharge areas, fish and wildlife habitats, frequently flooded areas, geologically hazardous areas, wetlands and streams.

Critical Habitat: Identified by Washington State Department of Wildlife, Ecology and Fisheries or other source recognized by the City as habitat necessary for survival of endangered, threatened, rare, sensitive, monitor species or identified by Bainbridge Island as species of local significance.

Density: The number of dwelling units allowed in a lot area.

Density Bonus: Additional density provided to a developer to achieve certain policy objectives, such as the construction of affordable housing units. (The developer is allowed to build a certain amount {a percentage} above the base density in exchange for the provision of a certain number of affordable units.)

Designated Centers: Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Rolling Bay, Day Road and Sportsman Triangle. See Fig. LU-3 Land Use Concept.

Development Regulation: The controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances together with any amendments thereto.

Development Standards: Requirements or standards imposed on development by regulation or ordinance under land use and environmental planning legislation.

Dwelling Unit: A building or portion of a building that provides independent living facilities with provision for sleeping, eating and sanitation. The existence of a food preparation area within a room or rooms is evidence of the existence of a dwelling unit.

Economic capital:

Financial capital is any economic resource measured in terms of money used by entrepreneurs and businesses to buy what they need to make their products or to provide their services to the sector of the economy upon which their operation is based, i.e., retail, corporate, investment banking, etc.

Natural capital consists of indispensable resources and benefits, essential for human survival and economic activity, provided by the ecosystem. Natural capital is commonly divided into (1) renewable resources (agricultural crops, vegetation, wildlife) and (2) non-renewable resources (fossil fuels and mineral deposits.)

Social capital is a form of economic capital in which social networks are central, transactions are marked by reciprocity, trust and cooperation, and market agents produce goods and services not only for themselves, but for a common good. The term generally refers to (1) resources, and the value of those resources, both tangible (public spaces, private property) and the intangible (people), (2) the relationships among these resources, and (3) the impact that these relationships have on the resources in each relationship, and on larger groups.

Endangered Species: A species or subspecies of bird, mammal, fish, amphibian, reptile or invertebrate for which the prospects of survival and reproduction are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition or disease.

Environmentally Sensitive Areas or ESAs: Critical areas and their protective buffers and natural resource lands.

Erosion Hazard Area: A landform or soil type subject to being worn away by the action of water, wind, freeze-thaw or ice and classified in accordance with the U.S.D.A. Soil Conservation Service, U.S. Geological Survey or Department of Ecology Coastal Zone Atlas.

Essential Public Facility: Any facility meeting the definition of Essential Public Facility set forth in RCW 36.70A.200(1), now or as hereafter amended, any facility identified on the statewide list maintained by the Office of Financial Management.

Fair Share Housing: A quantification of each jurisdiction's "share" of middle and low-income housing needs in a region or county, and a plan for how each jurisdiction will satisfy its obligation to provide for its share of the need.

Farm: Land primarily used for agriculture.

Fish and Wildlife Habitat: A seasonal range or habitat element with which a given species has a primary association, and which, if altered, may reduce the likelihood that the species will maintain and reproduce over the long-term. These include areas of relative density or species richness, breeding habitat, winter range, and movement corridors. These also include habitats of limited availability or high vulnerability to alteration, such as cliffs, streams and wetlands.

Flexible Lot Design Subdivision Process: This process permits development flexibility that will encourage a more creative approach than lot-by-lot development, including lot design, placement of buildings, use of open spaces and circulation, and best addresses the site characteristics of geography, topography, size or shape. This method permits clustering of lots, with a variety of lot sizes, to provide open space and protect the Island's natural systems. The criteria for the layout and design of lots, including a minimum percentage of open space and a minimum lot size for each zone, are set out in the zoning ordinance.

Forest Land: Land used for growing trees, not including Christmas trees, for commercial purposes (as shown by record of income) that has long-term commercial significance; or unharvested forest land preserved in open space for the environmental benefits and maintenance of rural character.

Frequently Flooded Areas: Lands subject to a one percent or greater chance of flooding in any given year. These areas include, but are not limited to, floodplains adjacent to streams, lakes, coastal areas, and wetlands.

Functional Classification: A technique for assigning categories to transportation facilities based on a facility's role in the overall transportation system.

Functional Plan: Detailed assessments of existing conditions, current and future facility needs, service targets, and projected funding. Such plans adopted by City Council are incorporated by reference into the Comprehensive Plan's Capital Facilities Element. Other local jurisdictions, such as the Bainbridge Island School District, Bainbridge Island Fire District, and Bainbridge Park District also prepare functional plans.

General Obligation Debt: Local governments can raise revenues by selling tax-exempt municipal bonds and incurring debt. General obligation debt carries an unconditional promise by the local government to levy the taxes necessary to make the interest and principal payments required to retire the debt. General obligation debt is distinguished from limited obligation debt (also known as councilmanic bonds), which does not require a vote of the people and is paid from general operating revenues.

Geologically Hazardous Areas: Areas susceptible to erosion, sliding or other geological events which pose a threat to the health and safety of citizens when used as sites for incompatible commercial, residential or industrial development. Geologically hazardous areas include erosion hazard areas, landslide hazard areas, slopes and seismic hazard areas.

Goal: An expression of a general, ultimate ideal to be sought. It reflects basic community values and establishes the basis for formulating policies.

Green Building: A structure and use process that is environmentally responsible and resource efficient throughout a building's life cycle: from siting to design, construction, operation, maintenance, renovation, and demolition. Green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by efficiently using energy, water, and other resources; protecting occupant health and improving employee productivity; and reducing waste, pollution, and environmental degradation.

Greenhouse Gas (GHG): A gas in the atmosphere that absorbs and emits radiation within the thermal infrared range and affects the temperature of the earth. Primary greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.

Green infrastructure: Natural vegetation, landscape design, and engineered techniques that retain, absorb, and often cleanse stormwater runoff. By including such features throughout a community, stormwater and other runoff from wet weather or spring thaws is retained, absorbed, and often naturally filtered. Green infrastructure prevents or reduces the amount of runoff flowing directly into storm drains where it can overwhelm the sewer system and contaminate local waterways.

Groundwater: Subsurface or underground water resource.

Growth Management Act (GMA): A Washington State law requiring urban counties and their cities to adopt comprehensive plans and to adopt development regulations and capital budgets to implement comprehensive plans.

Guiding Principle: A high-rank order value guiding growth, development, and conservation of resources in the community. Guiding principles are derived from and provide extension of the

aspirations and values described in the Vision Statement. Guiding Principles provide policy direction to the Goals and Policies of the Elements in the Comprehensive Plan.

High Occupancy Vehicle (HOV): Public transportation vehicles and private vehicles carrying no less than a specified number of passengers (usually set at 2 or 3).

High Occupancy Vehicle Improvement: Facilities or priority treatments, such as preferential signalization or queue bypasses, designed to encourage HOV usage.

High Occupancy Vehicle Lane (HOV Lane): A lane of traffic designated for use by public transit vehicles and high occupancy private vehicles.

Historic Preservation: Includes the protection, rehabilitation, restoration, identification, scientific excavation, and reconstruction of districts, sites, buildings, structures and objects significant in American and Washington state history, architecture, archaeology, or culture. (RCW 27.26.901)

Home Occupation: An activity for gainful employment involving the manufacture, provision, or sale of goods and/or services as an accessory use. The home occupation is carried on in the dwelling unit or building accessory to the dwelling unit.

Homeless: Persons whose primary nighttime residence is 1) a public or private place not designed for, or ordinarily used for, sleeping accommodations for human beings, or 2) a residence which is a publicly or privately operated shelter designed to provide temporary living accommodations.

Household: One or more related or unrelated persons occupying a housing unit.

Housing and Urban Development, Department of (HUD): The federal Department of Housing and Urban Development that administers most federally-sponsored housing and community development programs.

Housing Types: This term refers to the physical form, configuration or scale of housing, as opposed to an ownership pattern (i.e., rental vs. owned). The list below groups housing types into three categories: detached, common wall, or stacked.

- **Detached housing**, includes one and two-story houses, ramblers, split-levels, cottages, cabins, accessory dwelling units, mobile homes, and carriage houses (unit over a garage);
- **Common wall housing**, includes duplexes, zero lot line homes, row houses and townhouses; and
- **Stacked housing**, includes two or three story garden apartments and mid-rise, mixed-use structures with commercial ground floor uses and two or more stories of residences above.

Humanities: The term humanities encompasses those modes of inquiry, which are also academic disciplines, “including but not limited to the study of languages, literature, history, philosophy, comparative religion, and ethics.” Source: National Endowment for the Humanities.

Impact Fees: Charges levied by the City against a new development for its pro-rata share of the capital costs of facilities necessitated by the development. The Growth Management Act authorizes the imposition of impact fees on new development and sets the conditions under which they may be imposed.

Impervious Surface: Any material that substantially reduces or prevents the infiltration of water into previously undeveloped land. It includes surfaces such as compacted sand, limerock, or clay, as well as most conventionally surfaced streets, roofs, sidewalks, parking lots, and other similar surfaces or structures.

Income-qualified: A description for a renter or owner of designated affordable housing unit, meaning that the entity managing the affordability has verified the potential resident's income to fall within the income ranges defined under "Affordable housing".

Infill Development: Development usually consisting of either 1) construction on one or more lots in an area already developed or 2) new construction between two existing structures.

Infrastructure: A term connoting the physical underpinnings of the built environment including, but not limited to, roads, bridges, transit, waste system, public buildings, and communications networks.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA): Legislative initiative by the U.S. Congress restructuring funding for highway and transit programs. ISTEA authorized increased levels of highway and transportation funding and an enlarged role for regional planning commissions/MPOs in funding decisions. The Act also requires comprehensive regional long-range transportation plans extending to the horizon year of 2015.

Island Character: For purposes of the Bainbridge Island Comprehensive Plan the term is used to describe the special character of the Island - winding, narrow and vegetated roadways and forested areas, meadows, farms, and which contain much of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife habitat.

Kitsap Regional Coordinating Council (KRCC), formerly known as Kitsap Regional Planning Council (KRPC): A Council formed in 1990 by agreement between Kitsap County and the cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo. The purposes of the council are 1) to provide a forum for cooperative decision making by the region's elected officials in order to bring about a continuous and comprehensive planning process, 2) to foster cooperation and mediate differences among governments throughout the region and 3) to maintain an ongoing planning program and coordinate actions to make the best use of the region's resources and overcome problems of waste and pollution. In 1991, the Port Gamble S'Klallam Tribe and the Suquamish Tribe became members.

Land Use: A term used to indicate the utilization of any piece of land. It is the way in which land is being used or may be used.

Land Owner Compacts: Adjacent property owners collectively, aggregate and develop their properties under a unified development plan.

Landslide Hazard Areas: Areas that are potentially subject to risk of mass movement due to a combination of factors, including historic failures, geologic, topographic and hydrologic features as identified in the Department of Ecology Coastal Zone Atlas.

Latecomer Agreement: Also referred to as recovery contracts or reimbursement agreements, a latecomer agreement allows a property owner who has installed street or utility improvements to recover a portion of the costs of those improvements from other property owners who later develop property in the vicinity and use the improvements.

Level of Service (LOS): A rating of how well some unit of transportation supply or other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and sewer, park facilities) serves its current or projected demand.

LIHPRHA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRHA, is designed to preserve existing assisted housing for permanent low-income use. It provides incentives for current owners of assisted-housing projects to retain ownership for low-income use or to sell them to new owners who will agree to maintain the housing for low-income occupants for the remainder of its useful life.

Livable Neighborhood: Livable neighborhoods are places that are affordable to diverse populations with a mix of housing types. They are designed with pedestrians and non-motorized transportation in mind, where children can play safely outdoors, and where public spaces exist for recreation and for neighbors to gather and socialize.

Local Extirpation: The elimination of self-sustaining residential populations from the entire Island and its waters, or elimination of habitat sufficient to sustain use of the Island's lands and waters by transitory or migratory populations.

Low Impact Development (LID): A stormwater management strategy that emphasizes conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic patterns in residential, commercial, and industrial settings. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surfaces to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Practices that adhere to these LID principles include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting (rain barrels and cisterns) and permeable pavements.

Manufactured Housing: A broad term including mobile homes, modular homes and other "factory built" housing. The main distinction is that manufactured housing is created in one or more parts in a factory and is designed and constructed for transportation to a site for installation on a permanent foundation and occupancy when connected to required utilities.

Master Plan: A tool to implement the Comprehensive Plan that details land use and circulation plans for a particular area or particular site using the goals and policies contained in the adopted Comprehensive Plan.

Micro Unit: A small studio apartment; micro unit could include a fully functioning and accessibility compliant kitchen and bathroom or rely upon communal kitchen or bathroom facilities.

Mineral Resource Lands: Land which is primarily devoted to the extraction of gravel, sand, or valuable metallic substances.

Mixed Use Development: The presence of more than one category of use in a structure, for example, a mixture of residential units and office or retail uses in the same building.

Mode Split: The statistical breakdown of travel by alternate modes, usually expressed as a percentage of travel by auto, transit, etc. Mode split is frequently used to describe the percentage of people using private automobiles versus bus transit or other modes.

Multifamily: A structure or portion of a structure containing two or more dwelling units.

Multi-modal Transportation System: A system in which there is accessibility by a variety of travel modes, typically: pedestrian, bicycle, transit and automobile (Single Occupancy Vehicle and High Occupancy Vehicle - carpool/vanpool) and may include water and air transport as well.

Native Vegetation: Plant species that are indigenous to the Puget Sound region.

Natural Resource Lands: Agricultural, forest and mineral resource lands as defined in this Plan.

Neighborhood: A small, predominantly residential area of the Island in which the residents share a common identity which may focus around an elementary school, park, community business center or similar feature.

Neonicotinoid: a class of neuro-active insecticides chemically similar to nicotine. Studies have linked Neonicotinoid use to adverse ecological effects, including honey-bee colony collapse and loss of birds due to a reduction in insect populations.

Non-point Source Pollution: Pollution that enters water from dispersed and uncontrolled sources (such as surface runoff) rather than through pipes.

Open Space: Any area of land that provides physical or visual relief from the developed environment. Open space may be essentially unimproved and set aside, designated or reserved for public use or enjoyment, or for the private use and enjoyment of adjacent property owners. Open space may also consist of undeveloped areas, such as pastures, woodlands, greenbelts, wetlands, pedestrian corridors and other natural areas that provide visual relief from developed areas.

Preservation of open space would 1) conserve and enhance natural or scenic resources, 2) protect streams or water supply, 3) promote conservation of soils, wetlands, beaches or tidal marshes, 4) enhance the value to the public of abutting or neighboring parks, forests, wild preserves, nature reservations or sanctuaries or other open space, 5) enhance recreation opportunities, 6) preserve historic sites, or 7) preserve visual quality along highway, road and street corridors or scenic vistas.

Open Space Plan: an adopted map that identifies those portions of Bainbridge Island which have the attributes and values of open space and which are candidate areas for protection and/or acquisition through nonprofit organization, city programs or regulations.

Overlay District: A set of zoning requirements that are described in the ordinance text, are mapped, and subsequently imposed in addition to those of the underlying zone. Development within an overlay zone must conform to the requirements of both zones.

Park-and-Ride: A system in which commuters drive to a common location, park their vehicles, and continue travel to their final destination via public transit or carpooling/vanpooling.

Peak Hour: The hour during which the maximum amount of travel takes place.

Peak Period: The period during which the maximum amount of travel occurs. Usually about 7 to 9 a.m. and 4 to 6 p.m.

Pedestrian-orientation: An area where the location and access to buildings, types of uses permitted on the street level and storefront design are based on the needs of the walking customers and residents. Reduces auto dependence and encourages the use of public transportation.

Peninsula Regional Transportation Planning Organization (PRTPO): The Regional Transportation Planning Organization for Kitsap, Mason, Clallam, and Jefferson Counties. The PRTPO serves as a mechanism for coordinating transportation planning in and among those counties and as a conduit for federal and state transportation funds.

Performance Standards: Regulations that establish standards of performance that are required of any use permitted in a given zoning district. For example, control over the type of a particular development in a particular zone may be accomplished by the establishment of standards which impose maximum levels of smoke, dust, noise, glare, traffic generation or other development impacts which must not be exceeded.

Permeability: The rate at which water moves through undisturbed soil. It depends largely on the texture, structure, porosity and density of the soil.

Placemaking: With community-based participation at its center, placemaking is a design process that capitalizes on a local community's assets, inspiration, and potential, and results in the creation of quality public spaces that contribute to people's health, happiness, and well being. Source: the Center for Public Spaces.

Policy: An agreed course of action adopted and pursued by decision makers for achieving one or several goals and objectives and which are used to guide the formulation of regulations and programs.

Precautionary principle: An approach to risk management, stating that if an activity carries a threat of causing serious harm to the public or to the environment, the burden of proof that it should not be limited or prohibited falls on proponents of the activity.

Primary Treatment: A wastewater treatment method that uses settling, skimming and usually chlorination to remove solids, floating materials and pathogens from wastewater.

Public Facilities: Use of land that includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

Public Sewer System: Any system which is owned or operated by the City, political subdivision of the state, or other approved ownership consistent of a collection system and necessary trunks, pumping facilities and a means of final treatment and disposal and under permit from the Department of Ecology.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.
Public Water System: Any system or water supply intended or used for human consumption or other domestic uses where water is furnished to two or more hookups.

Puget Sound Council of Governments (PSCOG): Predecessor to the Puget Sound Regional Council. PSCOG is the former area-wide metropolitan planning organization (MPO) responsible for regional planning in the Puget Sound area. (See Puget Sound Regional Council.)

Puget Sound Regional Council (PSRC): Current metropolitan planning organization (MPO) for the Puget Sound region, including Snohomish, King, Pierce, and Kitsap Counties. The PSRC coordinates transportation planning in those four counties and allocates federal and state transportation funds. The PSRC is also responsible for coordinating transportation planning with air quality emissions requirements.

Pump Station: A facility housing the equipment to pump water from or to a destination to counter gravitational forces. Pumping facilities are also employed to increase the pressure of the water as it travels through the system.

Pumping Station: Used to convey sanitary, wastewater to locations that cannot be reached in a normal downhill gravity collection system.

Purchase of Development Rights (PDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to a public entity or non-commercial entity, such as a land trust. In exchange, the seller of the PDR would extinguish the development right on the "sending area" by means of an easement.

Queue Bypass: Route designed to provide a path for transit around traffic queues (or waiting lines), allowing transit to move to the head of traffic flow.

Recharge: The process involved in the absorption and addition of water from the unsaturated zone to groundwater.

Residential Use: Any land use that provides for living space. Examples include single family residence, multi-family residence, special residence mobile home park, boarding house, caretaker's quarters, accessory dwelling.

Right-of-way: Land in which the state, county, city or other governmental entity owns the fee simple title or has an easement dedicated or required for a transportation or utility use. The right-of-way is the right to pass over the property of another. It refers to a strip of land legally established for the use of pedestrians, vehicles or utilities.

Runoff: That portion of precipitation that flows over land surface and enters the storm drainage system during and immediately following a storm. The rapidity of runoff and the amount of

water removed are affected by slope, texture (that is the structure and porosity of the soil surface) vegetation and prevailing climate.

Sanitary Sewer: A facility that carries waterborne wastes of household, industrial and commercial users from the point of origin to treatment plant(s) for treatment and disposal.

Secondary Arterial: Roads that link activity centers and convey traffic onto major arterials. Secondary arterials provide both mobility and access.

Secondary Treatment: A wastewater treatment method that usually involves the addition of biological treatment to the settling, skimming and disinfection provided by primary treatment.
Seismic Hazard Areas: Includes areas subject to severe risk of damage as a result of seismic induced ground shaking, slope failure, settlement, slope failure, soil liquefaction or surface faulting. Ground shaking is a primary risk, followed by some unstable slopes causing damage below them. The muck soils of the Island pose a specific risk of settlement and soil liquefaction. These conditions occur in areas where muck soils and other organic deposits are unsuitable for foundations, generally underlain by cohesion-less soils or poorly consolidated sediments usually in association with a shallow groundwater table.

Senior Housing: Housing specifically designed and operated to assist elderly persons (as defined in the State or Federal program); or intended for, and solely occupied by persons 62 years of age or older.

Sense of place: A geographic location with a strong identity, historical meaning or visual character that is deeply felt by local inhabitants and by many visitors. It may apply across any scales, from a small, intimate space (e.g., an historic building or a small park), to a unique neighborhood (e.g., Seattle's Pioneer Square or Portland's Pearl District) or to an entire city (e.g., New Orleans or San Francisco).

Shoreline Management Act: The Shoreline Management Act of 1971, Chapter 90.58 RCW, as amended.

Shoreline Master Program: Bainbridge Island's policy and use regulations adopted under the authority of and subject to the requirements of the Shoreline Management Act and its implementing administrative guidelines.

Shall: The use of the terms "shall" and "should," determines the level of discretion the City can exercise in making future land use policy, budget, and development regulation decisions. "Shall" means that it is mandatory for the City to carry out the policy, even if a timeframe is not included. The use of "shall" in a policy statement does not convert it into a regulation.

Should: Signifies a slightly less rigid directive than "shall" to be honored in the absence of compelling considerations that require another course of action.

Single Occupant Vehicle (SOV): A vehicle carrying only the driver and no passengers.

Slope: An inclined ground surface, the inclination of which is expressed as a ratio (percentage) of vertical distance to horizontal distance.

Sole Source Aquifer: A sole source aquifer is an underground water supply designated by EPA as the sole or principal source of drinking water for an area. The system EPA designated encompasses the entire Bainbridge Island area and is made up of six principal aquifers. One hundred percent of the current population on Bainbridge Island obtains their drinking water from the designated aquifer. There are no other sources of drinking water nearby that would be economically feasible to supply all residents in the area.

Special Needs Populations: Individuals or families who require supportive social services in order to live independently or semi-independently.

Storm Drain: A system of gutters, pipes or ditches used to carry storm water from surrounding lands to streams, lakes or Puget Sound.

Storm Water: Water that is generated by rainfall and is often routed into drainage systems in order to prevent flooding.

Stream: Surface waters, which flow into or become connected with other surface waters generally at least once per year. Streams are classified in accordance with classification system established by the Washington State Department of Natural Resources, as modified by Bainbridge Island.

Subarea Plan: An optional comprehensive plan feature authorized by the Growth Management Act. Subarea plans provide detailed land use policies for a geographic subset of a city.

Subdivision: The division or redivision of land into five or more lots, tracts, parcels, sites or divisions for the purpose of sale, lease or transfer of ownership.

Substandard Housing: A dwelling unit that does not meet the criteria for an acceptable standard of living, through lack of maintenance, age of unit, neglect, lack of plumbing facilities, kitchen facilities, or crowded conditions.

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainable Community: A community with the ability to meet the needs of the present without compromising the ability of future generations to meet their own needs.

Tiny House or Home: A small dwelling, with a kitchen and bathroom, possibly mounted on wheels.

Transfer of Development Rights Program (TDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to the developer of a TDR "receiving area" who is allowed to add the capacity to the zoned capacity of the site. In exchange, the seller of the TDR would extinguish the development right on the "sending area" by means of an easement.

Transit: Refers to a multiple-occupant vehicle operated on a for-hire, shared-ride basis, including bus, ferry, taxi, shuttle bus, carpool, or vanpool.

Transportation Demand Management (TDM): Policies and programs to motivate people to use public transportation, such as bus pass subsidies, flex-time programs, and limiting free parking.

Transportation System Management (TSM): An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.

Threatened Species: Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Trip: A one-way movement of a person or vehicle between two points for a specific purpose, sometimes called a one-way trip to distinguish it from a round trip.

Trip Assignment: The process of determining route or routes of travel and allocating the zone-to-zone trips to these routes.

Trip Distribution: The process by which the movement of trips between zones is estimated. The data for each distribution may be measured or be estimated by a growth factor process or by synthetic model.

Undeveloped Rights-Of-Way: Any undeveloped portion of a right-of-way legally established for the use of pedestrians, vehicles or utilities.

Universal Design: The designing of products and environments to be usable by all people, to the greatest extent possible, regardless of age, size, or abilities.

Upzoning: A change in the zoning classification of land to a classification allowing more intensive development, such as a change from single-family to multifamily or from residential to commercial.

Vehicle Miles Traveled (VMT): A measurement of forecasting travel demand; equivalent to one car, bus or truck traveling one mile. VMT is the sum of an individual's vehicle trip lengths - in miles - made over a set period, divided by the number of affected individuals driving that period within the household, study area, zone or facility.

Vision: A Vision is a narrative description of a preferred future, describing desired long-term qualities and characteristics of the community 20 or more years in the future.

Vision 2040: Vision 2040 constitutes the multi-county planning policies for the region consisting of King, Pierce, Snohomish and Kitsap counties and the cities within those counties.

Watercourse: The areas to which surface and subsurface waters naturally flow and which form a continuous channel through which water descends to natural outlets. A watercourse includes: a permanent stream; intermittent stream; river, brook, creek, channel or ditch for water, whether natural or man-made.

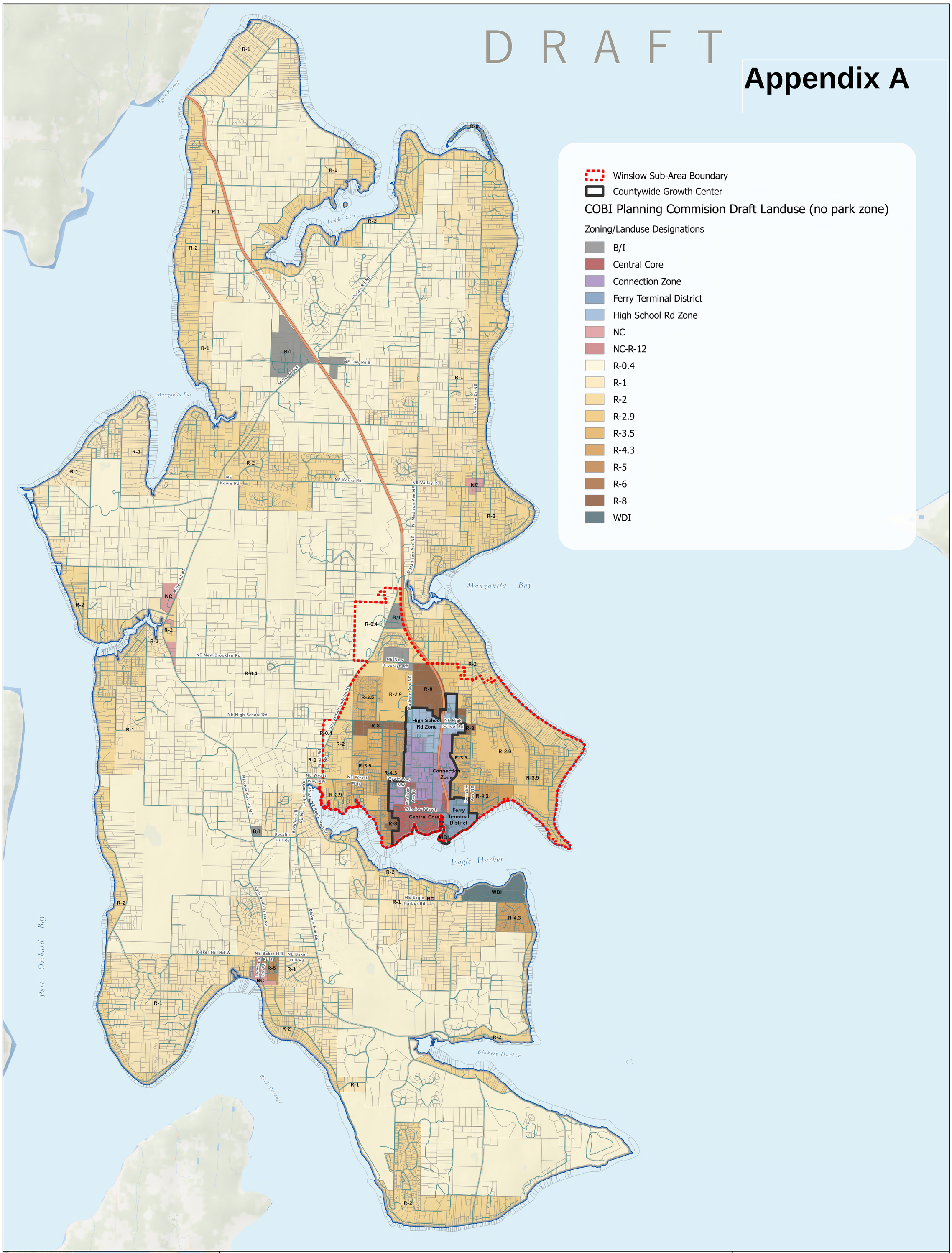
Water Re-use: Using treated wastewater in place of drinking water for commercial irrigation and industrial processes. Also called wastewater reclamation.

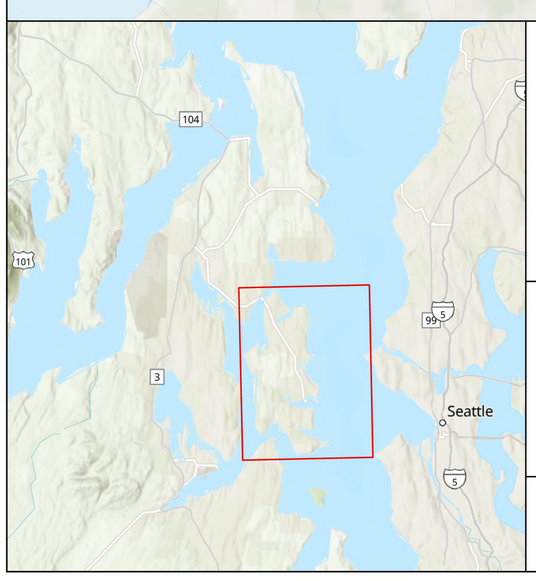
Watershed: The geographic region within which water drains into a particular river, stream or body of water. A watershed includes hills, lowlands and the body of water into which the land drains.

Wetland: Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

D R A F T

Appendix A





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\

Current Time: 4/17/2026 10:48 AM

N

0 0.5 1 Mi

0 1 2 Km

Housing Needs Assessment

City of Bainbridge Island

Revised February 13, 2023

Prepared for:

Final Report

ECONorthwest
ECONOMICS · FINANCE · PLANNING

Park Place
1200 Sixth Avenue
Suite 615
Seattle, WA 98101
206-823-3060

Acknowledgments

The ECONorthwest led consultant team, with help from many staff members at the City of Bainbridge Island, prepared this report for the City of Bainbridge Island. ECONorthwest and the City of Bainbridge Island thank the many people who helped develop the Bainbridge Island Housing Needs Analysis.

Bainbridge Island Housing Action Plan Project Webpage:
https://cityofbainbridgeisland.civilspace.io/en/projects/housing-action-plan

Key City of Bainbridge Island Staff

- Jennifer Sutton, Senior Planner
- HB Harper, Planning Manager
- Patricia Charnas, Planning Director
- Blair King, City Manager

Consultant Team

- ECONorthwest
- Triangle Associates
- LDC
- Framework
- Wenzlau Architects

The project team sends their gratitude to the Washington State Department of Commerce for the funding provided through House Bill 1923. The City of Bainbridge Island received a grant from the Washington State Department of Commerce through House Bill 1923 to develop a Housing Action Plan. This grant has given the City of Bainbridge Island a rare opportunity to analyze the housing landscape, community needs, and the expected demand for the next two decades to identify ways to strategically plan for housing needs.

Table of Contents

EXECUTIVE SUMMARY **4**
Highlighted Findings 4

1. INTRODUCTION **9**
Housing Action Planning Overview 9

2. HOUSING INVENTORY **16**
2.1. Community and Household Demographics 18
2.2 Housing Market Conditions and Trends 28
2.3 Local Workforce and Commuting Trends 45
2.4 Housing Affordability 56

3. HOUSING DEMAND AND NEEDS **66**
3.1 Housing Demand Factors 66
3.2 Future Housing Needs 68

4. SUMMARY OF EXISTING HOUSING POLICIES **76**
4.1. Summary of Existing Plans Guiding Housing 76
4.2. Existing Housing Policy/Program Performance Evaluation 86

5. HNA APPENDIX **93**
5.1. Additional Data Analysis Findings 93
5.2. Construction Cost Influences 97
5.3. Main Data Sources Used 100

Executive Summary

The City of Bainbridge Island is undertaking a Housing Action Plan (HAP) to identify ways to meet housing needs now and for the next two decades. An initial step for developing the HAP is to identify and define the range of housing needs by analyzing the best available data describing Bainbridge Island's housing stock, workforce, household demographics, housing market dynamics, and expected housing demand. The insights from this analysis help to build a factual basis for the HAP strategies. This housing analysis answers questions about the current availability of different housing types, who lives and works on Bainbridge, and what range of housing is needed to meet current and future housing needs. The Housing Action Plan, to be developed in the next stage of this project, will help guide housing policies/program improvements, housing strategies, and related decisions over the 2022- 2044 planning period.

Highlighted Findings

A summary of the overall findings and key insights associated with the comprehensive analysis of housing needs and existing conditions is provided below.

Bainbridge Island's Population Growth Has Slowed Down Over the Last Decade

Bainbridge Island's population growth has slowed recently, only increasing by approximately 1,800 persons from 23,025 persons to 24,825 persons from 2010 to 2020 after a period of higher growth during the previous decade (from 20,308 persons in 2000 to 23,025 persons in 2010). The average annual growth rate lowered to 0.7 percent for 2010-2022 down from 1.3 percent for 2000-2010.[1]

Bainbridge is Aging at a Faster Pace than Kitsap County and the State of Washington

Bainbridge Island's population is aging at a faster pace than both Kitsap County and the State of Washington. The Island's median age increased from 43 years in 2000 up to about 50 years in 2020 while the county only increased from 36 to 39 years. The share of Bainbridge Island residents aged 60 years or older has doubled, increasing from 17 percent in 2000 up to 35 percent in 2020 (much higher than the county's rate of 25 percent for this age group).[2]

Bainbridge Island is Increasingly Losing Younger Persons and Families with Children

Bainbridge is increasingly losing families with children. Over the 2000 to 2020 period, the share of Bainbridge Island family households with children declined from 49 percent in 2000 down to 35 percent in 2020. Bainbridge lost households with children at a greater percent change than both the county and state. Bainbridge is also losing young persons under 19 years of age, decreasing from 29 percent in 2000 to 24 percent in 2020. [2]

School enrollment data from the Bainbridge Island School District also showed a decrease in younger persons enrolled in the local public school system even with the district's policy allowing students outside of Bainbridge to enroll. From 2011 to 2019, student enrollment decreased by 93 students. During the COVID-19 pandemic, school enrollment decreased by 210

[1] U.S. Census Bureau, 2000 Decennial Census and ACS 5-year data, 2006-10 and 2016-20 estimates.

students from October 2019 to October 2020.[2] With the decline in BISD student enrollment, the City has been unable to collect school impact fees since 2011.[3]

Homeownership is increasingly Out of Reach for Younger Homeowners

Over the 2000-2020 period, the share of younger homeowners (55 years or younger) on Bainbridge decreased by about 26 percentage points, from 59 percent in 2000 down to 33 percent in 2020. At the same time, the share of older homeowners (55 or older) increased by 26 percentage points, with the largest increase for owners aged 65 to 74 years.[4] Homeownership opportunities have become more limited on the Island particularly for younger persons and households. The escalating cost of housing is a top concern for people finding few options of housing affordable at their income level.

Household Incomes on the Island are Much Higher than both the County and State

Bainbridge Island households have a markedly higher median household income relative to both Kitsap County and statewide estimates. In 2020, the Island's median household income was about $126,000 per year, approximately 1.6 times higher than households in both Kitsap County and the state. In that same year, 40 percent of Bainbridge Island households earned $150,000 or more annually which is over double the share in Kitsap County and the state. On Bainbridge, median household incomes have increased from $105,373 in 2000 to $125,861 in 2020, which is a 19 percent increase. With 60 percent of households now earning over $100,000 in 2020 (compared to 37 percent in the county), Bainbridge Island has a much larger high-income population in comparison to the rest of Kitsap County.[5]

Despite these income increases, Bainbridge's median household income has not kept pace with rising housing costs. Over the last decade, Bainbridge's median household income increased by around 13 percent from 2010 to 2020 while the average asking rent grew by approximately 43 percent (from $1,662 in 2010 to $2,377).[6] Also, median home sale prices soared by about 83 percent from 2012 to 2020.[7] Securing new housing under current conditions is increasingly becoming out of reach for many Bainbridge households, possibly including current residents searching for new housing.

Renting a Home is Becoming More Difficult on Bainbridge Island

The share of rental households has diminished on Bainbridge in comparison to the share of owner households, signaling decreased availability of rental housing. In fact, nearly four in five Bainbridge households are owned as of 2020. Bainbridge Island's share of rental households was low to begin with in 2000, with only 22 percent renting, and this declining trend continued to comprise only 19 percent of total households in 2020. This is lower than both Kitsap County (32 percent) and the state (37 percent).[8] The availability of rental housing on Bainbridge has become increasingly scarce.

---

[2] Bainbridge Island School District Enrollment Trends and Projections, Summary Forecast and Update, October 2021.

[3] City of Bainbridge Island, Resolution No. 2011-05. Information retrieved on September 7, 2022, via Bainbridge Island's Ordinances & Resolutions Public Records search portal.

[4] U.S. Census Bureau, 2000 Decennial Census and ACS 5-year data, 2016-20 estimates.

[5] U.S. Census Bureau, ACS 5-year data, 2016-20 estimates.

[6] U.S. Census Bureau, 2006-10 and 2016-20, ACS 5-year data and CoStar data (rental rates).

[7] Redfin Data Center.

[8] U.S. Census Bureau, 2000 Decennial Census and 2016-20 ACS 5-year data.

Housing Production Slowed Over the Last Decade Compared to the Previous Decade

Overall housing availability on Bainbridge Island has become increasingly limited with minor increases over the last ten years from an estimated 10,584 houses in 2010 to 11,251 houses in 2020. Around 667 additional homes were built from 2010 to 2020 which is an increase of around 67 new homes per year on average for the last ten years.[9]

Comparing this with housing changes over a two-decade span of time, shows an increase from 8,517 homes in 2000 to 11,251 homes in 2020 which is an annual average of approximately 137 new housing units added per year. The number of housing units added per year over the last two decades (2000 to 2020) was double the number of housing units added on average per year from 2010 to 2020 (137 vs 67 homes per year).[10] This could partially be related to slow recovery from the Great Recession emerging around 2007.

Housing Mix has Become Slightly More Diverse over the Last Decade, Particularly in the Winslow Area

Several datasets describing Bainbridge's housing unit mix indicate that single-family detached housing is the dominant housing type across the Island. However, the share of duplex/triplex/quadplex units and townhomes/row homes gradually increased between 2000-2020 (U.S. Census ACS, 2016-2020).[10] Additional analysis of recent City of Bainbridge permits over the last decade shows a slight increase in the share in housing different than single-family detached units. Following single-family detached housing units, large multifamily housing (five or more units) and townhomes/ rowhomes had the largest share of total units (13 percent, 12 percent) followed by ADUs (8 percent) and duplexes/triplexes/quadplexes (4 percent of total units permitted).[11] The Winslow Area has the highest recent permitting activity between 2012 to 2022 which is not surprising considering the land use regulations allowing higher-density development in this area.[12]

Second Homes or Non-Primary Homes Comprise Around One-Third of the Total Residential Parcels on Bainbridge Island

Using Kitsap County Assessor data, ECONorthwest analyzed the share of parcels on Bainbridge Island that are "primary" use or "non-primary" use since this helps shed light on second home ownership trends. Based on this analysis, nearly one-third of residential parcels on Bainbridge Island, as of 2022, include non-primary homes.[12] The non-primary homes could be short term rentals, vacation homes, rental homes, and various other types of housing where the primary owner has a different home address than the physical address of the home.

Increased Demand Coupled with Housing Scarcity Have Led to Rising Housing Costs

Housing underproduction on Bainbridge Island combined with a low supply of housing affordable to diverse households and high construction costs have been influential drivers leading to rising home costs. The median sales price of homes has increased on Bainbridge and in the region. In mid 2022, the median sales price of single-family homes on Bainbridge was

[9] Washington Office of Financial Management (OFM).

[10] U.S. Census Bureau, ACS 5-Year data, 2016-2020.

[11] City of Bainbridge Island Permit Report 2012 to June 30, 2022.

[12] ECONorthwest analysis, with data from the Kitsap County Assessor. Note: This analysis is based on the evaluation of residential parcel's situs address compared against its taxpayer address. Parcels with an identical situs address and taxpayer address were categorized as "primary" and parcels with a situs address that differed from its taxpayer address were categorized as "non-primary."

around $1.5 million: almost three times greater than the median sales price of the County.[13] During the early years of the COVID-19 pandemic, the median sales price on Bainbridge Island reached a high of $1.2 million in November 2020 and nearly $1.7 million in December 2021.[14] In the years prior to the pandemic from 2012 to 2019, the median home sales price changes were smaller.[14]

Rental prices are also increasing. On Bainbridge, the average asking rent for a 2-bedroom apartment is estimated at $2,605 (as of mid-2022) which is much higher than the average asking rent estimated at $1,484 in 2000 (about a 76 percent increase).[14] Rental rates for the Island's dwindling supply of rentals continue to surge above the area median income (100 percent AMI). Overall, Bainbridge's housing stock provides limited opportunities for renters indicating a need to increase the availability of affordable rentals matching the needs of Bainbridge workers and communities, seeking rentals.

Severe Housing Cost-Burden Disproportionately Impacts Renter Households

HUD guidelines indicate that a household is cost burdened when they pay more than 30 percent of their gross household income for housing and severely cost burdened when they pay more than 50 percent of their gross household income for housing. Housing cost burden can put households in vulnerable situations and force them to make trade-offs between housing costs and other essentials like food, medicine, or transportation. This unstable condition can also lead to rental evictions, job instability, school instability for children, and homelessness. The share of severely cost burdened renters on Bainbridge Island increased from 18 percent in 2000 to 25 percent in 2020.[15] Renters living on Bainbridge Island, in Kitsap County, and in the State of Washington all tended to be more severely cost burdened in 2020 compared to owner households which is not surprising since renters tend to be lower income, left with a small supply of housing options.[16]

Over 100 Households are Waiting for Placement in Affordable Housing on Bainbridge

Although the current affordable housing inventory includes a little over 220 housing units on Bainbridge, the demand for rent-restricted low to moderate-income housing is outpacing the supply, as evidenced by the large number of people currently waiting for housing. The number of people waiting for affordable housing on Bainbridge Island, reported by Housing Resources Bainbridge (the main affordable housing supplier on the Island) as of August 11, 2022, included 111 total households on their waitlist. Among this total, approximately 30 percent are households with children, 21 percent are single parent households, seven percent are fleeing domestic violence, and 23 percent are households unhoused.[17] Another waitlist encompassing the broader Kitsap County region, shows an even larger number of applicants waiting for affordable housing. Housing Kitsap reports a total of 2,108 applicants for all of Kitsap County.[16]

Service Sector Employment Has Expanded Over the Last Two Decades to Become the Dominant Employment Sector on Bainbridge Island

The services sector group comprised the largest covered employment share on Bainbridge from 2000 to 2021. In 2021, about half of Bainbridge Island's covered employment was comprised of

[13] Redfin Data Center.

[14] CoStar.

[15] The U.S. Department of Housing and Urban Development, the U.S. Census Bureau, 2000 Decennial Census and ACS 5-year data, 2016-20 estimates.

[16] Source: Housing Kitsap (November 8, 2022).

service jobs, up from 40 percent in 2000.[17] PSRC's service sector includes the following range of employment including: information; professional, scientific, and technical services; management of companies and enterprises; administrative and support/waste management; educational services (private sector portion); health care and social assistance; arts, entertainment, and recreation; accommodation and food services; and other services (except public administration). The largest sub-categories in Bainbridge's service sector (2021) includes the professional, scientific, and technical services sector (27 percent); healthcare and social assistance (20 percent); and the accommodation and food services sector (16 percent).[18]

Bainbridge's Workforce Increasingly Tends not to Live on the Island

Workforce commuting trends help describe the extent to which people live and work on Bainbridge and how this has changed in recent years. Over the last decade, commuting from other areas outside of Bainbridge increased by 51 percent (from approximately 3,134 workers in 2010 to approximately 4,742 workers in 2019).[18] This could indicate decreased availability of housing needed to accommodate Bainbridge's workforce including not enough housing matching commuter needs, affordability levels, or preferences. The current commuting trends of employees working at the City of Bainbridge Island were assessed also to deepen the understanding of commuting trends. Overall, only around one-third of City staff currently reside on Bainbridge Island. About half of the City management-level workers live on Bainbridge while in contrast, only around 24 percent of police officers live on Bainbridge.[19]

Bainbridge Should Identify Housing Action Plan Strategies to Address Current Unmet Housing Needs Along with Future Housing Needed for the Next Two Decades

The results of the housing needs assessment show a gap at around 2,672 new housing units needed to address current housing underproduction and accommodate future population growth projected to reach approximately 29,349 persons by 2044. On an annual basis this means an average of 127 housing units added per year from 2023 to 2044 (21 total years). Adding 127 housing units annually would be lower than the average amount of housing added over the last two decades (137 units added per year) but higher than what has been added between 2010 to 2020 (67 units per year), a decade of slow housing production partially related to slow recovery from the Great Recession. Housing units can be added through a variety of ways including new construction, the addition of ADUs on lots with existing construction, and through remodels or conversions of existing homes. This estimate helps to provide a general target for the number of housing units needed to meet existing and future demand for the next two decades.

More detailed and comprehensive information regarding Bainbridge's housing stock and the associated demographic, workforce, and market trends and regulatory influences is provided in the following sections of this report. This assessment helps to provide a factual basis about the range of housing needs and regulatory influences to address in the Housing Action Plan. Another crucial part of the action plan development is to involve Bainbridge communities and learn about their experiences and insights. The findings from the engagement will be shared in a separate report. All of this helps to build a multifaceted comprehension of housing needs of today and for the next 20 years.

[17] This is based on PSRC's covered employment data including jobs covered by the Washington Unemployment Insurance Act. Source: Puget Sound Regional Council, Covered Employment by City – Major Sector.

[18] U.S. Census Bureau, Center for Economic Studies, 2010 and 2019 LEHD data.

[19] City of Bainbridge Island.

1. Introduction

Housing Action Planning Overview

The City of Bainbridge Island is undertaking a Housing Action Plan (HAP) to identify ways to meet housing needs now and into the future. The HAP is made possible due to a Washington State Department of Commerce House Bill 1923 Grant. In general, HAPs should include strategies and actions to encourage greater housing diversity and affordability, access to opportunity for residents of all income levels, and should address both affordable and market-rate housing needs. The HAP will help provide a factual basis for revising policies and implementing strategies for the Comprehensive Plan Housing Element and could inform subarea planning and strategic planning efforts.

What do we Mean by Affordable Housing?

The term "affordable housing" means housing that does not require more than 30% of a household's gross annual income for housing costs. This is an inclusive definition that encompasses market-rate as well as subsidized housing which often is supported by public subsidies. When we refer to housing that is dedicated to meeting the needs of lower- income residents, we refer to it as "publicly supported", "subsidized", or "rent restricted" housing.

The HAP project commenced in Spring 2022 and is expected to finish by mid 2023 to meet the current Washington State Department of Commerce House Bill 1923 grant deadline of June 30, 2023. As outlined below, the approach for developing the HAP begins with a Housing Needs Assessment (HNA) which evaluates the current and projected housing needs. Another crucial part of the action plan development process is to involve Bainbridge communities and learn about their experiences and insights on housing needs. Public involvement will be ongoing throughout the process of developing the HAP.

Together the HNA and public involvement will shape the HAP, provide a balance of quantitative and qualitative information, and help the HAP to become more data-driven and community-informed and supported.

Bainbridge Island Housing Action Plan Approach

- **Housing Needs Assessment**: Gain a deep understanding of the housing market dynamics, unmet housing needs, and housing projections. Build a multifaceted comprehension of housing market dynamics, existing regulatory influences, and housing needs of today and for the next 20 years.
- **Community Engagement**: Inclusively involve and educate the Bainbridge Island stakeholders on housing challenges and decisions. Deepen our understanding by gaining stories and insights on housing experiences and challenges and opportunities.
- **Strategy Development**: Develop and evaluate strategies, informed by data, engagement, and priorities.
- **Housing Action Plan and Implementation Plan**: Refine strategies and deliver a Housing Action Plan designed to meet the housing needs. Identify metrics to monitor the plan.

An initial step in the HAP process is to define the range of housing needs by analyzing the best available data that describes the area's housing and associated demographic, workforce, and market trends over the past few decades. This assessment helps answer questions about the availability of different housing types, who lives and works on Bainbridge, and what range of housing is needed for all income levels through 2044.

The graphic below is provided by the Washington State Department of Commerce to help explain how ultimately, the assessment of housing needs helps to set the stage for the Housing Action Plan (along with community engagement findings) and the Housing Action Plan can inform Comprehensive Plan updates and guide interlinked implementation strategies.

Exhibit 1. Relationship of Housing Needs to the Housing Action Plan and Other Plans
Source: Washington State Department of Commerce.



Housing analysis is an important exercise since a community's housing needs tend to continually evolve based on changes in the broader economy, local demographics, and the regulatory environment. Bainbridge Island, like other communities in the region, has changed over the years. The diverse housing needs have not always been successfully met, the affordability of housing has changed, and access to housing has never been equal, especially for low-income families and communities of color.

Analyzing housing needs is complex because it represents a bundle of services that people are willing or able to pay for, including shelter and proximity to other attractions (e.g., jobs, shopping, recreation); amenities (e.g., type and quality of home fixtures and appliances, landscaping, views); and access to public services (e.g., quality of schools, parks, etc.). Since it is difficult to maximize all these services while minimizing costs, households must make decisions about trade-offs and sacrifices between needed services and what they can afford. Residents contemplate a variety of factors to choose where they live such as the proximity to jobs, childcare, good schools, transportation options, safety, community amenities, and

community/neighborhood. In addition, a household's needs are often driven by the affordability level, size, conditions (does it include plumbing?), and other considerations associated with the housing (such as ADA accessibility, lower maintenance costs).

In addition, housing markets function at a regional scale, which makes it challenging for individual jurisdictions to adequately address issues without regional partnerships. Bainbridge Island is directly connected to the Kitsap County region and accessible via Highway 305 and the Agate Pass Bridge. The housing market dynamics in the broader Kitsap County region affect Bainbridge Island thus, the broader county region was analyzed in addition to the localized Bainbridge Island market. Bainbridge is an island completely encircled by the Puget Sound, consequently the connection across the water to the City of Seattle and the King County region is less direct but slightly influential especially due to the car and passenger ferry system. The following assessment offers insights on influential national and regional trends to help build a more comprehensive understanding of the housing landscape.

Broader National Demographic Trends

Nationally, key changes in demographics emerging since the mid-20th Century should be recognized since they have influenced overall national housing demand.[20]

- Nuclear family households, the predominant type of household of the mid-20th Century, shrunk from 40 percent in 1970 to 20 percent in 2018 while in contrast, the share of single-person households increased from 15 percent in 1970 to 28 percent in 2018. This general trend could lead to fewer persons per household and increased housing demand. Also, around one-third of Americans between 18 to 34 years are now living in their parents' homes. This trend could decrease housing demand for 18-34 aged persons or at least delay it.
- Also, America is aging, and the number of older adults will continue to grow over the next twenty years. National level estimates suggest that around 22 percent of Americans will be over 65 years by 2050. Older adults (65 years or older) are projected to outnumber children for the first time ever by 2035. The aging of the Baby Boomer generation (those born between 1946 to 1964) could result in greater demand for smaller housing for those wishing to "downsize" and greater demand for special needs housing offering assistance and age-in-place amenities and multigenerational living accommodations.
- The Hispanic/Latino population is predicted to be the fastest growing sector over the next few decades and these households tend to include multiple generations, requiring more housing space. Over the coming decade, minorities will make up a larger share of young households.

These demographic trends generally hold for the Puget Sound region and have influenced housing needs. For example, Puget Sound Regional Council's (PSRC) housing needs assessment (January 2022) found that the region's household composition and needs have changed with only one-third of households having children while households with older adults 65 years or older have grown. The housing built in the past for previous generations might not serve the changing region.

These trends help to provide broader context. More nuanced analysis of local areas can provide additional insights useful for developing housing strategies suitable for a smaller jurisdiction.

[20] Sources: AARP (2018) Making Room for a Changing America, U.S. Census Bureau Annual Social and Economic Supplements 1950 and 1970, 2015 U.S. Census ACS, PSRC Draft 2050 Forecast of People and Jobs.

Bainbridge Island Profile

The City of Bainbridge Island is a vibrant place that offers residents access to waterfront beaches, stunning hikes, a bustling downtown, and various natural, cultural, and public art amenities. Bainbridge Island is located west of Seattle in King County, easily accessible from multiple points on the mainland by ferries operated by the state and by the Agate Pass bridge to the Kitsap Peninsula on the North end of Bainbridge Island.

Suquamish tribal members were the primary recorded inhabitants of Bainbridge Island and the surrounding Kitsap Peninsula until colonization began in 1792 with the arrival of George Vancouver. Bainbridge Island was named by Vancouver after War of 1812 commander, Commodore William Bainbridge, and began bringing in non-native settlers in 1853 after the introduction of a lumber mill to present day Port Madison and Port Blakely. The area quickly developed into a mill town that sourced lumber for many large cities on the west coast. The island also hosted the Hall brothers, well-known in the industry for their quality shipbuilding. The growing industries of lumber and shipbuilding in the area brought in immigrants from all around the world, including Japan. Japanese immigrants introduced strawberry farming on the island and commercialized it by cultivating the wasted timberland to grow strawberries during peak seasons. These Japanese families farmed for generations until World War II relocated them to internment camps and stunted the industry.

A portion of Bainbridge Island was incorporated with the town of Winslow in 1947 and the rest of the Island was annexed by the city in 1991 to establish the all-island City of Bainbridge Island. The island is currently serviced by car and passenger ferries to Seattle operated by the Washington State Ferry System, making the commute from Bainbridge Island to Seattle easier. This accessibility from Seattle was a large part of the reason for the influx of residents who moved to Bainbridge Island since the 1960s. What was once a rural area has developed over the years into a suburban hub, more recently because of the growing technology scene in Seattle. The population of Bainbridge Island was roughly 15,848 in 1990 before the establishment of the city, and as of the 2020 decennial census, is at 24,825 persons (U.S. Census Bureau).

Population growth on Bainbridge Island has slowed in the last ten years, only increasing from 23,025 persons to 24,825 persons from 2010 to 2020 after a larger period of growth during the previous decade (growing from 15,848 persons in 1990 to 20,308 persons in 2000).

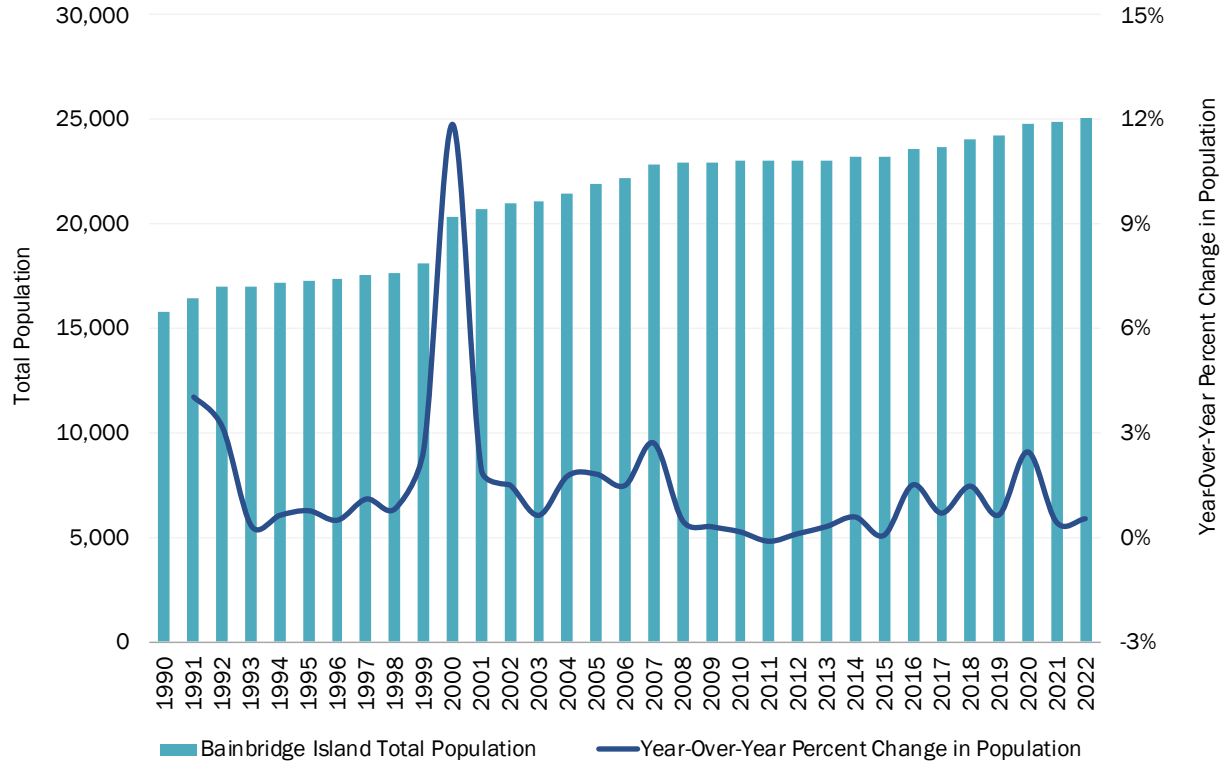
Exhibit 2. Population Change Summary, Bainbridge Island, Kitsap County, Washington, 1990–2022

Source: U.S. Census Bureau, and the Washington Office of Financial Management (OFM). Note: The data reported for years 1990, 2000, and 2010 are Decennial Census estimates; data for 2022 are postcensal estimates provided by OFM. The national population for 2022 is based on a January 1, 2022 estimate published by the U.S. Census Bureau. AAGR = Average Annual Growth Rate. OFM provided an estimate of 24,825 persons residing on Bainbridge Island in 2020.

Location	Population Count				Change, 1991 to 2022			Change, 2010 to 2022		
	1990	2000	2010	2022	Difference	Change	AAGR	Difference	Change	AAGR
Bainbridge Island	15,848	20,308	23,025	25,060	11,707	88%	2.1%	2,035	9%	0.7%
Kitsap County	189,731	231,969	251,133	280,900	83,974	43%	1.2%	29,767	12%	0.9%
WA State	4,866,659	5,894,143	6,724,540	7,864,400	2,864,047	57%	1.5%	1,139,860	17%	1.3%
United States	248,790,925	281,421,906	308,745,538	332,403,650	83,612,725	34%	0.9%	50,981,744	18%	0.8%

Exhibit 3. Year over Year Percent Change of Population, Bainbridge Island, 1990–2022

Source: U.S. Census Bureau, and the Washington Office of Financial Management (OFM). Note: The data reported for years 1990 through 2000 are official Census population estimates; data for 2001 through 2020 are from the Washington Office of Financial Management. Population data for 2021 and 2022 are postcensal estimates reported by OFM.



Glossary

Accessory dwelling unit. Accessory dwelling units (ADU), which are sometimes called "mother-in-law units," are extra living units created on the property of a single-family home. An ADU has a kitchen, bathroom and sleeping facilities. Subject to local regulations, ADUs may be located either inside, attached to, or detached from the primary home.

Affordable housing. The U.S. Department of Housing & Urban Development (HUD) defines housing as affordable if its occupants pay no more than 30 percent of their income for rent and utilities or for mortgage, taxes, and insurance. Generally, the term "affordable housing" is used to describe regulated housing units that have income- or rent-restrictions to ensure the housing is occupied by households earning a certain threshold of the area median family income. The definition of affordability must be based on Area Median Income (AMI or MFI) data that is published annually by the US Department of Housing and Urban Development (HUD).

Area Median Income/Median Family Income. Another way to comprehend housing affordability is to look at how much each income level can afford in housing costs. Each year, the U.S. Department of Housing and Urban Development (HUD) uses data from the US Census to define an area's Median Family Income (MFI) based on family size (2022 values are provided below). The MFI benchmark helps determine eligibility for HUD housing programs (often including rent-restricted housing) and supports the tracking of different housing needs for a range of household incomes. Bainbridge Island falls within the Bremerton-Silverdale Metropolitan Statistical Area (MSA) which has a 100% MFI of $102,500 per year for a family of four in 2022. The term Area Median Income tends to be used more generally in the industry than MFI. If the term Area Median Income (AMI) is used in an unqualified manor, this reference is synonymous with HUD's MFI. HUD Income Limits for Bremerton-Silverdale MSA (same value for Kitsap County), FY 2022. According to the Bainbridge Island Municipal Code, MFI should be calculated for the Bremerton-Silverdale MSA (HUD) and extremely low income is less than 30% of median household income, very low income is 31% to 50%, low income is 51% to 80%, moderate income is 81% to 95%, and middle income is from 96% to 120% of median household income.

Cost-burdened. According to the U.S. Department of Housing & Urban Development (HUD, 2007), households who pay more than 30% of their income for housing are considered cost-burdened. Households who pay more than 50% of their income for housing are considered severely cost-burdened and may have trouble affording necessities such as food, clothing, transportation, and medical care.

Household. All the people living in one housing unit whether or not related as a family.

Household formation. Household formation is the net change in the number of households in an area between two time periods. It is used as a stand-in for housing demand. For example, if a college student vacates the home they lived in with their family and they move into their own space, they form a new household, as they left a housing unit to occupy a new one.

Income Breakdown. According to the Bainbridge Island Municipal Code, MFI should be calculated for the Bremerton-Silverdale MSA (HUD) and extremely low income is less than 30% of median household income, very low income is 31% to 50%, low income is 51% to 80%, moderate income is 81% to 95%, and middle income is from 96% to 120% of median household income.

Inclusionary zoning. Inclusionary zoning is a regulatory tool that incentivizes or mandates affordable housing in exchange for additional residential development capacity, generally

height, floor area ratio or other benefits to the development. Under an incentive approach, additional development capacity is provided only if the developer elects to provide a certain amount of affordable housing. Under the mandatory approach, the developer is required to provide affordable housing in exchange for changes to regulations or other benefits already applied to the development.

"Missing-Middle" Housing. Missing middle housing is a term coined by Opticos Design to refer to housing types that fall between single-family detached homes and multifamily housing on a continuum of housing scale and density.[21] Basically middle housing could be considered "house-scale buildings with multiple units in walkable neighborhoods."[22] Examples of middle housing include: duplexes, triplexes, townhouses, small courtyard style apartments, cottage clusters, or accessory dwelling units, though not all places consider all of these housing types as middle housing. This type of housing has been missing from many neighborhoods outside of urban cores largely due to zoning/development regulations limiting where and how it can be built. Recent efforts call for relegalizing missing middle housing to increase affordability in highly walkable, opportunistic neighborhoods.

Mission-Based Developers. Refers to public or non-profit organizations working to provide affordable housing and services. These developers may sacrifice financial return for the positive social impact of providing affordable housing.

Multifamily Tax Exemption (MFTE). A state law (RCW 84.14) allows cities to enact a voluntary housing incentive program exempting multifamily housing or a housing development with more than four units from property taxes for a period of eight to 20 years in exchange for affordability restrictions on some of the units. This exemption reduces the costs of operating (and therefore developing) housing and helps to increase the supply of market rate and affordable housing.

Non-family household. A non-family household is a household where the head of household lives alone or lives with roommates that are not biologically related to the head of household (including unmarried partners).

Transit Oriented Development (TOD). A mixed use residential or commercial area designed to maximize access to public transport and encourage transit ridership. ETOD stands for equitable TOD, which approaches TOD with an equity lens to ensure that all communities, particularly minority, low-income or historically marginalized communities, benefit from transit investments and transit-related development.

Transitional Housing. Programs which provide housing and support services to move individuals and families from homelessness to self-reliance and permanent housing.

[21] Urban Land Institute, Terwilliger Center for Housing. (2019). Attainable Housing: Challenges, Perceptions, and Solutions.

[22] Parolek, D., Opticos. (2019). Middle Housing: Thinking Big and Building Small to Respond to the Housing Crisis. Opticos Design. 2019. "Missing-Middle Housing." Available from: opticosdesign.com/missing-middle-housing/

2. Housing Inventory

This section evaluates the housing inventory in the City of Bainbridge Island and comparatively to Kitsap County. This inventory provides foundational information integral to assessing the future needs for housing of all types and price points across the Island.

This section is divided into four parts:

2.1 Community and Household Demographics

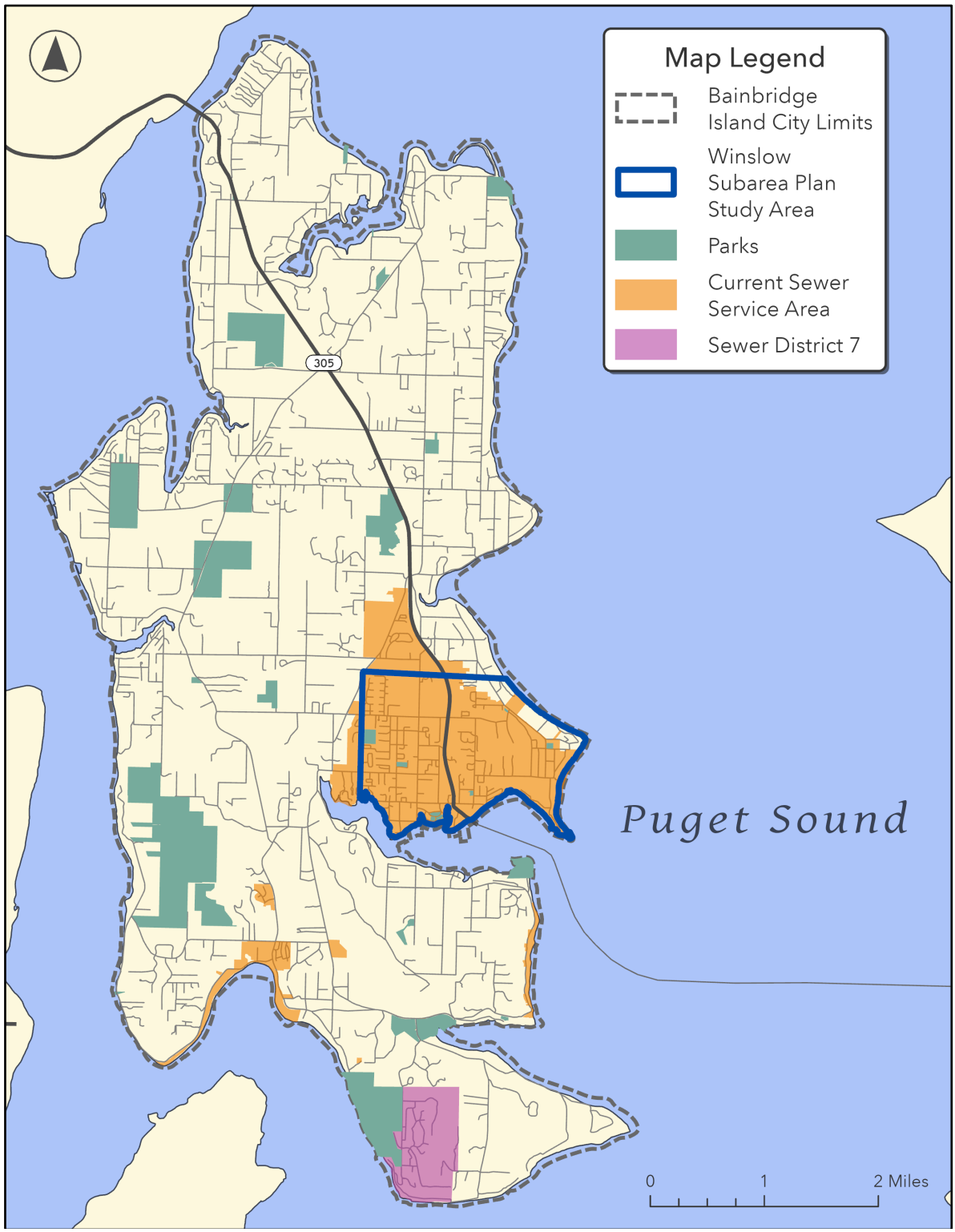
2.2 Housing Market Conditions and Trends

2.3 Local Workforce and Commuting Trends

2.4 Housing Affordability

The findings herein will be used to support policy recommendations in the Housing Action Plan for the city to consider. This assessment relied on published data primarily from the U.S. Census Bureau, CoStar, Puget Sound Regional Council, Washington Office of Financial Management, U.S. Department of Housing and Urban Development, Kitsap County, Bainbridge Island School District, and the City of Bainbridge Island (see the HNA Appendix for more detail on the main data sources used).

Exhibit 4. Site Location Map of Bainbridge Island, 2022
Source: ECONorthwest, with data from the City of Bainbridge Island.



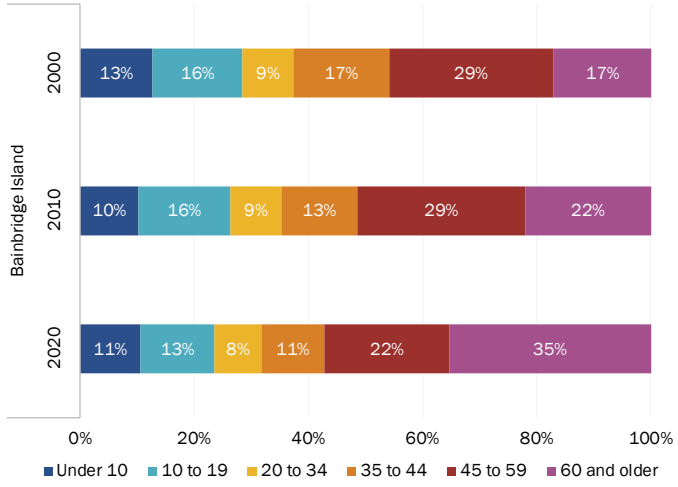
2.1. Community and Household Demographics

Population and housing characteristics are useful for better understanding of Bainbridge Island and the people who live here. Characteristics such as population growth, age of residents, household size and composition, homeownership, and ethnicity provide useful context about Bainbridge Island households, the trends, and the forces affecting housing demand. In addition, this information helps to account for trends on who Bainbridge Island is serving and not serving with housing.

Population Changes and Household Trends

Exhibit 5. Bainbridge Population Distribution by Age Category, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP05).



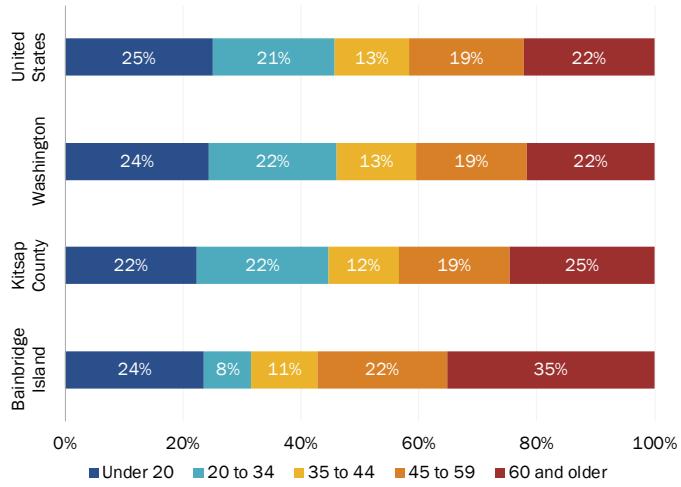
The Bainbridge population is aging faster than Kitsap County and the state. On Bainbridge, the population share aged 60 and older doubled, from 17 percent in 2000 to 35 percent in 2020 while the share aged 44 and younger decreased from 54 to 43 percent.

Bainbridge is also losing young persons under 19 years of age, decreasing from 29 percent in 2000 to 24 percent in 2020.

The median age on Bainbridge increased from 43 years in 2000 to 50 years in 2020, or a growth of about 16 percent. Comparatively, Kitsap County's median age increased by nine percent, from about 36 years in 2000 to 39 years in 2020.

Exhibit 6. Population Distribution by Age Category for Bainbridge Island, Kitsap County, Washington, and the United States, 2020

Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Table DP05).



A little over one-third of Bainbridge Island residents are aged 60 or older, compared to one-quarter of Kitsap County residents, 22 percent of Washington residents, and 22 percent of residents in the United States.

Bainbridge Island's share of a younger age prime working population (20 to 34 years) is smaller relative to Kitsap County, Washington, and the United States.

Population Diversity

Bainbridge Island's population has become slightly more diverse over the past twenty years but remains predominantly non-Hispanic White. During the 2000 to 2020 period, the share of non-Hispanic White residents on Bainbridge Island decreased by about 7.5 percentage points.

The share of persons identifying as multiracial increased the most at about 3.4 percentage points, followed by Hispanic or Latino individuals (about 2.5 percentage points) and Asian individuals (about one percentage point).

Exhibit 7. Population Distribution by Race and Ethnicity in Bainbridge Island, 2000–2020
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 3 – Table P007) and 2020 Decennial Census Redistricting Data (PL 94-171) estimates (Table P2).

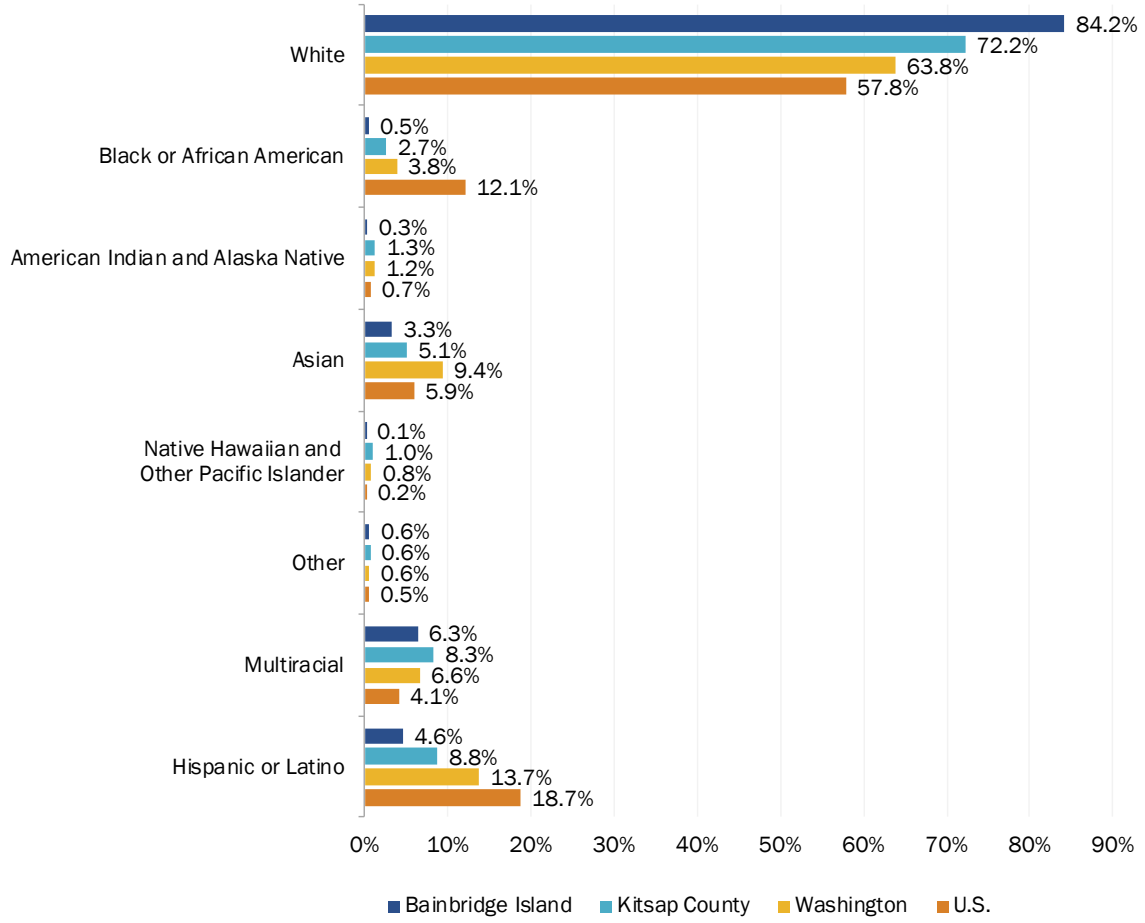
	Population				Population Distribution		
	2000	2020	Diff.	% Change	2000	2020	% Point Change
Not Hispanic or Latino	19,875	23,685	3,810	19	97.9	96.8	(1.06)
White	18,612	20,899	2,287	12	91.6	84.2	(7.46)
Black or African American	70	122	52	74	0.3	0.5	0.15
American Indian and Alaska Native	91	80	(11)	(12)	0.4	0.3	(0.13)
Asian	480	824	344	72	2.4	3.3	0.96
Native Hawaiian/Other Pacific Islander	27	33	6	22	0.1	0.1	0.00
Some other race	0	152	152	NA	0.0	0.6	0.61
Multiracial	595	1,575	980	165	2.9	6.3	3.41
Hispanic or Latino	433	1,140	707	163	2.1	4.6	2.46
Total	**20,308**	**24,825**	**4,517**	**22**	**100.0**	**100.0**	**0.00**

Relative to Kitsap County, the state, and the nation, Bainbridge Island is less racially and ethnically diverse. In 2020, about 72 percent of Kitsap County residents identified as non-Hispanic White, as did 64 percent of Washington residents and 58 percent of nationwide residents, compared to Bainbridge Island's 84 percent.

Nearly 14 percent of Washington residents identified as Hispanic or Latino in 2020, compared to 19 percent for residents nationwide, nine percent for Kitsap County residents, and five percent for Bainbridge Island residents. Non-Hispanic Asian residents made up the third largest share of the state's population at just over nine percent, compared to six percent nationwide, five percent in Kitsap County, and three percent on Bainbridge Island (see Exhibit 8).

Exhibit 8. Distribution of Population by Race and Ethnicity, Bainbridge Island, Kitsap County, and Washington, 2020

Source: U.S. Census Bureau, 2020 Decennial Census Redistricting Data (PL 94-171) estimates (Table P2).

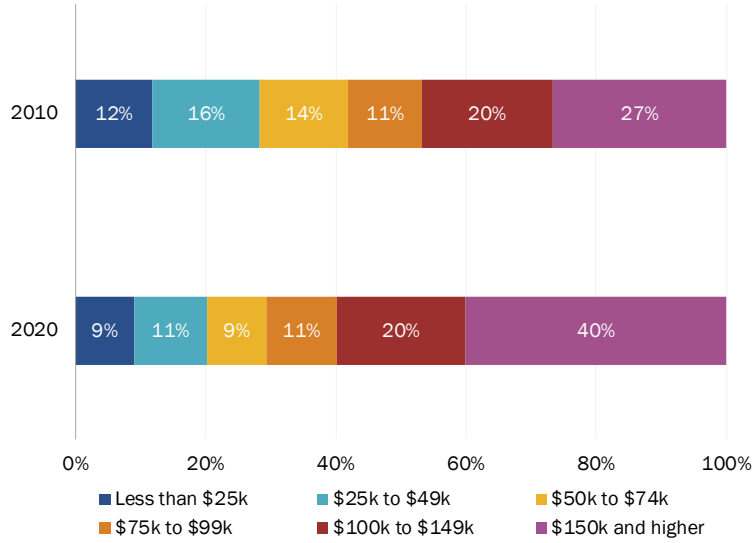


Household Income

High-income households earning $100,000 or more per year has become the dominant income bracket on Bainbridge Island. Bainbridge Island continues to have a greater share of high-income households compared to Kitsap County and the State of Washington. In 2020, about 60 percent of Bainbridge Island households earned $100,000 or more per year, compared to 37 percent of Kitsap County and Washington households. On a median household income basis, Bainbridge Island's increased by about 19 percent when adjusted for inflation, from $105,373 in 2000 to $125,861 in 2020. At the same time, the median household income grew by about 12 percent in both Kitsap County ($70,399 up to $78,969) and Washington ($68,800 up to $77,006).

Exhibit 9. Household Income Distribution of Bainbridge Island, 2010–2020

Source: U.S. Census Bureau, ACS 5-year data, 2006-10 and 2016-20 estimates (Table B19001). Note: This type of data provided the count of households within income bins consisting of a range of income levels; therefore, the income levels could not be adjusted for inflation.



On Bainbridge Island, the share of households earning over $150,000 increased from 27 percent in 2010 to 40 percent in 2020. During this same period, the share of households earning less than $50,000 decreased from 28 percent to 20 percent. The Island's population has changed to be comprised of substantially higher-earning households.

The household income distribution finding in Exhibit 9 is corroborated when examining the changes in median household income from 2000 to 2020 (Exhibit 10). On Bainbridge, median household incomes (on an inflation-adjusted basis) have increased from $105,373 to $125,861, which is a 19 percent increase. In comparison, Kitsap County's household income increased but at a much lower percent change, at 12 percent.

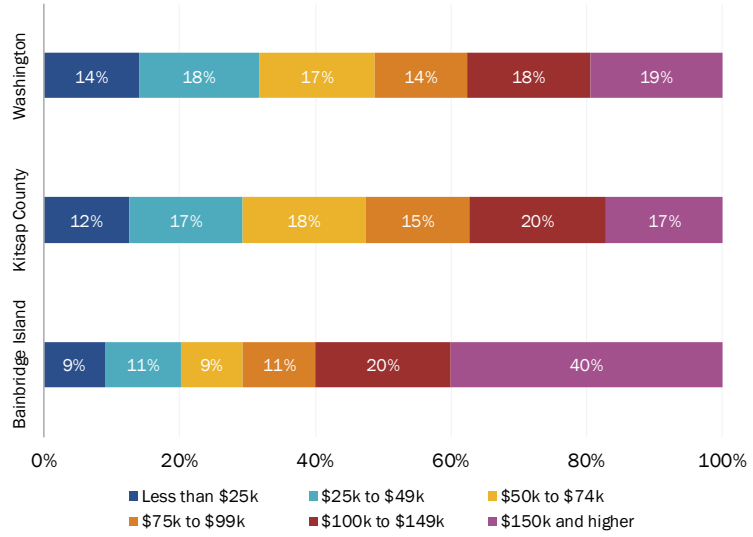
Exhibit 10. Change in Median Household Income in Bainbridge Island, Kitsap County, and Washington, 2020 Inflation-Adjusted Dollars, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 3 – Table HCT012) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table B19013). Dollar amounts for 2000 and 2010 were adjusted for inflation using the U.S. Bureau of Labor Statistics' Consumer Price Index for All Urban Consumers and All Items (annual, not seasonally adjusted values).

Median Household Income (2020 Dollars)	2000	2010	2020	Percent Change, 2000–2020
Bainbridge Island	$105,373	$111,042	$125,861	19.4%
Kitsap County	$70,399	$70,679	$78,969	12.2%
Washington	$68,800	$67,943	$77,006	11.9%

Exhibit 11. Household Income Distribution of Bainbridge Island, Kitsap County, and Washington, 2020

Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Table B19001).

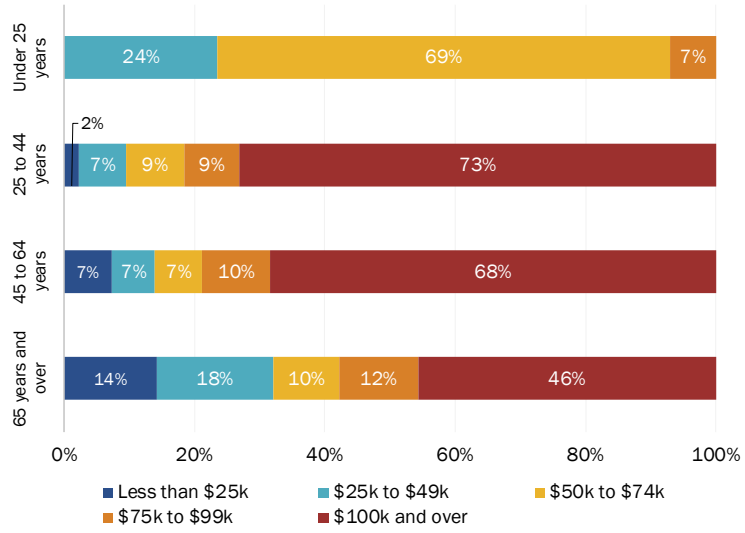


On Bainbridge Island, about 60 percent of households earned over $100,000 in 2020, compared to 37 percent of households in both Kitsap County and Washington.

Bainbridge Island has a much larger and growing high income population in comparison to the rest of Kitsap County.

Exhibit 12. Household Income Distribution of Bainbridge Island by Age Category, 2020

Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Table B19037). Note: Under 25 years households most likely include households aged between 18 and 25 years old.



As of 2020, about 73 percent of households with a head of household between the ages of 25 to 44 years earned more than $100,000 per year, compared to 68 percent for those between the ages of 45 to 64 years, and 46 percent for those 65 and older.

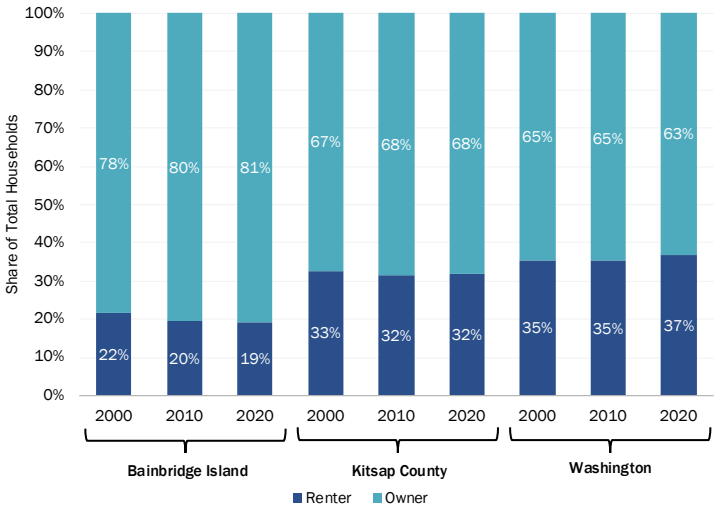
Comparatively, Island households with a head of household 65 years or older tended to have a wider distribution of income levels, likely due to fixed incomes and being able to secure housing on Bainbridge during an earlier era when housing costs were lower and more affordable. Approximately 32 percent of 65 years or older Bainbridge homeowners purchased their home in 1989 or earlier (U.S. Census, ACS 5-year data, 2016-20).

Household Tenure and Composition

The supply of rentals has diminished on Bainbridge in comparison to the share of owner households. Nearly four in five Bainbridge households are owned as of 2020. Over the past twenty years, the share of homeowner households on the Island increased by three percentage points, from 78 percent in 2000 to 81 percent in 2020. At the same time, the share of owner households increased by one percentage point in Kitsap County (67 percent up to 68 percent), and the share of owner households decreased by two percentage points statewide (65 percent down to 63 percent).

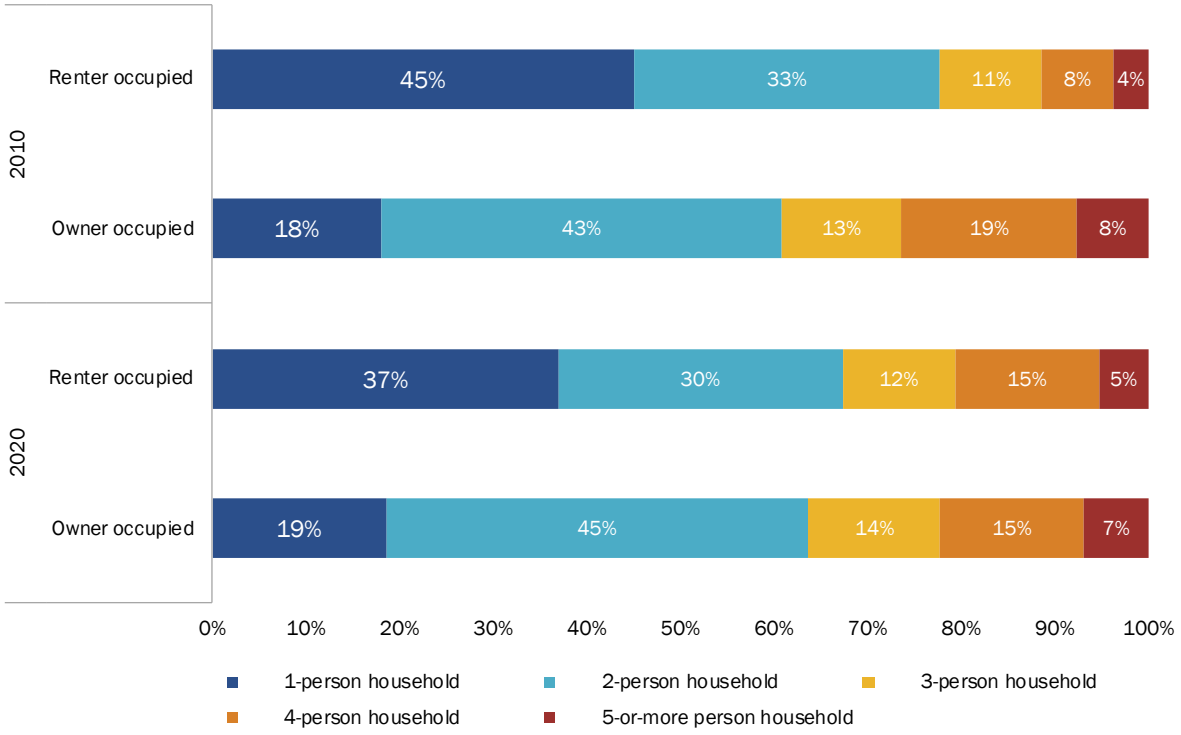
Exhibit 13. Household Tenure, Bainbridge Island, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP04).



Bainbridge Island's share of rental households was low early on in 2000, with only 22 percent renting. This share declined further to comprise only 19 percent of all Bainbridge households in 2020. This is a much lower share of renter households in comparison to Kitsap County's 32 percent and the state's 37 percent of renter households.

Exhibit 14. Household Tenure by Household Size, Bainbridge Island, 2010 and 2020
Source: U.S. Census Bureau, ACS 5-year data, 2006-10 and 2016-20 estimates (Table B25009).



Comparing household tenure with household size shows that larger households for two or more persons tends to be owner-occupied housing consistently in 2010 and 2020. In terms of household size, the largest share for renter occupied housing was comprised by one-person households in both 2010 (45 percent) and 2020 (37 percent).

Exhibit 15. Household Ownership by Age of Householder, Bainbridge Island, 2000–2020
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 4 – Table HCT003) and ACS 5-year data, 2016-20 estimates (Table B25007).

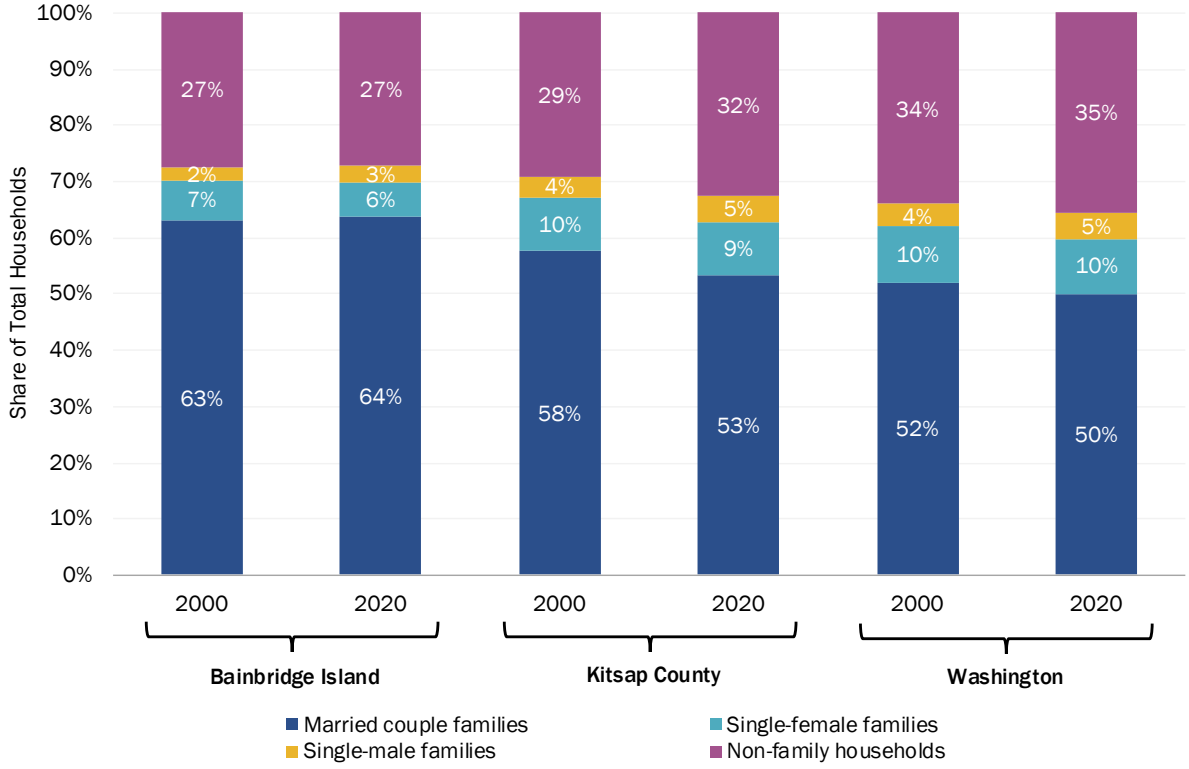
Age of Homeowner	2000	2020	Percentage Point Difference
15 to 24 years	4.4%	3.9%	(0.5)
35 to 44 years	22.1%	11.4%	(10.6)
45 to 54 years	32.6%	17.5%	(15.2)
55 to 64 years	18.5%	26.1%	7.6
65 to 74 years	11.2%	28.9%	17.7
75 and older	11.2%	12.2%	1.0
Total	**100.0%**	**100.0%**	**0.0**

Over the 2000 to 2020 period, the share of younger homeowners (55 years or younger) decreased by about 26 percentage points, from 59 percent in 2000 down to 33 percent in 2020. At the same time, the share of older homeowners (55 or older) increased by 26 percentage points, with the largest increase being amongst owners aged 65 to 74 years.

The composition of Bainbridge households has remained generally stable from 2000 to 2020 with married couple families comprising 61 to 64 percent of total households (see Exhibit 16).[23] It is important to note that a married couple household may or may not have children living with them. Non-family households (including single persons living alone or unrelated persons living together) on Bainbridge have remained consistently the second largest household category at 27 percent from 2000-2020. The share of family households has slightly declined in both Kitsap County and Washington from 2000-2020.

Exhibit 16. Household Composition, Bainbridge Island, Kitsap County, Washington, 2000–2020

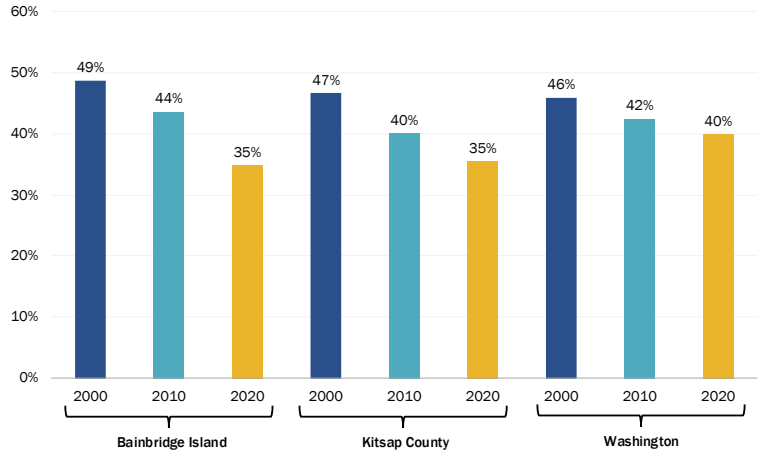
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2016-20 estimates (Table DP04). Note: Non-family households include single persons living alone along with unrelated persons living together. Single-male families includes families with a male householder with a family but no wife or partner present. Single-female families includes families with a female householder with a family but no husband or partner present. A married couple is a husband and wife enumerated as members of the same household. The married couple may or may not have children living with them.



[23] Additional U.S. Census Bureau Definitions: *A household includes all the persons who occupy a housing unit as their usual place of residence. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters.*

Exhibit 17. Married-Couple Family Households with Children, Bainbridge Island, Kitsap County, and Washington, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year estimates (Table S1101).



Over the 2000 to 2020 period, the share of family households with children declined by fourteen percentage points, from 49 percent in 2000 down to 35 percent in 2020, on Bainbridge Island. During the same period, the share of family households with children decreased in both Kitsap County (a decline of 12 percentage points) and the state (a decline of six percentage points). This indicates that Bainbridge Island has lost households with children at a greater percent change than both the county and state.

In addition to the household composition information from Census, the project team evaluated data provided by the Bainbridge Island School District (offering publicly available education) to more comprehensively understand whether the number of children on Bainbridge Island is declining or not.

Public School Enrollment

Over the past eleven years school years, school enrollment in the district generally declined, as seen in Exhibit 18. In October 2021, district school enrollment was about 3,607 students, 6.5 percent below its October 2011 enrollment numbers. Using the latest available Growth Management Act (GMA) forecast published by the state in 2017, William Kendrick, Ph.D., of Educational Data Solutions, forecasted student enrollment in the Bainbridge Island School District (BISD) would reach about 3,930 students in the October 2025 school year.

The BISD allows students outside of Bainbridge Island to enroll. According to the October 2021 *Bainbridge Island School District Enrollment Trends and Projections* report by William L. Kendrick, Ph.D., the BISD "*sees a net gain of about 90-100 students annually from transfers. The number of students transferring in from other districts exceeds the number transferring out.*"[24] In the 2021-22 school year, 131 students enrolled in the district came from off-island areas. Of those 131 off-island students enrolled, about 40 of them (or, 31 percent) were children of BISD employees. Additionally, about 47 percent of the total 131 off-island students were in high school grades (9 through 12).

Before the COVID-19 pandemic, BISD school enrollment closely followed Kendrick's forecast, deviating by about 54 students in October 2019. However, with the onset of the pandemic came lower student enrollment. In 2020, school enrollment decreased by 210 students relative to 2019 enrollment, from 3,675 students down to 3,555 students (or a six percent decline). In October 2021, enrollment increased by about 52 students (or a little over one percent) relative to 2020.

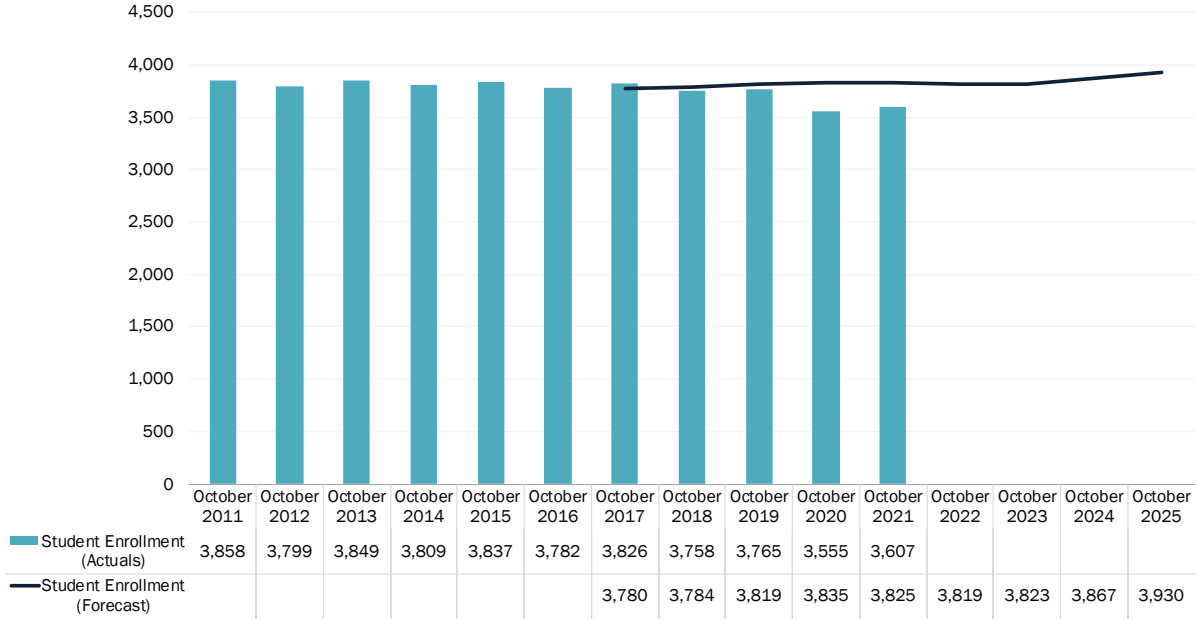
[24] William L. Kendrick, Ph.D., Bainbridge Island School District Enrollment Trends and Projections, October 2021. Seattle, WA: Educational Data Solutions, LLC. Information retrieved from: www.bisd303.org/cms/lib/WA01001636/Centricity/Domain/1784/BI_Trends_and_Projections_Oct_2021.pdf

The enrollment trends could be partially impacted by the effects of the pandemic, thus public school enrollment should be monitored in the future after pandemic effects diminish.[25]

With the decline in BISD student enrollment, the City has been unable to collect school impact fees since 2011. Resolution No. 2011-05 specifies that the "BISD does not currently need to impose a fee on new development on the Island" due to "the anticipated limited growth of the population."[26] As of January 1, 2011, the collection of the school impact fee on Bainbridge was suspended. According to an article published on March 24, 2011, by the Bainbridge Review, the City Finance & Administrative Services Director said the school impact fee balance was about $200,000. These fees, levied on new homes constructed on the Island, were used for capital improvement projects, like for the construction of Sakai Intermediate School and an additional building for Woodward Middle School.[27]

Exhibit 18. Bainbridge Island School District Enrollment and Enrollment Forecast, 2011 – 2025

Source: Bainbridge Island School District Enrollment Trends and Projections, Summary Forecast and Update, October 2021. Note: These data exclude students who are *only* enrolled in Running Start.



	October 2011	October 2012	October 2013	October 2014	October 2015	October 2016	October 2017	October 2018	October 2019	October 2020	October 2021	October 2022	October 2023	October 2024	October 2025
Student Enrollment (Actuals)	3,858	3,799	3,849	3,809	3,837	3,782	3,826	3,758	3,765	3,555	3,607				
Student Enrollment (Forecast)							3,780	3,784	3,819	3,835	3,825	3,819	3,823	3,867	3,930

[25] These school enrollment figures do not include private school enrollment numbers. There are several private schools on Bainbridge Island (such as the Island School, Carden Country School, St. Cecilia Catholic School, Montessori Country School, and Hyla School).

[26] City of Bainbridge Island, Resolution No. 2011-05. Information retrieved on September 7, 2022, via Bainbridge Island's Ordinances & Resolutions Public Records search portal. http://apps.bainbridgewa.gov/WebLink/DocView.aspx?id=32386&dbid=0&repo=Bainbridge&searchid=ae138398-c7e8-4b0c-ae17-fb193cca59c2.

[27] "School Impact Fees on Hiatus." Bainbridge Island Review, March 24, 2011. Information retrieved on September 7, 2022 via: https://www.citationmachine.net/bibliographies/751249df-07f0-499a-bfa2-8a08d6c0b7f6.

2.2 Housing Market Conditions and Trends

This section will consider Bainbridge Island's current housing trends to help develop a better understanding of housing market conditions within the City. Among these trends, it is important to look at housing unit production, type of housing available, housing sales prices, and vacancy rates. These indicators are key for comprehending housing needs.

Age of Housing Stock

According to parcel data from the Kitsap County Assessor, about 60 percent of homes constructed on residential parcels on Bainbridge Island were constructed 1981 or later (see Exhibit 19). From 2001 to mid-2022, about 24 percent of the Island's total residential housing stock was constructed, which means Bainbridge homes are predominantly over 20 years old.

About 22 percent of the residential parcels on Bainbridge Island is over 50 years old (built in 1970 or earlier). The age of housing does not always align with housing conditions but older housing that has not been remodeled or maintained appropriately might need redevelopment, upgrades, and possible additional investment. Also, the cost of maintaining housing can lead to financial burden particularly for those with lower incomes to draw from, and this delayed maintenance may lead to serious housing problems. The unexpected costs of repairs are often unaffordable sometimes leading to people moving to other housing and/or switching their housing tenure to rent rather than own.

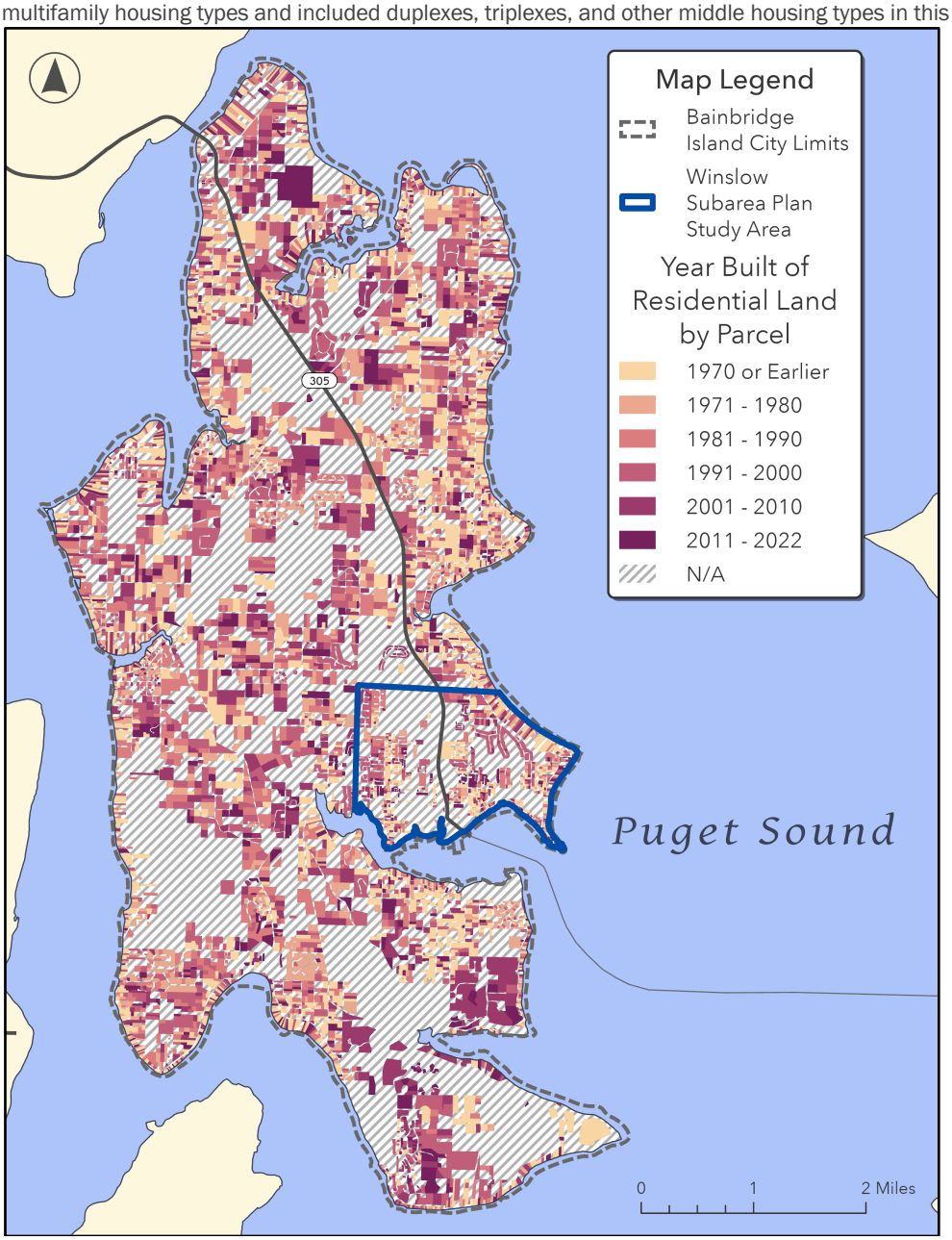
Exhibit 19. Count of parcels by year-built category on Bainbridge Island, 2022 Assessor Data
Source: ECONorthwest, with parcel data from the Kitsap County Assessor.

Year Built Category	Parcel Count	Percent Share by Year Built
Unknown	356	3.9%
1970 or Earlier	2,032	22.4%
1971–1980	1,223	13.5%
1981–1990	1,426	15.7%
1991–2000	1,854	20.4%
2001–2010	1,224	13.5%
2011–2022	958	10.6%
Total	**9,073**	**100.0%**

Exhibit 20 shows the year when residential parcels were built across Bainbridge Island (pursuant to Kitsap County assessor data). In general, housing construction has been an ongoing activity over the years dispersed throughout many neighborhoods on the Island.

Exhibit 20. Age of housing units, Bainbridge Island, Parcel Analysis

Source: ECONorthwest, with data from the Kitsap County Assessor (June 2022). N/A includes parcels without an available year built date and can include parcels without any development. Note the assessor data did not provide detail on multifamily housing types and included duplexes, triplexes, and other middle housing types in this category.



Housing Stock and Mix

In addition to assessing the age of housing, the project team examined the type of housing built on Bainbridge Island using parcel data provided by the Kitsap County Assessor. As shown in the analysis below, about 93 percent of all residential parcels on Bainbridge Island are single family residences. In most year-built categories, single family residences were the dominant housing type constructed, with the smallest share occurring during 2001 to 2010 at 93 percent when condominium construction increased to five percent of the total.

Single-family homes and their associated accommodations (including yards) tend to take up more land (usually at least one parcel per housing unit) in comparison to other types of housing such as multifamily and condominium residences which tend to include more housing units on each parcel of land. Please note that the assessor data did not provide detail on the number of housing units on each parcel, or detail regarding Accessory Dwelling Units, or more information on the multifamily housing types. This data lumped duplexes, triplexes, and other middle housing types into the multifamily category.

Exhibit 21. Count of parcels by year-built category and housing type on Bainbridge Island, 2022

Source: ECONorthwest, with parcel data from the Kitsap County Assessor. Note: Percent share (labeled "% Share") indicates the share of a housing type's parcel count as a percent of all parcels in each year-built category. The row-wise sum of the Percent Share value columns equals 100 percent for every year-built category. Note the assessor data did not provide detail on multifamily housing types and included duplexes, triplexes, and other middle housing types in this category. This data shows the count of parcels with different types of residential units (condominium, mobile home, etc.) and does not show the count of housing units. Common Areas could include open spaces associated with a housing community (often managed by a homeowner's association), or an apartment complex, or a mixed-use development.

Year Built Category	Condominium Parcels		Mobile Home/ Manufactured Parcels		Multifamily Parcels		Common Area Parcels		Single Family Parcels		Total Parcels	
	Count	% Share	Count	% Share	Count	% Share	Count	% Share	Count	% Share	Count	% Share
Unknown	3	1	2	1	0	0	319	92	21	6	345	100
1970 or Earlier	2	0	7	0	20	1	3	0	2,001	98	2,033	100
1971 – 1980	0	0	34	3	16	1	2	0	1,172	96	1,224	100
1981 – 1990	6	0	47	3	11	1	4	0	1,360	95	1,428	100
1991 – 2000	11	1	39	2	5	0	2	0	1,799	97	1,856	100
2001 – 2010	58	5	12	1	6	0	5	0	1,145	93	1,226	100
2011 – 2022	22	2	12	1	5	1	4	0	918	96	961	100
Total	**102**	**1**	**153**	**2**	**63**	**1**	**339**	**4**	**8,416**	**93**	**9,073**	**100**

Exhibit 22. Total parcels with homes, Housing Unit Type, Bainbridge Island, 2022

Source: ECONorthwest, with parcel data from the Kitsap County Assessor. Note the assessor data did not provide detail on multifamily housing types and included duplexes, triplexes, and other middle housing types in this category. This data does not show the count of housing units.

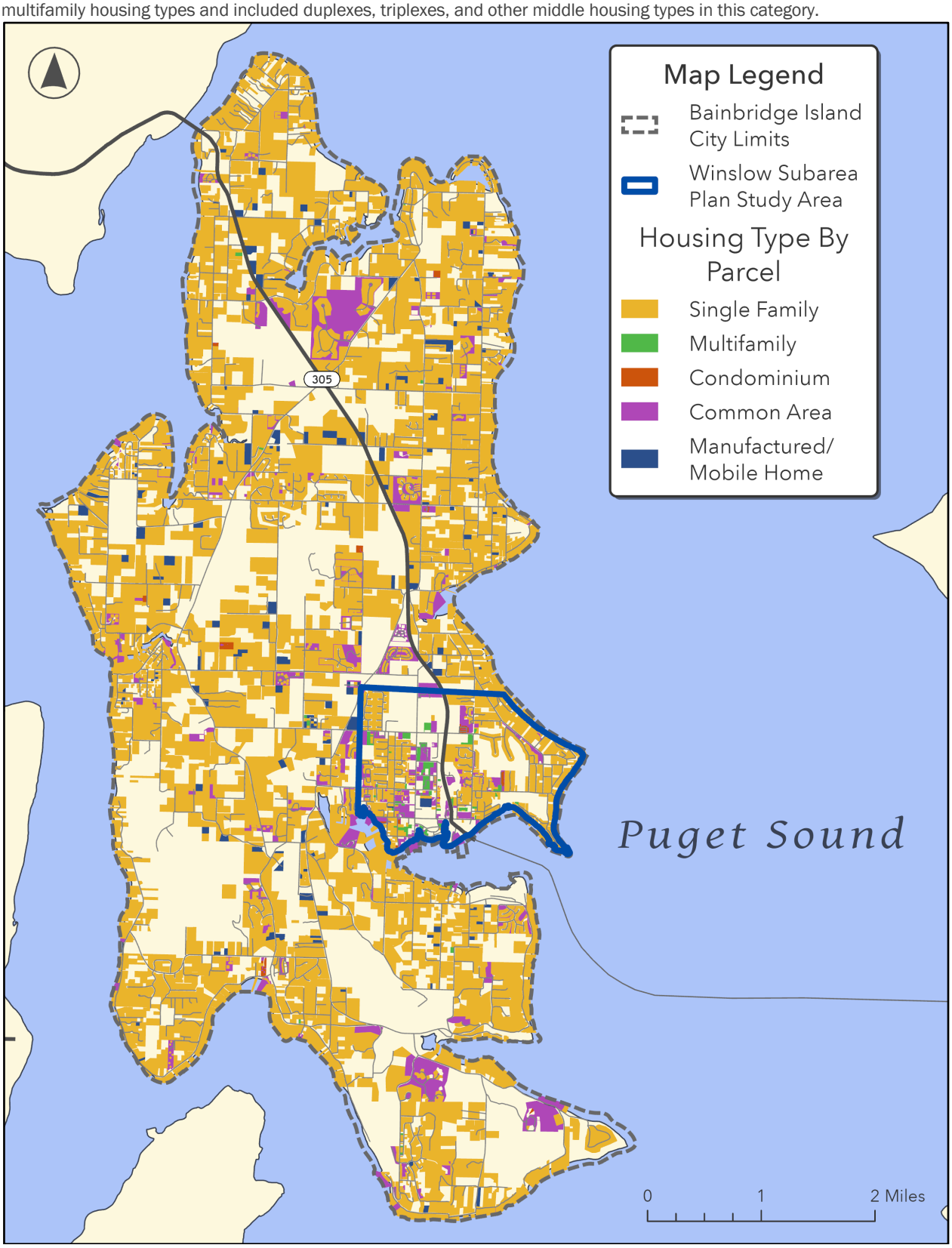
Housing Unit Type	Count of Parcels	Share of Total Parcels with Housing
Condominium	102	1.2%
Manufactured/Mobile Home	153	1.8%
Multifamily	63	0.7%
Single Family Home	8,416	96.4%
Total	**8,734**	**100.0%**

Single family residences are spread across Bainbridge Island. Most of the multifamily housing developments have been constructed in the Winslow area, near Highway 305. A handful of condominium parcels exist outside the Winslow area, with several located in the Island's Lynwood neighborhood.

Exhibit 23 shows, on a parcel basis, the location of residential parcels by type of home on the Island. As shown in the below map, multifamily housing tends to be within the Winslow Area. Please note that the assessor data did not provide unit count detail on large multifamily housing (5 or more units) development types. Only duplexes, triplexes, quadplexes, and other middle housing types had unit count information via the assessor.

Exhibit 23. Map of parcels by housing type on Bainbridge Island, 2022

Source: ECONorthwest, with data from the Kitsap County Assessor. Note the assessor data did not provide detail on multifamily housing types and included duplexes, triplexes, and other middle housing types in this category.



Housing Unit Supply and Production Data Analysis Findings

Several different datasets were examined to help gain insights on the rate of housing being built over time and the type of housing being built on Bainbridge Island (housing stock mix).

According to OFM data, overall housing availability on Bainbridge Island has become increasingly limited with minor increases over the last ten years from an estimated 10,584 houses in 2010 to 11,251 houses in 2020. Around 667 additional homes were built from 2010 to 2020 which is an increase of around 67 new homes per year on average for the last ten years.

Comparing this with housing changes over a two-decade span of time from 2000 to 2020, shows an increase from 8,517 homes in 2000 to 11,251 homes in 2020 which is an addition of 2,734 total new homes and an annual average of approximately 137 new homes built per year from 2000 to 2020. The number of housing units built per year over the last two decades (2000 to 2020) was double the number of housing units built on average per year from 2010 to 2020 (137 vs 67 homes per year). This could partially be related to slow recovery from the Great Recession beginning around 2007.

Exhibit 24. Annual Housing Growth: Total Housing Units on Bainbridge Island and Annual Percent Change Comparison of Bainbridge Island to Kitsap County and Washington State, 1992–2022

Source: Washington Office of Financial Management (OFM).

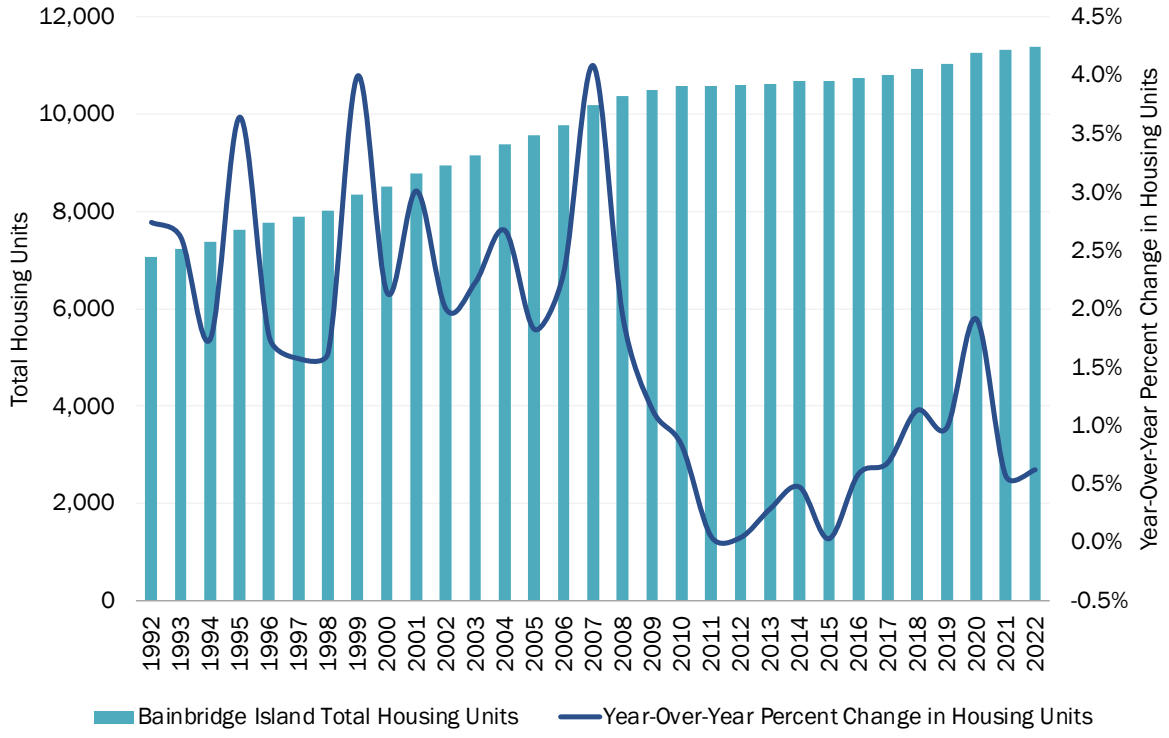
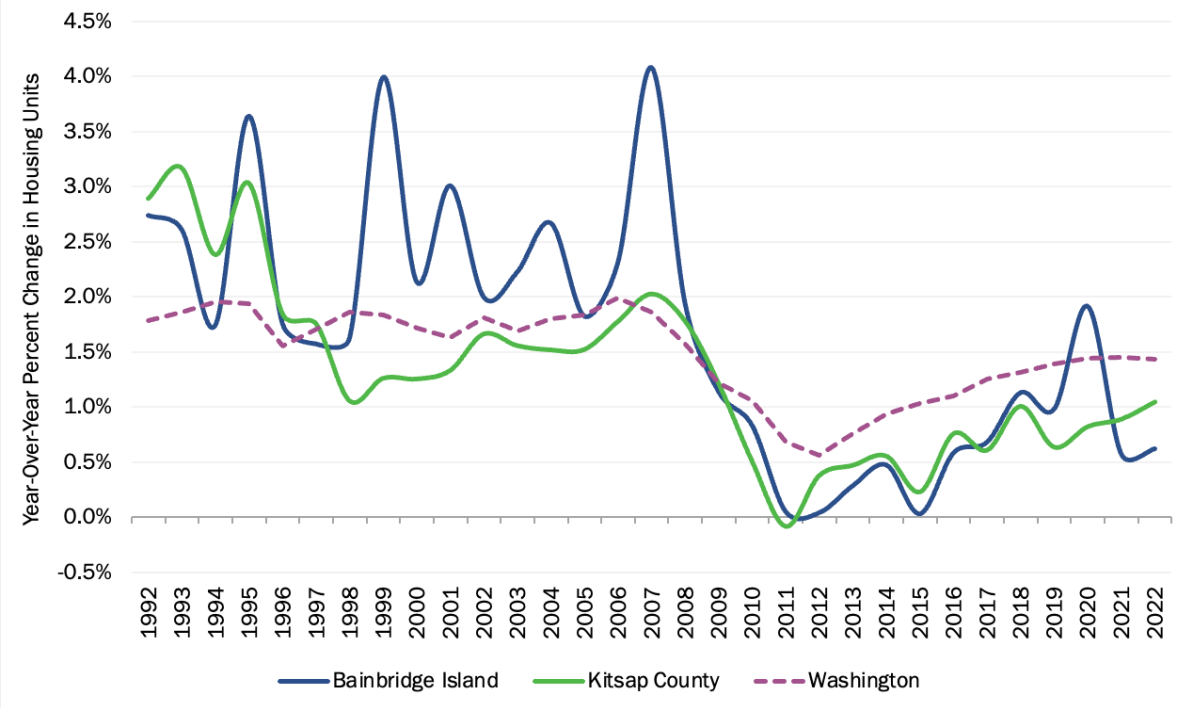


Exhibit 25. Year over Year Percent Change of Housing, Comparison to Bainbridge, 1992–2022

Source: U.S. Census Bureau, and the Washington Office of Financial Management. Note: The data reported for years 1990 through 2020 are intercensal estimates; 2021 and 2022 data are postcensal estimates.



Housing Type Mix Trends

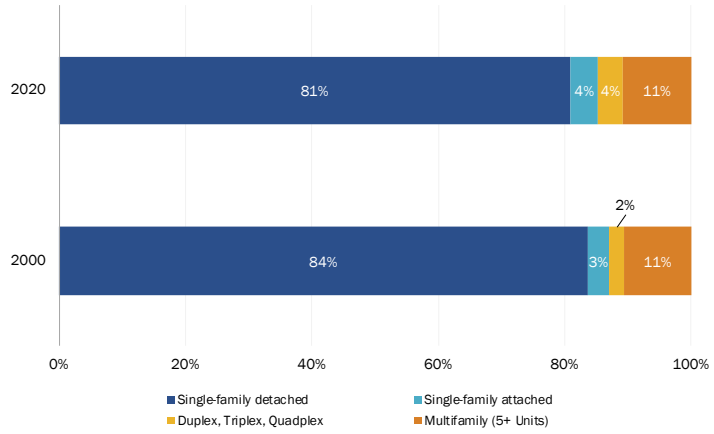
The U.S. Census provides generalized survey-based information describing the main categories of housing units (not the number of parcels) including single-family detached, duplex/triplex/quadplex, single-family attached (includes townhomes and row homes), and multifamily (five or more units).

According to the U.S. Census Bureau, about 81 percent of housing units in Bainbridge Island are single-family detached based on 2016-2020 estimates.[28] Lastly, around four percent of the Bainbridge housing stock is middle housing (duplex, triplex, or quadplex), and the remaining 11 percent is multifamily units (with five or more units). This general estimate provides the number of housing units, based on information obtained from a five-year survey sample including a subset of residents living on Bainbridge Island during the years of 2016-2020 (as a part of the American Community Survey). In contrast, the previously provided assessment was based on the analysis of Kitsap County parcel data (2021) showing parcel-level housing development trends.

[28] The U.S. Census only has housing mix data available through the five-year American Community Survey dataset for Bainbridge Island. This means that the data estimates are based on a five-year average of sample data collected during 2016 to 2020. This general estimate provides the number of housing units, based on information obtained from a five-year survey sample including a subset of residents living on Bainbridge Island during the years of 2016-2020 (as a part of the American Community Survey). In contrast, the previously provided assessment was based on the analysis of Kitsap County parcel data (2021). This assessment provides the number of residential parcels with housing (the assessor data did not provide unit count detail for large multifamily housing with 5 or more units).

Exhibit 26. Housing Mix, Bainbridge Island, 2000–2020

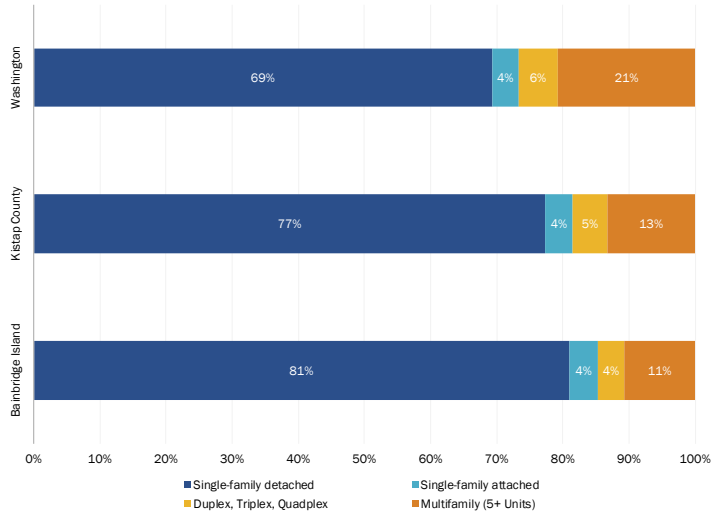
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 3 – Table DP4) and ACS 5-year data, 2016-20 estimates (Table DP04).
Note: Single-family attached includes townhomes and row homes.



Over the past twenty years, the share of single-family detached housing on Bainbridge Island has declined by three percentage points, from 84 percent down to 81 percent. During that time, the share of single-family attached units (townhomes/row homes) grew by one percentage point and the share of duplex/triplex/quadplex units increased by two percentage points. The share of multifamily units with five or more units stayed roughly the same at 11 percent in both 2000 and 2020.

Exhibit 27. Housing Unit Mix, Bainbridge Island, Kitsap County, and Washington, 2020

Source: U.S. Census Bureau, 5-year ACS data, 2016-20 estimates (Table DP04).



About 81 percent of Bainbridge Island's housing stock is single-family detached, compared to 77 percent in Kitsap County and 69 percent in the state (based on 2016-2020 estimates). Bainbridge Island has the smallest share of both middle housing including duplex/triplex/quadplex (four percent) and a much smaller share of multifamily housing (11 percent) relative to the state of Washington (21 percent).

Overall, the U.S. Census data describing housing unit mix largely indicates that the housing on Bainbridge Island is predominantly single-family detached (at least 80 percent) but the share of duplex/triplex/quadplex units and townhomes/row homes has slightly increased between 2000-2020. Additional analysis of recent City of Bainbridge permits (over the last decade) was completed in the following section to provide more details regarding housing diversity trends.

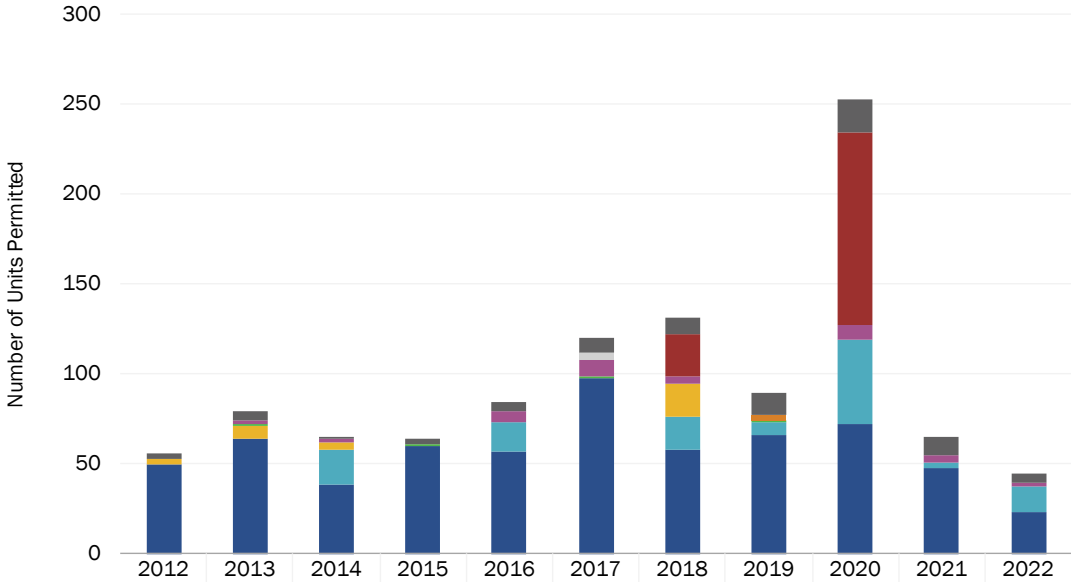
Housing Permits on Bainbridge Island

The project team also analyzed detailed permit data provided by the City of Bainbridge Island (see Exhibit 28 and Exhibit 29). According to Bainbridge Island permit data, most permits issued from 2012 to June 30, 2022, were for single-family detached units (631 total units, or 60 percent of all units permitted at this time). The second largest unit type permitted on Bainbridge were large multifamily (five or more units) units at 13 percent (or, 131 total units), followed by single-

family attached units (townhomes and rowhomes) at 12 percent (or, 126 total units). Duplexes, triplexes, and quadplexes comprised about 4 percent of the total units permitted, with a heavier emphasis on duplex construction than tri- or quadplex construction. Additionally, 8 percent of permits finalized during the analysis period were for Accessory Dwelling Units (ADUs), and 3 percent were for condominiums.

Exhibit 28. Total housing permits issued by housing type on Bainbridge Island, 2012–2022

Source: City of Bainbridge Island Permit Report 2012 to June 30, 2022. ECONorthwest analysis. Please note these do not necessarily reflect fully constructed housing units. This is based on finalized permit numbers. Single-family attached includes townhomes and rowhomes.



	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
ADUs	3	5	1	3	5	8	9	12	18	10	5
Large Multifamily (5+ units)	0	0	0	0	0	0	24	0	107	0	0
Quadplex	0	0	0	0	0	4	0	0	0	0	0
Triplex	0	0	0	0	0	0	0	3	0	0	0
Duplex	0	2	2	0	6	10	4	0	8	4	2
Mobile Home	0	1	0	1	0	1	0	1	0	0	0
Condominium	4	7	4	0	0	0	18	0	0	0	0
Single-Family Attached	0	0	20	0	16	0	18	7	47	4	14
Single-Family Detached	49	64	38	60	57	97	58	66	72	47	23

Below, Exhibit 29 provides the disaggregation of total housing units permitted on Bainbridge Island by housing type from 2012-2022. Overall, this analysis shows a slight increase in the share in housing different than single-family detached units permitted over the last decade.

Large multifamily housing (five or more units) and townhomes/rowhomes had the largest share of total units (13 percent, 12 percent) followed by ADUs (8 percent) and duplexes/triplexes/quadplex (4 percent of total units permitted, with a heavier emphasis on duplex construction). There was a spike in large multifamily units (five or more units) permitted in 2020 (see Exhibit 28), all of which are attributable to the Blis apartment complex located on Hanami Lane NE (also described in more detail in the following section).

Exhibit 29. Building Construction, Bainbridge Island, 2012–2022

Source: City of Bainbridge Permit Report, 2012 to June 30, 2022. Analysis by ECONorthwest and LDC.

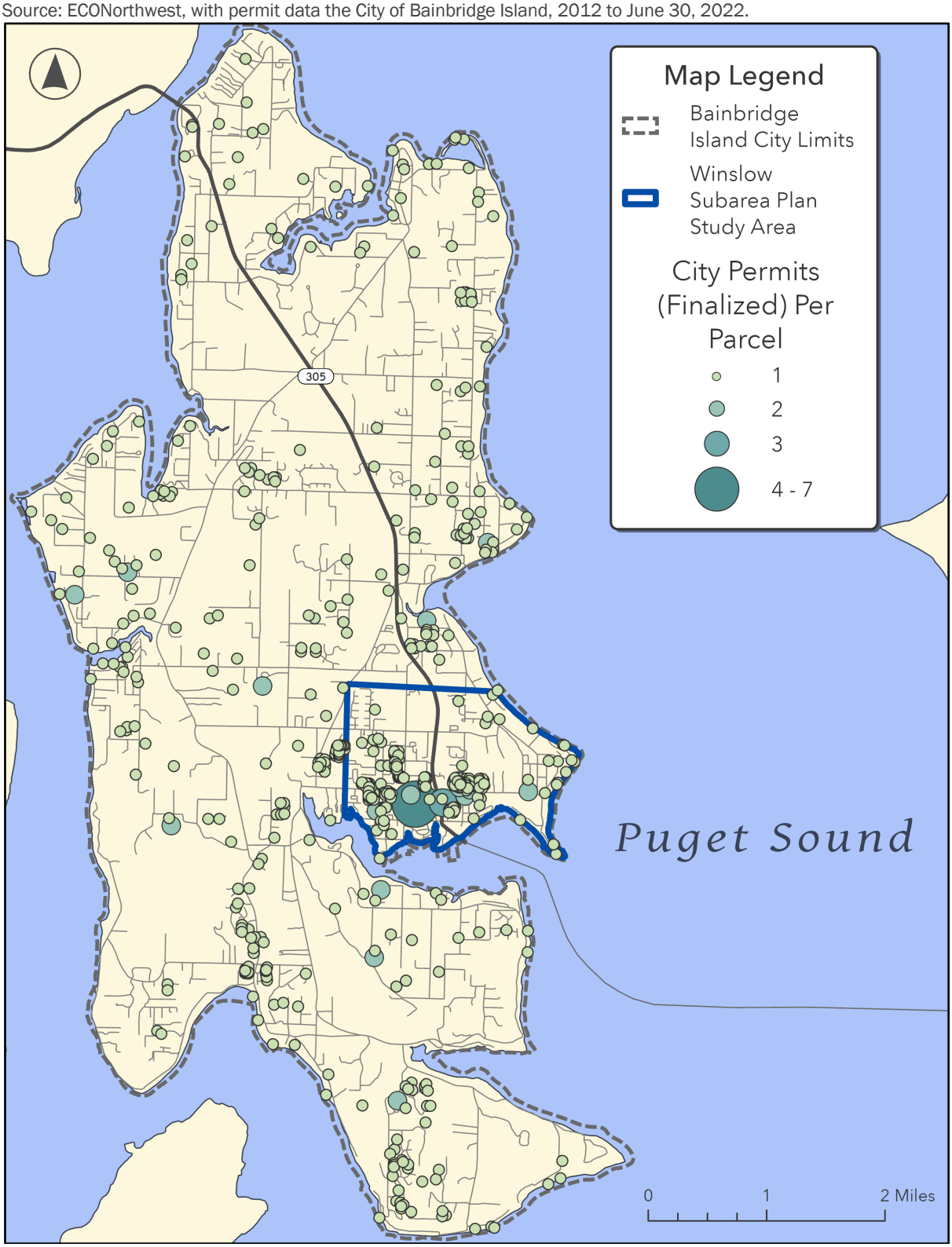
Note: The project team examined the development of "tiny homes" based on available permitting data. Bainbridge Island currently allows tiny homes on foundations but does not currently allow tiny homes on wheels to be residences. There were no permits identified for tiny home construction. Eighteen mobile home permits were recorded during this time span, but 14 of those were replacements of previously existing mobile homes and are not counted in this analysis. Furthermore, of the 638 total single-family detached permits detailed in the analysis file, ECONorthwest identified seven duplicate records based on address and parcel data; these records are not included in the data summary.

Housing Permit Type	Finalized Permits for New Housing Units, 2012 - 2022	Percent Share of Total New Finalized Units, 2012 - 2022
Single-Family Detached	631	60.2%
Single-Family Attached (Townhomes/Rowhomes)	126	12.0%
Condominium	33	3.1%
Mobile Homes (new homes, not replacement homes)	4	0.4%
Duplex	38	3.6%
Triplex	3	0.3%
Quadplex	4	0.4%
Large Multifamily (5+ Units)	131	12.5%
Accessory Dwelling Units (ADUs)	79	7.5%
Total Finalized Permits	**1,049**	**100.0%**

The map exhibit below visualizes the spatial distribution of finalized housing permits across Bainbridge Island from 2012 to 2022 and demonstrates the high permitting activity in the Winslow Area and areas near the ferry terminal (see Exhibit 30).

Over the last decade, the concentration in home development in the Winslow area has intensified which is not surprising considering the land use regulations allowing higher-density development in this area. In addition, the concentration of services, amenities, and multimodal accommodations and provision of utility infrastructure in the Winslow area also supports housing development.

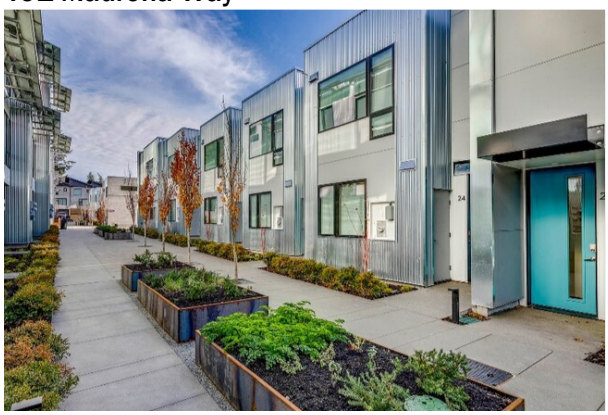
Exhibit 30. Map of finalized housing permits on Bainbridge Island, January 2012 – June 2022
Source: ECONorthwest, with permit data the City of Bainbridge Island, 2012 to June 30, 2022.



Recent Multifamily Housing Developments

Much of Bainbridge Island's multifamily housing stock is located in the Winslow area. Since 2015, three large market-rate multifamily developments were constructed on Bainbridge Island, all of them located in the Winslow area. Several summary statistics and general construction characteristics are provided below for these three recent developments (data source: CoStar).

The Walk on Bainbridge Island
401 Madrona Way



The Walk on Bainbridge Island Characteristics

Year Built: 2020
Total Units: 52
Stories: 2-3
Vacancy Rate: 0.0%
Parking: 47 surface spaces + garages
Parking Ratio: 1.24

Beds	Units	Avg. Sq. Ft	Rent per Sq. Ft.	Avg. Rent
1-Bed	14	714	$2.51	$1,772
2-Bed	18	1,100	$2.97	$3,262
3-Bed	6	1,630	$2.44	$3,942

Blis – 747 Hanami Lane NE

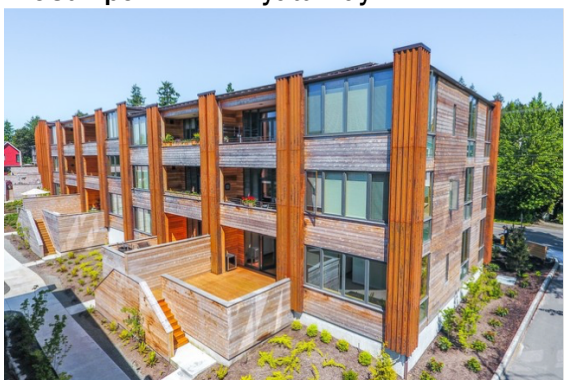


Blis Characteristics

Year Built: 2019-2020
Total Units: 107
Stories: 4
Vacancy Rate: 5.3%
Parking: N/A

Beds	Units	Avg. Sq. Ft	Rent per Sq. Ft.	Avg. Rent
Studio	16	509	$3.60	$1,830
1-Bed	53	768	$3.20	$2,450
2-Bed	38	1,041	$2.99	$3,096
3-Bed	7	1,586	$2.62	$4,152

The Juniper – 211 Wyatt Way NE



Juniper Characteristics

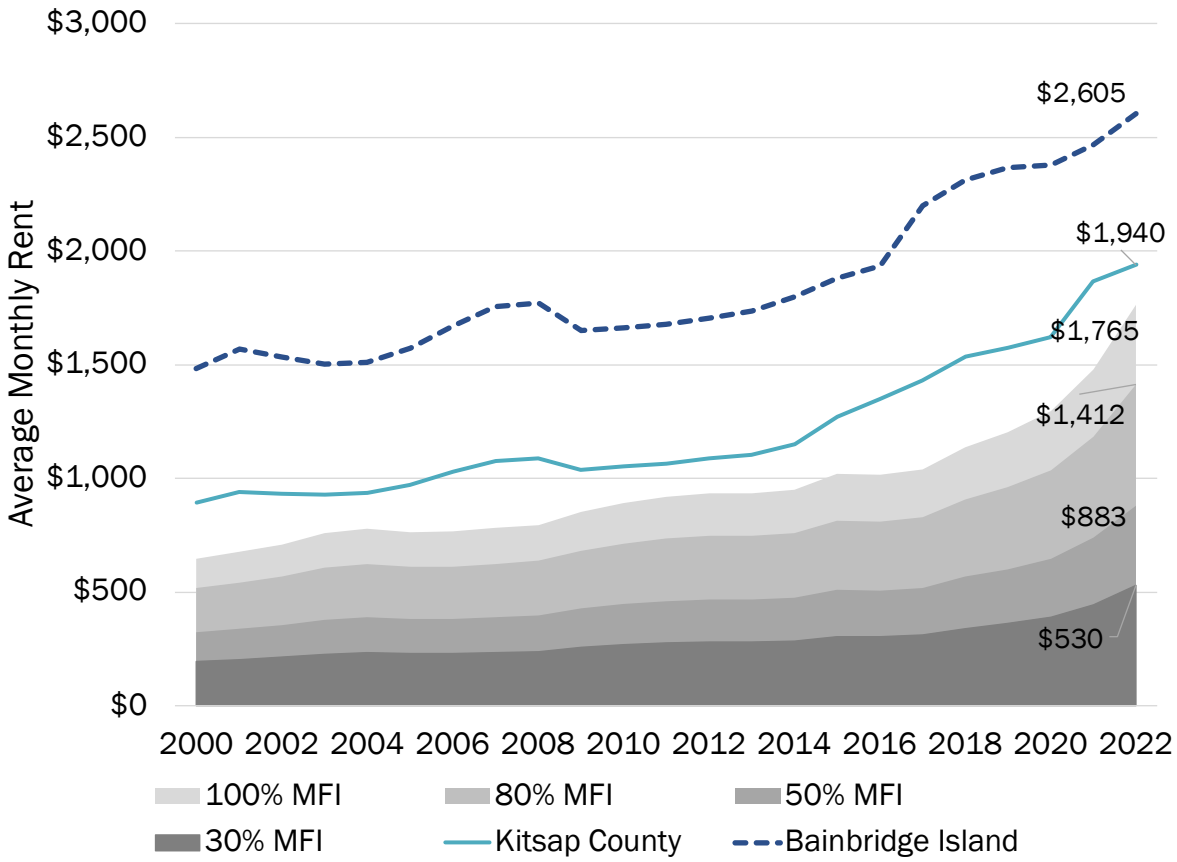
Year Built: 2015
Total Units: 12
Stories: 3
Vacancy Rate: 0.0%
Parking: N/A

Beds	Units	Avg. Sq. Ft	Rent per Sq. Ft.	Avg. Rent
1-Bed	12	1,380	$2.56	$3,520

Rents Compared to Affordability

Rents have increased considerably in Bainbridge Island and across Kitsap County since 2000. As of July 2022, the average asking rent for a two-bedroom apartment on Bainbridge Island was $2,605, about 76 percent higher than the asking rent for a two-bedroom apartment in 2000. Kitsap County, while generally lower than Bainbridge Island's asking rent in nominal terms, had an even larger average asking rent price increase for two-bedroom apartments over the 2000 to July 2022 period, escalating by 117 percent.

Exhibit 31. Average Market Rent and Fair Market Rent for a 2-bedroom apartment, 2000–2022
Sources: CoStar (historical rent data) and HUD (MF 2-Bed affordability data). Notes: Two-bedroom affordable rents are fair market rents reported by HUD. These are on a fiscal year basis. The average monthly rent values were not adjusted for inflation since it was not recommended to adjust rent or home sales prices for inflation. For this analysis, 0-30% is very low income, 31-50% is low income, and 51-80% is moderate income. MFI stands for Median Family Income (also can be referred to as AMI).. Bainbridge Island Municipal Code definitions: extremely low income is less than 30% of median household income, very low income is 31% to 50%, and low income is 51% to 80%.



According to CoStar Market data, average rents for a 2-bedroom apartment on Bainbridge reached $2,644 in July of 2022. In contrast, the regional Fair Market Rent for the HUD Income Limits for Bremerton-Silverdale MSA was much lower at $1,765 in 2022 and average rents in Kitsap County were at $1,940 per month, a value lower than the average rent on Bainbridge.[29]

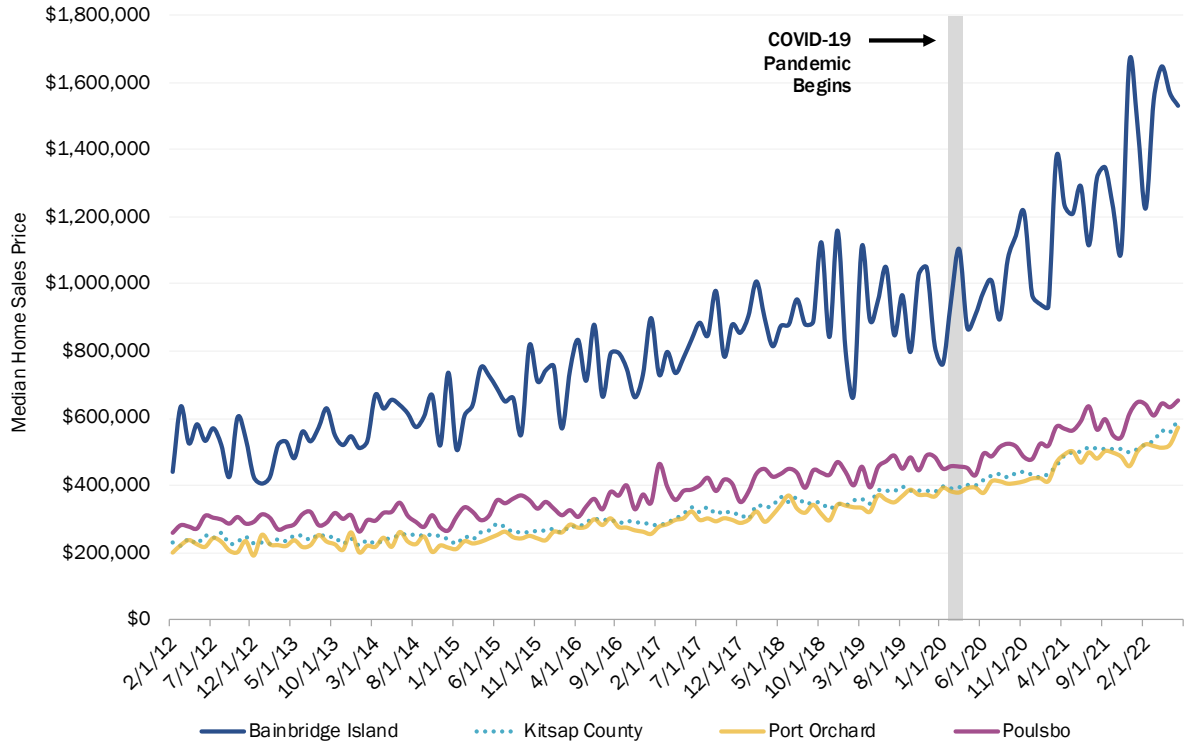
[29] Annual HUD Fair Market Rents (FMRs) are an estimate of the amount of money that would cover gross rents (rent and utility expenses). They are calculated as the 40th percentile of gross rents for regular, standard quality units in a

Exhibit 32. Average Asking 2-bedroom Rent in Bainbridge Island and Kitsap County 2000–2022
Source: CoStar.

Geography	2000	2010	2020	2022	Percent Change 2000–2022	AAGR, 2000–2022
Bainbridge Island	$1,484	$1,662	$2,377	$2,605	75.5%	2.6%
Kitsap County	$894	$1,055	$1,622	$1,940	117.0%	3.6%

In addition to rent escalation, the median sales price of homes increased significantly across Bainbridge Island and in the broader region (see Exhibit 33). In the month of June 2022, Bainbridge Island's median sales price of single-family homes reached just over $1.5 million, 188 percent higher than its median sales price in June 2012. Comparatively, Kitsap County's median home sale value in June 2022 was $600,000, about 39 percent the size of Bainbridge Island's median value.

Exhibit 33. Median Monthly Home Sales Price, Bainbridge Island compared to Kitsap County, Port Orchard, and Poulsbo, February 2012 – June 2022
Source: Redfin Data Center.

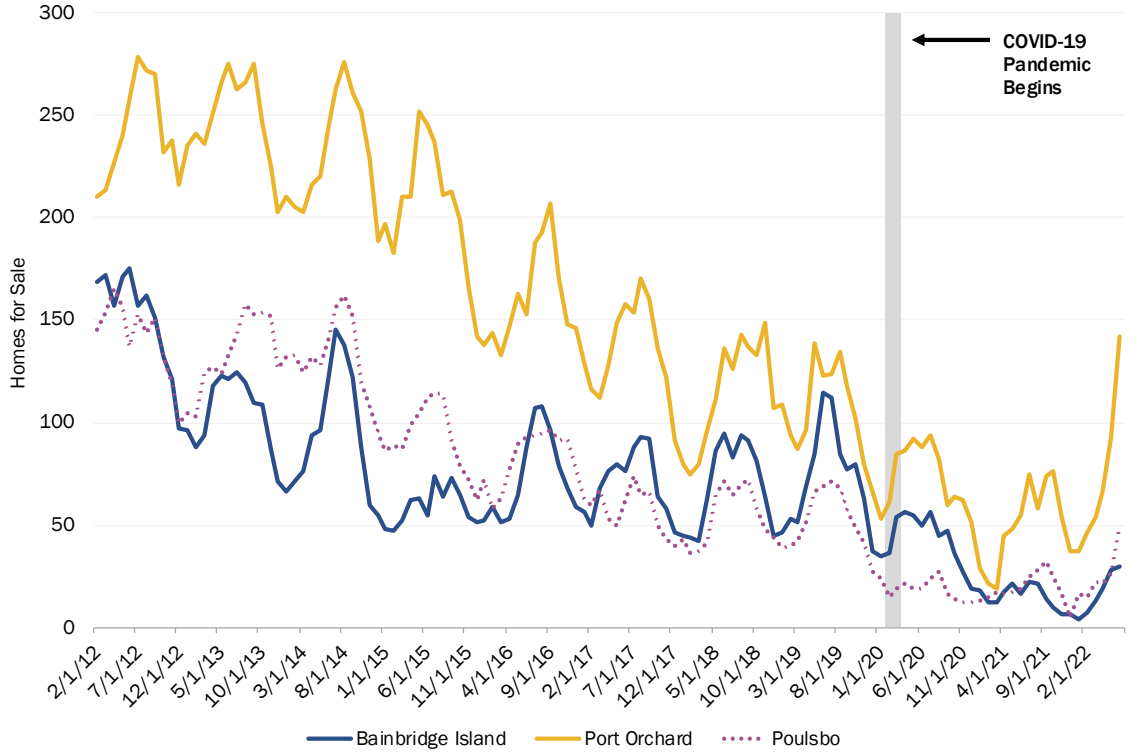


The sizable growth rate in home sale prices on Bainbridge Island is due, in part, to the high demand for housing coupled with its declining stock of homes available on the market and increasing construction costs (see Exhibit 34 for the monthly change in homes for sale in Bainbridge Island's real estate market). The supply of homes for sale on Bainbridge Island has been gradually declining especially after 2014.

local housing market. They act as rent ceilings for housing authorities and are set to help housing authorities cover costs and find qualifying units in the market. Sources: https://www.hud.loans/hud-loans-blog/what-is-fair-market-rent and www.hud.gov/program_offices/public_indian_housing/programs/hcv/landlord/fmr

Exhibit 34. Homes for Sale on Bainbridge Island, Compared to Port Orchard and Poulsbo, February 2012 – June 2022

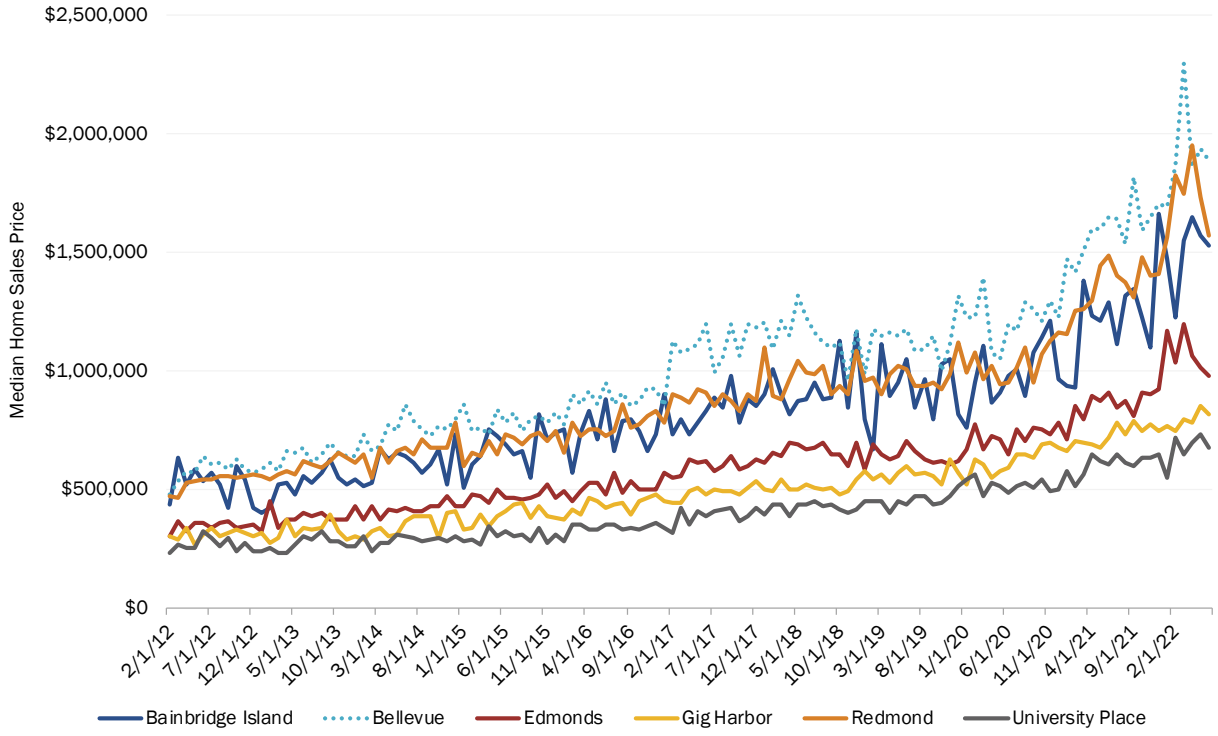
Source: Redfin Data Center. The City of Port Orchard was included for comparison to Bainbridge Island due to its similar location in Kitsap County and somewhat similar population size.



The below exhibit (see Exhibit 35) compares Bainbridge Island's median home sales value to Kitsap County and the nearby cities of Port Orchard and Poulsbo. These two cities were included for comparison to Bainbridge Island due to their similar location in Kitsap County and population size.

The median sales prices for the cities of Bellevue, Edmonds, Gig Harbor, Redmond, and University Place were analyzed to provide additional comparison cities within the broader Puget Sound region. Among them, Bellevue and Redmond were the only cities with a higher median sales price than Bainbridge Island in June 2022 (see Exhibit 35).

Exhibit 35. Median Monthly Home Sales Price, Bainbridge Island Compared to Bellevue, Edmonds, Gig Harbor, Redmond, and University Place, February 2012 – June 2022
Source: Redfin.



During the early years of the COVID-19 pandemic, the median sales price on Bainbridge Island reached a high of $1.2 million in November 2020 and nearly $1.7 million in December 2021. In the years prior to the pandemic from 2012 to 2019, the median home sales price changes were smaller.

The pandemic could influence housing market dynamics and home sale trends due to a decreased supply of housing being built, construction cost changes and building supply limitations, and labor shortages (see the HNA Appendix for more information). Also changes associated with work from home trends should be considered.

Consequently, it would be helpful to reassess in later years to determine how the market adjusts. Overall, Bainbridge Island had a higher median sales price than Kitsap County and the cities of Edmonds, Poulsbo, Gig Harbor, Port Orchard, and University Place from 2012 to 2022.

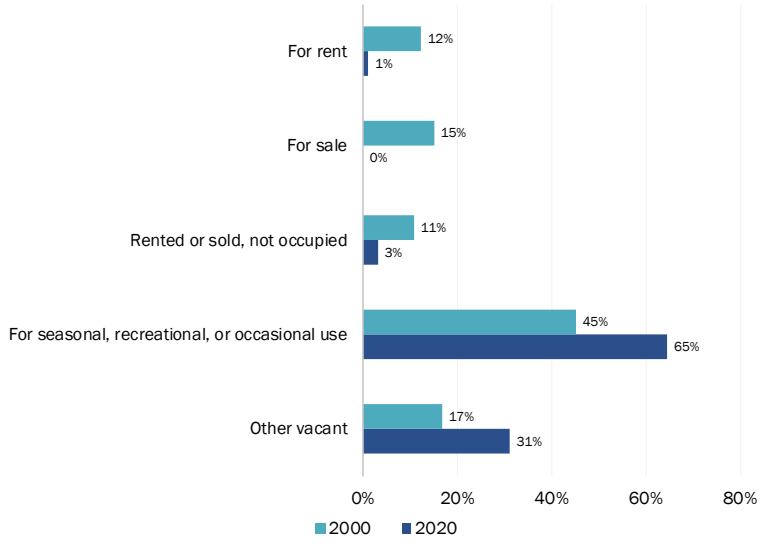
Housing Vacancy Trends

Another useful measure of housing supply and demand are vacancy rates of different housing product types. Low vacancy rates may indicate a limited housing supply and inadequate housing production to satisfy demand while in contrast, high vacancy rates imply an over-supply of housing, reduced desirability of an area, or low demand. Housing market assessments often use five percent as a standard vacancy rate since it implies a balance between housing supply and demand. Average rental housing vacancy rates tend to be between seven

and eight percent in the United States.[30] The overall vacancy rate from 2000 to 2020 has remained the same at six percent; however, the nature of the types of vacancies has changed.

Exhibit 36. Vacant Units by Vacancy Status in Bainbridge Island, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 1 – Table H005) and ACS 5-year data, 2016-20 estimates (Table B25004).



In 2000, there were approximately 538 vacant housing units and in comparison, there were around 700 total vacant units by 2020 which according to the U.S. Census Bureau 5-Year ACS. Most of Bainbridge's vacant housing units were unoccupied for seasonal, recreational, or occasional uses from 2000 to 2020. The share of housing units vacant for seasonal, recreational, or occasional uses increased from 45 to 65 percent from 2000 to 2020. In contrast, the share of housing units available for rent or purchase declined substantially from 2000 to 2020 from 12 percent to one percent for rent and from 15 percent to less than one percent for sale.

Non-Primary Home Ownership Trends

Using Kitsap County Assessor data, ECONorthwest analyzed the share of parcels on Bainbridge Island that are "primary" use or "non-primary" use since this helps shed light on second homeownership trends. Based on this analysis, nearly one-third of residential parcels on Bainbridge Island, as of 2022, include non-primary homes. The non-primary homes could be short term rentals, vacation homes, rental homes, and various other types of housing where the primary owner has a different home address than the physical address of the home. Quantifying the exact number of second homes is challenging due to data limitations.

Exhibit 37. Primary and Non-Primary Residences on Bainbridge Island, 2022

Data source: ECONorthwest analysis, with data from the Kitsap County Assessor. Note: This analysis is based on the evaluation of residential parcel's situs address compared against its taxpayer address. Parcels with an identical situs address and taxpayer address were categorized as "primary" and parcels with a situs address that differed from its taxpayer address were categorized as "non-primary."

Parcel Type	Parcel Count	Share of Total Residential Parcels
Primary	5,994	69%
Non-Primary	2,740	31%
Total	8,734	100%

[30] Hagen, Daniel A. and Julia L. Hansen. "Rental Housing and the Natural Vacancy Rate." Journal of Real Estate Research, April 2010. Pages 413-434.

2.3 Local Workforce and Commuting Trends

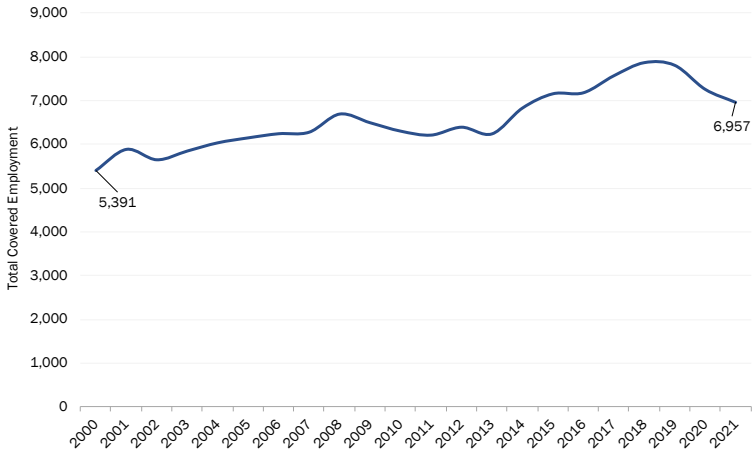
Understanding Bainbridge Island's workforce profile and commuting trends will help provide insights on the housing needs of workers today and into the future. The following section provides key findings regarding covered employment in Kitsap County and then more localized findings on the top employers located on Bainbridge Island and the City of Bainbridge Island workforce trends regarding their place of residence.

Covered Employment

The employment count data detailed in this section are covered employment estimates published by the Puget Sound Regional Council (PSRC). Covered employment is not full employment; rather, it's a measure of jobs that are covered by the Washington Unemployment Insurance Act.[31,32] According to the latest covered employment estimates from PSRC, covered employment on Bainbridge Island has grown by about 29 percent between 2000 to 2021. On average, Bainbridge Island, comprised between seven to nine percent of Kitsap County's total covered employment from 2000-2021.

Exhibit 38. Total Covered Employment on Bainbridge Island, 2000–2021

Source: Puget Sound Regional Council (PSRC), Covered Employment Estimates, 2000-2021. Note: According to PSRC, covered employment estimates represent approximately 85 to 90 percent of total employment. Covered employment estimates include part-time and temporary workers, and exclude self-employed workers, proprietors, and CEOs. If a worker holds more than one job, each job held is counted in the data.



Covered employment on Bainbridge Island has increased by about 1,566 jobs (or, 29 percent) over the 2000 to 2021 period from an estimated 5,391 jobs to 6,957 jobs (PSRC).

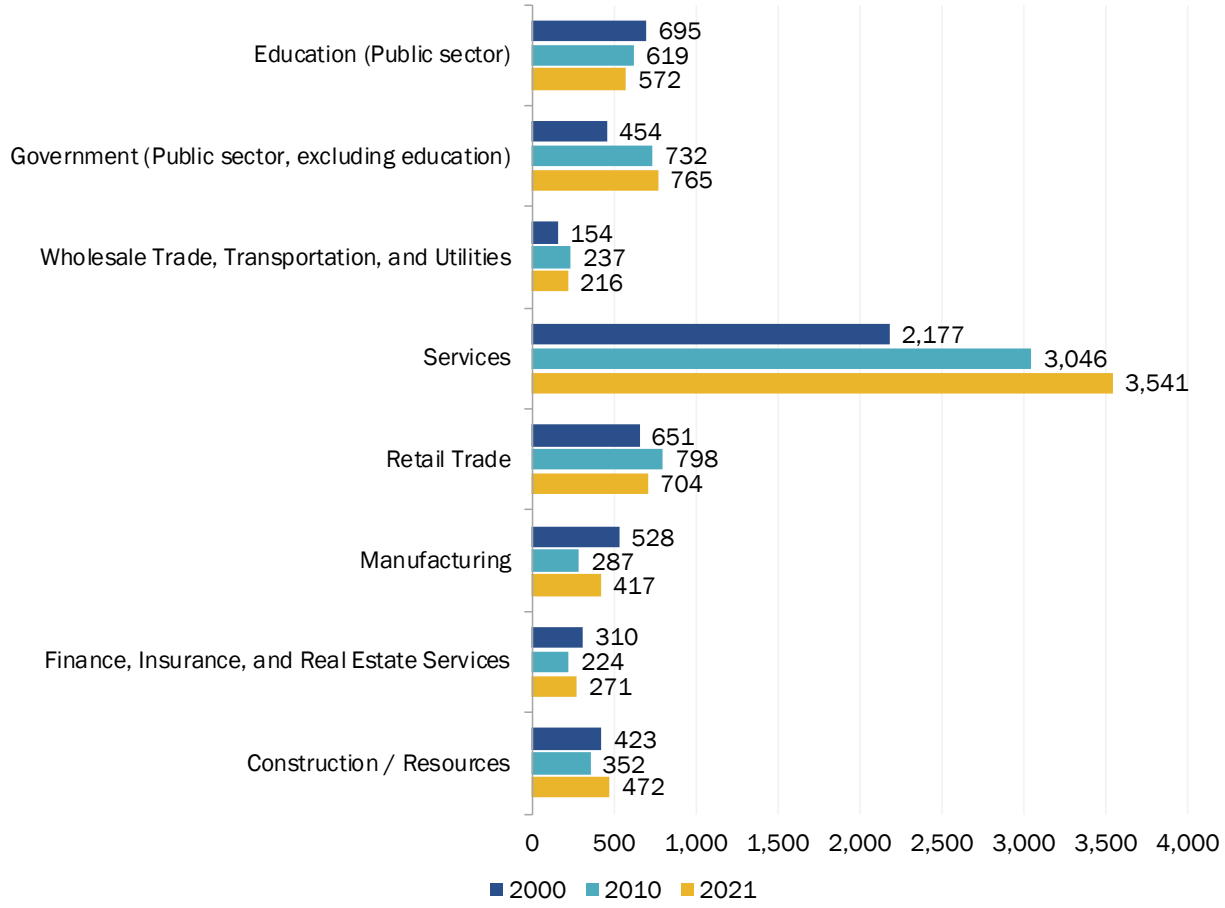
Before the COVID-19 pandemic in 2020, covered employment on Bainbridge Island reached a peak of 7,870 covered jobs in 2018, about 46 percent above 2000 levels. In 2020, Bainbridge Island's covered employment fell to a total of 7,257 jobs, or seven percent below 2019 levels. In the following year (2021), covered employment decreased by another 300 jobs (or a contraction of four percent relative to 2020 estimates) to provide an estimated total of 6,957 jobs.

[31] Covered employment estimates exclude self-employed workers, proprietors, CEOs, and non-insured workers. According to PSRC, covered employment estimates typically represent about 85 to 90 percent of total employment.

[32] Puget Sound Regional Council, Covered Employment by City – Major Sector. Data retrieved via psrc.org on September 26, 2022.

The Puget Sound Regional Council also provides employment estimates by major employment sector groupings[33] and two-digit NAICS sector classifications. The data shown in Exhibit 39 describe Bainbridge Island's covered employment composition by the major employment sector groups.[34]

Exhibit 39. Covered Employment on Bainbridge Island, by Major Sector, 2000–2021
Source: Puget Sound Regional Council, Covered Employment Estimates, 2000–2021.



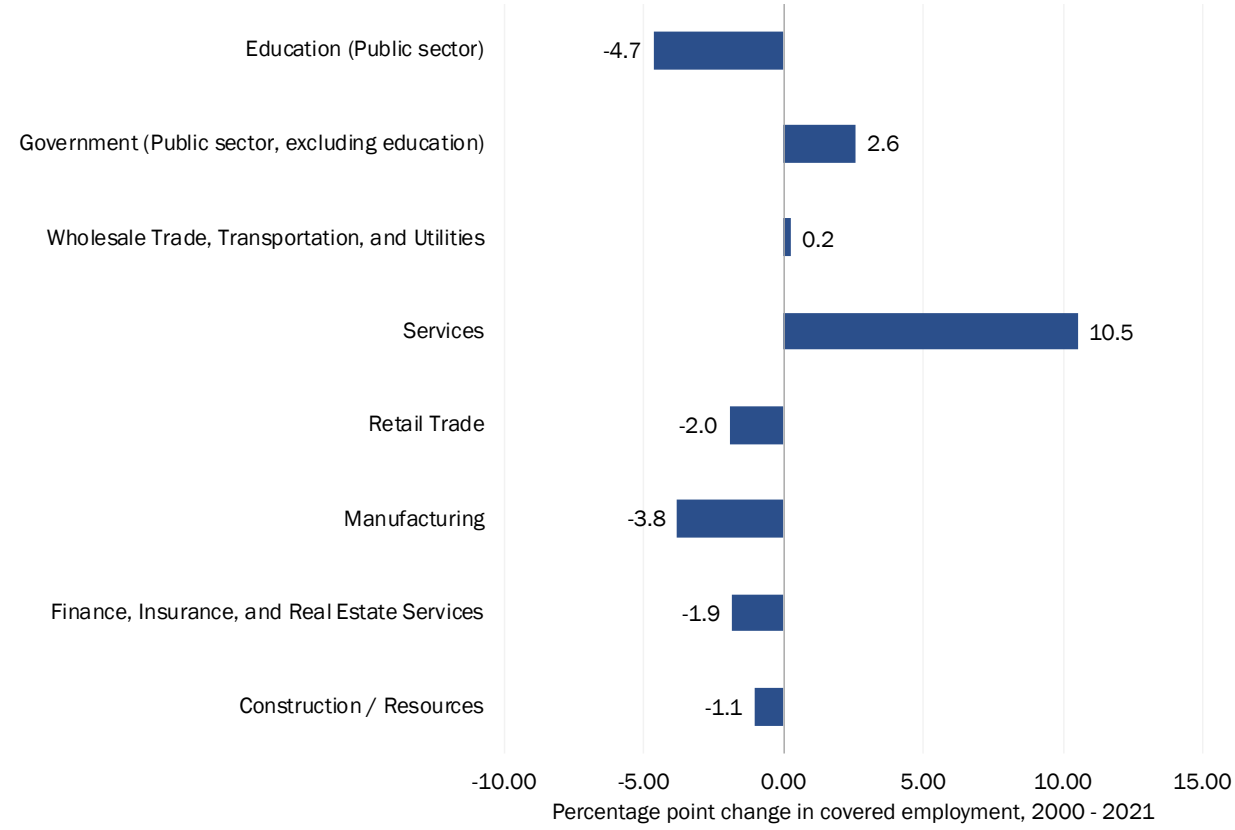
The services sector group comprised the largest covered employment share on Bainbridge Island from 2000 to 2021. In 2021, a little over half, or approximately 51 percent, of Bainbridge Island's covered employment was comprised of service jobs (see Exhibit 40), up nearly 11 percentage points relative to the service sector's share in 2000 (40 percent of total covered employment). Over the same period, the share of government sector employment, as a total of Bainbridge Island's covered employment, increased by about three percentage points from 2000

[33] The construction and resources sector contains NAICS codes 11, 21, and 23; finance, insurance, and real estate services include NAICS codes 52 and 53; manufacturing include NAICS codes 31 to 33; retail trade include NAICS codes 44 and 45; services include NAICS codes 51, 54-56, 61 (private sector education), 62, 81, 72, and 81; wholesale trade, transportation, and utilities includes NAICS codes 22, 42, 48, and 49; government includes NAICS code 92; and education (public sector) includes NAICS code 61 (public sector education). Source: PSRC.org.

[34] NAICS two-digit sector data were available for Bainbridge Island. However, due to data confidentiality restraints, several sectors in Bainbridge Island have a "suppressed" value reported for their employment count estimates. Thus, we analyzed the major NAICS sector groupings, as none of these categories have suppressed employment estimates.

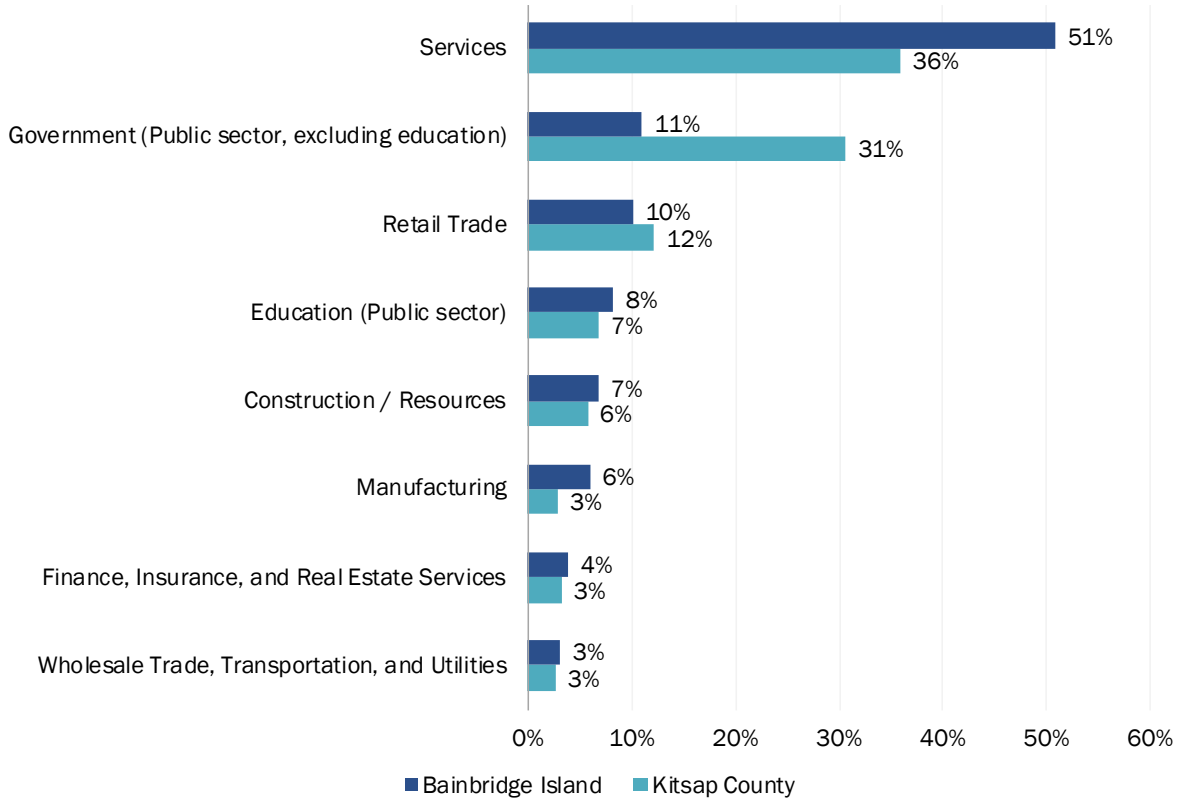
to 2021. All other major sector groupings either stagnated or declined in terms of their share of employment relative to the city-wide total in 2000, 2010, and 2021.

Exhibit 40. Change in Covered Employment on Bainbridge Island, 2000–2021
Source: Puget Sound Regional Council, Covered Employment Estimates, 2000–2021.



Like Bainbridge Island, the predominant sector of covered employment in Kitsap County is in the Services sector (see Exhibit 41). In 2021, about 36 percent of the County's covered employment was in Services. Most other sectors in Kitsap County followed a similar covered employment distribution relative to Bainbridge Island, except for the government sector where approximately 31 percent of covered employees were employed in the County (compared to Bainbridge Island's 11 percent).

Exhibit 41. Distribution of Covered Employment on Bainbridge Compared to Kitsap County, 2021
Source: Puget Sound Regional Council, Covered Employment Estimates, 2021.



PSRC's service sector includes the following types of employment: information; professional, scientific, and technical services; management of companies and enterprises; administrative and support/waste management; educational services (private sector portion); health care and social assistance; arts, entertainment, and recreation; accommodation and food services; and other services (except public administration).

On Bainbridge Island, the professional, scientific, and technical services sector made up the largest share of total service sector employment at about 27 percent in 2021 (see Exhibit 42). Healthcare and social assistance comprised the second largest share (20 percent) of total service sector employment on Bainbridge Island compared to Kitsap County's 37 percent. Accommodation and food services was the third largest service sector on Bainbridge Island (16 percent) relative to Kitsap County's 23 percent.

Exhibit 42. Distribution of Employment Types in the Service Sector on Bainbridge Island and Kitsap County, 2021

Source: Puget Sound Regional Council, Covered Employment Estimates, 2021.

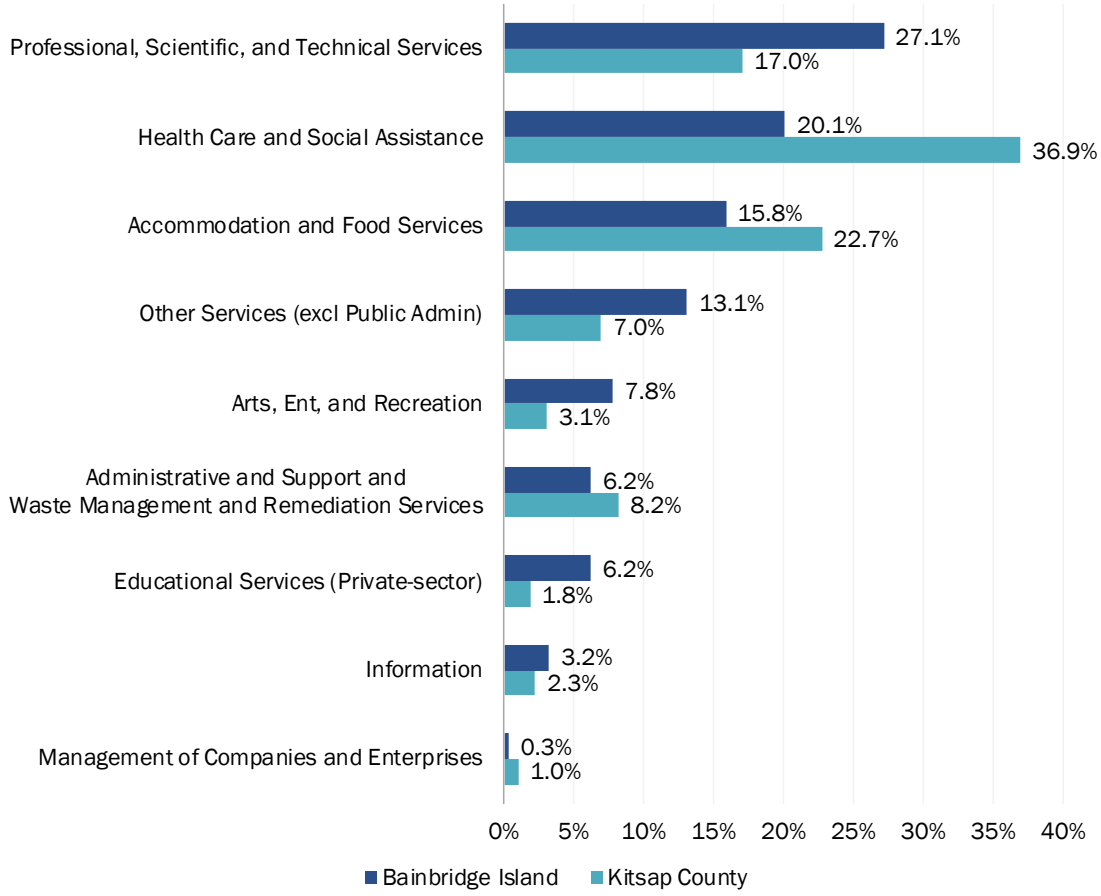


Exhibit 43 shows the average annual wages for several service-related occupations in Kitsap County as of 2021.[35] These are included to illustrate the wide array of potential occupational roles that exist within the broad sector of service-based jobs.

Among the occupations with a lower annual average wage in Kitsap County are hotel desk clerks ($31,700, Accommodation) and nursing assistants ($35,550, Healthcare and Social Assistance), while higher wage occupations can include IT administrators ($83,180) and lawyers ($115,450) which are both in the Professional, Scientific, and Technical Services category.[36]

[35] The Bremerton-Silverdale MSA has the same geographical boundary as Kitsap County. A map of MSA boundaries can be accessed via the U.S. Census Bureau at the following web address: https://www2.census.gov/geo/maps/metroarea/us_wall/Jul2015/cbsa_us_0715.pdf

[36] The full list of occupations and their associated data for 2021 (e.g., employment count per occupation and average annual wage) can be accessed via the Bureau of Labor Statistics' Occupational Employment Statistics (OES) database at the following web address: https://www.bls.gov/oes/current/oes_14740.htm

Exhibit 43. Occupational Wages of Service Sector Jobs in Kitsap County, 2021
Source: U.S. Bureau of Labor Statistics, Occupational Employment Statistics, May 2021, Bremerton-Silverdale MSA (same geographical boundary as Kitsap County).

Service Occupation Title	General Service Sector Title	Annual Average Wage
Hotel/Motel Desk Clerks	Accommodation	$31,700
Childcare Workers	Healthcare and Social Assistance	$32,420
Home Health and Personal Care Aides	Social Assistance	$32,760
Nursing Assistant	Healthcare and Social Assistance	$35,550
Waiters and Waitresses	Food Services	$43,040
Hairdressers and Hairstylists	Other Services (excluding Public Admin)	$44,460
Dental Assistant	Healthcare and Social Assistance	$46,200
Graphic Designer	Professional, Scientific, and Technical Services	$60,820
Accountants and Auditors	Professional, Scientific, and Technical Services	$80,690
Network and Computer Systems Administrators (Information Technology)	Professional, Scientific, and Technical Services	$83,180
Technical Writer	Professional, Scientific, and Technical Services	$88,390
Lawyer	Professional, Scientific, and Technical Services	$115,450

Top Employers Located on Bainbridge Island

The following table provides the top employers on Bainbridge Island as of 2021 compared to 2012. The top employer consistently for 2012 and 2021 is the Bainbridge Island School District. Other top employers in 2021 besides the school district are the Washington State Ferries, Sage/Redington Inc./Farbank (fly fishing manufacturing of specialty sporting equipment), grocery stores (Town & Country Market and Safeway), the City, Messenger House Care Center (now known as Fieldstone Memory Care), Storyville Coffee), Fairbank Construction, and Islandwood (offering environmental science education services and rental spaces).

In 2012, the top ten employers on Bainbridge Island comprised 23.6 percent of Bainbridge's overall employment, compared to 18.7 in 2021, a 4.9 percentage point decrease. Over the analysis period, the Bainbridge Island School District was the largest employer in both 2012 and

2021 at 6.6 percent of citywide employment (370 employees) in 2012 and 7.8 percent of employment (712 employees) in 2021.[37]

Exhibit 44. Top Employers on Bainbridge Island, 2012–2021

Source: Washington State Employment Security Department, Kitsap Economic Development Agency, and Washington State Department of Revenue, Business Licensing Service.

Employer Name	2012			2021		
	Number of Employees	Employment Rank	Percent of Total Employment	Number of Employees	Employment Rank	Percent of Total Employment
Bainbridge Island School District	370	1	6.6	712	1	7.8
Washington State Ferries	NA	NA	NA	165	2	1.8
Town & Country Market	135	3	2.4	140	3	1.5
Sage / Redington Inc. / Farbank	160	2	2.8	136	4	1.5
City of Bainbridge Island	120	5	2.1	130	5	1.4
Safeway	115	6	2.0	115	6	1.3
Messenger House Care Center	96	7	1.7	100	7	1.0
Storyville	NA	NA	NA	90	9	1.0
Fairbank Construction	NA	NA	NA	70	9	0.8
Islandwood	60	10	1.0	60	10	0.7
Avalara	135	4	2.4	NA	NA	NA
American Marine Bank	74	8	1.3	NA	NA	NA
Island Fitness	70	9	1.2	NA	NA	NA
Subtotal of ten largest employers	**1,335**	**–**	**23.6**	**1,718**	**–**	**18.7**
All other employers	**4,314**	**–**	**76.4**	**7,456**	**–**	**81.3**
Total City of Bainbridge Island employment	**5,649**	**–**	**100.0**	**9,174**	**–**	**100.0**

[37] Avalara relocated to Seattle after 2012. American Marine Bank closed their business after 2012. Messenger House Care Center closed a few years ago to undergo a major remodel and will reopen in the future.

Commuting Trends

Workforce commuting trends over the last decade can help describe the extent to which people live and work on Bainbridge. This analysis focuses on examining where Bainbridge workers originate from and how that has changed over the last decade. The exhibits in this section show increases in workforce commuting from other areas outside of Bainbridge. As shown in Exhibit 45, the estimated number of Bainbridge workers commuting from elsewhere increased from 3,134 workers in 2010 to 4,742 workers in 2019, or by about 51 percent.

Exhibit 45. Origin of Bainbridge Workers and Commuting Shifts, 2010 to 2019
Source: U.S. Census Bureau, Center for Economic Studies, 2010 and 2019 LEHD data.

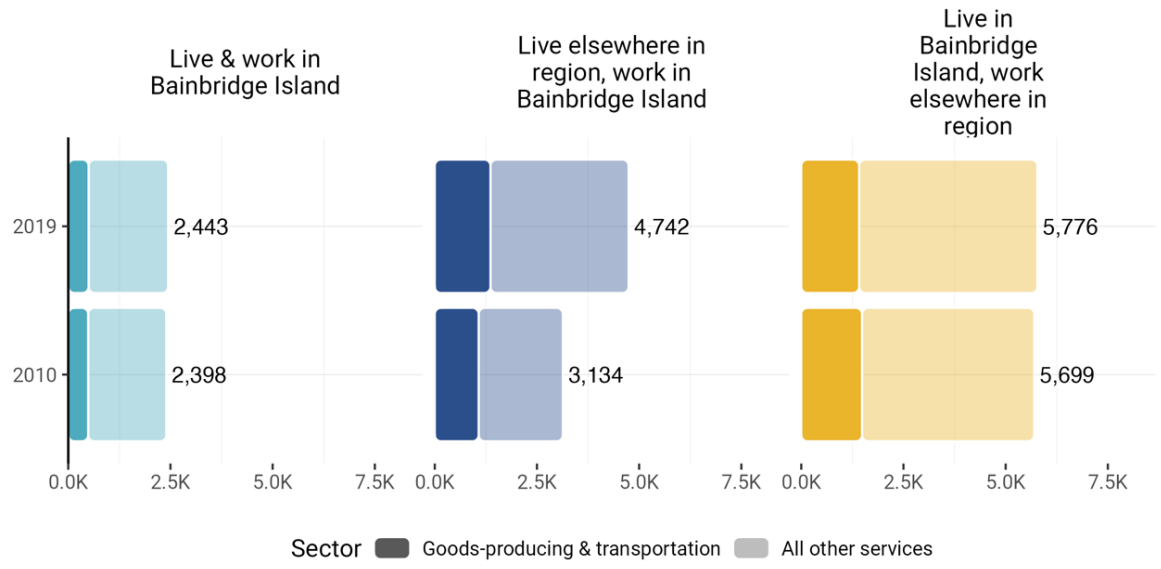
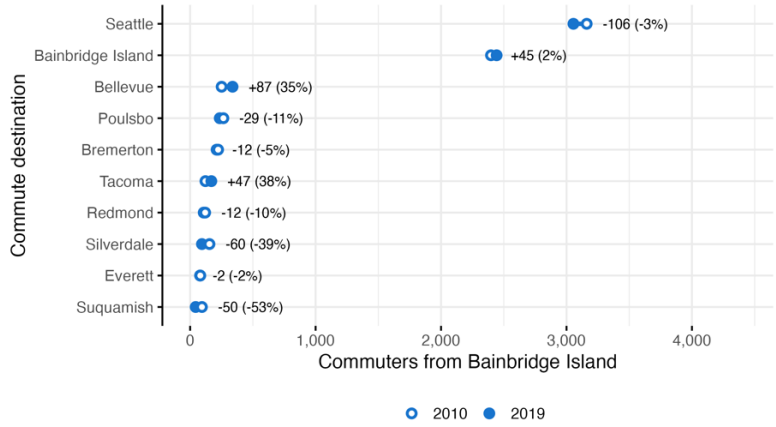


Exhibit 46 shows the top ten urban places or cities where workers who live on Bainbridge Island commute to for their jobs (as estimated by the U.S. Census Bureau in their LEHD data). In both 2010 and 2019, the largest commuting destination was Seattle. While the count of Bainbridge Island workers commuting to Seattle slightly decreased over the analysis period, a little more than one-third (34 percent) of workers who live on Bainbridge Island commuted to Seattle in 2019. The third largest commuting destination was Bellevue, with approximately four percent of all Bainbridge workers commuting to Bellevue for work in 2019. Other top commute destinations for workers who live on Bainbridge include Poulsbo (three percent of total workers), Bremerton (two percent), Tacoma (two percent), and Redmond (one percent). Comparatively, about 27 percent of workers (approximately 2,443 persons) who lived on Bainbridge Island also worked on Bainbridge in 2019.

We also analyzed where workers not living on Bainbridge Island, originate to commute to their jobs on Bainbridge Island. Recent trends show substantially increased commuting from other areas outside of Bainbridge by 51 percent from 3,134 workers in 2010 to 4,742 workers in 2019. This likely indicates decreased availability of housing needed to accommodate Bainbridge's workforce including not enough housing matching their affordability levels or preferences.

Exhibit 46. Top 10 Commuting Destinations for Bainbridge Island Workers, Measured by Worker Change, from 2010 to 2019

Source: U.S. Census Bureau, Center for Economic Studies, 2010 and 2019 LEHD data. All jobs



The top commuting destinations with the most change in terms of Bainbridge Island workers between 2010 and 2019 is described in Exhibit 46. Bainbridge Island workers commuting to Seattle shrank by 106 persons from 2010 to 2019.

In 2019, about 34 percent of workers who lived on Bainbridge Island commuted to Seattle (the dominant city destination).

Exhibit 47. Top 10 Commuting Originations for People Working on Bainbridge Island, Measured by Worker Change, from 2010 to 2019

Source: U.S. Census Bureau, Center for Economic Studies, 2010 and 2019 LEHD data. Note: This shows an estimate of primary employment. All jobs

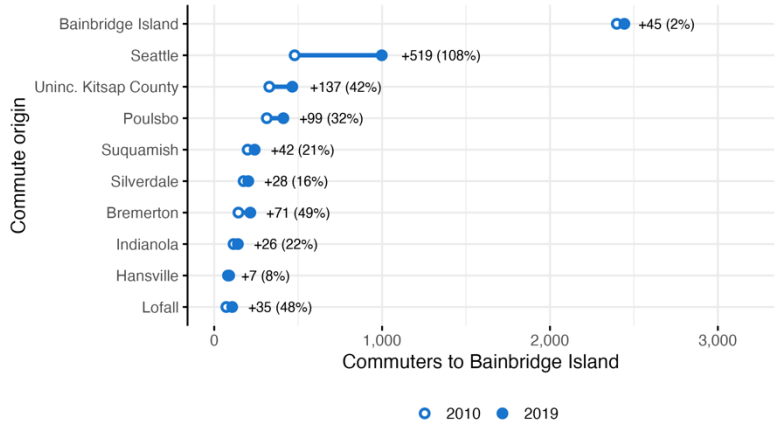
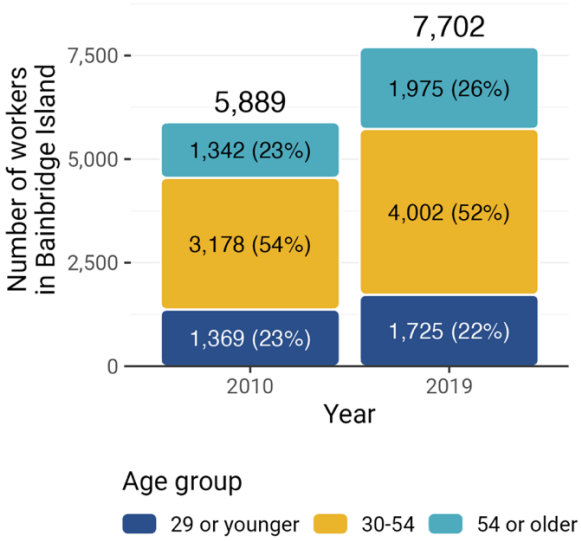


Exhibit 47 primarily shows the commuting origin changes of those working on Bainbridge Island from 2010 to 2019. Among workers not living on Bainbridge, those commuting from the City of Seattle increased the most from 2010 to 2019 (increased by 519 jobs). Among the top city originations for workers on Bainbridge, all increased (on a percent share basis) at a higher rate than workers who both live and work on Bainbridge.

Several of the main origination places with commuting growth are in Kitsap County including Poulsbo, Suquamish, Silverdale, Bremerton, Indianola, Hansville, and Lofall. As of 2019, the main location where Bainbridge Island workers originate is Kitsap County with approximately 62 percent originating from Kitsap County (roughly another 22 percent originated from King County, another 4 percent originates from Snohomish County). Exhibit 48 shows the age composition of Bainbridge Island workers. The total number of persons working on Bainbridge Island has increased by about 1,813 persons (or, 31 percent) from 2010 to 2019 to include a total of 7,702 workers in 2019. While the total number of workers has increased across all age groups, in relative terms, both the share of workers 29 and younger and workers between 30 to 54 decreased. Workers that are 54 years or older increased by around three percentage points.

Exhibit 48. Age Composition of Bainbridge Island Workers, 2010–2019

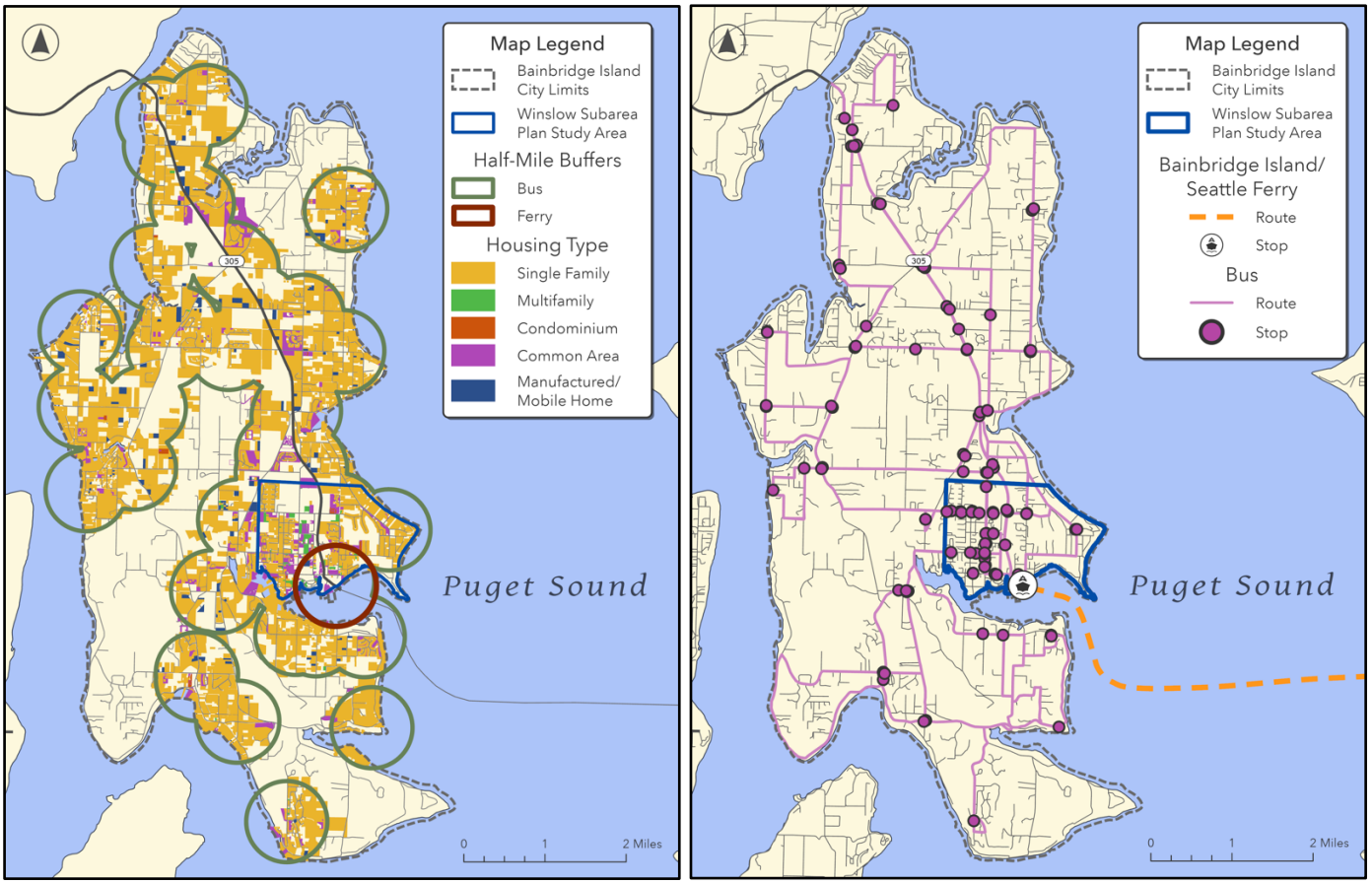
Source: U.S. Census Bureau, Center for Economic Studies, 2010 and 2019 LEHD data.



The overall number of Bainbridge Island workers increased by approximately 1,183 persons (or, by 31 percent) from 2010 to 2019. Prime working age is generally defined as workers aged between 25 to 54 years. Among the three age groups analyzed, the share of workers 54 years and older increased slightly, while the share of the population most closely aligned with the prime working age (between 30 to 54 years) decreased slightly. The gain in the share of workers that could soon retire (54 or older) could indicate increased demand for housing suited for adults 65 years or older.

The location of public transit infrastructure and networks was compared to the location of the range of housing types on Bainbridge. This information is helpful for comprehending whether housing development is concentrated near public transit infrastructure such as the ferry terminal (ferry-oriented development) or nearby areas with bus service. Bainbridge Island bus service running along defined routes generally only runs Monday-Friday during morning and afternoon commuting times. However, it should be noted that Kitsap Transit will generally pick up people anywhere along their bus route.

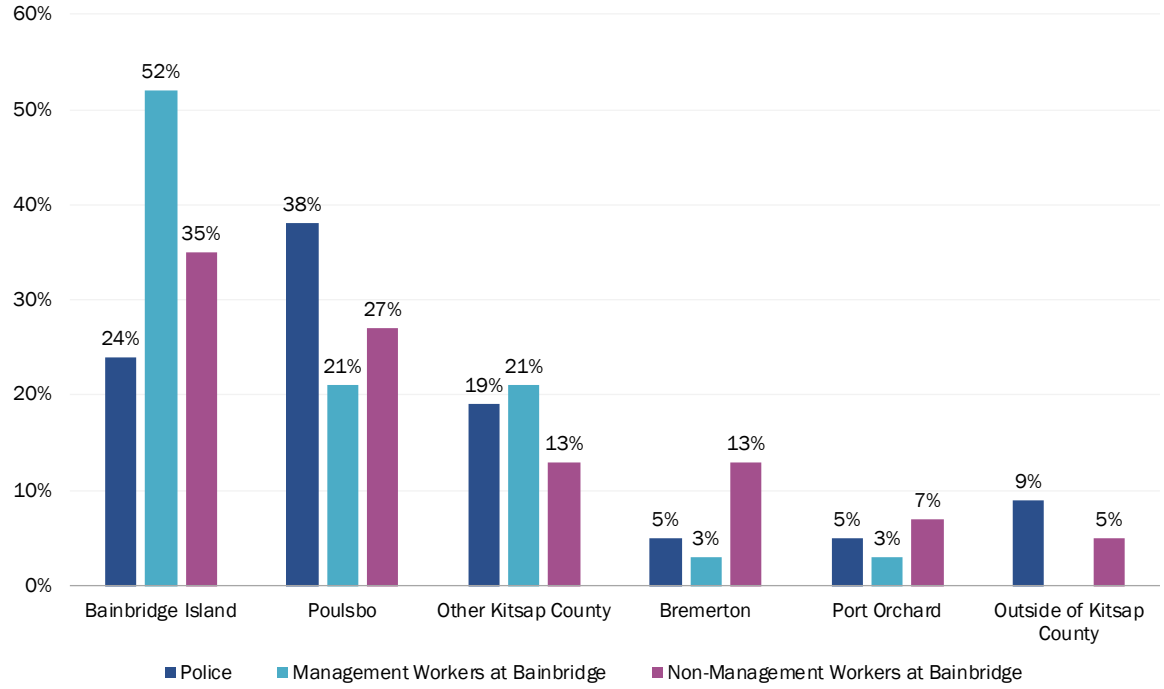
Exhibit 49. Transit Infrastructure and Housing Mix on Bainbridge Island
Source: ECONorthwest analysis with data from the Kitsap County Assessor (parcel data), the City of Bainbridge Island (bus lines and bus stop data), and the Washington State Department of Transportation (ferry line data). Note: The half-mile buffer for buses focused on Bus transit stops (not bus routes). However, it should be noted that Kitsap Transit will generally pick up people anywhere along their bus route.



Locations of City of Bainbridge Island Workers

The following data analysis shows additional information regarding commuting trends focused on where the City of Bainbridge Island workers live. Overall, this shows that approximately 37 percent of total employees live on Bainbridge Island or in other words, a little over one-third live on Bainbridge Island. As of September 6, 2022, about half of the City of Bainbridge Island management-level workers lived on Bainbridge Island, compared to 35 percent of non-management-level workers. About 24 percent of City of Bainbridge Island police officers lived on Bainbridge Island as of September 6, 2022. The second most populous area City workers lived was in the City of Poulsbo, followed by other areas in Kitsap County, which excludes Bremerton and Port Orchard.

Exhibit 50. Locations of Where City of Bainbridge Island Workers Live, as of September 6, 2022
Source: Data from the City of Bainbridge Island. The total number of employees as of September 6, 2022, is 136 employees (please note this number of total employees is updated from the previous exhibit describing top employers and this figure could change as additional vacancies get filled).



2.4 Housing Affordability

This section provides information useful for comprehending housing affordability and how it impacts or burdens households and the broader community. This section includes data findings regarding cost burdening, financially attainable housing compared to area median income, an inventory of subsidized affordable housing and housing for adults 65 years or older along with wait list information associated with affordable housing.

Housing costs are typically the largest portion of a household budget. "Housing costs" typically include mortgage or rent payment, utilities, interest, and insurance. The term affordable housing refers to a household's ability to find housing within its financial means. The typical standard used to determine housing affordability is that a household should pay no more than 30 percent of household income for housing, including payments and interest or rent, utilities, and insurance. This household affordability assumption is often used to help estimate whether a household in paying more than what they can afford for housing.

Cost Burden

The U.S. Department of Housing and Urban Development (HUD) guidelines indicate that a household is cost burdened when they pay more than 30 percent of their gross household income for housing and severely cost burdened when they pay more than 50 percent of their gross household income for housing.

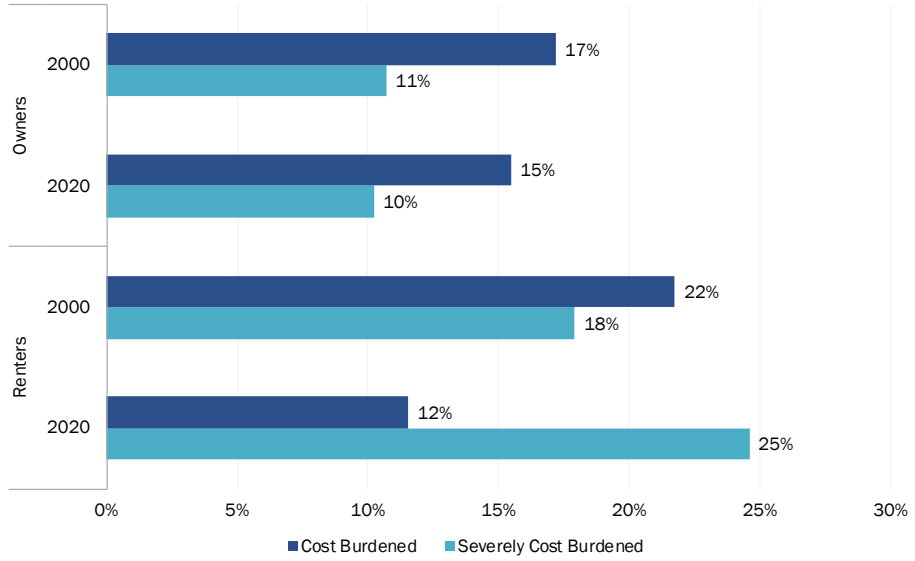
Housing cost burden can put households in vulnerable situations and force them to make trade-offs between housing costs and other essentials like food, medicine, or transportation. This unstable condition can also lead to rental evictions, job instability, school instability for children,

and homelessness. Since housing at the low-income cost range is rare, most households in this income range have to pay more than 30% of their income for their housing. Low-income households who are severely cost burdened are at high risk of homelessness if a household crisis emerges.

Cost burdening for owner-occupied households is not terribly common because mortgage lenders typically ensure that a household can pay its debt obligations before signing off on a loan. However, cost burdening can occur when a household secures a mortgage and then sees its income decline. In addition, retired persons subsisting on a fixed income can experience cost burden associated with increased property taxes rising above their financial limitations.[38]

On Bainbridge Island, renter households tend to be more cost burdened than owner households. As of 2020, 36 percent of renter households were cost burdened, compared to 25 percent of owner households. Renters are more likely to be cost burdened than homeowners because most renters tend to be lower income, left with a small supply of housing options.

Exhibit 51. Share of Cost Burden by Tenure in Bainbridge Island, 2000–2020
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File X – Tables H069 and H090) and ACS 5-year data, 2006-10 and 2016-20 estimates (Tables B25070 and B25091).

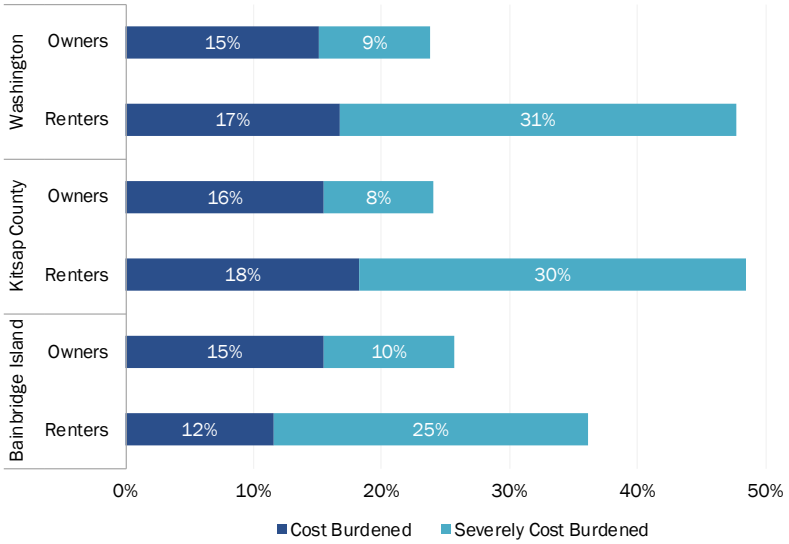


The overall share of cost burdened renter households (cost burdened plus severely cost burdened) on Bainbridge Island has slightly fallen over the 2000 to 2020 period, from a total of 40 percent down to 36 percent. However, the share of severely cost burdened renters has increased by about seven percentage points increasing from 18 percent in 2000 to 25 percent in 2020. Renters living on Bainbridge Island, in Kitsap County, and in the State of Washington all tended to be more severely cost burdened in 2020 compared to owner households.

[38] Also, it is important to note that households with incomes over 100 percent of the AMI are less burdened overall since their larger income, minus housing costs, will go farther to cover non-housing expenses such as transportation, childcare, and food. While cost burden is a common measure of housing affordability, it does have limitations. The measure does not consider the actual income and the possibility of higher incomes being able to easily pay for necessary nondiscretionary expenses with the remaining income and it does not account for accumulated wealth and assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost-burden indicator.

Exhibit 52. Cost Burdened Comparison by Tenure, Bainbridge Island, Kitsap County, and Washington, 2020

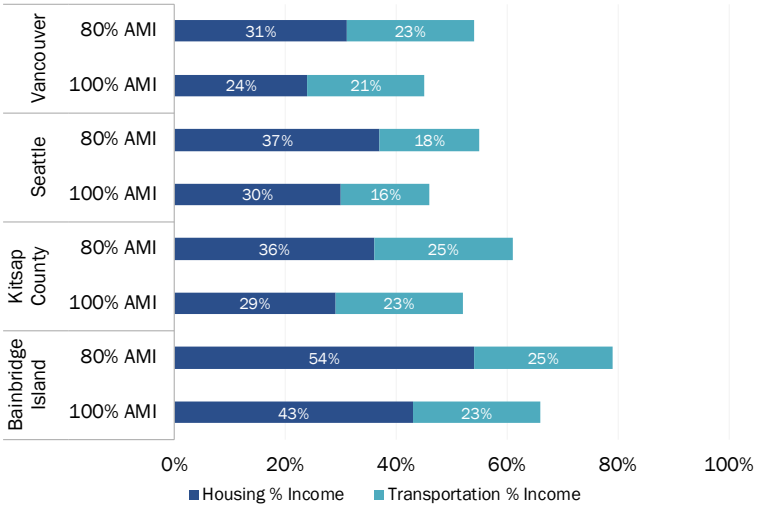
Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Tables B25070 and B25091).



Kitsap County and Washington State (48 percent for both) have a larger share of cost burdened and severely cost burdened renter households overall in comparison to Bainbridge Island in 2020. Although the total share of rental household on Bainbridge (19 percent) is lower than the county's (32 percent) and state's (37 percent) share of rental households.

Exhibit 53. Share of income spent on housing & transportation, 2015

Source: CNT H+T Index Data, 2015. Note: According to the Bainbridge Island Municipal Code, low income is 51% to 80% AMI and moderate income is 81% to 95% AMI. Estimates for the City of Vancouver, WA are provided below.



While the most currently available Housing and Transportation (H+T) Affordability Index data is relatively old at the time of this report's writing, its usefulness is in its ability to account for transportation costs as an additive measure to the housing cost burdening calculation.

In 2015, Bainbridge Island residents earning 80 percent AMI spent 54 percent of their annual income on housing costs, with an additional 25 percent spent on transportation, for a total household income burden of 79 percent.

Bainbridge residents earning 80 percent AMI and 100 percent AMI tend to spend a greater share of their household income on housing and transportation costs in 2015 than the comparison areas provided above. For example, residents earning 80 percent AMI in Kitsap County spent an estimated 61 percent of their annual income on housing and transportation costs which is lower than Bainbridge's 79 percent. Bainbridge Island's transportation costs are similar to Kitsap County and the City of Vancouver, but the housing cost burden shares were larger than all the comparison areas provided above.

Income Levels Compared to Housing Cost

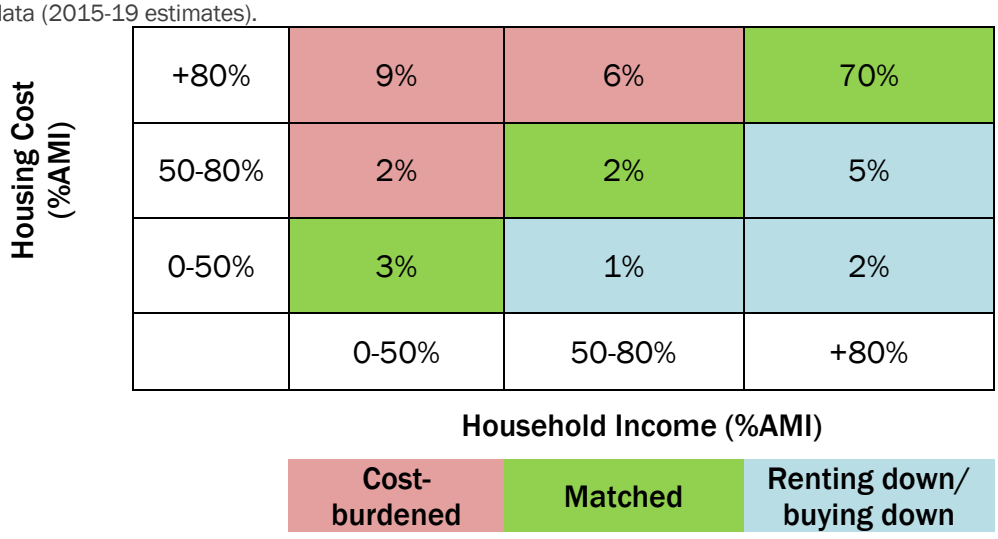
The current housing stock on Bainbridge Island by affordability category is summarized in Exhibit 54. This information is based on 2015-2019 data estimates provided by the latest Comprehensive Housing Affordability Strategy (CHAS) data from the U.S. Department of Housing and Urban Development for Bainbridge Island. In the matrix below, the y-axis represents the housing costs/rents as a percent of Area Median Income (AMI), and the x-axis represents household income (percent AMI).

Where incomes match costs, we term these households as "matched" (shown in green), meaning that the cost of the housing unit is affordable to the income level of the household. When a higher-income household pays below their income bracket for rental or ownership costs, this is defined as "renting down" or "buying down" (shown in light blue). There can be a tendency for people to rent or buy down (purchasing a housing unit priced below their income) and this is important to evaluate since it can decrease access to more affordable housing units for households with lower incomes. Some higher-income households choose housing that costs less than they can afford due to the household's preference, or it may be the result of a lack of higher-end housing that would better suit their preferences. Approximately seven percent of households earning over 80 percent AMI (the highest household income available in the data) are renting down/buying down.

This exhibit also shows "cost-burdened" (shown in red) estimates by household income, and this means that these households are paying above their income bracket towards rental or ownership costs. Approximately nine percent of Bainbridge Island residents earning less than 50 percent AMI are cost burdened, as they live in housing units affordable to residents' earning incomes of 80 percent of AMI or greater (see Exhibit 54). Approximately six percent of Bainbridge residents earning 50 to 80 percent of AMI are cost burdened, as they are living in units affordable to residents earning incomes 80 percent of AMI or higher. This indicates that low-income households earning less than 80 percent AMI tend to be more cost burdened on Bainbridge Island. Overall, this illustrates that Bainbridge Island has a need for more affordable housing for households earning 80 percent or less of the area median income (AMI).

Exhibit 54. Affordability of Housing Stock in Bainbridge Island

Source: Calculations by ECONorthwest, using data from the U.S. Department of Housing and Urban Development CHAS data (2015-19 estimates).



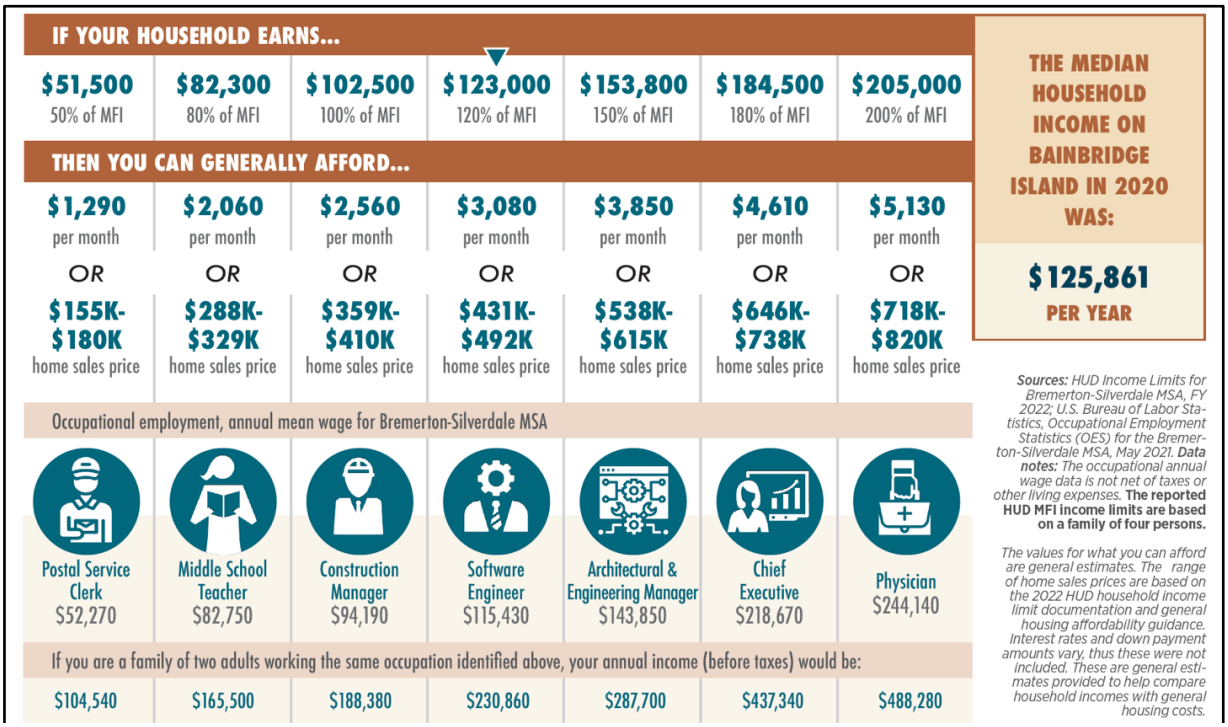
Financially Attainable Housing

Another way to comprehend housing affordability is to look at how much each income level can afford in housing costs (such as in rent and home sales price). Each year, the U.S. Department of Housing and Urban Development (HUD) uses data from the US Census to define an area's Median Family Income (MFI, also referred to as AMI) based on family size (2022 values are provided below).[39] The MFI benchmark helps determine eligibility for HUD housing programs (often including rent-restricted housing) and supports the tracking of different housing needs for a range of household incomes.

As shown below in Exhibit 55, Bainbridge Island falls within the Bremerton-Silverdale Metropolitan Statistical Area (MSA). A household at 100% MFI/AMI would earn $102,500 per year for a family of four in 2022 and this household would be able to afford rent at an estimated $2,560 per month or a home that costs around $359,000 to $410,000 to purchase. The housing affordability levels for the Bremerton-Silverdale MSA is compared in the exhibit below to Bainbridge Island's median household income of $125,861 estimated for 2020 by the U.S. Census Bureau to help contextualize this information at a local level.

Exhibit 55. Household affordability by income compared to monthly housing costs, 2022

Sources: ECONorthwest Analysis, HUD Income Limits for a family of four for the Bremerton-Silverdale MSA, FY 2022; U.S. Bureau of Labor Statistics, Occupational Employment Statistics for the Bremerton-Silverdale MSA, 2021. Data notes: The occupational annual wage data is not net of taxes or other living expenses. The values for what you can afford are general estimates. The range of home sales prices are based on the 2022 HUD household income limit documentation and general housing affordability guidance. Interest rates and down payment amounts vary, thus these were not included. These are general estimates provided to help compare household incomes with general housing costs.



[39] If the term Area Median Income (AMI) is used in an unqualified manor, this reference is synonymous with HUD's MFI. Essentially MFI is the same as AMI.

Additional occupation examples compared to the income level:

- Occupations earning less than 50% MFI/AMI: Home Health and Personal Care Aides ($32,760), Waiters/Waitresses ($43,040), and Dental Assistant ($46,200).
- Occupations earning between 51% and 80% MFI/AMI: Graphic Designer ($60,820) and Accountants and Auditors ($80,690).
- Occupations earning between 81% and 100% MFI/AMI: Network and Computer Systems Administrators or Information Technology ($83,180) and Technical Writer ($88,390).
- Occupations earning between 101% to 120% MFI/AMI: Lawyer ($115,450)

Exhibit 56. HUD Household Income limits by family size, 2022

Sources: HUD Income Limits for Bremerton-Silverdale MSA, FY 2022. According to the Bainbridge Island Municipal Code, Median Family Income (MFI) should be calculated for the Bremerton-Silverdale MSA and extremely low income is less than 30% of median household income, very low income is 31% to 50%, low income is 51% to 80%, moderate income is 81% to 95%, and middle income is from 96% to 120% of median household income.

Persons in Family	Area Median Income Limits, Fiscal Year 2022						
	50% of MFI	80% of MFI	100% of MFI	120% of MFI	150% of MFI	180% of MFI	200% of MFI
1	$36,050	$57,650	$72,060	$86,470	$108,090	$129,710	$144,120
2	$41,200	$65,850	$82,130	$98,770	$123,470	$148,160	$164,620
3	$46,350	$74,100	$92,630	$111,160	$138,950	$166,730	$185,260
4	**$51,450**	**$82,300**	**$102,500**	**$123,000**	**$153,750**	**$184,500**	**$205,000**
5	$55,600	$88,900	$111,130	$133,360	$166,700	$200,030	$222,260
6	$59,700	$95,500	$119,380	$143,260	$179,070	$214,880	$238,760
7	$63,800	$102,100	$127,630	$153,160	$191,450	$229,730	$255,260
8	$67,950	$109,650	$137,060	$164,470	$205,590	$246,710	$274,120

Senior Housing, Assisted Living Housing Inventory

The following exhibit provides an inventory of housing for adults 65 years or older located on Bainbridge Island that either provides assisted living services, housing to accommodate persons with disabilities, or independent living services (this accounting does not include age in place or multigenerational housing units). In total, 344 Senior focused living units are located on Bainbridge Island as of June 1, 2022. Among this total, 51 percent or 176 living units provide assisted living services. Fieldstone Memory Care (also known as Manor House) has rooms for up to 39 residents (30 currently). This assisted living facility is currently under construction but when finished, it would be able to accommodate 56 residents.

Exhibit 57. Specialized Housing for Older Adults (65 years or older) on Bainbridge Island, as of June 1, 2022

Source: City of Bainbridge Island, Washington State Housing Finance Commission (WSHFC), HRB, and Kitsap County. Note: HRB is Housing Resources Bainbridge. Note: An assisted living facility usually provides room and board and help with activities of daily living. Some ALFs provide limited nursing services; others may specialize in serving people with mental health problems, developmental disabilities, or dementia and Alzheimer's disease.

Name	Type	Beds or Living Units
Madison House	Assisted Living	53
Wyatt House	Assisted Living	42
Madrona House	Assisted Living and Memory Care	81
Winslow Manor	Independent Senior Living	39
*Finch Place Apartments	Senior/Disabled	29
*Virginia Villa	Senior/Disabled	40
*Winslow Arms	Senior/Disabled	60
Total		***344***

Addressing housing needs for those aged above 60 will require a range of housing opportunities. For example, "the 82-to-86-year-old cohort dominates the assisted living and more intensive care sector" while new or near-retirees may prefer aging in place or active, age-targeted communities.[40] Characteristics like immigration and ethnicity play a role too as "older Asians and Hispanics are more likely than whites or blacks to live in multigenerational households."[41] Households for adults 65 years or older earn different incomes, thus they have to make distinctive housing choices. For instance, low-income households may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units. Others living nearby relatives may also choose to live in multigenerational households. The aging of the Baby Boomer generation could increase the demand for smaller "downsized" housing and greater demand for housing with assistance and age-in-place amenities.

Affordable Housing Production

A key factor for understanding housing needs is the rate of production of housing affordable to different income levels. This section offers a current snapshot of Bainbridge Island's affordable housing landscape including analysis on the rates of affordable homes owned and rented and being produced.[42]

Below,

[40] Source: Urban Land Institute (2018). Emerging Trends in Real Estate, United States and Canada.

[41] Source: Herbert, Christopher and Hrabchak Molinsky (2015). Meeting the Housing Needs of an Aging Population. https://shelterforce.org/2015/05/30/meeting_the_housing_needs_of_an_aging_population/

[42] This analysis only accounts for renter and owner-occupied units for which there is some type of payment (i.e., rent or mortgage) for housing since determining affordability requires that we quantify housing costs.

Exhibit 58 provides a summary of the total rent-restricted affordable housing including the existing units and a few proposed affordable housing units further along in the development process (such as the Wintergreen, Wyatt & Madison, and Ericksen projects). Most of this housing is owned by Housing Resources Bainbridge (HRB), with approximately 196 housing units including the planned development projects or approximately 52 percent of the total housing. HRB is a nonprofit community land trust on Bainbridge Island providing permanent affordable housing. HRB supports the creation of a more equitable, inclusive, and healthy community supporting people of diverse backgrounds and incomes.

There is little if no housing located on Bainbridge Island that provides emergency housing and currently no shelters for those without homes available. If funding is available, HRB offers rental assistance for HRB rental residents who earn 50% AMI or below. Program participants who have the capacity to work can receive case management services from Helpline House that are designed to encourage financial independence. For those who cannot work due to age or disability, case management is optional

Low-Income Housing Tax Credits

Nationally, the largest source of affordable housing construction funding is the Low-Income Housing Tax Credit (LIHTC) program, which is run through the U.S. Internal Revenue Service (IRS). Each year, states receive an allocation of tax credits from the IRS and distribute these credits to affordable housing properties through annual applications for funding. These properties then sell the tax credits to entities looking to reduce their tax burdens, like banks or insurance companies. It is a strong public-private-partnership program responsible for creating millions of affordable housing units across the country. In Washington, the agency that distributes tax credits is the Washington State Housing Finance Commission (WSHFC) through a competitive application process.

Exhibit 58. Affordable Housing Units Built or Proposed, Bainbridge Island, as of Mid-2022

Source: City of Bainbridge Island, Washington State Housing Finance Commission (WSHFC), HRB, and Kitsap County. Note: HRB is Housing Resources Bainbridge.

Name	Owner	Housing Type	Number of Total Housing Units	Number of units with rental subsidy
Forest Home Sadie Woodman House, Dore Cabin	HRB	Individuals & Families	3	0
Island Home	HRB	Individuals & Families	10	0
Janet West	HRB	Individuals & Families	9	0
Village Home	HRB	Individuals & Families	12	0
Western View Terrace	HRB	Individuals & Families	8	0
Island Terrace	Winslow Terrace LLC (Privately Owned, HRB is a nonprofit partner)	Individuals & Families	48	19
HRB Homeownership Program: Ferncliff Village (40), Sparrows (2), and Wallace Cottages (2)	HRB	Individuals & Families	44	0
Rhododendron	Housing Kitsap	Individuals & Families	50	48
Finch Place Apts.	Housing Kitsap	Senior/Disabled	29	20
Virginia Villa	Virginia Villa Apt. (Privately Owned)	Senior/Disabled	40	20
Winslow Arms	Edgewood Villa Associates (Privately Owned)	Individuals & Families	60	60
The Walk	Paditu LLC (Privately Owned, 1 homeownership, 4 rentals)	Individuals & Families	5	0
Wintergreen Townhomes	HRB	Proposed Income Restricted Housing	31	0
Wyatt & Madison	HRB and Madison Avenue Development	Proposed Income Restricted Housing	13	0
Ericksen Community	HRB	Proposed Income Restricted Housing	18	0
Total			380	167

Another important metric useful for understanding the unmet affordable housing need exceeding the current supply available is data describing the number of people waiting for affordable housing on Bainbridge Island. As of August 11, 2022, HRB reported a total of 111 households on their waitlist including a total of 186 individuals waiting to be housed.[43]

Among the total households on the waiting list:

- Approximately 30 percent are households with children,
- Around 21 percent are single parent households,
- Approximately 7 percent of the households are fleeing domestic violence, and
- Around 23 percent are households unhoused.

Among the total individuals on the waiting list, 28 percent are minors, 19 percent are adults over 65 years, and 16 percent are individuals receiving disability benefits.

Another waitlist encompassing the broader Kitsap County region, shows an even larger number of applicants waiting for affordable housing. Housing Kitsap reports a total of 2,108 applicants for all of Kitsap County (as of November 8, 2022). Among this total, an estimated 23 percent (or 493 applicants) have waited longer than 2 years. These numbers do not include the Housing Voucher waiting lists.

[43] These numbers only include information from HRB. There are other providers that have their own waiting lists such as Housing Kitsap, Virginia Villa, and Winslow Arms. Race/ethnicity information for individuals waiting for housing was limited since due to individuals declining to provide race/ethnicity information and persons responding to multiple race/ethnicity options. However, based on the information available, the top non-white individuals on the waiting list were Black/African American, Hispanic, Asian, or American Indian/Alaskan Native.

3. Housing Demand and Needs

This section describes population projections and housing gap analysis results. The housing needs results provides an overall assessment of the existing housing inventory and the future needs for housing for all income levels across the city over the next few decades.

This section is separated into two parts:

3.1 Housing Demand Factors

3.2 Housing Needs Gap

3.1 Housing Demand Factors

Population Growth Target

The currently available 2044 Bainbridge Island population projection is 29,349 persons in total which is around 4,524 persons over 2020 Census numbers. Bainbridge Island City staff presented this preliminary 2044 population and employment growth target information at the City Council meeting held on February 25, 2022. The target setting process was coordinated by the Kitsap Regional Coordinating Council and their Land Use Planning Policy Committee, using OFM and PSRC data, and informed by past annual growth. This growth is based on a method estimating the current Bainbridge Island annual growth from 2013-2020 which had an annual growth of 1.007 percent.

Factors Affecting Housing Demand

Housing demand is determined by the preferences for different types of housing (e.g., single-family detached or apartment), and the ability to pay for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing).[44] Preferences for housing are related to demographic characteristics and changes, in addition to personal preferences. The ability to pay for housing is based on income and housing costs. The following section analyzes and discusses these factors.

This section focuses on demographic factors to assess how changes and recent trends may affect the housing need in Bainbridge Island into the next couple of decades. Many demographic and socioeconomic variables affect housing choice. However, studies about housing markets indicate that the age of the householder, size of the household, and income are most strongly correlated with housing choice.[45]

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. Generational trends, such as housing preferences of Baby Boomers (people born from

[44] Household formation is the net change in the number of households in an area between two time periods. It is used as a stand-in for housing demand. For example, if a college student vacates the home they lived in with their family and they move into their own space, they form a new household, as they left a housing unit to occupy a new one. It is important to recognize that not all household formation is associated with people moving into an area.

[45] Source: 1996. Households and Housing. New Brunswick, NJ: Center for Urban Policy Research.

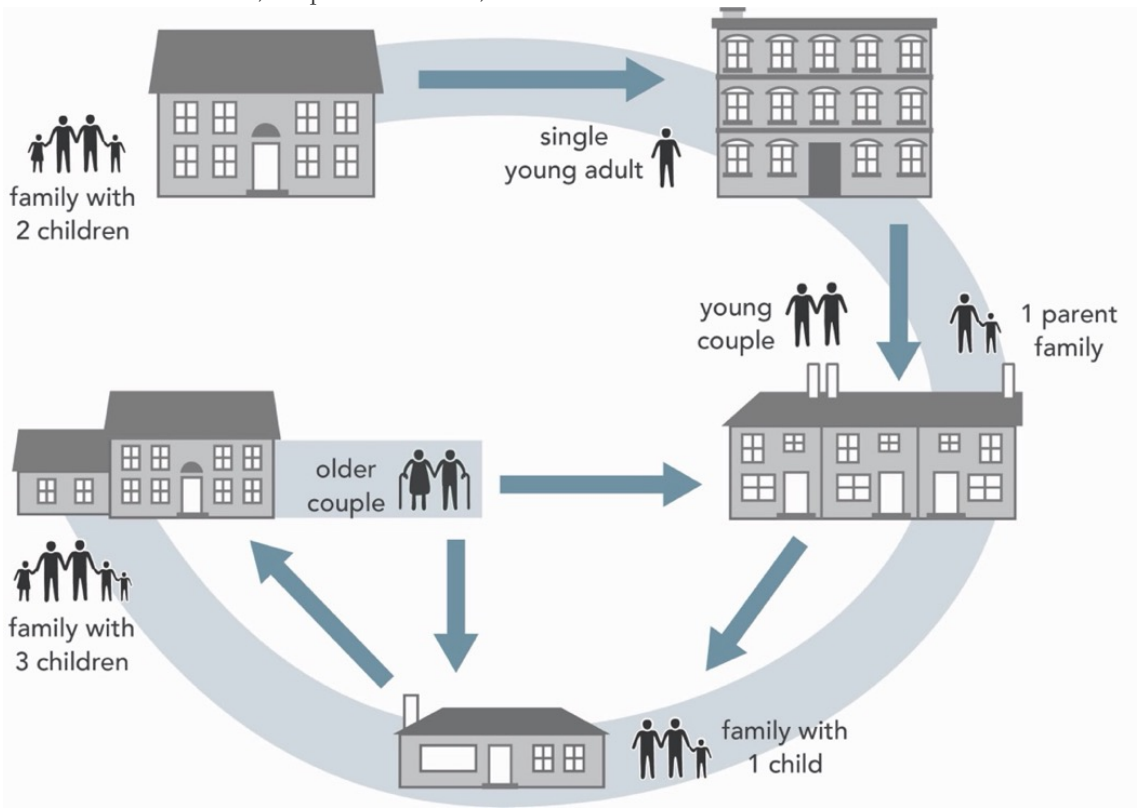
about 1946 to 1964) and Millennials (people born from about 1980 to 2000) are discussed below but in general, homeownership rates increase as age increases.

- **Size of household** (or the number of people living in the household). Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiple person households (often with children).
- **Household income**. Income is probably the most important determinant of housing choice for all age categories. Income is strongly related to the type of housing a household chooses (e.g., townhome, stand-alone single-family home, or apartment complex) as well as household tenure (e.g., rent or own). Homeownership rates increase as income increases and renters (particularly with smaller households) are more likely to live in multifamily housing.

An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a twenty-year-old college student differs from the needs of a forty-year-old parent with children, or an eighty-year-old single adult. As Bainbridge's population ages, different types of housing will be needed to accommodate older residents. This cycle of changing housing needs by age is depicted in the illustration below.

Exhibit 59. Illustration of Different Housing Needs Over Time

Sources: ECONorthwest, adapted from Clark, William A. V. and Frans M. Dieleman. 1996.



For example, Bainbridge Island's population is growing older. The median age in Bainbridge Island has increased from 43 years in 2000 to just under 50 in 2020. Bainbridge's share of population age 60 or older doubled from 17% to 35% of the total from 2000 to 2020. Likely trends for the Baby Boomer generation are decreased household size (greater 1-person households), and a decline in household income.

3.2 Future Housing Needs

A key part of this housing needs assessment is to gain an improved understanding about the extent of total housing needed on Bainbridge Island and the quantity of new housing needed for different income levels. A significant challenge facing Bainbridge Island is to produce enough new housing units to accommodate population growth and to provide more affordable housing that matches the needs of current residents and the Bainbridge workforce. ECONorthwest developed a method to help quantify existing and future housing needs for the next two decades that relies on the best available data provided by the Washington State Office of Financial Management (OFM), Puget Sound Regional Planning Council (PSRC), U.S. Department of Housing and Urban Development (HUD), and the U.S. Census Bureau (including PUMS data).

This method focuses on estimating housing needs based on current housing underproduction and future housing needed by 2044.[46] The inclusion of current housing underproduction helps to ensure housing needs targets address current unmet housing needs not provided for in the existing housing inventory. Washington State does not currently have a regional approach for quantifying housing production needs over time. However, the Washington State Department of Commerce (via HB 1220) is currently developing method guidance for estimating housing needs in total and by income level for counties to be released around 2023.

Total Housing Needed by 2044

The following analysis estimates how much housing is needed based on a method combining current housing underproduction analysis with future housing needs analysis.

Housing Underproduction

The first step for this assessment determines the extent of current housing underproduction. Underproduction was quantified based on the difference between the existing housing stock, minus existing second/vacation homes (U.S. Census ACS data) and 1.1 times the current number of households. This method uses a ratio of 1.1 housing units per one household since healthy housing markets allow for a reasonable level of housing vacancy and absorption and second/vacation homes.[47] Based on ECONorthwest's method, Bainbridge Island would need approximately 395 additional new housing units to address current housing underproduction.

Future Housing Need

Secondly, the number of future housing units needed by 2044 was quantified. This estimate relies on the City's 2044 population projection of 29,349, adding approximately 4,524 new people to Bainbridge Island by 2044. The quantity of future housing needed was estimated based on the following parameters:

- Total added population: 4,524 new people (based on the population projection for 2044).

[46] The year 2044 was used for this assessment to correspond with the HAP planning period.

[47] The ratio of 1.1 housing units to households is computed from the US Census estimate for the entire United States in 2019. The analysis uses 2019 as a reference year to avoid the unique nature of COVID-19 on housing production and household formation.

- The current average household size on Bainbridge Island is at around 2.43 persons per house (using the latest ACS 2016-2020 U.S. Census Bureau average household size estimate), translates into approximately 1,862 additional households.
- This total was multiplied by a factor of 1.1 to bring the estimate of total housing needed by 2044 to 2,048 housing units needed. As noted above, this method uses a ratio of 1.1 housing units per one household since healthy housing markets allow for a reasonable level of housing vacancy and absorption and second/vacation homes.
- According to 5-year ACS data, between 2010 and 2020, the total number of second/vacation homes in Bainbridge Island increased by 82 (either through conversion or new construction), while 667 total housing units were added to the city. The ratio of second/vacation homes added to total housing units added over time (82 divided by 667) comes to 0.12. This ratio of was then multiplied by the number of expected households, arriving at 229 housing units expected to be lost to second/vacation homes. When combined with the previous growth-based needed housing units, this brings the total to 2,277 new homes needed by 2044.

Total Housing Need

Combining the current housing underproduction (395 housing units) with the future housing units needed (2,277 housing units) brings the total to 2,672 new housing units needed by 2044 (see the exhibits below for more detail). This overall estimate indicates that approximately 2,672 additional housing units are needed on Bainbridge Island by 2044 to meet expected housing needs. On an annual basis this means an average of 127 housing units should be built per year from January 1, 2023, to December 31, 2044 (21 total years).

Exhibit 60. Illustration of Housing Needs Calculation

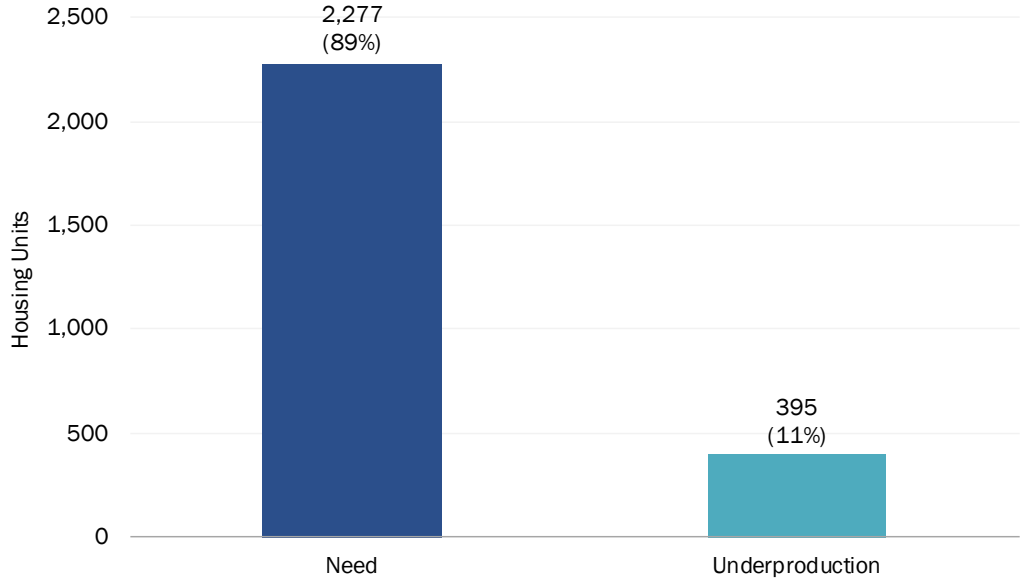
Sources: ECONorthwest.



Adding 127 housing units annually from 2023 to 2044 would be lower than the amount added over the last two decades (137 units added per year from 2000-2020) and lower than what was added between 2000 to 2010 (207 units added per year). However, this would be higher than what has been added over the last decade from 2010 to 2020 (67 units per year), a decade of slow housing unit production partially related to slow recovery from the Great Recession. Housing units can be added through a variety of ways including new construction, the addition of ADUs on lots with existing construction, and through remodels or conversions of existing homes to other types of attached housing (such as converting a single-family home to a duplex or quadplex).

Exhibit 61. Total Combined Housing Unit Gap on Bainbridge Island, by Housing Unit Need to 2044 and Housing Unit Underproduction

Source: Calculations by ECONorthwest, using data from the Washington Office of Financial Management – OFM (April 1, 2020 population estimates for Bainbridge Island), and the U.S. Department of Housing and Urban Development (HUD) CHAS data (2015-19 estimates). AMI – Area Median Income.



All together approximately 2,672 housing units are needed on Bainbridge Island by 2044. This comprehensively represents the amount of new housing units needed to meet the future demand associated with projected population growth by 2044 (2,277 housing units) along with providing sufficient housing needed to accommodate existing unmet needs associated with the underproduction of housing units (395 housing units). This estimate helps to provide a general benchmark for the number of housing units needed to meet existing and future demand for the next two decades.

Housing Needed by Household Income Level

Based on the total housing units quantified above, the amount of housing needed for different household income levels was quantified for both the current housing underproduction and future housing needed by 2044. This part of the analysis is important since it supports the comprehension of how much new housing is needed for the diverse range of different income levels associated with Bainbridge Island.

The estimated current underproduction of 395 housing units on Bainbridge Island was analyzed to determine the quantity of housing needed for the range of income groups. Income levels were split into the following categories to generally match different income levels defined in the Bainbridge Island Municipal Code: 0-30% AMI (extremely low income), 31-50% AMI (very low income), 51 to 79.9%AMI (low income), 80- 99.9% AMI (moderate income), 100-119.9% AMI (middle income), 120-149.9% AMI (high income), and 150% AMI or more (high income).

A method was developed to account for the current rate of cost burdening on Bainbridge Island by household income level. The assumption underlying this unit distribution is that households burdened by their current housing costs would prefer to pay for housing that is more affordable to their income level.

Two different scenarios were provided using existing AMI household income level shares for Bainbridge Island (Exhibit 62) and Kitsap County (Exhibit 63) to inform discussions on possible options for setting affordable housing targets.

As shown in both exhibits below, more housing is currently needed that would be affordable to lower income households earning 80 percent of the AMI or less. Lower income households tend to be more cost burdened than higher income households due to the scarcity of available affordable housing being produced. Since housing at the low-income cost range is rare, most households in this income range tend to pay more than 30 percent of their income for housing.

Exhibit 62. Scenario 1, Underproduction of Housing Units on Bainbridge Island, Using Bainbridge Island AMI Affordability Shares

Source: Calculations by ECONorthwest, using data from OFM (April 1, 2020, population estimates for Bainbridge Island), HUD 2019 income limits, and the U.S. Census Bureau, ACS 2015-2019 PUMS estimates. These housing unit numbers were calculated based off the cost burden rates for renters during the 2015-2019 PUMS data period.[48]

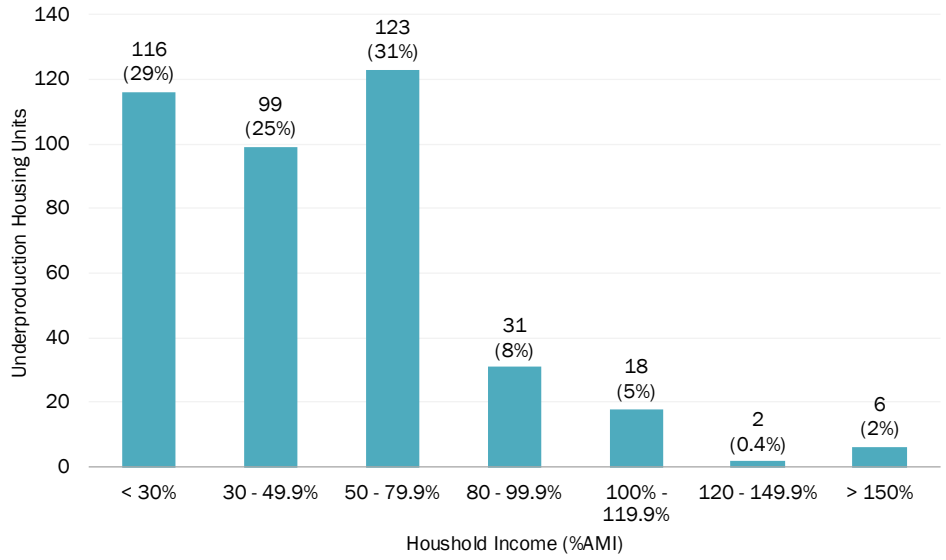
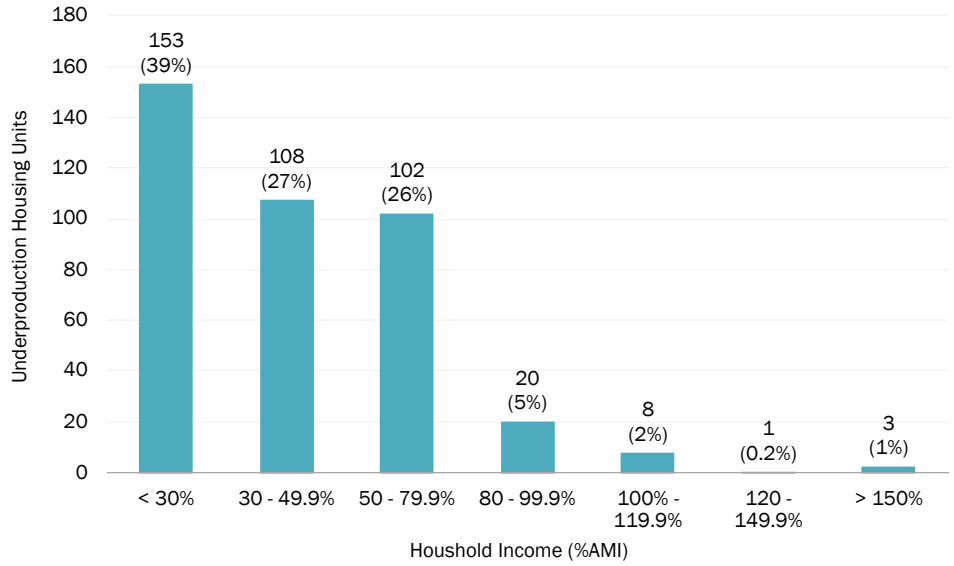


Exhibit 63. Scenario 2, Underproduction of Housing Units on Bainbridge Island, Using Kitsap County AMI Affordability Shares

Source: Source: Calculations by ECONorthwest, using data from OFM (April 1, 2020, population estimates for Bainbridge Island), HUD 2019 income limits, and the U.S. Census Bureau, ACS, 2015-2019 PUMS estimates. These housing unit numbers were calculated based off the cost burden rates for renters during the 2015-2019 PUMS data period.



[48] According to the Bainbridge Island Municipal Code, extremely low income is less than 30% of median household income, very low income is 31% to 50%, low income is 51% to 80%, moderate income is 81% to 95%, and middle income is from 96% to 120% of median household income.

The estimated future housing needed by 2044 was also analyzed to determine the breakdown of housing needed by different income levels. This analysis is challenging due to limitations with being able to accurately predict future household incomes; however, it is most plausible that household incomes are likely to be somewhat similar to current conditions.

Two different scenarios were developed and described below through Exhibit 64 (scenario 1) and Exhibit 65 (scenario 2) to help spur discussions on how values could shift through different scenarios to accommodate emerging housing goals or planning priorities. Scenario 1 focuses on the existing income group shares for Bainbridge Island while Scenario 2 focuses on the existing income group shares for Kitsap County. These scenarios show the amount of total housing needed by income group to accommodate future population growth and account for current housing underproduction. Combining income categories below the 100 percent area median income threshold yields a total of 47 percent (Exhibit 64) and a total of (Exhibit 65) 52 percent of the total units needed for low to moderate income populations below the median income.[49]

Comparing the ECONorthwest estimates with PSRC's VISION 2050 regional housing needs assessment provides a useful reference.[50] PSRC provided estimated housing unit shares needed by 2050 by income group for Kitsap County, as shown below:

- Around 9 percent of added housing should be affordable to those earning 0-30% AMI.
- Approximately 8 percent of added housing should be affordable to those earning between 31-50% AMI.
- PSRC determined that approximately 16 percent of new housing units should be affordable to those earning between 51-80% AMI.
- PSRC's found that 9 percent of the new housing units should be affordable to those earning 81-100% AMI.
- PSRC determined that 12 percent of the new housing units should be affordable to those earning 101-120% AMI. Lastly, PSRC determined that 45 percent of new units should be affordable to those earning above 120% AMI.

This comparison largely shows many similarities between the PSRC calculations and the ECONorthwest calculations.

[49] This 38 percent estimate calculated by ECONorthwest is similar to PSRC's results showing 42 percent of new units in Kitsap County should be affordable to households earning less than 100 percent of the area median income.

[50] PSRC's Regional Housing Needs Assessment method for quantifying housing needs is described generally. PSRC's analysis includes a method to quantify current underproduction or the backlog over the last decade in needed housing production to keep pace with population growth. Their analysis shows a great decline in the number of housing units constructed following the Great Recession from 2011 to 2016 while the region added more new households. Similar to the ECONorthwest method, they account for average household size and vacancy rate considerations. They assume future housing demand by lower income households is anticipated to be similar to current levels, with 11 percent of households at the extremely low-income level (0-30 percent AMI) and 27 percent at low to moderate income levels (31-80 percent AMI).

Exhibit 64. Scenario 1, Combined Housing Unit Gap on Bainbridge Island, Using Bainbridge Island AMI Affordability Shares

Source: Calculations by ECONorthwest, using data from the OFM (April 1, 2020, population estimates for Bainbridge Island), HUD 2019 income limits, and the U.S. Census Bureau, ACS, 2015-2019 PUMS estimates.

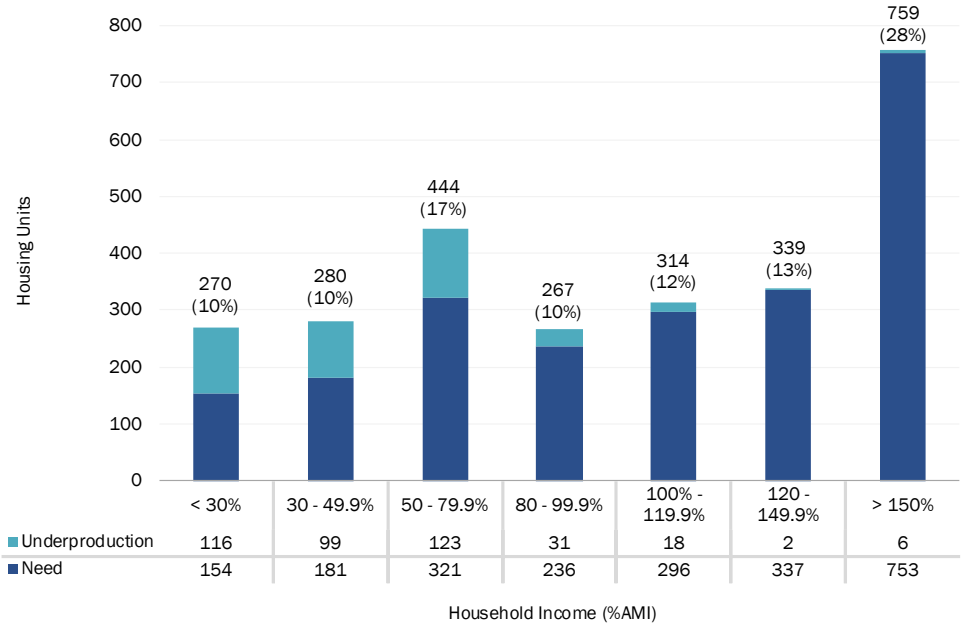
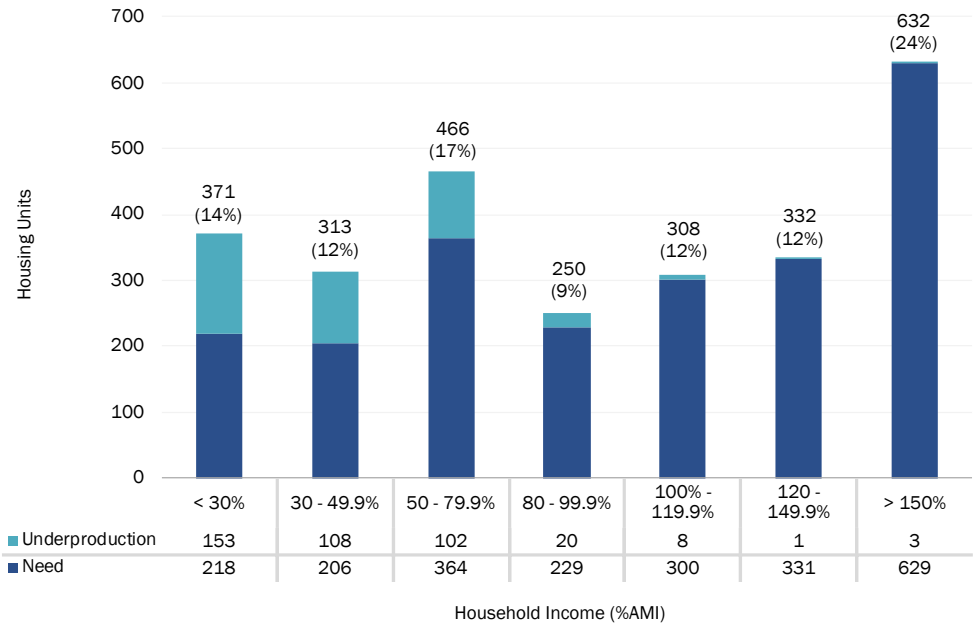


Exhibit 65. Scenario 2, Combined Housing Unit Gap on Bainbridge Island, Using Kitsap County AMI Affordability Shares

Source: Calculations by ECONorthwest, using data from the OFM (April 1, 2020, population estimates for Bainbridge Island), HUD 2019 income limits, and the U.S. Census Bureau, ACS, 2015-2019 PUMS estimates.



Overall, this housing gap analysis should be considered a general estimate quantifying the range of new housing needed by different household income levels. These values could shift through different scenarios to accommodate emerging housing goals or planning priorities. For

example, the City could prioritize strategies supporting the production of new housing for low to moderate income households due to the need to address the lack of housing available for the Bainbridge workforce wanting to live where they work but unable to find housing suited for their income level. Consequently, in this example, the City could increase the share of new housing needed for low to moderate household incomes. Addressing the affordable housing needs of the lowest income households has the added benefit of helping to free up more moderately priced housing units, particularly for people stuck in cost burdened situations.

Future updates to the housing needs assessment could needed to adhere to the forthcoming Washington State Department of Commerce (via HB 1220) method guidance for quantifying housing needs (expected to be available in 2023).[51]

[51] HB 1220 draft guidance should provide housing unit targets and income level allocation method guidance by 2023.

4. Summary of Existing Housing Policies

This section provides a summary of the existing policies and programs affecting housing. This section is separated into four parts:

4.1. Summary of Existing Plans Guiding Housing

4.2. Existing Housing Policy/Program Performance Evaluation

4.1. Summary of Existing Plans Guiding Housing

Recognizing the guidance offered by relevant state, regional, county and city plans within Bainbridge Island's planning context helps to set the stage for housing actions and policy development. A summary of the Growth Management Act, Puget Sound Regional Council (PSRC) Vision, Kitsap County Countywide Policies, Bainbridge Island's Comprehensive Plan, and existing housing programs and policies is provided in this section.

This summary is divided into two sections: the first describes the "planning pyramid" and the associated roles of the Growth Management Act, PSRC, and Kitsap Countywide Policies as it relates to comprehensive planning at the local level. The next section provides a summary of Bainbridge Island's existing Comprehensive Plan goals and policies and regulations/programs key to promoting housing goals. The below "planning pyramid" figure illustrates how the planning scale is broader and less detailed at the top tier of the plans while at the bottom of the pyramid of plans, the scale tends to be more finite and the regulatory detail more extensive and specific.

In 1990, the Washington State Legislature adopted *Washington State Growth Management Act (GMA)* to proactively plan for population and employment growth by designating urban growth areas and recognizing critical areas and natural resource lands to avoid impacting. The GMA requires cities and counties to develop a Comprehensive Plan to coordinate urban growth and this plan should include a local Housing Element (RCW 36.70A.070(2)). Essentially, a housing element provides goals and policies for promoting the preservation, improvement, and development of housing and the identification of adequate land for all housing needs. The Housing element must include adequate provisions for existing and projected housing needs of all the economic segments of the community and these needs should be identified through an inventory and analysis of existing and projected housing needs. The housing element furthers the housing goal of the GMA to "Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock." (RCW 36.70A.020(4)). Since housing needs shift over time, estimating housing needs likely will be an ongoing exercise. Strategies should be developed to address housing needs and their performance in attaining goals should be measured to inform strategy adjustments that should be made.

Planning Pyramid

Exhibit 66. Land Planning Pyramid

Source: ECONorthwest.



At the regional level, PSRC has established multi-county housing policies in *VISION 2050* and transit community recommendations in the *Growing Transit Communities Strategy*, 2013. The cities and unincorporated areas within King, Kitsap, Pierce, and Snohomish Counties are part of the Puget Sound region. PSRC's *VISION 2050* encourages local jurisdictions to adopt best housing practices and innovative techniques to advance the provision of affordable, healthy, and safe housing for all the region's residents and includes guidance on population and employment growth. Updates to Puget Sound region local comprehensive plans must be reviewed for consistency with PSRC policies as a part of the plan certification process. PSRC suggests that this review occurs early in the planning process. This review also helps to determine conformity with transportation planning requirements in the Washington State mandated Growth Management Act.

PSRC also recently release a housing needs assessment and housing strategy for the region in January 2022. The strategy essentially offers a "play book" of regional and local actions to help preserve, improve, and expand the regional housing stock to support the delivery of a range of affordable, accessible, healthy, and safe housing options inclusively for all people, promoting fair and equal access. The region is expected to grow to include a total of 5.8 million people by 2050 which is an increase from the 4.3 million estimated for 2020.

Overall, the assessment found that the region is 2 years behind in housing production lagging by 40,000 to 50,000 housing units and it will need a total of 810,000 new additional housing units by 2050. Among the total new additional housing needed for the region by 2050, PSRC estimates that 43,000 units are needed for Kitsap County (around 14,200 of these total units should be allocated to the Metropolitan Area and 6,700 should be provided for the Core Area of Kitsap County).

PSRC provides an assessment of housing unit needs for the region and by income group to be provided by 2050. The breakdown is as follows for the region: 11 percent for 0-30 percent AMI, 9 percent for the 31-50 percent AMI, 14 percent for 51-80 percent AMI, 23 percent for the 81-120 percent AMI, and 43 percent for above 120 percent AMI. Essentially, this indicates that the region needs housing affordable to moderate and low-income households now and addressing

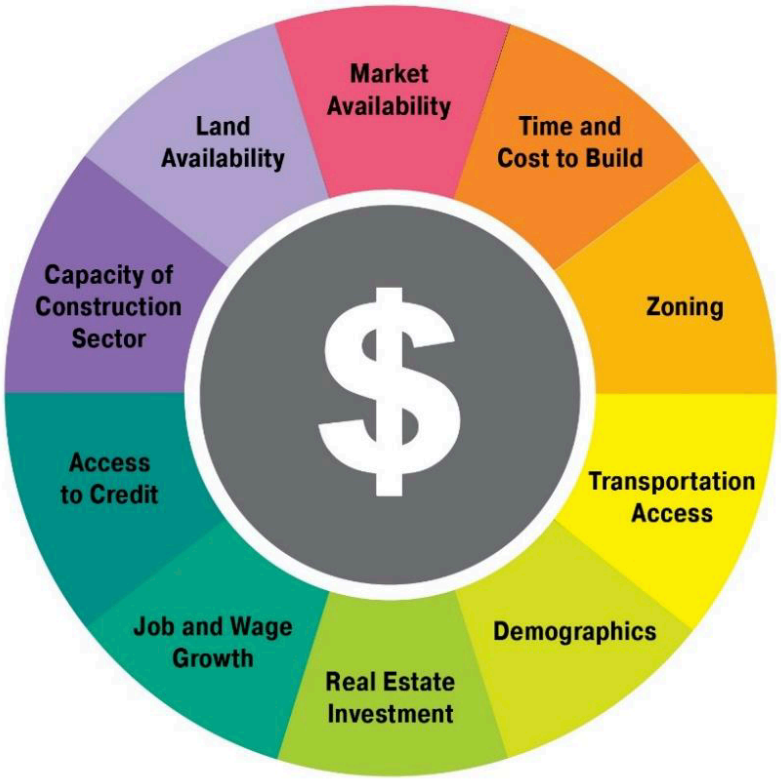
these affordability needs will most likely require some level of public incentive for at least 34 percent of new housing to ensure new units are affordable to households earning less than the median income.

PSRC also provided Kitsap County specific estimates of housing units needed by income level up to 2050 and these included: 9 percent of new units at 0-30% AMI, 8 percent of units at 31-50% AMI, 16 percent of units at 51-80% AMI, 9 percent of units at 81-100% AMI, 12 percent of units at 101-120% AMI, and 45 percent of units for units above 120% AMI. In addition, they estimate housing needs by different types of housing including single family, moderate density housing (2-19 units) and high-density housing (20+ units) for each county.

The region's current housing stock provides limited middle-density ownership options which are often more affordable than traditional single-family detached homes and needs to provide more options for renters, particularly larger families. A more diverse housing stock is needed to provide accessible and affordable housing for residents in all phases of life. The region has become much more diverse with People of Color or Hispanic/Latinx almost reaching 40 percent of the total population in 2018. Housing prices have outpaced income levels and the housing stock provides limited middle-density housing options.

The regional strategy emphasizes planning for diverse housing types and densities to accommodate new growth while minimizing displacement of existing residents. A healthy housing stock should provide options at different price values for owners and renters. The overarching regional strategy goal "is to ensure that all people have a range of safe and affordable housing choices in order to create a healthy and prosperous future for the region, including eliminating racial disparities in the access to housing". Lastly, PSRC emphasizes the importance of local plans addressing regional VISION 2050 housing objectives especially addressing the long-term housing supply needs, promoting affordable housing development especially in centers and near transit; and the need to mitigate residential displacement.

PSRC notes various factors influencing housing costs (as shown below).



Kitsap County Planning (Countywide Planning Policies)

The Kitsap Countywide Planning Policies (CPPs) were amended in October 2021. The newly revised policies implement Growth Management Act (GMA) requirements for CPPs and are consistent with regional policies contained within the Puget Sound Regional Councils (PSRC) Vision 2050. Affordable housing policies are contained within the Housing Element of the CPPs. Policies AH-1 through AH-6 outline several strategies and actions which may be utilized to address affordable housing needs within the county and the cities within the county. Some of the policies are focused on regional coordination efforts while others provide ideas which can be implemented by individual jurisdictions. All policies are intended to be balanced with siting and design that are compatible with existing neighborhoods.

Relevant Policies and Strategies:

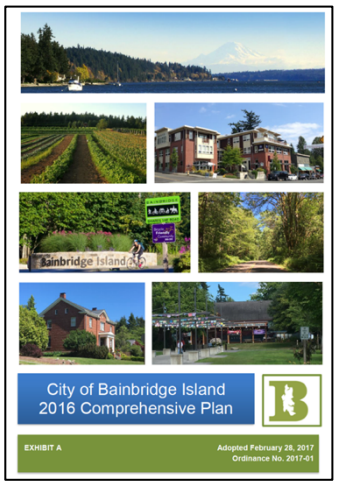
- *Providing a flexible combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle- and lower-income persons.*
- *Expanding areas zoned for moderate density ("missing middle") housing to bridge the gap between single-family and more intensive multifamily development.*
- *Incentivizing housing types, including transitional housing and supportive housing.*
- *Providing a range of housing types such as multi-family, single family, duplexes, accessory dwelling units, and manufactured housing on individual lots and in manufactured housing parks.*
- *Innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing costs by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as appropriate.*

- *Policies and programs that address the provision of diverse housing opportunities to accommodate people experiencing homelessness, older people, people who need physical or behavioral health supports, and other segments of the population that have special needs*
- *Physical, economic, and cultural displacement of low-income households that can result from planning, public investments, private redevelopment, and market pressure. Focusing on a range of strategies to mitigate displacement impacts as planning for future growth occurs.*

Local (City Level) Planning Documents

At the bottom of the "planning pyramid" sits local planning documents and policies, but their location at the bottom belies their importance. Local comprehensive plans help to establish the overall vision for community development and help to set the framework for future land use and zoning which is further articulated in local level land development codes. This section steps through the most relevant housing focused planning documents and highlights the goals and policies that are most important to the Bainbridge Island *Housing Action Plan*.

City of Bainbridge Island Comprehensive Plan



Housing action plan guidance is also provided by the city's Comprehensive Plan (last adopted/updated in 2017, Ordinance No. 2017-01). The plan outlines the City's vision, guiding principles, and associated goals and policies to help meet GMA requirements related to land capacity, urban services, and capital facilities. Guided by the project, "Navigate Bainbridge", the development of the plan involved extensive public outreach that engaged the community through several events.

The Comp Plan recognizes the following 8 guiding principles to help provide policy direction needed to navigate toward the desired future Vision:

- *Guiding Principle #1: Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.*
- *Guiding Principle #2: Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.*
- *Guiding Principle #3: Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.*
- *Guiding Principle #4: Consider the costs and benefits to Island residents and property owners in making land use decisions.*
- *Guiding Principle #5: The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.*
- *Guiding Principle #6: Nurture Bainbridge Island as a sustainable community by meeting the needs of the present without compromising the ability of future generations to meet their own needs.*
- *Guiding Principle #7: Reduce greenhouse gas emissions and increase the Island's climate*
- *resilience.*
- *Guiding Principle #8: Support the Island's Guiding Principles and Policies through the City's organizational and operating budget decisions.*

The most relevant sections for this analysis were the *Housing Element* and the *Land Use Element*. The Housing Element describes the City's vision for Bainbridge Island in the year 2036 as one in which the island provides a broad diversity of housing, where residential land use outside of

designated centers is at low densities and constitutes 90% of the Island's area. The Land Use Element identifies four Designated Centers (Island Center, Lynwood Center, Rolling Bay, Winslow) meant to provide cultural amenities, employment and housing opportunities, and efficient public services, utilities, and infrastructure with a focus on creating residential, commercial, and industrial growth.

The following Housing and Land Use Element policies provided key insights for what to aim for with housing actions/strategies.

Housing Element:

- *Goal HO-1: Make steady progress toward several aspirational targets for increasing the diversity of housing types and the supply of affordable housing.*
- *Goal HO-2: Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island.*
- *Goal HO-3: Promote and maintain a variety of housing types that meet the needs of present and future Bainbridge Island residents at all economic segments and encourage more socio-economic diversity.*
- *Goal HO-4: Increase the supply of permanently affordable multifamily housing each year through the year 2036.*
- *Goal HO-5: Maintain the existing stock of affordable and rent-assisted housing, in partnership with community non-profit organizations and local and regional public and private entities.*
- *Goal HO-6: Facilitate the provision of diverse affordable housing stock in all geographic areas of the community.*
- *Goal HO-7: Promote and facilitate the provision of rental and for-purchase housing that is affordable to income-qualified households with a variety of income levels.*
- *Goal HO-8: Facilitate the siting and development of housing opportunities for special needs populations.*
- *Goal HO-9: Explore the usage of the City's bonding capacity and pursue other resources to support the creation of affordable housing.*

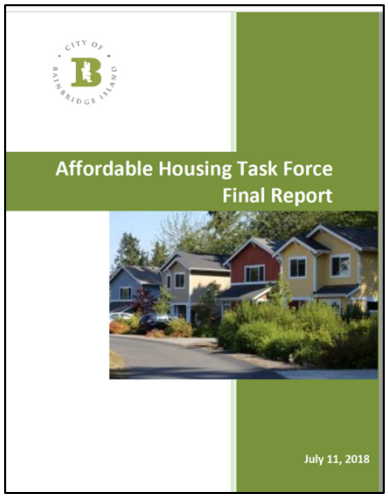
Land Use Element:

- *Goal LU-5: Focus urban development in designated Centers—residential, commercial, and industrial growth*
- *Goal LU-9: Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood Center, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.*
- *Goal LU-14: Develop context-sensitive regulations for residential development in areas designated R-2, R-1 or R-4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation.*

The Comprehensive Plan references a housing needs assessment previously completed in 2014 (Appendix B Housing Needs Assessment). The next update of the City's Comprehensive Plan is due in December of 2024 (this is for the next 20 years of population growth through the year 2044). The plan also establishes a framework from which to identify specific programmatic actions for affordable housing and housing diversity and availability needs. This plan provides a policy foundation for supporting housing affordability and increasing housing choices. In response to Goal HO-2 (shown above) a biennial report was released in 2020. Utilizing City permitting data and the 2015-2019 U.S. Census Bureau American Community Survey data, the report concludes with the findings that of the seven policies of Housing Goal HO-1, the City is on track for four policies, not on track for two policies and one policy requires additional analysis. A summary table and findings are provided below.

On Track	
Policy HO 1.1: Decrease to 20% or less the number of cost burdened families living in rental housing (down from 40%).	To be on track, the number of cost burdened renter households would decrease by 1% year. The number of cost burdened renter households is lower- 36% of total renter households . However, the majority of those renter households (29%) are severely cost burdened.
Policy HO 1.2: Decrease to 18% or less the number of cost burdened families owning homes (down from 34%).	To be on track, the number of cost burdened ownership households would decrease the amount by 0.8% per year, we should be down from 34% to 30%. The number of cost burdened ownership households is lower- 25%, a 9% reduction.
Policy HO 1.3: Increase rental housing units to at least 11% of total housing units (up from 7%).	On track. 2019 ACS data indicates that households that rental households made up 19% of Bainbridge Island households, or 1945 households, exceeding the goal by 8%, 15 years ahead of schedule. This includes those renting single-family homes, not just multifamily housing such as apartments or condominiums. However, when reviewing types of units completed/built between 2017-2020, only 116 multifamily rental units and 48 accessory dwelling units were constructed out of a total of 607 total units, meaning that homeownership units are still the majority of units constructed on Bainbridge Island.
Policy HO 1.4: Increase the Island's percentage of multifamily homes to 18% or more of all homes (up from 16%).	On track. The percentage of multifamily homes has increased to 17.6%.
Not on Track	
Policy HO 1.5: Increase the number of senior housing units to 600 or more (up from 344).	Zero new senior housing units have been constructed. In order to be on track, 12.8 units should be added each year, or 64 new units added to be on track to meet this goal.
Policy HO 1.6: Change today's 89/11% housing split between the Mixed Use Town Center and Neighborhood Centers to 80/20% by 2036	This goal promotes adding units in Neighborhood Centers (NC) at a faster rate than in the Mixed Use Town Center (MUTC) area. Between 2017-2020, more units were completed/finaled in the MUTC area than in the Lynwood Center NC area (see Appendix B). No units were added in the Island Center or Rolling Bay NC areas during this time.
Ongoing Analysis	
Policy HO 1.7: Achieve a jobs-housing balance of .8 (up from 0.59)	This goal promotes adding additional commercial space (jobs) to improve the jobs/housing balance to 0.8 jobs per dwelling unit. This analysis of added commercial development is currently being analyzed through the Kitsap County Residential and Commercial/Industrial Land Capacity Analysis. The City is coordinating with Kitsap County and other cities on this work, which will be completed in 2021.

City of Bainbridge Island Affordable Housing Task Force Report (2018)



The City of Bainbridge Island created its Affordable Housing Task Force (AHTF) by City Council resolution in 2017. This Task Force focused on the Housing Element of the Comprehensive Plan and considered other elements of the plan. The AHTF aimed to identify conflicts between goals and policies related to affordable housing. It also created working groups that met independently to study tools and strategies related to specific policies in the Housing Element. Lastly, the AHTF served as a forum for information, feedback, and public comment on affordable housing issues.

The recommendations of the AHTF are grouped into three categories: priority recommendations, quick wins, and additional strategies to be explored. Those recommendations are as follows, with notations added in ***bold italics*** indicating if the recommendations have been followed since the issuance of the AHTF report in 2018.

Priority Recommendations

1. Draft and adopt code changes to encourage infill in the Designated Centers, with the assistance and advice of ECONorthwest.
    a. Adapt a Mandatory Inclusionary Zoning Ordinance. ***Status Update: ECONorthwest and Forterra recommend voluntary program per TDR and IZ Assessment Feb 2019.***
    b. Enact changes in FAR to encourage affordable housing**. *Status Update: City Council has put further work on recommendations 1.a & 1.b on hold until completion of a Housing Action Plan.***
    c. Adopt a Multi-Family Property Tax Exemption. ***Status Update: Completed via Ord. 2021-23 covering Winslow Master Plan Study Area and Winslow Sewer System Service Area as well as the NC, NC/R-12 and R-5 zones in the Lynwood Center Area.***
2. Pursue opportunities to partner with the private and nonprofit sectors to build affordable housing on public land**s. *Status Update: The City had been working with the private sector and HRB to develop a mixed-income project.***

3. Adopt procedures to encourage Accessory Dwelling Units. ***Status Update: City Council has put further work on this recommendation on hold until the completion of a Housing Action Plan.***
4. Adopt an "innovations program" that allows staff to permit experimental affordable housing projects, on a limited basis, that are not currently allowed by code. ***Status Update: The City Council is currently considering proposed Ord. 2022-02 that would allow pilot project of affordable housing development on properties owned or controlled by religious organizations. Ord. 2022-01 extended the Housing Design Demonstration Projects (HDDP) program until such time that the City's other affordable housing provisions are improved (estimated as part of the HAP implementation). The HDDP program applies in the greater Winslow area and provides a density bonus for projects that provide at least 50% affordable housing.***
5. Create a permanent affordable housing committee and designate a City employee who will spend at least half-time on affordable housing strategies. ***Status Update: An additional affordable housing committee has not been convened, but the City is planning on hiring Housing Specialist.***

Quick Wins

1. Adopt more generous policies to allow the maximum number of liveaboards in the Dave Ullin Open Water Marina in Eagle Harbor**.** ***Status Update: This topic will be considered during the upcoming periodic update to the City's Shoreline Management Plan.***
2. Adopt vacation rental ordinance**.** ***Status Update: City Council has put further work on this recommendation on hold, to be discussed in the context of the Housing Action Plan.***
3. Institute permit processing fast-track and reduced permit fees for all affordable housing applications. ***Status Update: Permitting and fees for affordable housing projects do not appear to have substantially changed since this report was published.***
4. Review and improve the Housing Trust Fund process, and award Housing Trust Fund grants at least annually**.** ***Status Update: HTF code has not been updated since 2010.***
5. Adopt cottage housing ordinance**.** ***Status Update: City Council has put further work on this recommendation on hold to be discussed in the context of the Housing Action Plan.*** [52]

Additional Strategies to be Explored

- *Work with Forterra to adopt a more effective Transfer of Development Rights program* ***(see TDR and IZ Assessment)***
- *Community partnerships*
- *Conversion of single-family homes to duplexes/triplexes*
- *Programs to preserve existing housing*
- *Affordable senior housing/accessible housing*
- *Addressing limitations due to sewer and septic*
- *Homelessness and housing insecurity*
- *Tiny houses/micro housing*
- *Transportation alternatives: Car2Go, Smart Cars, Public Transit*
- *Advocacy for county, state, and national affordable housing policies*

[52] A council subcommittee on affordable housing recommended holding off on legislative work on a number of affordable housing initiatives (April 20, 2021 City Council meeting memo, https://legistarweb-production.s3.amazonaws.com/uploads/attachment/pdf/891424/20210416_AH_Ad_Hoc_Committee_Recommendations.pdf).

City of Bainbridge Island Climate Action Plan (November 2020)

The City Council established the Climate Change Advisory Committee (CCAC) in 2017. In 2019, the council tasked the CCAC with developing a climate action plan for the City. This plan, from November 2020, includes an emissions inventory and the development of goals, policies, and recommended actions in the areas of energy, transportation, buildings, the natural environment, waste, community engagement, implementation, and individual actions.

An online survey and two community meetings gathered input from at least 600 community members. The Climate Action Plan recommends 180 separate actions, with 75 of those being so-called "priority actions."
The following goals, policies, and actions relate to housing:

Energy Goals A and B (p. 49)

A. *Increase energy conservation and efficiency throughout the planned and existing built environment, including customer-owned generation.*
    - *By 2022, COBI will have established a Green Energy and Building Fund to assist with conversions and efficiency upgrades for homes, with a focus on low-income housing.*
B. *Eliminate carbon-based energy sources from all energy sectors.*
    - *By 2022, COBI adopts policies that prohibit propane, fuel oil, and wood stoves as the primary source of heating in all new residential, commercial, industrial, and municipal buildings.*

Energy Strategies/Actions (p. 51-53)

- *3.A.2.a. Establish and use the Green Energy and Building Fund to provide incentives to building owners and residents to increase electrification conversions and battery storage and to assist in energy audits for residential home projects, including affordable housing (e.g., install energy conservation measures, provide financial incentives for existing building owners to transition from propane, fuel oil, and wood stoves to all electric buildings). Possible funding sources are included in end note 60.*
- *3.A.2.b. Identify and apply for grants and subsidies for energy efficiency improvements for low-income residents to address equity concerns.*
- *3.B.1.c. Adopt a policy that prohibits propane, fuel oil, and wood stoves as the primary energy source for all new municipal, commercial, industrial, and residential buildings and in renovations and additions over a certain size.*
- *3.B.1.d Develop incentives for existing commercial, industrial, and residential buildings to replace propane, fuel oil, and wood stoves as their primary heating sources.*

Transportation Strategies/Actions (p. 58-61)

- *Strategy A.2: Promote mixed use development and multi-family housing in core areas that enables greater use of non-motorized transportation options and prioritize transit-oriented new development.*
- *4.A.2.c. Require land use planning that explicitly incorporates walking and bicycling networks, promotes greater density, and optimizes space to minimize the distance people have to travel by car.*
- *4.A.2.d. Evaluate increasing Transportation Impact Fees, and possible other fees, to generate revenue to expand non-motorized transportation on the Island.*

Buildings Goal A (p.63)

A. *Reduce GHG emissions from all municipal, commercial, industrial and residential buildings.*
    - *By 2021, COBI has adopted green building standards and practices for all new municipal, residential, commercial, and industrial buildings, including affordable housing and all renovations and additions of a certain size.*

Buildings Strategies/Actions (p. 64-66)

- *Goal A: Reduce GHG emissions from all municipal, commercial, industrial and residential buildings.*
- *Strategy A.1: Adopt green building practices and standards for all new municipal, commercial, industrial and residential buildings and all renovations or additions of a certain size.*
- *5.A.1.a. Adopt Green Building Task Force recommendations on green building practices and standards for all new municipal, commercial, industrial and residential building and all renovations and additions over a certain size.*
- *5.A.1.b. Require all new and renovated buildings to apply the EcoAdapt Climate Change Adaptation Certification Tool, or similar tool, to identify and avoid climate risks as part of the permitting process.*
- *5.A.1.d. Establish a Green Building team within the City that consists of staff from planning and community development and public works that would be responsible for overseeing the implementation of any green building code.*
- *5.A.1.e. Join the Regional Code Collaborative to leverage economies of scale in developing and updating green codes.*
- *5.A.1.f. Work with the Green Building Task Force to develop guidelines for green affordable housing and provide green design assistance for affordable housing projects.*
- *5.A.1.g. Explore using Washington State's Evergreen Sustainable Development Program for the development of green affordable housing.*

Bainbridge Island Sustainable Transportation Plan (February 2022)

Bainbridge Island began developing its Sustainable Transportation Plan (STP) in 2019. The process was guided by the Sustainable Transportation Task Force and a technical advisory team. In the summary of why the STP is needed, the Plan identifies the fact that "Our island's population is growing**.** With more residents come increasing pressures on Island traffic as well as on housing affordability, equity, and accessibility. Providing low-cost sustainable transportation options can help us move more people, address systemic inequities, and keep Bainbridge affordable for families and for people who work on the Island." (p. 5)

The STP identifies long commutes as a major gap in Bainbridge Island's transportation system, noting that the very high cost of housing on the island, coupled with the limited number of high-wage jobs, leaves many people who work on Bainbridge Island living off-island and dealing with long commutes. It identifies several land use code updates that will advance the sustainable transportation vision: "Land use is a key lever to help shift trips from single-occupancy vehicles to other options. This program would embed the priorities and outcomes of the STP in upcoming land-use updates, such as the Winslow Master Plan, neighborhood center plans, and the Housing Action Plan" (p. 35).

Plans, Goals, Policies, and Recommendations Summary

Bainbridge Island has undertaken a number of initiatives that could influence the development of strategies and actions in the Housing Action Plan process. While many of the recommendations of the Affordable Housing Task Force have been acted on since the report was released in 2018, many others remain unaddressed or partially addressed. Of particular interest are the status and potential adoption of ordinances related to inclusionary zoning, accessory dwelling units, cottage housing, the Housing Design Demonstrations Program, and the Transfer of Development Rights program. The recommendation from the AHTF to reduce permit fees and fast-track permit processes for affordable housing remains unresolved, as city staff have permit process improvements that must necessarily come first to enable any kind of priority processing. It is important to note that some of the recommended actions in the Climate

Action Plan could potentially work at cross-purposes with the AHTF recommendation. For example, increasing transportation impact fees and other fees to fund non-motorized transportation on the island (action 4.A.2.d) and adopting green building codes by 2021 and a green energy building fund by 2022 (status of this is uncertain) could possibly deter new housing unit development in general. Consequently, these trade-offs should be considered and evaluated to identify ways to meet goals comprehensively.

The scenarios for sustainable transportation investment outlined in the Sustainable Transportation Plan could impact which area(s) in the city would be the most equitable locations for provision of diverse housing types. The specific locations and types of investment, which will be encoded into the Capital Facilities Plan, could impact which areas would be best suited for which types of housing types. Ongoing coordination between the City Council, Planning Commission, city staff, and the project team will help ensure that the Housing Action Plan reinforces rather than conflicts with the Sustainable Transportation Plan.

4.2. Existing Housing Policy/Program Performance Evaluation

The lack of affordable housing is a common problem for many cities across the US with no one-size-fits-all solution. Each policy, strategy and tool are unique in its support and delivery of different levels of housing affordability; consequently, communities benefit from developing a toolkit of different solutions designed to meet citizens' varied housing needs. The implications of different tools should be evaluated, and alternatives, benefits and trade-offs should be discussed periodically since the effectiveness or performance of different tools varies.

A few programs and policies have been enacted in Bainbridge Island to provide opportunities for people to live and invest in the community where they work. This section synthesizes the existing programs and policies already addressing housing in the City of Bainbridge Island. The purpose of this assessment is to offer an idea of what has already been done in Bainbridge Island since this will help build a foundation for what should be considered. This assessment focuses on what is under the purview of city control; consequently, it discusses local land use regulation addressing housing, resources and partnerships supporting housing, permitting, and housing related services.

The lack of housing tends to be particularly pronounced for households earning less than 80 percent of the AMI, a category including low-wage workers in services and other industries; persons on fixed incomes including many disabled and elderly residents; and homeless individuals and families. This type of housing is nearly impossible to build through the private market without public agency support and assistance programs (such as provided by Kitsap County, HUD, the state, cities, nonprofits), particularly in areas with high construction costs and regulations heavily limited affordable housing development.

Bainbridge has implemented a variety of policies, programs, incentives, and tools subsidizing housing and aiming to support increased production of affordable housing. A strategic way to evaluate their performance and level of impact is to evaluate whether they resulted in increased affordable housing production.

The tables below provide a summary of existing affordable housing programs and housing policies along the household income levels served and public funding generated, if applicable and available. The list primarily includes policies, actions and strategies implemented partially or fully by a public entity such as the City of Bainbridge Island or Kitsap County (where relevant) or other affordable housing organizations such as Housing Resources Bainbridge (HRB). An evaluation of different programs was completed to determine how well the existing

policies and programs are supporting housing needs and augmenting the availability of needed housing (see the Households Served/Funding column).

Support for Affordable Housing (Subsidized Housing or Land)

Name	Action/ Description	Households Served/Funding
Surplus Land Donations (City)	The City has not yet donated surplus land for affordable housing or housing needs. The City considered doing this with the Suzuki Property but abandoned this work during the COVID-19 pandemic. Approximately 13.6 acres at the intersection of New Brooklyn and Sportsman Club Roads was being planned for around 100 housing units (mixed affordable incomes up to 140%).	No households served.
Cohousing, Housing Cooperative	The City has no policies specifically supporting cooperatives, but they have one co-housing development referred to as "Winslow Cohousing" on Wallace Way in Winslow that was constructed in 1992 (https://winslowcohousing.org/faqs/).	Winslow Cohousing has 30 homes (10 duplex buildings with 20 two-to-four-bedroom homes, one apartment-style building with six flats, and 4 town homes (4-plex).
Real Estate Excise Taxes (REET)	Bainbridge Island (BIMC 3.56) currently imposes a tax of one-quarter of one percent of the selling price of real property within the City. The proceeds from the tax imposed under this section shall be placed by the city treasurer in a separate account entitled "capital facilities fund," and shall be used by the city solely for financing capital projects specified in the capital facilities plan element of the city's comprehensive plan. Cities can use up to $100,000 or 25% of available REET revenues—whichever is greater, but to not exceed $1 million per year for each revenue stream (RCW 82.46.037). RCW 82.46.035) – allows a portion of city REET funds to be used for affordable housing projects and the planning, acquisition, rehabilitation, repair, replacement, construction, or improvement of facilities for people experiencing homelessness. There are several competing priorities for REET funds including debt service, capital projects, and the maintenance of streets.	There is currently no programmed REET budget for affordable housing in the proposed 2023-24 budget. The City currently has REET funds designated for debt service, capital projects, and the maintenance of streets.
American Rescue Plan Act (ARPA) Funds	The American Rescue Plan Act was signed into law on March 11, 2021 to provide direct relief to cities, towns and villages in the US. The City of Bainbridge Island may use the funds to cover eligible costs incurred from March 3, 2021 to December 31, 2024 (final spending occurring by the end of 2026). The City of Bainbridge Island Council provided principles for how to allocate funds such as to use the funds to achieve long-lasting benefits and results, avoid reoccurring expenses, and promote fiscal and environmental sustainability.[53]	Approximately $2 million of ARPA funds are committed to HRB for the Madison project. Another $1.75 million of ARPA funds are "set aside" without a specific plan of use at this time.

[53] Source: https://www.bainbridgewa.gov/1317/American-Rescue-Plan-Act#:~:text=The%20City%20of%20Bainbridge%20will,occur%20by%20December%2031%2C%202026.

Name	Action/ Description	Households Served/Funding
HB 1406 Sales and Use Tax for Affordable and Supportive Housing, Sales Tax Credit authorized by RCW 82.14.540	The City gained the HB 1406 sales tax in late September 2021 (codified in BIMC 3.62). The rate of the tax is one-tenth of one percent of the selling price. Funding collected from the tax shall be used solely for those housing and related services authorized by RCW 82.14.530. This sales tax option is essentially a credit against the state sales tax rate.	The affordable sales tax equal to 1/10 of 1 percent (Ordinance No. 2021-05) brings in around $485k per year subject to restrictions by HB 1590 and RCW 82.14.530. In addition, the sales tax credit authorized by RCW 82.14.540 (not an increase in sales tax) provides another $3k per year (Ordinance 2019-37).
City Housing Trust Fund	BIMC 3.38 provides guidance on the City's Housing Policies. The City's treasury has a fund designated as the "affordable housing fund" which has been established to support the development and preservation of affordable housing and to provide segregated accounting and control for expenditure of moneys. Funding sources includes donations from public and private sources, and any other revenues specifically dedicated to the city of Bainbridge Island housing trust fund, the city council, affordable housing loan repayments or other appropriate sources. Revenues used for persons with incomes higher than 80 percent of the median household income as defined in BIMC 18.36.030 shall be funded solely from private donations. *The Bainbridge Island housing trust fund is intended to: support the repair and rehabilitation of housing serving senior and disabled residents; provide direct financial and technical assistance to qualified housing projects; provide financial assistance to public and private nonprofit organizations supporting housing activities consistent with city policy; provide financial assistance to pay for utility connections for qualified housing activities; and fund approved, eligible operating expenditures related to the provision of assistance covered by this chapter. (Ord. 99-45 § 1, 1999)*	Primarily for low to moderate income households (95% of the AMI or lower, BIMC). The current balance of the affordable housing fund as of September 30, 2022 is $1,164,448. Any spending out of this fund would need to adhere to the limitations in Ordinance No. 2021-05 and 2019-37.
Section 8 Housing Vouchers (Kitsap County)	Section 8 vouchers help people with low incomes rent homes on the private market. With a voucher, you pay at least 28 percent, but not more than 40 percent (in the first year), of your household income for rent and utilities. This voucher pays the difference between your portion of the rent and the amount your landlord requests. If you qualify for a voucher, you can use it to rent in Kitsap County. Once you have had your voucher for at least a year, you may use it to rent anywhere in the United States.	Very low income

Name	Action/ Description	Households Served/Funding
Community Development Block Grants HOME (HUD) Grants *More below	The CDBG program improves the economic, social and physical environment of eligible, rural cities and counties to enhance the quality of life for low- and moderate-income residents. The CDBG Program offers General Purpose and Specialty grants. This does not provide funding for housing but rather provides funding support for communities with low to moderate income residents. The funding is allocated through a competitive application process requiring applicants meet all criteria. For 2023, the minimum grant request is $10,000 and the maximum grant request for public services is $30,000 and has no limit for capital projects (but a 5 percent match is required). Guidance is provided by the 2023 Kitsap County CDBG HOME policy plan and guidebook. Eligible applicants are city/county governments, public housing authorities, public or private nonprofit organizations, Section 301(d) small business investment companies, local development corporations, faith-based organizations, and private project organizations implementing certain economic development and microenterprise activities. More information: https://www.kitsapgov.com/hs/Pages/HH-Coordinated-Grant-Application-Process.aspx	Funding levels are determined by HUD after the federal budget is finalized. The estimated funding for the 2023 application schedule for Kitsap County is $675,597 for the capital and microenterprise funding source and $155,907 for the public service funding source. In 2022, Housing Resources Bainbridge was awarded $245,968 (capital funds) and Helpline House BI was awarded $30,000 (public service funds). HRB received an additional $489,953 from Kitsap County through the HOME program for the acquisitions of Wyatt & Madison.
Housing Resources Bainbridge (HRB) Projects	HRB is involved with various ongoing housing efforts focused on preserving or upgrading affordable housing and bringing needed affordable housing to Bainbridge Island. The Wyatt & Madison project will provide 13 apartment rental units constructed as part of a larger mixed-income, multi-family housing development on Bainbridge Island. The site is part of the former 550 Madison Avenue complex. A private developer is building 73 units at Wintergreen Townhomes. HRB is acquiring 31 units, which will be added to its community land trust and sold to households earning 80% AMI and below. These units are one bedroom plus one office/den. HRB will own the land through a Community Land Trust arrangement. The first homes are slated to be complete by the end of 2023 with the rest completing in 2024. The Western View Terrace Rehab project will help provide health and safety upgrades at a multi-family apartment complex serving low-income households on Bainbridge Island. The property was constructed in 1978 and has eight two-bedroom units. HRB is in the beginning stages of providing around 20 housing units in a multifamily project on Ericksen Avenue by around 2025 (unit mix is to be determined).	At Wyatt & Madison, 13 units are expected to be provided by spring/summer 2024. This 1-bedroom housing will serve at least 60% AMI and below and likely mainly 50% and below (HRB). HRB is acquiring approximately 31 units at the mixed-income 73-unit Wintergreen townhome project with approximately 31 units being sold to 80% AMI and below by around 2023-2024.
Mission-Based Developers Projects	As of this summer, the City is considering a pilot project that would allow the construction of potentially 23 affordable housing units on property owned by Bethany Lutheran Church located at the southwest intersection of NE High School Road and Sportsman Club Road NE. (At this time, the church plans include a maximum of 23 total units on site.)	Under enabling state law, units would seed households at or below low-income (80% AMI)

Regulations and Incentives

Name	Description	Households Served
Multifamily Housing Property Tax Exemption - MFTE	Bainbridge Island recently approved the MFTE program in late 2021 (November). This provision is codified under Bainbridge Island Municipal Code (BIMC) section 3.63. For approval under the 12-year option, the minimum number of affordable housing units is 20% of total housing units rented to low-income households (defined as at or below 80% MFI). For ownership projects, 100% of the housing units need to be sold as affordable housing to low-income households. For approval under the 20-year option, at least 25% of the total housing units must be built by or sold to a qualified nonprofit or local government that will assure permanent affordable homeownership or housing. The targeted areas include the Winslow Subarea Plan Study Area, Winslow Sewer Service Area, and Lynwood Center Neighborhood Center- NC/R-12, and R-5 zones. *State policies, under RCW chapter 84.14, allows eligible cities and counties (Bainbridge Island and Kitsap County are eligible) to establish a MFTE program to stimulate the construction of new, rehabilitated, or converted multi-family housing within designated areas, including affordable housing. The state law policy intent covers topics such as the need to help address the insufficient available of desirable and convenient residential units, including affordable housing units; support mixed income residential development; promote redevelopment of urban centers; and increase market rate workforce housing and affordable housing opportunities. Washington State Department of Commerce provides MFTE program background. This program exempts eligible new construction or rehabilitated housing from paying property taxes for an 8-year, or 12-year, or 20-year period. By waiving taxes, housing developments have lower operating costs, which affects the project's overall feasibility, making it easier to build new units.*	Too soon to determine (less than one year since adoption). The City has not yet received any MFTE applications (as of August 16, 2022) but the City heard that the townhome project referred to as Wintergreen is considering using this program. The Bainbridge Island Planning Commission emphasized that the program would be fully functional only after revisions to BIMC 18.12 and replacement of 18.21.
Housing Design Demonstration Project (HDDP, BIMC 2.16.020.S)	On August 9th, 2022, Bainbridge City Council approved Ordinance 2022-01 to revise the HDDP and extend until it is replaced by improvements in new affordable housing code provisions. The changes were spurred by the City's Affordable Housing Task Force (2018) recommendation to increase housing affordability and diversity. Ordinance 2019-32 narrowed the program to only apply to projects that provided at least 50% of housing units as affordable housing (defined at low-income households earning at or below 80% AMI). HDDP is an optional development process created to increase the variety of housing choices available to residents across underserved portions of the socioeconomic spectrum, promote compact low-impact development where suitable, and encourage high quality and innovative building design, site development, and "green" building practices. Projects can receive a density bonus of up to 2.5 times the base density or the maximum Floor Area Ratio allowed. Single-family subdivisions and multifamily developments (including mixed use buildings) within the Winslow Subarea Plan Study Area or the Winslow Sanitary Sewer System Service Area are eligible to participate in the program.	Most of the recent affordable housing units planned and constructed are through the HDDP program (47 total affordable housing units). **Ferncliff Village:** 24 single dwelling homes and 16 townhomes (HRB community land trust model). **The Walk:** 5 townhomes designated as affordable housing. **Wallace Cottages:** 2 affordable townhomes in a neighborhood of 17 market rate single-family homes. **HRB Ericksen Multifamily**: Early development phase for approximately 18 apartments. **New Brooklyn Glen:** (City Suzuki Property) with 100 homes in a mixed income development had been being planned as a HDDP project. The City has suspended work on this effort.

Name	Description	Households Served
Inclusionary Zoning and Bonuses	The City has voluntary Inclusionary Zoning in place that does offer a density bonus (BIMC 18.21 Residential areas, BIMC 18.12.030.D Neighborhood Center Areas, and BIMC 18.12.030.E mixed use town center and High School Road districts). This program was analyzed by ECONorthwest in 2019. This program has not been used because it has too many requirements for too little density (also the existing base density is too low). The HDDP provides a higher bonus density. BIMC 18.12.030-A and B provide density, lot coverage, and height bonuses in the R-8 and R-14 districts if the affordable housing requirements of 18.21BIMC are met. BIMC 18.12.030-D provides options for density bonuses in the NC zone. BIMC 18.12.030-E provides bonus density in the form of floor area ratio (FAR) based on affordable housing provision by development size and income groups targeted in the Winslow Mixed Use and High School Road districts.	No participation or households served to date as of September 1, 2022. The Wintergreen development, in the HS-2 zone, is utilizing the voluntary inclusionary zoning provisions of BIMC 18.12.030-E. This project has yet to be constructed.
Accessory Dwelling Units	Accessory dwelling units (ADUs) provide an additional dwelling unit— typically with its own sleeping, bathing, and cooking facilities—on properties allowing a primary home. ADU policies attempt to increase housing density in ways that do not change the character, look, and feel of existing neighborhoods, and put more housing in areas with access to amenities such as jobs, schools, and retail centers. In theory, because they are smaller than single-family homes, ADUs can be cheaper housing options – but this is not always the case.	Based on City permit data, 79 permits were finalized for ADUs from January 1, 2012, to June 30, 2022.
Cottage Housing	The City does not have formal “cottage housing” code established but does have underlying development standards that would allow a typical cottage-style development. The City has a housing design demonstration project program (BIMC 2.16.020.S) and includes cottage housing in the type of housing choices. The City generally defines cottage housing as a dwelling unit no larger than 1,200 square feet, with a maximum building height of 20 feet.	The Ericksen Cottages provides 11 small footprint housing units (~1,100 sf) with 2-3 bedrooms.
Short Term Rentals (STRs)	STRs are also a subject of interest when it comes to housing policy and regulations. The City of Bainbridge Island does not restrict STRs, but it does require a business license. The city’s finance department switched over to using the State Business License system several years, which does not allow for easy tracking of such licenses.	City data unavailable on the number of STRs. This type of housing tends to be rented for a short duration, less than 30 days.
Tiny Homes	The City of Bainbridge Island allows tiny homes on foundations but not on wheels. No permits have been finalized for tiny homes, and no tiny home villages have been constructed in the city. A tiny home could count as an ADU on a property with a single-family home but would otherwise count towards a property’s base density in the same way a single-family home would.	No registered tiny homes have been built.

Name	Description	Households Served
Affordable Housing Fee Waivers such as Impact Fee Exemptions for Affordable Housing	The list of potential fees when entitling a new building often includes, but is not limited to, zoning application fees, mitigation fees, building permit fees, plan check review fees, utility connection charges, building inspection fees, and impact fees. While these fees are important funding sources for their respective municipal departments and special districts, they can add up and effectively discourage new housing development–particularly at lower price points. The City has a transportation impact fee (BIMC Chapter 15.30), and has designated affordable housing units as being exempt from paying the fee.	Designated affordable housing units as defined by BIMC 18.21.020 (low income includes households earning 80% AMI or lower) and 18.36.030 or their successors. 18.36.030: *"Affordable housing" or "affordable dwelling unit" means a dwelling unit for use as a primary residence, which may be rented or purchased (including utilities other than telephone and cable TV) without spending more than 30 percent of monthly household income. Income level eligibility threshold levels shall be set using HUD levels for the Bremerton-Silverdale metropolitan statistical area.*

5. HNA Appendix

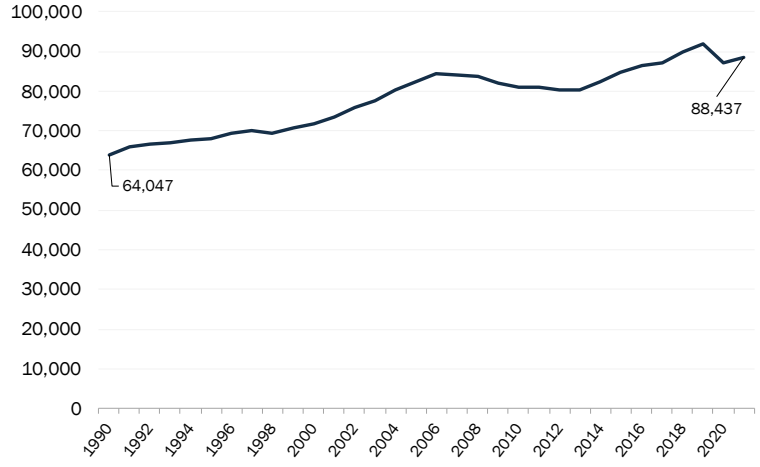
5.1. Additional Data Analysis Findings

The following section includes data analysis findings not included in the above report.

Exhibit 67 (below) shows the change in total covered employment from 1990 to 2021 in Kitsap County, according to the Bureau of Labor Statistics' Quarterly Census of Employment and Wages (QCEW) data. Both full-time and part-time workers are included in covered employment estimates. It covers more than 95 percent of jobs available in the United States; however, it excludes workers like proprietors, the unincorporated self-employed, and certain agricultural workers from reporting employment information.[54]

Exhibit 67. Total Covered Employment in Kitsap County, 1990–2021

Source: B.L.S. Quarterly Census of Employment and Wages (QCEW) Annual Average, 1990-2021. Note: Covered employment is employment and wages in industries covered by state Unemployment Insurance legislation and federal workers covered by the Unemployment Compensation for Federal Employees (UCFE) program.



Covered employment in Kitsap County has increased by about 24,390 jobs (or, 38 percent) over the 1990 to 2021 period.

During the Great Recession, employment declined from 2007 to 2008 and then remained stagnant until 2012. Employment resumed its growth in 2013.

In 2019, Kitsap County attained its highest level of covered employment at about 91,884 covered jobs. However, because of the COVID-19 pandemic and statewide stay-at-home orders, covered employment contracted by about 4,660 jobs (or, by five percent) to 87,225 total covered jobs in 2020.

As of 2021, covered employment (88,437 jobs) has partially recovered relative to the County's 2019 peak, but remains about four percent below.

During the 2010 to 2021 period, covered employment in Kitsap County increased by 7,421 jobs, or a growth of nine percent. In 2021, the three largest sectors of employment were government (36.6 percent of total covered employment), followed by healthcare and social assistance (13.6 percent), and retail trade (12.1 percent).

[54] U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages Overview. Information retrieved on September 7, 2022, via https://www.bls.gov/cew/overview.htm.

Among the 22 major employment sectors in Kitsap County, six had at least a 25 percent increase in covered employment. Additional detail regarding growth for different job sectors are described below.

Exhibit 68. Change in Kitsap County Covered Employment, by Major NAICS Employment Sector, 2010–2021

Source: U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages (QCEW) Annual Averages, 2010 and 2021.

NAICS Employment Sector	Covered Employment Count				Distribution		
	2010	2021	Differ - ence	% Change	2010	2021	% Point Change
Utilities	120	152	32	27	0.1	0.2	0.02
Construction	3,320	4,712	1,392	42	4.1	5.3	1.23
Manufacturing	1,807	2,578	771	43	2.2	2.9	0.68
Wholesale Trade	1,111	1,309	198	18	1.4	1.5	0.11
Retail Trade	10,516	10,721	205	2	13.0	12.1	(0.86)
Transportation and Warehousing	801	888	87	11	1.0	1.0	0.02
Information	1,352	656	(696)	(51)	1.7	0.7	(0.93)
Finance and Insurance	1,717	1,866	149	9	2.1	2.1	(0.01)
Real estate and Rental and Leasing	945	1,051	106	11	1.2	1.2	0.02
Professional and Technical Services	3,959	5,084	1,125	28	4.9	5.7	0.86
Management of Companies and Enterprises	138	304	166	120	0.2	0.3	0.17
Administrative and Waste Management Services	2,952	3,108	156	5	3.6	3.5	(0.13)
Educational Services	667	608	(59)	(9)	0.8	0.7	(0.14)
Healthcare and Social Assistance	11,407	12,066	659	6	14.1	13.6	(0.44)
Arts, Entertainment, and Recreation	1,296	1,037	(259)	(20)	1.6	1.2	(0.43)
Accommodation and Food Services	6,410	7,439	1,029	16	7.9	8.4	0.50
Other Services (except Public Admin)	3,373	2,111	(1,262)	(37)	4.2	2.4	(1.78)
All Government	28,901	32,410	3,509	12	35.7	36.6	0.97
Federal Government	16,015	20,189	4,174	26	19.8	22.8	3.06
State Government	1,980	1,637	(343)	(17)	2.4	1.9	(0.59)
Local Government	10,906	10,584	(322)	(3)	13.5	12.0	(1.49)
Total (All Industries)	**81,016**	**88,437**	**7,421**	**9**	**100.0**	**100.0**	**0.00**

Changes in Annual Wages for Kitsap County

Annual wage data was currently only available for Kitsap County via the Bureau of Labor Statistics' Quarterly Census of Employment and Wages (QCEW) data series. On an inflation-adjusted basis, annual wages for covered employment jobs in Kitsap County increased by approximately $7,820, or by about 14.5 percent (see Exhibit 69 below for more detail). The employment sectors with the largest wage growth over the 2010 to 2021 include finance and insurance ($28,402, or 46.6 percent), information ($23,933, or 36 percent), professional and technical services ($16,489, or 23 percent), other services ($14,692, or 62 percent), and real estate and rental and leasing ($13,979, or 41 percent).

Exhibit 69. Change in Kitsap County's Average Annual Wages, by NAICS Employment Sector, in 2021 Inflation-Adjusted Dollars 2010–2021

Source: U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages (QCEW) Annual Averages, 2010 and 2021. Note: The following NAICS Employment sectors, Agriculture, forestry, fishing, and hunting and Mining, quarrying, and oil and gas extracting, were not included due to the lack of data availability. NAICS = The North American Industry Classification System is the federal standard for classifying business establishments related to the U.S. business economy.

NAICS Employment Sector	Kitsap County Annual Wages			Change, 2010 (Adjusted) – 2021	
	2010 (Unadjusted)	2010 (Inflation-Adjusted)	2021	Diff.	Percent Change
Utilities	$76,728	$95,347	$104,572	$9,225	9.7
Construction	$46,728	$58,067	$63,398	$5,331	9.2
Manufacturing	$42,296	$52,560	$62,414	$9,854	18.7
Wholesale Trade	$48,983	$60,869	$73,556	$12,687	**20.8**
Retail Trade	$26,910	$33,440	$38,491	$5,051	15.1
Transportation and Warehousing	$31,784	$39,497	$50,243	$10,746	**27.2**
Information	$53,117	$66,007	$89,940	$23,933	**36.3**
Finance and Insurance	$49,051	$60,954	$89,940	$28,402	**46.6**
Real estate and Rental and Leasing	$27,296	$33,920	$47,899	$13,979	**41.2**
Professional and Technical Services	$57,506	$71,461	$87,950	$16,489	**23.1**
Management of Companies and Enterprises	$79,214	$98,436	$85,761	($12,675)	(12.9)
Administrative and Waste Management Services	$33,205	$41,263	$47,274	$6,011	14.6
Educational Services	$29,020	$36,062	$36,534	$472	1.3
Healthcare and Social Assistance	$38,150	$47,408	$52,550	$5,142	10.8
Arts, Entertainment, and Recreation	$15,854	$19,701	$25,831	$6,130	**31.1**
Accommodation and Food Services	$15,069	$18,726	$24,463	$5,737	**30.6**

NAICS Employment Sector	Kitsap County Annual Wages			Change, 2010 (Adjusted) – 2021	
	2010 (Unadjusted)	2010 (Inflation-Adjusted)	2021	Diff.	Percent Change
Other Services (except Public Admin)	$18,950	$23,548	$38,240	$14,692	62.4
All Government	$53,036	$65,906	$72,596	$6,690	10.2
Federal Government	$74,880	$93,051	$87,750	($5,301)	(5.7)
State Government	$40,882	$50,803	$63,676	$12,873	25.3
Local Government	$43,346	$49,494	$66,362	$12,498	23.2
Total (All Industries)	**$43,439**	**$52,980**	**$61,799**	**$7,819**	**14.5**

Exhibit 70. Single family home sales on Bainbridge Island by price and year, 2010 – June 2022
Source: ECONorthwest, with parcel data from the Kitsap County Assessor. Note: Single family homes includes single-family detached and attached (e.g., townhomes, duplexes, etc.). The term "% Share" indicates the share of a home sale value category as a percent of all home sales each year. The row-wise sum of the Pct Share value columns equals 100 percent for every year. This does not include information regarding the square feet of the home or the size of the property; generally larger homes with greater property can cost more than smaller homes and homes with less property.

Year	$250,000 or less		$250,000 to $500,000		$500,000 to $1 Million		$1 mil. to $2 Million		$2 Million or more		Total
	Sale Count	% Share	Sale Count	% Share	Sale Count	% Share	Sale Count	% Share	Sale Count	% Share	Sale Count
2010	12	11	40	35	53	47	5	4	3	3	113
2011	12	9	65	49	41	31	13	10	1	1	132
2012	31	16	66	34	82	42	16	8	2	1	197
2013	25	11	93	39	101	43	15	6	2	1	236
2014	8	3	96	37	129	49	25	10	5	2	263
2015	15	5	59	21	155	56	40	14	7	3	276
2016	25	8	38	13	163	55	57	19	14	5	297
2017	17	5	18	5	220	59	86	23	29	8	370
2018	22	6	18	5	181	52	119	34	11	3	351
2019	20	6	15	4	189	52	106	29	31	9	361
2020	43	9	14	3	213	43	189	39	31	6	490
2021	20	4	9	2	132	28	205	43	106	22	472
June 2022	11	5	3	1	38	18	111	52	49	23	212
Total	**261**	**7**	**534**	**14**	**1,697**	**45**	**987**	**26**	**291**	**8**	**3,770**

5.2. Construction Cost Influences

The Puget Sound regional economy has grown at an astounding rate in the past decade, influenced by strong population growth as new residents move to the area seeking economic and educational opportunities, and the area's natural beauty. According to the Bureau of Labor Statistics, total employment in the four-county region (King, Kitsap, Snohomish and Pierce Counties) grew 23 percent from 2010 to 2018, while total population in these four counties grew approximately 12 percent.[55]

Hampered by the housing market crash and economic recession, however, the regional housing market did not produce enough new housing in response to this growing demand, particularly at prices affordable to the majority of incomes. The Puget Sound Regional Council (PSRC) estimates that housing units in the four-county region only grew by 6.7 percent over the same period of strong economic growth.[56]

Housing markets operate regionally: housing prices and availability in one location may influence housing demand in another area, as households seek affordable options. Seattle's strong economic growth and own housing underproduction has led to rising prices there, forcing many households to decide whether to stay put and face increasing cost burdens, or try to find lower cost housing in other parts of the region and beyond. These regional trends have strong implications for cities in Kitsap County which sits close to the economic engine of Seattle.

Construction and Labor Costs

Another key driver of the housing supply and production of housing is the cost of construction. The costs of construction materials can limit supply and affordability. In the two years since the onset of the pandemic, construction costs have grown faster than at any point since 2009, according to the Engineering News-Record Construction Cost Index (CCI).[57] Construction costs in Seattle have drastically outpaced the national average post-pandemic. In 2020 Q1 (around the time the pandemic began), Seattle's CCI sat at 138, about four percent higher than the national average CCI of 133. As of 2022 Q2, Seattle's CPI is about 10 percent higher than the national average. Exhibit 71 shows the change in CCI for both the nation and Seattle since 2009 Q1.

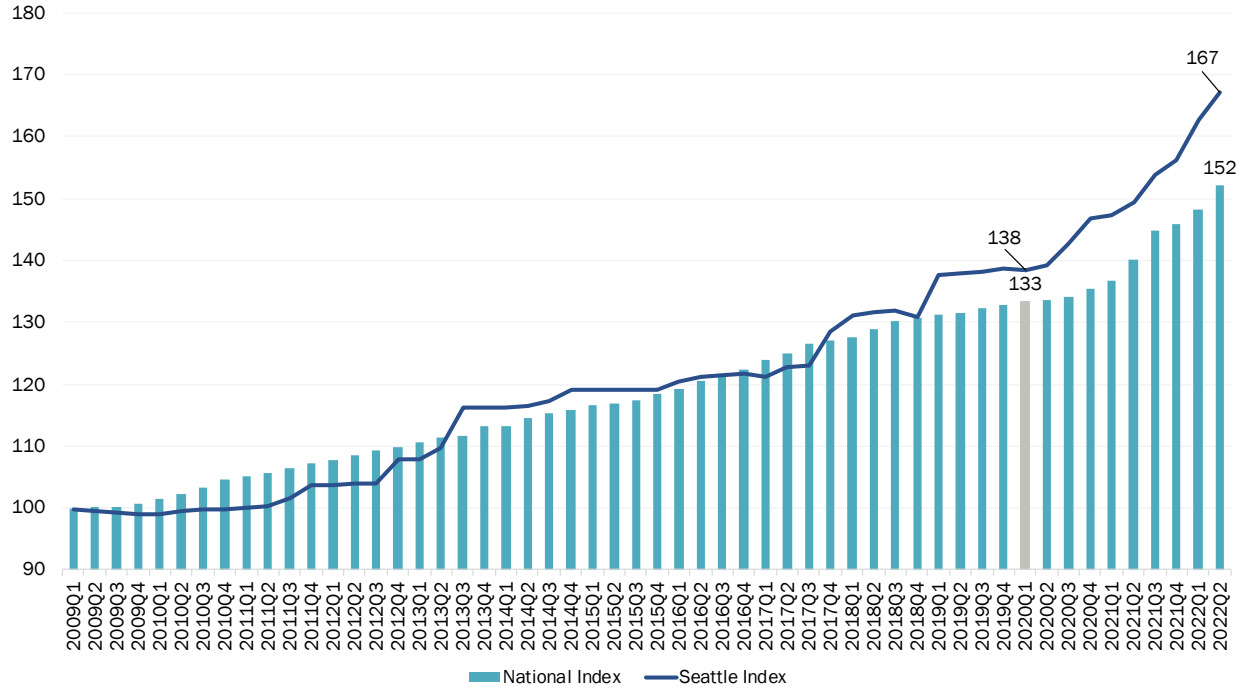
[55] Bureau of Labor Statistics. 2018 Quarterly Census of Employment and Wages for the four-county region (King, Kitsap, Snohomish and Pierce Counties). Available from: https://www.bls.gov/cew/downloadable-data-files

[56] Current Population: Region. Estimates from U.S. Census Bureau and the Washington State Office of Financial Management. Available from: https://www.psrc.org/rdp-population

[57] Engineering News-Record, Construction Cost Index data, national and City of Seattle estimates, January 2009 – June 2022.

Exhibit 71. Seattle and National Construction Cost Index, 2009Q1 – 2022Q2

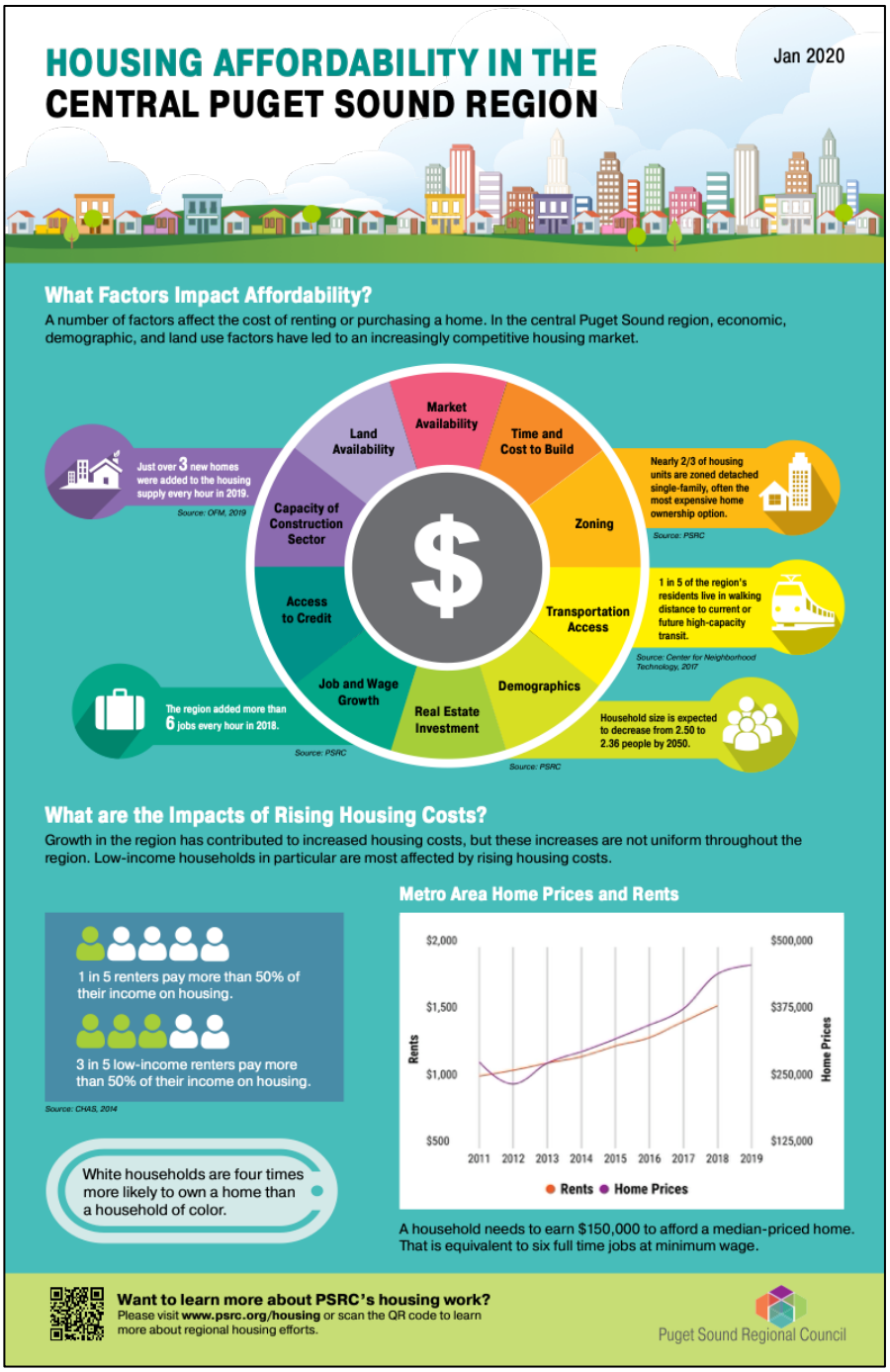
Source: Engineering News-Record Construction Cost Index, 2009-2022 (January 2009 is indexed to 100).



In the aftermath of the housing market crash of 2008, many firms in the development and construction sector faced layoffs. As a result, architects, contractors, and laborers retired or found new professions. The construction sector was hit particularly hard and saw nationwide employment declines of 19 percent from a peak in 2007 to 2015.[58] Despite some recovery post-recession, a lack of available trained construction and trade workers and subcontractors continues to be a drag on the housing market. Limited labor availability increases competition, bids up prices, increases time to completion, and consequently limits overall housing production. Each of these factors hurts housing affordability.

[58] Alana Semuels.2015. "Where have all the Construction Workers Gone?" The Atlantic Magazine. www.theatlantic.com/business/archive/2015/02/where-have-all-the-construction-workers-gone/385417/ Data reported by the Bureau of Labor Statistics.

Primary Drivers of Housing Supply, Puget Sound Region, 2020



5.3. Main Data Sources Used

This analysis uses data from multiple sources, focusing on those that are well-recognized, reliable, verifiable, and of higher accuracy.

National Data

One of the key sources for housing and household data is the U.S. Census Bureau. This report primarily uses data from the following Census sources:

- The **Decennial Census**, completed every ten years, is a survey of all households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.

- The **American Community Survey (ACS)** is an ongoing nationwide survey completed every year or every five years by the U.S. Census Bureau. This data surveyed a sample of households in the U.S. The ACS sampled an average of 3.5 million households per year, or about 2.9 percent of the households in the nation. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics. The survey is designed to provide communities with current data about how they are changing.

    - The ACS 5-year sample is available for smaller towns/cities with fewer than 65,000 residents. The ACS 5-year estimate includes data collected over a 60-month period or 5 calendar years (e.g., 2011-2015 ACS estimates). The ACS 5-Year data is offered at different scales/geographies including Census Tract and Census Place. The main advantage for the 5-year estimates is the increased statistical reliability for smaller geographic areas and small population groups. It is not recommended to compare two 5-year estimates over two time periods back-to-back since it is difficult to determine whether the values are applicable for the beginning or the end of the time frame.

- **Comprehensive Housing Affordability Strategy (CHAS)**. The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations of American Community Survey data annually which provides surveyed information collected over a five-year period which is averaged (such as 2012 to 2016). The CHAS data are used by local governments to plan how to spend HUD funds and may also be used by HUD to distribute grant funds. Another purpose is to estimate housing assistance by estimating the number of households that have certain housing problems and have income low enough to qualify for HUD's programs (primarily 30, 50, and 80 percent of the median income). The CHAS data provide counts of the numbers of households that fit these HUD-specified characteristics in HUD-specified geographic areas. The HUD CHAS data is a common source of data for describing cost-burdened households.

- The **Longitudinal Employer-Household Dynamics (LEHD)** program is part of the Center for Economic Studies at the US Census Bureau. This program provides publicly available data including federal, state and Census Bureau data on employers and employees. The LEHD program combines Unemployment Insurance earnings data and the Quarterly Census of Employment and Wages (QCEW) data from the states with other administrative data, and information derived from censuses and surveys. This data includes statistics on employment, earnings, and job flows. LEHD Origin-Destination Employment Statistics (LODES) provides GIS/map information on commuting trends at the census block scale. Data files are organized into three types: Origin-Destination, Residence Area Characteristics, and Workplace Area Characteristics, all at census block geographic detail. Source: https://lehd.ces.census.gov/data/#lodes.

State/Regional Data

- The **Puget Sound Regional Council (PSRC)** often provides population and employment projections. The Puget Sound region includes all the areas within King, Kitsap, Pierce, and Snohomish Counties. Source: https://www.psrc.org/data-and-resources/data-psrc.

- The **Washington State Housing Finance Commission** is the state agency responsible for funding and monitoring Washington's regulated affordable housing stock. The Commission provided data through a public information request, detailing past and current regulated affordable housing properties that had received low-income housing tax credit financing from the Commission. They provide income and rent limit information for all tax credit and bond financed properties.

- The **Washington State Office of Finance and Management (OFM)**. OFM researches a variety of issues related to the state budget, public policy, and demographics and releases the official state and local population estimates and projections for use in the allocation of certain state revenues, growth management, and other planning functions. They provide mostly tabular data describing current demographics, housing (median home prices), and population densities and population forecasts and projections. As the official partner of the U. S. Census Bureau for Washington state, the Population unit helps disseminate information about the characteristics of Washington's population, housing, and economy and provide guidance to a variety of stakeholders in accessing and using demographic information. https://www.ofm.wa.gov/washington-data-research/population-demographics

Local Data

- **Kitsap County Assessor Data**. Each county typically tracks land and improvement values by parcel. This includes parcel (housing lot) level information which is very fine-grained and detailed. This dataset shows parcel specific information on the home type, home sales, home value, and use. This data is provided in a GIS (map friendly) format. Constraints: Data cleansing to gain more accurate accounting of the amount of housing by type was required. The data did not provide accurate figures for non single-family detached housing.

- The **City of Bainbridge Island** provided the project team with many different datasets including but not limited to current data associated with housing development permitting, employment at the City, impact fees, policies, and programs.

- **CoStar** provides data on multi-family pricing and vacancy rates over time. Market data comes from CoStar, a proprietary data source commonly used for market analysis in the real estate industry. While CoStar is one of the best available sources of rent and vacancy data overall, the data has gaps and limitations that make it less reliable in areas with few existing buildings. Newer buildings and those that are professionally managed are more likely to have reliable rent and vacancy information, while smaller, older buildings may have incomplete data or be missing from the system entirely.

ORDINANCE NO. 97-16

AND ORDINANCE of the City of Bainbridge Island, Washington, amending the City's Comprehensive Plan to incorporate recommendations of the Lynwood Center Special Planning Area Report and Final Recommendations, amend the Land Use Map of the Comprehensive Plan and create a new section of the Comprehensive Plan.

WHEREAS, the City adopted a Comprehensive Plan on September 1, 1994, which has subsequently been amended; and

WHEREAS, the City undertook the Lynwood Center Special Planning Area process as designated in Policy NSC 1.2 of the Land Use Element of the Comprehensive Plan and which process is set out in BIMC 18.115, Special Planning Area Process; and

WHEREAS, after extensive deliberations and two public meetings, the Lynwood Center Special Planning Area Report and Final Recommendations was prepared dated, January 3, 1997; and

WHEREAS, implementation of the Lynwood Center Report and Final Recommendations requires amendments to the Comprehensive Plan which are now being presented in accordance with BIMC 18.115.080 and BIMC 18.117; now therefore

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON DO ORDAIN, as follows:

Section 1. The City's Comprehensive Plan, adopted by Section 2 of Ordinance No. 94-21, as amended, is further amended in accordance with the amendments as set forth below:

AMENDMENT TO THE LAND USE ELEMENT

Neighborhood Service Centers

NSC 1.2

Lynwood Center

Any new development or expansion of existing development in Lynwood Center will be required to connect to public sewer, when available or meet other Health District requirements, when appropriate. ~~Once public sewer is in place, Lynwood Center may be able to accommodate additional growth beyond what is currently recommended in the Plan.~~

Lynwood Center is designated as a Special Planning Area. ~~The boundaries for Lynwood Center as shown on the Land Use Map may be changed during the special planning process.~~

Reduce the commercial area of Lynwood Center as shown on the Land Use Map. Allow R-5 with public water and sewer in the area that has been changed from commercial to residential use. The use of TDRs or affordable-housing bonus density would not be required, but affordable housing would be encouraged.

Rezone the Island Trade District to Neighborhood Service Center to ensure coordinated and compatible uses in the neighborhood service center. Allow up to 12 residential units per acre along with commercial uses (if served by public sewer and water) on the commonly owned parcels on Lynwood Center between Baker Hill Road and Point White Drive, as shown on the Land Use Map (Tax Parcel #s 041402-1-012-2006, 042402-1-047-2005, 042402-1-048-2004, 042402-1-049-2003, 042402-1-050-2009), provided that a community center is constructed that is of similar style and quality to the entire development. Higher density may be achieved with affordable housing.

Allow the existing lumberyard pier (Tax Parcel # 042402-1-019-2009) to be rebuilt with commercial uses consistent with the Bainbridge Island Shoreline Management master Program, 1996. Parking for this use must be located either on the parcel directly north of this parcel (Tax Parcel # 042402-046-2006) or on that parcel to the west (Tax Parcel # 042402-1-021-2005). The City should pursue public funds, whether from the sale of road-end property or other sources, to combine with private funds to construct a public access pier or acquire other public beach access.

The parcel of land located on Point White Drive, directly adjacent to the western boundary of the NSC, as shown on the Land Use Map (Tax Parcel #042402-1-021-2005), is designated OSR-2 with the provision that density may be increased to 3 units per acre on the condition that a public access easement be granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage and adjacent to the old lumberyard pier.

Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

The *Lynwood Center Report and Final Recommendations* is included in the section of the Comprehensive Plan entitled Subarea Plans.

NSC 1.9

The land use regulations shall have design standards for:

·Building height, bulk, massing and articulation to promote a pedestrian scale

- Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a Special Planning Area plan
- Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access
- Lighting standards that prevent unnecessary glare on neighboring residential properties
- Location and screening of service areas such as dumpsters
- Open space
- Pedestrian linkages

Historic Preservation

HP 2.7
To ensure the preservation of the historic character of the the Lynwood Center building, the Pleasant Beach Grill and the Serenity House, any additions to, or redevelopment of, the existing structures should be located to the rear and should be consistent with the character of the older structure, if possible. The City should engage in cooperative efforts with owners to encourage preservation of the older structures.

AMENDMENT TO THE TRANSPORTATION ELEMENT

TR 2.12
Access to the residential areas west of the Lynwood Center Neighborhood Service Center should be located along property lines and shared by adjacent landowners in order to minimize curb cuts on the three major roadways serving the area. Residents should be encouraged to develop a low use, internal roadway system within the residential area, consistent with the City's adopted street standards, to provide both auto and pedestrian access to the commercial area while eliminating the need for each property have its own access.

Section 2. The land use map of the City of Bainbridge Island Comprehensive Plan shall be amended to establish the Lynwood Center Special Planning Area and to include the changes in land use designations as presented in Section 1 of this ordinance.

Section 3. New Figures NSC-1: Lynwood Center Special Planning Area; and NSC-2: Lynwood Center Special Planning Area Land Use shall be added to the Land Use Element.

Section 4. The Bike Plan (Figure 7) shall be amended to include bike lanes on the south side of Point White Drive within the Lynwood Center Special Planning Area boundary.

Section 5. A new section, Subarea Plans, of the Comprehensive Plan shall be established and the Lynwood Center Special Planning Area Report and Final Recommendations shall be included in this new section.

Section 6. The Capital Facilities Element shall be amended to include those capital costs required to implement the recommendations as identified by the City Engineer.

Section 7. This ordinance shall take effect and be in force five days from and after its passage, approval and publication as required by law.

PASSED by the City Council this _____day of _____, 1997.
APPROVED by the Mayor this _____day of _____, 1997.

Janet K. West, Mayor

ATTEST/AUTHENTICATE:

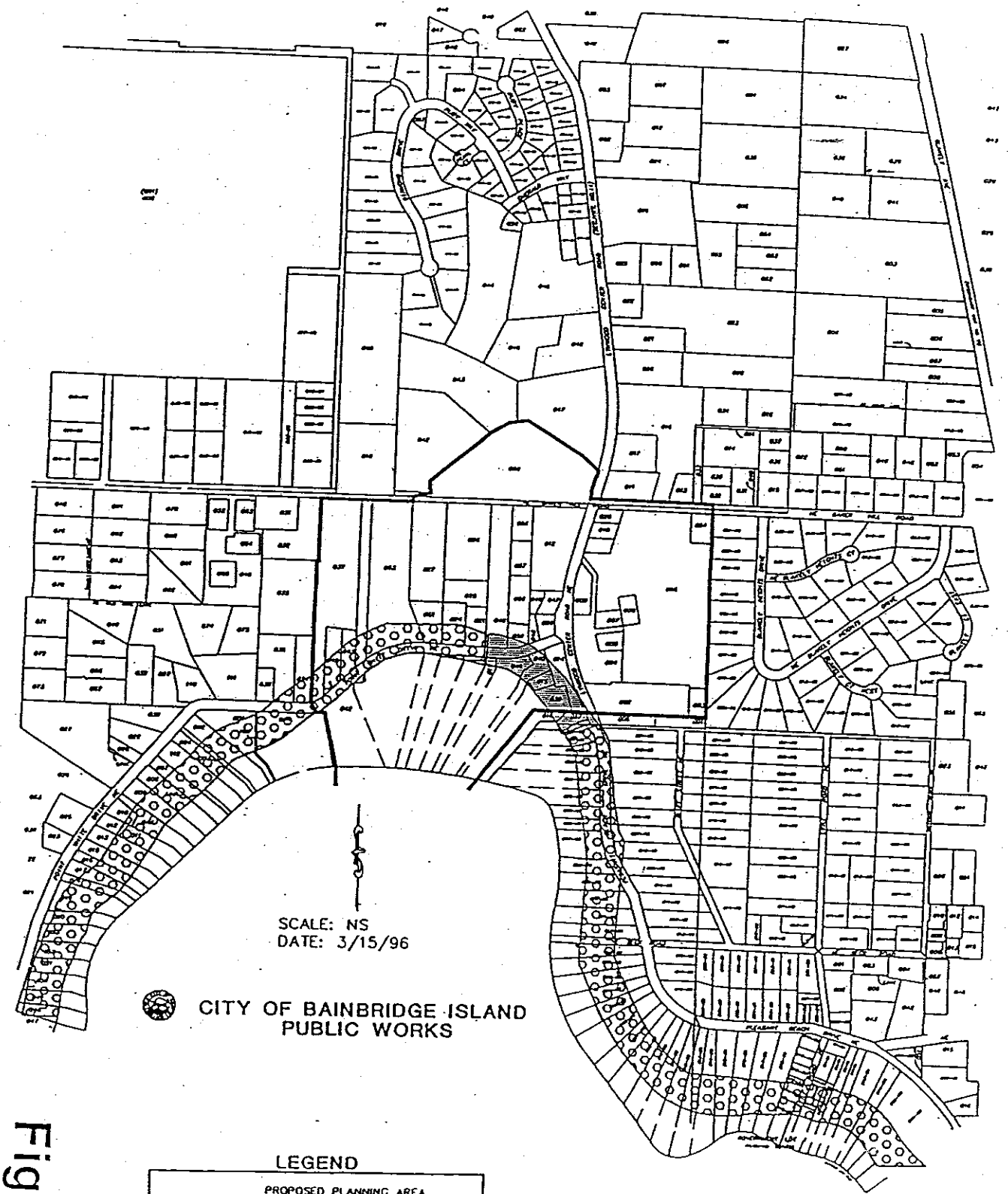
Sue Kasper, City Clerk

APPROVED AS TO FORM:

Rod P, Kaseguma, City Attorney

FILED WITH THE CITY CLERK:
PASSED BY THE CITY COUNCIL:
PUBLISHED:
EFFECTIVE DATE:
POSTED:
ORDINANCE NUMBER:

LYNWOOD CENTER
SPECIAL PLANNING AREA
PROPOSED PLANNING AREA BOUNDARY



SCALE: NS
DATE: 3/15/96

CITY OF BAINBRIDGE ISLAND
PUBLIC WORKS

LEGEND

- PROPOSED PLANNING AREA BOUNDARY
- SEMI-RURAL SHORELINE DESIGNATION
- URBAN SHORELINE DESIGNATION

Figure 1

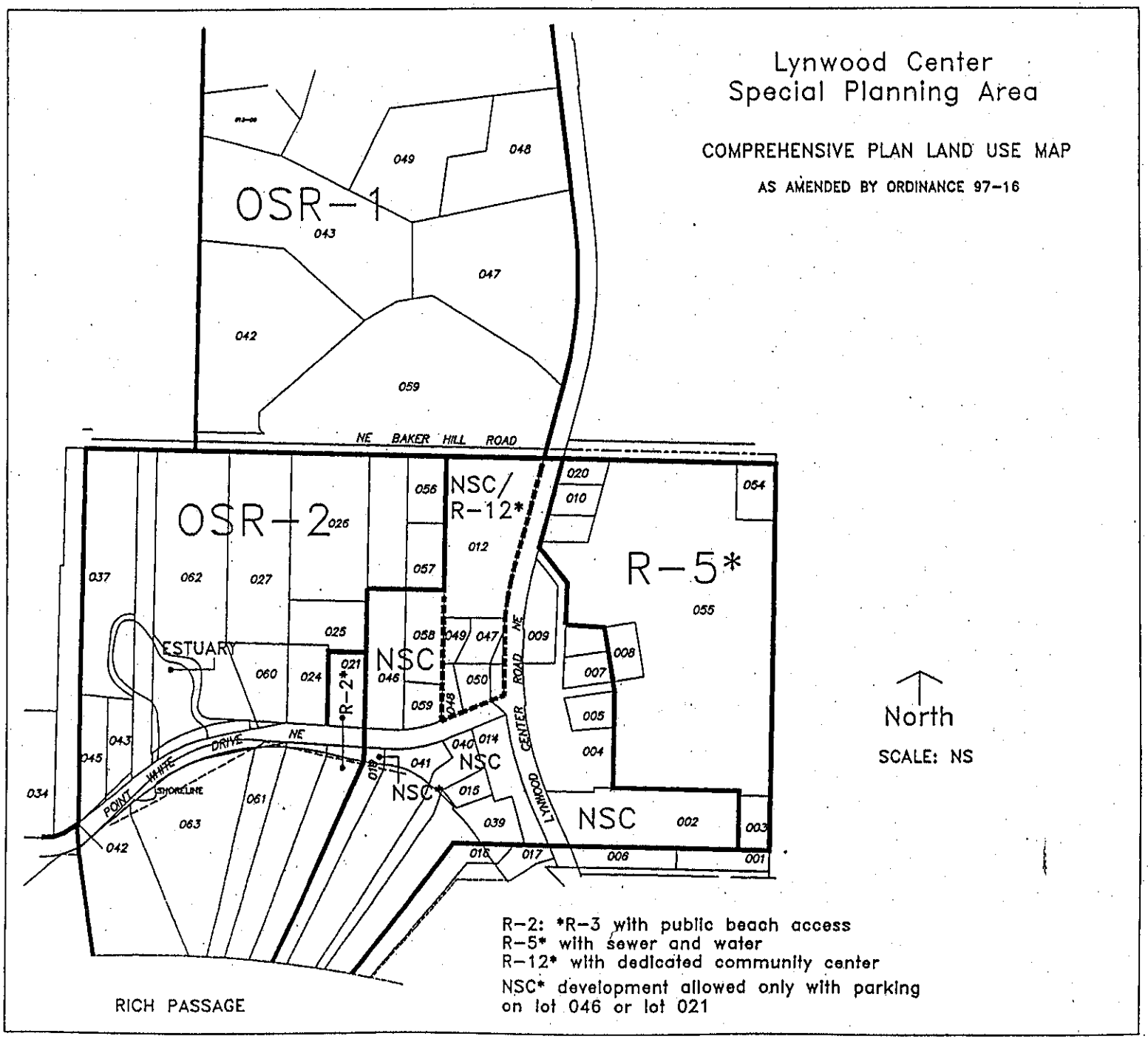
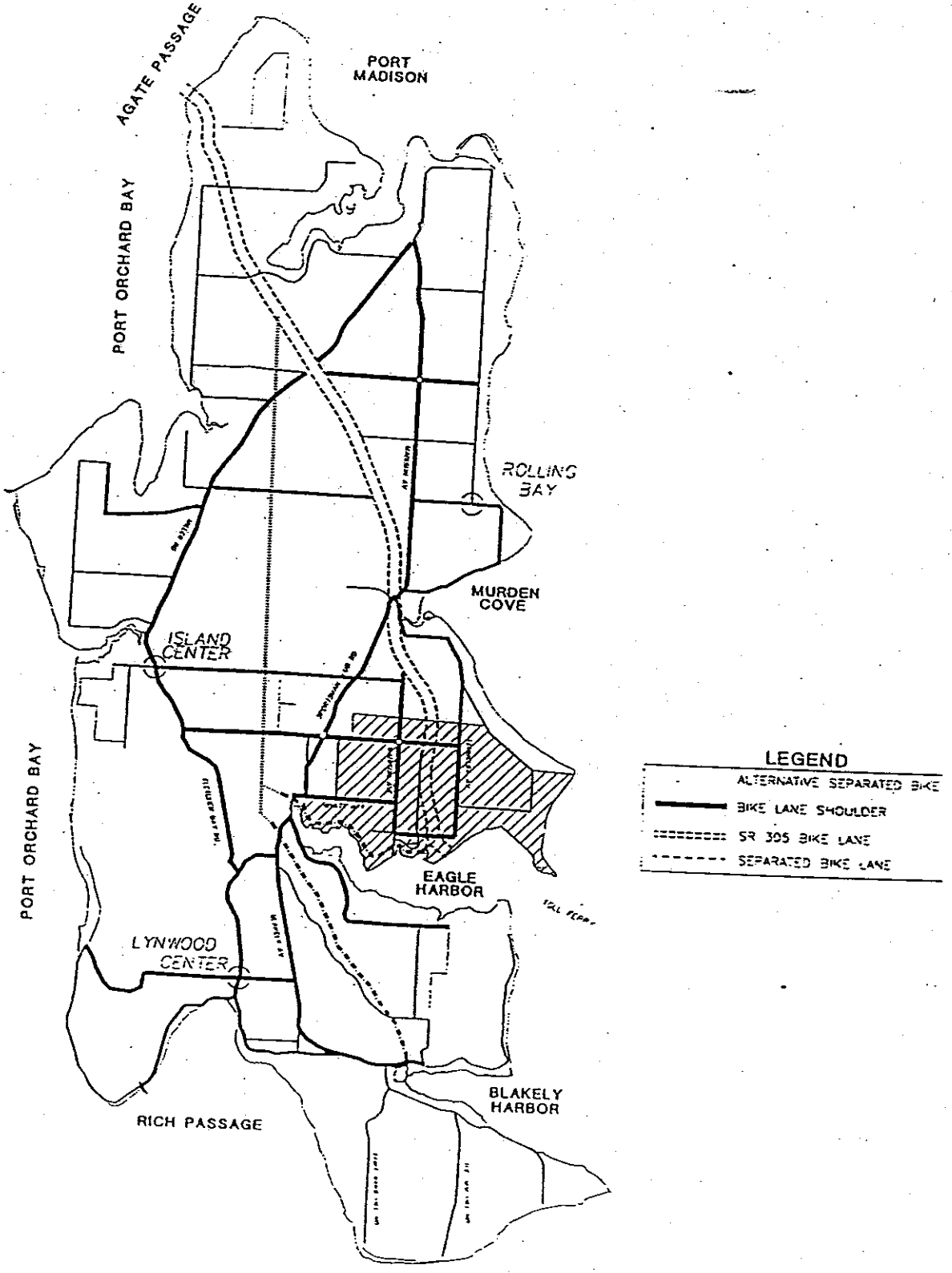

Lynwood Center
Special Planning Area
COMPREHENSIVE PLAN LAND USE MAP
AS AMENDED BY ORDINANCE 97-16
OSR-1
OSR-2
NSC/
R-12*
R-5*
NSC
R-2*
NE BAKER HILL ROAD
NE 199TH DRIVE
NE LYNWOOD CENTER ROAD
ESTUARY
WHITE POINT SHORELINE
RICH PASSAGE
North
SCALE: NS
R-2: *R-3 with public beach access
R-5* with sewer and water
R-12* with dedicated community center
NSC* development allowed only with parking
on lot 046 or lot 021

Figure 7 Bicycle Plan
Comprehensive Plan Amendment
Ordinance 97-XX, February 1997
Lynwood Center Special Planning Area.



1997 Capital Facilities Projects - Transportation Lynwood Center

Projects	1997	1998	1999	2000	2001	2002	2003	Total	2004+	Proposed Funding
Point White Drive Bike/Pedestrian Path	0	0	0	0	0	0	0	83	0	
Concrete Sidewalk from intersection to "pier" area	0	0	0	0	0	0	0	6	0	
Lynwood Center Road Bike/Pedestrian Paths	0	0	0	0	0	0	0	81	0	
Baker Hill Bike/Pedestrian	0	0	0	0	0	0	0	58	0	
Intersection Improvements	0	0	0	0	0	0	0	11	0	
Total	0	0	0	0	0	0	0	239	0	

Lynwood Center
Special Planning Area

Report

and

Final Recommendations

May 23, 1997

We would like to gratefully acknowledge the following contributors to the Lynwood Center Special Planning Area effort:

Steering Committee:

Morrie Blossom
Tom Dreiling, Chair
Walt Hannon
Lynn McIntyre
Andy Ward
Ann Bowden
Allan Ferrin
Henry Larson
Larry Nakata, Co-Chair

City of Bainbridge Island Staff:

Marti Stave
Kathy Cook
Theresa Rice
Josh Machen

Gerald Elfendahl of the Bainbridge Historical Society for the historical context.

Lee Stubbe and Seth Seablom of GLS Architects

Lynwood Center Special Planning Area
Report and Final Recommendations

I. Introduction

Located at the southwest end of Bainbridge Island, Lynwood Center shares the winding roads, water views and forested areas characteristic of much of the Island. Lynwood Center is also the site of a small-scale service center valued by the community for its unique architecture and sense of neighborhood vitality. Lynwood Center is one of three service areas on the Island designated by the Comprehensive Plan as a "Neighborhood Service Center" (NSC). Each of the Neighborhood Service Centers developed not so much in response to neighborhood demand, but because of their location at a major crossroads. The Lynwood Center commercial area has offered a limited range of goods and services, including a convenience store that serves mainly the local neighborhood and specialty businesses such as restaurants, art galleries, a hair salon, and auto repair. The Island's only movie theater is also located at Lynwood Center.

Historical background

Lynwood Center is the site of one of the largest geologic uplifts estimated to have occurred only 1,100 years ago. In more recent times, the area was one of three native village sites on the Island, including that of the tribal elder, Kitsap.

A number of the existing buildings have a colorful history. The Tudor-style Lynwood Center building opened in 1936 (mid-depression) with a sound theater. The structure was the vision of the community-minded Edna and Emmanuel Olson and was carried out by the skilled shipwrights of Blakely Harbor, including George Beck. Pleasant Beach School was built in 1914 and closed in the late 1940s. It was acquired by Mrs. Olson as a rest home and later became the Serenity House residential home. The old lumberyard on Point White Drive was opened in the early 1900s by Louis Larsen, whose descendants still live in the area. The Bainbridge Garage (at Point White Drive and Lynwood Center Road) was built in the 1920s and was one of the earliest auto repair services on the Island.

The Lynwood Center area was also the site of three major greenhouse operations at the turn of the century. The Kitayama Greenhouse operated on Lynwood Center Road between Point White and Baker Hill Road until World War II. After the war, Roy Kitayama moved to California and became one of the largest carnation growers in the world and the first Japanese-American mayor of any town in the U.S. (Union City).

Comprehensive Plan

The Comprehensive Plan calls for small-scale commercial uses to continue at Lynwood Center but also recognizes the opportunity for slightly increased residential densities in the area. There should be an attempt to achieve a mix of neighborhood-scale businesses, public uses, and

housing which are compatible with the scale and intensity of the surrounding residential neighborhood and which minimize the impact of noise, odor, lighting, fire safety, and transportation on the neighborhood (NSC 1.6). Mixed use development is encouraged (NSC 1.8).

Lynwood Center Special Planning Area Process

The Comprehensive Plan, adopted in September of 1994, recognizes that there were some areas or neighborhoods, including Lynwood Center, that would benefit from more detailed, community-based planning. These areas were designated *Special Planning Areas:*

> *A Special Planning Area is an area which reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by the City Council. The end result of a special planning process would be a "neighborhood," "subarea" or site-specific plan which will require an amendment to the Comprehensive Plan, unless no changes to the Plan's policies are proposed.*

With the Comprehensive Plan goals and policies as general guidelines, the Special Planning Area (SPA) Process seeks to involve those who would be most directly affected by long-range plans for the neighborhood and also represent a wide spectrum of interests and expertise.

In late 1995, a petition was presented to the Mayor and City Council, asking that the Lynwood Center Special Planning Area process begin as soon as possible. The Mayor appointed a committee of interested persons, in accordance with BIMC 18.115, consisting of 1) residents, land owners and business owners within the special planning area; 2) residents and landowners adjacent to the special planning area; and 3) residents of the City at large. The committee is supported by City staff and an interdepartmental staff team consisting of representatives from each City department along with those from the Park District, the School District, and the Fire District. The committee met for the first time on February 5, 1996. Several meetings were spent gathering background information on existing conditions and setting preliminary boundaries for the planning area (Figure 1). The planning area boundary was set based on consideration of natural land features and land use designations in the Comprehensive Plan.

The committee held a public meeting on March 26, 1996 at Blakely Elementary School. Flyers were sent to over 1200 people. Approximately 150 attended and took part in facilitated discussions in which they related issues and concerns regarding land uses, design, transportation and circulation, and open space and recreation. The major issues and desires raised were:

- desire for public beach access

- improved pedestrian and bike access (safety issues)
- preserve the "quaint" (historical), small scale nature of Lynwood Center
- mixed use is desirable for new development
- improved parking
- preserve natural areas
- light manufacturing should be "very light"
- affordable housing is desirable
- density increases should be moderate, building height limited

In May, 1996, the City hired design consultants Lee Stubbe and Seth Seablom of GLS Associates, to assist the committee in the decision making process and to provide conceptual drawings of the committee's ideas.

After reviewing all of the background material, the consultant team presented the committee with graphics illustrating the issues identified and the range of options open to the committee. After several weeks of analysis and discussion of several alternatives the committee finalized its recommendations. In addition to the specific issues identified by the community, the committee examined each decision in light of three overall goals:

1. How to retain the unique character of Lynwood Center.
2. How to add development to the area without overwhelming its present character.
3. Find a means to develop all the amenities that the community had defined as desirable.

After making final decisions, a report was prepared and the committee held another public meeting on December 10, 1996, to present its recommendations. Approximately 60 people attended. Comments submitted were generally favorable and those of a more specific nature have been addressed in this report.

II. Existing Conditions

Natural Landscape and Hydrology

The Lynwood Center Special Planning Area totals approximately 54 acres in and around the intersection of Lynwood Center Road and Point White Drive and includes the area designated in the Comprehensive Plan as NSC, in addition to the area designated as R-5 east of Lynwood Center Road and the OSR-2 area just west of the NSC (see Figure 1). The planning area also includes the large triangular shaped parcel at the northwest intersection of Lynwood Center Road and Baker Hill Road. This parcel was included because of its hydrological connection to the area. The planning area is generally flat except for east of Lynwood Center Road where it rises to approximately 100 feet above sea level.

Lynwood Center is the focal point of considerable drainage from streams and groundwater seeps draining the high areas to the north, east and west and which form two lobes of a large Class II wetland system. Several areas of this system have been filled and drained over the years. Water now flows through a series of culverts and daylighted ditches under Baker Hill Road and Point White Drive and emerges in the inter tidal portion of Rich Passage. Vegetation in undeveloped areas consists mainly of deciduous forest (ash, alder, cottonwood, willow) and emergent wetland vegetation (cattail, bulrushes, skunk cabbage, and salmonberry). The undeveloped ~~R-5~~ parcel east of Lynwood Center Road is second growth coniferous and deciduous forest.

Underlying the entire area is the Lynwood Aquifer which, at places, is exposed to the surface. The surface geology is mainly sand and gravel with high infiltration rates. The aquifer is considered highly vulnerable to contamination in this area due to the combination of geologic, soil, and land use conditions.

Land Uses and Ownership

Of the approximately 54 acres in the Lynwood Center Special Planning Area, 37 acres are undeveloped. Commercial uses occupy only 5 acres. The construction storage yard on the southwest corner of Baker Hill Road and Lynwood Center Road is being planned for redevelopment and is, therefore, included in the count of undeveloped land. The remaining 12 acres are in residential development. Approximately 31 acres of the Planning Area are held by two landowners, 17+ acres and 12 acres respectively. The next largest ownership is approximately 3 acres.

Infrastructure

The entire planning area is served by the South Bainbridge Water System. Sewage conveyance is by on-site septic system. The commercial area of Lynwood Center has for many years experienced septic failure and raw sewage has been flowing directly into Rich Passage. For this reason this very limited area was required by the Department of Ecology to be served by the Sewer District #7 Sewage Treatment plant which has just completed. The plant has been designed to accommodate expansion in the future so that the possibility of a greater area of Lynwood Center may be served at some future time. The Special Planning Area boundary is not to be confused in any way with sewer service area. Actual timing of, and disposition of sewer service is beyond the scope of the Steering Committee's responsibilities.

The roads serving the area, Lynwood Center Road, Baker Hill Road, and Point White Drive are in relatively good condition with the exception of the portion of Point White Drive along Rich Passage which experiences periodic flooding at the edge of the road at high tide conditions at certain times of the year. As a result the road bed is failing in places along this particular section. While there are shoulders on some roads, area residents view them as dangerous for walkers, cyclists and children. Speeding is also a problem on Point White Drive with several areas suffering property damage because of out-of-control, speeding vehicles.

Approved Developments

Pleasant Beach Condominiums

This development of 10 condominium units in 6 separate buildings was first approved as a PUD in 1983 by Kitsap County. Several extensions of the original approval have been granted since then, the most recent in 1995, to arrange for sewage disposal. The project, located on the waterfront behind the Lynwood Center building, is now under construction.

Shel - chelb Estuary Project

The Washington State Department of Transportation, Marine Division, is developing and enhancing a degraded estuary on property north of Point White Drive which will provide for tidal exchange with the waters of Rich Passage. The project, named "Shel - chelb", a Suquamish word meaning "bringing it home", also redirects an existing stream channel that originates north of Baker Hill Road. This portion of the project is being undertaken in conjunction with the local chapter of Trout Unlimited. The various terms of the agreement include the vacation of the unopened City right-of-way abutting the adjacent property in exchange for a 50' conservation easement with a pedestrian trail along the stream corridor and around the estuary.

III. Final Recommendations

Land Use

Few changes in land use designations are recommended for the planning area. The framework policies of the Comprehensive Plan provide that increases in density may be considered if there is a public benefit. Changes recommended by the committee, therefore, reflect community's desire for some public benefit in the area. The recommendations are based on the assumption that sewer service will be available at some point during the twenty year planning period for those properties where land use recommendations would require sewer. These recommendations, which are also depicted in Figure 2 - Land Use, are as follows:

1. The five parcels along the west side of Lynwood Center Road and bounded by Baker Hill Road and Point White Drive ("A" on Figure 2 - Land Use) should retain the NSC designation but will permit a residential density up to 12 units per acre (R-12) provided that a public community center be constructed of equal and compatible quality and style as the rest of the development Higher density could be allowed if affordable housing requirements were met.. Size and configuration of the community center would be similar to that at Island Center or the Commons where there would be meeting space provided for community groups, classes or events and would include a small kitchen area. This space could be a stand alone building or be part of a mixed use building planned by the developer. Actual size and disposition of this space will be determined at a later date.

2. The parcel containing the old lumber yard ("B") should be allowed to develop as a commercial property as long as parking is provided on the parcel directly to the north ("C" - a permitted use in the NSC) or on the parcel immediately to the west of that ("D" - a conditional use). Further, if road end funds should become available, these funds could be used in conjunction with private funds to develop a public pier or other public beach access.

3. The first parcel along the north side of Point White Drive that is immediately west of the NSC ("D") should be allowed to develop at 3 residential units per acre (R-3) if and when an easement for public beach access is granted for the portion of the parcel south of Point White Drive and adjacent to the lumber yard.

4. The R-5 designation for the 13-acre parcel east of Lynwood Center Road ("E")was not changed. Multi-family should be added as a permitted use, subject to site plan review.

Analysis: Framework Policy 1.3 of the Comprehensive Plan allocates up to 5% of the 2012 population growth to the Neighborhood Service Centers. This represents approximately 375 persons. Under current land use designations additional population at build-out for the Lynwood Center NSC would be approximately 115 persons (50 units of mixed single family and multi-family). Under the recommended land use changes this figure rises to 174 persons (77 units). This does not include the additional 150+ persons (approximately 65 units) that may inhabit the R-5 area adjacent to, but not included within, the NSC. If considering strictly the NSC boundaries this population increase (174 persons) is still well within what is reasonable for the NSC's, especially considering the limited potential for additional population at both Island Center and Rolling Bay.

5. Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

Transportation/Circulation - Auto

Baker Hill Road, Lynwood Center Road, and Point White Drive continue to serve as the main thoroughfares within the Planning Area. However, changes are recommended to improve the safety and efficiency of circulation in the area: (refer to Figure 3)

1. The northwest corner of Lynwood Center Road should be squared up so that the roadway is slightly narrowed to create more of a right angle turn from Lynwood Center Road southbound to Point White Drive.

2. The intersection of Lynwood Center Road and Point White Drive should be a three-way stop with crosswalks added to accommodate pedestrians from future developments to the east of Lynwood Center Road and at the northwest corner of Lynwood Center Road and Point White Drive.

3. Access to the residential areas to the west of the NSC should be located along property lines and shared by adjacent landowners in order to minimize the number of curb cuts on the three major roadways (indicated by the large arrows on Figure 3). In addition, a local, low-use roadway system within the residential area, consistent with the City's adopted standards, would provide both auto and pedestrian access to the commercial area while eliminating the need for each property to have its own access. This roadway system would be for internal, neighborhood use.

4. Construction of the estuary project and culvert should include a slightly raised "bridge" or textured pavement as a traffic calming tool on Point White Drive.

Traffic Circulation - Parking

1. Some parallel parking for the commercial development on the northwest corner of Lynwood Center Road and Point White Drive may be located at roadside (out of traffic lanes). This same parking pattern may also be on the north side of Point White Drive in the NSC zone. (Figure 3).

2. The parking lot south of the Lynwood Center building should be developed as a formal parking lot in accordance with existing City regulations. Such a parking lot would accommodate significantly more cars than at present.

3. The informal park-and-ride use of the lot at the northwest corner of Lynwood Center Road and Baker Hill Road should be allowed to continue and Kitsap Transit should be encouraged to formalize this use.

Traffic Circulation - Pedestrians/Bicycles

1. The plan includes pedestrian and bike trails on both sides of Lynwood Center Road to north of Baker Hill Road and south down Pleasant Beach Road, and on the south side of Baker Hill Road. Pedestrian and bike trails will also go west along Point White Drive on the water side. A series of pedestrian courts and paths on the north side of Point White Drive will serve to connect parking and development. (Figure 4).

2. A pedestrian trail connecting Baker Hill Road and Point White Drive shall be located either along the City's unvacated portion of Baker Road and around the Shel-chelb estuary or along the stream corridor associated with the estuary.

3. Crosswalks should be added at the proposed three-way stop at the intersection of Lynwood Center Road and Point White Drive, as previously stated.

4. Bus stops should be provided on Lynwood Center Road both north and south of the intersection with Point White Drive and at the informal park and ride on Baker Hill Road.

Landscape and Buffers

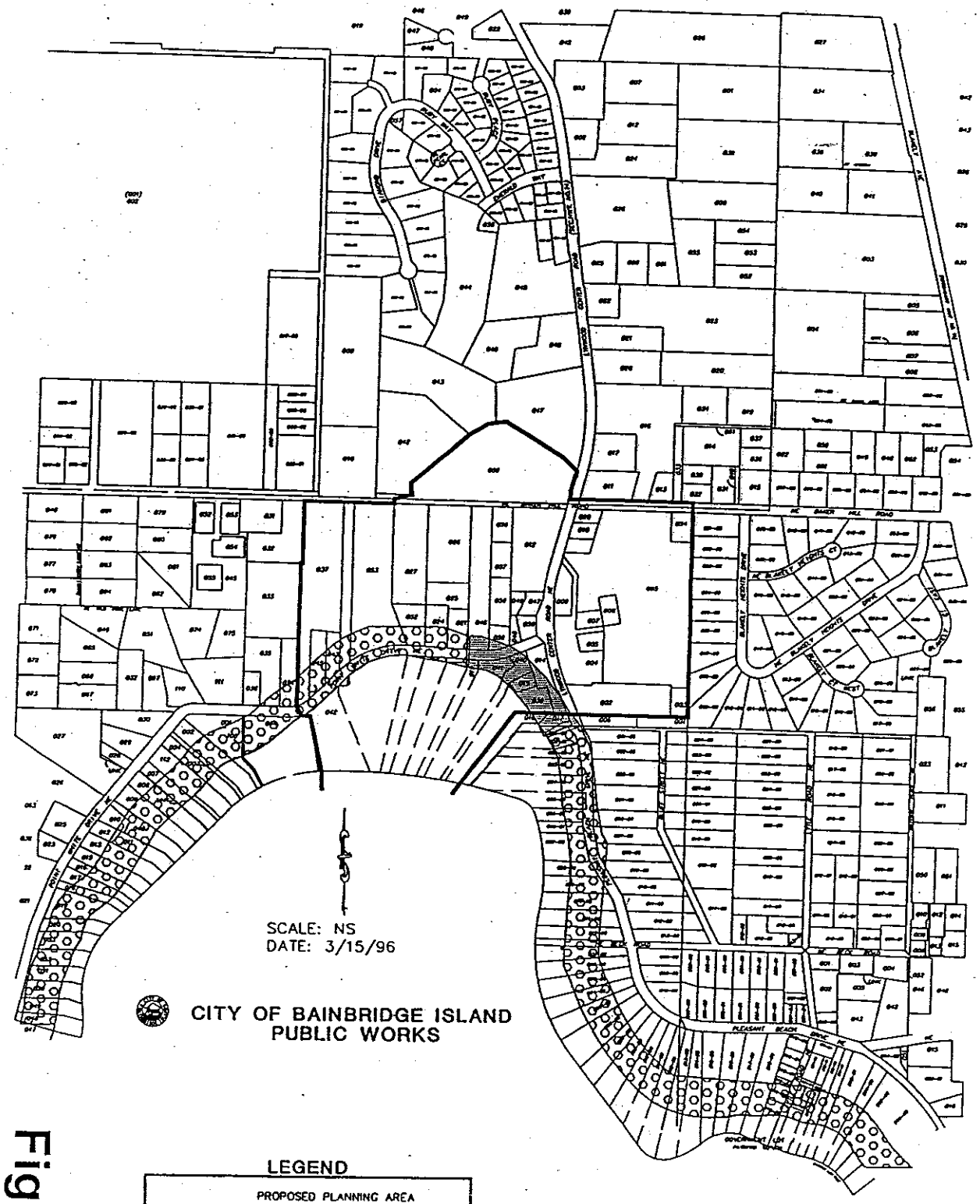
The Lynwood Center commercial area has been described during the Special Planning Area process as "a wide spot in the road". This is because the major approaches to the intersection of Lynwood Center Road and Point White Drive are characterized by dense vegetation that generally screens development from the road. In keeping with that concept, and the Comprehensive Plan vision that the natural landscape buffers long scenic roads should be preserved, the following is recommended: (see Figure 5):

1. A minimum 25 foot vegetation buffer with 50% screening (partial screen as described in the adopted landscape ordinance) shall be required on all approaches to Lynwood Center as shown on Figure 5.

2. The City endorses the 50 foot buffer around the Washington State Department of Transportation estuary project.

3. The view of Serenity House from Pleasant Beach Road is considered to be of great historical value and as such, the view from the road to the front of the existing building should be maintained. If the property owner wishes to expand the use, this should be done to the rear of the property.

LYNWOOD CENTER
SPECIAL PLANNING AREA
PROPOSED PLANNING AREA BOUNDARY



SCALE: NS
DATE: 3/15/96

CITY OF BAINBRIDGE ISLAND
PUBLIC WORKS

LEGEND

- PROPOSED PLANNING AREA BOUNDARY
- SEMI-RURAL SHORELINE DESIGNATION
- URBAN SHORELINE DESIGNATION

Figure 1

BY:GED

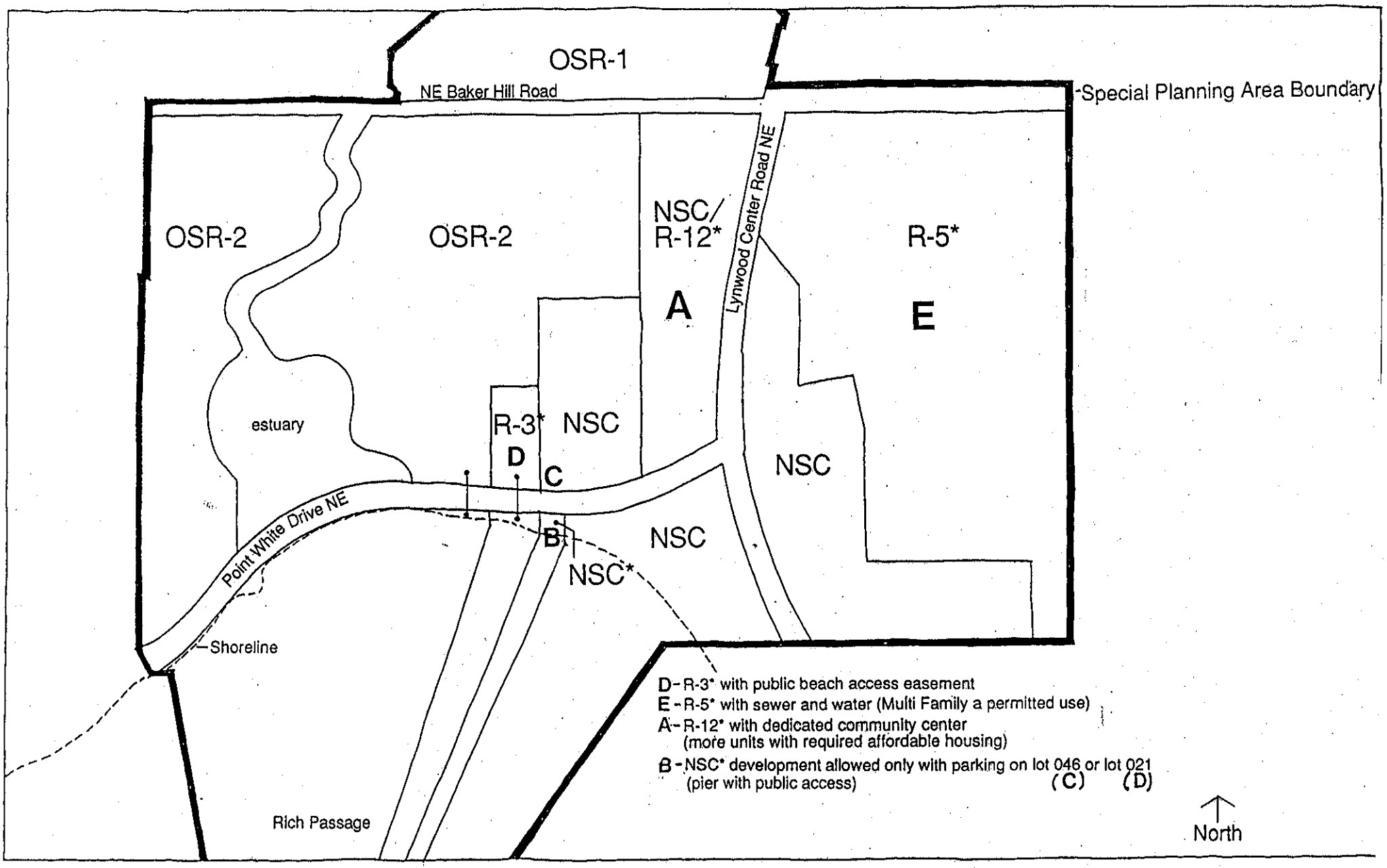


Figure 2: Land Use

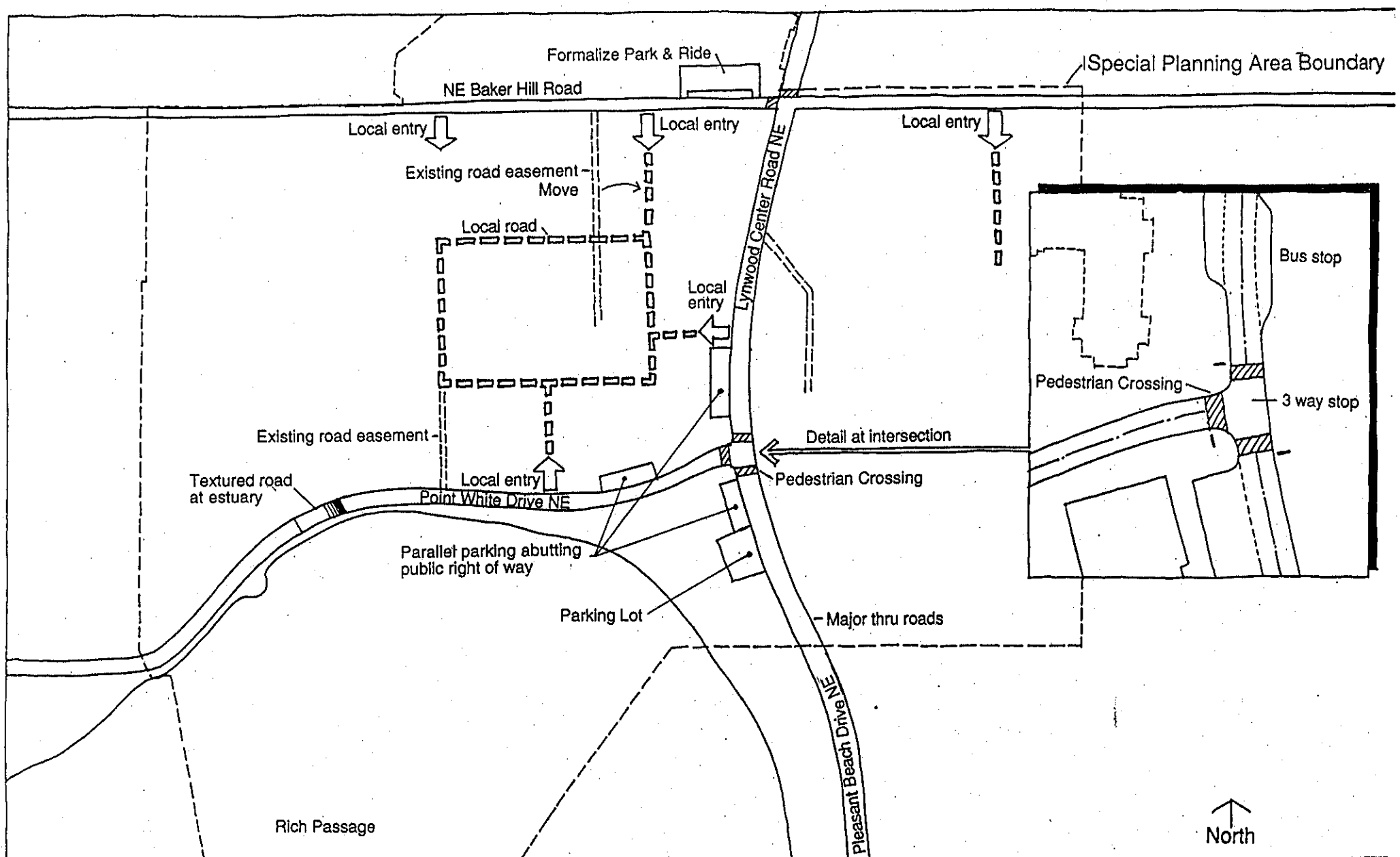


Figure 3: Road System

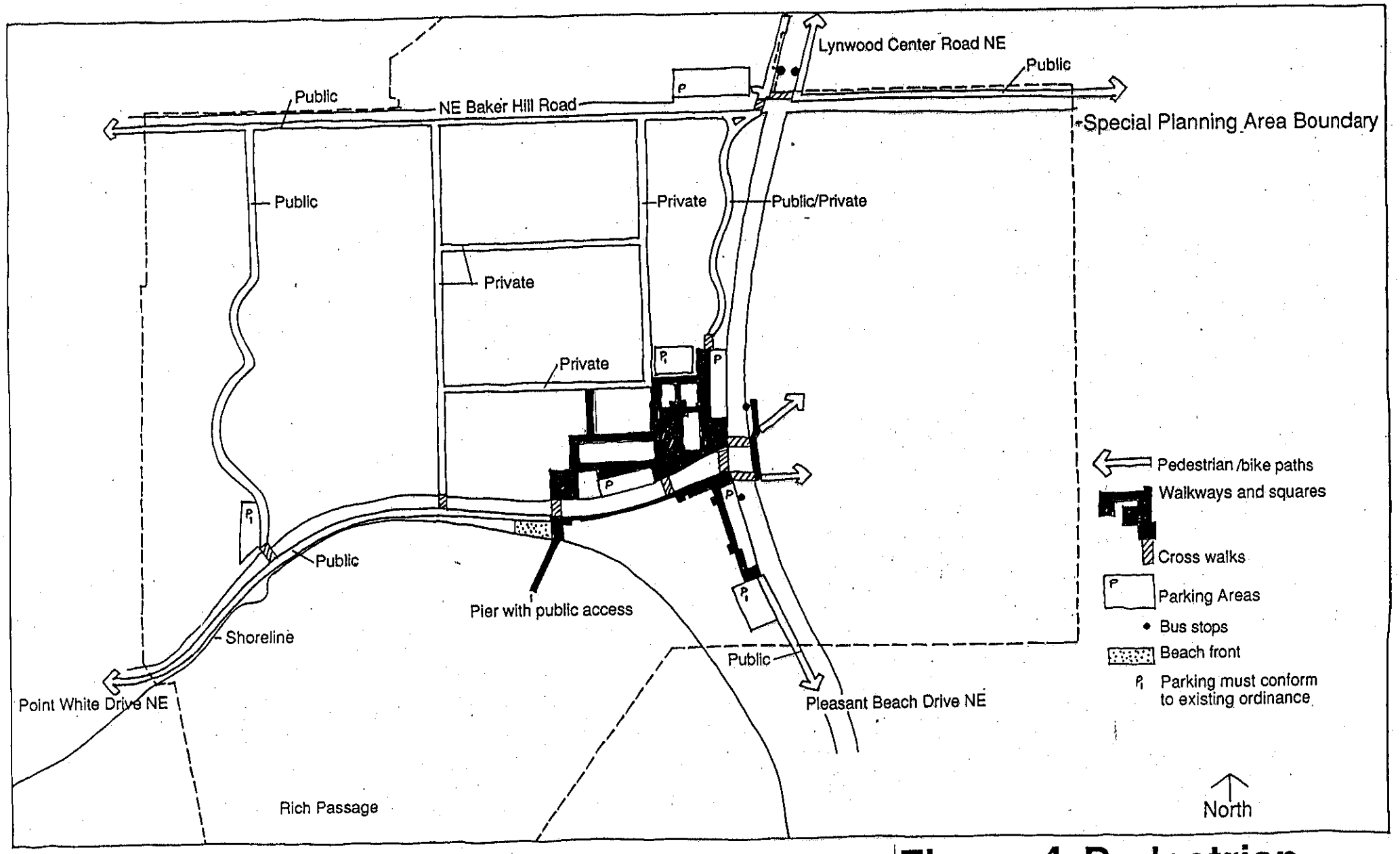
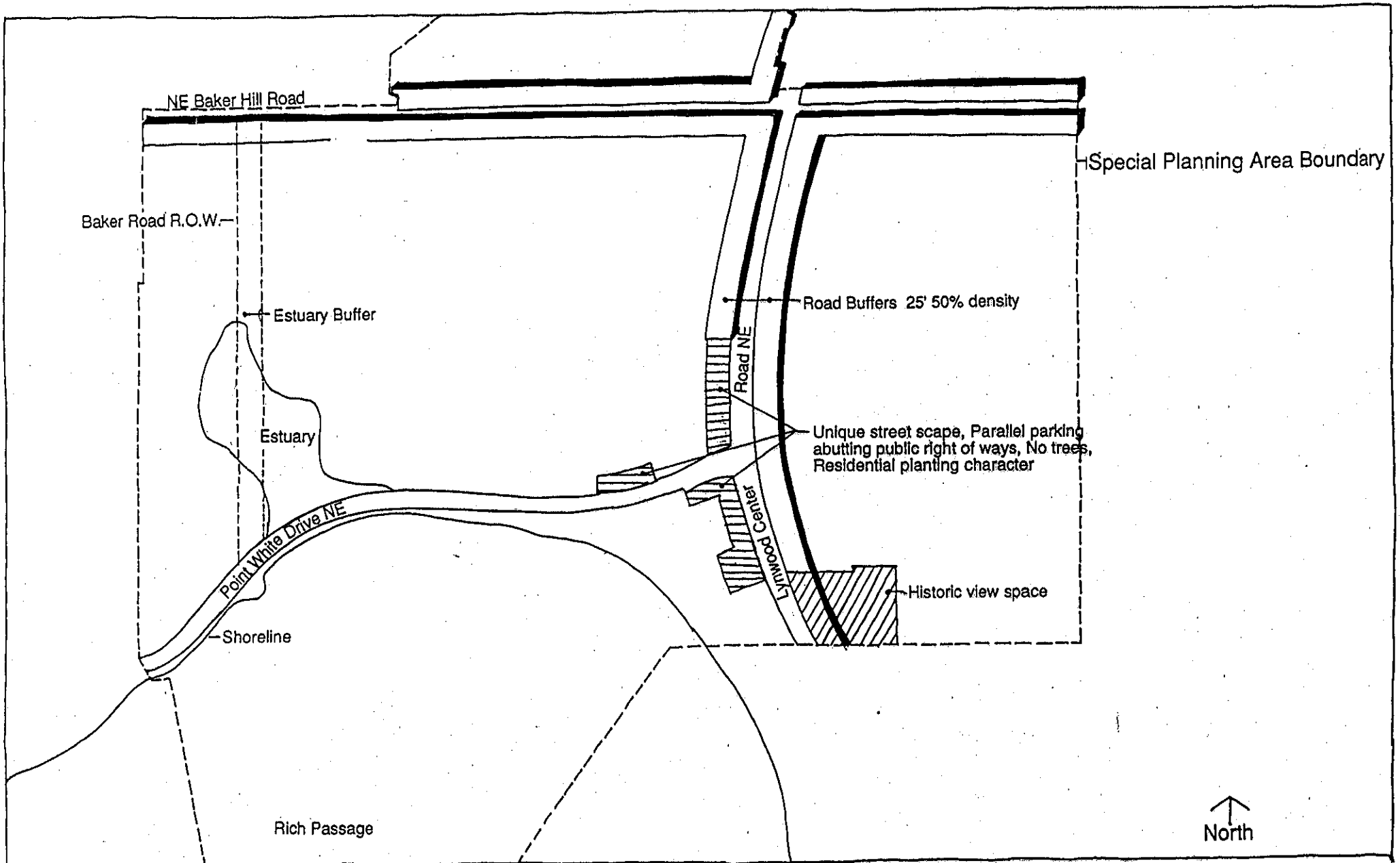
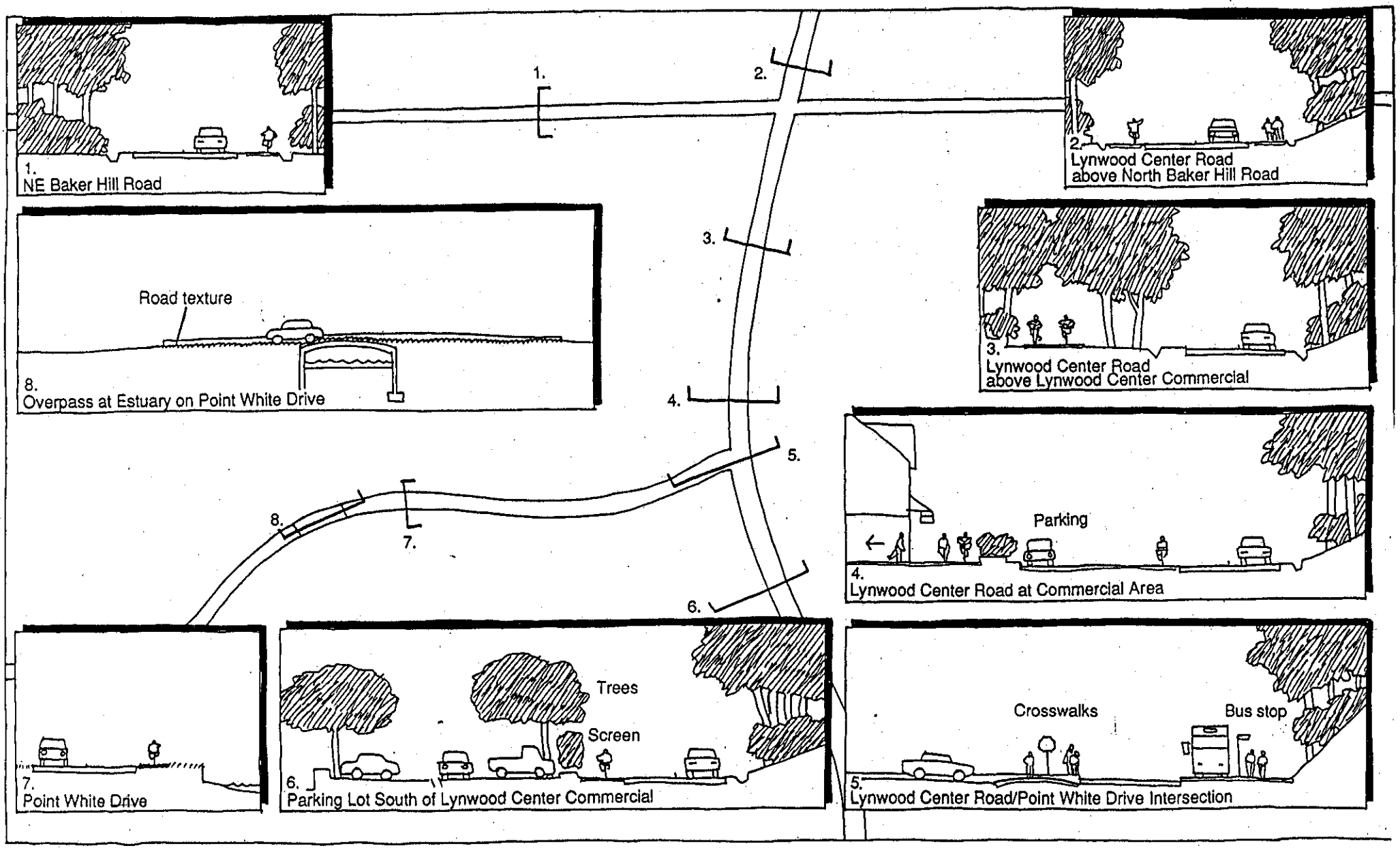


Figure 4: Pedestrian System



Lynwood Center Special Planning Area City of Bainbridge Island

Figure 5: Landscape



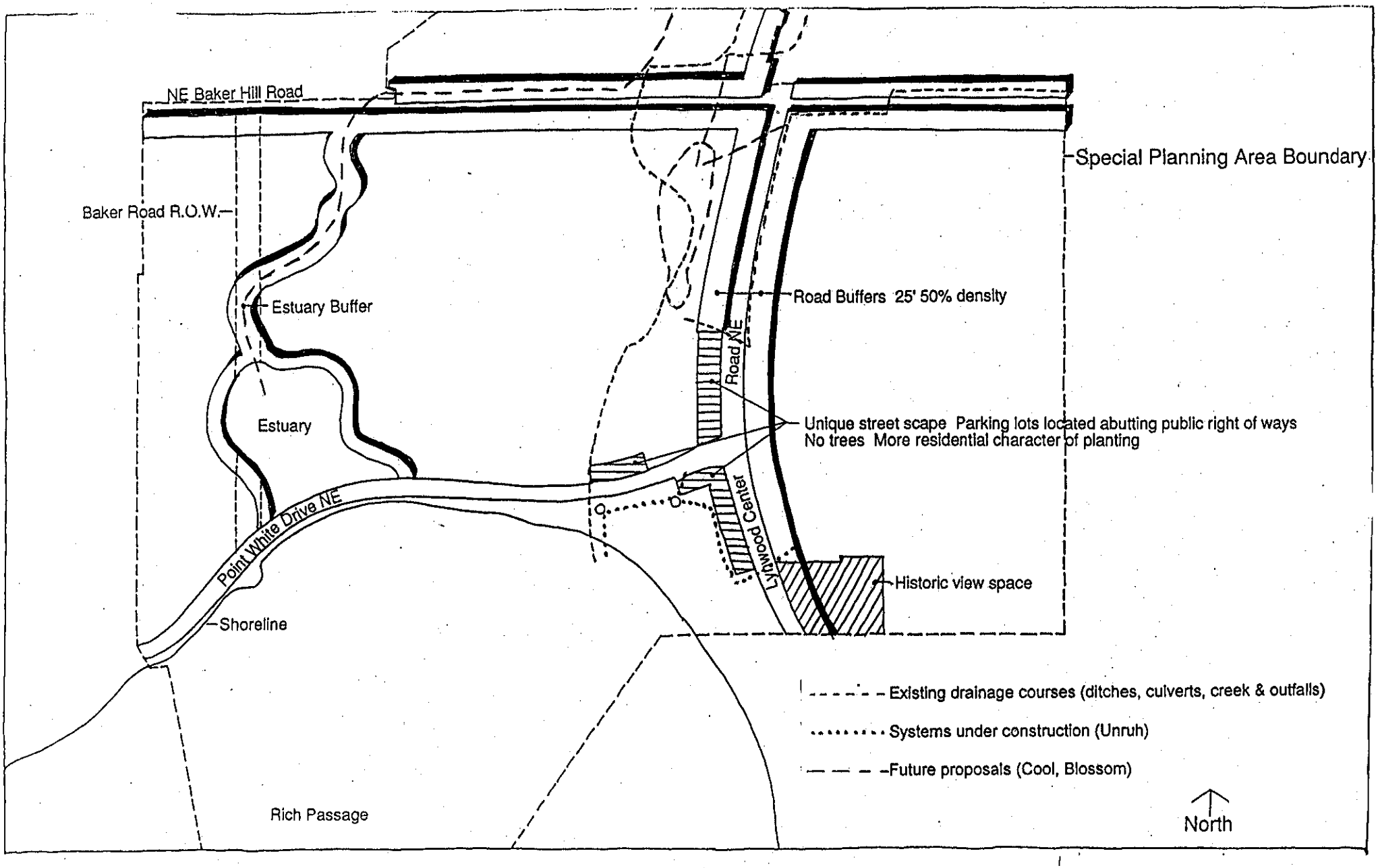
Circulation

Capital Facilities

Possible additions to the Capital Facilities Plan were analyzed by the City Engineer. The report is attached. Cost of those facilities will be included in the Comprehensive Plan Amendment. Timing and funding to be determined at a later date.

Storm Drainage

Drainage issues for the entire area were reviewed in detail by the City's Storm Water Technician. In general, her findings were that the majority of drainage and runoff which has been a problem in the area for some time would be addressed by the two major developers around the intersection of Lynwood Center Road and Point White Drive. The complete report is attached hereto.


NE Baker Hill Road
Special Planning Area Boundary
Baker Road R.O.W.
Estuary Buffer
Road Buffers 25' 50% density
Road NE
Estuary
Unique street scape Parking lots located abutting public right of ways
No trees More residential character of planting
Point White Drive NE
Lytwood Center
Historic view space
Shoreline
Existing drainage courses (ditches, culverts, creek & outfalls)
Systems under construction (Unruh)
Future proposals (Cool, Blossom)
Rich Passage
North

APPENDIX E

CITY OF BAINBRIDGE ISLAND

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

Contents

Alternatives Analyzed- 2024....4
Draft Preferred Alternative- March 2026....4
Source Data....4
Methodology....5
Figure 1 – Kitsap County Residential LCA Process....6
Figure 2 – Kitsap County Residential Land Supply Data Processing Diagram....7
Figure 3 – Kitsap County Commercial/Industrial Land Supply Data Processing Diagram....8
Figure 4 – Summary Logic of Parcel Categorization in Steps 1 & 2....9
Pre-Processing of Parcel Data....10
Table 1 – "Prop_Class" Codes for LCA Analysis....10
Table 2 – Parcels Excluded from LCA Analysis based on Landowner....12
RESIDENTIAL LAND CAPACITY ANALYSIS....14
Step 0 – Programmatic Infrastructure Gap Review....14
Step 1 - Define Development Status and Classify Parcels....14
Step 1.1: Identify Pipeline Properties (Optional)....14
Step 1.2: Identify Excluded Properties....14
Step 1.3: Identify Vacant Properties....14
Step 1.4: Identify Partially Utilized Properties....14
Step 1.5: Identify Under-Utilized Properties....14
Step 1.6: Identify Platted Lots....15
Step 1.7: Segment Land Base for Processing....15

Step 2: Exclude Parcels Unlikely to Develop 15
Step 3: Identify Critical Areas 15
Step 4: Identify Future Roads/Right of Way Needs 15
Step 5: Identify Future Public Facility Needs 16
Step 6: Account for Unavailable Lands (Market Factor) 16
Step 7: Determine Available Net Acres 16
Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity 16
Step 8.1. Calculate Gross Housing Unit Capacity 16
Table 4–Residential Density Assumptions by Zone (BIMC Table18.12.020-2) 16
Step 8.2. Calculate Net Housing Unit Capacity 16
Step 8.3. Address Pipeline Development 16
Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional) 17
Step 9: Apply Average Household Size to Calculate Population Capacity 17
COMMERCIAL/INDUSTRIAL LAND CAPACITY ANALYSIS 18
Step 0 – Programmatic Infrastructure Gap Review 18
Step 1 - Define Development Status and Classify Parcels 18
Step 1.1: Identify Pipeline Properties (Optional) 18
Step 1.2: Identify Excluded Properties 18
Step 1.3: Identify Vacant Properties 18
Step 1.4: Identify Under-Utilized Properties 18
Step 1.5: Identify Platted Lots 18
Step 3: Identify Critical Areas 18
Step 4: Identify Future Roads/Right of Way Needs 19
Step 5: Identify Future Public Facility Needs 19
Step 6: Account for Unavailable Lands (Market Factor) 19
Step 7: Determine Available Net Acres 19
Step 8: Apply Density in Each Zone to Calculate Building Square Footage Capacity 19
Step 8.1. Calculate Gross Commercial/Industrial Square Footage Capacity 19
Table 4 – Commercial/Industrial Building Area Assumptions by Zone 19
Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity 19
Step 8.3. Address Pipeline Development 19
Step 9. Apply Employment Density by Zone to Determine Employment Capacity 20

Step 9.1 Classify each Zone as Either Commercial or Industrial.....20
Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones 20
Step 9.3 Divide Net Square Foot Capacity by Employment Density to Calculate Employment Capacity 20

List of Appendices

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

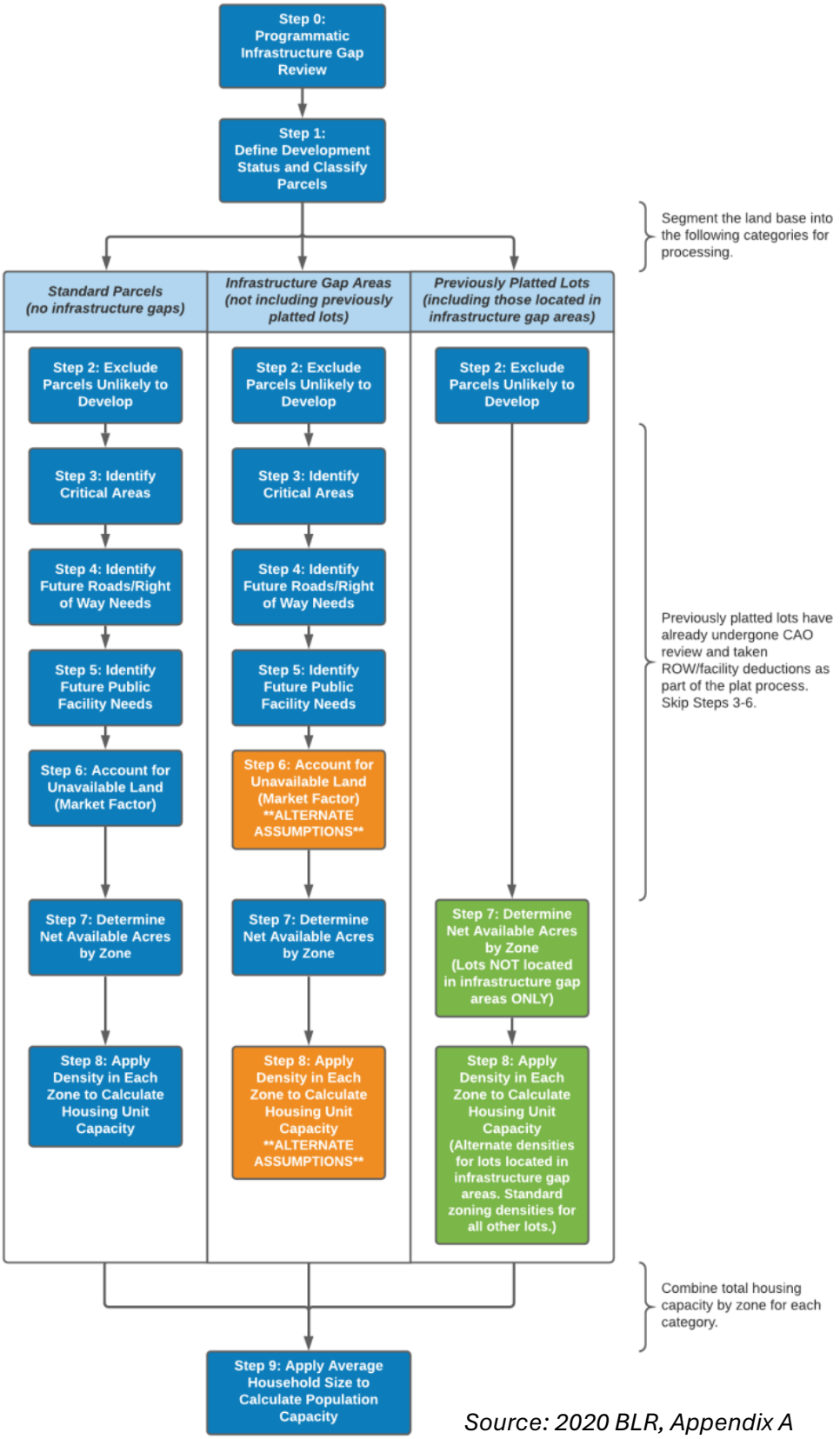
The following process diagrams summarize the 10-step LCA process.

Figure 1 – Kitsap County Residential LCA Process



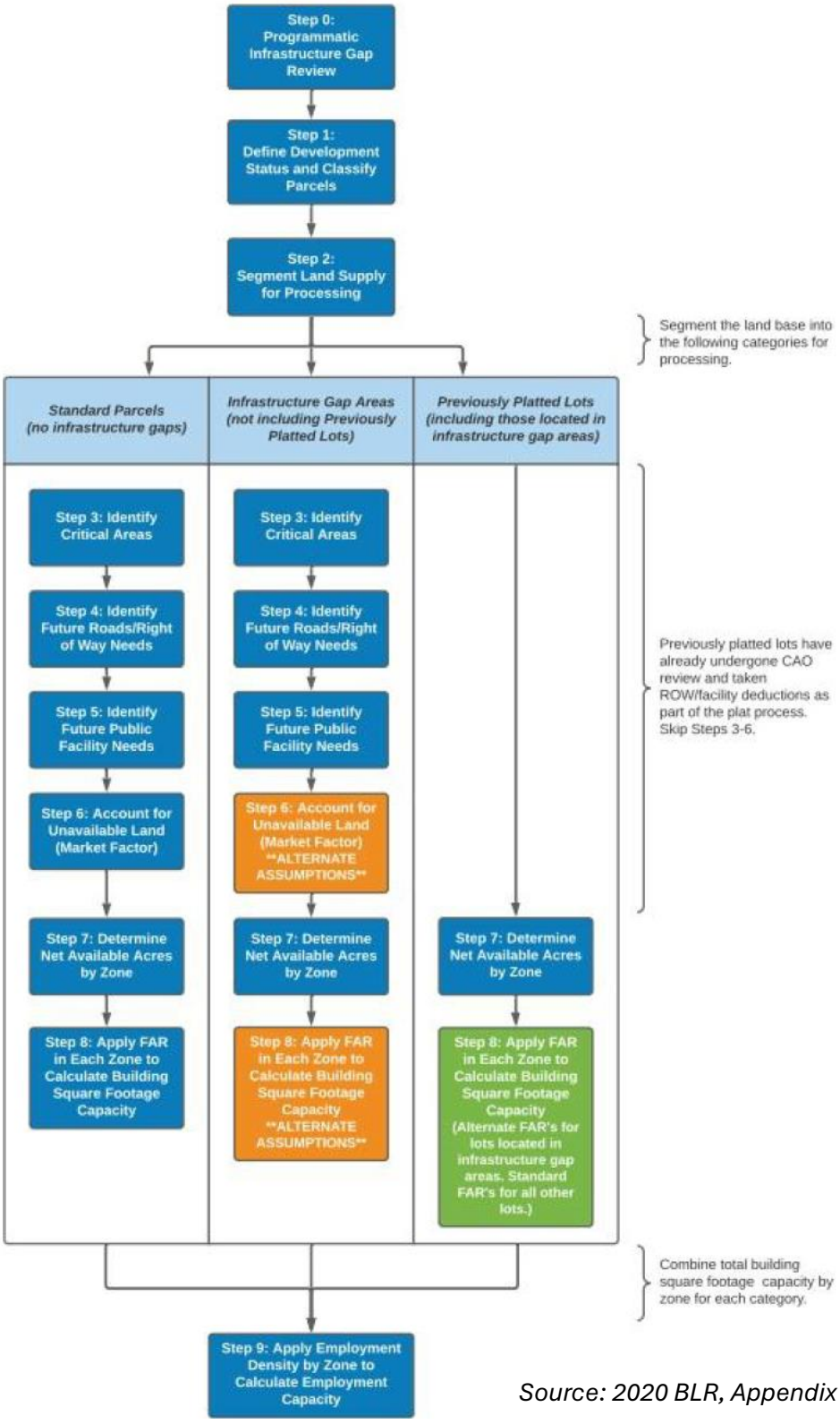
Source: 2020 BLR, Appendix A

Figure 2 – Kitsap County Residential Land Supply Data Processing Diagram



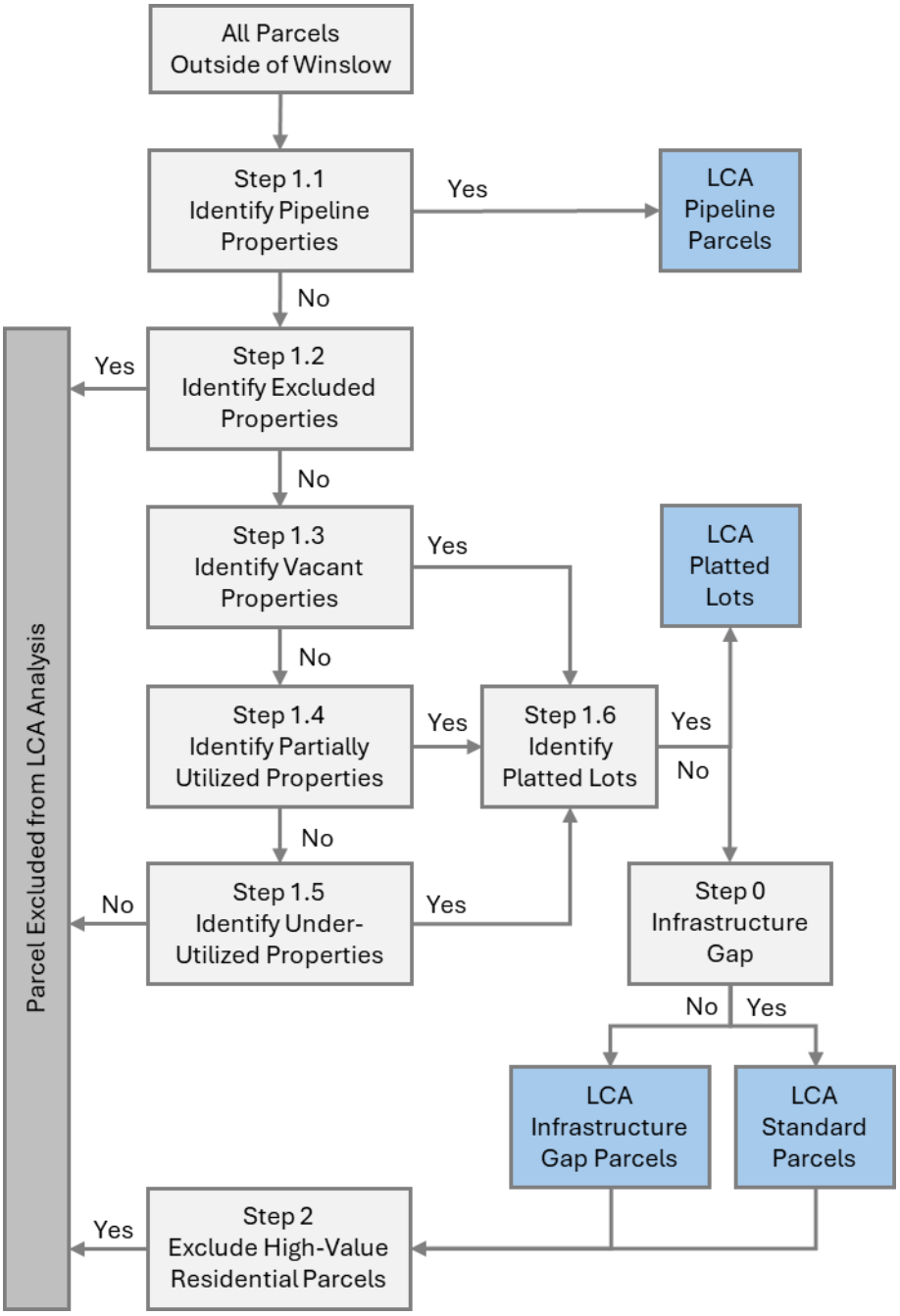
Source: 2020 BLR, Appendix A

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
Land Use	Industrial Center	34,824	1,387,281	1,387,281	199,220	-	1,188,061	1,485	1,422,105	1,778
Land Use	Conservation Area & WDI	276,032	15,522	15,522	-	-	15,522	19	291,554	703
Land Use	**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
Zoning	NC	74,694	631,719	331,652	62,222	-	269,430	674	406,346	1,016
Zoning	WDI	4,886	15,522	15,522		-	15,522	19	20,408	26
Zoning	B/I	34,824	1,387,281	1,387,281	199,220	-	1,188,061	1,485	1,422,105	1,778
Zoning	Other	271,146							271,146	678
Zoning	**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\

Current Time: 3/19/2026 9:01 AM

N

0 0.5 1 Mi

0 1 2 Km

Appendix C

2021 Kitsap County Buildable Lands Report

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

CITY OF BAINBRIDGE ISLAND

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

Date: May 7, 2026

To: Planning Commission

From: Jennifer Sutton, Senior Planner

Re: May 2026 Addendum to Winslow Subarea – Land Capacity Analysis

Background

The Planning Commission completed its preliminary recommendations for the Winslow Subarea Plan in December 2025, including recommendations for zoning boundaries, floor area ratio, and requests for staff proposals for a variety of affordable housing incentive programs. The City's consultant for the Winslow Subarea Plan, LMN, utilized the Planning Commission's recommendations to perform a Land Capacity Analysis to estimate the number of dwelling units and jobs generated by the recommendations through 2044, the planning period for this Comprehensive Plan periodic update.

During meetings in April 2026, the Planning Commission and City Council each approved motions to change some of the development standard assumptions for the Winslow Preferred Land Use Alternative:

- Use existing mixed use base FAR (BIMC Table 18.12.020-3) in the High School Road and Ferry zoning districts, not increase base FAR to 1.0 for both zones.
- Reduce the December 2025Planning Commission bonus FAR for affordable housing recommendations down to 2.5 FAR. The original recommendation had been 3.0 FAR in the Central Core zone, and 4.0 FAR in the High School Road and Ferry zoning districts.
- Confirmed that commercial FAR should not be reduced in the Winslow Town Center (WTC) zones- the 4 zones that utilize FAR. Related, the Planning Commission did recommend eliminating Footnote 2 to BIMC Table 18.12.020-3, which specified a minimum mix of residential and commercial in a mixed use building.
- The Planning Commission has recommended mandatory inclusionary zoning for properties 2 acres or greater in the WTC. That proposed program is outlined in Ordinance No. 2026-05 draft code updates for BIMC Section 18.12.030.C.3.

In addition to the updates related to Planning Commission and City Council direction, the City is also revising its information related to emergency housing capacity. The City must show capacity for at least 83 beds of emergency housing. The February LCA information included this capacity with dwelling unit calculations, but the April 23, 2026 Department of Commerce Housing Accountability Act (HAA) review report, section 2(C), specified that this information should be shown separate from dwelling unit calculations. These updated capacity estimates for dwelling units and emergency housing are being added to the draft updated Housing Element, as identified by the Dept. of Commerce in its HAA review

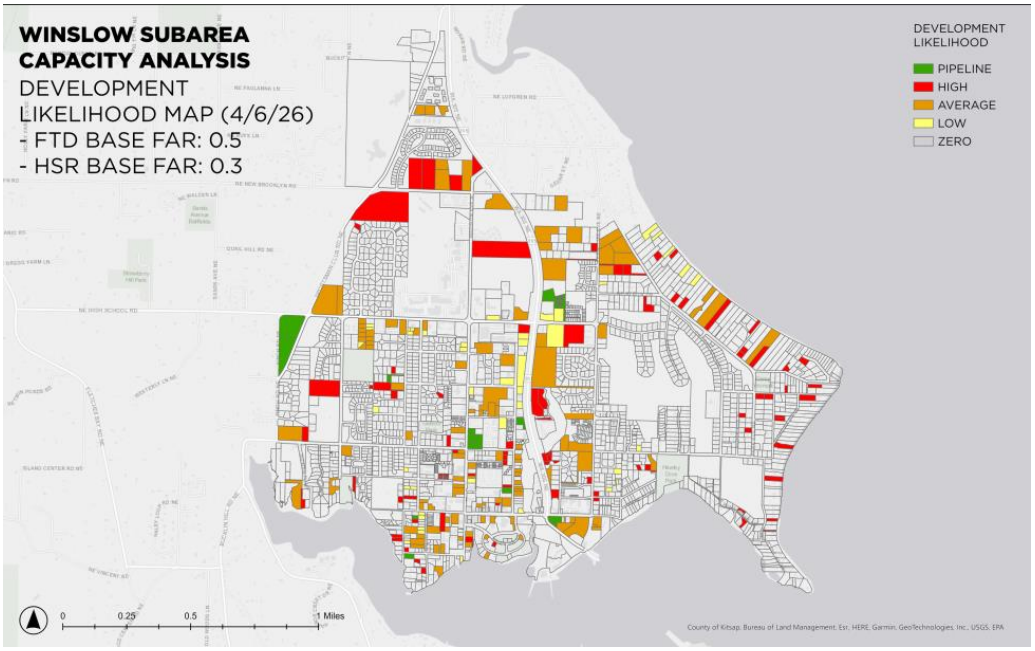
report (section 2(C)2. The Dept. of Commerce also requested addition description of "market factor" to be added to the Winslow LCA methodology (Step 6). Additional description is proposed below

Updated Dimensional Standards

To estimate the dwelling unit and jobs produced by the April revisions by the Planning Commission and City Council, the FAR and lot coverage were updated as shown below in strikeout underline format.

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~~ 2.5	55'
	FTD	N/A	~~1.0~~ 0.5	~~100%~~ 75%	35'	~~4.0~~ 2.5	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%~~ 35%	25'	1.5	45'
	HSR	N/A	~~1.0~~ 0.3	~~75%~~ 50%	35'	~~4.0~~ 2.5	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

The reduction in base FAR standards for the Ferry and High School Road Zones reduced the "likelihood of redevelopment" for some properties, as described in LCA Methodology Step 6 (see below), and shown in the revised "Development Likelihood Map".



Capacity Tables

The capacity estimates have been updated to reflect the reduced standards above, and accounting for larger properties (2 acres or greater) being built utilizing a proposed mandatory inclusionary zoning program (as described in Ordinance No. 2026-05, BIMC Section 18.12.030.C.3). There are a total of 7 properties in the affected WTC zones that are large enough, that have any likelihood of redevelopment identified- 1 in the Ferry zone, and 3 in both the High School and Connections zones.

Although the affordability requirement is lower than was is being required through the proposed voluntary inclusionary program, the available bonus FAR is lower than the mandatory program studied for Alternatives 2 and 3 of the DEIS, and the affordable housing requirement higher (15% instead of 10%), City staff propose a utilization rate of 10% low likelihood properties, 40% for the average likelihood, and a utilization rate of 60% for the 2 vacant property in the Connection and High School zones identified as a "high likelihood".

Residential Projections

		Residential Projections at Base FAR					
Type	Zoning District	Total Likely Net Multifamily DUs	Estimated Additional Population	Total Likely Net DUs (>120% AMI)	Mandatory Inclusionary Zoning on Larger Properties		Pipeline Units DU (<80% AMI)
					Estimated Net DUs <80% AMI	Estimated Net DUs up to 120% AMI	
Mixed-Use	Core	195 DU	410 P	195 DU	0 DU	0 DU	0 DU
	FTD	171 DU	361 P	73 DU	3 DU	5 DU	90 DU
	B/I	-1 DU	-1 P	-1 DU	0 DU	0 DU	0 DU
	WDI	0 DU	0 P	0 DU	0 DU	0 DU	0 DU
	Conn.	352 DU	742 P	294 DU	9 DU	18 DU	31 DU
	HSR	358 DU	755 P	299 DU	9 DU	19 DU	31 DU
	Totals	**1,075**	**2,267 P**	**860 DU**	**21 DU**	**42 DU**	**152 DU**
						ADU Estimate in Winslow Res. Zones	
Residential	R-14	0 DU	0 P	0 DU	0 DU		0 DU
	R-8	50 DU	117 P	50 DU	0 DU		0 DU
	R-4.3	37 DU	87 P	15 DU		23 DU	0 DU
	R-3.5	25 DU	58 P	10 DU		15 DU	0 DU
	R-2.9	17 DU	39 P	14 DU		3 DU	0 DU
	R-2	46 DU	107 P	46 DU	0 DU		0 DU
	R-0.4	22 DU	51 P	0 DU	0 DU		22 DU
Winslow Total:		**1,272 DU**	**2,726 P**	**995 DU**	**21 DU**	**83 DU**	**174 DU**
DUs from COBI analysis outside Winslow:				1,857 DU		191 ADUs	0 DU

	DU above 120% AMI	DU at or below 80% AMI	DU 81-120%	Estimated Total Low and Mid-Rise Multifamily in Winslow for Households at or below 80% AMI
CPP DU Requirements by Category:	**560**	**1,139**	**278**	**1,075**
Citywide Delta:	**Complies**	**-944 DU**	**-4 DU**	**-64 DU**

Winslow Commercial Projections

Commercial Projections			
Type	**Zoning District**	**Total Likely Net Commercial Gross Sq. Ft.**	**Total Likely Net Jobs**
Mixed-Use	**Core**	10,115 Sf	25 Jobs
	FTD	**~~11,491~~ 8,054 Sf**	**~~29~~ 20 Jobs**
	B/I	537,594 Sf	672 Jobs
	WDI	0 Sf	0 Jobs
	Conn.	**~~5,427~~ 7,764 Sf**	**~~14~~ 19 Jobs**
	HSR	**~~-14,722~~ 8,349 Sf**	**~~-37~~ 21 Jobs**
	Total:	**~~549,905~~ 571,876 Sf**	**~~703~~ 732 Jobs**

Some commercial GSF in the HSR zone lost through redevelopment at base FAR because older commercial-only space is expected to be replaced by residential-dominant mixed-use development consistent with the MU program split assumptions. Future commercial is gained through mixed use development and available bonus FAR on the 2 larger properties in the High School zone that would be subject to mandatory inclusionary zoning provisions. **Note: the Neighborhood Center and Business/Industrial zones outside of the Winslow Subarea are estimated to have capacity for 2,299 jobs during the planning period, which exceeds the 1,927 jobs the City is required to plan for.**

Capacity for Emergency Housing in Winslow

The Dept. of Commerce has indicated that the City should calculate its capacity to provide emergency housing separate from its dwelling unit capacity, and account for this use as part of available commercial space. Under the requirements of the GMA, and as described in Countywide Planning Policy Appendix F, the City is required to accommodate **83 emergency housing beds**. This recognizes that emergency housing is more likely to be constructed under congregate living building codes as opposed to the residential building code. The City is planning to allow emergency housing as a permitted use in all four of the Winslow Town Center mixed use zones, but not the Business/Industrial zones (see draft Ordinance No. 2026-05- updated Section BIMC 18.09 and 18.36). The City is utilizing WAC 388-76-10690 to estimate capacity for emergency beds, which requires:

- **Existing Facilities:** At least 80 sq. ft. per bed in multibed rooms.
- **New Buildings/Additions:** 110 sq. ft. per bed in multibed rooms.

For congregant living areas it is an occupancy classification per 2021 International Building Code (IBC) as:

- 310.2: R-1 if the occupants are transient with more than 10 occupants.

Using the larger 110 sq. ft. requirement, **83 emergency housing beds require the City to demonstrate at least 9,130 sq. ft. of available space.** As noted above, given the job capacity in the City's Business/Industrial and Neighborhood Center zones, the City could utilize all of its Winslow mixed use commercial capacity for providing emergency housing and still be able to accommodate employment targets. This scenario, while unlikely, is a demonstration the City is making land available to provide this crucial need.

Emergency Housing Estimate			
Mixed-Use	**Zoning District**	**Total Likely Net Commercial Gross sq.ft.**	**Total Capacity for Emergency Beds at 110 sq. ft. per single occupant**
	Core	10,115 Sf	91
	FTD	8,054 Sf	73
	Connection	7,764 Sf	70
	HSR	8,349 Sf	76
	Total:	**34,282 Sf**	**310 Beds**

Proposed Updates to "Step 6" of the Winslow LCA Methodology

Staff recommends the additional language (underlined below) be added to Step 6 of its Winslow LCA methodology (see pages 11-12)

- 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. **In the City's downtown, or Winslow Town Center zones, since the last periodic update to the Comprehensive Plan, redevelopment of properties with existing uses has been much slower than new development on vacant properties.**
    - It is also not the case that all parcels identified by the BLR methodology as likely to develop are equally likely to develop **within the planning period, through 2044**. 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.

Contents

Part 1: Land Capacity Analysis 2
Policy Targets 2
Alternatives Analyzed 3
Capacity Results 5
Residential Projections 6
Commercial Projections 7
Part 2: Methodology 8
Comments on the BLR Appendix A Land Capacity Analysis Methodology 8
Modifications to the BLR Methodology for Winslow: 8
GIS Source Data Provided by the City of Bainbridge Island: 15
Winslow Full Methodology 15
GIS Inputs: 16
Step-by-Step Methodology: 17
Appendix 21
Appendix A: Property Class Adjustments Table 21
Appendix B: Ownership Adjustments Table 25
Appendix C: Pipeline Parcels 27
Appendix D: Miscellaneous Parcel Adjustments Table 28

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:

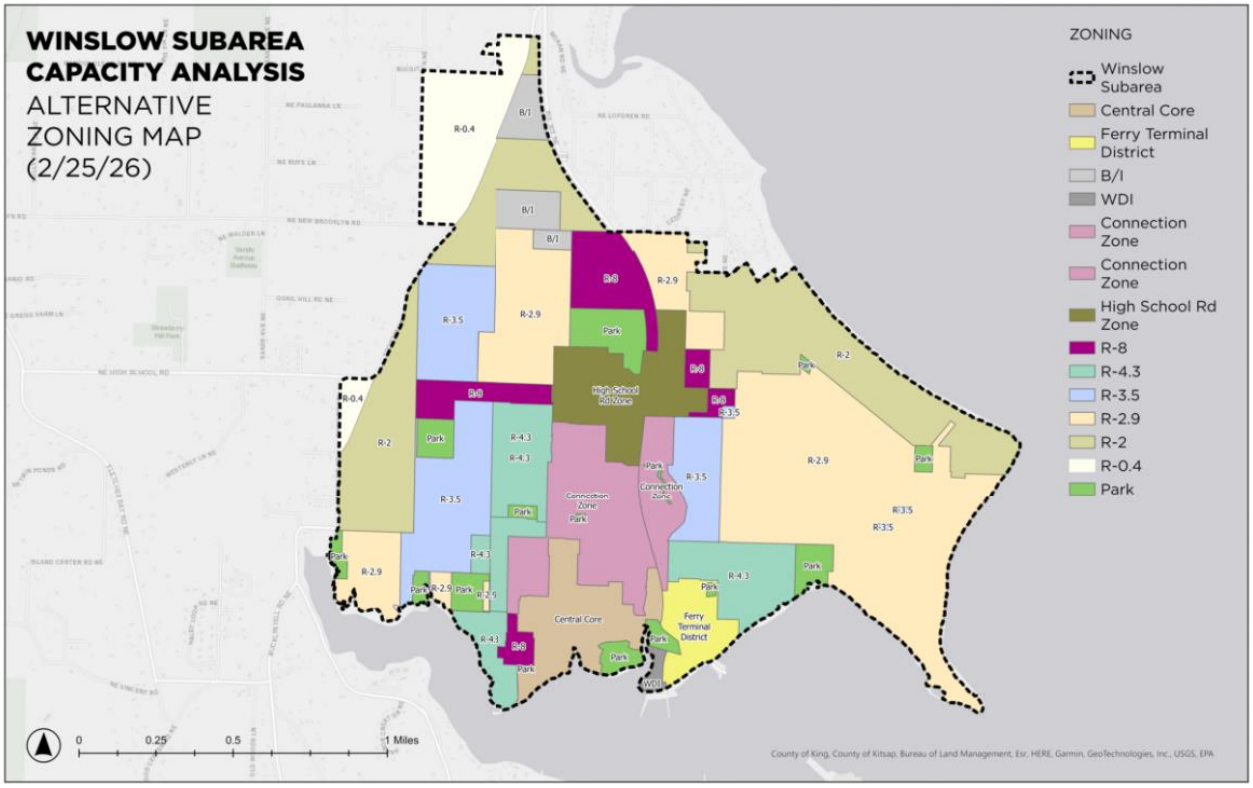
- >560 DUs at >120% AMI.
- >1,222 Low-Rise and Mid-Rise Multifamily DUs (Sum of 0-80% AMI requirements including STEP).
- For the 80–120% AMI allocation, the remaining multifamily capacity needed equals 278 dwelling units minus the citywide ADU projection. ADU production counts toward the 80–120% AMI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

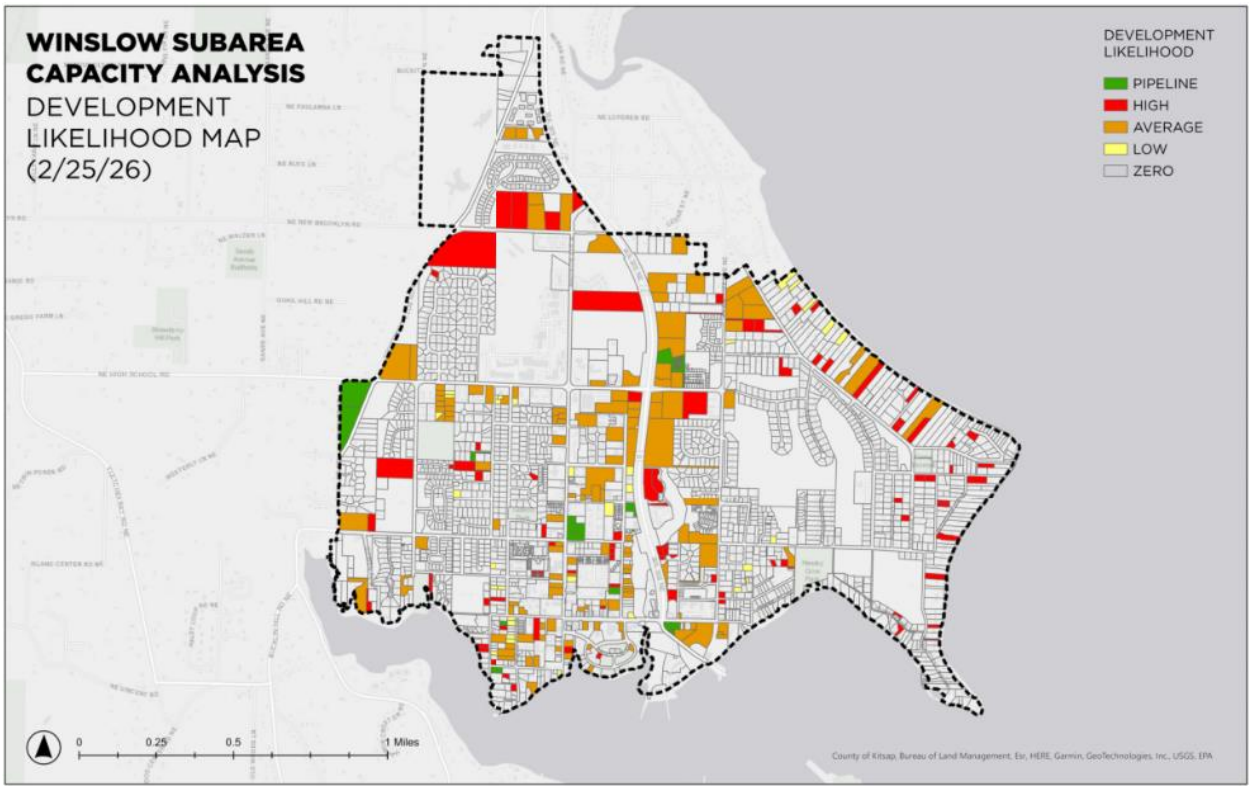
Note that for the purposes of determining development likelihood (as described later), all operations use the zoning maximum base FAR not the maximum FAR with the voluntary inclusionary zoning bonus. This is because voluntary inclusionary housing programs must balance additional cost to a developer (provision 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

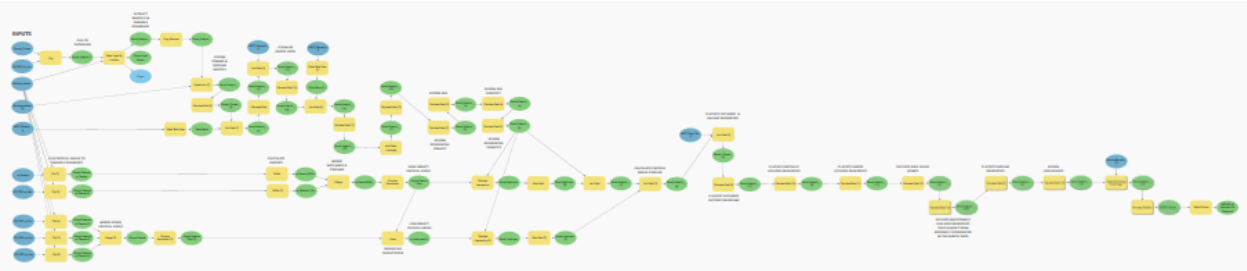
- Step 9 – Calculate Population and Job Capacity

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.

Appendix B: Adequate provisions checklists

This appendix provides checklists to use in documenting barriers and programs and actions to achieve housing availability (RCW 36.70A.070(2)(d)), as well as examples of how to complete each of these steps and document the work. These checklists include the following:

- Exhibit B1: Moderate Density housing barrier review checklist
- Exhibit B2: Low-Rise or Mid-Rise housing barrier review checklist
- Exhibit B3: Supplemental barrier review checklist for PSH and emergency housing
- Exhibit B4: Accessory dwelling unit barrier review checklist
- Exhibit B5: Checklist for local option tools for addressing affordable housing funding gaps
- Exhibit B6: Example completed Moderate Density barriers review checklist
- Exhibit B7: Example completed local option tools for addressing affordable housing funding gaps checklist

Documentation of the barriers to housing availability and the programs or actions needed to overcome these barriers must be in the housing element. A more detailed analysis, such as these checklists, can be included as an appendix to the comprehensive plan housing element.

City of Bainbridge Island Barrier review checklists

Exhibit B1: Moderate Density housing barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
DEVELOPMENT REGULATIONS			
Unclear development regulations	NO	The City's Bainbridge Island Municipal Code (BIMC) Title 18 Zoning is structured to separate development standards for residential and mixed use zones.	
Prohibiting some moderate density housing types, such as: ○ **Duplexes** ○ **Triplexes** ○ **Four/five/six-plexes** ○ **Townhomes** ○ **Cottage housing** ○ **Live-work units** ○ **Manufactured home parks**	NO	The City does not prohibit any particular housing types.	
High minimum lot sizes	YES (in residential zones above R-8) NO (in Winslow Town Center, WTC, Neighborhood Center, NC mixed use zones, and R-8 zone)	The WTC zones (Central Core, Connection, Ferry and High School Road zones) and NC zones do not have a required minimum lot size.	The City's continued growth strategy is to promote future growth into the Winslow Subarea, where infrastructure is present.
Low maximum densities or low maximum FAR	YES (in residential zones above R-8) NO (in Winslow Town Center, WTC, and R-8 zone)	Density standards are found in BIMC 18.12.020, and in the WTC zones, base FAR ranges from 0.3-1.0. A variety of "bonus FAR" or bonus density provisions are available in the greater Winslow area in exchange for providing some affordable housing (see BIMC 2.16.020.S, 18.12.030.C & 18.21.	The City is increasing mixed use zoning in Winslow, and is proposing to raise maximum bonus FAR from 1.5 to 2.5 when utilizing affordable housing incentive programs.

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
Low maximum building heights	NO	The maximum base height in the WTC, R-8 and NC zones is 35 ft. Higher heights (45 ft and 55 ft) are allowed when providing underbuilding parking and/or providing affordable housing.	
Large setback requirements	YES (in residential zones above R-8) NO (in Winslow Town Center, WTC, NC and R-8 zone)	Continuing with the City's growth strategy of focusing development in the Winslow subarea and NC, these areas have zero or very small setbacks (see BIMC 18.12.020)	
High off-street parking requirements	NO	The City is proposing to reduce it's parking requirements from 2 to 1, and 1 to 0.5 spaces per unit in different zones, lower for smaller units, in mixed use buildings, and within a mile of the WSF ferry terminal (see BIMC 18.15.020)	
High impervious coverage limits	NO	Impervious surfaces are regulated as part of the City's Stormwater Management regulations (BIMC	
Lack of alignment between building codes and development codes	NO	The IBC does not limit development that is otherwise allowed by zoning standards of BIMC Title 18.	
Other (for example: complex design standards, tree retention regulations, historic preservation requirements)	NO	The City has revised its design guidelines (BIMC 18.18) to align with state guidance.	
PROCESS OBSTACLES			

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
Conditional use permit process	YES (for multifamily development in residential zones above R-5) NO (in Winslow Town Center, WTC, NC and R-8 zone)	Multifamily development in residential zones denser than R-5 requires a conditional use permit (BIMC Table18.09.020).	The City could allow multifamily in those zones as a permitted use, but at this time, is not likely to do so.
Design review	NO	City design standards and design process have been updated to reflect state law (see BIMC Chapter 18.18)	
Lack of clear and accessible information about processes and fees[1]	NO	All City land use permit processes are found in one chapter (BIMC 2.16) and City fee schedule is posted to the City's website.	
Permit fees, impact fees and utility connection fees	NO	All City fees are posted to the City website. NOTE: affordable housing eligible for fee relief (see section 9 Appendix of fee schedule, pp 27-29)	
Processing times and staffing challenges	NO	The City has put into place permitting procedures and reminders in order to track and meet 5290 requirements.	
SEPA process	YES	The City's SEPA regulations (BIMC 16.04) is has not been updated in a very long time.	Future Comp. Plan implementation work program to update BIMC 16.04 to reflect updates to state law.

[1] For example: guidance resources are unclear or difficult to find, no digital permit tracking system, staff do not provide fee estimates or permitting time estimates are unavailable or inaccurate.

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
LIMITED LAND AVAILABILITY AND ENVIRONMENTAL CONSTRAINTS			
Lack of large parcels for infill development	YES	The City's continued growth strategy is to promote future growth into the Winslow Subarea, where infrastructure is present. There are not many larger vacant or underdeveloped parcels in the area.	The City is proposing to increase the amount of mixed use zoning areas in the Winslow, and is increasing bonus FAR as an affordable housing incentive
Environmental constraints	NO	The City has a lot of shoreline areas, slopes, wetlands and streams. However, the City's development regulation permit development to be concentrated outside of critical areas or buffers.	
Infrastructure investments in underserved areas	YES	Transportation infrastructure exists outside of the City's Winslow and NC areas, but public sewer is available primarily in the Winslow area.	The City includes improvements for mobility and active transportation in its biennial budget. The City is proactively upgrading its sewer treatment plant pursuant to state requirements, which adds planned capacity.

Exhibit B2: Low-Rise or Mid-Rise housing barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
DEVELOPMENT REGULATIONS			
Unclear development regulations	NO	Development standards are all collected in BIMC Title 18.	
High minimum lot sizes	YES (in residential zones above R-8) NO (in Winslow Town Center, WTC, NC and R-8 zone)	Continuing with the City's growth strategy of focusing development in the Winslow subarea, the WTC area do not have a minimum lot sizes (see BIMC 18.12.020)	Future NC subarea planning could consider reductions to minimum lot sizes in those areas.
Low maximum densities or low maximum FAR	YES (in residential zones above R-8) NO (in Winslow Town Center, WTC, and R-8 zone)	Density standards are found in BIMC 18.12.020, and in the WTC zones, base FAR ranges from 0.3-1.0. A variety of "bonus FAR" or bonus density provisions are available in the greater Winslow area in exchange for providing some affordable housing (see BIMC 2.16.020.S, 18.12.030.C & 18.21.	
Low maximum building heights	NO	The maximum base height in the WTC, R-8 and NC zones is 35 ft. Higher heights (45 ft and 55 ft) are allowed when providing underbuilding parking and/or providing affordable housing.	
Large setback requirements	YES (in residential zones above R-8) NO (in Winslow Town Center, WTC, NC and R-8 zone)	Continuing with the City's growth strategy of focusing development in the Winslow subarea and NC, these areas have zero or very small setbacks (see BIMC 18.12.020)	

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
High off-street parking requirements	NO	The City is proposing to reduce it's parking requirements from 2 to 1, and 1 to 0.5 spaces per unit in different zones, lower for smaller units, in mixed use buildings, and within a mile of the WSF ferry terminal (see BIMC 18.15.020)	
High impervious coverage limits	NO	Impervious surfaces are regulated as part of the City's Stormwater Management regulations (BIMC	
Lack of alignment between building and development codes	NO	The IBC does not limit development that is otherwise allowed by zoning standards of BIMC Title 18.	
Other (for example: ground floor retail requirements, open space requirements, complex design standards, tree retention regulations, historic preservation requirements)	NO	The City has revised its design guidelines (BIMC 18.18) to align with state guidance.	
PROCESS OBSTACLES			
Conditional use permit process	YES (for multifamily development in residential zones above R-5) NO (in Winslow Town Center, WTC, NC and R-8 zone)	Multifamily development in residential zones denser than R-5 requires a conditional use permit (BIMC Table 18.09.020).	The City could allow multifamily in those zones as a permitted use, but at this time, is not likely to do so.
Design review	NO	City design standards and design process have been updated to reflect state law (see BIMC Chapter 18.18)	
Lack of clear and accessible information about processes and fees	NO	All City land use permit processes are found in one chapter (BIMC 2.16) and	

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
		City fee schedule is posted to the City's website.	
Permit fees, impact fees and utility connection fees	NO	All City fees are posted to the City website. NOTE: affordable housing eligible for fee relief (see section 9 Appendix of fee schedule, pp 27-29)	
Process times and staffing challenges	NO	The City has put into place permitting procedures and reminders in order to track and meet 5290 requirements.	
SEPA process	YES	The City's SEPA regulations (BIMC 16.04) is has not been updated in a very long time.	Future Comp. Plan implementation work program to update BIMC 16.04 to reflect updates to state law.
LIMITED LAND AVAILABILITY AND ENVIRONMENTAL CONSTRAINTS			
Lack of large parcels for infill development	YES	The City's continued growth strategy is to promote future growth into the Winslow Subarea, where infrastructure is present. There are not many larger vacant or underdeveloped parcels in the area.	The City is proposing to increase the amount of mixed use zoning areas in the Winslow, and is increasing bonus FAR as an affordable housing incentive
Environmental constraints	NO	The City has a lot of shoreline areas, slopes, wetlands and streams. However, the City's development regulation permit development to be concentrated outside of critical areas or buffers.	

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
Infrastructure investments in underserved areas	YES	Transportation infrastructure exists outside of the City's Winslow and NC areas, but public sewer is available primarily in the Winslow area.	The City includes improvements for mobility and active transportation in its biennial budget. The City is proactively upgrading its sewer treatment plant pursuant to state requirements, which adds planned capacity.

Exhibit B3: Supplementary barrier review checklist for PSH and emergency housing

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barriers.
DEVELOPMENT REGULATIONS			
Spacing requirements (for example, minimum distance from parks, schools or other emergency/PSH housing facilities)[2]	NO	The City is proposing to add STEP housing requirements to its development code through this periodic update (see draft code sections BIMC 18.09 and 18.36) without adding any spacing requirements.	Adopt code updates alongside the periodic update to the Comprehensive Plan (Ordinance No. 2026-05)
Parking requirements	NO	The City is not proposing any additional parking requirements for these uses not otherwise required for	Adopt code updates alongside the periodic update to the

[2] Note that RCW 35A.21.430 expressly states requirements on occupancy, spacing, and intensity of use may not prevent the siting of a sufficient number of permanent supportive housing, transitional housing, indoor emergency housing or indoor emergency shelters necessary to accommodate each code city's projected need for such housing and shelter under RCW 36.70A.070(2)(a)(ii). The restrictions on these uses must be to protect public health and safety.

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barriers.
		underlying development type & location.	Comprehensive Plan (Ordinance No. 2026-05)
On-site recreation and open space requirements	NO	Not being proposed for updated development code.	
Restrictions on support spaces, such as office space, within a transitional or PSH building in a residential zone	NO	Not being proposed for updated development code.	
Arbitrary limits on number of occupants (in conflict with RCW 35A.21.314)	NO	Not being proposed for updated development code.	
Requirements for PSH or emergency housing that are different than the requirements imposed on housing developments generally (in conflict with RCW 36.130.020)	NO	Not being proposed for updated development code.	
Other restrictions specific to emergency shelters, emergency housing, transitional housing and permanent supportive housing	NO	Not being proposed for updated development code.	

Exhibit B4: Accessory dwelling unit barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barriers.
DEVELOPMENT REGULATIONS			
Consistent with HB 1337 (2023) ○ **Must allow two ADUs on each lot in urban growth areas.** ○ **May not require the owner to occupy the property, and may not prohibit sale as independent units, but may restrict the use of ADUs as short term rentals.** ○ **Must allow an ADU of at least 1,000 square feet.** ○ **Must set parking requirements based on distance from transit and lot size.**	NOTE: City is not subject to the requirements of HB 1337. The City allows one ADU as an accessory use to single-family residential (BIMC 18.09.020), and has a maximum ADU size of 1,000 sq. ft (BIMC 18.09.030.I.5). Note, in 2025, the City collaborated with Kitsap County and other Kitsap cities to provide several options for Pre-approved ADU plans.		

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barriers.
• May not charge more than 50% of the impact fees charged for the principal unit. • Must permit ADUs in structures detached from the principal unit. • May not restrict roof heights of ADUs to less than 24 feet, unless that limitation applies to the principal unit. • May not impose setback requirements, yard coverage limits, tree retention mandates, restrictions on entry door locations, aesthetic requirements, or requirements for design review for ADUs that are more restrictive than those for principal units. • Must allow an ADUs on any lot that meets the minimum lot size required for the principal unit. • Must allow detached ADUs to be sited at a lot line if the lot line abuts a public alley, unless the city or county routinely plows snow on the public alley. • Must allow conversions from existing structures, even if they violate current code requirements for setbacks or lot coverage; and • May not require public street improvements as a condition of permitting ADUs.			
Unclear development regulations	NA		
Large setback requirements	NA		
Off-street parking requirements	NA		
Other (for example: burdensome design standards, tree retention regulations, historic preservation requirements, open space requirements, etc.)	NA		
PROCESS OBSTACLES			
Lack of clear and accessible information about processes and fees	NA		
Permit fees, impact fees and utility connection fees that are not proportionate to impact	NA		
Processing times and staffing challenges	NA		

Exhibit B5: Checklist for local option tools for addressing affordable housing funding gaps

Local option tools for addressing affordable housing funding gaps*	Implementation status	Plans for implementation
Housing and related services sales tax (RCW 82.14.530)	YES, BIMC Chapter 3.62	
Affordable housing property tax levy (RCW 84.52.105)	NO	Was proposed as an action in the City's 2023 Housing Action Plan, and studied as an effective funding tool through the 2024 DEIS for this update to the Comprehensive Plan and Winslow Subarea Plan.
REET 2 (RCW 82.46.035) – GMA jurisdictions only and only available through 2025	NO	Expired
Affordable Housing Sales Tax Credit (RCW 82.14.540) – was only available to jurisdictions through July 2020	YES, BIMC Chapter 3.61	
Lodging Tax (RCW 67.28.150 and RCW 67.28.160) to repay general obligation bonds or revenue bonds	NO	The City's Lodging Tax regulations (BIMC 3.65) have not been amended to provide for RCW 67.28.150 and 67.28.160
Mental Illness and Drug Dependency Tax (RCW 82.14.460) – jurisdictions with a population over 30,000	NA	
Sales and Use Tax Deferral for Conversion of Underutilized Commercial Property to Affordable Housing (RCW 82.59)	NO	
Donating surplus public lands for affordable housing projects (RCW 39.33.015)	YES	The City's existing and proposed updated Comprehensive Plan supports utilizing public land for affordable housing. Since 2023, the City has been working on a plan to repurpose surplus property near the ferry for affordable housing. See project website.
Impact fee waivers for affordable housing projects (RCW 82.02.060)	YES, BIMC Section 15.30.070.	Note, at this time, the City only has impact fees for transportation.
Application fee waivers or other benefits for affordable housing projects (RCW 36.70A.540)	YES, See pages 27-29 in City Fee Schedule	

Local option tools for addressing affordable housing funding gaps*	Implementation status	Plans for implementation
Multifamily Tax Exemption (MFTE) with affordable housing requirement (RCW 84.14)	YES, BIMC Chapter 3.63	
General funds (including levy lid lifts to increase funds available)	YES, the City has long had a local housing trust fund, see BIMC Chapter 3.38	

* Some tools may be unavailable to certain jurisdictions. For example, only GMA jurisdictions can use REET 2, or the surrounding county may have already implemented the housing and related services sales tax. See MRSC's summary of Affordable Housing Funding Sources for more details and the Association of Washington Cities (AWC)/MRSC booklet on Homelessness & housing toolkit for cities (2022).

Completed checklist examples

Exhibit B6. Example Moderate Density barriers review : NOTE the City of Bainbridge Island is not subject tho these Middle Housing Requirements pursuant to RCW 36.70A.635(8)(b)

Exhibit B7. Example local option tools for addressing affordable housing funding gaps checklist

Local option funding tools for affordable housing	Implementation status	Plans for implementation
Housing and related services sales tax (RCW 82.14.530)	YES, BIMC Chapter 3.62	
Affordable housing property tax levy (RCW 84.52.105)	NO	Was proposed as an action in the City's 2023 Housing Action Plan, and studied as an effective funding tool through the 2024 DEIS for this update to the Comprehensive Plan and Winslow Subarea Plan.
REET 2 (RCW 82.46.035) – GMA jurisdictions only	YES	Expired
Affordable Housing Sales Tax Credit (RCW 82.14.540) – was only available to jurisdictions through July 2020	YES, BIMC Chapter 3.61	
Lodging Tax (RCW 67.28.150 and RCW 67.28.160) to repay general obligation bonds or revenue bonds	NO	The City's Lodging Tax regulations (BIMC 3.65) have not been amended to provide for RCW 67.28.150 and 67.28.160

Local option funding tools for affordable housing	Implementation status	Plans for implementation
Mental Illness and Drug Dependency Tax (RCW 82.14.460) – jurisdictions with a population over 30,000	NA	
Sales and Use Tax Deferral for Conversion of Underutilized Commercial Property to Affordable Housing (RCW 82.59)	NO	
Donating surplus public lands for affordable housing projects (RCW 39.33.015)	YES	The City's existing and proposed updated Comprehensive Plan supports utilizing public land for affordable housing. Since 2023, the City has been working on a plan to repurpose surplus property near the ferry for affordable housing. See project website.
Impact fee waivers for affordable housing projects (RCW 82.02.060)	YES	The City's existing and proposed updated Comprehensive Plan supports utilizing public land for affordable housing. Since 2023, the City has been working on a plan to repurpose surplus property near the ferry for affordable housing. See project website.
Application fee waivers or other benefits (RCW 36.70A.540)	YES, BIMC Section 15.30.070.	Note, at this time, the City only has impact fees for transportation.

Local option funding tools for affordable housing	Implementation status	Plans for implementation
Multifamily Tax Exemption (MFTE) with affordable housing requirement (RCW 84.14)	YES, BIMC Chapter 3.63	
General funds (including levy lid lifts to increase funds available)	YES, the City has long had a local housing trust fund, see BIMC Chapter 3.38	

Appendix F: Barriers To Housing Availability & Adequate Provisions Checklist

Part II: City Affordable Housing Funding Gap Information

Excerpt from City Land Capacity Analysis Residential Projections (see Appendix E for full documentation

		Residential Projections at Base FAR					
Type	Zoning District	Total Likely Net Multifamily DUs	Estimated Additional Population	Total Likely Net DUs (>120% AMI)	Mandatory Inclusionary Zoning on Larger Properties		Pipeline Units DU (<80% AMI)
					Estimated Net DUs <80% AMI	Estimated Net DUs up to 120% AMI	
Mixed-Use	Core	195 DU	410 P	195 DU	0 DU	0 DU	0 DU
	FTD	171 DU	361 P	73 DU	3 DU	5 DU	90 DU
	B/I	-1 DU	-1 P	-1 DU	0 DU	0 DU	0 DU
	WDI	0 DU	0 P	0 DU	0 DU	0 DU	0 DU
	Conn.	352 DU	742 P	294 DU	9 DU	18 DU	31 DU
	HSR	358 DU	755 P	299 DU	9 DU	19 DU	31 DU
	Totals	**1,075**	**2,267 P**	**860 DU**	**21 DU**	**42 DU**	**152 DU**
						ADU Estimate in Winslow Res. Zones	
Residential	R-14	0 DU	0 P	0 DU	0 DU		0 DU
	R-8	50 DU	117 P	50 DU	0 DU		0 DU
	R-4.3	37 DU	87 P	15 DU		23 DU	0 DU
	R-3.5	25 DU	58 P	10 DU		15 DU	0 DU
	R-2.9	17 DU	39 P	14 DU		3 DU	0 DU
	R-2	46 DU	107 P	46 DU	0 DU		0 DU
	R-0.4	22 DU	51 P	0 DU	0 DU		22 DU
Winslow Total:		**1,272 DU**	**2,726 P**	**995 DU**	**21 DU**	**83 DU**	**174 DU**
DUs from COBI analysis outside Winslow:				1,857 DU		191 ADUs	0 DU

Housing Needs & Capacity Table

Income Level (% AMI)	Projected Housing Needs 2020-2044	Zone Categories serving these needs	Aggregated Housing Needs	Capacity: Surplus or Deficit DU (see App E)
0-30% PSH	166 DU	Low & Mid-rise Multifamily	1,139 DU	-64 DU (includes Pipeline affordable housing units)
0-30%	377 DU			
31-50%	324 DU			
51-80%	272 DU			
81-100%	140 DU	Mid-rise Multifamily & ADUs	278 DU	-4 DU
101-120%	138 DU			
Above 120%	560 DU	Lower density attached or detached housing types	560 DU	+1,982 DU

1. Annual Affordable Housing Unit Needed During Planning Period

Income Level (% AMI)	Zone Categories serving these needs	Aggregated Housing Needs	Required Annual Production 2020-2044	Aggregated Housing Needs Net with 174 Affordable Pipeline Unit	Net Affordable Housing Annual Production 2020-2044
0-30% PSH	Low & Mid-rise Multifamily	1,139 DU	47 DU	965	40 DU
0-30%					
31-50%					
51-80%					

2. Recent Affordable Housing: Produced & Planned

Since the last periodic update in 2016, there have been 23 designated affordable housing units constructed, for an average of 3 affordable housing units constructed per year (2016-2024).

- 16 townhomes: HRB Ferncliff Village Phase 2
- Wallace Cottages: 2 affordable units through HDDP program
- The Walk: 5 affordable units (up to 120% AMI) through HDDP Program

There is a total of 174 DU of housing units under construction or planned for households earning at or below low-income (see above).

3. Gaps in Annual Affordable Housing Production

- Net Planned Affordable Housing Annual Production: 40 DU
- Average Annual Affordable Housing DU Produced: 3 DU
- ***Total Annual Affordable Housing Unis Needed:* 37 DU**

4. Gap in Funding

Note: the Dept. of Commerce was unable to provide an estimate for cost per unit in Kitsap County under its Guidance, and suggested the City reach out to any recent affordable housing developers. Housing Resources Bainbridge has the Ericksen Community apartment project under construction. These 18 units will be affordable to low-income households. Dept. of Commerce Guidance requires the total cost, including land be used. It should be noted that the Ericksen Community apartments have been the recipient of a number of State grants, including state Housing Trust Fund and Connecting Housing to Infrastructure Program (CHIP) grants.

- Average cost per unit including land: $657,103
- Average cost per unit without land (cost per sq. ft): $415,678

Annual Gap in Affordable Housing Funding:

37 DU per Year x $657,103 (average total unit cost) **= $24,312,811**

NOTE: The City has a variety of affordable housing funding tools already in place, as described in Appendix F, the Adequate Provisions Checklist.

APPENDIX G
EVALUATION OF RACIALLY DISPARATE IMPACTS, DISPLACEMENT AND EXCLUSION

BACKGROUND

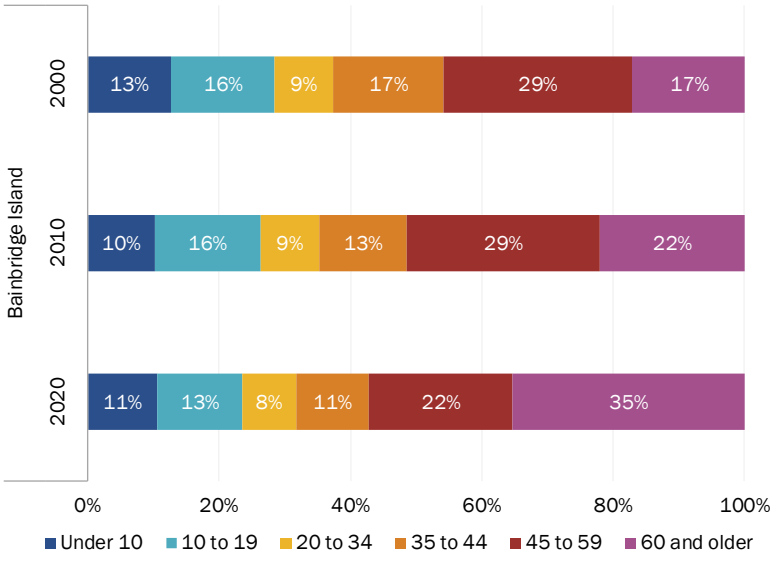
The *Introduction* to this Comprehensive Plan includes a variety of demographic information about Bainbridge Island, including data about race, population, age, and income. The beginning of the *Housing Element* builds on that information, adding information about availability of housing. See additional demographic and housing information in the *Housing Needs Assessment* (*HNA,* Appendix B), some is included here.

PLACEHOLDER FOR INTRODUCTORY STATEMENT TO BE REVIEWED BY EQUITY & INCLUSION MANAGER AND REAC, PER COUNCIL'S 4/21 REQUEST/MOTION. STATEMENT TO INCLUDE SOME NARRATIVE HISTORY OF BAINBRIDGE ISLAND, WASHINGTON STATE, AND THE UNITED STATES, AND RELATED GENERAL RESEARCH REGARDING RACE, SOCIOECONOMICS, AND HOUSING.

Population Changes and Household Trends

HNA Exhibit 1. Bainbridge Population Distribution by Age Category, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP05).



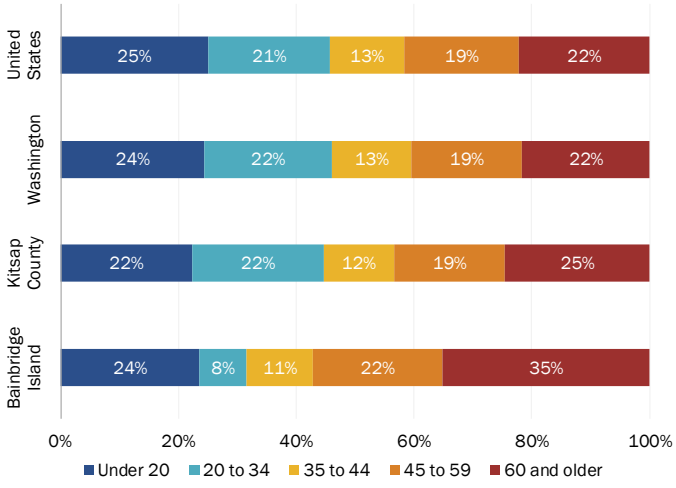
The Bainbridge population is aging faster than Kitsap County and the state. On Bainbridge, the population share aged 60 and older doubled, from 17 percent in 2000 to 35 percent in 2020 while the share aged 44 and younger decreased from 54 to 43 percent.

Bainbridge is also losing young persons under 19 years of age, decreasing from 29 percent in 2000 to 24 percent in 2020.

The median age on Bainbridge increased from 43 years in 2000 to 50 years in 2020, or a growth of about 16 percent. Comparatively, Kitsap County's median age increased by nine percent, from about 36 years in 2000 to 39 years in 2020.

HNA Exhibit 2. Population Distribution by Age Category for Bainbridge Island, Kitsap County, Washington, and the United States, 2020

Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Table DP05).



A little over one-third of Bainbridge Island residents are aged 60 or older, compared to one-quarter of Kitsap County residents, 22 percent of Washington residents, and 22 percent of residents in the United States.

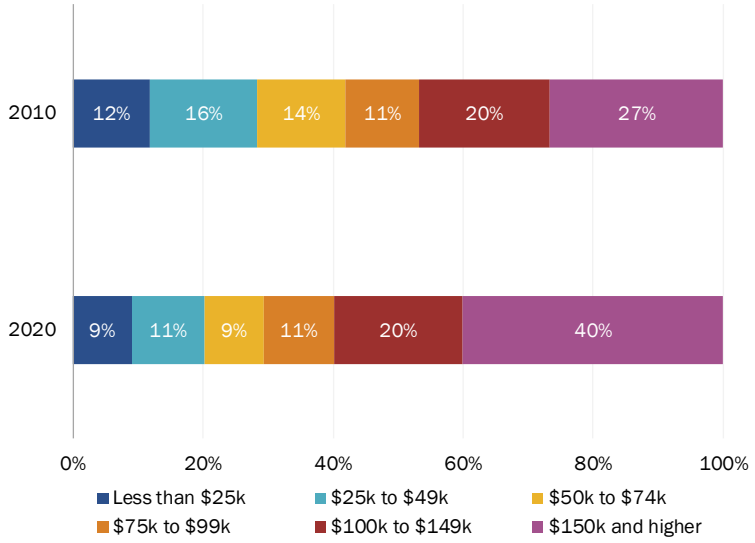
Bainbridge Island's share of a younger age prime working population (20 to 34 years) is smaller relative to Kitsap County, Washington, and the United States.

Household Income

High-income households earning $100,000 or more per year has become the dominant income bracket on Bainbridge Island. Bainbridge Island continues to have a greater share of high-income households compared to Kitsap County and the State of Washington.

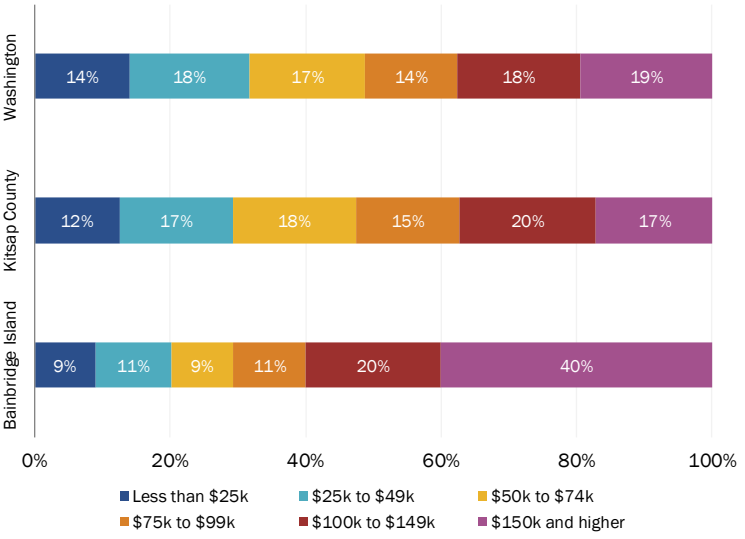
HNA Exhibit 3. Household Income Distribution of Bainbridge Island, 2010–2020

Source: U.S. Census Bureau, ACS 5-year data, 2006-10 and 2016-20 estimates (Table B19001). Note: This type of data provided the count of households within income bins consisting of a range of income levels; therefore, the income levels could not be adjusted for inflation.



On Bainbridge Island, the share of households earning over $150,000 increased from 27 percent in 2010 to 40 percent in 2020. During this same period, the share of households earning less than $50,000 decreased from 28 percent to 20 percent. The Island's population has changed to be comprised of substantially higher-earning households.

HNA Exhibit 4. Household Income Distribution of Bainbridge Island, Kitsap County, and Washington, 2020
Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Table B19001).



On Bainbridge Island, about 60 percent of households earned over $100,000 in 2020, compared to 37 percent of households in both Kitsap County and Washington. Bainbridge Island has a much larger and growing high income population in comparison to the rest of Kitsap County.

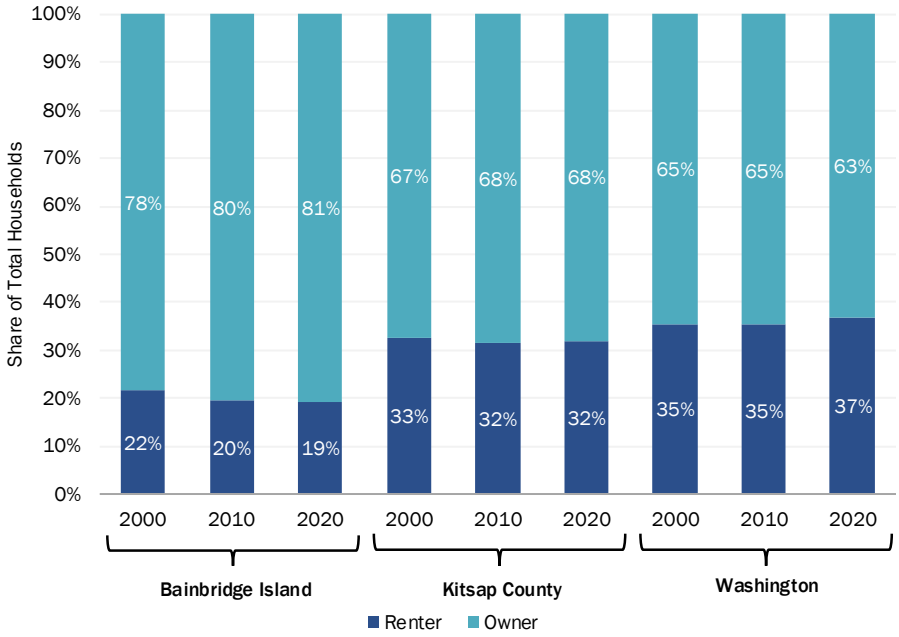
Household Tenure and Composition

The supply of rentals has diminished on Bainbridge in comparison to the share of owner households. Nearly four in five Bainbridge households are owned as of 2020. Over the past twenty years, the share of homeowner households on the Island increased by three percentage points, from 78 percent in 2000 to 81 percent in 2020. At the same time, the share of owner households increased by one percentage point in

Kitsap County (67 percent up to 68 percent), and the share of owner households decreased by two percentage points statewide (65 percent down to 63 percent).

HNA Exhibit 5. Household Tenure, Bainbridge Island, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP04).



Bainbridge Island's share of rental households was low early on in 2000, with only 22 percent renting. This share declined further to comprise only 19 percent of all Bainbridge households in 2020. This is a much lower share of renter households in comparison to Kitsap County's 32 percent and the state's 37 percent of renter households.

Population Diversity

Bainbridge Island's population has become slightly more diverse over the past twenty years but remains predominantly non-Hispanic White.

HNA Exhibit 6. Population Distribution by Race and Ethnicity in Bainbridge Island, 2000–2020

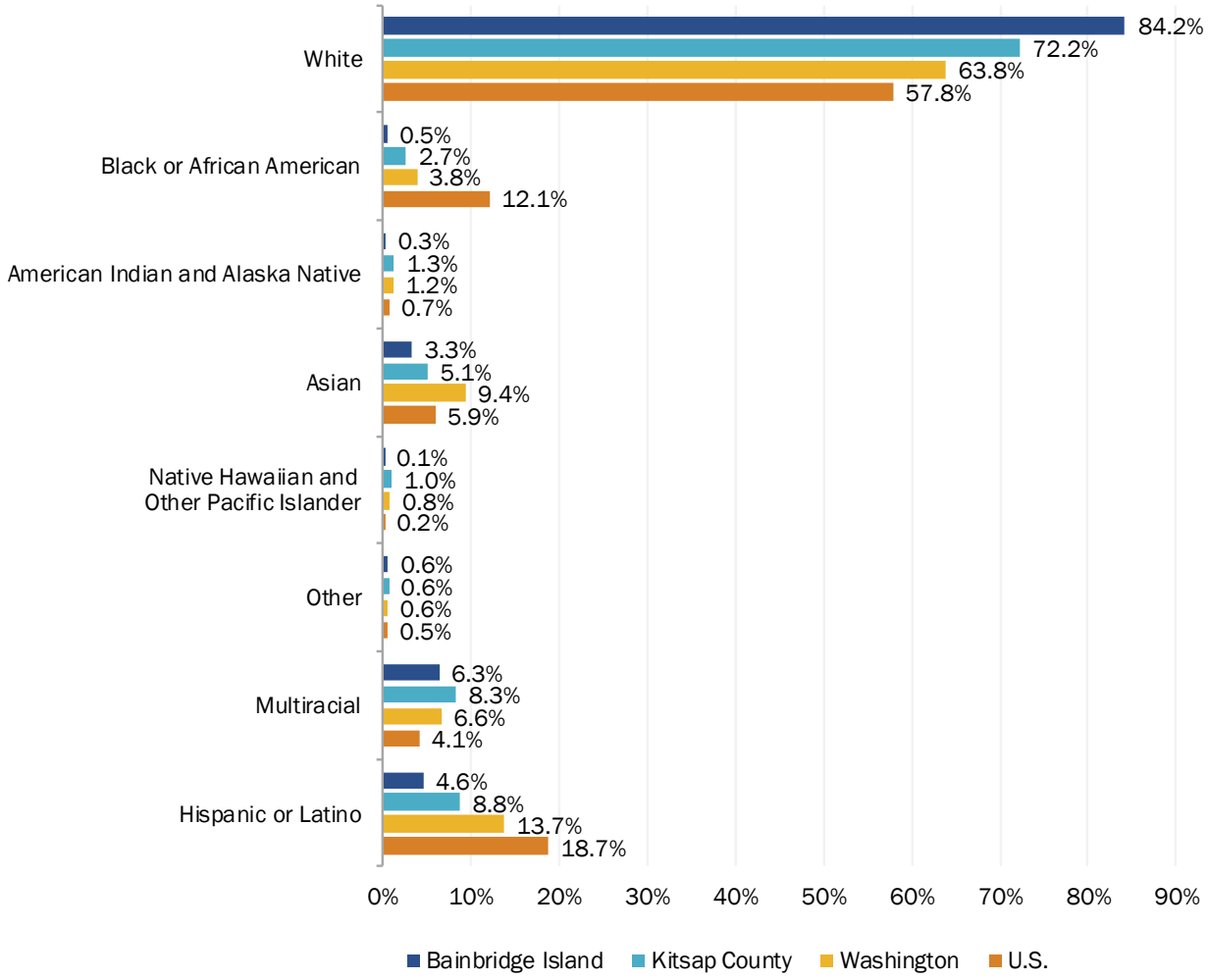
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 3 – Table P007) and 2020 Decennial Census Redistricting Data (PL 94-171) estimates (Table P2).

	Population				Population Distribution		
	2000	2020	Diff.	% Change	2000	2020	% Point Change
Not Hispanic or Latino	19,875	23,685	3,810	19	97.9	96.8	(1.06)
White	18,612	20,899	2,287	12	91.6	84.2	(7.46)
Black or African American	70	122	52	74	0.3	0.5	0.15
American Indian and Alaska Native	91	80	(11)	(12)	0.4	0.3	(0.13)
Asian	480	824	344	72	2.4	3.3	0.96
Native Hawaiian/Other Pacific Islander	27	33	6	22	0.1	0.1	0.00
Some other race	0	152	152	NA	0.0	0.6	0.61
Multiracial	595	1,575	980	165	2.9	6.3	3.41
Hispanic or Latino	433	1,140	707	163	2.1	4.6	2.46
Total	**20,308**	**24,825**	**4,517**	**22**	**100.0**	**100.0**	**0.00**

Relative to Kitsap County, the state, and the nation, Bainbridge Island is less racially and ethnically diverse. In 2020, about 72 percent of Kitsap County residents identified as non-Hispanic White, as did 64 percent of Washington residents and 58 percent of nationwide residents, compared to Bainbridge Island's 84 percent.

HNA Exhibit 7. Distribution of Population by Race and Ethnicity, Bainbridge Island, Kitsap County, and Washington, 2020

Source: U.S. Census Bureau, 2020 Decennial Census Redistricting Data (PL 94-171) estimates (Table P2).



City of Bainbridge Island Median Household income in the past 12 months (in 2024 inflation-adjusted dollars)	
	Estimate
Median Income- All Households	$ 172,188
White	$174,053
Black or African American	$143,077
American Indian, Alaskan Native and Native Hawaiian	-
Asian	$189,813
Some other race	-
Multiracial	$154,479
Hispanic or Latino	$174,735
Source: 2024 ACS 5-year Estimates - B19013/B19013A – I;	

2020 Housing Tenure by Race and Ethnicity						
	Bainbridge Island		Kitsap County		Washington	
	Owner occupied:	Renter occupied:	Owner occupied:	Renter occupied:	Owner occupied:	Renter occupied:
White	90.07%	85.64%	83.91%	73.68%	78.55%	64.33%
Black or African American	0.35%	1.16%	1.42%	4.98%	1.93%	6.67%
American Indian and Alaska Native	0.25%	0.58%	1.09%	2.02%	1.06%	1.75%
Asian	2.84%	2.99%	4.33%	4.36%	8.22%	9.15%
Native Hawaiian and Other Pacific Islander	0.01%	0.22%	0.52%	1.28%	0.29%	0.97%
Other	0.81%	2.10%	1.62%	3.54%	3.21%	7.22%
Multiracial	5.66%	7.31%	7.11%	10.13%	6.75%	9.91%
Hispanic or Latino	2.68%	4.33%	4.50%	9.82%	6.74%	14.21%
Source: U.S. Census Bureau, 2020 Decennial Census Redistricting Data (Tables H10 and H11)						

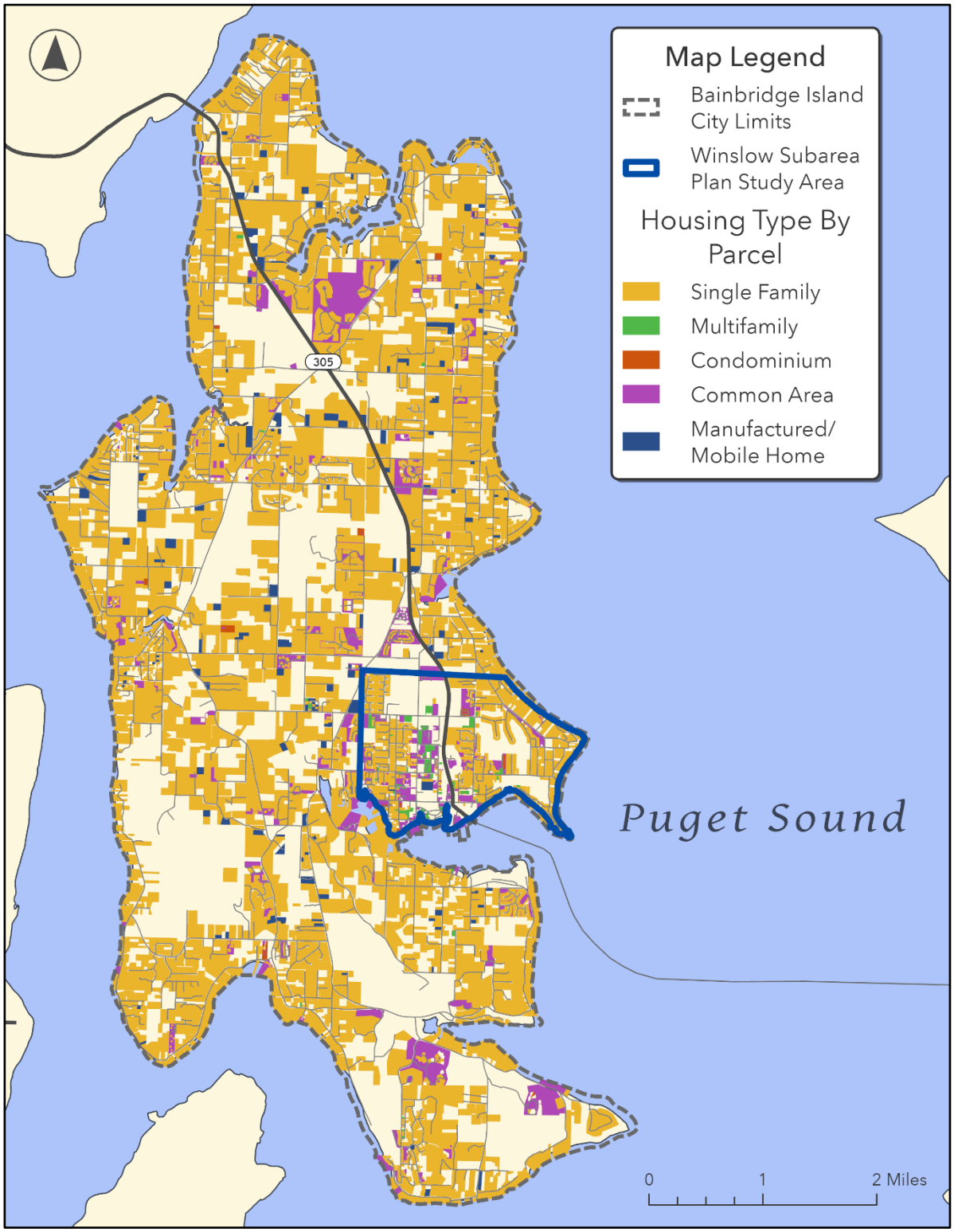
Racially Restrictive Covenants

Racially restrictive covenants were approved together with land development, and prevents persons of color from living, renting or buying properties across Washington state. Such covenants were considered legally enforceable until 1968. The University of Washington Racial Restrictive Covenants Project has mapped such properties, including in several older subdivisions on Bainbridge Island. See red areas identified in the map on the right.



The Bainbridge Island housing market has long been dominated by single-family housing, and single-family zoning density in most of the island, contributing to a lack of housing diversity on Bainbridge Island, which leads to a lack of racial diversity as well (cite research).

HNA Exhibit 8. Map of parcels by housing type on Bainbridge Island, 2022
Source: ECONorthwest, with data from the Kitsap County Assessor. Note the assessor data did not provide detail on multifamily housing types and included duplexes, triplexes, and other middle housing types in this category.



POLICY EVALUATION

The City of Bainbridge Island planning staff began its Comprehensive Plan policy review by utilizing the checklists provided by the Department of Commerce and Puget Sound Regional Council. After that review, some goals and policies were revised, and some new goals and policies proposed to be added, in order to add specificity about preventing racially disparate impacts, displacement, and exclusion.

At the same time, a task force the City's Race Equity Advisory Committee (REAC) spent more than a year reviewing the City's Guiding Principles, which appear in the *Introduction* chapter to the City's Comprehensive Plan. This project was undertaken with the recognition that the current Guiding Principles unintentionally used some racially coded exclusionary language, and was lacking language around the human experience. They shared a proposed update of the Guiding Principles with the City Council in November 2025. These were then reviewed by the public and Planning Commission, Steering Committee, and the revised Guiding Principles and related Guiding Policies (found in the *Introduction*) are a reflection of that work.

Suggested policy changes related to equity are shown in ~~strikeout~~ (delete)/ underline (added) format, as proposed in the May 2026 Planning Commission Public Hearing Draft, including the draft update to the Winslow Subarea Plan (WSP). The City's Race Equity Advisory Council provided suggested language for WSP Coal LU 10. The City is using the Dept. of Commerce rating system for evaluating policies:
S: Supportive, **A**: Approaching, **C**: Challenge.

Section	Policy	Evaluation
WSP	**WSP Goal LU 3** Winslow land use densities and building forms should support transit, community amenities, and affordable housing to create a more inclusive, diverse, and resilient community.	A: affordable housing production
WSP	**Policy LU 3.A** Adopt heights and densities in mixed use zones to facilitate dense, multifamily housing.	S: affordable housing production
WSP	**Policy LU 3.B** Update City policies and regulations to support housing goals.	S: affordable housing production
WSP	**Policy LU 4.B ~~WMP 2-2.2~~:** Periodically review the City's adopted design standards to ensure that the standards are supporting planned development outcomes ~~guidelines remain sensitive to the individual character of the districts~~.	A: removes some of the unclear language about protecting "character"
WSP	**Policy LU 6.B** Promote essential services and uses that provide for the needs of daily living throughout Winslow, with a prioritization on those uses and services that reduce the number of non-Winslow trips required for current and future residents to thrive.	A: promotes affordability by reducing reliance on vehicles.
WSP	**WSP Goal LU 10** Intentionally prioritize diversity, equity, inclusion, and belonging in the Winslow subarea through the built environment.	S: supportive of community dialog

Section	Policy	Evaluation
WSP	**Policy LU 10.A** Actively work to understand and remedy the lasting impacts of past exclusionary policies and practices such as the internment of Japanese Americans during WWII, racial housing covenants, and home financing practices that blocked some groups from home ownership and wealth-building on Bainbridge Island.	S:Increse Housing Production
WSP	**Policy LU 10.B :** Prioritize the perspectives and needs of historically marginalized communities in current and future planning processes, in partnership with the City's Race Equity Advisory Committee.	S: supportive of community dialog:
WSP	**Policy LU 10.C** Encourage affordable housing development throughout Winslow utilizing all tools available such that people of all income levels have options for housing in our downtown core.	S: Affordable Housing Production
WSP	**Policy LU 10.E** Use specificity in language when considering desired attributes such as and related to "character," "atmosphere," "feel," or "function" to avoid subjective or biased interpretation, and to encourage a Winslow that reflects and invites a multicultural community.	S: Prevent future policy language that is used to prevent future development
WSP	**WSP Goal HS 1**-Promote opportunities for all Bainbridge residents to find care and support in Winslow.	S: supportive of community dialog:
WSP	**Policy HS 1.A** Winslow is a hub that supports the well-being of all community members, including vulnerable populations, and ensures they have the ability to meet their basic physical, behavioral, educational, economic, and social needs.	S: supportive of community dialog:
WSP	**Policy HS 1.B** Winslow is a center on the Island where families, neighbors, schools, and organizations all work together to help young people flourish on the island, and address their unique needs.	A: supportive of community dialog:
WSP	**WSP Goal HO 1 ~~WMP 3-1~~:** Promote and facilitate the provision of diverse and affordable housing choices in a manner that encourages socio-economic diversity.	A: Affordable Housing Production
WSP	**Policy HO 1.A ~~WMP 3-1.1~~:** Through ~~FAR levels,~~ development standards such as FAR and form-based code as well as incentives, encourage a variety of housing sizes and types that meet the needs of a broad range of households, including smaller units suitable for small families, single individuals and senior citizens	A: Affordable Housing Production
WSP	**WSP HO Goal 2:** Identify regulations and policies that have led to racially disparate impacts or displacement and add new include policies to mitigate the risk of displacement in neighborhoods undergoing change.	A: Preserving existing community

Section	Policy	Evaluation
Housing Element	**Policy HO 1.9** Continuously monitor the planning and creation of affordable housing units, supportive housing, and emergency shelter in order to reevaluate existing City housing tools and development standards.	A: Affordable Housing Production
Housing Element	**GOAL HO-2** Identify anti-displacement policies and programs suitable to reduce the displacement of existing low to moderate income households.	S: Protecting existing communities
Housing Element	**Policy HO 2.1** Track the supply of regulated and naturally occurring affordable housing and engage with current operators to support continued affordability.	S: Protecting existing communities
Housing Element	**Policy HO 3.6** Partner with nonprofits and regional services to support broader access to home rehabilitation, repair, weatherization, and accessibility improvement programs, especially for low-income, elderly and disabled individuals.	S: Maintain existing affordable housing
Housing Element	**Policy HO 3.8** Consider expanding the City's human services funding program to predictably fund emergency rental/utility support to alleviate impacts for seniors and low-income homeowners.	S: Maintain existing affordable housing
Housing Element	**Policy HO 6.7~~6~~** Consider the merits of programs and regulations pioneered by other communities to discourage the land, energy and natural resource consumptive pattern of large single-family homes. Adopt amendments to City programs and *development regulations* as appropriate.	A: Equitable investments
Housing Element	**Policy HO 8.1** Support the services of community non-profit organizations and local and regional public or private entities in providing shelter for temporarily homeless persons and/or households of all ages and sizes, ~~singles and families with children, adolescents and victims of domestic violence~~ on Bainbridge Island by removing any identified barrier to the creation of such shelter.	S: Protect affordable housing
Housing Element	**Policy HO 8.3** Support programs that provide assistance to low-income, elderly and disabled persons to repair, rehabilitate or retrofit homes to be more accessible and safe.	S: Maintain existing affordable housing
Housing Element	**Goal HO-11** Promote reinvestment in existing neighborhoods, while identifying and removing barriers that result in racially disparate impacts, displacement, and exclusion in housing.	S: Maintain existing affordable housing
Housing Element	**Policy HO-11.4** Conduct a review of zoning codes, development regulations, and permit procedures to identify and remove regulatory barriers that disproportionately affect marginalized communities, low-income households, and other historically excluded groups.	A: Affordable Housing Production

Section	Policy	Evaluation
Housing Element	**Policy HO-11.5** Ensure equitable infrastructure investments across all neighborhoods, with attention to areas that have experienced disinvestment or exclusion.	S: Maintain existing affordable housing

ORDINANCE NO. 2026-04

EXHIBIT B

UPDATED WINSLOW SUBAREA PLAN

DRAFT

Manzanita Bay

Eagle Harbor

Winslow Sub-Area Boundary draft

Winslow Way Overlay

Countywide Growth Center

WinslowSubArea_Draft_Zoning_Eliminate_parks

Zoning

- B/I
- Central Core
- Connection Zone
- Connection Zone
- Ferry Terminal District
- High School Rd Zone
- R-0.4
- R-2
- R-2.9
- R-3.5
- R-4.3
- R-8
- WDI
- Water_Back_ground_Erase

B/I
R-0.4
R-2
R-2.9
R-3.5
R-4.3
R-8
High School Rd Zone
Connection Zone
Central Core
Ferry Terminal District
WDI

Sonoji Sakai Intermediate School
Woodward Middle School
Bainbridge Island
Ferncliff
Orchard Elementary School
Bainbridge High School
Rotary Park
Gideon Park
Wing Point Golf & Country Club
Manchester State Park

Planning Commission Recommendation for Winslow Subarea Plan Boundary & Zoning

City of Bainbridge Island

2026

Default Folder: C:\GIS\Planning_Commision_Boundary_drafts

Current Time: 4/17/2026 10:45 AM

N

0 0.13 0.25 Mi

0 0.25 0.5 Km

LAND USE

Overall WSP Goal LU 1 Establish boundaries and districts that align with the Islandwide, Winslow, and regional economic, cultural, and environmental goals.

Policy LU 1.A Focus future development where infrastructure already exists, in service of creating a dense, walkable, mixed-use town center environment that achieves the Island's climate and equity goals.

Policy LU 1.B Modify mixed use zoning overlays into unique districts that reflect the different neighborhoods and building form that make up the Winslow subarea.

Policy LU 1.C Designate the mixed use areas and WSF maintenance yard of Winslow as a Countywide Growth Center, as described in the Kitsap Countywide Planning Policies.

Policy LU 1.D Assign clear responsibility within City government to support the long-term vision for Winslow by identifying actions that were not implemented at the time of adoption and ensuring these deferred actions are tracked, revisited, and pursued when feasible.

Overall Land Use WSP Goal ~~WMP 2-1~~ LU 2

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

• Encouraging downtown living;

• Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;

• Promoting the ~~efficient~~ responsible use of land;

• Encouraging the retention and expansion of retail that serves the needs of community members and visitors;

• Providing opportunities for business expansion and private reinvestment;

• Promoting development that is sustainable and supports community values;

• Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile.

WSP Goal LU 3 Winslow land use densities and building forms should support transit, community amenities, and affordable housing to create a more inclusive, diverse, and resilient community.

Policy LU 3.A Adopt heights and densities in mixed use zones to facilitate dense, multifamily housing.

Policy LU 3.B Update City policies and regulations to support housing goals.

Policy LU 3.C Require a minimum FAR in the mixed-use zones of Winslow. Consider requiring a minimum density in the R-8 and R-14 zones of Winslow.

Policy LU 3.D Create a form-based code to facilitate a more diverse array of housing types and increase predictability in new development.

WSP Goal LU 4 ~~WMP 2-2~~: Ensure the compatibility of new and existing development in the Winslow Town Center. ~~Mixed-Use Town Center and High School Road Districts~~

Policy LU 4.A ~~WMP 2-2.1~~: To promote compatibility between and within districts of the ~~Mixed-Use Town Center and High School Road districts~~ Winslow Town Center, variations in development standards and design guidelines may be provided within districts.

Policy LU 4.B ~~WMP 2-2.2~~: Periodically review the City's adopted design standards to ensure that the standards are supporting planned development outcomes ~~guidelines remain sensitive to the individual character of the districts~~.

Policy LU 4.C ~~WMP 2-2.3~~: Minimize driveways and encourage use of joint driveways and design new alleys where possible through development review.

Policy LU 4.D ~~WMP 2-2.4~~: A full-screen vegetative buffer shall be maintained along SR 305. A similar screen should be provided within the SR 305 right-of-way. This requirement would not apply to the interior renovation of existing buildings.

~~**Policy WMP 2-2.5**: Establish transition standards for other boundaries abutting less intense districts.~~

WSP Goal LU 5 ~~WMP 2-3~~: Maintain and enhance community character in the Winslow Town Center.

Policy LU 5.A ~~WMP 2-3.1~~: Promote architecture that encourages green building, natural light, ventilation and rooftop gardens.

Policy LU 5.B ~~WMP 2-3.2~~: Through the use of design guidelines, development standards and incentives, promote the development of courtyards that create a pattern of linked public and private gardens and gathering places, providing opportunities for pedestrian movement.

Policy LU 5.C ~~WMP 2-3.3~~: Through the use of design guidelines, development standards and incentives encourage stepped-back buildings that result in a softer street edge, the retention and enhancement of visual connections to Eagle Harbor and the creation and preservation of sun-filled public gathering spaces.

Policy LU 5.D ~~WMP 2-3.4~~: Preserve, protect, adapt and restore sites, buildings and trees of historic significance.

Policy LU 5.E ~~WMP 2-3.5~~: Retain and expand the historic pattern of narrow pedestrian passages between buildings or properties by recognizing desired connections in the City's Islandwide Mobility Plan.

Policy LU 5.F ~~WMP 2-3.6~~: Enhance the livability of the downtown with trees and small gardens on the streets, along paths and in courtyards.

Policy LU 5.G ~~WMP 2-3.7~~*:* ~~Collaborate with Arts and Humanities Council and downtown organizations to solicit sponsors for~~Maintain the City Public Art Program as a way to integrate public art in the downtown and continue to coordinate with Arts & Humanities Bainbridge to retain the *Bainbridge Creative District* designation.

Policy LU 5.H ~~WMP 2-3.8:~~ Enhance the experience of Winslow as a waterfront town that is connected to Eagle Harbor by activity, trails, views, lanes and design features:

• Actively work to acquire land, easements and permits needed to extend the Charles Schmid Waterfront Trail and develop a ravine trail.

• Coordinate with the business and marina communities to d~~D~~evelop new facilities for visitors, residents and the community, including public road ends, beaches, concessions, docks, marinas and mooring.

• Study ~~Plan for~~ a future water taxi connection between the Winslow and Eagledale waterfronts.

• Improve water quality through restoration projects, management practices and environmentally responsible building techniques.

• Retain views of the harbor from public lands and streets.

Policy LU 5.I: Continue to coordinate with local nonprofits in support of community events, such as July 4th activities and the winter holiday boat parade.

WSP Goal LU 6 Provide zoning for employment growth in alignment with the City's job target and to support a robust local economy.

Policy LU 6.A Implement active ground floor use requirements along identified corridors in mixed use zones to expand commercial opportunities for local arts and cultural organizations and promote new retail, personal services, and other businesses.

Policy LU 6.B Promote essential services and uses that provide for the needs of daily living throughout Winslow, with a prioritization on those uses and services that reduce the number of non-Winslow trips required for current and future residents to thrive.

WSP Goal LU 7 ~~WMP 2-4:~~ Sustain and enhance the economic vitality of the ~~Mixed-Use~~ Winslow Town Center ~~and High School Road Districts~~.

Policy LU 7.A ~~WMP 2-4.1:~~ Establish policies, programs and development standards that facilitate business expansion and private reinvestment.

Policy LU 7.B ~~WMP 2-4.2:~~ To stimulate investment in the downtown, create an organizational and funding structure that encourages partnerships and participation by the property owners, developers, businesses and island residents.

Policy LU 7.C ~~WMP 2-4.3:~~ ~~Develop an organizational structure in city government as needed to implement the long-term vision for Winslow.~~ The City shall proactively work to implement future actions items that are not implemented concurrently with adoption of the Subarea Plan.

Policy LU 7.D ~~WMP 2-4.4:~~ Integrate sustainable solutions that address economic, social and ecological concerns into land use planning and building processes.

WSP Goal LU 8 Update development standards to increase predictability and clarity of zoning regulations in Winslow.

Policy LU 8.A Clarify any requirements that affect development planning, such as parking or affordable housing requirements.

Policy LU 8.B Reduce or eliminate parking minimums in downtown mixed use zones within accessible distance of transit. Consider parking maximums.

Policy LU 8.C Make community expectations around building character and form clear and understandable through development regulations and predictable permit processes.

Policy LU 8.D Consider whether a public parking facility is necessary near the Winslow Way retail area or Washington State Ferry terminal.

~~**Goal WMP 2-5: Determine density and intensity of development in the Mixed-Use Town Center and High School Road Districts through the Floor Area Ratio (FAR) method.**~~

~~Discussion: Floor area ratio refers to a figure that expresses the total allowable floor area in relation to the total lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area. For example, if a lot is 25,000 square feet and the FAR is 1.0, then the total square footage allowed would be: 25,000 x 1 = 25,000 sq. ft. A development of 1 FAR could have up to 25,000 sq. ft. of development that could be commercial or residential.~~

~~Although density is frequently defined by dwelling units per acre in suburban communities that are comprised of single-use districts, it is less useful in areas where a mixture of uses is desired. Using FARs provides flexibility to design a project to address a particular site. The use of FAR allows the market to determine the number and size of units and the mix in the type of development. (Conventional density limits can discourage affordability since smaller, less expensive units count the same as larger, more expensive ones.)~~

~~It is possible to relate FAR to a range of achievable units per acre, as follows:~~

~~0.4 FAR would produce 8-20 units per acre~~

~~0.8 FAR would produce 16-40 units per acre~~

~~1.5 FAR would produce 24-60 units per acre~~

~~The unit range results from the variety of unit sizes that can occur.~~

~~Parking requirements also influence the number of units that a site could accommodate. The form of parking also affects the extent to which a development actually reaches the densities suggested by each range. Surface parking coupled with larger average unit sizes would tend to produce the lower end of the range, while structured parking coupled with smaller average unit sizes would allow the higher end to be possible.~~

~~FAR allows uses to be weighted according to the characteristics of a particular district. For example, one district might allow an FAR of 0.4 for commercial and 0.4 for residential, while another might allow 0.4 for commercial and 0.8 for residential. Each development would be a unique blend of uses and unit sizes.~~

Policy LU 8.E ~~WMP 2-5.1~~: ~~Establish~~ Maintain base floor area ratio ~~levels for commercial, residential and mixed-use development~~ (FAR) for each of the ~~five overlay~~ four mixed use districts in theWinslow Town Center MUTC ~~and the High School Road Districts,~~ and consider FAR increases in coordination with a study of the necessary infrastructure, particularly transportation.

Policy LU 8.F ~~WMP 2-5.2:~~ ~~Establish~~ M~~m~~aximum FAR levels of development beyond the base for each of the districts through the use of bonus FAR provisions. The bonus FAR provisions are a means of advancing specific Comprehensive Plan policies and community values. Bonus FAR may be achieved by:

~~• Preserving open space, agricultural land and critical areas, through participation in a Transfer of Development Rights (TDR) program or contribution to a land preservation effort; • Providing public open space that is visibly accessible to the public, with adequate access from a public corridor.~~

~~• Contributing toward or providing public amenities (above and beyond what is required to mitigate the impacts of the project itself) that serve the community and enhance the livability and vitality of Winslow. Public amenities may include, but are not limited to, pedestrian connections; on-site places for public gathering; streetscape improvements; public art; and other public benefits as determined by the City;~~

~~• Preserving exceptional and/or legacy trees or trees within designated greenways.~~

~~• Preserving historic structures;~~

• Providing affordable housing;

• Providing smaller units;

~~• Utilizing green building and low impact development techniques;~~

• Creation of permanent open space and/or preserve ~~on parcels that contain~~ critical areas, by transferring development potential from the Conservation Area ~~critical areas~~ to another parcel within the ~~Mixed-Use~~ Winslow Town Center. ~~or High School Road Districts; and~~

~~• Relocating existing surface commuter parking to underbuilding (Ferry Terminal District only).~~

~~Priorities among the bonus FAR provisions may be established in the zoning code through the level of bonus that can be achieved through each of the provisions, and by phasing implementation of the provisions.~~

Policy ~~LU 8.G WMP 2-5.3~~: ~~The~~ Both base and bonus FAR provisions may be changed based on future conditions without amending the ~~Master~~ Subarea Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow ~~Master~~ Subarea Plan, and provided that any increases are supported by ~~changes are made in coordination with a study of the~~ necessary infrastructure, particularly transportation.

WSP Goal LU 9 Ensure new development contributes positively to and enhances the built and natural environment of Winslow.

Policy LU 9.A Promote the timeless, welcoming-feel of the Central Core and Connection district by requiring stepbacks adjacent to the street and enforcing standards that create and maintain a pedestrian and local storefront scale.

Policy LU 9.B Ensure the area near the ferry terminal is a welcoming gateway to Bainbridge Island, including public space, art and signage that fosters inclusivity and diversity.

Policy LU 9.C Consider how to preserve existing, important territorial views from public spaces.

WSP Goal LU 10 Intentionally prioritize diversity, equity, inclusion, and belonging in the Winslow subarea through the built environment.

Policy LU 10.A Actively work to understand and remedy the lasting impacts of past exclusionary policies and practices such as the internment of Japanese Americans during WWII, racial housing covenants, and home financing practices that blocked some groups from home ownership and wealth-building on Bainbridge Island.

Policy LU 10.B : Prioritize the perspectives and needs of historically marginalized communities in current and future planning processes, in partnership with the City's Race Equity Advisory Committee.

Policy LU 10.C Encourage affordable housing development throughout Winslow utilizing all tools available such that people of all income levels have options for housing in our downtown core.

Policy LU 10.D Foster a variety of housing types in residential and mixed-use areas which accommodate diverse needs and demographics, welcome new residents, and supply housing for generations to come, including options for both renting and home ownership.

Policy LU 10.E Use specificity in language when considering desired attributes such as and related to "character," "atmosphere," "feel," or "function" to avoid subjective or biased interpretation, and to encourage a Winslow that reflects and invites a multicultural community.

Policies for Specific Districts

Specific land use policies in the ~~Mixed Use Town Center and High School Road districts~~ Winslow Town Center:

Central Core District Character Statement:

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 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.

Central Core ~~Overlay~~ District

Policy LU 11.A ~~WMP 2-6.1~~: Establish FARs and development standards that support mixed-use development at a level that encourages downtown living with a variety of housing sizes and types, provides commercial and retail services that meet the needs of the community, and enhances the vitality of the downtown.

Policy LU 11.B: Mixed-use development within the Core district that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

Policy LU 11.C ~~WMP 2-6.2~~: Encourage the retention and development of ground floor retail on Winslow Way, Madison Avenue, ~~Bjune Drive~~ and other appropriate areas, and establish the implementing FAR levels and development regulations.

Policy LU 11.D: Development in the vicinity of the Ravine must be held to the highest environmental standards so as to protect the integrity of that natural space.

Policy LU 11.E ~~WMP 2-6.3~~: Increase the vitality of the civic plaza — currently comprised of the Farmers' Market, BPA and City Hall — by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities.

Policy LU 11.F ~~WMP 2-6.4~~: Design Winslow Way as the community's "living room"-- the stage for community gatherings and a gallery to showcase art and gardens. The central section of Winslow Way should function as a civic plaza, with artistic gathering spaces and unique design features.

WSP Goal LU 12 Sustain and Enhance the Core District by creating a Civic and Cultural Connection Overlay (CCCO) that recognizes the pivotal area behind Winslow Way and between Madison Avenue and Ericksen Avenue by encouraging mixed-use development with flexible development standards that support diverse housing; commercial, personal and professional services; enhanced pedestrian connections to the rest of Winslow; below-grade parking; and new public open spaces and terraces for community gatherings.

Policy LU 12.A: Consider adoption of flexible development standards for a CCCO that:

1. Encourage mixed-use development with a range of housing types, including affordable, workforce and aging-in-place housing, and commercial space to provide services for Winslow residents and visitors.
2. Promote expanded pedestrian connections linking existing civic and cultural amenities, including City Hall, Town Square, Bainbridge Performing Arts and the Bainbridge Historical Museum, to the rest of Winslow, including the ferry, the waterfront, and the Bainbridge Island Art Museum. The CCCO is walkable to essential goods and services, including the Senior Center, Town and Country, Helpline House, bus routes, restaurants, shopping and services.
3. Expand and create community gathering spaces, including elevated, south-facing terraces looking towards Eagle Harbor. This would create a public "living room" for Winslow in an area that does not have street frontage.

Policy LU 12.B: Provide for increased FAR that encourages a diversity of housing, to create a multi-generational and multi-income area downtown and provide for a mix of residential and small-scale commercial, personal and professional services on the ground floor.

Policy LU 12.C: Permit increased building height to allow for additional pedestrian, open and green space at ground level and encourage pedestrian thoroughfares to increase the pedestrian orientation of Winslow. Recognize that building height beyond what is permitted in the rest of the Core District may be appropriate and desirable for the CCCO in light of its pivotal location and lack of street frontage.

Policy LU 12.D: – Encourage below-grade parking and reduced parking requirements to further the goals of making Winslow a pedestrian-oriented town center where residents and visitors are encouraged to "Park-First" and conduct their activities on foot.

NOTE: Current Madison, Ericksen & Gateway Districts Proposed for 2025 WSP Updated Draft to be consolidated into Connection zone, west and east of SR 305, respectively.

~~***Ericksen Overlay District***~~

~~***Policy* WMP 2-7.1:** Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, while preserving the unique and historical features of the Ericksen Avenue neighborhood.~~

***Connection District* Character Statement**

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 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 districts. It should be as walkable and bikeable as the Central Core, High School, 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.

Policy LU 13.A: Development in the vicinity of the Ravine must be held to the highest environmental standards so as to protect the integrity of that natural space.

Policy LU 13.C: Encourage "missing middle" housing types such as townhomes, duplexes, triplexes, cottage courts, courtyard apartments, and low-rise multiplexes.

Policy LU 13.C: Madison Ave and Ericksen Ave should serve as primary north-south multimodal transportation corridors west of SR 305.

~~***Madison Overlay District***~~
~~***Policy WMP 2-8.1***: Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, with retail located on the ground floor.~~

~~***Gateway Overlay Policy***~~
~~**WMP 2-9.1:** Establish FARs and development standards that provide for commercial, multifamily, and tourist-oriented uses while ensuring protection of the natural character of the Ravine.~~

~~**Policy WMP 2-9.2:** Development within the district should include provisions for pedestrian access to adjoining parcels and neighborhoods, and as part of the pedestrian link to the ferry terminal and waterfront.~~

~~**Policy WMP 2-9.3:** Implement policies to restore and protect the habitat, forest and water resources of the Ravine and provide for non-motorized public access.~~

Ferry ~~Terminal Overlay~~ District Character Statement
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.

~~**Discussion:** The Ferry Terminal Overlay District — currently dominated by parking — could undergo significant change as it transforms from surface parking lots for commuters to a new pedestrian and transit oriented, mixed-use neighborhood. Although the Core District is designated for the most intense development in the Mixed Use Town Center, development in the Ferry Terminal District should complement the character and vitality of the Core District. Higher density housing is appropriate for this area because of its proximity to the ferry and downtown and because it is a prime view location. Parking for both commuters and new development may be integrated within (or under) housing or in adjacent garages.~~

Policy LU 14.A ~~WMP 2-10.1~~: Establish FARs and development standards that provide for a pedestrian/transit oriented, mixed-use neighborhood with higher density residential development, commercial development, and some retail, while protecting the adjacent residential neighborhoods.

Policy LU 14.B: Each new development is encouraged to leverage every opportunity for dramatic views.

Policy LU 14.C ~~WMP 2-10.2~~: Enhance the district's status as the "gateway" to Winslow by maximizing opportunities for visual and physical access to the shoreline while protecting, reclaiming and sustaining high quality, native shoreline vegetation. Civic and public uses , and protection for any sites important to local tribes should be provided along the waterfront.

Policy LU 14.D ~~WMP 2-10.3~~: The area ~~south of Winslow Way~~ is intended to redevelop as a transit and pedestrian friendly mixed-use neighborhood, with small blocks served by a network of

streets, alleys, public open space and pedestrian walkways. Consider adding parking maximums to support transit oriented development.

Policy LU 14.E ~~WMP 2-10.4~~: Allow additional parking spaces in structured parking in the Ferry ~~Terminal~~ District for use by non-commuter ferry passengers in off-peak hours (e.g., after 9:00 a.m.), when constructed in conjunction with replacement of an equivalent amount of existing surface ferry parking in structure.

Policy LU 14.F ~~WMP 2-10.5~~: Any redevelopment of the ferry terminal and/or related transit services should maximize public open space and minimize the development footprint, and should provide shoreline views, a public plaza and a pedestrian accessible waterfront.

Discussion: The transit center should address multimodal users and should integrate access to the public plaza and shoreline. "Stacking" of vehicle holding, transit and terminal activities is preferred.

Policy LU 14.G ~~WMP 2-10.6~~: Commuter parking located in the Ferry Terminal ~~Overlay~~ District shall be limited in number and/or area to achieve the following objectives:

- Protect the character of the district from being further dominated by parking;
- Encourage the redevelopment of the district;
- Study and l~~L~~imit traffic and parking impacts; ~~and~~
- Encourage transit, non-motorized, and other travel methods as alternatives to low occupancy vehicles.
- Encourage below-grade parking over above grade parking structures. Any above grade parking structures should be "wrapped" with retail space.

Policy LU 14.H: Encourage innovative methods to physically deconflict pedestrian and motorized uses where possible for safety.

~~**Policy WMP 2-10.7:** North of Winslow Way, the City shall protect adjacent residential neighborhoods from adverse impacts associated with development by establishing transition standards, such as landscaped buffers, lower height limits, small-scale buildings and other appropriate measures.~~

High School Road District Character Statement ~~I and High School Road II Policy~~

The High School Road District is 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. Multifamily and mixed-use development should replace the large areas of surface parking wherever possible. Commercial uses serve as a "third place' for youth, complement adjacent districts, and benefit from location at the crossroads of arterial roads. Transportation projects should continue improving pedestrian and bike connectivity.

Policy LU 15.A Promote *pedestrian-oriented* mixed use and residential development to offer a variety of housing types and sizes.

Policy LU 15.B The properties designated on the Land Use Map as High School Road ~~District II~~ are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400

square feet requires a conditional use permit.

Human Services Goals and Policies

WSP Goal HS 1-Promote opportunities for all Bainbridge residents to find care and support in Winslow.

Policy HS 1.A Winslow is a hub that supports the well-being of all community members, including vulnerable populations, and ensures they have the ability to meet their basic physical, behavioral, educational, economic, and social needs.

Policy HS 1.B Winslow is a center on the Island where families, neighbors, schools, and organizations all work together to help young people flourish on the island, and address their unique needs.

Policy HS 1.C Address the unique needs of older adults, and strive to maintain and improve the quality of life for community members of all ages.

Sustainability Goals and Policies

WSP Goal SU 1 Reduce greenhouse gases (GHGs) emissions per capita by focusing growth where services and infrastructure already exist, while preserving and enhancing access to nature.

Policy SU 1.A Support dense development in the updated Winslow Subarea to achieve climate goals via zoning and development standards, and minimize any zoning changes in the Conservation Area that would increase development capacity where services and infrastructure are lacking.

Policy SU 1.B Make the best use of already developed areas by encouraging infill, and decrease the amount of impervious surface per new housing unit added over time utilizing parking ~~reductions~~, multimodal infrastructure investments, and other programmatic and regulatory methods.

Policy SU 1.C Preserve and enhance access to green space, open space, natural areas, and other natural amenities in collaboration with public and private partners.

WSP Goal SU 2 Promote new "green" buildings in Winslow.

Policy SU 2.A Encourage renewable energy integration and access in new projects and redevelopment.

WSP Goal SU 3 Increase resilience and climate readiness for Winslow residents, businesses and visitors.

Policy SU 3.A Balance between built, ecological, and social priorities on Bainbridge Island to ensure that the built environment contributes to a resilient community.

Policy SU 3.B Sustainably manage and restore neighborhood tree canopy levels to enhance biodiversity, decrease localized heat island effects, stabilize geologically hazardous areas, reduce wildfire risk, and increase the functions and values of critical areas and their buffers.

Policy SU 3.C Integrate implementation of the Winslow Subarea Plan and Bainbridge Island Climate Action Plan as necessary.

Policy SU 3.D Identify and/or build out resilience hubs throughout Winslow and the rest of the island that offer comfortable shelter, power, food, water, medical aid, and communication during emergencies or other hazard events such as power outages, heat waves, and poor air quality. These hubs should also be designed to offer other useful services and resources during non-emergency times, in part to increase resident's awareness of the hubs near them.

HOUSING

See also Citywide Comprehensive Plan Housing Element

WSP Goal HO 1 ~~WMP 3-1~~: Promote and facilitate the provision of diverse and affordable housing choices in a manner that encourages socio-economic diversity.

Policy HO 1.A ~~WMP 3-1.1~~: Through ~~FAR levels,~~ development standards such as FAR and form-based code as well as incentives, encourage a variety of housing sizes and types that meet the needs of a broad range of households, including smaller units suitable for small families, single individuals and senior citizens.

Policy HO 1.B ~~WMP 3-1.2~~: The ~~bonus FAR~~ incentive program established for the ~~Mixed Use Town Center and High School Road districts~~ Winslow Town Center may include a provision that allows incentives ~~bonus FAR~~ to be achieved in exchange for providing for-rental and for-purchase income-qualified housing.

WSP HO Goal 2: Identify regulations and policies that have led to racially disparate impacts or displacement and add new include policies to mitigate the risk of displacement in neighborhoods undergoing change.

Policy HO 2.A: Consider utilizing sales tax revenue and local housing funds to address the needs of specific vulnerable populations, such as veterans, people with disabilities, and seniors.

Policy HO 2.B: Utilize the Bainbridge Island Housing Action Plan to specifically plan for needed housing and identify anti-displacement measures.

Policy HO 2.C Combine new affordable housing with cultural and economic centers to help preserve community identity and prevent displacement through collaboration between the City, community non-profits, and a development organization.

Policy HO 2.D ~~**WMP 3-1.3**~~: Recognizing that rental and homeownership opportunities are important components of a diverse community and healthy residential market, develop programs and incentives to encourage a healthy balance between ~~and~~ rental and owner occupied units.

Mobile Home Park

Policy WMP 3-1.4: The City shall continue to coordinate with the Islander Mobile Home Park board regarding any future changes, with respect to the 2004 Agreement that enabled the mobile home park to remain. ~~The existing mobile home park situated to the north of the BPA provides an existing source of affordable housing. Because the site is zoned for higher intensity residential/commercial use, it is possible that the housing could be lost. Several mechanisms should be established to encourage the preservation of affordable housing on the site: (1) the unused development potential from the parcels on which the mobile home park islocated may be transferred to another parcel within the MUTC and (2) allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.~~

~~**Navy Housing Site Policy WMP 3-1.5:** If the existing Naval housing area is surplused, that area should be considered as an additional appropriate site for affordable housing.~~

WSP Goal HO 3 Locate housing near services and transit to foster equitable, sustainable, and accessible communities.

OPEN SPACE & TRAILS

NOTE: Staff suggest striking introductory language below. The concepts in this overview are covered in proposed new chapters *Existing Conditions, Synthesis & Vision (see Draft under Supporting Documents on WSP Update project website) and a future "Preferred Alternative" chapter.*

Overview

In order to create a sustainable community in Winslow, ecological connections must be strengthened and enhanced. Development of Winslow will include an open space network consisting of a combination of small pocket parks and larger parks, private open space and portions of the natural systems such as the Ravine and drainage facilities that would be used for passive recreation and trails to provide for the needs of the residents of Bainbridge Island in the future, and for those who live, work or shop in Winslow.

WSP Goal OS 1: ~~**Open Space Goal WMP 4-1**~~ Incorporate open space and green spaces throughout Winslow by:

- enhancing existing parks and developing new parks;
- providing street trees, small gardens and other landscaping that provides visual relief and enhances the character;

- providing a series of green spaces, plazas and corridors that connect the community, define character and protect resources; and
- celebrating and connecting the town to the Harbor and the Ravine.

Policy OS 1.A ~~WMP 4-1.1~~: Development standards, design guidelines, and incentives should be provided to encourage retention or development of open space, public gathering spaces and parks.

Policy OS 1.B ~~WMP 4-1.2~~: Prime public viewpoints, view corridors, and road-ends should be designated and either preserved or enhanced.

The Ravine

~~Policy~~ WSP Goal OS 2 ~~WMP 4-1.3~~: the Ravine should be preserved as open space and low impact trails should be developed to provide access to this green space. Habitat and water quality in the Ravine should be restored by eliminating invasive species such as English Ivy and designing appropriate stormwater facilities. (Figure 4.2 provides an illustration of the trail.)

Market Square

~~Policy~~ WSP Goal 3 ~~WMP 4-1.4:~~ ~~Increase and improve~~ Continue to maintain and improve the public space in the Farmer's Market Square between City Hall and the Bainbridge Performing Arts Center.

WSP Goal 4 WMP ~~4-2~~: As new growth is concentrated in the Winslow area, there will be a need for centrally-located parks and gathering places for passive recreation; therefore, usable parks throughout the Winslow area should be created or enhanced.

Policy OS 4.A ~~WMP 4-2.1:~~ Improve and enhance existing parks in the downtown area.

Waterfront Park

~~Policy~~ WSP Goal 5 ~~WMP 4-2.2~~: Promote Winslow ~~should be experienced~~ as a waterfront town, well-connected to Eagle Harbor and Waterfront Park by activity, trails, boardwalks, views, lanes and design details, including the Charles Schmid Waterfront Trail. ~~An attractive Waterfront Park will~~ Improve visual and physical connections ~~Winslow to~~ between the waterfront~~, drawing people from~~ and the central retail ~~area to the harbor and showcasing the waterfront character of the community. To achieve this connection, the Waterfront Park Master Plan should be updated and implemented.~~

Policy OS 5.A ~~WMP 4-2.13~~: New parks should be acquired ranging from pocket parks (approximately 10,000 s.f.) to sites up to 1 acre or larger.

WSP Goal OS 6 Coordinate with the Bainbridge Island Metro Park and Recreation District (BIMPRD) to preserve and expand the park and open space network to strengthen livability as growth occurs.

Policy OS 6.A Close gaps in the public open space network as identified in a updated open space framework and other adopted plans through development review and support for the BIMPRD.

Policy OS 6.B Enhance existing parks by enhancing access when adjacent private development occurs.

Policy OS 6.C Support the BIMPRD to balance recreation space needs with habitat preservation and restoration, ensuring a diverse array of natural and recreational experiences are available to all people.

Policy OS 6.D Enhance public access to water through coordination with other agencies on wayfinding and City road end improvements.

Trails

WSP Goal OS 7 ~~4-3~~: Encourage maintenance and use of existing trails and development of additional trail connections to complement sidewalk and roadway connections.

MUTC/High School Road Trails

Policy OS 7.A ~~WMP 4-3.1~~: Develop mid-block north/south and east/west trail systems that complement the proposed sidewalk and roadway improvements program. Actively work to develop the trails identified in the Island-Wide Mobility Plan ~~Non-motorized Transportation Plan~~ and acquire land, rights-of-way or easements as necessary to develop the trails:

- Two major north/south connections between Winslow Way and High School Road: the area between SR 305 and Ferncliff ~~to John Nelson Park~~ to the Sound-to-Olympics multiuse trails and a trail from Waterfront Park to the High School Road area.
- An east-west pedestrian connection at Knechtel and a pedestrian overpass of SR 305. Consider paving this trail.
- ~~A mid-block trail system from lower Grow Avenue and the Navy site to the Winslow retail core, including the new street adjacent to the B.P.A., continuing onto and connecting with the ferry terminal area. This path would be more urban in character and would be integrated into future retail or mixed-use activities.~~
- ~~Connect to trail system to be developed from Madison Avenue to Grow Avenue through to Weaver Way, using Shepherd Way right-of-way.~~
- ~~An east/west connection from Nakata Avenue to Madison Avenue at Wallace Way.~~

Policy OS 7.B ~~WMP 4-3.2~~: The City shall work with Washington State Ferries to ensure preservation of open space and trail connections in Winslow throughout redevelopment of the ferry terminal, including the extension of the Waterfront Trail along the shoreline.

Trails Outside MUTC/High School Road Districts

Policy OS 7.C ~~WMP 4-3.3~~: Encourage additional neighborhood trails that offer mid-block connections in residential areas of Winslow, and that provide connections to destinations such as schools, waterfront access points, parks, and surrounding residential neighborhoods.

~~**WMP 4-3.4: A multiple-use greenway system should be developed, linking downtown neighborhoods with parks, public lands, pathways, farms and remaining forests with pedestrian trails and bicycle pathways.**~~

Waterfront Trail

Policy OS 7.D ~~WMP 4-3.5~~: The missing link of the Waterfront Trail should be completed from Waterfront Park to the foot of Madison Avenue. The City should work to extend the trail to the head of Eagle Harbor.

Road-Ends

Policy OS 7.E ~~WMP 4-3.6~~: Identify road ends in Winslow as view corridors and shoreline public access points by providing signage and other improvements as appropriate.

~~**Eagle Harbor Pedestrian Bicycle Bridge**~~

~~**WMP 4-3.7: Explore the possibility of a pedestrian bicycle bridge across the head of Eagle Harbor.**~~

Streets as Part of Open Space Network

WSP Goal OS 8 ~~4-4~~: Improve streets so that they are a part of the open space network, with sidewalks or paths as appropriate.

Policy OS 8.A ~~WMP 4-4.1~~: A variety of green and gathering spaces should anchor the main streets in Winslow. The community should form partnerships to develop well-designed parks, streets, pathways and public facilities, to preserve the character of the downtown.

Policy OS 8.B ~~WMP 4-4.2~~: Provide open space amenities along Winslow Way and other streets, including trees, small gardens, seating, art, to create a streetscape that serves as a stage for community gatherings and a gallery to showcase art and gardens.

WMP 4-4.3: Incorporate courtyards into development to create a pattern of lined spaces or public and private gardens and gathering spaces that are inviting to the public.

WMP 4-4.4: Gathering spaces should be incorporated by allowing buildings to be set back from the street, particularly at intersections, to provide gathering spaces.

Policy OS 8.C ~~WMP 4-4.5~~: The section of Winslow Way, between Madrone Lane and Harbor Way, will become a centerpiece, designed as a civic plaza that can be closed occasionally for community celebrations.

Retain Right-of-Way and Easements

Policy OS 8.D ~~WMP 4-4.6~~: The City should refrain from allowing rights-of-way and easements to be vacated unless it can be demonstrated that they cannot be used to provide better pedestrian access, gathering spaces, greenbelts, or other open space amenities.

WINSLOW 2044
SUBAREA PLAN UPDATE

DRAFT

CITY OF
BAINBRIDGE ISLAND

ACKNOWLEDGMENTS

The Winslow Subarea Plan Update team would like to thank all of the community members who attended meetings and provided comments as well as the following agencies, groups, and individuals:

CITY OF BAINBRIDGE ISLAND CITY COUNCIL

At the time of Council adoption of this plan:

TBD

CITY OF BAINBRIDGE ISLAND TEAM

Blair King - City Manager
Patricia Charnas - Planning Director
Jennifer Sutton - Senior Planner
Paul Nylund - Engineering Manager
Chris Wierzbicki - Public Works Director
Peter Best - Senior Planner
Shannon Hays - Communications Coordinator

CONSULTANT TEAM

LMN Architects - Planning, Urban Design
Toole Design Group - Transportation
Strategic Economics - Economics
EA Engineering, Science, and Technology, Inc. - EIS Scoping
The Vida Agency - Outreach and engagement

CONTRIBUTING AGENCIES AND ORGANIZATIONS

TRANSIT
WSDOT
Kitsap Transit
Bainbridge Greenways
Squeaky Wheels

CITY ADVISORY GROUP
Race Equity Advisory Committee
Planning Commission
Design Review Board

OTHER AGENCIES
Fire Department
Police Department
School District
Parks and Recreation District

COMMUNITY ORGANIZATIONS
Arts and Humanities Bainbridge
Kids Discovery Museum
Bainbridge Dance Center
Sustainable Bainbridge
Bainbridge Conservation Coalition
Bainbridge Senior Center
Bainbridge Island Chamber of Commerce
Bainbridge Island Interfaith Council
Madrona School
Rotary Club of Bainbridge Island
St. Cecilia Catholic School
Bainbridge Island Parks and Trails Foundation
Island Volunteer Caregivers
Bainbridge Community Foundation
Island Health and Rehabilitation
BI Parks and Trails Foundation
Bainbridge Performing Arts
Bainbridge Island Historical Museum
Bainbridge Island Museum of Art
Bainbridge Library
Bainbridge Artisan Resource Network (BARN)

BAINBRIDGE ISLAND COMMUNITY

More than 1,400 people have participated through the public engagement process, most of whom live on the Island and residents of the Winslow Subarea.

TABLE OF CONTENTS

INTRODUCTION 3
EXECUTIVE SUMMARY 4
EXISTING CONDITIONS 5
OUTREACH AND ENGAGEMENT 33
SYNTHESIS AND VISION 52
ALTERNATIVES 64
PREFERRED ALTERNATIVE 74
APPENDIX 87

DRAFT

INTRODUCTION

[Future Section]

EXECUTIVE SUMMARY

[Future Section]

EXISTING CONDITIONS

HISTORY AND REGION

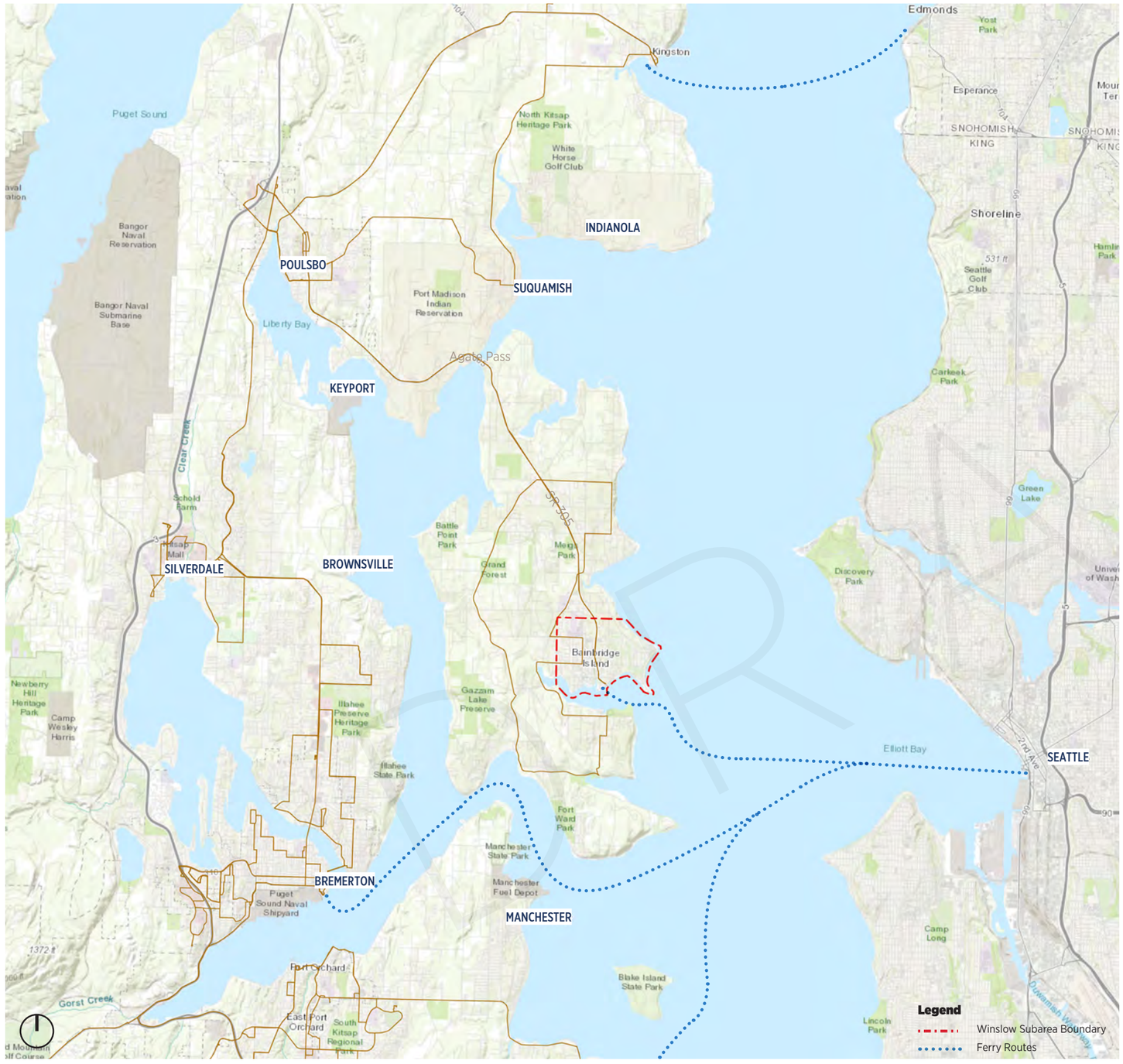


Exhibit C-1 Bainbridge Island Regional Map

Bainbridge Island (BI) is an island located west of Seattle and East of the Kitsap Peninsula on the Puget Sound with a rich ecological and cultural history. Connected to Seattle by WSDOT Ferry and the Kitsap Peninsula via State Route (SR) 305's Agate Pass Bridge to the north, the island community bridges between the bustling Seattle Metro area and the natural beauty of the Puget Sound. Known for its small-town charm, Bainbridge Island reached an estimated population of 24,825 people, making it the third largest island community in the state at the writing of this report. A significant density of both population and commerce on the island happens in WInslow, the town center of the island and the subject of this plan.

An in depth historical background and information is in the Introduction chapter of Bainbridge Island 2016 Comprehensive Plan. Some of the events and forces that shaped the nature and character of the Winslow are described in the following pages.

CULTURAL HISTORY

The land today known as Bainbridge Island was settled by the Suquamish people 13,000 years ago. Eagle Harbor, the waters around which Winslow is located today, was the site of multiple camps of the sakh-TAHBSH band of the Suquamish tribe. The harbors, beaches, and forests' of the area attracted generations of human settlement for their natural resources. The Suquamish ceded Bainbridge Island to the American as part of the Treaty of Point Elliott in 1855, and were relocated northward to a reservation at Port Madison.

Following the Treaty of Point Elliott, logging and agriculture became prominent industries on the Island, with a logging camp at Eagle Harbor becoming the seed for development that has continued to this day. By 1890, the settlement had a post office and was named Madrone. In the years that followed, additional institutions and services would establish themselves, cementing Madrone as the center of island life. In 1902, the town was renamed Winslow.

Japanese immigrants who had come to the island to work in sawmills started berry farms on some of the cleared land. Around 1900, they formed the Winslow Berry Growers Association. Japanese farmers faced legislation at a local and national scale that limited their ability to hold title to the land and establish themselves. In 1942, Executive Order 9066 set in motion the expulsion and internment of Japanese and Japanese Americans to camps established by the federal government during World War 2. Japanese American residents of Bainbridge Island were among the first in the country to be interned, likely



Expert fisherman, canoe builders and basket weavers, the Suquamish live in harmony with the lands and waterways

due to the Island's proximity to naval and military installations on the Puget Sound. After the war, only around half of Bainbridge Island's Japanese American residents returned, and farming did not reestablish itself at pre-war levels. The population growth and disruption during the war instead encouraged further residential development.

During World War 2, shipbuilding and repairs expanded in intensity in Eagle Harbor, and the surrounding town's population surged. New housing for wartime workers as well as a new business district were developed, expanding the footprint of the community on the harbor. In 1947, Winslow became Bainbridge Island's first incorporated town.

1950 brought both the Agate Pass Bridge on what is now SR 305 and the Washington State Ferry dock at Winslow, further linking the island to surrounding cities and communities on the mainland. The 1970s and 80s saw increased residential development on former farmlands, as well as the closure of the shipyard and further recreational and private development of the coastline. In 1990, residents of other island communities narrowly voted to be annexed under Winslow's municipal management, putting the whole island under one government and name. The following year, voters renamed the island city Bainbridge Island.



Japanese American residents of Bainbridge Island on their way to interment in 1942

GOVERNANCE

The city of Bainbridge Island is divided into three council districts, required to be roughly equal in population. The Council districts are:

- North Ward
- Central Ward
- South Ward

A seven member city council includes two representatives from each Ward plus an at-large representative. The Winslow Subarea is within the Central Ward.

Bainbridge Island has four separate public agencies that operate within the same island-wide municipal boundaries:

1. City of Bainbridge Island (COBI)
2. Bainbridge Island Metropolitan Park & Recreation District (Park District)
3. Bainbridge Island School District (BISD)
4. Bainbridge Island Fire Department (BIFD)

LAND AND ECOLOGY

Puget Sound Regional Council's Vision 2050 describes Puget Sound as the largest marine estuary by volume in the United States, and the region aims to "protect and restore natural systems, enhance the quality of water, and conserve the habitat". Therefore, it's crucial to consider the unique and valuable natural resources while planning for land use, development, transportation, and growth.

The 2016 Comprehensive Plan describes Bainbridge Island as "land that is split into two geologic areas, with the southern third composed of sedimentary bedrock approximately thirteen to thirty million years ago. Lying on a seismic fault line, its most prominent feature is the steep gradient at Bill Point, a backdrop for Rockaway Beach. This fault runs from Eagle Harbor to Seattle. Together with other active faults, a 9.0 plus earthquake involving the North American and Juan de Fuca Plates is a valid disaster potential for Bainbridge Island." Given the limited access to the Island, emergency preparedness is fundamental to this community. The current Winslow Subarea is bounded by Eagle Harbor to the south. According to the Shoreline Master Plan, Bainbridge Island has around 53 miles of waterfront. This shoreline is home to a variety of wildlife, including bald eagles, herons, seals, otters, and shellfish. Eagle Harbor is primary composed of clay, sand and deposits of gravel, see Exhibit C-2.

Sources: Historylink.org, "Bainbridge Island (Winslow)"; City of Bainbridge Island, City Website: Government; City of Bainbridge Island, "2016 Comprehensive Plan: Environmental Element"



Bainbridge Island's natural environment



Red Cedar



Exhibit C-2 Bainbridge Island soil geology

WINSLOW SUBAREA OVERVIEW

Historically, commercial development on Bainbridge Island has concentrated around Winslow and designated centers. Rolling Bay, Island Center, Lynwood Center are other mixed-use designated centers on the island. Per the Bainbridge Island 2016 Comprehensive Plan, to achieve a sustainable future, Bainbridge Island seeks to link these centers via a network of trails and transit options, while preserving and conserving the Island's natural environment outside of the designated centers.

The Winslow subarea is the seat of government, culture, and commerce on the Island. The historic downtown, centered on the Winslow Way, is adjacent to Eagle Harbor. A busy waterfront that features attractions such as the Waterfront Park and a range of local shops, restaurants, and cultural amenities such as the Bainbridge Island Historical Museum, Bainbridge Performing Arts Center, and the Washington State Ferry Terminal. Downtown Winslow is a destination for both the local community and tourists.

The Winslow Subarea has the greatest density of residential, commercial, and institutional uses of all the island's centers, and is a gateway for all those arriving from Seattle. Architectural styles such as Vernacular Bungalows, Craftsman, Minimal Traditional, Ranch, Modern, and northwest Contemporary are visible on the Island and in downtown Winslow.

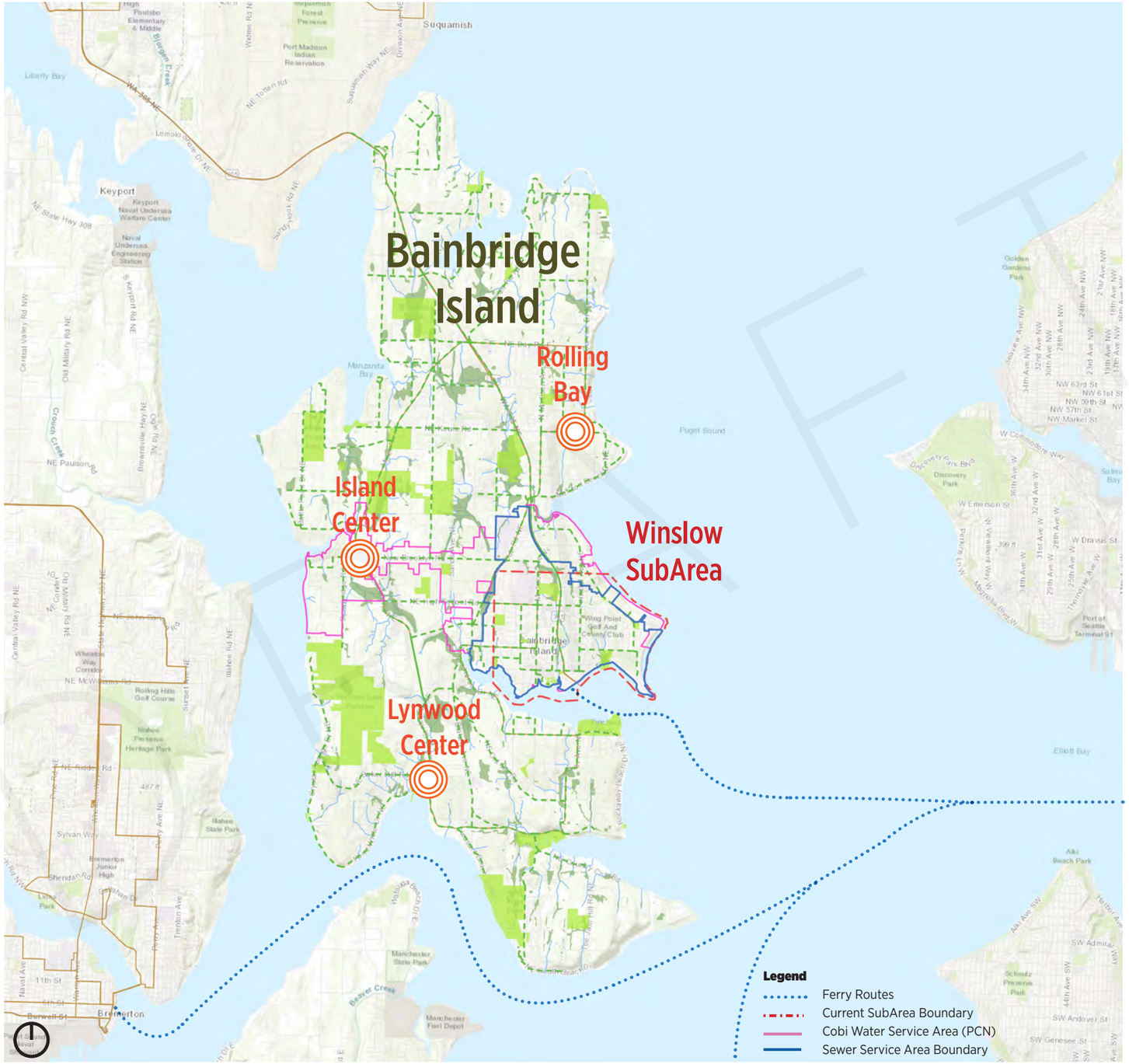


Exhibit C-3 Winslow on the Bainbridge Island



Madrone Lane public seating in the Winslow Subarea



Lynwood Center designated center



Island Center designated center



Rolling Bay designated center

PLANNING CONTEXT

This document is an update to the Winslow Subarea Plan, which was last revised in 2006 through a planning process known as “Winslow Tomorrow”. The plan serves as a policy guide for managing growth and development while also preserving and improving the community’s unique character, ecological resources, and economic vitality. This work builds on existing plans and reports, using relevant information, recommendations, goals, and visions as the baseline.

Plans shown on Exhibit C-4 are some of the many documents reviewed as a part of this plan update. These documents include development targets and criteria for Winslow that have been incorporated into the plan.

The Washington State Growth Management Act requires that cities and counties in the state develop summarize recent growth and compare to future population and employment targets. Kitsap County’s 2021 Buildable Lands Report (BLR), reflects trends and sets projections for population and employment growth across the whole county, including Bainbridge Island (BI). Between the year 2013-2019, BI employment growth was “more than twice the target rate” and residential growth was at 96% of anticipated rate.

During this same time period, almost half of residential growth took place in the less dense areas of the Island, rather than in the designated centers. The BI 2016 Comprehensive Plan plans for 5,635 additional residents and 2,808 additional jobs by 2036. This plan calls for “a development pattern that is consistent with the goals of the community and compatible with the Island’s natural systems”.

The 2020 Climate Action Plan guiding principles sets guidelines to take measurable actions, such as reducing green house gas emissions by 90% by 2045, (compared to 2014 levels) as well as increasing island’s climate resilience.

The recent Housing Action Plan and BI Housing Needs Assessment uses data to show how lower income households earning 80% AMI or less are most cost burdened and are in immediate need of more housing stock. PSRC’s Vision 2050 estimates 9% of new housing must be affordable (0-30%AMI), 8% for those who earn 31-50% AMI, 16% for those who earn 51-89% AMI, 9% for those who earn 81-100% AMI, and 12% for those who earn 101-120% AMI.

Both the 2022 Sustainable Transportation Plan and Kitsap Long-Range Transit Plan 2022-2042 have goals and solutions that respond to both climate adaptation and community resilience.

The mobility visions highlighted on page 28 will serve as the foundation for the recommendations chapter of this planning document. The 2020 BIMPRD Parks, Recreation and Open Space Comprehensive Plan’s mission aligns with community’s need by building a healthy community, through “development and delivery of innovative cultural and recreation opportunities”. Page 13 highlights goals and objectives based on current and projected population.

COBI 2017 Water system Plan as well as current on-going efforts by the Department of Public Works also identifies gaps and opportunities within infrastructure to plan for growth without unwanted pressure to the valuable natural resources.

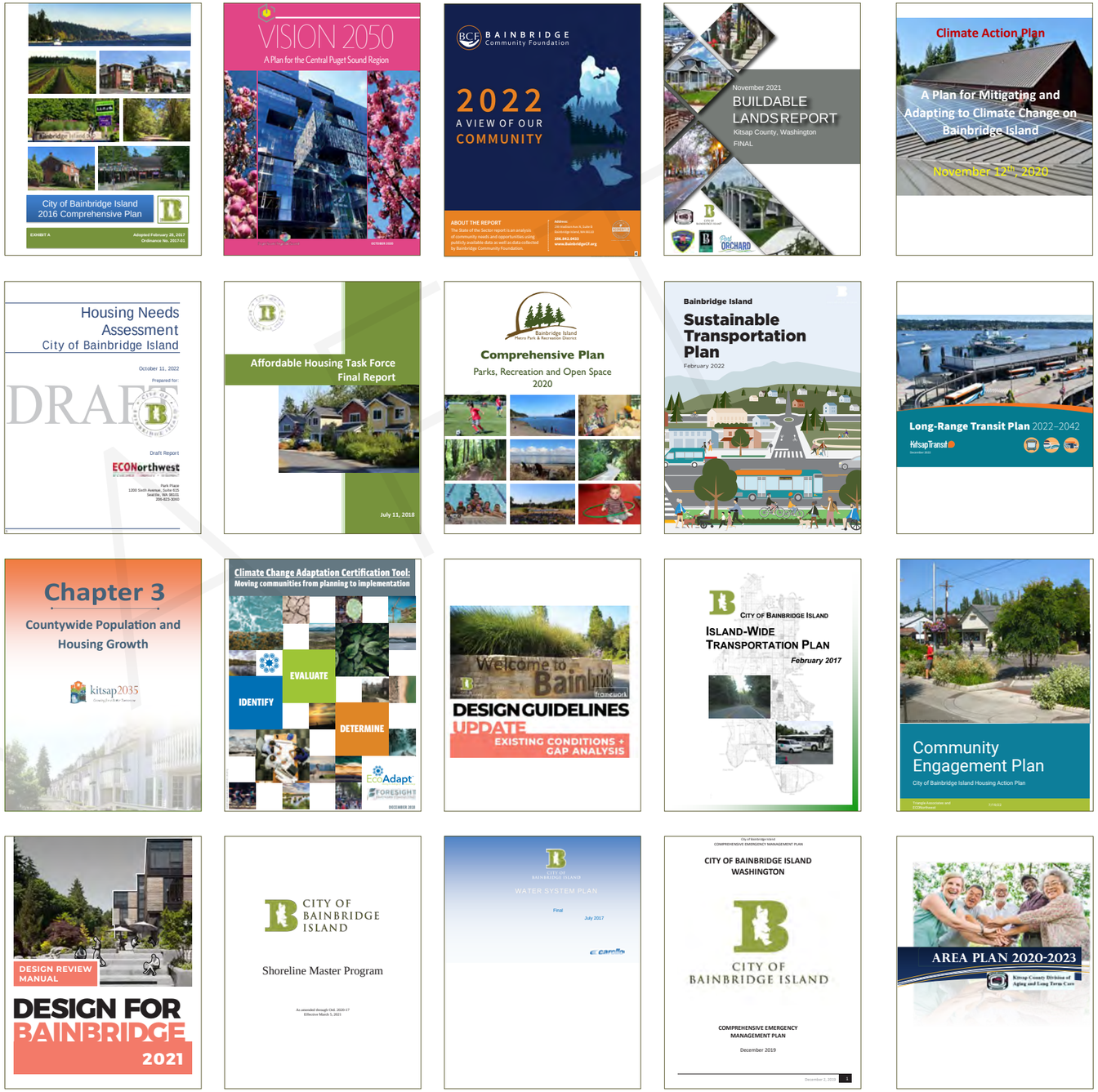


Exhibit C-4 Snapshot of some of the planning documents that have informed, guided, and set foundation for Winslow Subarea Plan Update

SUBAREA DEMOGRAPHICS

KEY DEMOGRAPHIC TRENDS

- The Winslow Subarea has captured an increasing share of Bainbridge Island's population growth since 1990, but is still only one-third of its total population. (Exhibit C-5)
- Housing prices in Bainbridge Island have increased dramatically in the past ten years. (Exhibit C-6)
  - This indicates supply is not keeping up with demand.
  - Typical homes in Bainbridge Island are now out of reach for those with median household incomes or less. (Exhibit C-8)
  - As housing prices rise, demand is increasing for smaller, more naturally affordable spaces and units in areas closer to jobs and services.
- The only age group that grew substantially from 2010 to 2020 was 60 and older residents (Exhibit C-7). This poses a number of concerns for Winslow:
  - A decline in the number of children in Winslow schools.
  - Increasing demand for local services, without significant growth in Winslow's working-age population
  - Increasing pressure on Winslow's labor force, as explored in the next section.

Sources: U.S. Census Bureau, Decennial Census, 1990, 2000, 2010; U.S. Census, ACS 5-Year Survey, 2016-2020; U.S. Census, LEHD, 2010-2019; Strategic Economics, 2023.

Notes: Income needed to purchase median home based on 20 percent down payment, six percent interest rate, 30-year mortgage, and 0.88% effective property tax rate.

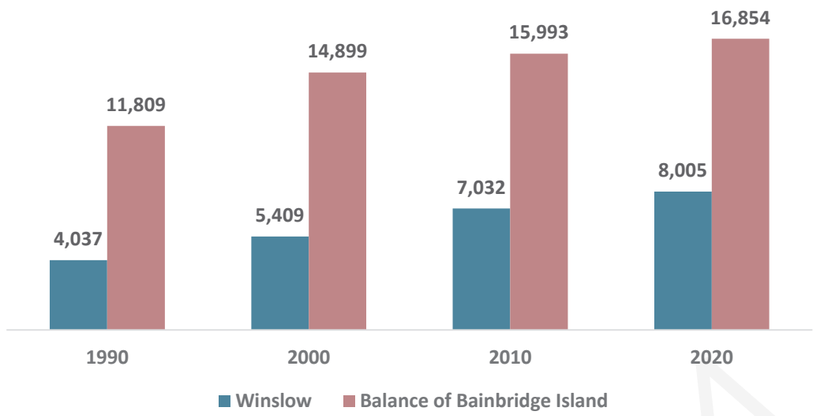


Exhibit C-5 Winslow Population vs. Bainbridge Island - 1990 to 2020

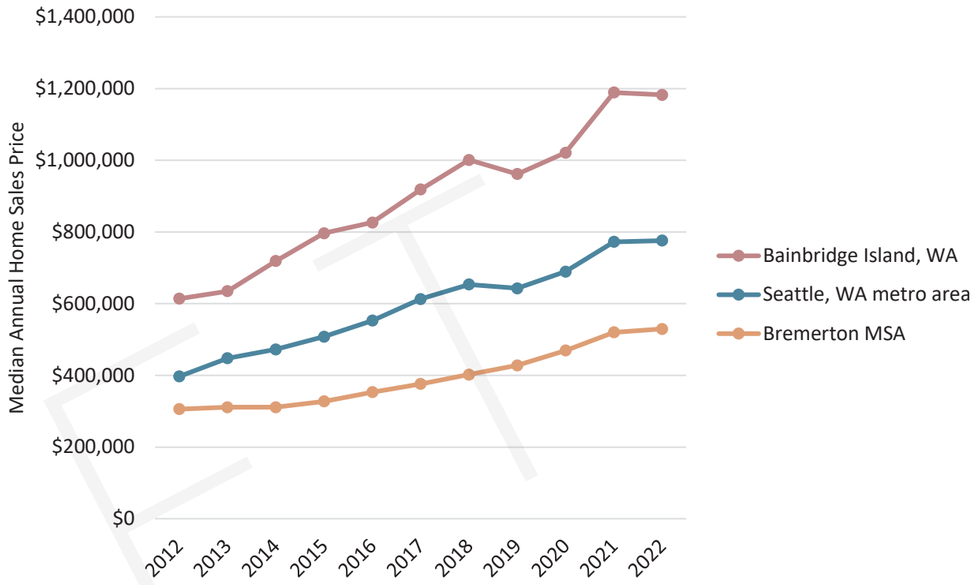


Exhibit C-6 Median Housing Sale Prices in Region, 2012 to 2022

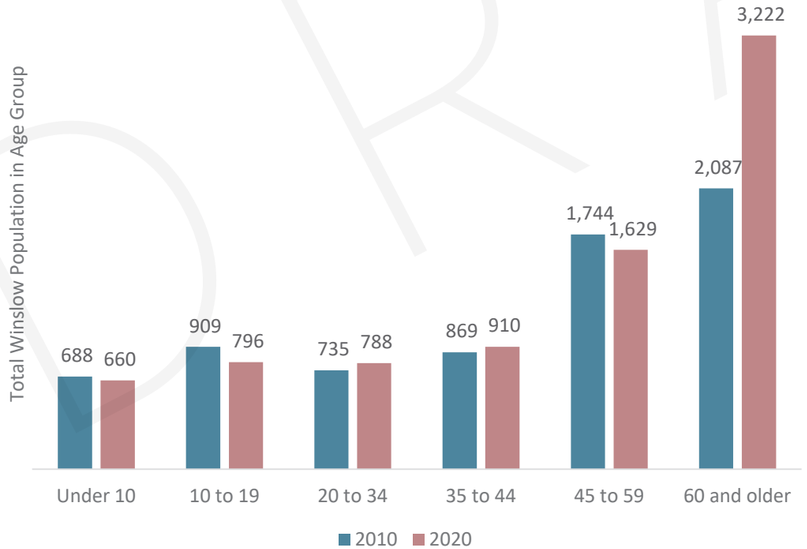


Exhibit C-7 Winslow Population Distribution by Age, 2010 to 2020

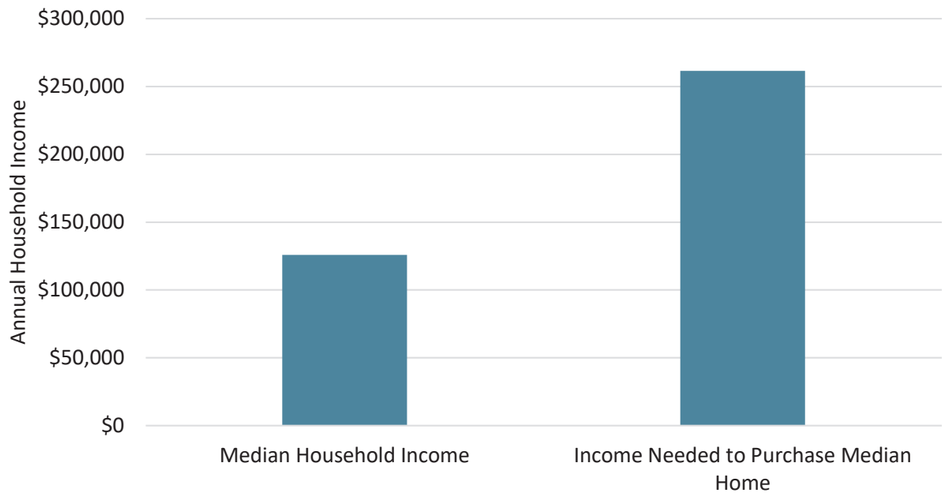


Exhibit C-8 Bainbridge Island Median Income, vs. Income Needed to Afford Median Home, 2022

SUBAREA ECONOMICS

KEY DEMOGRAPHIC TRENDS

Housing constraints are also starting to influence Winslow's economy:

- Winslow's growing job sectors are predominantly those for which workers can afford the prices of housing. (Exhibit C-10)
- There appears to be a correlation between Winslow's aging population and the growth of the healthcare and social assistance sector, some of whom are employed informally and not captured in the data. (Exhibit C-9)
- Lower-paying sectors like retail, accommodation, and food services are not growing. (Exhibit C-11)
- More and more workers are commuting from outside the Island.
  - Winslow has three times as many jobs for young workers than it has young working residents.
  - Many essential workers do not live on Bainbridge Island – putting the island at risk in emergency situations

As shown in Exhibit C-12, an increasing number of people are commuting to BI from the Kitsap County area. This increasing reliance on off-island workers makes the Island's work force less reliable and resilient. Also, today, a significant portion of workers live and work on the Island, but as every one of these local workers retires, they are not being replaced with local workers. Thus BI will have to continue to rely on an off Island workforce unless it can increase its housing supply and diversity.

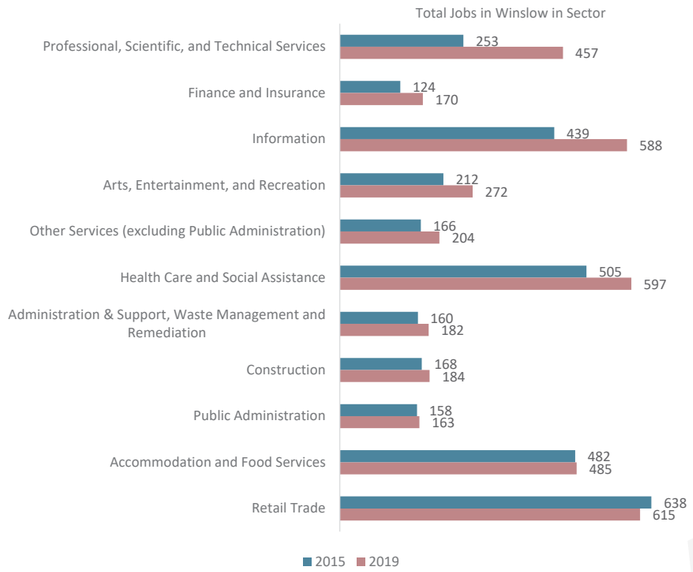


Exhibit C-9 Total Primary Jobs in Winslow for Largest Sectors, 2015 to 2019

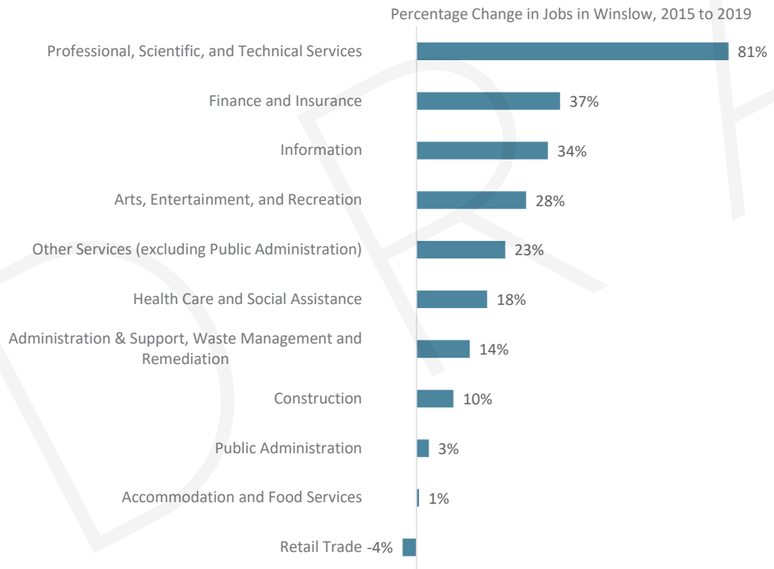


Exhibit C-11 Job Growth in Winslow for Largest Sectors, 2015 to 2019

Sources: U.S. Census, LEHD, 2010-2019; Strategic Economics, 2023.
Notes: Primary jobs refer to the highest-paying job for an individual worker for each year. This means that secondary jobs are not counted toward job totals, though each worker is counted individually. LEHD reports a different job total in the education sector in Winslow (110 primary jobs) than what was described by school administrators.

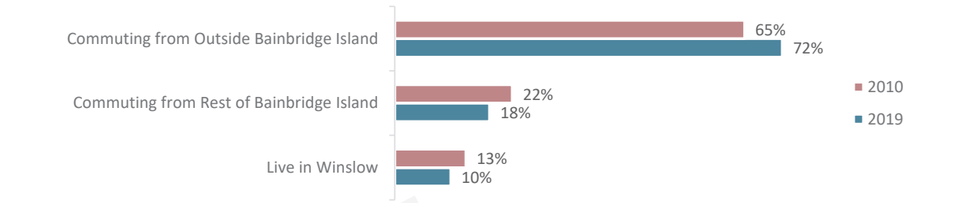


Exhibit C-10 Share of Winslow Workers by Location of Residence, 2019

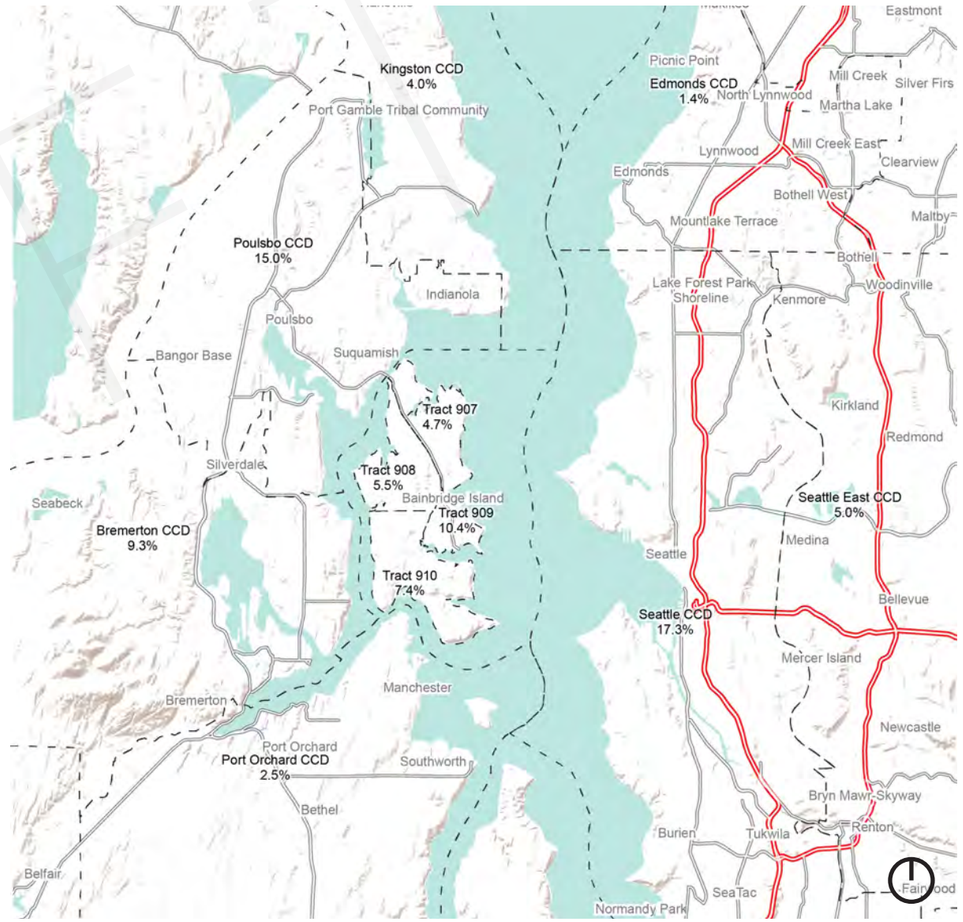


Exhibit C-12 Regional Commuting Pattern and share of Winslow Workers

This map shows the share of Winslow workers who commute from each region of the map. It reports commute shares at the tract level for Bainbridge Island, and at the Census County Division (CCD) level for the rest of the region. CCDs are an official U.S. Census geography used to subdivide counties in Washington State. Each of these geographic areas is denoted by a dashed line. Only areas that are home to at least one percent of Winslow's workforce are marked on the map.

COMMUNITY RESILIENCE

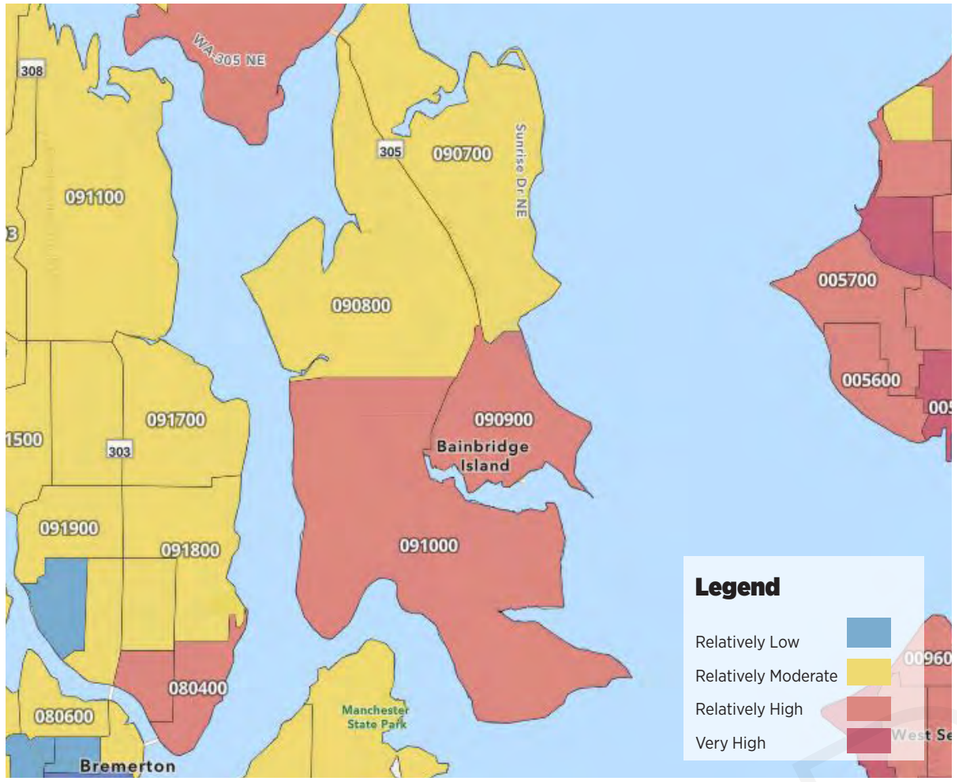


Exhibit C-13 FEMA Community Risk Index, March 2023 *https://hazards.fema.gov/nri/map#*



Exhibit C-14 Projected Coastal Inundation 2070-2099 *http://bit.ly/3LmxlUh*



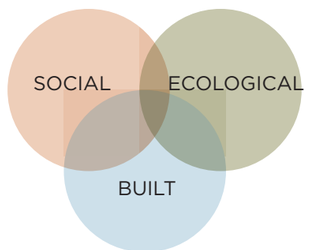
Exhibit C-15 Average Household Carbon Emissions *http://bit.ly/3ZQqSW0*

This plan update focuses on not only sustainability but resilience for the WInslow subarea. Ideas for how to achieve a more resilient balance between natural systems, social imperatives, and the built environment we be explored in the vision and alternatives components of this Subarea Plan Update.

RESILIENCE DEFINED

Resilience is the capacity for a community to retain or rapidly regain services and functionality in the face of stress, disturbance, or change. It is often used in the context of natural disasters or climate changes, but also applies to human-led changes like housing affordability or economic development, changes that are not always negative. *A Framework for Resilient Urban Futures* states that resilient communities balance between social, environmental, and technological systems. Put differently, there is a dynamic interdependence between the people and social goals, the things which are built, and natural or ecological systems.

Resilient communities balance between these systems:



WINSLOW SUBAREA'S RISK INDEX

The Federal Emergency Management Agency (FEMA) maps community resilience to natural disasters by Census Tract using a tool called the National Community Risk Index. At the time of the writing of this report section, Winslow Subarea is completely contained in census tract 090900, so for this analysis the two will be used interchangeably, more granular data is not available.

The Winslow subarea's anticipated risks include earthquake (relatively high), coastal flooding (relatively moderate), and landslide (relatively moderate), with additional relatively low risks for heat waves, wildfires, ice storms, and winter weather. Aditionally, FEMA's community risk index identifies Winslow located in census as more socially vulnerable than other parts of Bainbridge island. This means that this part of the island is relatively more susceptible to adverse impacts of natural hazards due to demographic and socioeconomic factors.

Higher risk ratings are largely driven by a factor FEMA calls expected annual loss, with the two largest contributing factors being coastal flooding and earthquake. Exhibit C-14 shows a projection of the coastal inundation by the end of the century assuming a high emissions future. In this scenario, approximately .9% of the land within the census tract will be impacted, primarily low lying areas around Eagle Harbor, Yeomalt Point, and around Murden Cove/Manitout Beach Dr. North of Census tract.

The National Risk Index clearly states earthquakes are the most likely shock the City could face, and the City has put plans and programs in place for this eventuality. The City has been a leader in the Bainbridge Prepares (BP) initiative, which is a public-private partnership that pushes out information, notifications, events, and training. BP also maintains a list of Disaster Hub Locations to coordinate responses and services in the event of a disaster.

THE BIG PICTURE

In reviewing existing plans and through the preliminary listening sessions, the importance of sustainability as a core value to Islanders clearly comes through. Yet Exhibit C-15 shows average household carbon emissions for Bainbridge Island. This graphic shows that the Winslow Subarea has average emissions approximately in line with the national average. It also shows the rest of the island outside of the Subarea has emissions substantially above the national average. This tool clearly shows the relationship between development

Sources: The Urban Book Series: A Framework for Resilient Urban Futures; Resilient Design Institute, "Resilient Design: Bouncing Back, Bouncing Forward"; FEMA National Risk Index; US Climate Resilience Toolkit, Climate Mapping for Resilience and Adaptation Assessment Tool; The New York Times. n collaboration with the UC Berkeley Cool Climate Network, "The Climate Impact of Your Neighborhood, Mapped";

BOUNDARIES



Exhibit C-16 Existing boundaries

The current Subarea boundary contains 9%* of total island's land. It extends to Weaver Road to the West, Eagle Harbor shoreline to the South and East, and approximately 650 feet South of New Brooklyn Road.

Other infrastructure boundaries to note are Sewer boundary and Water boundary. The Sewer boundary is 9% of total land island. Outside of the Winslow Sewer area, wastewater is treated via on-site septic systems or privately owned and operated wastewater treatment plant.

The City water boundary is 16% of total island's land, which serves Winslow and Fletcher Bay areas. The water system is supplied by groundwater and wells located within and outside of Winslow Subarea boundary.

As part of Subarea plan update, capacity of sewer and water infrastructure was studied to understand the opportunities and constraints of capacity and boundary limits. Table below summarizes the current population and anticipated growth per County-wide Planning Policy and Housing Need Assessment (2022) and questions how much of this growth should be accommodated within the current boundaries, and whether expansion of water and sewer infrastructure boundaries are necessary as part of this plan update.

2020 POPULATIONS: People & Jobs		% of Island Population
PEOPLE (2020 US CENSUS)		
City of Bainbridge Island	24,825	100
Winslow Subarea	8,005	**32.2 %**
JOBS (US CENSUS, LEHD)		
City of Bainbridge Island	7,809	100
Winslow Subarea	4,319	**55.3%**

2044 POPULATIONS PROJECTIONS**		
PEOPLE		
City of Bainbridge Island	29,349	100
Winslow Subarea	?	?
JOBS		
City of Bainbridge Island	9,736	100
Winslow Subarea	?	?

*Area calculations are based on existing boundaries, which do not align. Discrepancies in land and water areas with current boundary lines will be resolved in the preferred alternative.
**Growth projection per County-wide Planning Policy and Housing Need Assessment (2022)

ZONING AND DISTRICTS

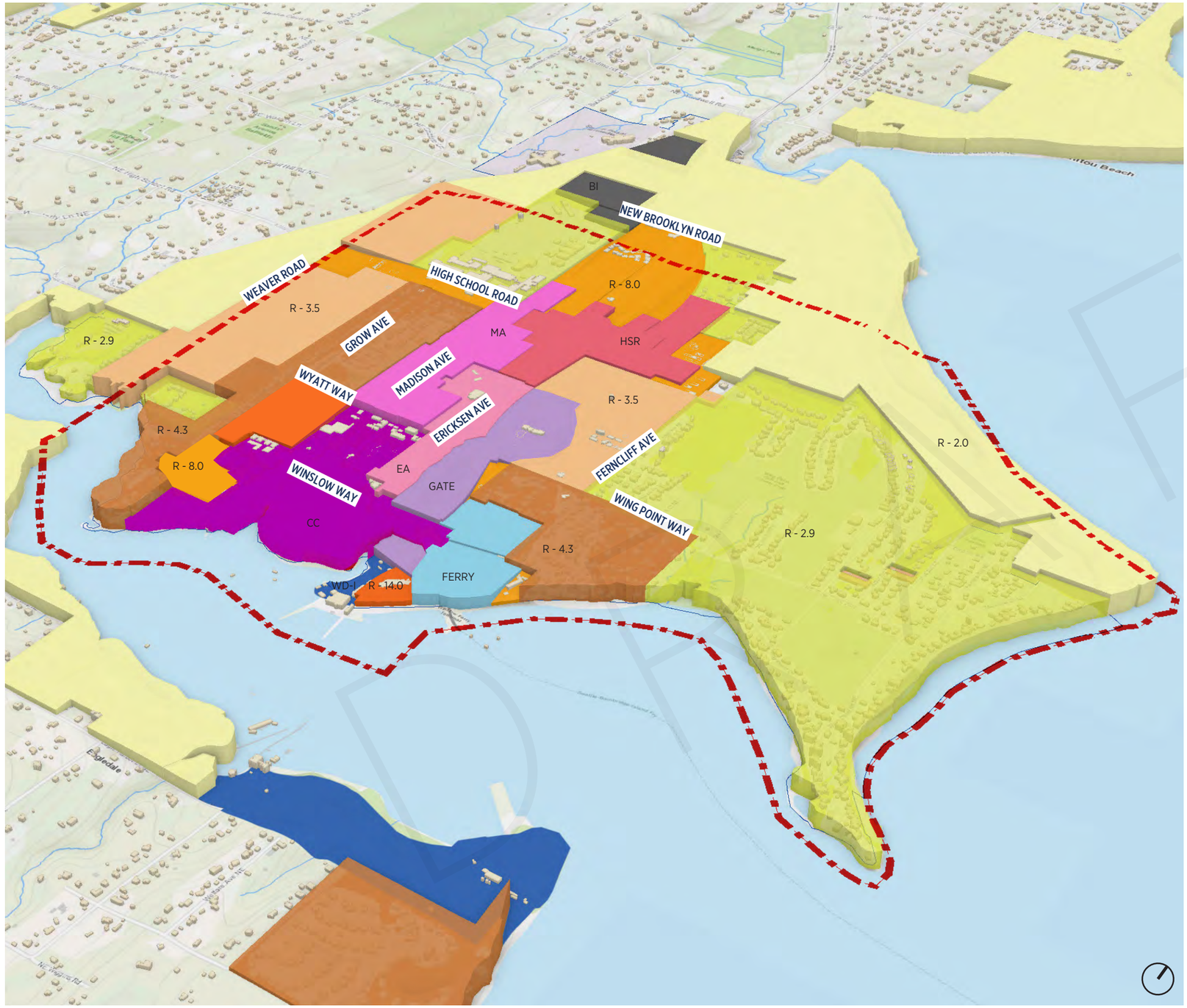


Exhibit C-17 Existing maximum zoning height envelopes

The Bainbridge Island municipal zoning code has undergone updates in recent years, with the most recent being through Ordinance 2022-25 in 2022. The Official Zoning map was last updated in 2017. The island has a total of twenty district zones, with ten residential and five constituting the Mixed-Use Town Center district. Each zone has unique development standards. In the Winslow area residential zones (R-2 to R-14), density is calculated based on the number of dwelling units per minimum lot area. However, for mixed-use zones, floor area ratio (FAR) is used to calculate density and development size. This differentiation creates some complexity in planning when it comes to understanding the current residential and employment capacity of the Winslow Subarea. Maximum building and structure heights in the subarea range from 25ft to 45ft if bonus height provisions are considered. All zones have maximum lot coverage standards.

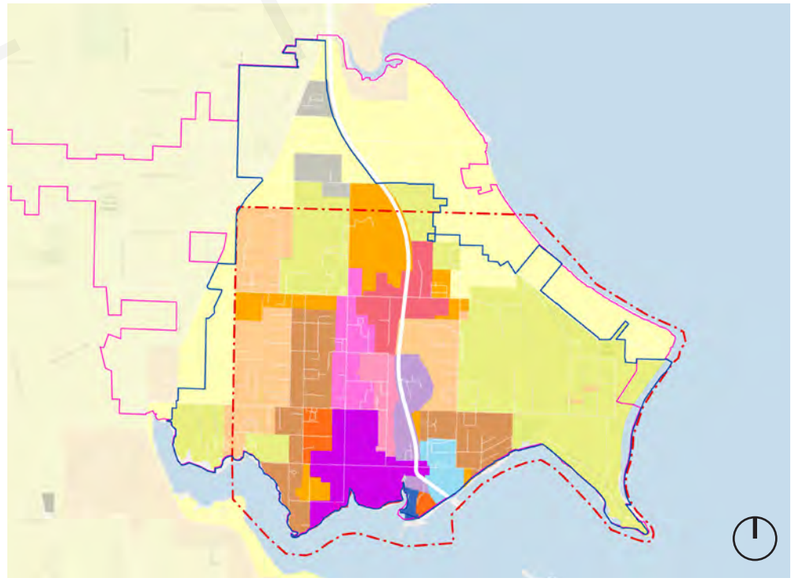


Exhibit C-18 Existing Official Zoning Map

Legend

- Subarea Boundary
- CoBI Water Service Area (PCN)
- Sewer Service Area Boundary
- R - 0.4
- R - 1.0
- R - 2.0
- R - 2.9
- R - 3.5
- R - 4.3
- R - 8.0
- R - 14.0
- CC - Central Core Overlay
- MA - Madison Avenue Overlay
- EA - Ericksen Avenue Overlay
- Gate - Gateway Overlay
- Ferry - Ferry Terminal Overlay
- HSR - High School Road Districts I and II
- B/I - Business/Industrial
- WD-I - Water-Dependent Industrial

MIXED USE TOWN CENTER ZONE - CENTRAL CORE OVERLAY



Mixed-Use residential on Madison and Winslow Way



Bainbridge Island Museum of Art



Winslow Way

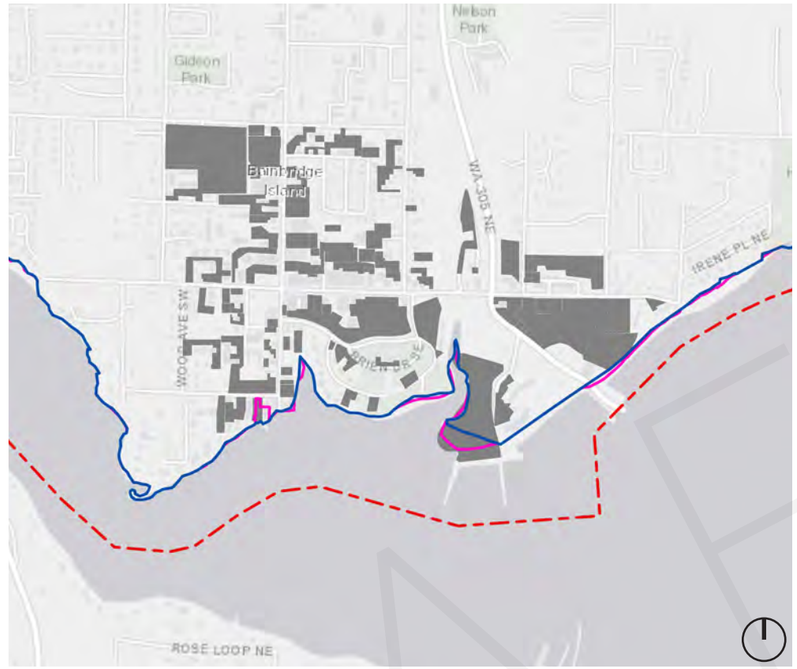


Exhibit C-19 Winslow existing parking inventory



Exhibit C-20 Central Core Overlay District with existing buildings massing

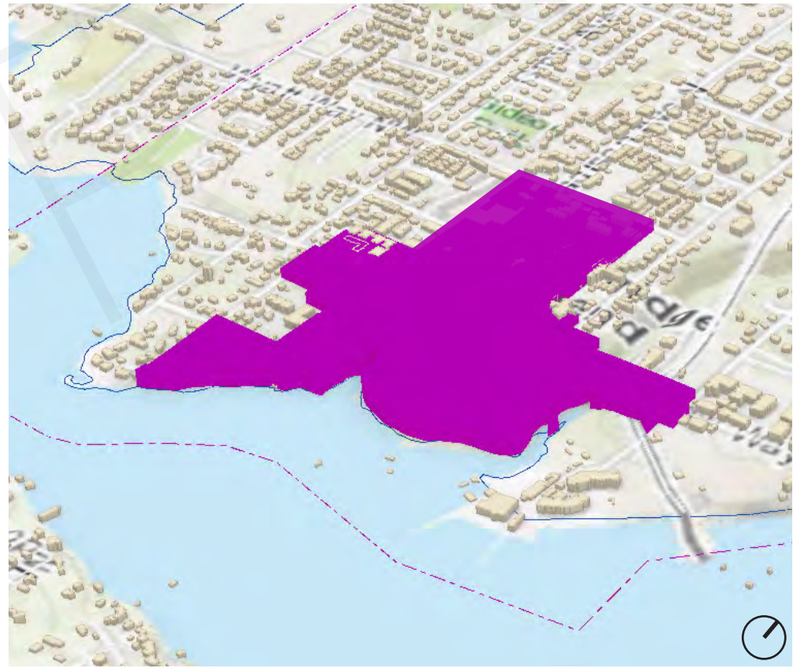


Exhibit C-21 Central Core Overlay District existing maximum zoning height envelopes

The Central Core Overlay District serves as the commercial and government center of Bainbridge Island, and features prominent retail, cultural, and institutional establishments such as the Town & Country Market, Waterfront Park, BI Senior Center, and Bainbridge Island City Hall. The district spans from Wyatt Way NE to the north, and the Eagle Harbor shoreline to the south, and is bordered by the Gateway, Ferry Terminal, Madison, Erickson, Residential-14.0, and Residential-8.0 areas. Winslow Way, the district's main street, is known for its unique history and character, which attracts both local residents and tourists alike. Due to the small size, irregular shape, and challenging grades of the parcels along Winslow Way, development can be difficult. Proximity to the ferry terminal, cultural and civic organizations, local retail, dining, trails, and open spaces are critical to maintaining the district's vibrancy. Mixed-use residential development integrated throughout the district creates an attractive and walkable downtown neighborhood.

"The Central Core Overlay District 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." BIMC Code 18.06.030

Central Core Overlay District Development Standards

		BASE	BONUS*
MAX FAR	Commercial / Nonresidential Uses	0.6	N/A
	Residential	0.4	1.0 ; 1.1 Affordable Housing Development on Property Owned or Controlled by a Religious Organization
	Mixed Use	1.0	1.5
MAX HEIGHT		35ft; 25ft South of Parfitt Way	If Parking under building: 45ft; 35ft south of Parfitt Way
		COMMERCIAL	RESIDENTIAL
FRONT SETBACK		5ft max from sidewalk	10ft min ; 20ft max from Madison Ave. sidewalk
SIDE SETBACK		0ft; 5ft when property borders the Madison Avenue or Ericksen Avenue Overlay District	
REAR SETBACK		0ft; 5ft when property borders the Madison Avenue or Ericksen Avenue Overlay District	
MIN LOT DIMENSIONS		N/A	
MAX LOT COVERAGE		100%	
PARKING		Min spaces per 1,000 sqft: 2, except 3 in the Parfitt-Waterfront area 5 maximum above-ground spaces per 1,000 sqft	Minimum spaces per unit: 1 space per primary dwelling unit that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units, Or, 1 space per unit within 1/2 mile of Ferry, 1.5 per unit 1/2-1 mile from ferry

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

MIXED USE TOWN CENTER ZONE - MADISON AVENUE OVERLAY



Townhome development on Madison Avenue





Kitsap Regional Library, Bainbridge Island



Detached small lot single family residential



Exhibit C-22 Madison Avenue Overlay District with existing buildings massing



Exhibit C-23 Madison Avenue Overlay District existing maximum zoning height envelopes

The Madison Avenue Overlay District extends from Wyatt Way NE to just North of High School Road. It borders with Central Core, Ericksen, High School Road, and Erickson districts to the South and East, Residential-8.0, Residential R-4.3, and Residential-2.9 districts to the North and West. Madison Avenue is a north/south minor arterial street through the Subarea, with typical block lengths of 600 feet, directly connecting to Winslow Way and Eagle Harbor shoreline. It carries the majority of vehicular traffic, serving as the main connection between Winslow and SR 305. Multi-family housing, offices, St. Cecilia church and catholic school, Madison Tot Lot, and Bainbridge Public Library are some of the main attractions of this district.

Per BIMC Code 18.06.030, "The purpose of the Madison Avenue Overlay District 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."

Madison Avenue Overlay District Development Standards

		BASE	BONUS*
MAX FAR	Commercial / Nonresidential Uses	0.4	N/A
	Residential	0.4	0.6 0.8 Affordable Housing Development on Property Owned or Controlled by a Religious Organization
	Mixed Use	0.5	1.0
MAX HEIGHT		25 ft; 35 ft North of High School Rd	If Parking under building: 35 ft; 45 ft North of High School Rd
		COMMERCIAL	RESIDENTIAL
FRONT SETBACK		10 ft min; 20 ft max	
SIDE SETBACK		0 ft; 5 ft when property borders the Central Core Overlay District	
REAR SETBACK		0ft; 5 ft when property borders the Central Core or Ericksen Avenue Overlay District	
MIN LOT DIMENSIONS		N/A	
MAX LOT COVERAGE		35%	
PARKING		Min spaces per 1,000 sqft: 4; 5 maximum above-ground spaces per 1,000 sqft	Minimum spaces per unit: 1 space per primary dwelling unit that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units, or 1 space per unit within 1/2 mile of Ferry, 1.5 per unit 1/2-1 mile from ferry

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

MIXED USE TOWN CENTER ZONE - ERICKSEN AVENUE OVERLAY



Bainbridge Island Historical Museum



Ericksen Ave



Historic houses on Ericksen Ave



Exhibit C-24 Overlay District Overlay with existing buildings massing



Exhibit C-25 Ericksen Avenue Overlay District existing maximum zoning height envelopes

Ericksen Avenue Overlay District extends from just north of Winslow Way E to Wallace Way NE. It borders with Central Core, Madison, High School Road, and Gateway districts. The Ericksen District is home to a mix of office space, multifamily and older single-family homes. There are a variety of building frontages, often set back from the public realm with generous areas for vegetation. Preservation of view corridors through to the Winslow Ravine, and small scale development with integration of sustainable design concepts are practices in place to maintain and enhance the character.

Per the BI Comprehensive Plan, "the purpose of the Ericksen Avenue Overlay Districts 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. It is strongly encouraged to preserve historic (pre-1920) buildings and to continue the historic patterns of building forms and scale. Historic 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

Ericksen Avenue Overlay District Development Standards

		BASE	BONUS*
MAX FAR	Commercial / Nonresidential Uses	0.3	N/A
	Residential	0.3	0.6; 0.75 Affordable Housing Development on Property Owned or Controlled by a Religious Organization
	Mixed Use	0.5	0.9
MAX HEIGHT		25 ft	35 ft
		COMMERCIAL	RESIDENTIAL
FRONT SETBACK		15 ft min; 20 ft max	
SIDE SETBACK		5 ft min;	
REAR SETBACK		0ft; 5 ft when property borders the Central Core or Madison Avenue Overlay District	
MIN LOT DIMENSIONS		N/A	
MAX LOT COVERAGE		35%; 2,500 sq max. building footprint south of Wyatt, excluding parking structures below predevelopment & finished grade	
PARKING		Min spaces per 1,000 sqft: 4; 5 maximum above-ground spaces per 1,000 sqft	Minimum spaces per unit: 1 space per primary dwelling unit that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units or 1 space per unit within 1/2 mile of Ferry, 1.5 per unit 1/2-1 mile from ferry

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

MIXED USE TOWN CENTER ZONE - GATEWAY OVERLAY



Bainbridge Island Kid's Museum



Gateway Overlay District way-finding



The Vinyard Multi-family



John Nelson park



Exhibit C-26 Gateway Overlay District with existing buildings massing



Exhibit C-27 Gateway Overlay District existing maximum zoning height envelopes

The Gateway Overlay District centers on the Winslow Ravine, which spans from Winslow Way E to Wallace Way NE. This area includes a publicly-owned forested section adjacent to the Ferry Terminal. It borders with Central Core, Ericksen, Ferry Terminal to its South and West, Residential-8.0, Residential R-4.3, and Residential-3.5 districts to the East.

Per BIMC Code 18.06.030, "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. It is intended to retain the greenbelt located adjacent to SR 305 consistent with the greenways plan and to provide landscape development to screen uses from single-family residential properties."

Gateway Overlay District Development Standards

		BASE	BONUS*
MAX FAR	Commercial / Nonresidential Uses	0.15	N/A
	Residential	0.5	1.0 1.25 Affordable Housing Development on Property Owned or Controlled by a Religious Organization
	Mixed Use	0.5	1.0
MAX HEIGHT		35 ft	45 ft

	COMMERCIAL	RESIDENTIAL
FRONT SETBACK	5 ft max from sidewalk	
SIDE SETBACK	Zero	
REAR SETBACK	Zero	
MIN LOT DIMENSIONS	N/A	
MAX LOT COVERAGE	35%	
PARKING	Min spaces per 1,000 sqft: 4; 5 maximum above-ground spaces per 1,000 sqft	Minimum spaces per unit: 1 space per primary dwelling unit that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units or 1 space per unit within 1/2 mile of Ferry, 1.5 per unit 1/2-1 mile from ferry

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

MIXED USE TOWN CENTER ZONE - FERRY TERMINAL OVERLAY



Aerial view of Ferry Terminal context and development patterns



New BLIS Multi-family buildings in Ferry Terminal Overlay - currently under construction

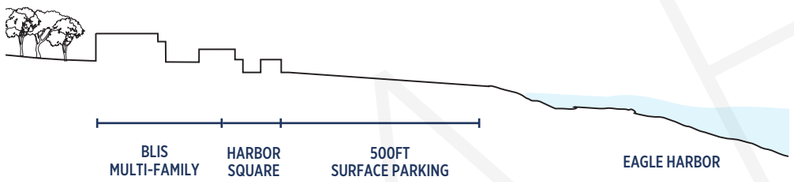


Exhibit C-28 Transect of Ferry Terminal vicinity land



Exhibit C-29 Ferry Terminal Overlay District with existing buildings massing



Exhibit C-30 Ferry Terminal Overlay District existing maximum zoning height envelopes

The Ferry Terminal Overlay District extends from the BI Washington State Ferry Terminal at Eagle Harbor shoreline to North of Hanami Lane and borders with Central Core, Gateway, Residential-14.0, Residential-8.0, and Residential R-4.3 districts. Winslow Way splits the district, with area south being made up of 12 separate properties owned by both public and private entities. The largest land uses in the area are surface parking lots, the WSF auto holding area, and the Kitsap Transit bus transit center. An information kiosk and various small service-oriented business are located in Harbor Square, the retail destination of this district. Many storefronts are not occupied along the eastern edge Winslow Way. There is a disconnect between the prominent location, volume of visitors, and dominance of inactive and parking uses within the southern portion of the district, which is unsuccessful as an active and welcoming gateway.

Per BIMC Code 18.06.030, "the purpose of the ferry terminal Overlay District 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."

Ferry Terminal Overlay District Development Standards

		BASE	BONUS*
MAX FAR	Commercial / Nonresidential Uses	0.1	N/A
	Residential	0.4	1.1; 1.2 Affordable Housing Development on Property Owned or Controlled by a Religious Organization
	Mixed Use	0.5	1.2 - Additional 0.2 FAR is permitted in accordance with BIMC 18.12.030.E.2. It may be applied to either the residential or commercial component of the mixed use development
MAX HEIGHT		25 to 35 ft range, refer to BIMC 18.12.030.C	35 ft to 45 ft range, refer to BIMC 18.12.030.C
		COMMERCIAL	RESIDENTIAL
FRONT SETBACK		5ft max from sidewalk except as modified by transition standards in BIMC 18.12.030.C	
SIDE SETBACK		0 ft	
REAR SETBACK		0 ft	
MIN LOT DIMENSIONS		N/A	
MAX LOT COVERAGE		75%	
PARKING		Min spaces per 1,000 sqft: 1; 3 maximum above-ground spaces per 1,000 sqft	Minimum spaces per unit: 1 space per primary dwelling unit

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

HIGH SCHOOL ROAD DISTRICTS I AND II



Bainbridge Island Commons Multi-family development



Island Village



Virginia Mason, one of the limited health care facilities within Winslow Subarea



Exhibit C-31 High School Road Overlay District with existing buildings massing

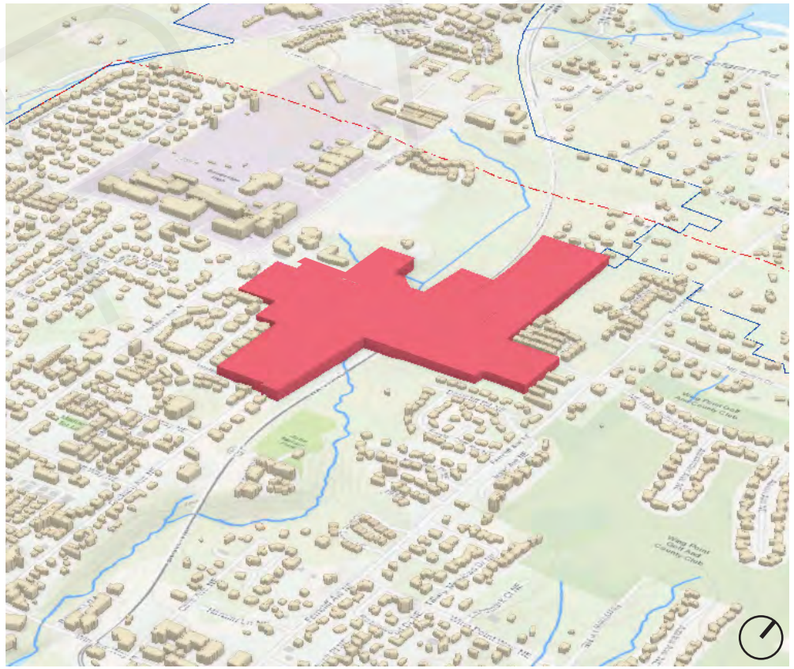


Exhibit C-32 High School Road Overlay District existing maximum zoning height envelopes

The High School road districts I and II, are located on the Northern edge of Winslow Subarea boundary and abut the Madison, Ericksen, Residential-R.8, Residential-3.5, and Residential-2.9. These two zones are connected to Ferry terminal via WA 305, and have a concentration of schools, parks, community retail, services, and developable land. A section of the Sound to Olympics trail has been completed, connecting cyclists and pedestrians safely from this district to the ferry terminal

Per BIMC Code 18.06.040, “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.”

High School Road Overlay District Development Standards

		BASE	BONUS*
MAX FAR	**Commercial / Nonresidential Uses**	0.3	N/A
	Residential	0.3	0.6 0.75 Affordable Housing Development on Property Owned or Controlled by a Religious Organization
	Mixed Use	0.3	0.9
MAX HEIGHT		35 ft	45 ft
		COMMERCIAL	**RESIDENTIAL**
FRONT SETBACK		10 ft max from sidewalk	
SIDE SETBACK		0 ft	
REAR SETBACK		0 ft	
MIN LOT DIMENSIONS		N/A	
MAX LOT COVERAGE		50%	
PARKING		Min spaces per 1,000 sqft: 4; 5 maximum above-ground spaces per 1,000 sqft	Minimum spaces per unit: 1 space per primary dwelling unit that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units or 1 space per unit within 1/2 mile of Ferry, 1.5 per unit 1/2-1 mile from ferry

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

BUSINESS/INDUSTRIAL



Copper Top development aerial view



Sportsman Club Road



BARN hosting Technical Art studio



Winery at Coppertop Business Park

The Business/Industrial (B/I) borders with Residential-8, Residential-2.9, Residential-2 and Residential-0.4 zones, and uses like Bainbridge BARN, wineries, distilleries, coffee roasters, breweries, climbing gym, boys and girls clubs, self-storage facilities and various spaces for craftspeople and artisans, catering to both locals and tourists are part of this district. Woodward Middle school and Sonoji Sakai Intermediate school are both adjacent to this zone. Access to B/I is via Sportsman Club Road, New Brooklyn Road, and WA 305. Spaces within this zone are well-used and loved by the entire Island.

Per BIMC Code 18.06.060, "the purpose of the business/industrial district is to facilitate development of a diverse economy on the island with business retention, growth, and innovation. The district is intended to provide opportunities for knowledge-based businesses and expansion of Island businesses, for diversity of jobs, and for low-impact industrial activity that is compatible with adjoining residential neighborhoods. The B/I district was formerly called the light manufacturing (LM) district and is intended to implement comprehensive plan provisions related to light manufacturing uses. The B/I district encourages proper site planning and design of developments in order to minimize traffic congestion, visual impacts, environmental impacts, and other impacts and use conflicts within and beyond the district's boundaries as enabled through development and performance standards."

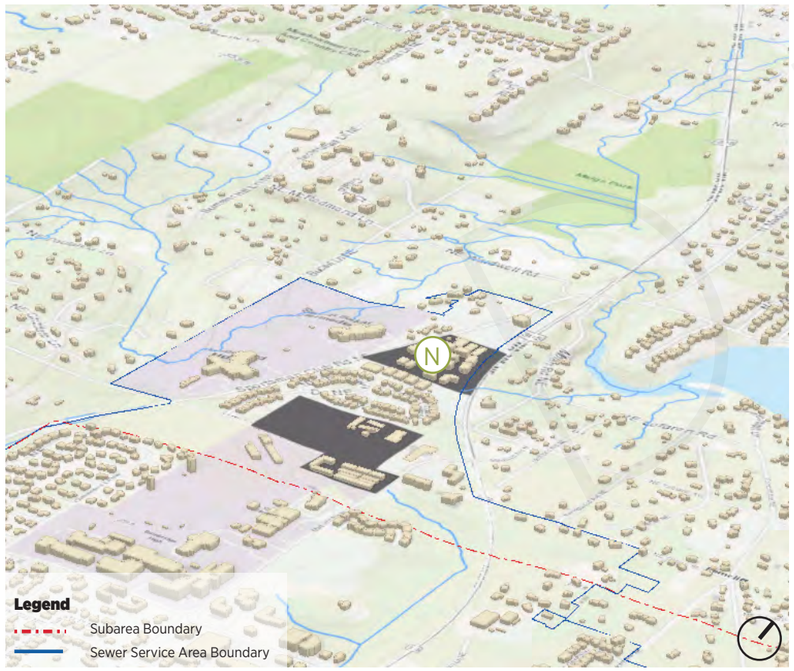


Exhibit C-33 B/I Overlay District with existing buildings massing

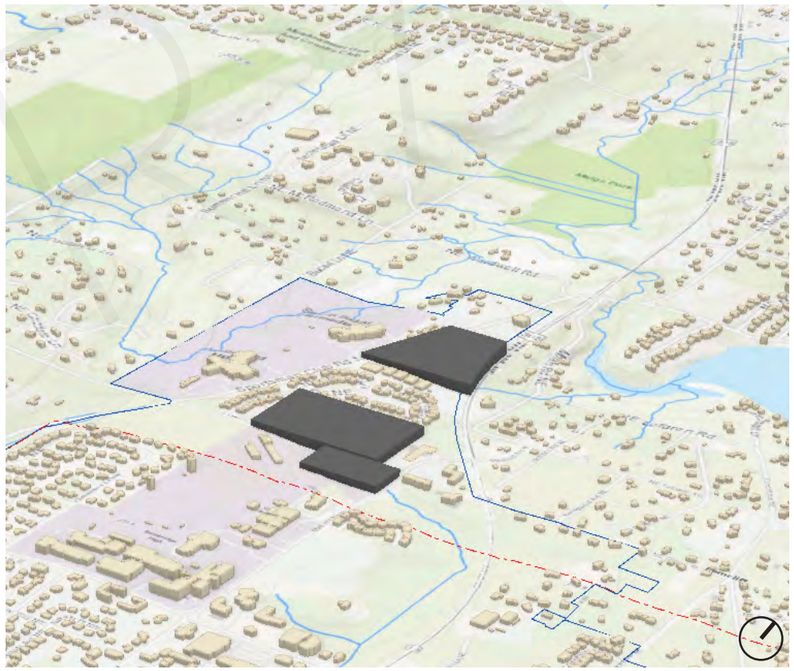


Exhibit C-34 B/I Overlay District existing maximum zoning height envelopes

Business / Industrial Overlay District Development Standards

		BASE	BONUS*
MAX FAR	Commercial / Nonresidential Uses	No Max - Limited by other standards	
	Residential	Live / Work Unit - BIMC 18.09.030.B.4	
	Mixed Use	No Max - Limited by other standards	
MAX HEIGHT		35 ft	45 ft for Nonresidential Uses with Major Conditional Use Permit
FRONT SETBACK		50 ft along any public R.O.W	
SIDE SETBACK		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.	
REAR SETBACK		15 ft; 50ft. 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.	
MIN LOT DIMENSIONS		20,000 sq.ft	
MAX LOT COVERAGE		35%	
PARKING		4 spaces for each 1000 square feet	

*Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. Specific uses can be found at BIMC zoning code 18.09.020 USE REGULATIONS

MULTI FAMILY RESIDENTIAL



Mixed-Use multi-family



Grow community multi-family town-homes



Apartments

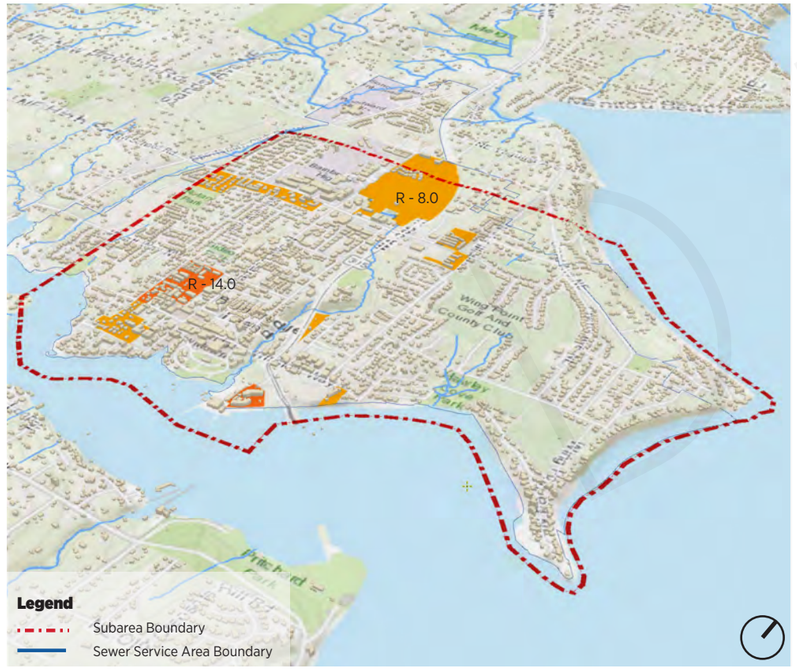


Exhibit C-35 R-8 and R-14 zones with existing buildings massing



Exhibit C-36 R-8 and R-14 maximum zoning height envelopes

Over the last decade, the majority of development in Winslow have been constructed in the R-8 and R-14 zones.

Per BIMC Code 18.06.020, "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. 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."

Multi Family Residential Development Standards

	R-8	R-14
DENSITY	1 Du per 5,400 sqft	1 Du per 3,100 sqft
BONUS DENSITY*	1 Du per 3,630 sqft	1 DU per 2,074 sqft
MIN LOT DIM	60 ft in depth & width	
MAXIMUM LOT COVERAGE	25% without bonus, 40% with bonus	40% without bonus, 50% with bonus
HEIGHT	35 ft; 40 ft for Nonresidential Uses with Major Conditional Use Permit See BIMC 18.12.030.B	
PERMITTED USE	Single-Family Multi-Family Mixed-Use	
PROHIBITED USE	Almost most commercial uses , Live-Work Units	
CONDITIONAL USE	Almost most institutional uses , Affordable Housing on property owned or controlled by religious organization	
PARKING	For Single-Family: 2 spaces/DU and 1 space/accessory DU For Mixed-Use residential 1 space/DU that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units or 1 space per unit within 1/2 mile of Ferry, 1.5 per unit 1/2-1 mile from ferry	
Front/Street Setback		
2 OR LESS STORIES	25 ft	
MORE THAN 2 STORIES	Add 4 ft for each story over 2 stories	
Side (not adjacent to street)		
2 OR LESS STORIES	5 ft min; 15 ft total	
MORE THAN 2 STORIES	Add 4 ft for each story over 2 stories	
Rear (not adjacent to street)		
2 OR LESS STORIES	15 ft	
MORE THAN 2 STORIES	Add 4 ft for each story over 2 stories	

*Pursuant to BIMC 18.12.030.A
** Bonus density is available for creating open space

SINGLE FAMILY RESIDENTIAL



Large-lot single family



Small-lot single family



Attached single family housing



Exhibit C-37 R-2, R-2.9, R-3.5, and R-4.3 overlays



Exhibit C-38 R-2, R-2.9, R-3.5, and R-4.3 existing maximum zoning height envelopes

Per BIMC Code 18.06.020, "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... The purpose of the R-2.9 zone is to provide for vital residential neighborhoods in a suburban residential area. 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... 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."

Low Density Residential Development Standards				
	R-2	**R-2.9**	**R-3.5**	**R-4.3**
DENSITY	1 Du per 20,000 sqft	1 Du per 15,000 sqft	1 Du per 12,500 sqft	1 Du per 10,000 sqft
BONUS DENSITY*	up to 50% with affordable housing (BiMC 18.21) or 2.5 X bonus density with HDDP (BIMC 2.16.030.S, requires 50% affordable housing			
MIN LOT DIM	80 ft depth x 80 ft width (70 ft. for lots that abut the shoreline)	N/A		
MAXIMUM LOT COVERAGE	20%	25%		
HEIGHT	30 ft ; 35 ft for Nonresidential Uses with Major Conditional Use Permit	25 ft 30 ft for Nonresidential Uses with Major Conditional Use Permit		
PERMITTED USE	Single-Family			
PROHIBITED USE	Live-Work Units / Mixed-Use			
CONDITIONAL USE	Affordable Housing Multi-Family			
PARKING	For Single-Family: 2 spaces/DU and 1 space/accessory DU For Mixed-Use residential 1 space/DU that is a studio or 1 bedroom unit, and 2 spaces for all other primary dwelling units.			
Front/Street Setback				
2 OR LESS STORIES	25 ft			
MORE THAN 2 STORIES	Add 4 ft for each story over 2 stories			
Side (not adjacent to street)				
2 OR LESS STORIES	5 ft min; 15 ft total			
MORE THAN 2 STORIES	Add 5 ft on each side, and 10 ft to the total setback required. If there is only one side yard, it is increased by 5 ft.			
Rear (not adjacent to street)				
2 OR LESS STORIES	15 ft			
MORE THAN 2 STORIES	Add 4ft for each story over 2 stories			

*Pursuant to BIMC 18.12.030.A

LAND USE

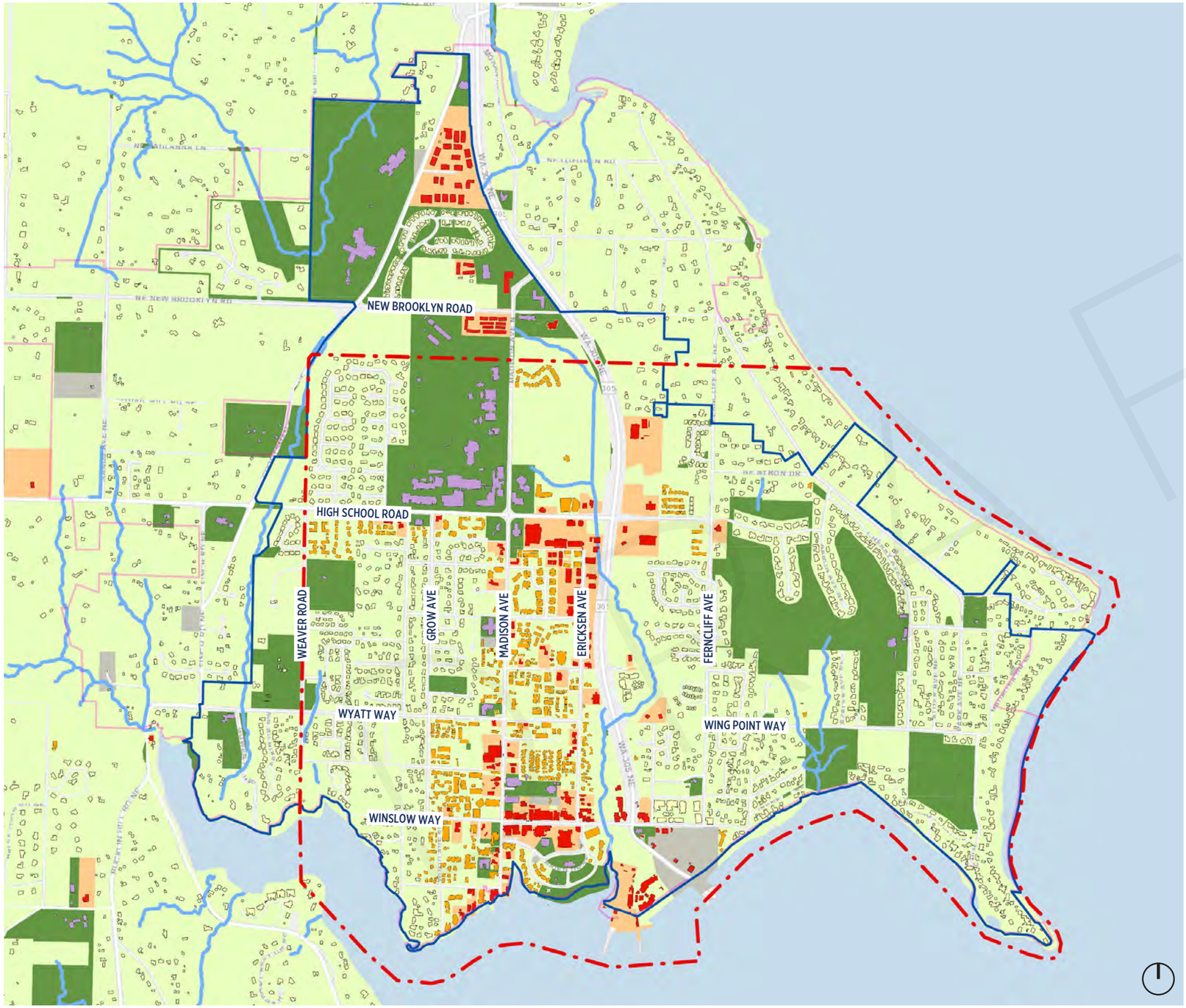


Exhibit C-39 Land-Use Pattern

Winslow has a unique land-use pattern and character. Its small town character combined with human-scale built environment, creates a vibrant social spine around Winslow Way and the Mixed-Use town centers. Institutional, cultural, and commercial uses are valuable and attractive resources for both island residents and visitors, but the majority of the land in the subarea is set aside for residential use. Parks, trails, wetlands and natural reserves occupy a meaningful land area and create connections between various uses. The rest of the space is consumed by Right of Way (R.O.W), circulation and parking.

Design standards such as building height, bulk, massing, parking, parcel shape and size, landscape buffer, utility, open space and pedestrian linkages are some of the regulations that shape the land use and character of the Subarea. These are essential in creating diverse neighborhoods that are compatible with the scale, intensity and intention of Winslow and Island's build environment.

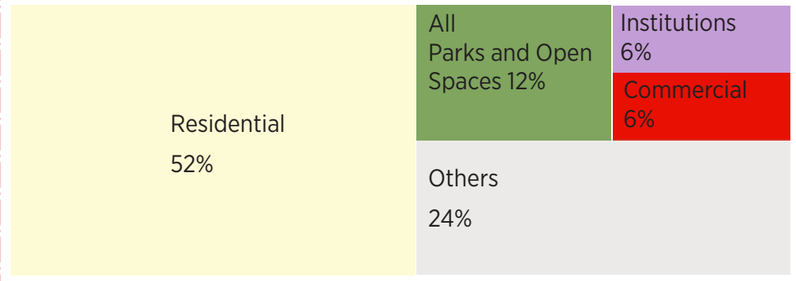


Exhibit C-40 Land use area in Winslow Subarea

Legend

- Institutional Buildings
- Commercial Buildings
- High-Density Residential Buildings
- Low-Density Residential Buildings
- Residential Land
- Commercial Land
- Institutional, Open Space, Wetland, and Park Land
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

DEVELOPMENT PATTERNS

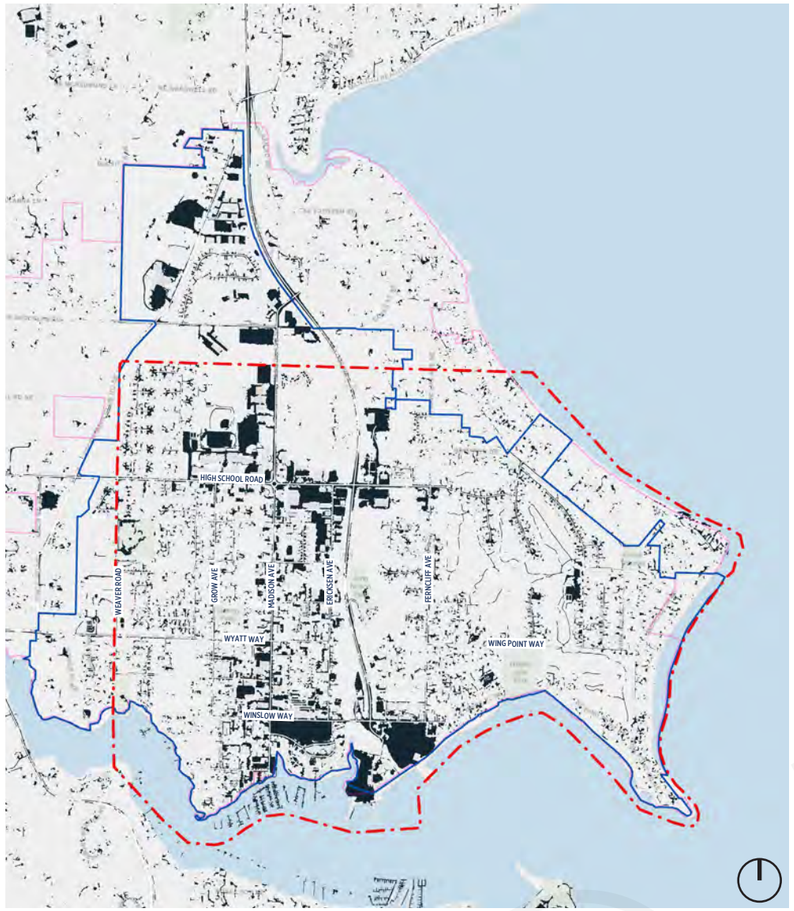


Exhibit C-41 Impervious surface

Legend

- Impervious Land
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

Impervious surfaces are hard areas that prevent water from soaking into the ground, and include parking and roadway infrastructure. Impervious surfaces make up 15% of the land within the subarea boundary. Adequately providing sufficient parking in appropriate locations is crucial to fulfiling community infrastructure requirements; however, creatively exploring inventive parking solutions that reduce the amount of impervious surfaces in the subarea would contribute to improved ecological health and resilience. Additionally, large expanses of impervious surfaces may be well-positioned for future growth capacity.

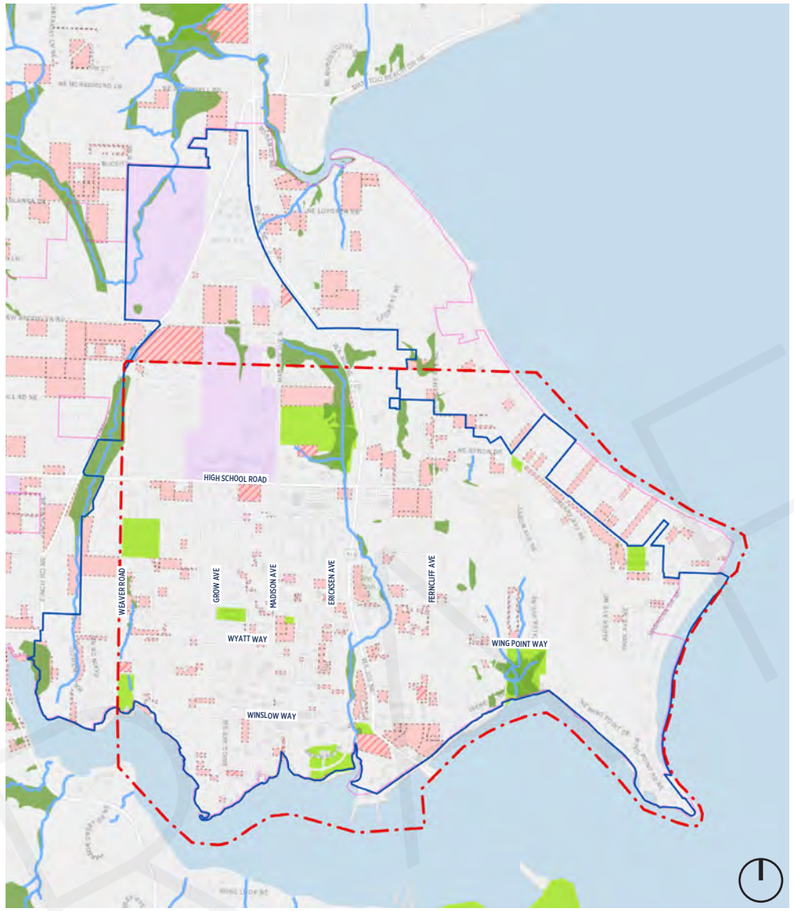


Exhibit C-42 Undeveloped land

Legend

- Publicly Owned undeveloped Land
- Undeveloped Land
- BI School District
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

Undeveloped land is vacant or underutilized land that might be evaluated for future development. The lighter pink color is showing all undeveloped land, exclusive of ownership, while the pink cross hatched area is showing publicly owned undeveloped land. Undeveloped lands take up to 6.5% of total land within the Subarea boundary. Not all of this land is developable. There is also more development capacity immediately outside of current Subarea boundary. With the right policy, planning and interagency collaboration, there are meaningful opportunities to plan for developments that align with community's wider vision.

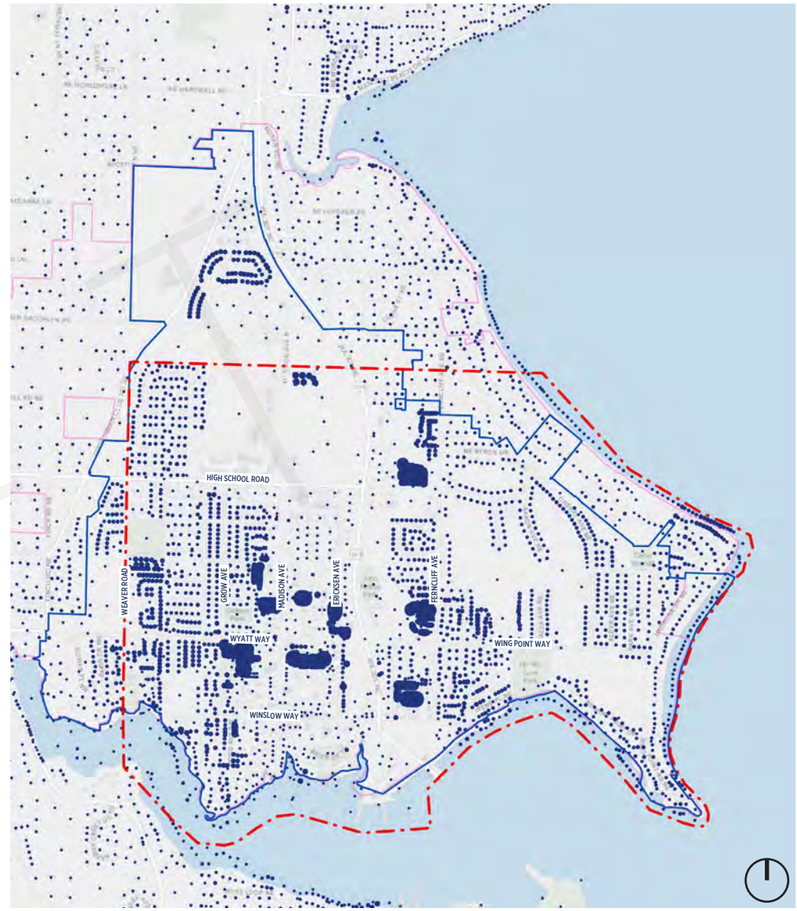


Exhibit C-43 Existing dwelling units

Legend

- Dwelling Unit
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

The majority of residential density within Subarea plan are concentrated around Wyatt Way and South-North spines of Madison Ave, Ericksen Ave and Ferncliff Ave. In recent years, there are also clusters of residential development in the Eastern side of High-School Rd and Northern portion of Ferry Terminal district.

EXISTING TRANSPORTATION NETWORK



Exhibit C-44 Existing street classification

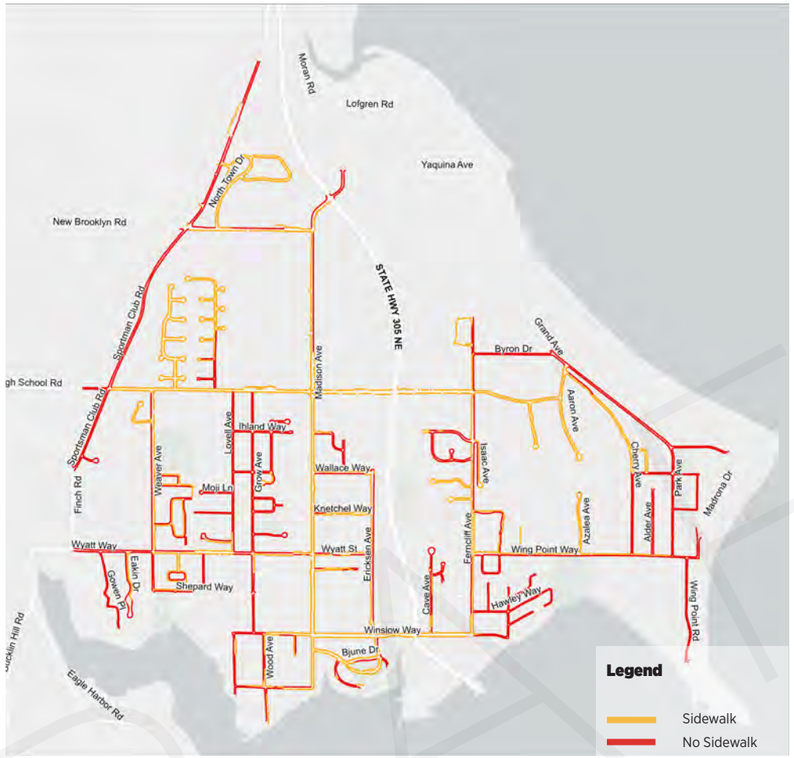


Exhibit C-49 Existing sidewalk connections and gaps

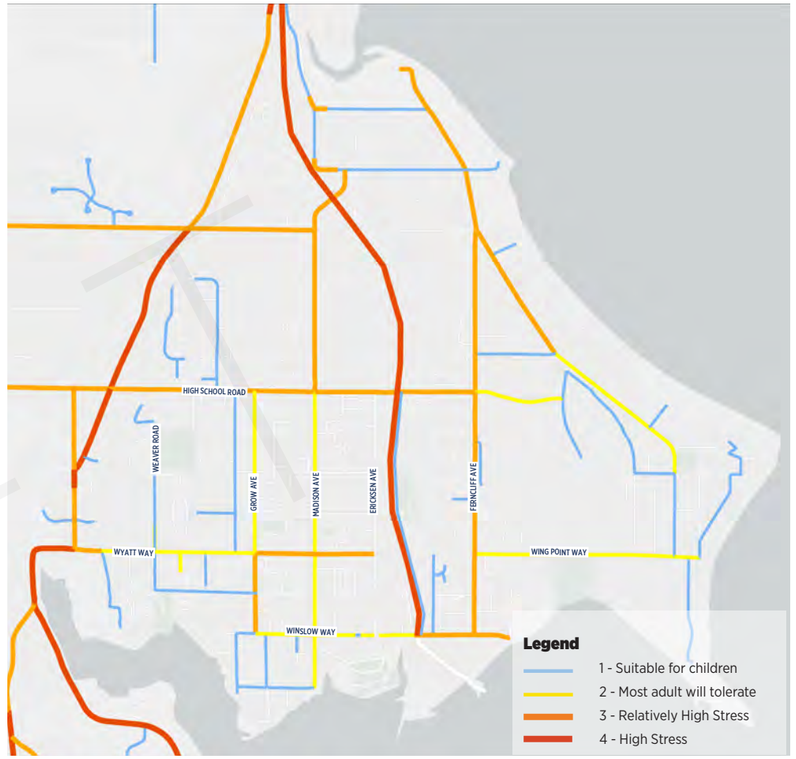


Exhibit C-50 Bike level of traffic stress developed during the existing conditions analysis phase of the Sustainable Transportation Plan

Different street classifications meet different transportation needs in Winslow. Winslow Way, High School Road, and New Brooklyn Road are east-west secondary arterials, while Sportsman Club Road, Madison Avenue, and Ferncliff Avenue are the south-north secondary arterials. These roads along with State Highway 305 carry the majority of vehicular traffic. (See Exhibit C-53)

Mapping the existing sidewalk network shows significant gaps, which make the Winslow area challenging to navigate as a pedestrian. New sidewalk construction to fill in these gaps can be prioritized based on street classification. Roads with relatively higher volume of automobile traffic, like arterials, should be the first to receive sidewalk facilities so pedestrians can travel on such routes safely.

Bicycle level of traffic stress is defined as how comfortable a roadway feels for a person biking, based on interaction with vehicle traffic and speed, design of crossings and intersections, and geographic features of the roadway such as slope. Most streets in the Winslow area provide a low or below average level of traffic stress for cyclists, due to gentle slopes and low vehicle traffic volumes. However, bicycle facilities along major avenues are narrow and unprotected.

TYPICAL RIGHT OF WAY (R.O.W) SECTIONS

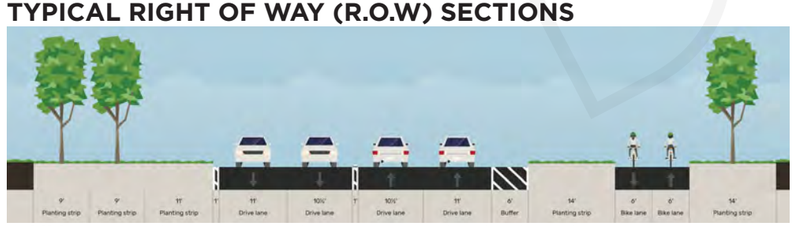


Exhibit C-45 Highway: State Highway 305 @ High School Road (170-180' ROW)



Exhibit C-46 Arterial: High School Road @ Bainbridge Island HS (60' ROW)



Exhibit C-47 Arterial: Madison Avenue @ City Hall (55' ROW)



Exhibit C-48 Residential: Grow Avenue @ Wallace Way (40' ROW)

Note: Measurements are approximated based on aerial photography. Widths of sidewalks and distance from property lines will vary.

TRAVEL PATTERNS

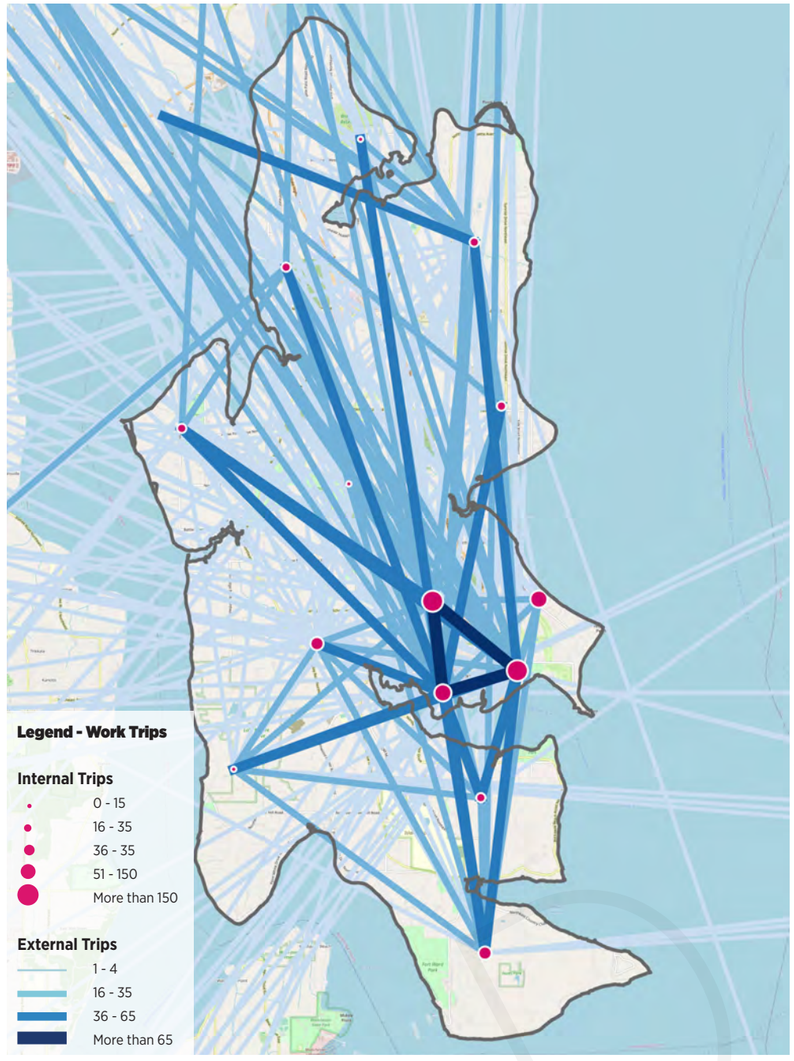


Exhibit C-51 *Work Trip Origin and Destination Travel Patterns

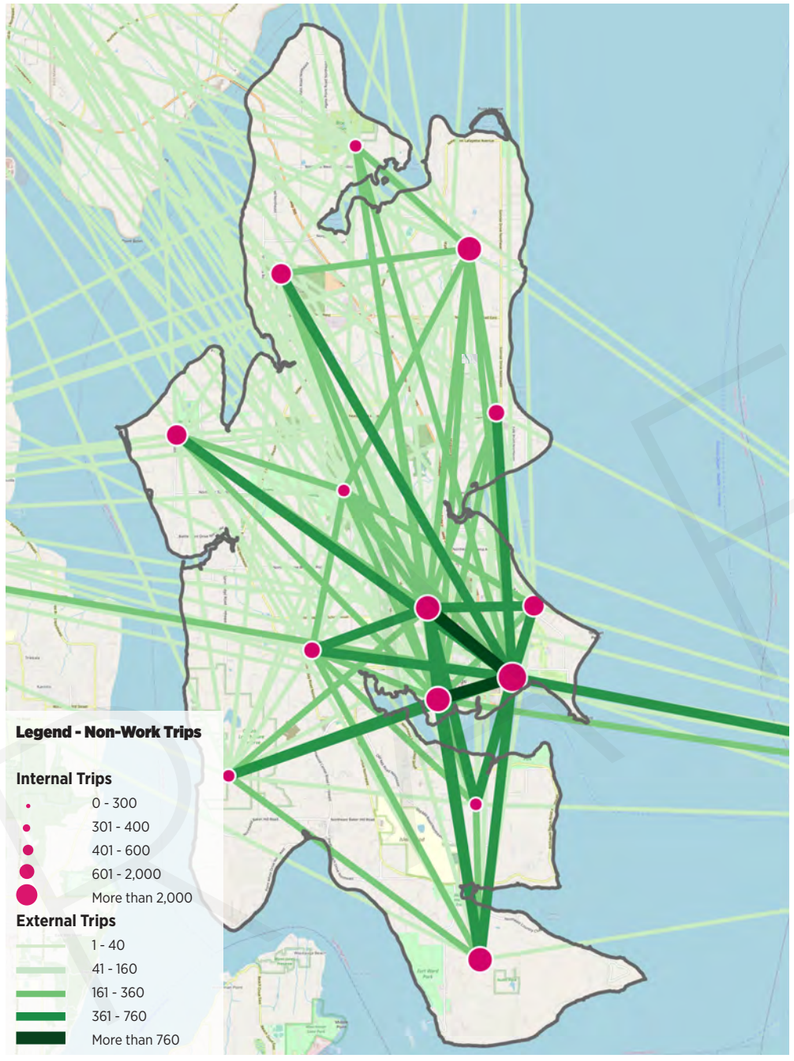


Exhibit C-52 *All-Other Non-Work Origin and Destination Travel Patterns

Origin-destination travel patterns shows the movement of people or goods from one place of origin to a destination.

Exhibit C-51 illustrates all work-related trips, while Exhibit C-52 depicts all non-work related trips for an average day between the U.S Census Blockgroups located within Bainbridge Island, as well as trips between the island and other areas within the Puget Sound region.

The term “Internal Trips” refers to the quantity of trips with both the origin and destination within the same location. On the other hand, “External Trips” refer to the number of trips with different origin and destination locations. Despite the majority of Winslow’s workforce commuting from outside of Bainbridge Island, recent data on origin and destination travel patterns reveal that work-related trips represent a small fraction of all trips. Non-work or other types of trips make up approximately ten times more trips than work-related trips.

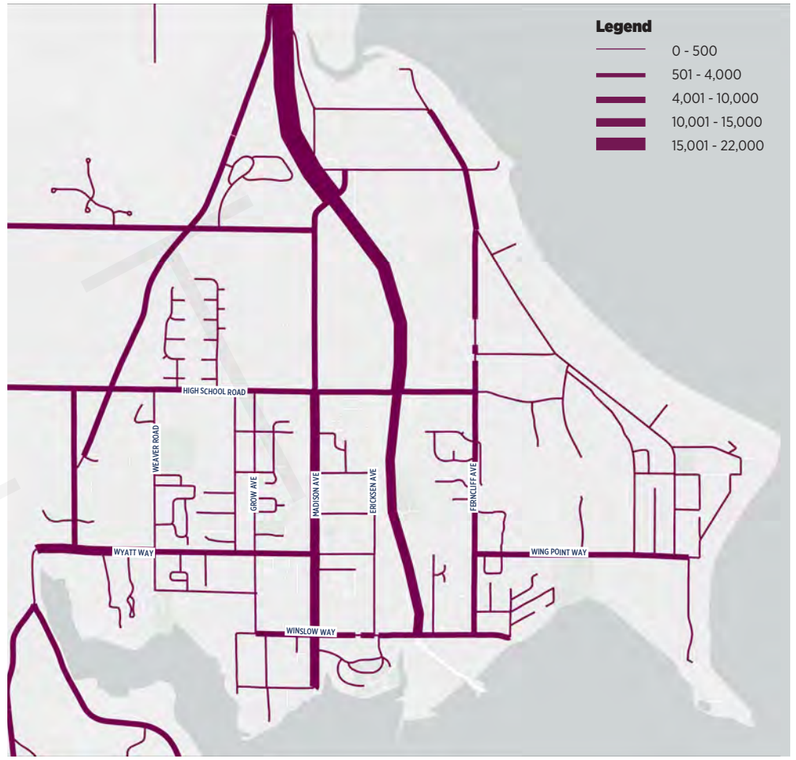


Exhibit C-53 Average Daily Traffic Volume

Exhibit C-53 shows average daily traffic volume for the Winslow area. SR 305 carries most traffic in and out of Winslow, connecting the Subarea with the rest of the island and Kitsap County. Madison Avenue carries most north-south traffic, connecting Winslow Way with the Bainbridge Island School District campus. Wyatt Way and High School Road provide the main east-west connections in and out of Winslow.

The majority of trips taken within the Subarea are typically short in distance, and safe, continuous, and connected pedestrian and bike networks could eliminate the need for motorized vehicles. The availability of different modes of transportation could also help reduce congestion, particularly if the centers within the island are better connected. Access to ride and car share service are currently limited on Bainbridge Island. Increasing number of people commuting to Bainbridge Island and the high volume of internal traffic within Winslow will lead to a less reliable and resilient community, ultimately impacting the infrastructure, workforce, and overall health of the community.

*The source for the o-d trip pattern map is Replica. Replica data is for a typical weekday in the Fall of 2021, total trips for an average weekday - all hours of the day. (The latest dataset available for analysis)

FUTURE TRANSPORTATION VISION

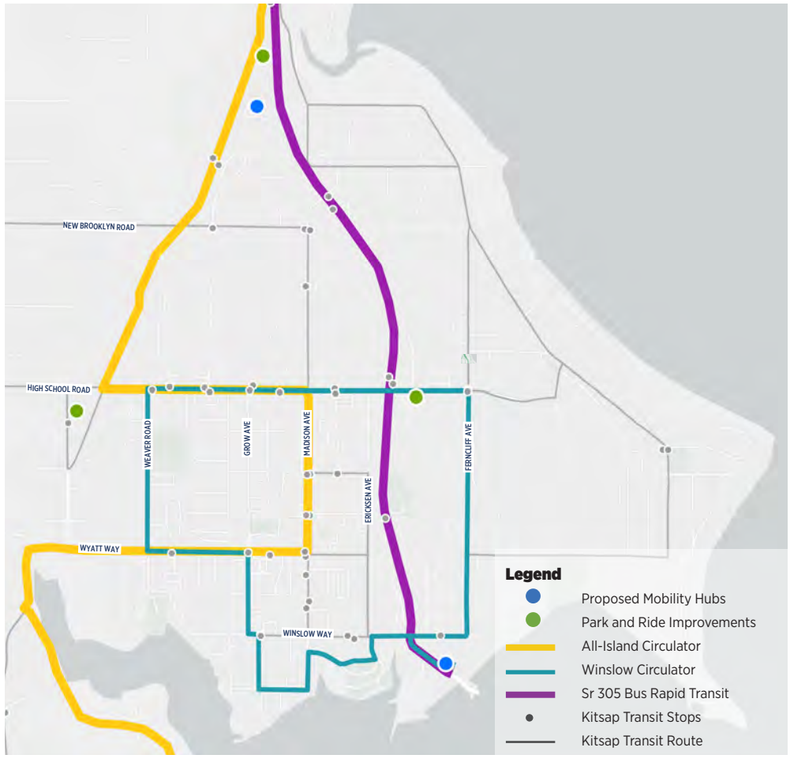


Exhibit C-54 Long Range Transit vision

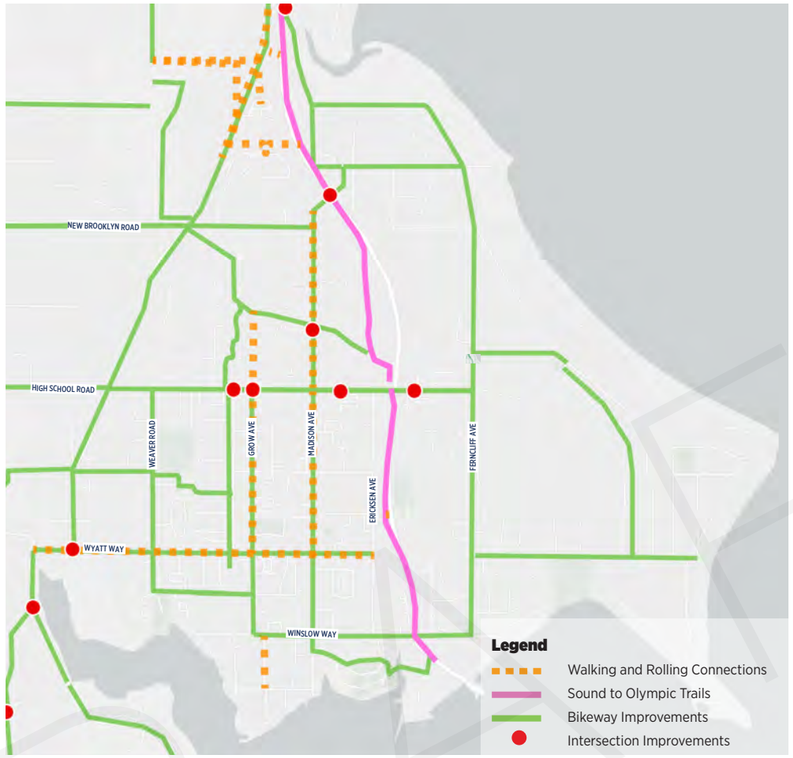


Exhibit C-55 Sustainable Transportation Plan vision

KITSAP COUNTY LONG RANGE TRANSIT

The future mobility network includes access to a Bus Rapid Transit line on SR 305 (including stations and park and rides) and an all-island circulator shuttle (see Kitsap Transit LRTP) that will provide transit access to Winslow from the rest of the island and a direct connection with Poulsbo and the regional transit network.

Additionally, the Sustainable Transportation Plan recommended a circulator shuttle service in Winslow and two mobility hubs that will provide access to other mobility options such as car sharing for long trips (longer than 3 miles) that cannot be accomplished by bike or on foot.

BAINBRIDGE ISLAND SUSTAINABLE TRANSPORTATION PLAN

The Sustainable Transportation Plan (STP) calls for the improvement and completion of a continuous network of bicycle facilities within the Subarea that allow people to move around easily for short trips (less than 3 miles). The STP also calls for the improvement of key intersections to protect pedestrians and cyclists, especially for crossing SR 305, and for the development of walking and rolling off-street connections or shortcuts that will create continuous non-vehicular networks for people of all ages and abilities to safely move around. A major feature of the STP is also the completion of the Sound To Olympics Trail along SR 305 to provide additional non-vehicular options to travel between Winslow and other parts of the island and Kitsap County.

Note: Most items in the Kitsap County Long Range Transit plan and the Bainbridge Island Sustainable Transportation Plan are yet to be implemented. They have been approved, but not funded.



WSDOT ferry connecting downtown Winslow to other communities within Puget Sound



Sound to Olympic trail



Pubic Mid-Block trail connections



Kitsap Transit BI Shared-ride, On-demand shuttle service



Shared vehicle programs

INSTITUTIONS AND AMENITIES

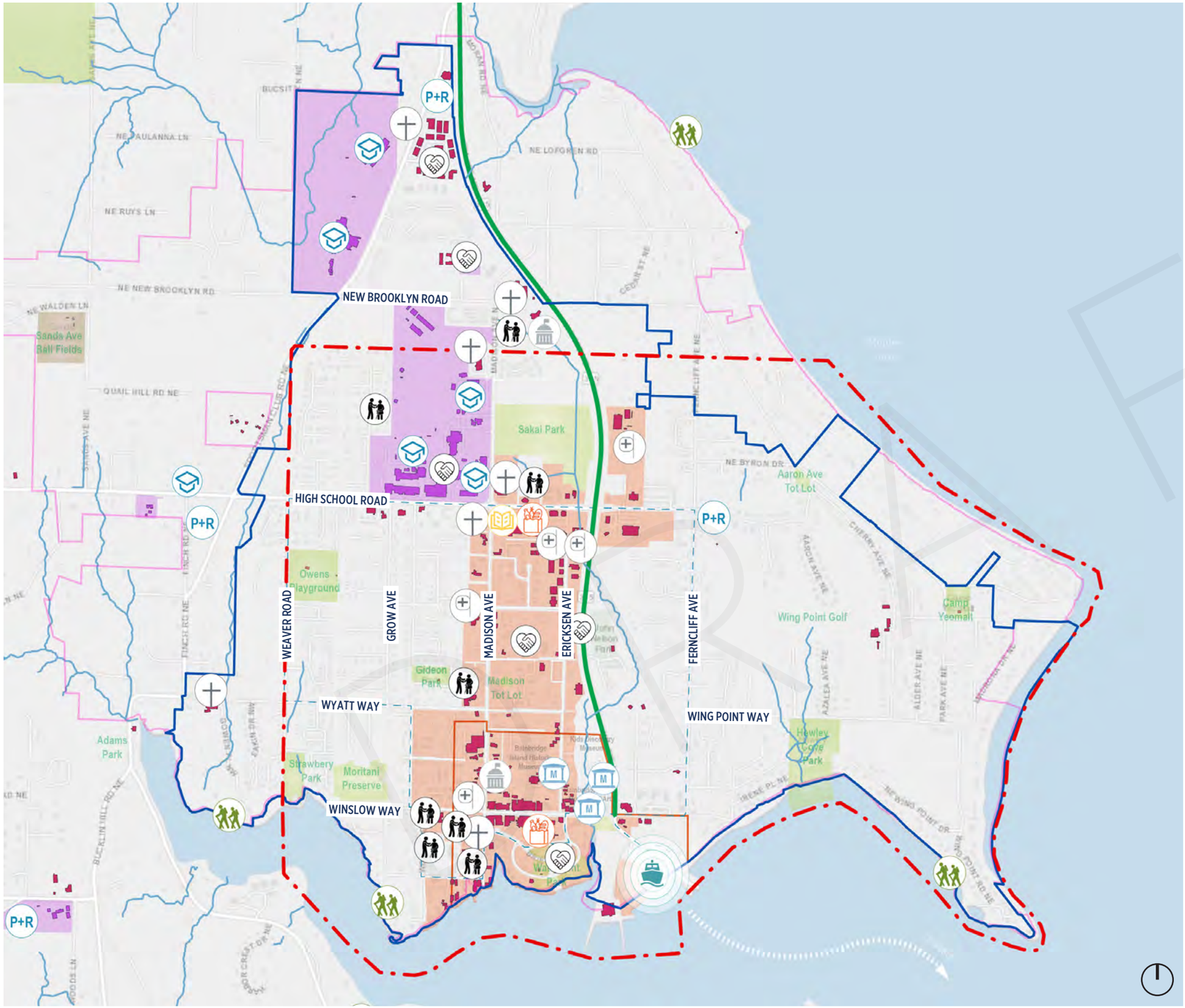


Exhibit C-56 Amenities

The Winslow subarea is the hub of institutional and amenity concentration on Bainbridge Island. These resources are greatly valued by Islanders and visitors alike. Most community assets are situated in the mixed-use Town Center and along High School Road area, creating a continuous spine of activation that is connected by walkable/bikeable trails, neighborhood streets, and SR 305. These connections will be further improved by the future Winslow Commuter and mobility options outlined in previous pages.

The Creative District is a vital community asset and a magnet for artists, collaborators, and the community as a whole. Located within the bustling Winslow core, it is just steps away from the Ferry Terminal. Winslow Way and High School Road are the two major spines that accommodate commercial activities and services. North of New Brooklyn Road, the Business/Industrial zone is home to a diverse range of amenities and activities. Given that Bainbridge Island is home to a large community of artists, writers, performing artists, and craftspeople, there are opportunities for interagency collaboration when it comes to land-use planning, wayfinding, enhancement, and the addition of amenities for overall growth.

Aside from the Creative District, there are other amenities and resources fundamental to the health and well-being of the community, such as senior assisted living facilities, the Senior Center, Helpline House, the Foodbank, and the BI Aquatic Center. This plan will make recommendations on how to preserve, enhance, and add more to the amenities that are meaningful to the community's well-being.

Legend

- Schools
- Museums
- Community Resources
- Senior/Assisted Living
- Grocery Stores
- Health Care
- Library
- Places of Worship
- Public Shore Access
- Park and Ride
- Ferry Terminal
- Kitsap Transit Planned Winslow Circulator
- Creative District
- Combined Mixed-Use TC and HSR districts
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

OPEN SPACES, RECREATION AND NATURAL SYSTEMS

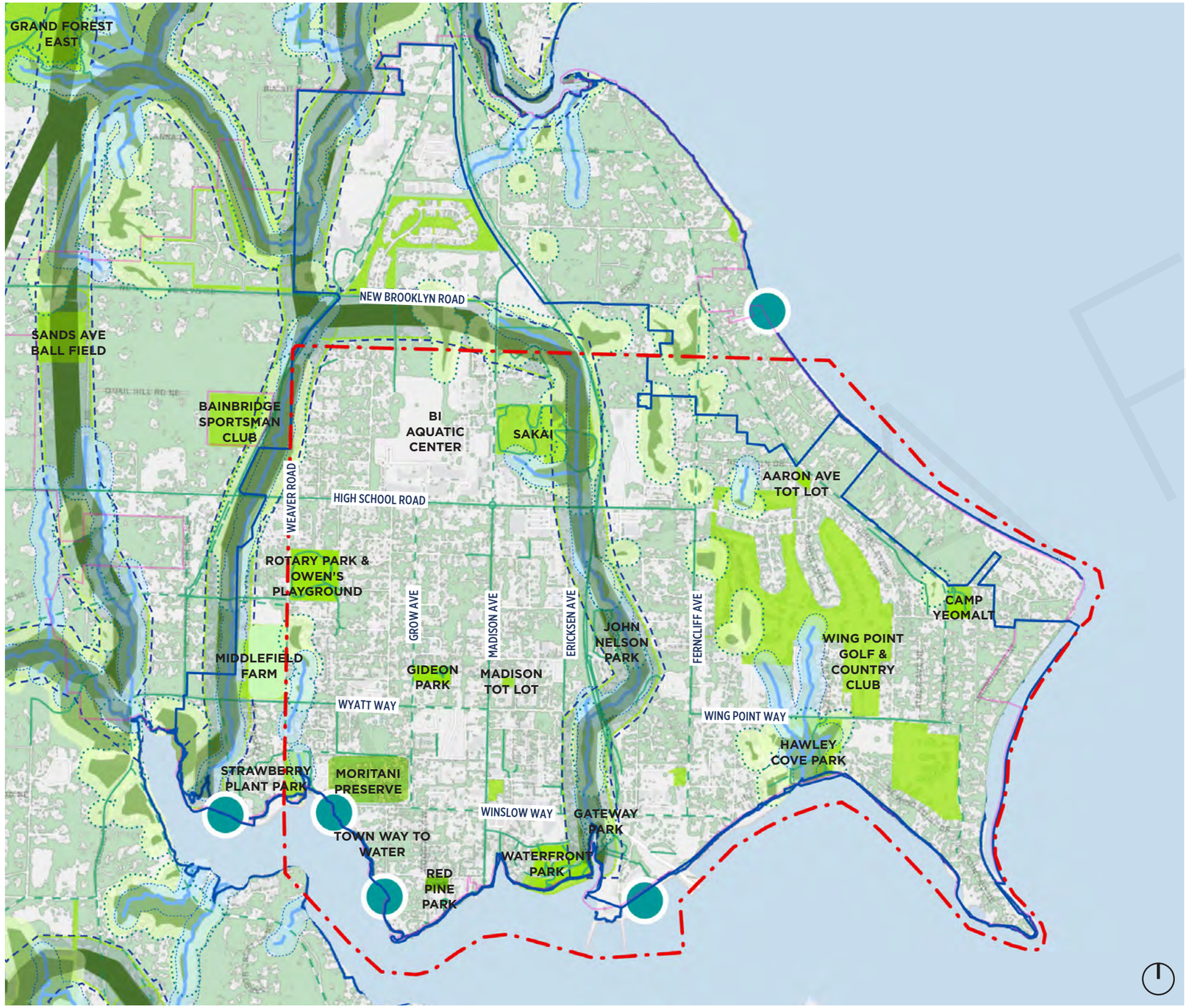


Exhibit C-57 Open space and natural systems

Winslow and the Island have unique natural park and trail systems. Preserving the natural corridors and amenities, as well as enhancing and adding to these resources are essential for the vitality of the Island and community.

The Park District owns 1,504 acres of parks, trails, and open space distributed across the island, which is about 59 acres per every 1,000 people, Addition of 1296 acres are owned by other agencies such as the City of Bainbridge, the Bainbridge Island School District, the Bainbridge Island Land Trust and IslandWood. In total, there are about 110.35 acres of parkland per 1,000 residents. Currently, 164 acres of these systems are within the Winslow Subarea plan.

Maintaining habitat conservation is crucial for preserving the health and character of Bainbridge Island's diverse plant and wildlife communities. If Bainbridge Island is to meet the recommended 59 acres of parkland per 1,000 people standard set out as a 2040 Vision in the Parks, Recreation, and Open Space Comprehensive plan, an additional 488 acres of parkland needs to be provided across the island. The plan identifies a number of opportunities within the subarea for supporting these goals, including:

- Natural land and Forest preservation and enhancement
- Recreational facilities
- Cultural and Historical resources
- Wildlife habitat
- Sustainable development

Legend

- Parks
- Stream Corridor
- Wetland
- Wetland and Riparian buffer
- Ecological Corridor
- Existing Bike/Trail Connection
- Planned Bike/Trail Connection
- Road-End Water Access
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

SLOPE ANALYSES

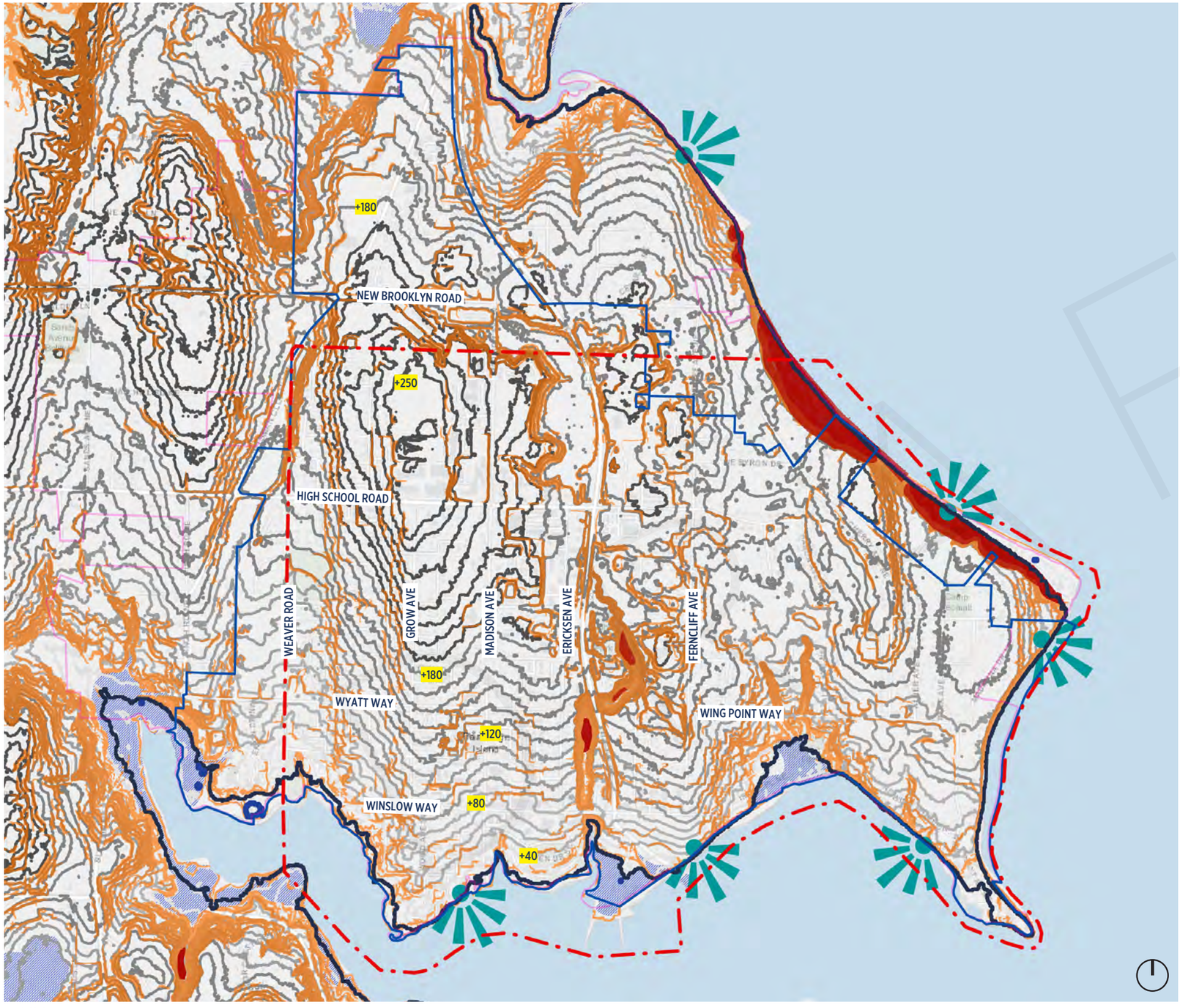


Exhibit C-58 Land slope and view sheds

Bainbridge Island's hilly topography ranges from 0 to 425 feet in elevation. There are a number of steep slopes within the Winslow subarea, mostly along the ravine and shorelines. Steep slopes also contribute to landslide risks in the subarea. The topography and landforms play a significant role in utility enhancements, R.O.W improvements, providing walkable and bikeable infrastructures, mid-block connections and maintaining and enhancing view corridors. Development in the Winslow Subarea should look to mitigate the impacts of steep slopes on residents ability to get around, and support more accessible pedestrian and wheeled pathways up and across the island's varied terrain.

Legend

- Contour Intervals Between 0ft to 40ft
- Contour Intervals Between 40ft to 80ft
- Contour Intervals Between 80ft to 120ft
- Contour Intervals Between 120ft to 180ft
- Contour Intervals Between 180ft to 280ft
- Landslide
- Steep Slopes (15%-40%)
- Liquefaction Area
- Flood Level AE - 10ft
- Road-End View
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

UTILITIES

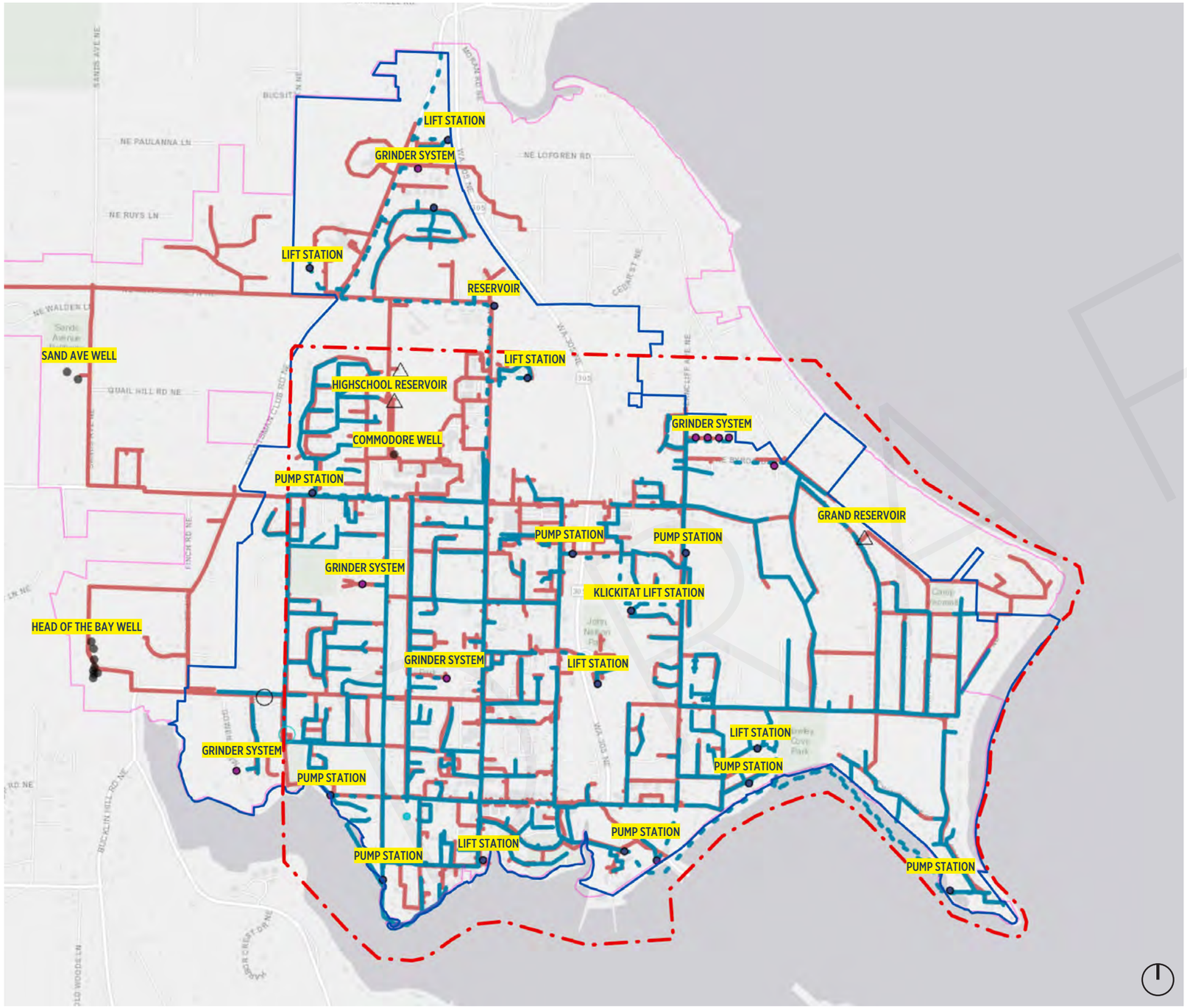


Exhibit C-59 Utilities

Winslow's utility infrastructure capacity is foundational to planning for future growth and community resilience. Water and sewer utilities are amongst the main drivers of how and where the growth can happen. This plan aims to highlight opportunities and constraints that ensure clean and sufficient groundwater for natural environments and residents, and to respond to climate change impacts to aid in creating a resilient community.

At the time of this report writing, the Department of Public Works is planning for upgrades to the wastewater treatment plant (WWTP) in order to increase capacity and resiliency in the sewer and water service systems. The city's sewer utility will have the capacity to serve a residential population of approximately 10,500 (an increase of approximately 2,700) in or around the Winslow sewer service area if carefully balanced with commercial growth. Unlike residential growth, there is no predictive method for commercial sewer use increase. The planned upgrades will allow the WWTP to meet existing regulations, and must be completed independent of planned future growth. Additional upgrades to the Winslow Water Tank, the city's water utility will have the capacity to serve a population of approximately 17,600, an increase of approximately 6,600. The planned tank upgrades, which are currently in the design phase, will allow the utility to meet both existing and future system requirements and standards.

Other types of infrastructure, including telecommunication systems, electric grids, and wireless networks, also require careful consideration during the planning process, but are less impactful on development and land use.

Legend

- Gravity Sewer Pipe
- Pressurized Sewer Pipe
- Water Pipe
- Subarea Boundary
- Cobi Water Service Area (PCN)
- Sewer Service Area Boundary

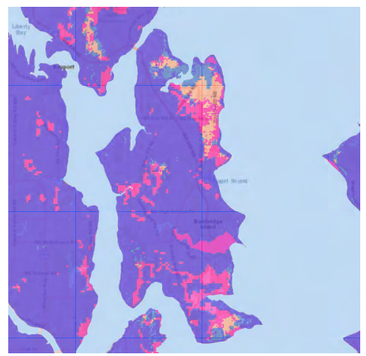


Exhibit C-60 4G LTE Coverage *Source: FCC Broadband Mapping*

OUTREACH AND ENGAGEMENT

INTRODUCTION

The Winslow Subarea Plan update will make policy recommendations for the future of the Winslow Subarea based on the community's vision. The planning process began by actively listening and involving the community early and at every stage. This approach ensures that the community's voices guide the planning effort. Alongside deep analysis of existing conditions and plans, the findings from this effort lead to exploration of opportunities and constraints and creating a shared project vision on which the final recommendation is based.

Through this update process, common themes of challenges and community needs have arisen, including accommodating growth, preserving Winslow's character, addressing the realities of an aging population, rising costs of living, concerns about climate change and natural disasters, a need for more racial and economic diversity, a lack of permanent affordable housing that leads to essential workers being unable to live near their jobs, infrastructure capacity and transportation concerns.

In addition to this summary, a full Community Engagement Plan was prepared for and continues to guide this process. This chapter outlines the outreach and engagement efforts and activities, and summarizes the high-level findings of the efforts taken so far, with all the original communications and findings included in the appendix. The goal is to create a balance and be responsive to the challenges facing this community by involving the community in the planning process early on and crafting a shared vision that addresses the communities need.

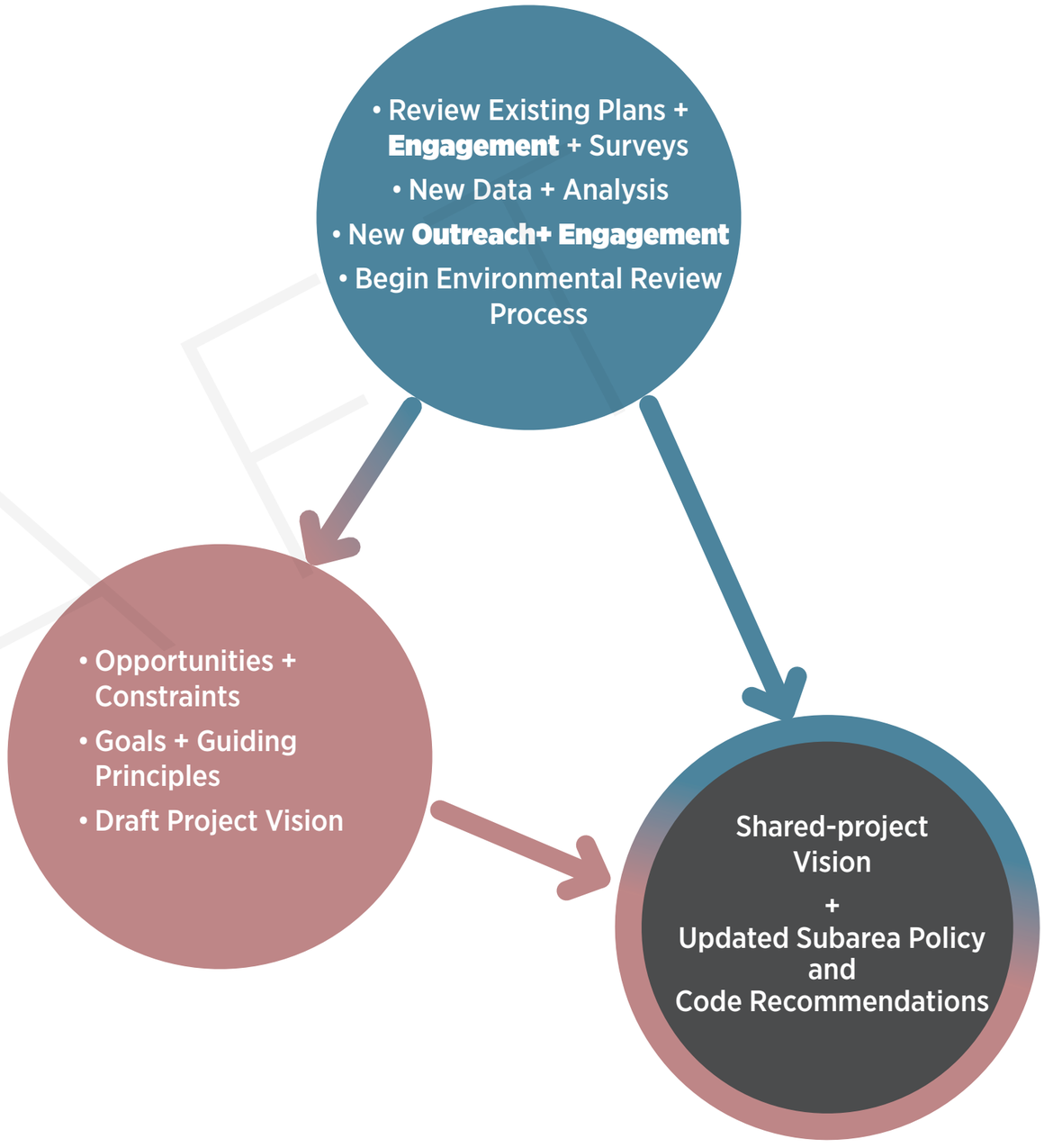


Exhibit D-1 Winslow Subarea Plan Update process, shaped through early engagement

DRAFT

APPROACH AND OBJECTIVES

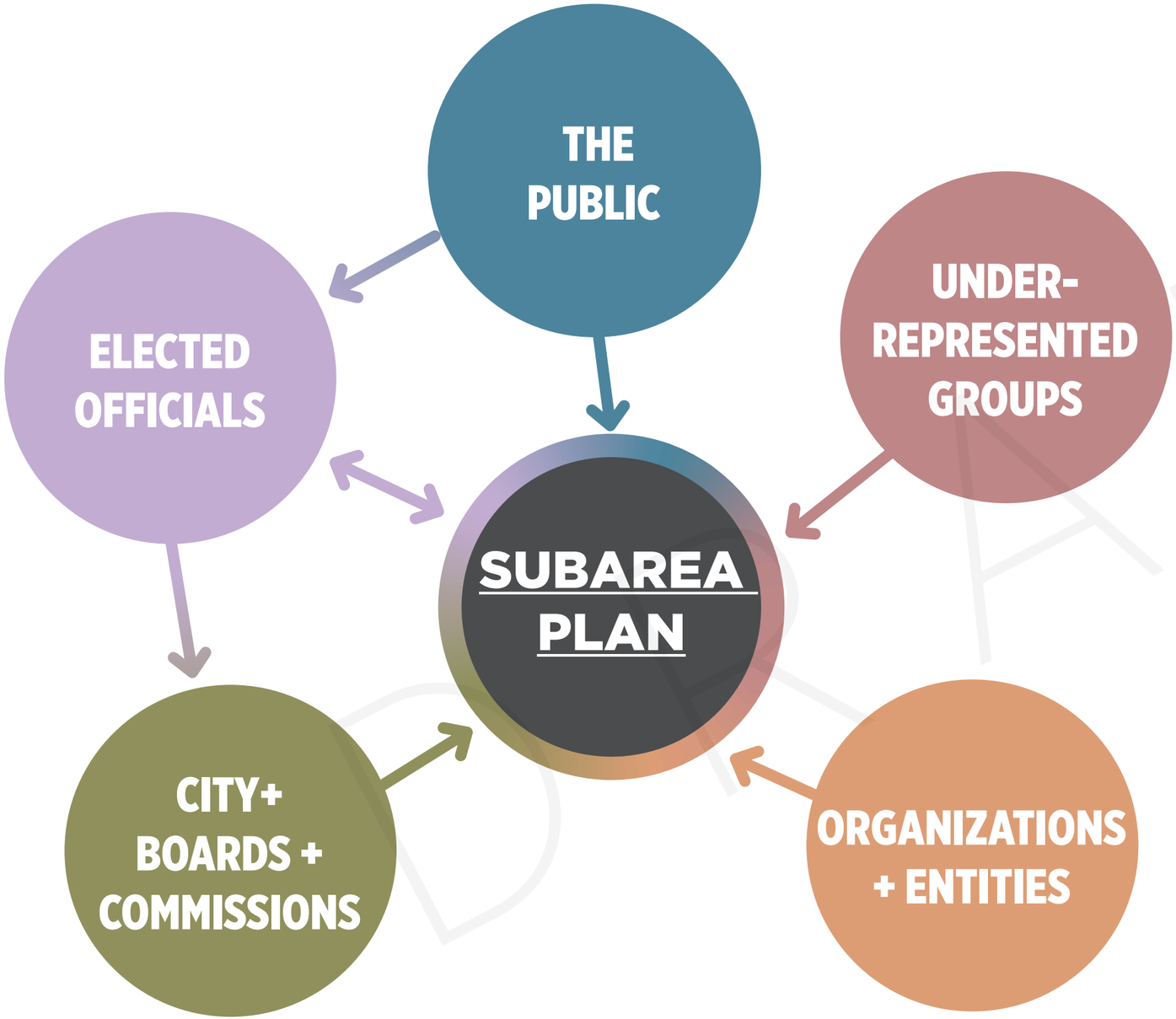


Exhibit C-2 Groups identified and involved for a robust and equitable outreach and engagement process

The Winslow Subarea Plan update planning process began by listening to the community through a robust outreach and engagement effort that included residents and workers within the Winslow subarea, members of the broader Bainbridge Island community, underrepresented groups, elected officials, boards and commissions, organizations, and entities are invited to have input and aid in setting the foundation for this work. By involving a diverse range of groups early on, a proactive vision for Winslow, Bainbridge Island can be achieved.

Project outreach and engagement efforts have set objectives to deepen the equitable outcomes of the process, including:

- Inform residents, businesses, and commuters to Bainbridge Island about the Winslow Subarea Plan Update process and goals, including the Environmental Impact Statement process.
- Partner with community leaders, community-based organizations, businesses, and public sector agencies to determine key audiences, primarily those who face barriers to participating in community engagement activities.
- Make information accessible and easy to understand.
- Ensure outreach materials are accessible to people without regular access to the internet. Use a variety of in-person and digital outreach strategies.
- Clearly communicate how the Winslow Subarea Plan Update will build on previous planning and community engagement processes (like the 2022 Housing Action Plan and recent Sustainable Transportation Plan).
- Talk with people and listen to their experiences and concerns. Understand barriers and concerns about the planning process.
- Summarize what we learn and share it back with the community.
- Synthesize and apply the information gathered to inform and guide the planning process.

STRATEGIES AND METHODS

To ensure a strategic outreach and engagement process, the planning team met with various groups early in the project timeline and at additional key moments throughout the process. All meeting notes are included as an appendix to this document.

KEY PARTICIPANTS AND METHODS OF ENGAGEMENT

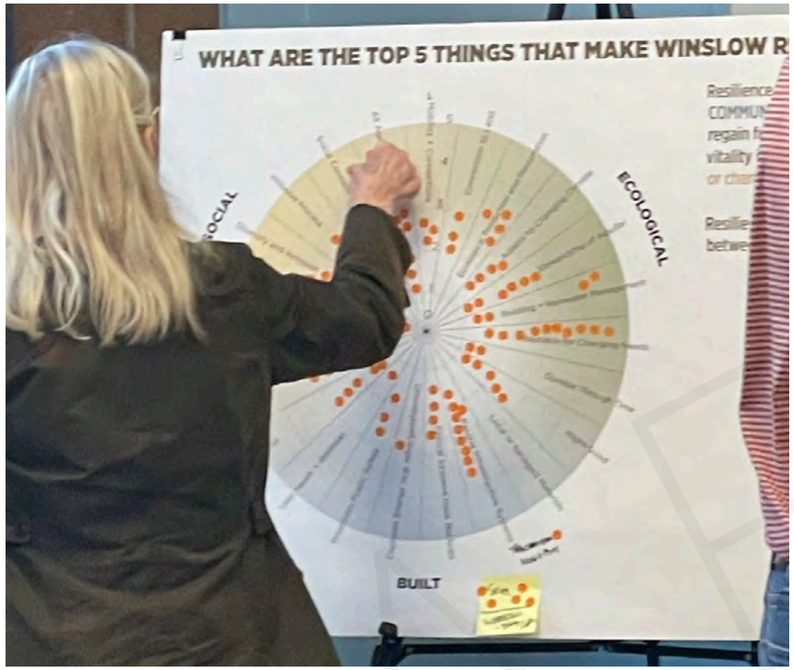
As the elected representatives for the Island, **City Council** regularly weighed in on project approach, timeline, outreach and engagement plans, as well as priorities. Mayor Brenda Fantroy-Johnson, Deputy Mayor Jon Quitslund, Council Members Joe Deets, Kirsten Hytopoulos, Clarence Moriwaki, Michael Pollock, and Leslie Schneider were all involved throughout the planning process. Discussions covered topics such as resilience, ensuring an equitable planning process, growth requirements and capacities, elements of existing design guidelines and development standards.

Various **Boards and Commissions** also contributed to the process to understand opportunities and constraints within the community and built environment. The Steering Committee, Race Equity Advisory Committee, Planning Commission, and Design Review Board provided feedback on the planning process, outreach, and engagement plan.

In addition to meeting with Council, Boards, and Commissions, eight focused workshops were held with other existing **Organizations and Entities** involved in the subarea's business and cultural community. The goals of these meetings were to gather industry-specific input that could shape the understanding of the community's fabric, identify challenges, explore opportunities, and learn about existing and upcoming plans that could inform the success of this plan. An in-depth summary of findings from the small group workshops can be found in the following pages.

Members of the **Public** were regularly consulted throughout the project, both in formal meeting events and more asynchronous connections. In pursuit of an equitable process, various methods of engagement were implemented to involve the community at large. The project leveraged several of the City of Bainbridge Island's (COBI) existing communication tools, including a listserv, project website, weekly City Manager's newsletter, social media, quarterly COBI Connects newsletter, and short updates or announcements by the City Manager or staff at the variety of City Council or City advisory committee meetings.

General surveys transmitted through these networks along with additional flyering and tabling by the City solicited broad public comment and feedback, especially from those who were unable to attend workshops. Over 1,100 responses were received over the course of the project. In addition to the general survey, the team conducted intercept surveys by engaging with people where they were and sharing information about the plan, listening and receive feedback.



Community members participating in the Resilience exercise


Presentation at the EIS scoping meeting



February 7th open studio drop in-session



February 7th open studio drop in-session

In addition to general surveys, the project team used targeted surveys to attempt to reach retail staff, service workers, commuters, and students, who were among those identified as **historically underrepresented groups** in planning discussions on the island. To engage students, the project team visited the local high school and hosted targeted conversations on the project with youth. More detail on identifying underrepresented groups follows this section, and summaries of public comments on the pages that follow highlight comments heard from underrepresented community members.

PUBLIC MEETINGS & EVENTS

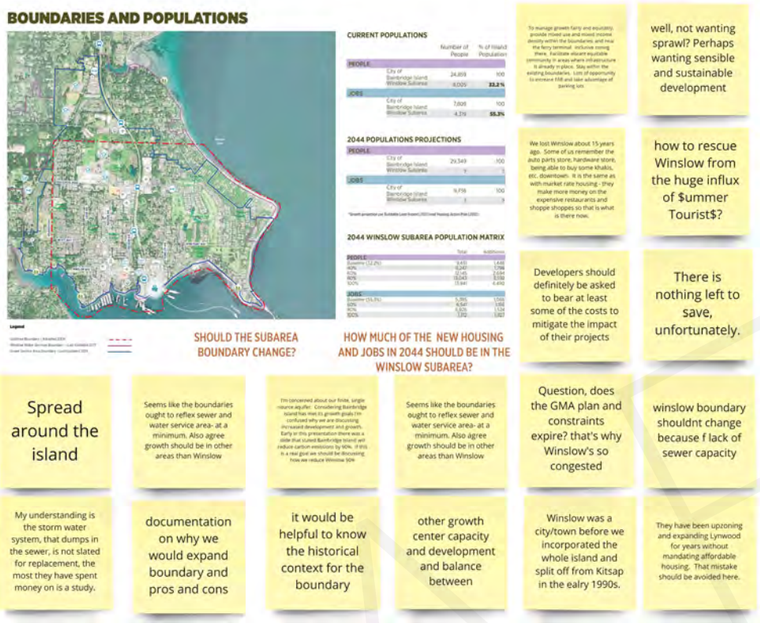
Public meetings were held throughout 2023, with additional public engagement in 2024 through City Council and Commissions. Meetings were organized in series, first “Listening and Learning”, then “Visioning” and then “Alternatives”.

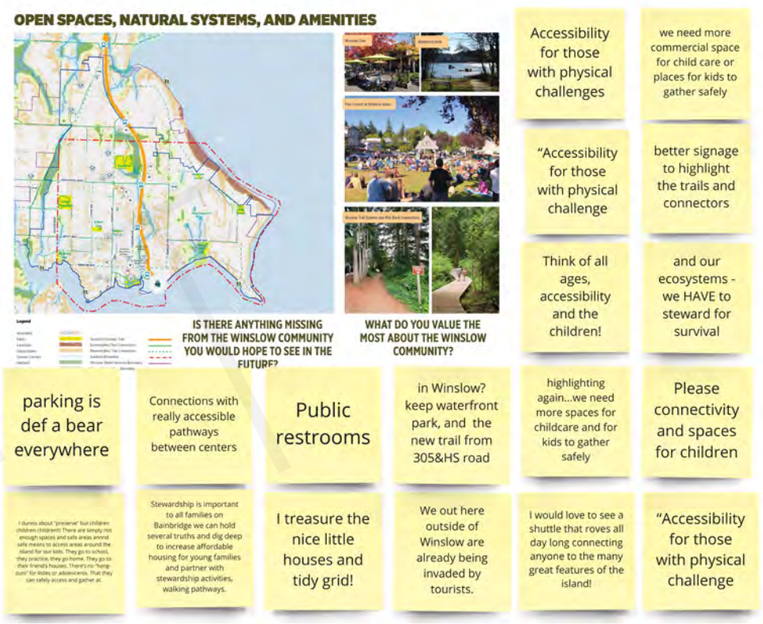
Two of the “Listening and Learning” meetings were held in person, with the first one taking place on February 7th, 2023 at the Aquatic Center, immediately following a small-group workshop. The second in-person meeting was held on February 13th at Bainbridge High School. In order to accommodate diverse participation, a virtual public workshop was also organized on February 16th, conducted via Zoom. During this time, the online general survey was promoted and active for input from community members who were unable to attend events.

Alongside the Subarea plan engagement meetings, an Environmental Impact Statement (EIS) Scoping open house was held on February 8th, 2023 at Bainbridge Island City Hall. This public meeting was an opportunity for the public to learn more about the project, the related EIS process, and to provide input on the environmental review process. The meeting was organized as an open house, with attendees visiting boards set up around the Council Chambers, asking clarifying questions, and making comments.

In the summer, two public workshops were held around developing a vision for the Subarea. These workshops took place in two formats: an in-person session at Bainbridge Island City Hall on July 22nd, 2023, and a subsequent virtual workshop conducted via Zoom Webinar. During the virtual workshop, tools like Miro were employed to capture participants comments and ensure transparency. For community members unable to participate in either of the Visioning sessions, materials and surveys were posted to the project website to collect additional feedback.

Following the Visioning workshops, the project team conducted eight engagement workshops and open houses in October and November 2023. The team presented the City Council, the Steering Committee, BI Chamber of Commerce, other agencies including Kitsap Transit, WSDOT, Parks and Recreation entities (such as BI Parks Foundation),





Screenshots from virtual open house, February 2023



In-person Vision Workshop, July 2023

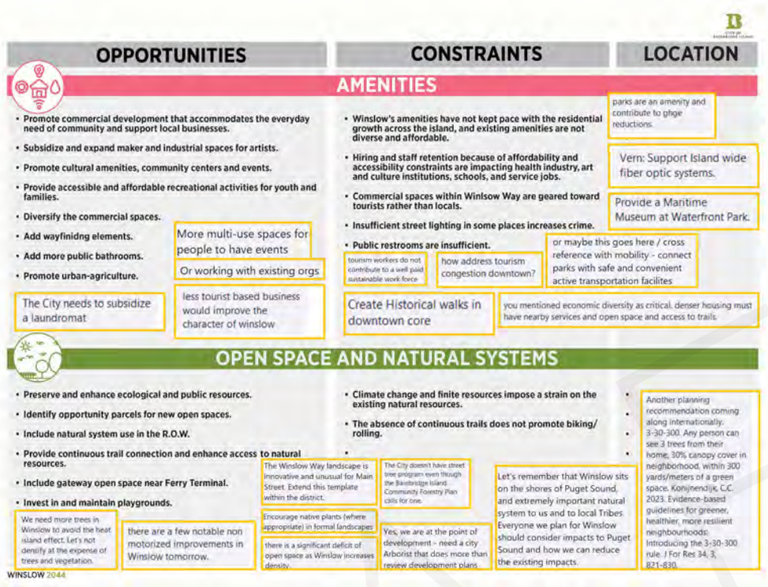
Screenshots from virtual open house, February 2023



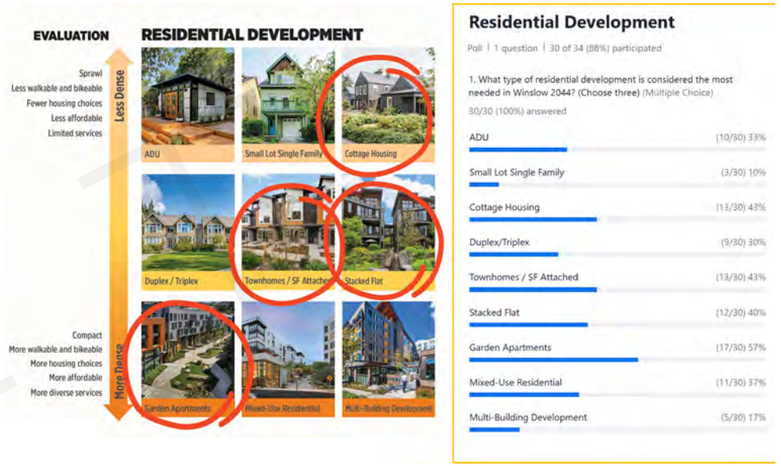
Community members participating in the Community Preference Survey, July 2023

local construction community, and members of the public. Public engagement involved an online workshop on November 2nd, 2023, followed by an in-person workshop on November 9th. A recording of the virtual open house, along with a questionnaire, was posted on the project website to capture comments from those who couldn't attend any of the workshops. Each session aimed to present alternatives and gather feedback on how each option aligns with and supports community visions and aspirations, while also discerning the community's preferences for these alternatives. Collective preferences were taken into account in development of the preferred alternative, and are documented here to support development of future policy.

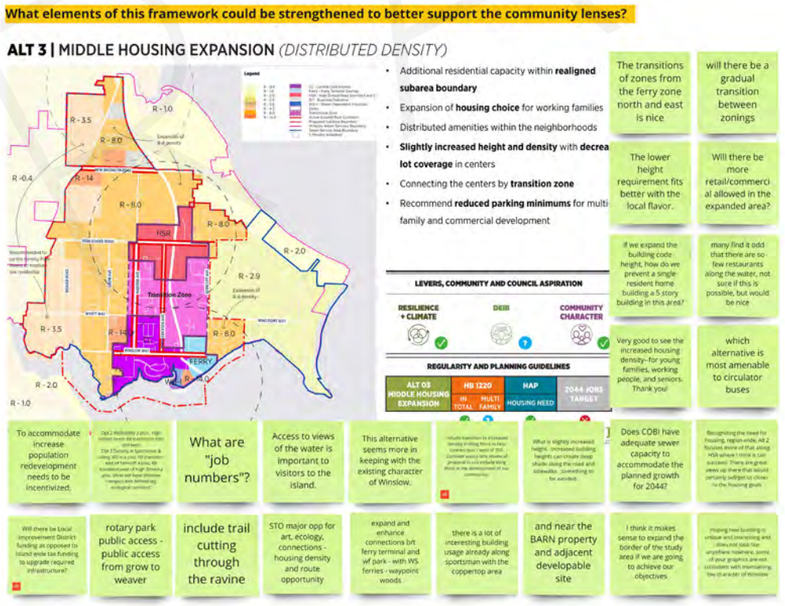
The inclusion of both in-person and virtual options aimed to maximize participation from diverse segments of the community, accommodating different preferences and fostering transparency and inclusivity in the decision-making process. The valuable input gathered from these engagement informed the project's vision and alternatives development.



Virtual Vision Workshop Screenshot, August 2023



Virtual Vision Workshop Screenshot, August 2023



Virtual Alternatives Workshop, November 2023



In-person Alternatives Workshop, November 2023

HISTORICALLY UNDER-REPRESENTED GROUPS

This project made a point to invite the participation of historically underrepresented groups including Black people, Indigenous people, people of color, people who speak languages other than English, people with low incomes, and people with disabilities. Intentionally reaching out to these underrepresented groups is essential to create a more equitable and inclusive population and culture since Bainbridge Island is less diverse by race and class than the rest of Washington state and Kitsap County. People of color are 11.4% of the island population versus 34% statewide. There are fewer island residents who speak languages other than English at home than in the rest of the state (4.9% vs 20.3%). Median household income is $145,475 on the Island versus $82,400 in the rest of the state (in 2021 dollars, US Census).

The following summarizes communities targeted for an inclusive and cohesive outreach, and references to reporting and statistics used to identify them at the time of this planning process. Identified communities were engaged through various methods, including intercept surveys, in-person workshops, EIS scoping comments, and more.

Retail, Service, and Essential Workers

The survey from the 2022 Housing Action Plan showed that a significant majority of surveyed islanders (78%) believe that people who work on Bainbridge Island should be able to live on the island. Relatedly, business owners spoke of the challenge of hiring workers and the lack of a local workforce. Workers—including essential workers like teachers and those working in health care—spoke of long commutes, considering quitting to find work closer to home, and jobs being harder because they were understaffed. Employers spoke of the difficulty they have had in recruiting, hiring, and retaining staff. Two-thirds of workers on Bainbridge Island commute from somewhere else. Well over half of those workers (62%) come in from Kitsap Peninsula.

Sources: Summary of Public Engagement Findings, Phase 1 Report, Bainbridge Island Housing Action Plan, p. 15-16, 25, 44; Housing Resources Bainbridge Advocacy FAQs website; Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, pp. 53-54

Local Businesses

Local businesses were identified as a foundation of the Island's community. Lack of a local, stable workforce has posed a threat to the island's retail and businesses in hiring and retaining employees long term. This has had impacts on the local economy, contributing to income inequality and hindering the health and evolution of the community.

Families With Young Children

In the last 20 years, the number of families with young children decreased from 49%in 2000 to 35% in 2020. During the same time period, homeowners under the age of 55 decreased by about 26 percentage points. Rental housing stock also decreased in availability while also becoming more expensive. The Bainbridge Island School District experienced decreasing enrollment even before the COVID-19 pandemic, and since 2011, has not requested school impact fees due to low enrollment numbers.

Source: Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, pp. 4-7

Youth

Youth are not staying on the island, nor are they moving to the island. Since 2000, the percentage of people aged 44 and younger decreased from 54% to 43%. Youth under age 19 also represent less of the total population in 2020 than they did in 2000, down from 29% to 24%.

Source: Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, p. 17

Seniors Living On A Fixed Income

Bainbridge Island's population is aging faster than the rest of the state. While some residents over 65 identified as economically secure, others expressed their concern that retirement and a fixed income will make it difficult or impossible to afford life on the island. Housing affordability was an explicit concern, specifically finding housing that accepts Section 8 vouchers and subsidies, or that has disability accommodations, alongside affordability of food and access to quality health care.

Sources: Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, p. 17; Summary of Public Engagement Findings, Phase 1 Report, Bainbridge Island Housing Action Plan, p. 18, 20; The National Community Survey, Results for the City of Bainbridge Island, November 8, 2022, p. 18

People with Limited Mobility

Accessibility and limited mobility specifically was identified as a challenge on the island that intersects with many identities. The island's terrain, transportation, and roadway infrastructure were identified as challenging for community members with limited mobility.

Black, Indigenous, and People of Color (BIPOC) Community Members

To ensure proper representation and inclusion, this outreach plan actively sought responses from the BIPOC community by aggregating survey responses and collaborating with the Race Equity Advisory Committee. This effort aimed to address historic underrepresentation and elevate their voices in the decision-making process.

DRAFT

WHAT WE HEARD

GENERAL SURVEY

The general survey was conducted in February 2023. The team utilized existing City's communication tools, Facebook and social media posts, digital add targeting, flyers, and reinforcing survey access with QR codes in public meetings were ways to encourage public to participate.

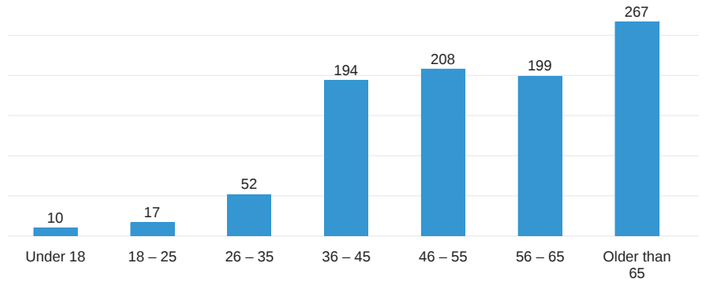
A total of 1,188 people initiated responses to the survey, and 845 individuals completed all twelve questions. The survey asked participants about a range of topics, including how they learned about the survey, their residency status on Bainbridge Island, employment status, commute patterns, perceived challenges, opportunities, community vision, and values. The two most significant priorities were related to preserving the unique small-town atmosphere of downtown Winslow and addressing deficiencies in the non-motorized and transit networks.

Key takeaways included:

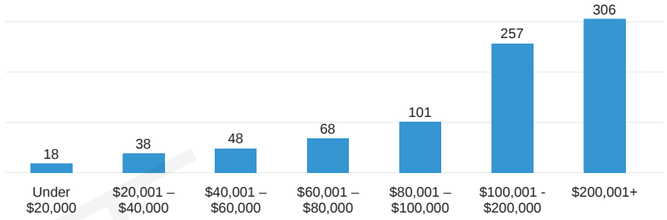
- Majority of the respondents (95%) lived on Bainbridge Island, with less than half residing in the Winslow Subarea.
- 40% of respondents indicated that they were not employed.
  - The findings may reflect the fact that many of the island's residents are seniors and potentially retired. (See Exhibit C-7 Winslow Population Distribution by Age, 2010 to 2020)
  - This statistic is reinforced by the demographic snapshot of respondents, see Exhibit D-3.
- Of those individuals who work, 40% drove, 17% commuted via ferry, and 35% worked from home
  - Challenges identified with public ttransit use included: crowded buses, long commutes, lack of frequent/early/late services, need for multiple transfers.
  - Those who drive encounter traffic congestion and mentioned difficulty parking.
- 14% of respondents are from the BIPOC (Black, Indigenous, and people of color) community.

The following page identifies key themes and takeaways from the general survey.

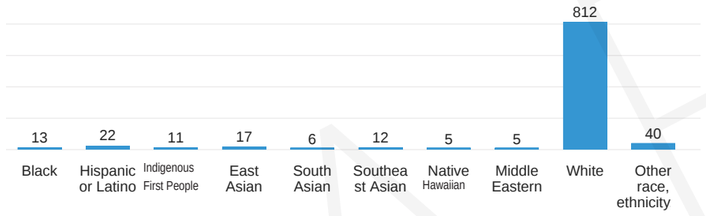
What is your age?



What is your household income?



How would you describe your race/ethnicity?



How long have you been living in Washington State?

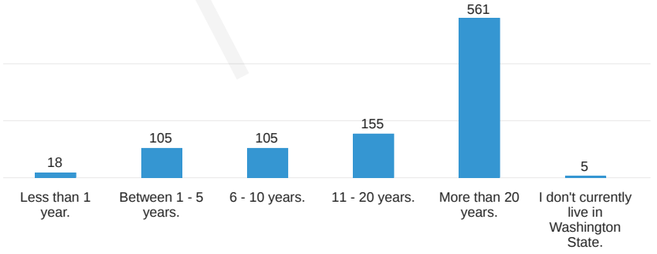


Exhibit D-3 Demographic snapshot of respondents

DRAFT

GENERAL SURVEY CONTINUED

Below are takeaways from the general survey respondents. Responses from the BIPOC community has been underlined, while the remaining responses represent the general public. The full survey question and responses are included in the appendix.

Housing

- Provide affordable and diverse housing options for all, specially teachers, healthcare workers, emergency responders
- Consider solutions for aging in place, develop single story units, and senior housing
- Provide affordable housing for seniors and disabled people

Mobility

- Enhance mobility and public transportation
- Consider traffic congestion specially during high tourism season
- Enhance accessibility and safety by investing in walkable and bikeable routes
- Complete the Sound to Olympic trail
- Invest in a shuttle service between important destinations and neighborhood centers

Community Feel

- Maintain community's s charming feel and character
- Preserve historical resources
- Community is in need of economic diversity
- Some respondents are concerned about local government's listening to what the community need, rather than prioritizing politics over community's need
- Development proposals need to engage community feedback and receive local support

Amenities

- Provide resources for adequate access to health care
- Encourage development of local commercial space and businesses to serve the community over just tourism
- Promote art walk and amenities for artists
- Provide local and affordable places to eat
- Preserve cultural community assets

Built Environment

- Acknowledge limited parking spots, and accessibility, specially in high tourism season
- Explore solutions for development that doesn't add negative impact on existing infrastructure, such as parking and sewer

Resilience and Climate

- Provide solutions to lower community's carbon footprint

Zoning and Planning

- Avoid overwhelming developments without adequate resources
- Consider the pace of development
- Provide a mix of residential and commercial
- High property taxes and rent prices are pushing out the lower income individuals
- Accommodate for a mixed-income community
- Avoid sprawl

Open Space and Natural Systems

- Preserve ecological and public resources
- Enhance access to nature, parks, and shoreline
- Invest in and maintain playgrounds

WORKER SURVEY

The project team engaged workers from school, retail, grocery, food, and service industries. The intercept surveys were conducted at various locations where workers were already present, including Safeway, the ferry terminal, cafes, and other establishments. They were asked about various aspects such as growth and development, housing needs, typology, amenities, and resources that the community lacks.

A common theme in the responses is a focus on affordable housing options, with some preferring housing in Winslow and others suggesting housing development be spread out across the island while preserving greenspace. Many suggest a mixed approach, combining housing development in Winslow and other parts of the island. The summary of the workers' responses is provided below, and the original survey questions and responses are included in the appendix section.

Housing

- 65% suggested to prioritizing affordable housing. Most workers struggle to find housing that fits their budget and household, and this can have significant consequences for their financial well-being and overall quality of life
- Majority of the workers emphasized on the need for dense and affordable housing. Apartments, condos, multi-family, and mixed use developments with businesses on ground floor are some of the suggested typologies
- 19% of respondents expressed a preference for townhomes and smaller single-family homes for families

Amenities

- Some of respondents mentioned the need for more activities to be accessible and affordable to their family and kids
- Amenities gathering, playing and community centers are amongst what the community needs.
- Community has need for easy access to necessary goods and services, including food, and health care

Zoning and Planning

- Allocate dense housing within Winslow Subarea
- Spread out variety of housing typology across the island while preserving green space

Community Feel

- Some emphasized the importance a welcoming community

Economic Opportunity

- Many mentioned a desire for more diversity in terms of affordable stores and restaurants
- Consider enhancing career opportunities

DRAFT

STUDENT SURVEY

The project team engaged High School students in a wide range of conversations with a focus on the Opportunities and Constraints that the Bainbridge Island is grappling with. The students were asked about various issues such as growth and development, housing needs, type, amenities, and resources that the community lacks. The summary of the students' responses is provided below, and the original survey questions and responses are included in the appendix section.

Housing

- 56% of students expressed the need for affordable housing on Bainbridge Island
- 18% of respondents expressed a preference for townhomes and single-family homes
- Students emphasized on the need for dense and affordable housing. Apartments, condos and multi-family units with communal spaces are some of the suggested types as solutions to the housing need.
- Overall, there is a desire for a diverse range of housing options, that are built sustainably, close to transit and school to accommodate different lifestyles and incomes

Amenities

- 38% of respondents mentioned the need for activities for youth
- Majority of the students expressed the need for more amenity and activities, in particular to youth. Examples are arcades, event space, pickle ball courts, teen centers, water parks, thrift stores, community workshops, parks, green spaces, affordable restaurants, retail shops, and businesses
- 34% mentioned that easy access to necessary goods and services, including food, health care, and stores for locals was a necessity

Mobility

- 13% of respondents emphasized the importance of easy mobility without the use of a personal vehicle, including bike lanes, easy access to public transportation, and infrastructure such as trains or street trams that helps reduce traffic congestions

Community Feel

- 26% of students emphasized the importance of having a community that makes them feel welcome, including family or friends living close by, casual restaurants, and preserving downtown spaces

DRAFT

PUBLIC LISTENING SESSIONS AND OPEN STUDIO

Below are some takeaways from comments and feedback that the project team has received at the two open houses and drop in studio in February, 2023:

Housing

- Create an effective Transfer of Development Rights program to bring density from the Island's Conservation Area to the more urban areas
- Create sustainable multi-family housing and reducing reliance on single-family units
- Locate new density near transit centers including ferry and amenities

Amenities

- Add more public bathrooms
- Diversify retail and food services to bring in a more diverse population
- Add community amenities such as regular concerts in the park, local bookstores, cafes and bakeries
- Add commercial space for childcare

Zoning and Planning

- Balance the changes in Winslow with the rest of the island

Mobility

- Create better transportation options and patterns in Winslow to reduce traffic and improve safety
- Consider the foot ferry connection to Bremerton to reduce reliance on personal vehicles
- Multiple mobility options such as bike and pedestrian-friendly infrastructure
- Enhance regular bus services connecting neighborhoods, downtown, and the ferry terminal
- Make Winslow more walkable

Built Environment

- Evaluate the capacity of the island's infrastructure and services to support any changes or growth
- Consider sewer carrying capacity, and constraints around finite, single source aquifer

Open Space and Natural Systems

- Preserve ecological resources
- Enhance and build on open space and natural resources
- Minimize impact on natural resources, and contribution to climate change

Community Feel

- Preserve the small-town feel and the Conservation Area bordering Winslow
- Create vibrant downtown with a community feel and authenticity
- Maintain historic character and continuity between new and old buildings
- Make Winslow more resident-oriented than tourist-oriented
- More necessities and attractions spread around the island to mitigate the growing influx of tourists

Resilience and Climate

- Build sustainable infrastructure that reflect and support climate change goals
- Transition to renewable energy
- Invest in equitable infrastructure

DRAFT

SMALL GROUP WORKSHOPS

The project team conducted eight in-person workshops with various organizations and entities, to understand what each organization is planning for, what are the constraints and challenges which each entity deals with, what opportunities could this plan respond to, and anything else the team needs to know for this plan to be successful.

The eight topic areas were:

- Mobility and Transit
- Emergency Service Providers
- Art and Culture
- Civic Organizations
- Business/Employers
- Bainbridge Island School District (BISD) and Parks
- Large/Multi Property Owners
- Ferry Terminal Property Owners

Below are some takeaways from workshops. The original meeting notes from all eight workshops are included in the appendix.

Housing

- Provide diverse housing type including studios and one bed apartments (Businesses / Employers Workshop)
- Provide affordable housing. Staffing and retention are negatively impacted by lack of affordability. (Businesses / Employers, Ferry Terminal Property Owners, Emergency Services, Civic Organizations , and Art and Culture Workshops)
- Provide incentives for construction of affordable housing and Develop mixed-income housing (Ferry Terminal Property Owners)

Amenities

- Provide street lighting in places that have insufficient lighting to increase safety and visibility (Emergency Services Workshop)
- Provide more recreational activities (BISD + Parks District Workshop)
- Enhance way finding opportunities (Arts and Culture Workshop)
- Increase the availability of urgent care and health facilities in the area (Civic Organizations Workshop)
- Harbor Square commercial space is underutilized and costly (Ferry Terminal Property Owners)
- Provide more industrial spaces for artist. Also consider harbor square commercial spaces for artist (Arts and Culture Workshop)
- Provide resources for local and small business commercial development (Large/Multi Property Owners)
- Add diverse restaurants and amenities (Arts and Culture Workshop)

Zoning and Planning

- Consider City funding strategy for a holistic approach to parking need, Large surface parking in the core district isn't the best use of land (Large/Multi Property Owners)
- Allow off-site parking for affordable housing (Large/Multi Property Owners)
- Support interagency collaboration and development for economic vitality (BISD + Parks District Workshop)
- Maintain Winslow's charm while accommodating growth (Ferry Terminal Property Owners)
- Enforce material permeability on paths and plazas through design standards (Mobility and Transit Workshop)
- Encourage power lines to be underground (Emergency Services Workshop)
- Add better incentives for affordable housing, preferred development densities and types (Businesses / Employers Workshop)
- Partner with City Council to better support affordable housing (BISD + Parks District Workshop)
- Encourage land consolidation for mixed-use development that promote healthy communities (Ferry Terminal Property Owners)
- Educate community on policy, economics and sustainability (Large/Multi Property Owners)
- Consider Ferry Terminal surface parking for dense development (Businesses / Employers Workshop)
- Create a balance between densification in Winslow and moderate development island-wide (Mobility-Transit Workshop)
- Develop mixed -use, walkable, and dense development by ferry terminal (Businesses / Employers Workshop)
- Partner with school and parks to create a mixed-use district with affordable housing, anchored around district campus and future Sakai park (BISD + Parks District Workshop)

DRAFT

SMALL GROUP WORKSHOPS CONT.

Mobility

- Provide shuttle services and golf carts for connectivity through Winslow (Arts and Culture, and Ferry Terminal Property Owners)
- Invest in mobility hubs in strategic locations such as High School Road. (BISD + Parks District, and Mobility-Transit Workshop)
- Support foot ferry proposal and pedestrian bridge over 305 (Civic Organizations, and Emergency Services Workshop)
- Promote diversity in last mile service options from Ferry terminal (Mobility-Transit Workshop)
- Enhance transportation connection between Winslow and other neighborhood centers (Ferry Terminal Property Owners)
- Create additional mid-block connections and increase connectivity (Mobility-Transit Workshop)
- Increase walkability and wayfinding within the BI Creative District (Arts and Culture Workshop)
- Promote ADA accessibility around senior housing (Civic Organizations Workshop)
- Launch frequent Sunday and weekend bus services (Ferry Terminal Property Owners)
- Invest in E-bike and bike share infrastructure (Mobility and Transit Workshop)
- Accommodate street parking by improving R.O.W (Ferry Terminal Property Owners)
- Partner with the City and NGOs to subsidize shuttle service. (Mobility-Transit Workshop)

Built Environment

- Provide a parking structure on ferry terminal site and cap by park (Ferry Terminal Property Owners)
- Deck over ferry vehicle holding lane as real estate for high density development or parking (Mobility-Transit Workshop)
- Use City lot for a parking structure (Large/Multi Property Owners)
- Include EV charging infrastructure within multifamily developments (Mobility-Transit Workshop)
- Add radio booster infrastructure (Emergency Services Workshop)
- Consider availability, spacing, pressure, and redundancy in water infrastructure, such as fire hydrants (Emergency Services Workshop)
- Provide road-end locators in case of emergency (Emergency Services Workshop)
- Identify new and additional shelter locations for emergency preparedness (Emergency Services Workshop)

Open Space and Natural Systems

- Enhance STO connection by schools (BISD + Parks District Workshop)
- Provide continuous trail connections (Civic Organizations Workshop)

Community Feel

- Continue with inclusive outreach and engagement process, early on in the process (Mobility-Transit Workshop)
- Find opportunities to bring more demographic diversity to the island (Arts and Culture Workshop)
- Consider the implications of an aging community (BISD + Parks District Workshop)
- Build on the strong sense of community when creating community vision (Businesses / Employers Workshop)
- Enhance safety around Harbor square and parking lots (Emergency Services Workshop)

DRAFT

WRITTEN COMMUNICATIONS

Community members were given the opportunity to submit general comments as well as feedback on the Scope of Environmental Impact Statement (EIS) in written format. The key takeaways of these communications are categorized below.

Housing

- Accessory Dwelling Units (ADU) at its current use and form should not be considered housing units
- Require all housing to be designed in a way that captures a certain percentage of sunlight, consider terrace housing in high density areas

Zoning and Planning

- Update Winslow Subarea Plan every 8 years to align with comprehensive plan updates
- Implement form-based code
- The current Transfer of Development Right (TDR) programs are not working as intended
- Consider transportation-efficient land use alternatives
- Mitigation measures should be in place for negative impacts of density such as shade, sound, garbage, traffic, and privacy
- Increase density in mixed-use town center zones while maintaining small-town character in Winslow Way and the core
- Ferry Terminal should be considered as “Transit Station Area”, therefore zoning should support reduced parking ratios, increased density and mixed use development
- Consider High School Road and SR 305 intersection as additional “Transit Station Area”
- Incorporate the Murden Cove Substation site if the subarea boundary is extended to match the sewer service area boundary
- Include WSDOT Olympic Region Multimodal Planning on any project advisory groups
- Assure compliance with BIMC 2.16.210 and requirements of the Washington Administrative Procedural Act and Growth Management Act within planning and SEPA process

Mobility

- Maximize the use of existing transportation infrastructure and consider lower-cost operational and demand management strategies before adding roadway capacity
- Incorporate Complete Street principles
- Evaluate Level of Traffic Stress (LTS) and Vehicle Miles Traveled (VMT)
- Address challenges faced by the elderly, including mobility and accessibility

Built Environment

- Consider the potential increase in electrical load driven by increased density and electrification in the subarea and plan for necessary electric utility system improvements
- Recognize that the intended ferry electrification by the Washington State Department of Transportation will require new electrical infrastructure to serve the ferry terminal

Community Feel

- High density development should ensure positive integration into the community
- Zoning changes should consider the impact on the small town atmosphere
- Transparency in public engagement process is critical

Resilience and Climate

- Visualize what does sustainable development mean

DRAFT

VISIONING WORKSHOPS

Below are several key takeaways from feedback and community preferences that the project team collected through both in-person and virtual visioning workshops.

Housing

- Provide accessible and affordable housing for all.
- Offer dense housing type such as garden apartments, stacked flat, and mixed-use residential close to transit and amenities.
- Provide opportunities for people to downsize.
- Provide seasonal and workforce housing.

Amenities

- Add more public bathrooms
- Provide amenities such as healthcare, childcare, affordable eateries, clothing store, laundromat, basic needs, hardware store, and grocery stores.
- Add community amenities such as regular concerts in the park, farmers, and Moonlight market.
- Add affordable commercial space for local businesses.
- Consider a walkable hotel development.
- Support island wide fiber optic infrastructure.
- Consider incubator spaces for lease.
- Consider the old shipyard for water front businesses.

Zoning and Planning

- Incentivize community assets such as local businesses, art, and culture.
- At an 80% AMI level, affordable housing planning remains challenging.
- Consider form-based code.

Mobility

- Consider closing Winslow Way to cars to pedestrianize, and activate the R.O.W.
- Consider adding water taxis to enhance cross island connection.
- Provide multimodal, mass transit.
- Plan for efficient parking for those who live off Winslow and don't have access to public transit.
- There are opportunities for SR 305 to better serve the community.

Open Space and Natural Systems

- Prioritize trees and native planting as integral component of the streetscape.
- Protecting green corridors in urban areas can pose challenges, requiring careful planning.
- Diversify the typology of open spaces within Winslow.

Community Feel

- Public community spaces are important platforms for creating a welcoming community.
- The diversity of people contributes to the Island's essence.
- Acknowledge and preserve the native historic presence on the island.
- Acknowledge and preserve the Coast Salish historic presence on the island.
- Maintain the character of Winslow Way.

Resilience and Climate

- Shift the mindset from individual focus to community benefit.
- Create ecological and economic resilience.
- Plan for the protection of natural habitats and climate adaptation through land use policy

VISIONING WORKSHOPS | DOTMOCRACY ACTIVITY - COMMUNITY PREFERENCE SURVEY

Community members were asked to prioritize their preferences while considering trade-offs and how their decisions would impact resilience, diversity, equity, belonging, and community character.

The graphics to the right summarize the collective efforts of all participants (both in person and virtual). Below, we summarize the consensus of the community.

Commercial and Community Amenities

- Community Market
- Community Services
- Ground Floor Commercial

Mobility

- Enhanced Walkability
- Shared Street (Woonerf)
- Enhanced Transit Options

Open Space and Natural Systems

- Green Infrastructure
- Ecological Corridors
- Waterfront Amenities

Residential Development

- ADU
- Cottage Housing
- Mixed Use Residential







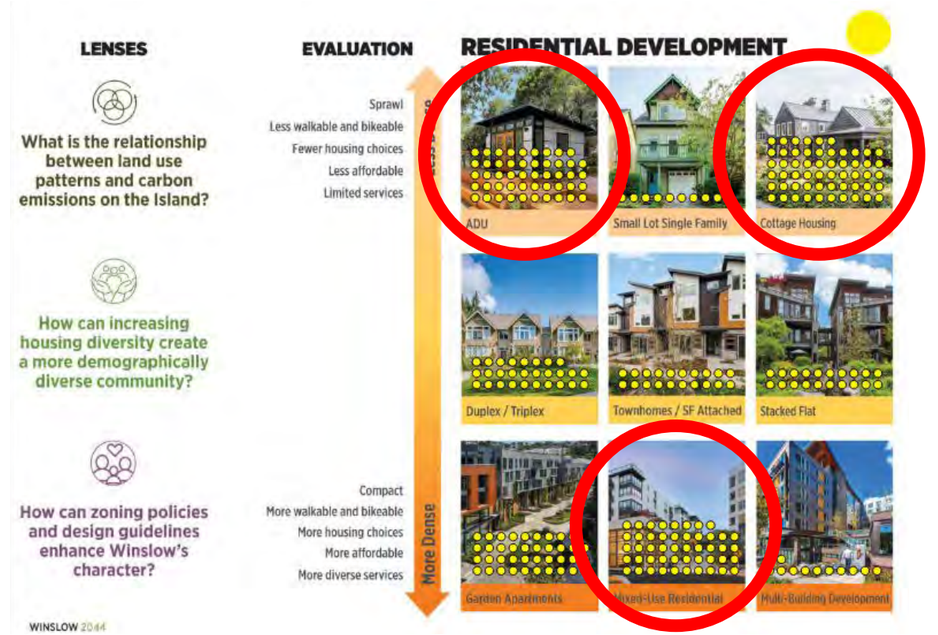


Exhibit D-4 Aggregated illustration of community votes

ALTERNATIVES WORKSHOPS

After the Visioning phase, the project team developed and analyzed three alternatives for Winslow with differing land use, mobility and open space frameworks. Alt 01 is a status quo, No Change alternative, while Alts. 2 and 3 propose changing land use, mobility, and open space in different ways. With alternatives drafted, the team engaged in both in-person and virtual outreach efforts to gather feedback on the alternatives, structuring prompting questions around the three key topics of zoning, mobility, and open space frameworks. The questions and key takeaways are outlined below.

- • What elements of this framework could be strengthened to better support the community lenses?
- • Are there mobility options within this framework that resonate most with you? Did we miss anything? Are there additional areas we should consider prioritizing for mobility improvements?
- • Are there parks and open space amenities within this framework that resonate most with you? What is missing? Are there other locations or opportunities we should consider?

In general, feedback from the public and various entities emphasized opportunities and constraints associated with each alternative.

There were discussions and considerations related to commercial development, retail, transportation, mobility, infrastructure, affordability, district character, and open spaces.

The majority of participants favored the action alternatives, recognizing changes are necessary to meet the City's climate, housing, and transportation goals. The feedback was approximately evenly split between favoring Alternative 02, 03, or a hybrid alternative, with a minority of participants favoring the No Action alternative. On Alternative 02, Walkable Corridors, response to housing needs, increase in jobs, and proximity to transit-oriented amenities were elements that resonated with people, with concern expressed around the size of cores and how many large buildings it would produce. Alternative 03 was perceived to be more feasible and aligned with the island's character, with concerns around its impact on transportation options and sprawl. The majority expressed a preference for a hybrid option, recognizing the complementary nature of the alternatives and advocating for the best elements from each to create a preferred alternative that comprehensively addresses current challenges, aligns with the community's vision, and accommodates projected population growth. See Chapter F - Alternatives for a detailed explanation.

Amenities

- Overnight stays for tourist are in High School road area rather than Winslow Core
- Include covered plazas and outdoor spaces
- Retail with residential above will reduce the need to drive
- encourage access to Hawley Cove, great view to Mt. Rainier
- Consider providing space for waterfront dining

Zoning and Planning

- Consider upgrading sewer and runoff treatment infrastructure
- Introduce "Maximum Parking" provisions into the zoning code.
- Increase housing density to increase diversity
- Ensure any increase in FAR is financially feasible for meaningful development, especially when affordability is a goal
- Use setbacks to mitigate for increasing building heights
- Adjust lot coverage: Increase for the High School Road area and decrease for the Winslow core to enhance parcel porosity
- Implement setback requirements for increased building height
- Promote compact development near the ferry terminal to foster a mix of small businesses and activities
- Coordinate with other agencies when public properties are considered for redevelopment or expansion

Mobility

- Consider improvements to SR 305 crossing at Winslow Way and High School Road intersections
- Prioritize bike and pedestrian routes on Sportsman Club and around Coppertop Business park
- Consider changes to Winslow Way to accommodate a wider sidewalk.
- Prioritize sidewalk improvements within the subarea, especially on Grow Ave, Wyatt Way, Sportsman Club Road, and north of High School Road
- Institute a residential parking permit system

Open Space and Natural Systems

- Explore enhancement opportunities for water access near the ferry terminal
- Prioritize trail connection through Sakai Park and the Winslow Ravine
- Establish a bike/pedestrian connection over/under SR 305
- Incorporate ravine restoration as an integral part of the alternatives.
- Integrate a street tree program into the proposed alternatives
- Protects the Island's aquifers
- Incentivize trail connections and mid-block crossing through private properties
- Create opportunities for linear park systems along Ericksen
- Designate areas for pocket parks, and covered plazas within the plan

COMMON THEMES

A total of **1,700 members of the community**, workers, and visitors have played an important role in shaping this planning process contributing to the formation of community vision. Below is a high-level overview of the key takeaways from the community consensus.

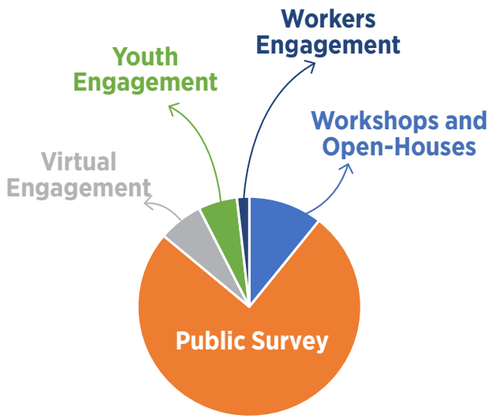


Exhibit D-5 Response breakdown by venue

Amenities

- Balance tourist and residential focused amenities
- Provide diverse community activities, amenities, retail and food services.
- Enhance way finding opportunities
- Add commercial space for childcare, health care and the creative community.
- Add more public bathrooms

Zoning and Planning

- Update zoning code for parking
- Provide additional incentives for affordable and sustainable development
- Encourage land consolidation
- Avoid sprawl

Housing

- Support for urban scale multi-family housing in mixed-use districts
- Provide diverse types of housing
- Include a range of affordable, and mixed-income development
- Locate new housing and amenities near transit centers

Mobility

- Invest in mobility hubs
- Enhance transportation connections and frequency within and between Winslow and other neighborhood centers
- Provide additional protected bike lanes, complete the Sound to Olympic trail and enhance walkability
- Provide enhanced parking amenities
- Build pedestrian bridge over 305
- Promote diversity in first and last mile transportation options from transit hubs
- Create porosity through mid-block connections
- Increase walkability

Open Space and Natural Systems

- Preserve and reinforce ecological resources
- Enhance access to natural resources, parks, and shoreline
- Invest in and maintain playgrounds
- Provide additional trail connection
- Plan for more natural features and vegetation in mixed-use districts

Community Feel

- Ensure Ferry Terminal becomes a verdant gateway
- Build on the strong sense of community
- Preserve historical resources and cultural community asset
- Community is in need of economic diversity
- Create a welcoming community
- Preserve the “feel” of downtown Winslow
- Consider the implications of an aging community

Resilience and Climate

- Build sustainable infrastructure that reflect and support climate change goals
- Transition to renewable energy
- Invest in equitable infrastructure
- Provide solutions to lower community’s carbon footprint

DRAFT

SYNTHESIS AND VISION

METHODOLOGY

The Winslow Subarea Plan Update process was based on a robust and inclusive outreach and engagement effort, as well as a comprehensive analysis of existing conditions, plans, infrastructure, policies, and capacity.

The diagram below shows the general workflow for this planning process. The initial phase of the project was focused on listening and learning. Findings from this phase were synthesized by the project team in order to evaluate opportunities and constraints, tests goals and guiding principles, and ultimately inform the crafting of a vision with the community.

Drafts of the vision and three alternatives were tested with the community at an in-person and on-line open house in the summer, and analyzed in a parallel Environmental Impact statement (EIS) process.

The three alternatives evaluated were:

Alternative 1 – No Action

Alternative 2 – Dense Centers

Alternative 3 – Distributed Density

For more on these alternatives, see the Alternatives section of this report.

Feedback on the alternatives was used to develop a preferred alternative, with input from the Planning Commission, City staff, Steering Committee and the public. The preferred alternative informs updates to the Comprehensive Plan and City codes and policies.

The ultimate goal of the process was to build a resilient community that can thrive in the face of future challenges and opportunities, while enhancing Winslow as an important destination and center for Island residents, workers, and visitors.

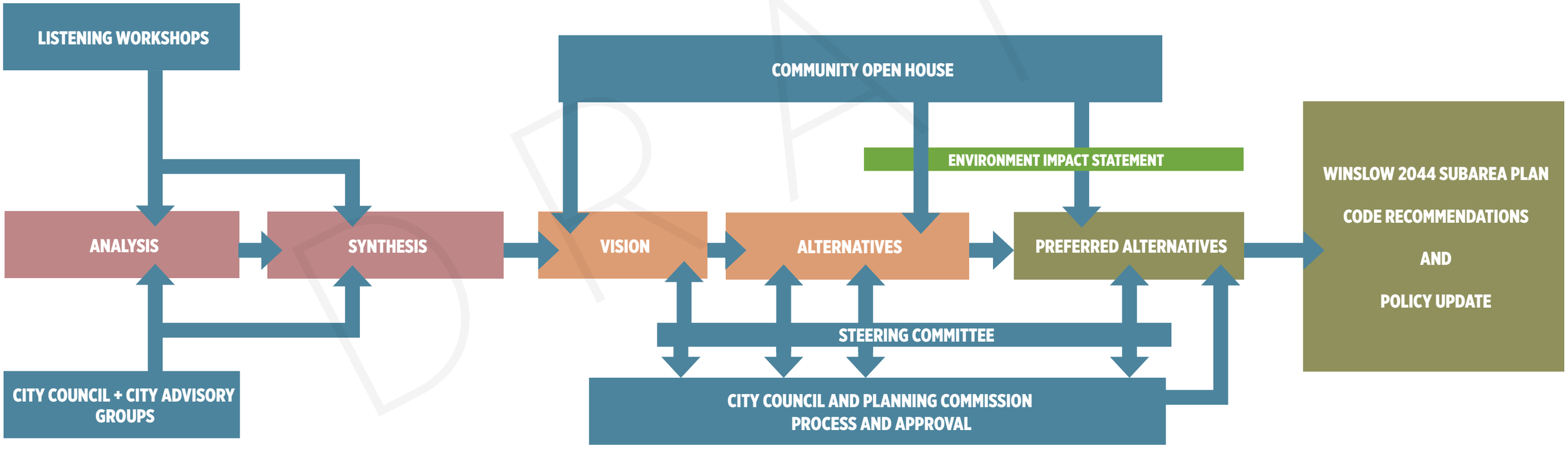


Exhibit E-1 Winslow Subarea Plan Update work flow

RESILIENCE PRIORITY

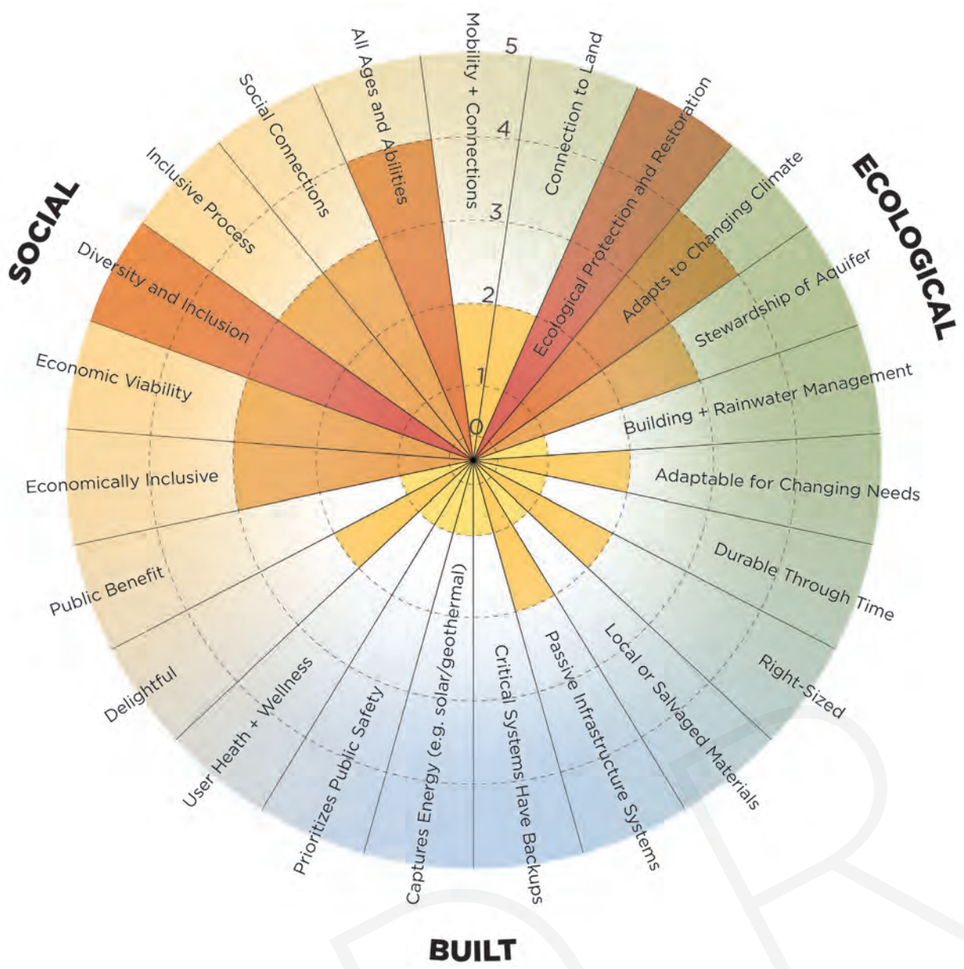


Exhibit E-2 Consolidated responses from community on "What makes Winslow resilient?"



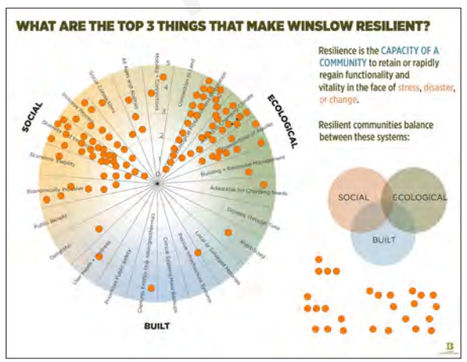


Exhibit E-3 Community members prioritizing and defining aspects that creates a balanced resilient community In-Person and Online Workshops

In the previous Existing Conditions section, community resilience was identified as an important lens to the plan update. During the visioning process, project stakeholders were engaged in a series of workshops and open houses where they were asked to consider the ecological, social, and built priorities for Winslow in terms of resilience strategies and opportunities. The results, compiled in Exhibit E-2, emphasize social and ecological aspects of resilience, and suggest opportunities in the plan update. Top priorities identified include:

Ecological restoration and protection

The community holds a deep appreciation for the unique ecological and environmental resources that the island offers and wants to prioritize restoration, enhancement and access to the natural environment. They are committed to being stewards in protecting the environment and adapting to climate change, while also ensuring that the aquifer, streams, wetlands, groundwater, shoreline, wildlife, and flora are respected and protected.

Participants also expressed the desire to promote sustainable development practices to protect the environment and reduce the impact of built environment on the natural resources.

Diversity and Inclusion

The community values diversity and inclusion through many lenses. One key element is diversity in housing type and affordability to meet the needs of all demographics, specifically those with lower income, workers, teachers, first responders, seniors and artists.

Inclusive engagement process is also crucial to the success of this plan.

Mobility for all

There is a need for improved transportation options, including shuttle services, foot ferries, and last-mile services to improve connectivity and promote mobility for all ages and abilities.

Economic and Community vitality

Promotion of diverse businesses, access to amenities, healthcare, art and culture, community resources and activities for youth and family is essential for the health of the community and its economic resilience.

Preserving the unique character of Winslow

The community values the small town character of Winslow and envisions a balanced approach that prioritizes preservation while accommodating right sized development to be responsive of the needs of locals while maintaining revenue from tourism industry.

The community did not generally prioritize the built environment in future resilience goals. This de-emphasis of new growth in infrastructure, services, and smaller housing units in walkable centers partially explains the observed stressors on the island such as parking, perceived overcrowding in restaurants, coffee shops and at the grocery store, lack of affordable housing options, and lack of walkable and rollable routes safe for all ages and abilities.

REGULATORY AND PLANNING IMPERATIVES

There are regulatory requirements that mandate certain growth and development imperatives, including:



COBI 2020 Climate Action Plan guiding principles sets a target to reduce green house gas emissions by 90% islandwide by the year 2045.

- tk tk t



Kitsap Countywide Planning Policy calls for an additional 1,927 new jobs on BI, by the year 2044.

- tk tk tkt o



CoBI 2020 Parks, Recreation and Open Space Comprehensive Plan identifies the need for an addition of 488 acres of parkland to be provided island wide, by the year 2040.

- tk tkt k



To comply with WA State House Bill 1220, CoBI would need to accommodate construction of 1,977 new housing units.

- This housing allocation is guided by department of commerce and Kitsap Regional Coordinating Council (KRCC). Of that total, **1,140 units** must be **housing affordable** to those making under 80% AMI, which the City would need to demonstrate capacity for primarily through **multifamily zoning.**

- The Buildable Lands report from 2020 showed the City's multifamily capacity at 258 units. Therefore, the City will need to demonstrate additional capacity for 882 multifamily units.

- The COBI Housing Need Assessment 2022 quantifies the housing need to be **2,672 new units** by 2044, which is responsive to both current underproduction and future housing need, utilizing a different methodology than the Department of Commerce.

DRAFT

CONSTRAINTS

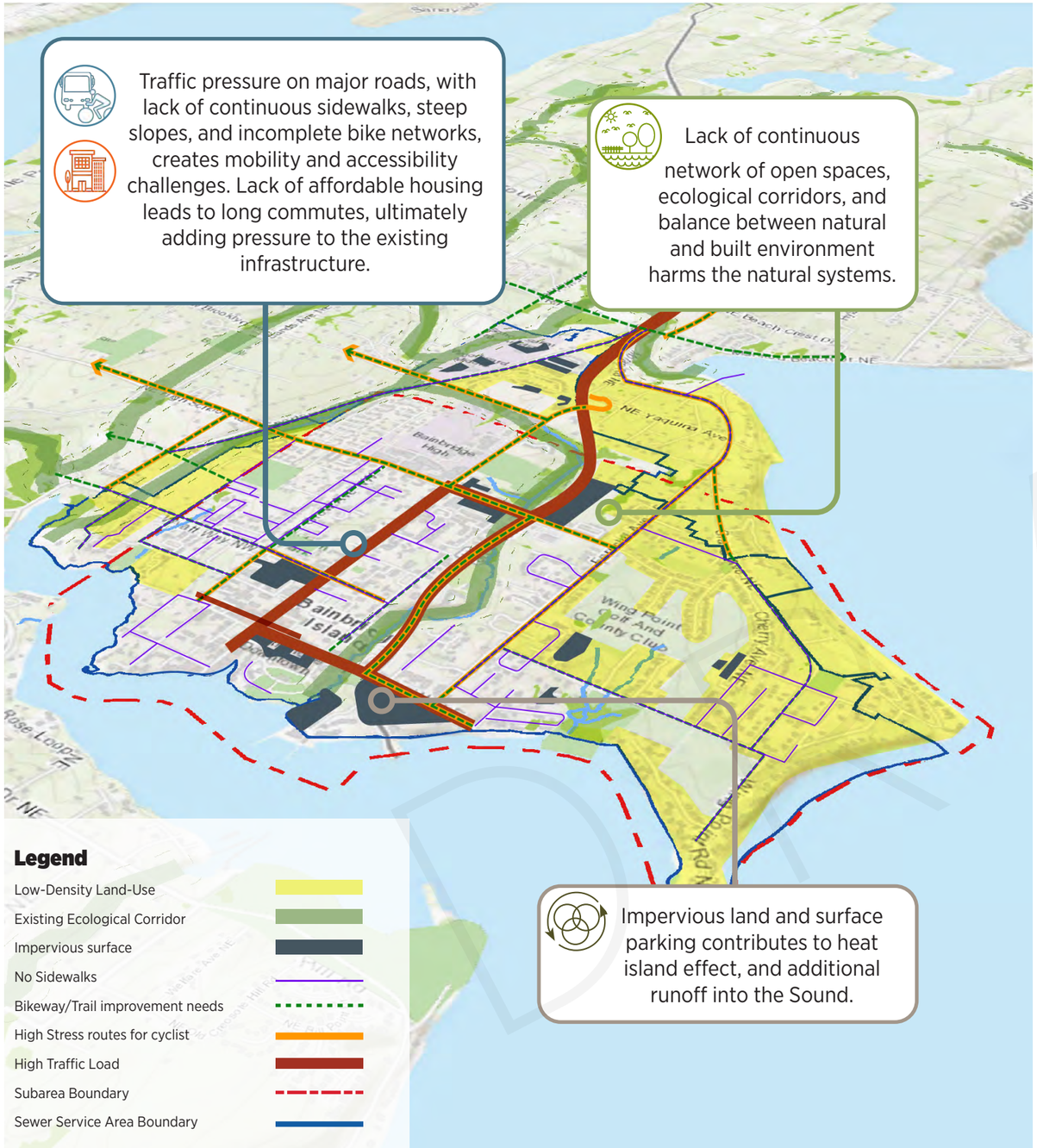


Exhibit E-4 Winslow's built environment and community constraints

The project team has synthesized all observations, studies and engagement feedback into high-level categories to summarize the constraints that the community is facing. The impacts of these constraints are taken into account when planning for the Subarea Plan update by finding ways to address these limitations in such a way that builds a more resilient, sustainable, connected, and inclusive community.

Open Space and Natural Systems

- Climate change and finite resources impose a strain on the existing natural resources.
- The absence of continuous trails does not promote biking/rolling.
- Advocating organizations have limited funding resources.
- Protection of green corridors in urban areas can be challenging, and requires careful planning.

Mobility

- Insufficient connectivity between the Winslow Subarea and the rest of the island encourages car dependency.
- Lack of continuous sidewalks and steep slopes impede walkability.
- Insufficient and costly parking is an issue.
- SR 305 is a barrier, and lacks "an East/West connection".
- The frequency and availability of public transportation is limited
- There is a deficiency in safe bike infrastructure.
- Lack of dense housing near transit hubs and amenities forces long commutes.

Resilience and Climate

- The community's carbon footprint is high.
- Low density land use patterns, which require the use of a vehicle for all trips - a major driver of CO2
  emissions - are not ecologically efficient.
- FEMA Community Risk Index for the Island is relatively high.
- Infrastructures is insufficient to address natural disasters such as wildfires.

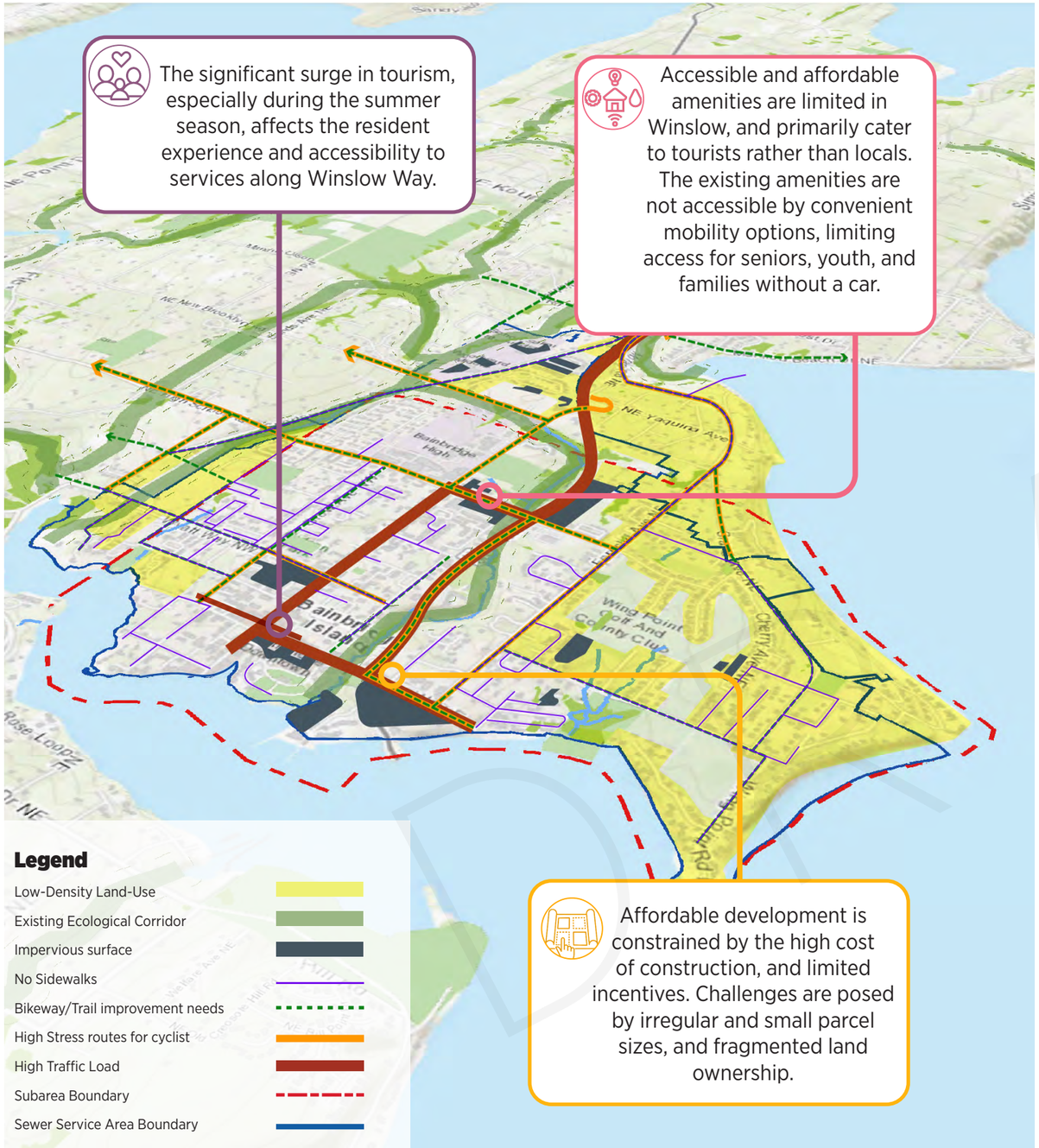


Exhibit E-4 Winslow's built environment and community constraints

Housing

- Lack of diverse, accessible and affordable housing, particularly for lower income, residents, artists, seniors, teachers, first responders and workers is impacting quality of life of residents and workers.

Zoning and Planning

- High cost of construction, and current parking requirements are major constraint for affordable development.
- Current Transfer of Development Right (TDR) and bonus programs are not well-utilized.
- Irregular and small size of parcels, particularly around Winslow Way, make development difficult.
- The unconsolidated ownership of parcels around the Ferry Terminal is a major constraint for redevelopment.
- There is a lack of mixed-use and live/work development.
- The defined planning policy affordability doesn't align with actual affordability (80% AMI is not yet affordable).

Amenities

- Winslow's amenities have not kept pace with the residential growth across the island, and existing amenities are not diverse and affordable.
- Hiring and staff retention because of affordability and accessibility constraints are impacting health industry, art and culture institutions, schools, and service jobs.
- Commercial spaces within Winlsow Way are geared toward tourists rather than locals.
- Insufficient street lighting in some places increases crime.
- Public restrooms are insufficient.

Community Feel

- The influx of tourism specially in summer time impacts the amenability of Winslow Way for the residents and limits their access to services.
- Out of context development can negatively impact the existing character of Winslow.

OPPORTUNITIES



Exhibit E-5 Winslow's built environment and community opportunities

The project team has synthesized all observations, studies and engagement feedback into the categories below to summarize the emerging project opportunities:

Open Space and Natural Systems

- Preserve and enhance ecological and public resources.
- Enhance access to nature, parks, and shoreline.
- Consider including space and natural system use in the R.O.W through use of ecological corridors, pollinator pathways, and the like.
- Provide continuous trail connection.
- Include gateway open space near Ferry Terminal to connect visitors and residents directly to the east side of Winslow Way.
- Invest in and maintain playgrounds.
- Minimize impact on natural resources, and contribution to climate change by strengthening Open Space requirements in code for developments over a certain size/density threshold.
- Identify opportunity parcels for new open spaces development as required by the PROS plan.
- Prioritize trees and native planting as integral component of the streetscape.

Housing

- Update land use policies and consider density or other bonus structures for inclusion of affordable housing and mixed-income that offers a range of unit sizes and types .
- Build off the recommendations from the HAP in order to prioritize affordable and diverse housing
  options for incomes lower than 80%AMI through incentives, funds, inter agency collaboration and other programs.
- Include dense housing options in areas accessible to transit, services, and amenities.
- Promote community's sustainability goals when planning for housing development.
- Include a mix of uses with new housing development.
- Ensure new units are sized to accommodate diverse family structures.

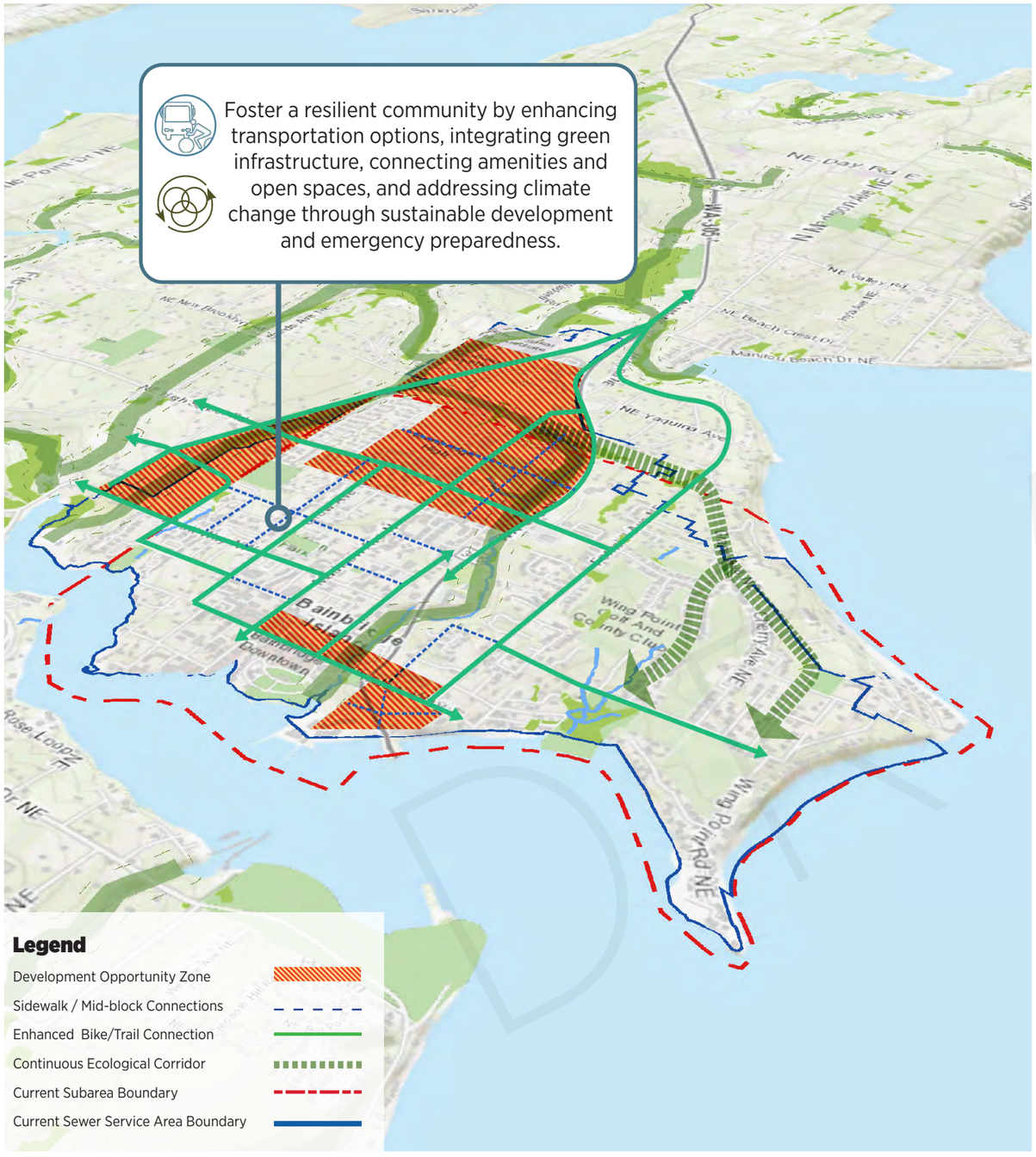


Exhibit E-5 Winslow's built environment and community opportunities

Mobility

- Partner strategically with BISD, Parks District, Kitsap Transit, NGO's and private landowners to accommodate transit-oriented development.
- Enhance multi-modal transportation connection between Winslow, amenities, and other neighborhood centers. Consider innovative solutions such a shuttle services and golf carts.
- Find opportunities to incorporate mobility hubs at critical locations within the community, such as around High School Road, and create transit villages.
- Support the foot ferry to Bremerton idea proposal.
- Add pedestrian bridge connecting East to West over 305.
- Promote diversity in last mile service options from Ferry Terminal such as Shuttle service, small EV shares, shared electric bikes, and scooters.
- Incorporate Complete Street principles.
- Enhance and create safe, walkable, and bikeable paths and trails by connecting amenities, destinations and open spaces such as to Strawberry Hill Park, School District, BI Creative District, and Copper Top development.
- Complete Sound to Olympic trail connectivity and improvements.
- Provide mid-block connections to enhance connectivity, and increase access to the natural resources and amenities.
- Prioritize continuous sidewalk connections, and enhance wayfinding and safety to increase walkability.
- Enhance mobility options to be inclusive of all ages and abilities, create connections across the neighborhood, and prioritize ADA accessibility around senior housing and community resources.
- Consider closing Winslow Way to cars to pedestrianize, and activate the R.O.W.
- Consider adding water taxis, to enhance cross island connection.

Resilience and Climate

- Provide solutions to lower community's carbon footprint.
- Build sustainable infrastructure that reflect and support climate change goals.
- Transition to renewable energy.
- Invest in emergency preparedness hubs to ensure the community's safety during times of crisis.
- Adopt a holistic view on community resilience, including ecological, social,and technological systems.
- Consider ways to improve the economic resilience of the community.



Exhibit E-5 Winslow's built environment and community opportunities

Zoning and Planning

- Update land-use standards to promote density and incentivize development that align with community's sustainability goals and preferred community character.
- Explore increasing the density of mixed-use centers, and around transit centers.
- Create an effective TDR program to bring density from the Island's conservation area to the more urban areas.
- Consolidate and simplify zoning districts to make a more predictable and efficient application and review process.
- Investigate aligning subarea boundary and densities more closely with sewer and water service area, and re-developable parcels.
- Encourage development of ADU/DADU, and live/work units within all districts of subarea.
- Limit parking requirements in transit villages, and dense, walkable centers.
- Consider innovative solutions such as capping the ferry vehicle holding lane and use it as valuable
  real estate, and accommodate community's need.
- Implement design guidelines to promote sustainable development, and preferred building massing.
- Work with SPU to underground power lines in dense centers.
- Consider the implications of growth on disaster response management and plan accordingly.
- Promote interagency collaboration to ensure economic vitality.
- Educate community on policy, economics and sustainability goals to engage with elected officials and
  support projects that align with community's need and vision.
- Protect historic and cultural assets including the Suquamish Tribe land.
- Consider form-based code.
- Explore approaches to maximize the budget's impact while enhancing the quality of the built environment.
- Consider planning for and adopting a comprehensive Street Tree Planting and Maintenance program and requirement.

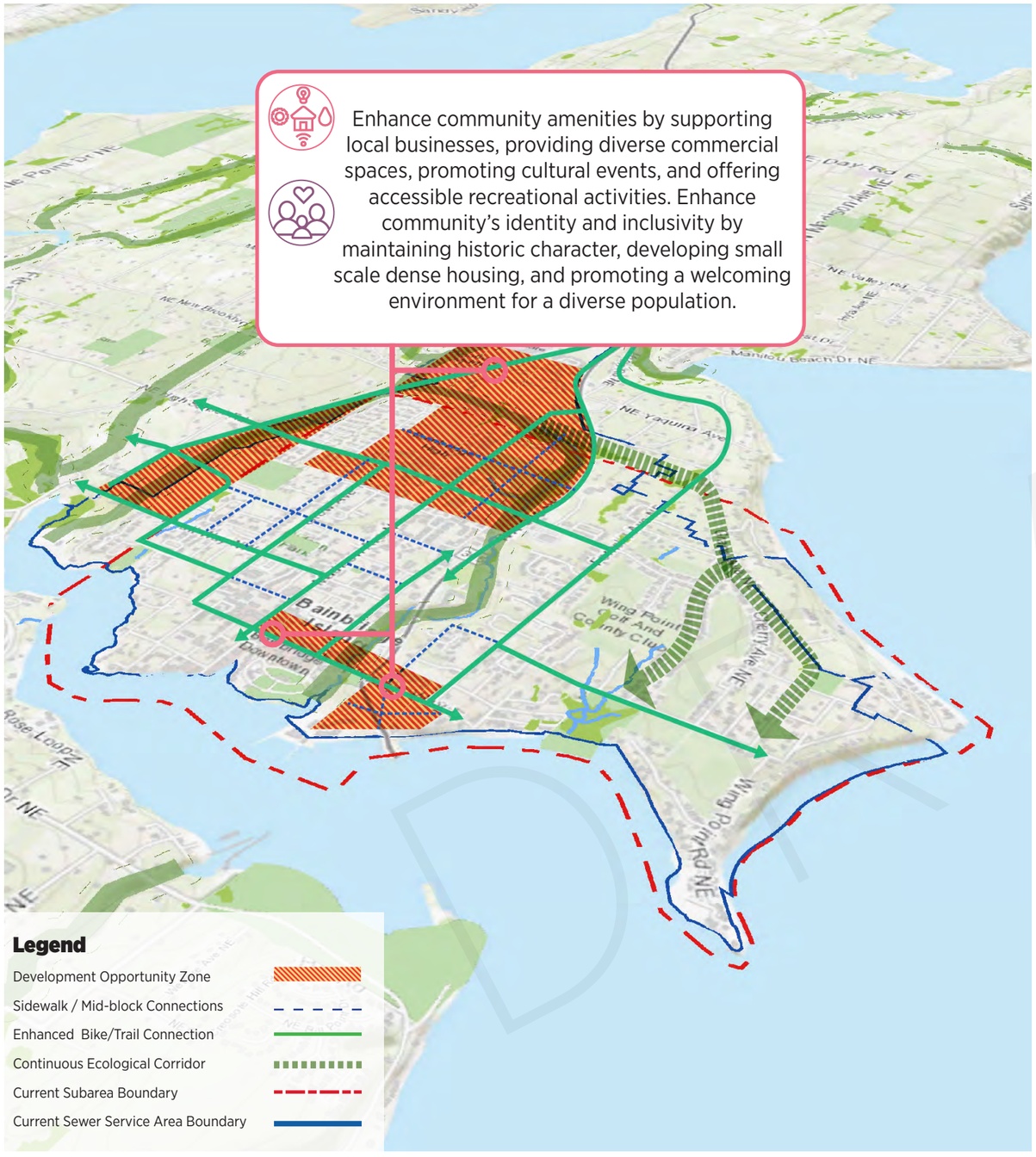


Exhibit E-5 Winslow's built environment and community opportunities

Amenities

- Promote commercial development that accommodates the everyday need of community and support local businesses, such as healthcare, childcare, affordable eatery, clothing store, laundromat, basic needs,
  hardware store, and grocery stores.
- Subsidize and add more maker and industrial spaces for artists.
- Promote cultural amenities and events such as art walks, Moonlight market, and live music.
- Provide accessible and affordable recreational activities for youth and families, such as play-ing, gathering and communal spaces.
- Add more public bathrooms.
- Diversify the commercial spaces.
- Provide street lighting in places that have insufficient lighting to increase safety and visibility.
- Add wayfinidng elements.
- Add community centers for youth.
- Consider a walkable hotel development.
- Promote urban-agriculture as a community resource in dense areas, and expand on farmers market.
- Consider waterfront commercial development.
- Support island wide fiber optic infrastructure.
- Provide accessible and diverse amenities essential to community's everyday need such as healthcare, and childcare services.

Community Feel

- Maintain and enhance community's character by building upon Winslow's unique identity.
- Preserve historic character and continuity between old and new built environment.
- Enhance economic diversity and vitality through strategic partnership with art, culture, and none profit
  organizations, as well as promoting local businesses and talent.
- Create a welcoming community and find opportunities to bring more demographic diversity to the island.
- Accommodate resident's need, while supporting tourism industry.

EXISTING VISIONS

There have been many visions for the Winslow Subarea over time, and there are a number of visions for downtown Winslow in process, such as from the chamber of commerce and from the Senior Center. Two visions from foundational planning documents are called out below, and create a basis for the evolving vision for the Winslow subarea.

WINSLOW VISION -

FROM THE 2006 SUBAREA PLAN

"The vision for is Winslow that:

The Island is a complete community: Winslow develops as a sustainable, affordable, diverse, livable and economically vital downtown. Development is allowed in a manner that encourages environmentally and economically sound growth, and also protects and conserves resources and lifestyles that would otherwise be impacted in outlying areas of the Island.

Winslow Way is the Centerpiece of Downtown: Pedestrians gather on a street with vibrant retail and attractive places. A simple streetscape retains small-town character and a "sense of place."

The Town Grows "Green": Downtown grows softer, greener, taller and more vibrant.

The Town Center Remains Vital: People choose to live in a pedestrian-supportive town center where they find a range of housing choices and convenient services.

Transportation Choices are Available: Visitors travel to town on foot, on bicycles, in boats, using transit or in cars. Drivers are encouraged to "park once" and become pedestrians.

The Walk-About Experience Invites Discovery: An organic grid of eclectic lanes, alleys, paths and trails encourages exploration. Visitors discover diverse businesses and unique neighborhoods where culture, history and the natural environment are celebrated.

The Cultural & Civic Campus is Alive: People are drawn downtown to enjoy events and performances at City Hall, theaters, museums, galleries and the market."

BAINBRIDGE ISLAND VISION 2023 -

FROM THE 2016 COMPREHENSIVE PLAN

"Bainbridge Island is a diverse community with a shared commitment to environmental stewardship and a strong sense of community.

The community has successfully balanced environmental preservation, economic development, and the needs of its people. Water resources are resilient, and conservation efforts have reduced water consumption. Neighborhood centers are thriving, walkable areas connected by walkways, bike trails, and transit, promoting healthy lifestyles and reducing emissions.

Affordable housing is available for the local workforce, and communication infrastructure supports successful local enterprises. The Island is known for its artistic excellence, sustainable practices, and diverse employment opportunities. Outside the centers lower-density development is prioritized to protect natural resources. Agriculture is a thriving part of the economy, and capital facilities meet the needs of growing population. Bainbridge Island fosters a caring community where everyone feels connected and has opportunities for growth

Community cultural planning sets direction for integrating the arts, humanities and history with urban design, economic development, education and other initiatives that nurture the quality of life on Bainbridge Island. Artistic creativity and humanistic inquiry advance other community goals such as economic vitality, quality education, and community planning and design. Investments in the arts and humanities are investments in the growth of the community, enriching the lives of its residents and making Bainbridge Island a better place to live."

WINSLOW 2044 VISION STATEMENT

Winslow 2044 envisions a **DIVERSE**, **VIBRANT**, and **COMPLETE COMMUNITY** with a **UNIQUE SENSE OF PLACE**, a **VITAL CENTER** of the Island that fosters a **WELCOMING ENVIRONMENT**. A community that...

Increases **RESILIENCE** by integrating **ENVIRONMENTAL GOALS**, **SOCIAL PRIORITIES**, and **REDEVELOPMENT** while **PRESERVING AND ENHANCING NATURAL RESOURCES**, **ECOLOGICAL FUNCTIONS**, and accessible networks of **OPEN SPACE**.

Supports **LOCAL BUSINESSES**, **EDUCATIONAL INSTITUTIONS**, and the **CREATIVE COMMUNITY** to foster **ECONOMIC VITALITY**, and provide opportunities for youth, families, and workers to prosper.

Promotes accessible and diverse **AMENITIES** essential to community's everyday need such as **HEALTHCARE**, and **CHILDCARE SERVICES**.

Fosters **DIVERSITY AND INCLUSION**, creates opportunities for **CIVIC ENGAGEMENT**, nurtures social nodes and contributes to **A THRIVING COMMUNITY FOR ALL**.

Creates **HOUSING OPTIONS** which are **AFFORDABLE** and **ACCESSIBLE** to the full spectrum of housing and market needs.

Prioritizes **PEDESTRIAN - FRIENDLY**, **GREEN INFRASTRUCTURE**; access to **COMMUNITY AMENITIES**; and **ALTERNATIVE TRANSPORTATION MODES** for all ages and abilities.



DRAFT

ALTERNATIVES

ALTERNATIVES SUMMARY

The alternatives phase of the project followed the project team's evaluation of existing conditions, more than 20 workshops and public meetings with over 1,700 community members, multiple updates to the Council, and close coordination with the City's Steering Committee. Alternatives built on earlier visioning work, community lenses, City, County, and State Planning imperatives as outlined in previous chapters. In all of these engagements, housing affordability and advancing the City's 2022 Housing Action Plan consistently rose to a top priority.

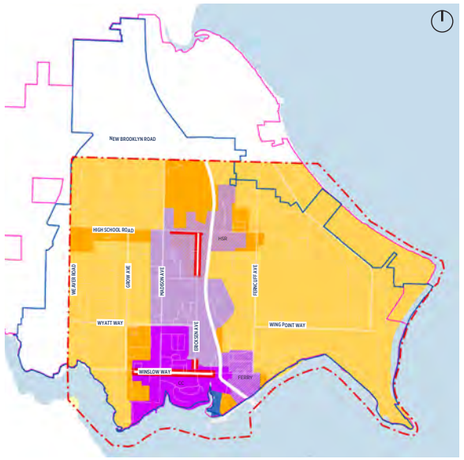
The purpose of the alternatives phase was to organize the public's ideas and planning mandates in order to test ideas and gather feedback to inform a preferred alternative. None of the alternatives presented were intended to become the preferred alternative, rather the alternatives test logical extremes based on the project inputs to inform the preferred alternative. Feedback on the three alternatives from the public and elected officials can be found in the Outreach and Engagement chapter of this report.

Three alternatives were developed through this process that considered land use, open space, and mobility changes over the next 20 years. Alternative 01 investigates what might happen were the City to take no additional land-use actions, though existing plans and policies could remain in place. The team found that under this scenario, it is unlikely for the City to meet their affordability or environmental goals, and some of the community's concerns about the built character of the Island could remain unaddressed. More on this alternative can be found on pages 2-3.

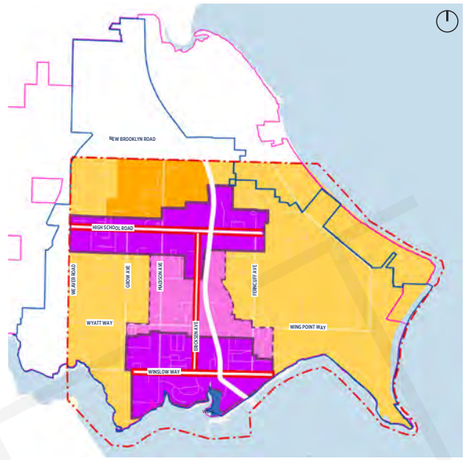
Alternative 02 tested the idea that future growth in the Winslow Subarea might take place in the existing Winslow and Ferry Terminal centers and in an intensified mixed-use center along High School Road. This alternative was coined 'Go UP' as it considers the most density and height, in line with what was called for in the Housing Action Plan in order to promote more multifamily and affordable housing in centers. This alternative tested the most land use capacity of the three, and could meet the HB1220 and City's housing affordability goals when combined with the policies recommended in the HAP and later in this document. It does not meet the 2044 job targets. This alternative could also help to reduce the Island's carbon footprint by providing housing densities supportive of frequent transit service and by providing walkable districts where car ownership is less essential.

Alternative 03, known as the Middle Housing Expansion or "Go Out," proposes a new subarea boundary, stretching north to align with existing sewer service boundary and planned capacity. This approach increases capacity by rezoning the majority of the proposed subarea by one increment. By expanding middle housing, this alternative aligns with the current character of Winslow and meets the HB1220 housing targets. However, it falls short of meeting the employment targets set for the Island. The "Go Out" alternative has less capacity than alternative 02 to reflect on known infrastructure capacity constraints such as sewer.

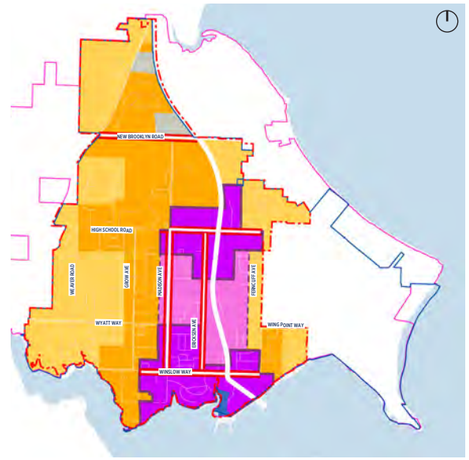
The "Go UP" alternative prioritizes housing affordability, walkability, and economic development of Winslow, while the "Go Out" alternative prioritizes alignment of growth with existing planned infrastructure capacity and character. More on these alternative can be found on pages 4 to 9.



ALT 01 - NO ACTION



ALT 02 - WALKABLE CORRIDORS *(GO UP)*



ALT 03 - MIDDLE HOUSING EXPANSION *(GO OUT)*

Legend

- Single Family Residential (R-0.4 to R-4.3)
- Multi Family Residential (R-8.0 to R-14.0)
- Business/Industrial Zone
- WDI Zone
- Ericksen, Madison, and Gateway Districts
- Central Core District
- Ferry Terminal District
- High School Road Districts I and II District
- Alternative Cores
- Alternative Transitional Zone
- Active Ground Floor Corridor
- SubArea Boundary
- Winslow Water Services Boundary
- Sewer Service Service Area Boundary

HB 1220 1,977 DU	HAP 2,672 DU	2044 JOBS TARGET 1,927 NEW JOBS
MEETS 30% OF THE TARGET ✗	MEETS 20% OF THE TARGET ✗	MEETS 5% OF THE TARGET ✗

HB 1220 1,977 DU	HAP 2,672 DU	2044 JOBS TARGET 1,927 NEW JOBS
MEETS THE TARGET* ✓	MEETS THE TARGET ✓	MEETS 50% OF THE TARGET ✗

*ASSUMES IMPLEMENTATION OF HAP

HB 1220 1,977 DU	HAP 2,672 DU	2044 JOBS TARGET 1,927 NEW JOBS
MEETS THE TARGET* ✓	MEETS 90% OF THE TARGET ✗	MEETS 30% OF THE TARGET ✗

*ASSUMES IMPLEMENTATION OF HAP

EXHIBIT F-1 ALTERNATIVES SUMMARY

ALTERNATIVE 01 - NO ACTION | CURRENT ZONING REMAINS

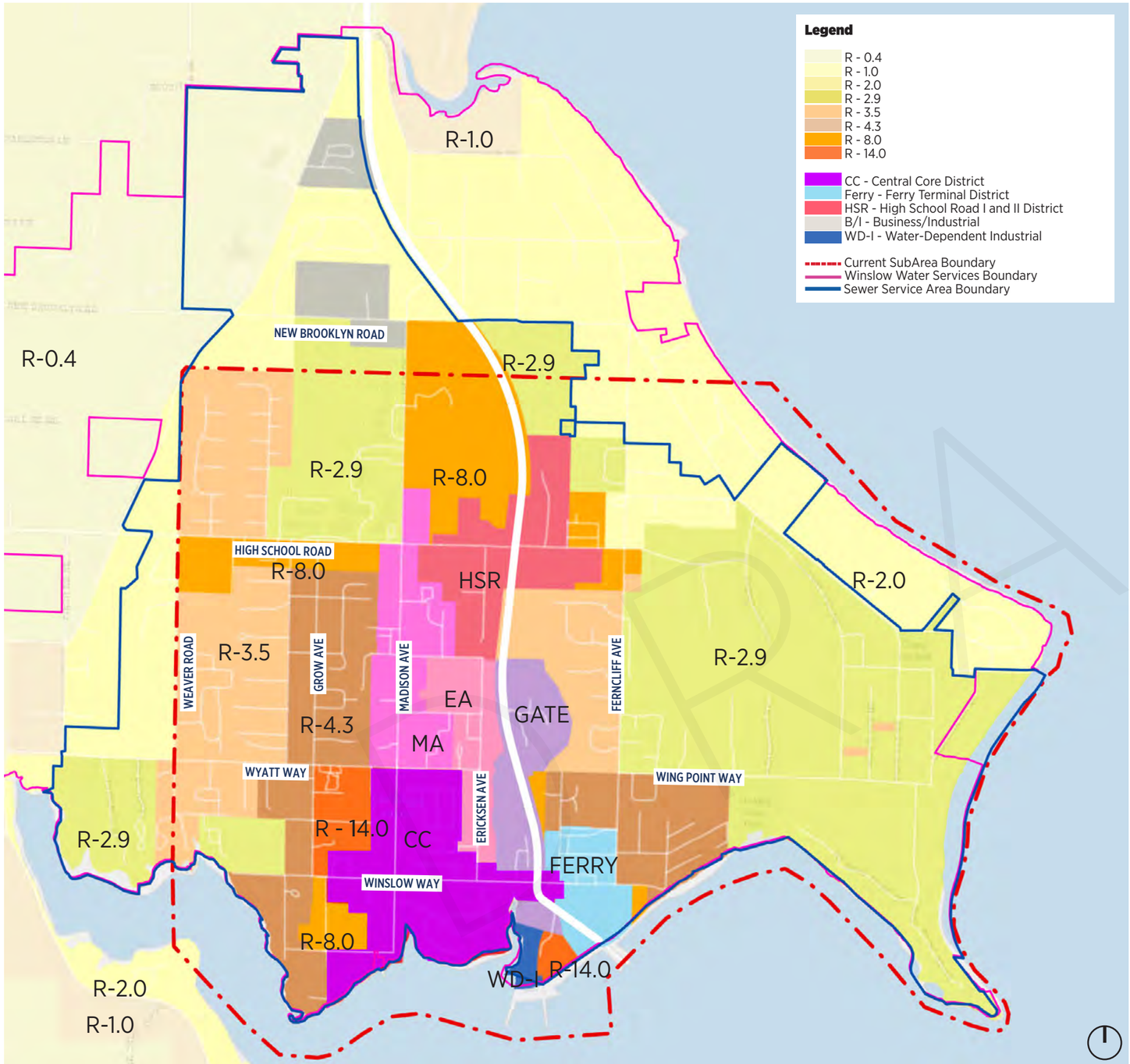


EXHIBIT F-2 ALTERNATIVE 01 ZONING FRAMEWORK

Alternative 01 - No Action serves as a baseline scenario, projecting forward without any further changes to existing zoning code and planning policies. It assumes reliance on the current zoning framework to produce additional housing units and jobs to meet the regulatory and planning imperatives, as well as to align with community's aspirations.

The **No Action** alternative is evaluated based on the state, county, and local regulatory and Housing Action Plan (HAP) planning imperatives as well the three lenses of Resilience and Climate, Diversity, Equity, and Belonging (DEIB), and Community Character.

Given the current restrictive zoning code, and that 70% of land within the current subarea boundary is not suitable for multifamily development, this alternative falls far short of generating sufficient capacity to meet the regulatory and planning imperatives and targets. Based on capacity projection of year 2044, the current zoning could yield approximately 600 new dwelling units, meeting only 30% of the total island-wide HB1220 requirements, and 70 new job opportunities, fulfilling only 5% of the island-wide 2044 job targets.

Based on the current mobility and land use patterns, it is unlikely for this alternative to meet the Island's carbon reduction and resilience goals.

The HAP contains a number of strategies to meet affordability goals, but with current regulatory and zoning limitation, it is unlikely for this alternative to meet those affordability targets.

ZONING DISTRICT	CENTRAL CORE	FERRY TERMINAL	HIGH SCHOOL RD
*MAX FAR	1.5 FAR	1.4 FAR	0.9 FAR
*MAX HEIGHT	45' Max Height	45' Max Height	45' Max Height

* with density bonus

ISLANDWIDE REGULATORY AND PLANNING IMPERATIVES	HB 1220 1,977 DU	HAP 2,672 DU	2044 JOBS TARGET 1,927 NEW JOBS
ALTERNATIVE'S PROGRESS TOWARD TARGETS	⊗ MEETS 30% OF THE TARGETS	⊗ MEETS 20% OF THE TARGET	⊗ MEETS 5% OF THE TARGET

MOBILITY FRAMEWORK

Alternative 01 relies on the recently adopted Sustainable Transportation Plan (STP) without introducing alterations or enhancements. Both the COBI 2020 Climate Action Plan and the City of Bainbridge Island (COBI) 2022 Sustainable Transportation Plan set a target to reduce greenhouse gas emissions by 90%, by the year 2045.

The Sustainable Transportation Plan is islandwide and identifies gaps such as planning for continuous sidewalk throughout the entirety of Winslow subarea, or a pedestrian bridge over 305, when it comes to the Winslow Subarea Plan. The current population density does not support increasing the frequency of public transportation. The STP describes the need of multimodal mobility options to serve Winslow with frequent, reliable options and seamlessly connect to other neighborhood centers. More discussion on the existing conditions plan can be found on pages 23-25 of Chapter C - Existing Conditions.

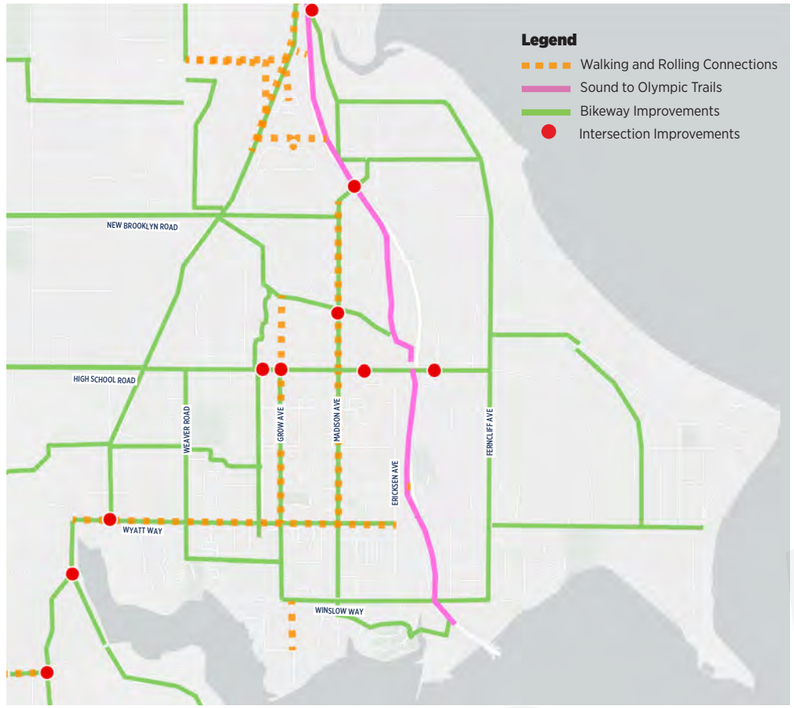


EXHIBIT F-4 SUSTAINABLE TRANSPORTATION PLAN VISION



Distressed Pedestrian Crossing



Unprotected Bike lane



Winslow Circulator



Inefficient Parking

OPEN SPACE FRAMEWORK

The **No Action** open space framework approach remains consistent with current policies and practices, without introducing modifications to the existing parks plan. Using a walkshed analysis, the project team has identified gaps within the parks and open spaces. The orange hatch on F-5 exhibit shows areas with limited walking/biking access to a park system as result of walkshed analysis. Community feedback described a desire for increased access to the waterfront, enhancement of year round park features, and additional trail connections to the waterfront, parks with all year round access, and additional trail connection. More discussion on the existing conditions plan can be found on pages 27-28 of Chapter C - Existing Conditions.

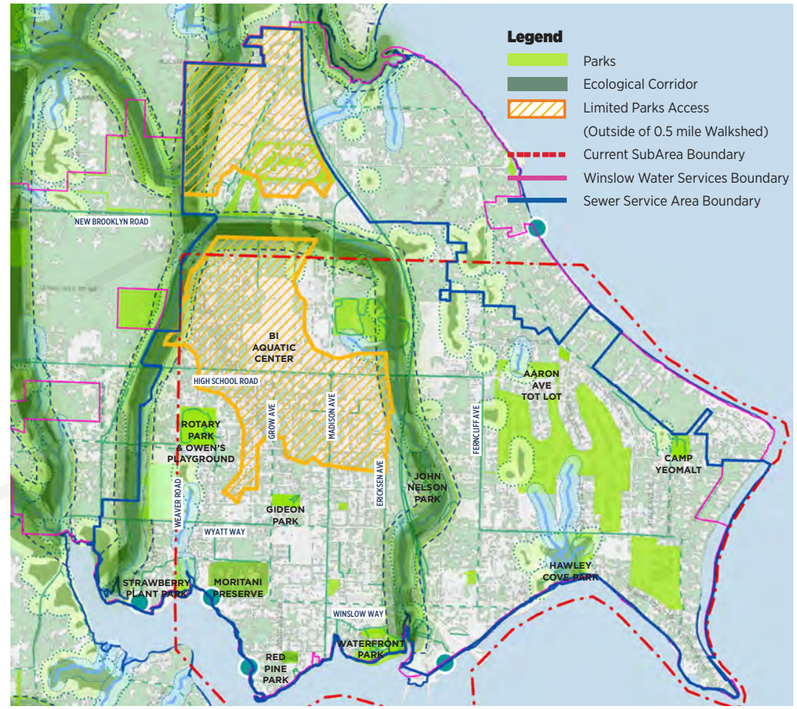


EXHIBIT F-3 EXISTING OPEN SPACE FRAMEWORK



Enhanced Mid-Block Connections



Additional Plazas + Pocket Parks



Green Infrastructure



Views

ALTERNATIVE 02 | WALKABLE CORRIDORS (“GO UP”)

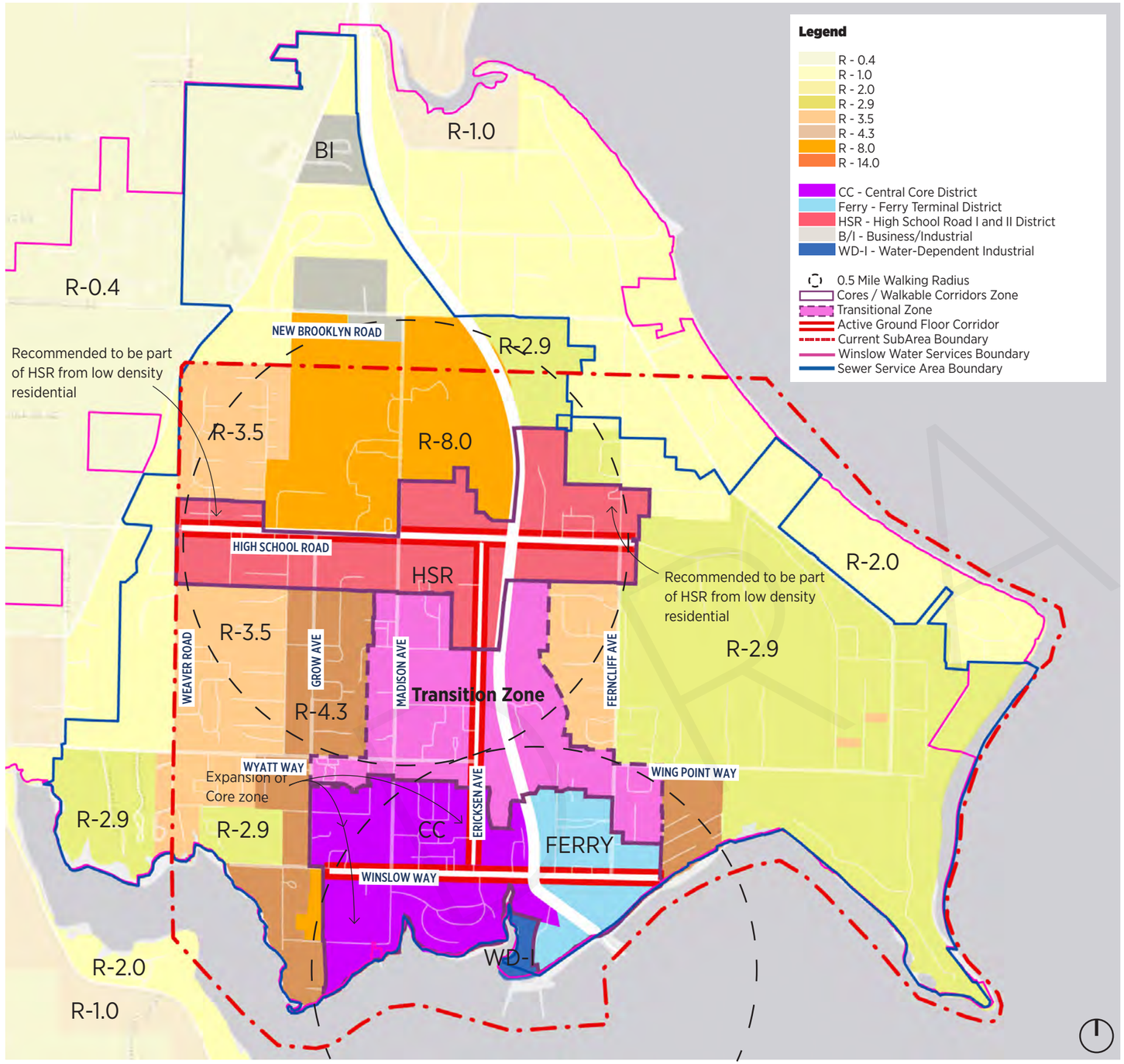


EXHIBIT F-5 ALTERNATIVE 02 ZONING FRAMEWORK

The **Alternative 02 - Walkable Corridors** or "**Go UP**" establishes denser cores along High School Road and in the Ferry Terminal Overlay District and close proximity of Winslow Way. This alternative focuses on creating a series of denser walkable corridors with active ground floors to create a traditional main street. Housing and amenities are concentrated within walking distance of transit, with a moderate increase in height and density and reduction in parking minimums and lot coverage in the centers.

The expansion of High School Road corridor captures large lots to support additional housing units, types and mixed use development. Winslow Way is connected across State Route (SR) 305 for a coherent experience. Introduction of an additional setback on Winslow Way allows for the preservation of the existing character while hiding the density. Moderate increases in density allow and encourage additional building types. This alternative consolidates some of the existing mixed-use zones into a single transition zone, creating connectivity and consistency between the two cores. It provides a transition from mixed-use cores to residential zones. The rest of the zones remain intact.

This alternative is also evaluated based on state, county and local and HAP planning imperatives as well as the three lenses. Moderate changes to the zoning code increases capacity for future development. This alternative could yields approximately 2,850 new dwelling units, meeting both HB1220 requirements and HAP recommendations, and 930 new job opportunities, fulfilling 50% of the islandwide 2044 job targets.

The strong focus on walkable corridors and the proximity of housing to amenities, transit, and jobs could result in fewer miles traveled per islander, reducing greenhouse gas emission and contributing positively to climate and resilience goals. The added multi-family residential capacity could result in the expansion of housing options, ultimately creating more affordability.

ZONING DISTRICT	CENTRAL CORE	FERRY TERMINAL	HIGH SCHOOL RD	TRANSITION ZONE
EXISTING MAX FAR + HEIGHT*	1.5 FAR 45′ Max Height	1.4 FAR 45′ Max Height	0.9 FAR 45′ Max Height	N/A
PROPOSED MAX FAR + HEIGHT	2.5 FAR 55′ Max Height	3 FAR 65′ Max Height	3.5 FAR 65′ Max Height	1.2 FAR 45′ Max Height

* with density bonus

ISLANDWIDE REGULATORY AND PLANNING IMPERATIVES	HB 1220 1,977 DU	HAP 2,672 DU	2044 JOBS TARGET 1,927 NEW JOBS
ALTERNATIVE'S PROGRESS TOWARD TARGETS	✓ MEETS THE TARGETS*	✓ MEETS THE TARGETS	✗ MEETS 50% OF THE TARGET

**ASSUMES IMPLEMENTATION OF HAP*

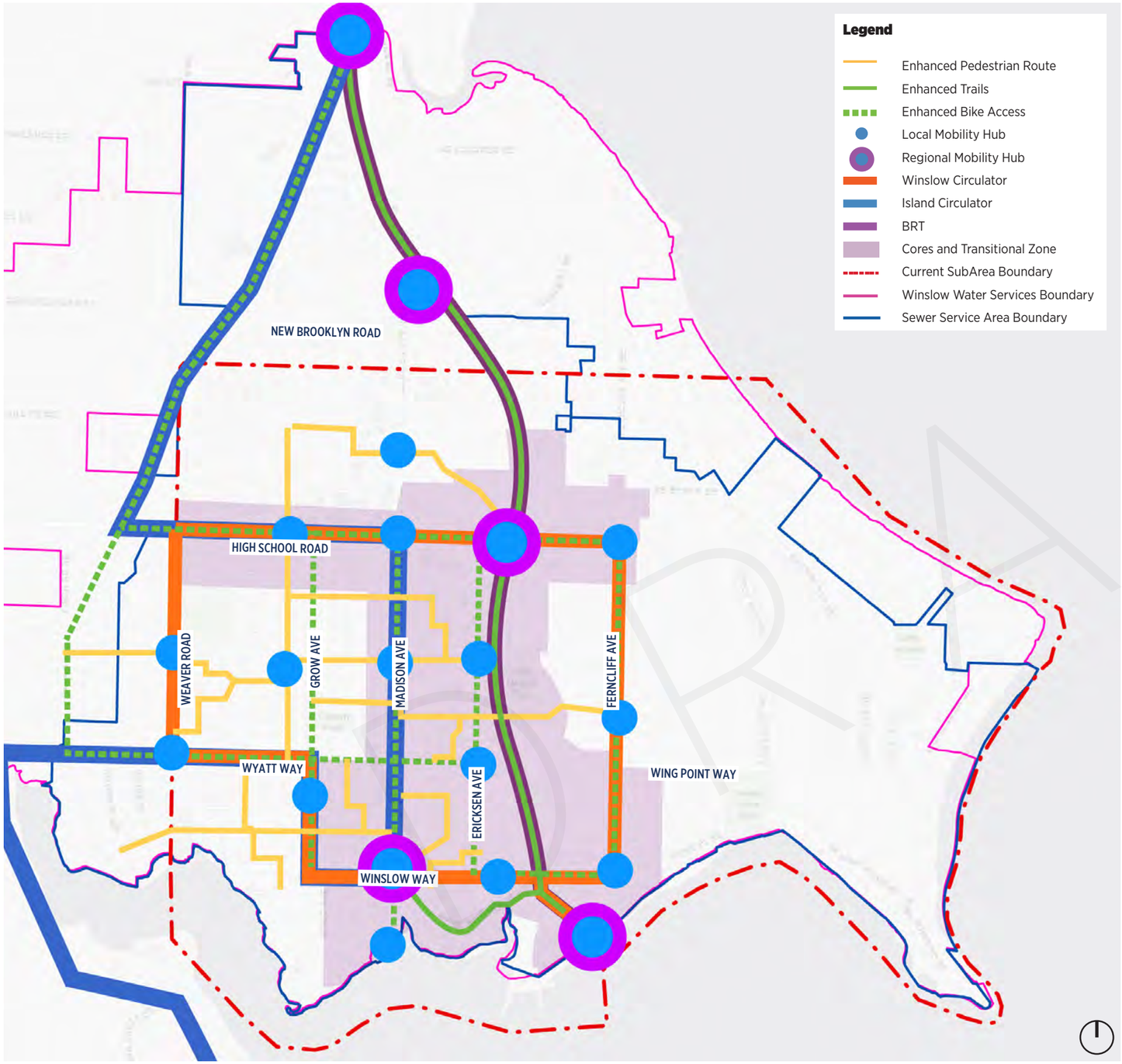


EXHIBIT F-6 ALTERNATIVE 02 MOBILITY FRAMEWORK

MOBILITY FRAMEWORK

Alternative 02 builds upon the Sustainable Transportation Plan (STP), while recognizing gaps within existing plans. This mobility plan aligns with the vision of creating walkable districts, effectively reducing dependency on personal vehicles. This mobility framework focuses on strategies such as:

- Island Circulator: Kitsap County Long Range Transit plans for an Island Circulator connecting Winslow to the rest of the Island. The density produced by the "Go UP" alternative potentially increases ridership supporting bus rapid transit as a viable and efficient transportation option, with stops at Winslow Way, Madison Ave, and High School Road.
- Winslow Circulator: The STP identifies Winslow Circulator, a shuttle route that connects Winslow Way to High School Road for regular and accessible transit within the subarea. The Winslow Circulator could work with conjunction of the Island Circulator for an enhanced Island wide connection.
- Regional Mobility Hubs (Tier 01): Strategic allocation of regional mobility hubs, located at the intersection of SR305 and High School Road as well as Winslow Way and the Ferry Terminal, facilitates transit between different modes. The hubs could provide multimodal connectivity like shared EV, and transit options such as shuttles, buses, BRT, and ferry services.
- Local Mobility Hubs (Tier 02): Local hubs extend coverage and accessibility throughout the subarea. The local hubs accommodate micro mobility options such as charging stations.
- Bike and Pedestrian Infrastructure: This framework prioritizes improvements to bike and pedestrian infrastructure by creating continuous sidewalks, trails and protected bike lanes. Mid-block connections are emphasized to enhance east-west connectivity.


Enhanced Bike Infrastructure (Madison Avenue Concept)


Mid-Block Connection


Enhanced Transit Options


Complete Street (High School Rd Concept)

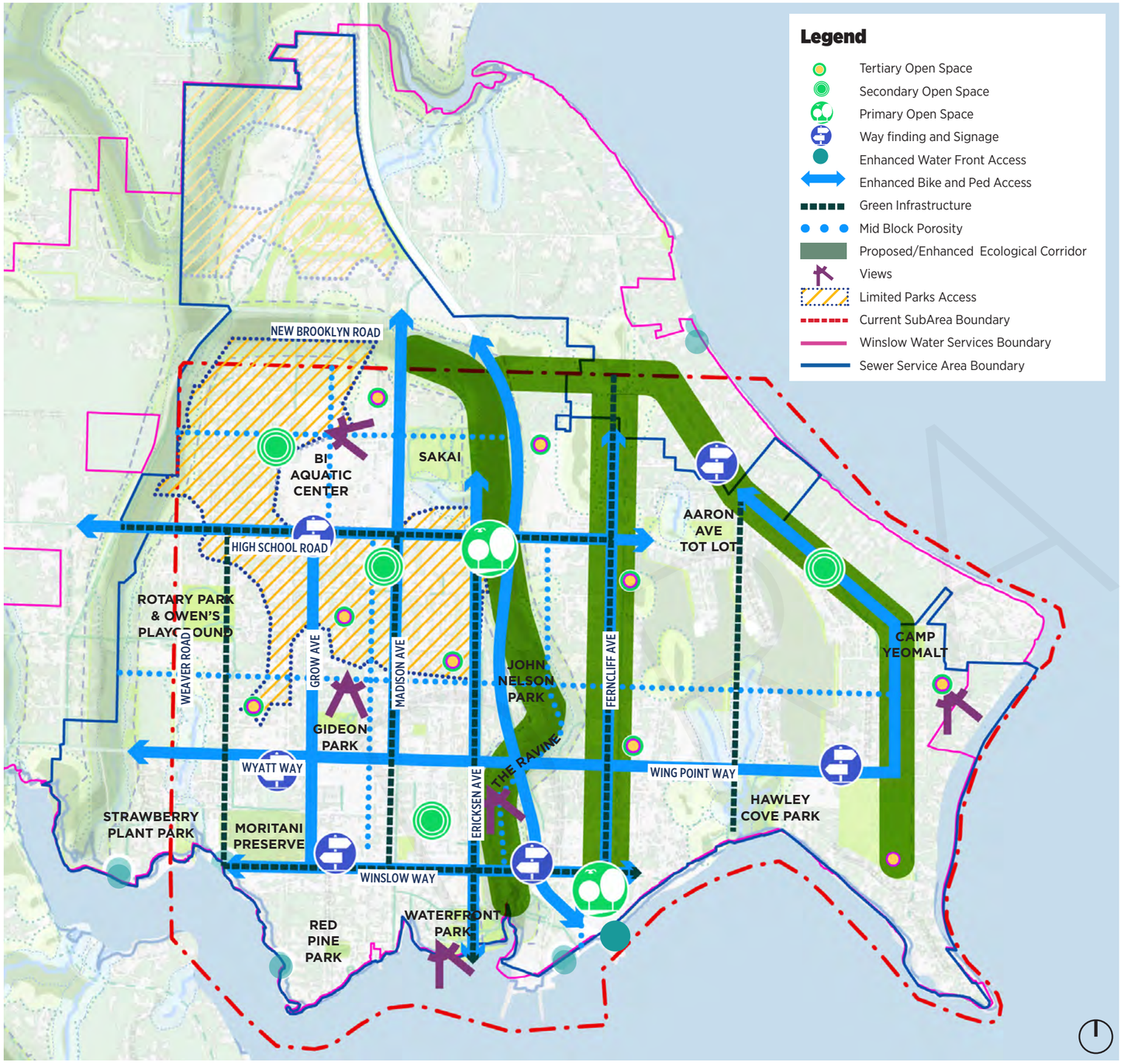


EXHIBIT F-7 ALTERNATIVE 02 OPEN SPACE FRAMEWORK

OPEN SPACE FRAMEWORK

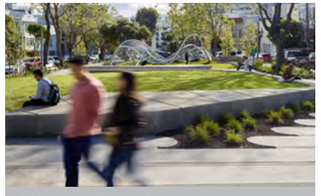
The open space framework prioritizes the preservation and enhancement of ecological resources, and provides equitable access to open spaces for all residents. It introduces a hierarchy of open space, prioritizing proposed land use cores and areas with limited access for preservation and enhancement of open space with all year round access. Maintenance and enhancement of existing parks are top priorities, with additional measures being considered to expand the current park systems.

Primary open space: Strategically located at the ferry terminal and in proximity of High School Road and SR 305 intersection, this typology serves as a gateway to the Island and a focal point for community activities. This space plays a central role in creating a vibrant and welcoming entrance to the subarea and could be accommodated on development parcels through zoning and streetscape requirements.

Secondary and Tertiary Open Spaces: These typologies prioritize areas with limited access to existing parks to address community needs and enhance the overall quality of life. Playgrounds, dog parks, local trails, and mid block connections are examples of secondary open space. Seating, shade structures, publicly accessible easements to capture views to the sound are examples of tertiary open spaces.

Enhanced Access to Water: Enhancing access to water, particularly near the ferry terminal could create waterfront spaces that offer residents and visitors an opportunity to enjoy the scenic views and waterfront activities.

Expansion of Trails and Mid-Block Connection: The framework prioritizes mid-block porosity through enhanced connectivity, emphasizing the importance of trails and pedestrian pathways to create a network of interconnected open spaces, promoting walkability and accessibility that builds on the existing networks.


Primary Open Space


Secondary Open Space


Tertiary Open Space


Views


Pop-Up and Events


Access to Ecological Features

ALTERNATIVE 03 | MIDDLE HOUSING EXPANSION (“GO OUT”)

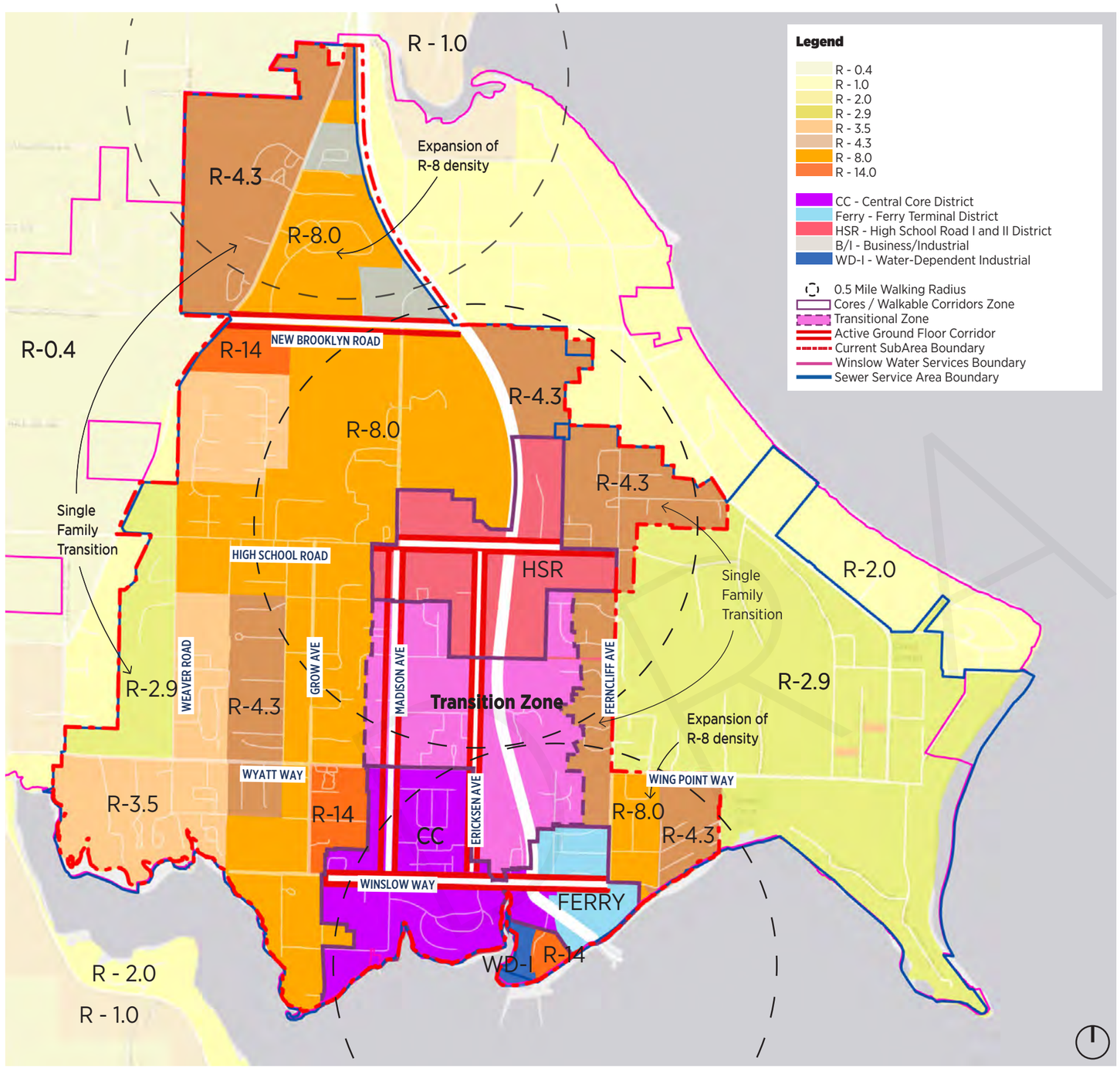


EXHIBIT F-8 ALTERNATIVE 03 ZONING FRAMEWORK

The Middle Housing Expansion or "**Go Out**" alternative captures additional residential capacity by expanding on middle housing within a realigned subarea boundary.

This alternative proposes a change in boundary that aligns with the sewer service area to accommodate future development, and removes the Wing Point single family residential area from the subarea.

This framework expands the capacity for middle housing types by a one step increase in the current zoning. For instance, the one step increase proposes a portion of existing R-4.3 to adopt R-8.0 zoning code to provide a broader range of housing choices. This alternative allows lower-density middle housing types, encouraging the development of townhouses, duplexes, triplexes, stacked flats, cottage housing and garden apartments. Height and FAR are slightly increased in centers compared to Alternative 02, and amenities are distributed within neighborhoods through required active ground floors along the commercial corridors. The transition zone consolidates some of the existing zones into a single transition zone, creating connectivity between the two cores and single family residential. The edges of the new subarea boundary are zoned to create a transition into Island's single family residential.

Based on projected capacity by the year 2044, this alternatives could yield approximately 2,400 new dwelling units, which could meet the HB1220 requirements but falls short from the HAP target. **Alternative 03** adds 700 new job opportunities, fulfilling 30% of the island-wide 2044 job targets. The projected housing capacity is aligned with existing planned sewer capacity.

The slight increase in density, and distributed amenities changes the land use pattern from the current single use to a mixed use land-use model, reducing the need for vehicle use, ultimately contributing positively to the climate and resilience goal. **Alternative 03** generates a housing stock consisting of townhomes, cottages, duplexes/ triplexes, and stacked flats, which already exist within Winslow. This approach maintains the area's character while addressing the critical need for additional housing inventory.

ZONING DISTRICT	CENTRAL CORE	FERRY TERMINAL	HIGH SCHOOL RD	TRANSITION ZONE
EXISTING MAX FAR + HEIGHT*	1.5 FAR 45' Max Height	1.4 FAR 45' Max Height	0.9 FAR 45' Max Height	N/A
PROPOSED MAX FAR + HEIGHT	1.5 FAR 55' Max Height	2.0 FAR 65' Max Height	2.5 FAR 65' Max Height	1.5 FAR 45' Max Height

* with density bonus

ISLANDWIDE REGULATORY AND PLANNING IMPERATIVES	HB 1220 1,977 DU	HAP 2,672 DU	2044 JOBS TARGET 1,927 NEW JOBS
ALTERNATIVE'S PROGRESS TOWARD TARGETS	✓ MEETS THE TARGETS*	✗ MEETS 90% OF THE TARGET	✗ MEETS 30% OF THE TARGET

**ASSUMES IMPLEMENTATION OF HAP*

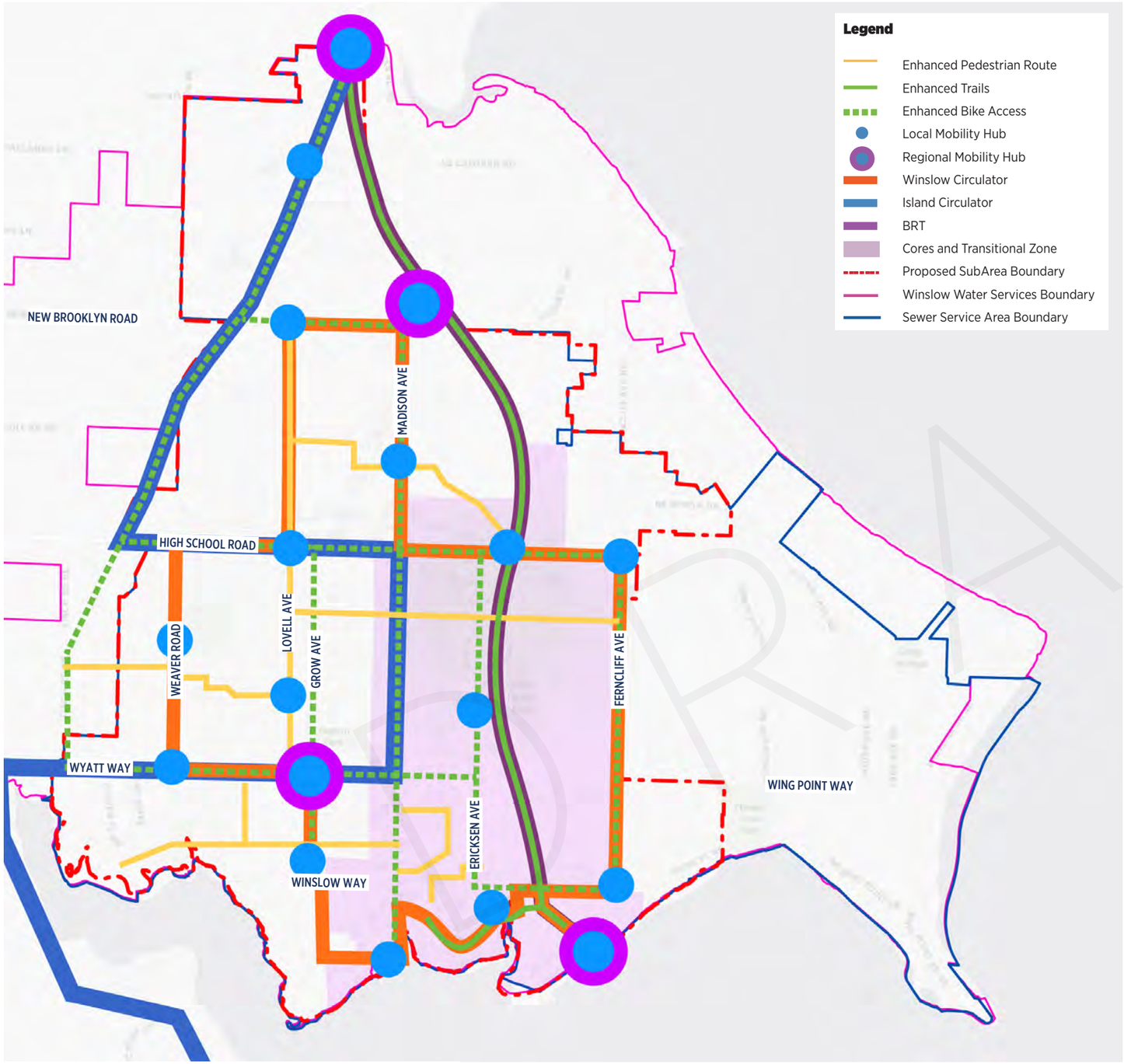


EXHIBIT F-9 ALTERNATIVE 03 MOBILITY FRAMEWORK

MOBILITY FRAMEWORK

Similar to alternative 02, this alternative enhances mobility choices for all by introducing the Island and Winslow Circulators, mobility hubs, and improved bike and pedestrian infrastructure. The framework is shaped by the realignment of the Winslow Subarea boundary and extends the mobility core north of New Brooklyn Road, creating more north-south connections.

The "**Go Out**" alternative introduces a modified alignment for the Winslow Circulator, extending it to the New Brooklyn Road. Regional hubs are located at Wyatt and Grow Avenue, and in proximity to the New Brooklyn Road. They provide major multimodal and extended coverage and accessibility through subarea. There are opportunities for TOD and Station Area Plan at cores and New Brooklyn road due to the concentration of housing and amenities.

Winslow Way, Wyatt Way, High School Rd, and New Brooklyn Rd share the load for east-west travel while Sportsman Club Rd and Ferncliff Ave provide north-south travel on edges of subarea. A Pedestrian Bridge over SR 305 connects the two sides of the ravine.

Grow Ave, Lovell Ave, Ericksen Ave, and provides enhanced pedestrian connection through subarea.


Protected Bike-lane (Sportsman Club Concept)


Enhanced Walkability


Micro-Mobility



Mid-Block Connection

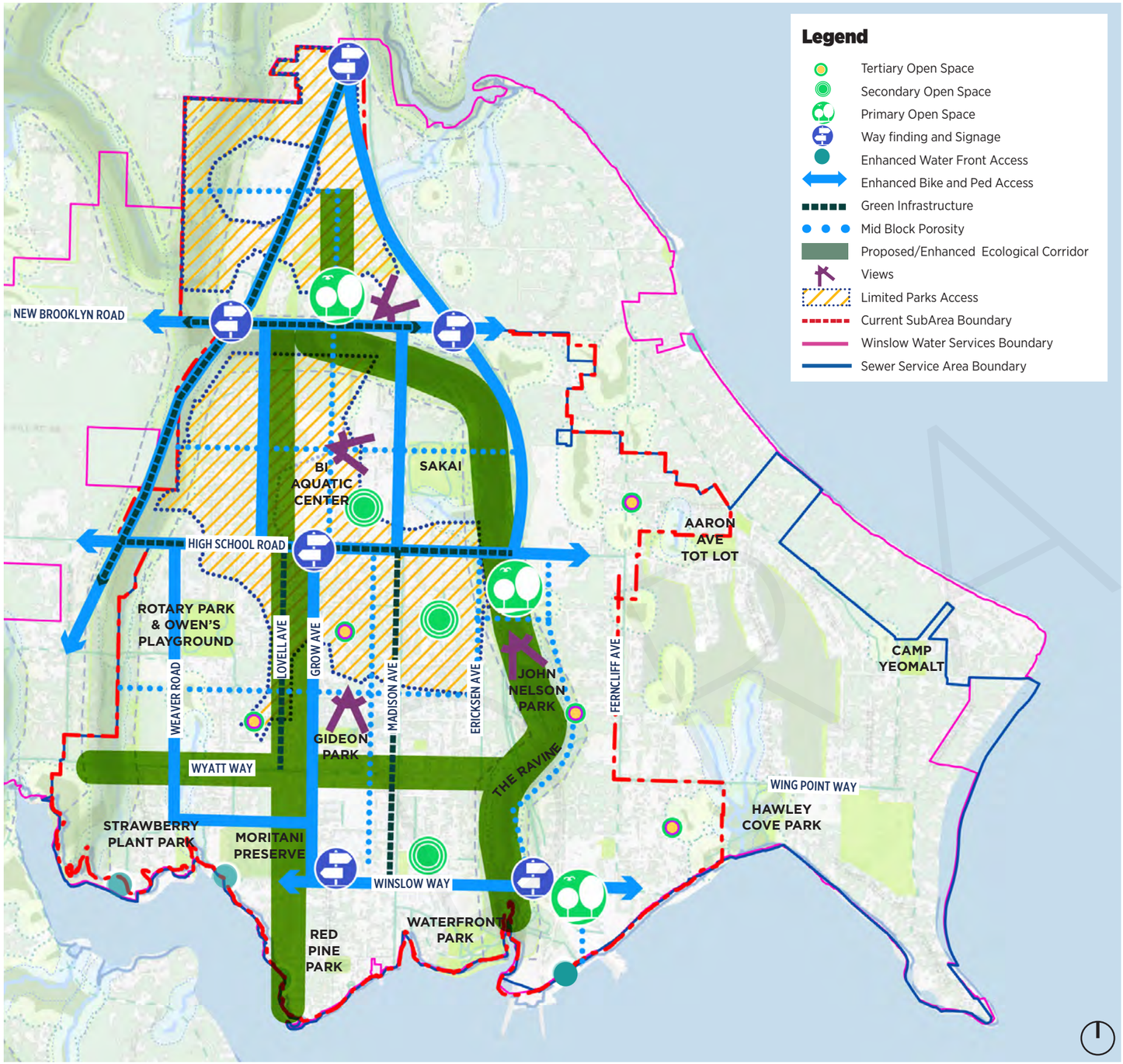


EXHIBIT F-10 ALTERNATIVE 03 OPEN SPACE FRAMEWORK

OPEN SPACE FRAMEWORK

Similar to alternative 02, this framework prioritizes ecological preservation, equitable access to open spaces, and creation of all year round vibrant gathering places within the subarea. The "**Go Out**" alternative prioritizes hierarchy of open spaces, specially north of High School Road, and emphasizes the enhancement of north-south bike and pedestrian infrastructure. This alternative introduces additional ecological corridor on Lovell Avenue and Wyatt Way. These corridor can take shape as pollinator pathways or bioswales integrated into right of way improvements, contributing not only to the ecological health of the subarea but also providing an enhanced natural environment for residents to enjoy.


Primary Open Space


Secondary Open Space


Tertiary Open Space


Enhanced Walkability/Porosity


Green Infrastructure / Ecological Corridor

PREFERRED ALTERNATIVE

[Future Section]

APPENDIX

Community Engagement Plan
Winslow Subarea Plan Update

BACKGROUND

Winslow is the largest of the City of Bainbridge Island's designated centers. The greater Winslow area includes "downtown" Bainbridge Island, the Washington State Ferry terminal, and the residential areas to the north, east, and west from the mixed-use districts of Winslow, identified as the Mixed-Use Town Center and High School Road districts. A tension exists between wanting to preserve Winslow as is, and the realities of an aging population, rising cost of living on the island, concerns about climate change and natural disasters, an expressed need for more racial and economic diversity, essential and service workers unable to live close to their jobs, transportation concerns, and a lack of sufficient permanent affordable housing.

The Winslow Subarea Plan was first adopted in 1998 and updated last in 2006. This current update will inform the city's 2024 Comprehensive Plan and make actionable suggestions for addressing the tensions named above (and others identified in the engagement process). The city is committed to using climate and equity lenses in this update, as well as the findings of the 2022 Housing Needs Assessment. Hearing from community members in and around Winslow is critical for the Subarea Plan Update. Essential to the success of the planning process is hearing from community members who face barriers to participating in Bainbridge Island's robust culture of civic engagement.

COMMUNITY ENGAGEMENT OBJECTIVES

- Inform residents, businesses, and commuters to Bainbridge Island about the Winslow Subarea Plan Update process and goals, including the Environmental Impact Statement process.
- Partner with community leaders, community-based organizations, businesses, and public sector agencies to determine key audiences, primarily those who face barriers to participating in community engagement activities.
- Make information accessible and easy to understand.
- Ensure outreach materials are accessible to people without regular access to the internet. Use a variety of in-person and digital outreach strategies.
- Clearly communicate how the Winslow Subarea Plan Update will build on previous planning and community engagement processes (like the 2022 Housing Action Plan and recent Sustainable Transportation Plan).
- Talk with people and listen to their experiences and concerns. Understand barriers and concerns about the planning process.
- Summarize what we learn and share it back with the community.
- Synthesize and apply the information gathered to inform and guide the planning process.

Presented by

ENGAGEMENT APPROACH

The city needs a public outreach and community engagement plan for the Winslow Subarea Plan Update, as well as assistance with public outreach efforts to engage specific local stakeholders and the broader community. City leadership is applying an equity lens to this project, with the support of the Race Equity Advisory Committee, and identified The Vida Agency as engagement experts for this task. The island has a robust culture of civic engagement, with especially high participation from white, wealthier, and age 65+ communities. Consultants for the 2022 Housing Action Plan recently conducted extensive community-wide surveys that give us detailed information about a wide breadth of community perspectives. With that foundation, our team will strategically focus on area experts whose knowledge and perspectives have yet to be heard. Our approach is guided by our values: share information transparently, offer educational resources, listen deeply, use clear language, and focus on relationships built on trust. We will offer an opportunity for the general public to share their perspectives, and our priority is to listen closely to a smaller number of in-depth responses from underheard communities.

All engagement strategies will seek to:

- Envision Winslow in five years and in 20 years.
    - What destinations, services, or physical spaces should exist?
    - What does diversity and inclusion look like?
- Learn how much of the island's new housing (including affordable housing) and jobs should be located in Winslow.
- Learn what improvements the community wants to see in public spaces, and what changes to regulations on private properties would be welcome or unwelcome related to new development.
- Consider how to prioritize transportation or other infrastructure improvements.

KEY STAKEHOLDERS

A comprehensive list of stakeholders, including community based organizations, businesses, public sector agencies, and community leaders, is being developed and included as an appendix. Our team will use a two-pronged approach: engaging with organizations, agencies, City advisory groups, and elected officials, and broadening our outreach to include historically underrepresented groups who may experience barriers when interacting with city government.

Historically underrepresented people: Black people, Indigenous people, people of color, people who speak languages other than English, people with low incomes, and people with disabilities

Overall, Bainbridge Island is less diverse by race and class than the rest of Washington state and Kitsap County. People of color are 11.4% of the island population versus 34% statewide. The island was once home to the Suquamish Tribe and other Coast Salish peoples until the U.S. government occupied island land for white settlers with the Treaty of Point Elliott in 1855. There are fewer island residents who speak languages other than English at home than in the rest of the state (4.9% vs 20.3%). Median household income is $145,475 on the Island versus $82,400 in the rest of the state (in 2021 dollars, 2017-2021).

A recent survey by The National Community Survey found that only 30% of island residents surveyed rated Bainbridge Island as "excellent" or "good" at "attracting people from diverse backgrounds." Community groups have formed to learn about and address racism. For example, this winter's Bainbridge Island Reads book, *Stamped:*

Presented by

Racism, Antiracism, and You: A Remix of the National Book Award-winning Stamped from the Beginning, indicates a clear interest in learning how to be a more welcoming and inclusive community.

(Sources: Community Engagement Plan for the City of Bainbridge Island Housing Action Plan, July 19, 2022, p. 4; United States Census Bureau QuickFacts for Bainbridge Island city, WA, https://www.census.gov/quickfacts/bainbridgeislandcitywashington, 2017-2021; History and Culture, www.suquamish.nsn.us; The National Community Survey, Results for the City of Bainbridge Island, November 8, 2022, p. 28; Engage Bainbridge, BI Reads for Justice website)

People who work in or near Winslow, but can't afford to live in Winslow or on Bainbridge Island

The recent survey from the Housing Action Plan shows that a significant majority of surveyed islanders (78%) believe that people who work on Bainbridge Island should be able to live here, too. Yet people also spoke of the challenge of hiring workers if they can't live within a reasonable distance of their workplace. Workers—including essential workers like teachers and health caregivers—spoke of long commutes, considering quitting to find work closer to home, and jobs being harder because they're understaffed. Employers spoke of the difficulty they have recruiting, hiring, and retaining staff. Two-thirds of workers on Bainbridge Island commute from somewhere else. Well over half of those workers (62%) come in from Kitsap County.

(Sources: Summary of Public Engagement Findings, Phase 1 Report, Bainbridge Island Housing Action Plan, p. 15-16, 25, 44; Housing Resources Bainbridge Advocacy FAQs website; Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, pp. 53-54)

Employers and Small Businesses

Current infrastructure and affordable housing challenges will continue to pose a threat to the island's retail and small businesses in hiring and retaining employees long term. This affects the overall local economy, contributing to income inequality, and hindering the health of the community.

Families with young children

In the last 20 years, the number of families with young children decreased from 49 percent in 2000 to 35 percent in 2020. During the same time period, homeowners under the age of 55 decreased by about 26 percentage points. Rental housing stock has also decreased in availability, down to about 19 percent of available housing stock in 2020, and has also become more expensive. The Bainbridge Island School District has experienced decreasing enrollment even before the COVID-19 pandemic, and since 2011, has not requested school impact fees due to low enrollment numbers.

(Source: Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, pp. 4-7)

Presented by

Youth and young adults

Many youth and young adults are not staying on the island, nor are they moving to the island. Since 2000, the percentage of people aged 44 and younger decreased from 54 to 43 percent. Youth under age 19 also represent less of the total population in 2020 than they did in 2000, down from 29 percent to 24 percent. The median age on Bainbridge Island increased more than it did in the rest of Kitsap County.

(Source: Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, p. 17)

Seniors living on a fixed income

Bainbridge Island's population is aging faster than the rest of the state. While some residents over 65 are economically secure, others have expressed their concern that retirement and a fixed income will make it difficult or impossible to afford life on the island. Housing affordability is an explicit concern (specifically finding housing that accepts Section 8 vouchers and subsidies, or that has disability accommodations), alongside affordability of food and quality health care.

(Sources: Draft Housing Needs Assessment, City of Bainbridge Island, October 11, 2022, p. 17; Summary of Public Engagement Findings, Phase 1 Report, Bainbridge Island Housing Action Plan, p. 18, 20; The National Community Survey, Results for the City of Bainbridge Island, November 8, 2022, p. 18)

People with Limited Mobility

Mobility is a key dynamic of urbanization and Bainbridge Island's current transportation and road infrastructure present a challenge for the wellbeing of community members experiencing limited mobility. To support a vibrant lifestyle for all members of our communities we must explore appropriate modification to transportation systems, spaces, and buildings.

Tribal Nations

It is very important to demonstrate respect for the past and current role of tribal nations as original peoples and stewards of the land. Our work must extend beyond land recognitions and should seek to better understand their needs and concerns prior to consulting them for their wisdom.

ENGAGEMENT STRATEGIES

In order to maximize all engagement opportunities with the constrained timeline, our team will work with City of Bainbridge staff to identify and prioritize guiding questions and desired focus for all engagement activities and for all audiences. Individual strategy delivery will be tailored to prioritize reaching people who we traditionally have not heard from, or who experience greater barriers to engaging with government planning. Overall, we'll prioritize meeting people where they are, and sharing what we learn with all stakeholders.

Presented by

Survey Methodologies

- Intercept Surveys: Go to retail staff at work to conduct and document short conversations that mirror the general survey.
- Online Survey: Develop a digital survey to reach the general population and those who may not be able to attend an interactive workshop. Include questions to identify people from key communities (such as employees who work in Winslow but don't live there).

Group Workshops

Our team will structure public workshops to provide a collaborative experience where members of the public will receive transparent project information, visuals to aid understanding, provide opportunities to ideate suggestions and solutions, and space to ask questions.

- The Vida Agency will offer one (1) in-person workshop and one (1) virtual workshop for priority communities.
    - The virtual workshop is scheduled for Sunday, February 12 from 1-3 pm on Zoom.
        - The interactive virtual workshop will be supported by an online white board technology for collaboration.
    - The in-person workshop is scheduled for Monday, February 13 from 6-8 pm at Bainbridge High School.
- LMN Architects will offer two (2) days of in-person workshops for groups identified by the planning process (see appendix). These workshops will be in a public building in the subarea.
    - The Environmental Impact Statement scoping meeting is scheduled for Wednesday, February 8 from 7-9 pm at City Hall.

Key Relationships

Our team will reach out to community leaders from priority communities, share high level information about the project, and ask for other connections.

- Generate interest and participation in upcoming workshops
- Generate online survey participation
- Organic social media presence

Engagement Partnerships

Our team will work with City of Bainbridge staff to identify and work with existing community relationships to disseminate project information and participation opportunities such as the survey and planned workshops. Partners may include community based organizations, businesses, public sector agencies, informal groups, individuals, and others as identified through the engagement process. Partners will be encouraged to:

- Share and encourage participation opportunities via social media page
- Share and encourage participation opportunities to existing list serve membership

Presented by

Social Media

Our team will work with the City's Communications Coordinator to support and encourage key partners to leverage their social media platforms to disseminate project information, online survey, and workshop participation opportunities.

Digital Retargeting

Retargeting is an excellent tool in both achieving high visibility within a target group and reaching guaranteed audience members.

- Geotargeting: geotargeting should focus on project area and close surroundings as informed by partnerships and past data results.
- Run time: the timeline for this campaign is approximately 2-3 weeks.

Youth Round Table

Youth and young adults are important contributors to engage in instrument design and analyze the vision and needs for a future Winslow. The Vida Agency is coordinating with the Bainbridge Island School District and the Bainbridge High School principal to offer a lunchtime opportunity for high school students to learn about the Winslow planning process and give their feedback. We will offer prizes for students who participate.

Open House

Following the workshops, drop-in sessions, EIS scoping, surveys, and exercises, the ideas and feedback will be synthesized by the project team into draft guiding principles. These guiding principles will be combined with policy imperatives and spatial, economic, and demographic analysis to create a draft vision to guide subarea plan development. The team will engage the council and other boards and commissions as collaborators in the creation of the guiding principles and project vision.

At this open house, the guiding principles and the draft vision will be tested against the further development of the draft alternatives outlined in the early engagement. A virtual and in-person open house will be planned in order to report back to all community members and stakeholders what was heard in the findings and how those findings have influenced the proposed Winslow Subarea Plan Updates. The flow and structure between the virtual and in-person open houses will vary slightly to accommodate technology and participation opportunities available. Both open houses will break the information into smaller pieces and be supported by graphics to enhance understanding.

Feedback gathered from these live and virtual open houses will be used to finalize a shared-project vision and preferred alternative for the Subarea.

Presented by

City Communications Tools

The City will also use existing communications tools to get the word out about the project's progress and engagement opportunities. Those tools include a listserv, project website, weekly City Manager's newsletter, social media, a quarterly COBI [City of Bainbridge Island] Connects newsletter, and short updates or announcements by the City Manager or staff at the variety of City Council or City advisory committee meetings. The draft of an updated Winslow Subarea Plan will be reviewed by the Planning Commission, including a public hearing, prior to making a recommendation to the City Council. The City Council will review the draft updated Winslow Subarea Plan at a series of public meetings prior to making a decision, pursuant to BIMC 2.16.180 and 2.16.190.

DRAFT TIMELINE *

Strategies	Purpose	Audience	Timeline
Identify guiding questions	Identify the crucial information we desire to receive to better inform the comp plan update.	N/A	January
Key relationships	• Identify key stakeholders • Generate interest in upcoming workshops and survey • Generate social media presence	• Historically underrepresented people • All	December 2022 – February 2023
Engagement partnership with community based organizations, businesses, and public sector agencies	• Identify other key stakeholders • Generate interest in upcoming workshops and survey • Share information and opportunities on social media • Share information and opportunities via membership listservs	• Historically underrepresented people • Community based organizations • Businesses • Public sector agencies • Informal groups	January – February 2023
Facebook and social media posts	Spread awareness of project and feedback opportunities (workshops, surveys)	All	February 2023
Intercept surveys	Go to retail staff at work. Invite short conversations to share briefly about city's plan and listen to feedback.	• People who work in Winslow, inc. those who live off the island	February 2023
General survey (online and paper)	Develop survey to distribute digitally and in-person to: • Collect feedback on specific questions from city • Reach general population online • Offer a way for people who can't attend workshops to give input	• General public • Transit and ferry riders • Winslow workers who don't live in Winslow	February 2023
Student round table conversation	Host an opportunity for high school students to share input on city planning	Youth/young adults	February 2023
Workshops (online and in-person)	Facilitate two opportunities for priority communities to learn about city's plans and offer input.	All	February 2023
	Offer workshops and meetings for the following groups: • Impacted property owners • Businesses • Mobility and transit • Public facilities & utilities • Parks, open spaces, & community amenities • Housing • Schools • Developers • Arts & culture • Institutions		
Digital retargeting	Achieve high visibility and participation in the survey	All	February 2023
City communications	Activate City's established communications channels (social media, listserv, City website, City Manager's report) to notify the public about the Planning Commission and City Council review of the draft updated Plan	All	Q1 – Q3 2023
Open House	In-person and Virtual open house options to report back engagement findings and present proposed plan updates	All	Q2 2023
Public meeting	Present a "report back" in person	All	Q3 2023

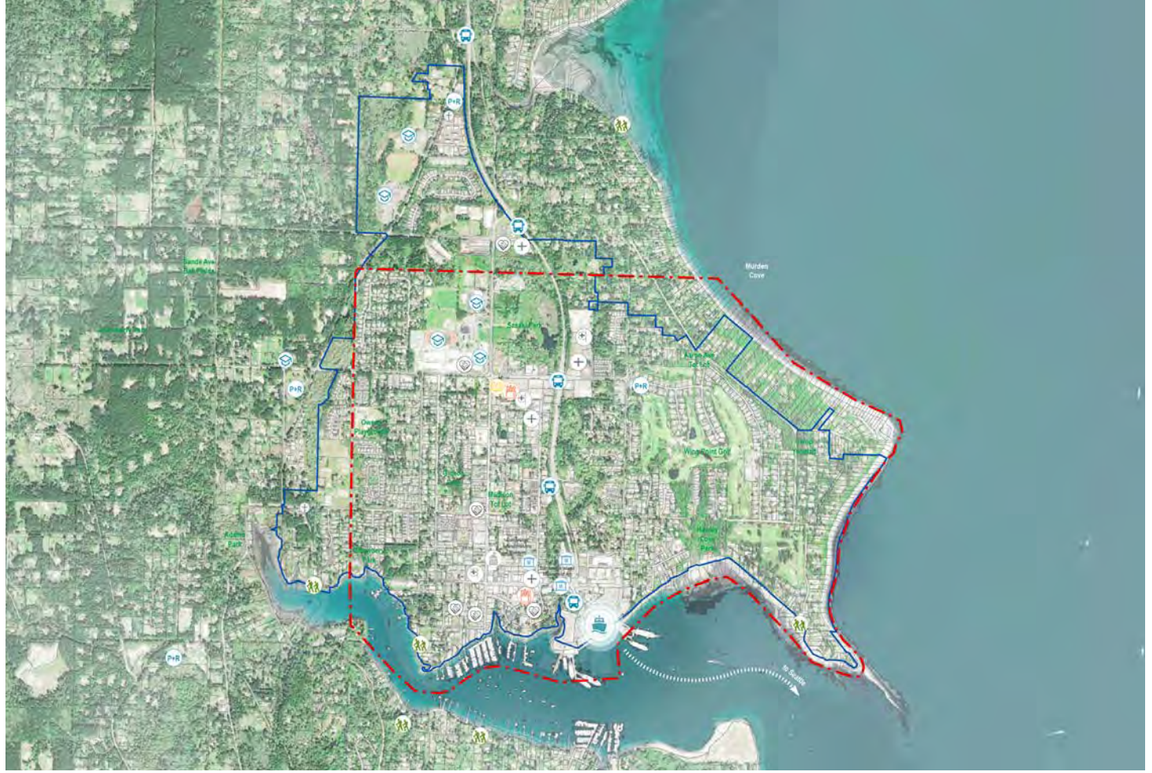
*The Outreach and Engagement timeline has evolved through out the project. For the final version, refer to the Outreach and Engagement Chapter.

Materials

Our team will produce supporting materials that are guided by clear and transparent communication about project information and participating opportunities tailored to the audience and method.

Presented by

Presented by

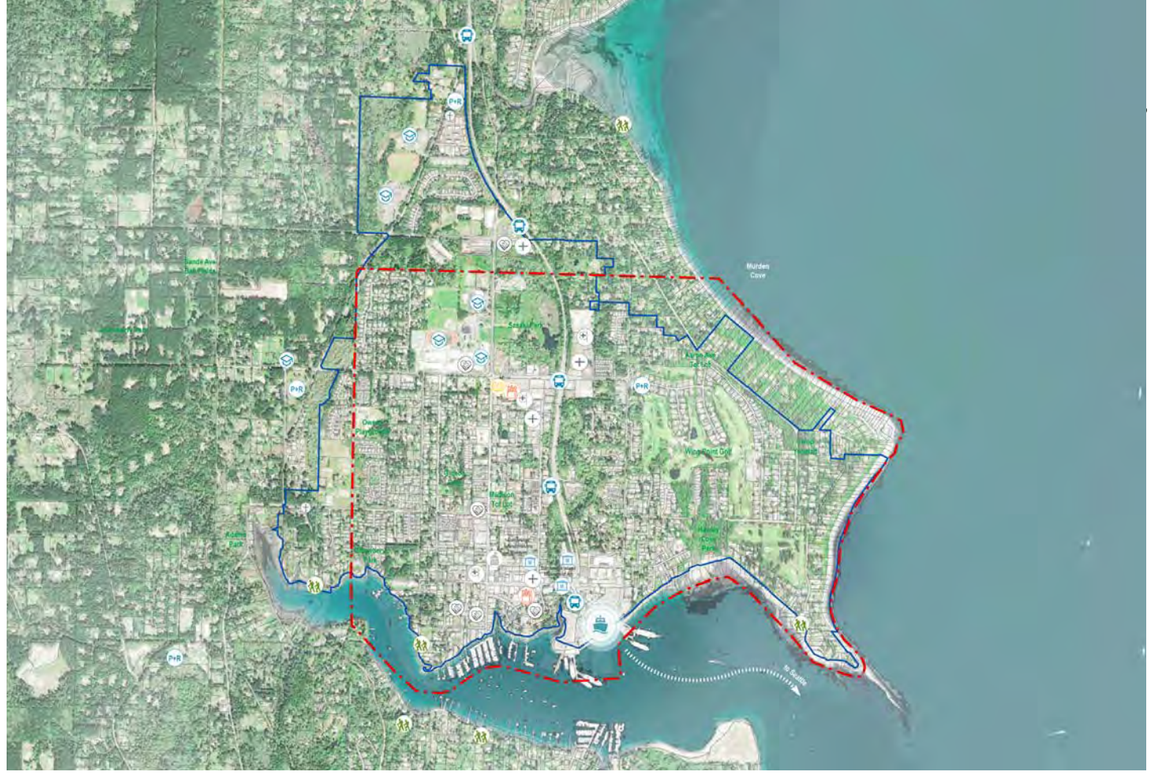


WE WANT TO **HEAR FROM YOU!**

The City of Bainbridge Island is planning for the future of Winslow and we want you to be part of the plan. It's essential we hear from the community. Your voice matters.

Take our survey and be heard.

CITY OF BAINBRIDGE ISLAND

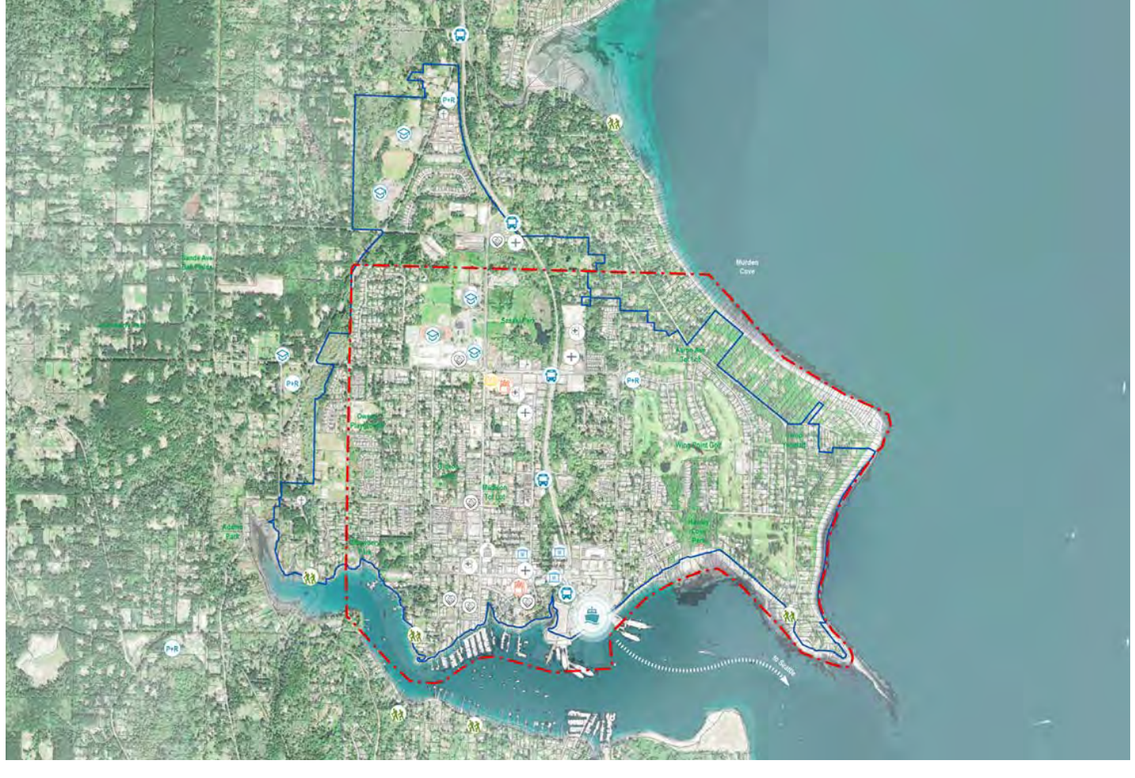


DO YOU WORK IN WINSLOW? WE WANT TO **HEAR FROM YOU!**

The City of Bainbridge Island is planning for the future of Winslow and we want you to be part of the plan. It's essential we hear from the community. Your voice matters.

Take our survey and be heard.

CITY OF BAINBRIDGE ISLAND


Murden Cove
Waterfront Park
Waterfront Park
Strawberry Hill Park
Bainbridge Island Museum of Art
Ferry Terminal
Ferry Terminal
Waterfront Park
Waterfront Park
Waterfront Park

GENERAL SURVEY

Survey Questions for Winslow Subarea Plan Update

Introductory text: Thank you for taking this survey! Your answers to these questions will help the City of Bainbridge Island plan for what the community wants Winslow to look like in 2043. Hearing from community members who live, work, and play in Winslow is critical for meeting the needs of community members, especially those who have been historically marginalized.

This survey will take about 5 to 10 minutes to complete.

This map shows the Winslow area identified in the current Winslow Subarea Plan. The current subarea plan applies to an area north almost to New Brooklyn Road, east to Puget Sound, south to Eagle Harbor and west to Weaver Road. It encompasses downtown Winslow Way, the High School Road commercial development and surrounding residential areas.

** Indicates required question*

Questions:

1. *Where did you see this survey?
    a. Dropdown:
        i. Social media ad
        ii. Sent to me by a person or organization I know
        iii. City's Engage Bainbridge project website
        iv. At my workplace
        v. On the bus or at a bus stop/station
        vi. On the ferry or at the ferry terminal
        vii. Other [write-in]
2. *Do you live in the Winslow area? Yes/no
    a. *If no, do you live on Bainbridge Island? Yes/no
        i. If no, where do you live?
            1. Dropdown:
                a. Kitsap County (not Bainbridge Island)
                b. King County
                c. Pierce County
                d. Another county in Washington state (not Kitsap or King)
                e. Outside of Washington state

GENERAL SURVEY CONT.

3. Do you have a paid employment at this time? Yes/no
    a. If yes, do you work in Winslow? Yes/no
4. [If yes to question 3; also if yes to question 3a] Do you commute to Winslow for work? Yes/no
    a. If yes, how do you get to Winslow?
        i. Dropdown, select all that apply:
            1. Drive my own car
            2. Carpool in someone else's car
            3. Borrowed car
            4. Ferry
            5. Kitsap Transit routed buses
            6. Kitsap Transit's BI Ride
            7. Walk
            8. Bike
            9. Taxi or other paid rideshare services
            10. Another option
5. Do you go to Winslow for any reason(s) besides commuting to your paid work in Winslow? Yes/no
    a. If yes, why do you go in to Winslow? Select all that apply.
        i. To access food (grocery shopping, restaurants, food bank, farmers market, etc.)
        ii. To access services
        iii. To get to childcare facilities or schools
        iv. To get to medical appointments or for other health-related reasons
        v. To get to other appointments
        vi. To attend faith-based services
        vii. To attend cultural events or arts programming
        viii. For caretaking of friends or family members
        ix. To visit friends or family members
        x. To volunteer
        xi. For leisure activities
        xii. To spend time in nature, including the waterfront
        xiii. To travel to the ferry to leave Bainbridge Island (including to commute to paid work off island)
        xiv. Other [write-in]

GENERAL SURVEY CONT.

6. Do any of the following challenges occur when you travel to Winslow?
    a. Dropdown, select all that apply
        i. It takes a long time
        ii. I have to wait a long time between modes of transportation
        iii. It costs too much money
        iv. It's too crowded
        v. I experience accessibility and/or mobility issues
        vi. It doesn't feel safe
        vii. I have to leave very early or get home very late
        viii. Other [write-in]
7. [For Winslow residents, yes to Question 2]: Is there anything making it hard for you to keep living in Winslow long-term, or that might make it hard for you in the future?
    a. Dropdown menu, select all that apply:
        i. I can't afford housing
        ii. Family or friends moving too far away
        iii. Necessary goods and services, such as food and health care, are too hard to access
        iv. It's too hard to get around without using a personal vehicle
        v. There's no easy access to public transportation
        vi. It's too hard to find parking
        vii. I can't find a job here, or I'm not sure I will be able to find a job in the future
        viii. I don't feel welcome in this community
        ix. Businesses close too early
        x. No, it's easy for me to stay in Winslow
        xi. Other [write-in]
8. [For all non-Winslow residents, no to Question 2]: Do you have any interest in moving to Winslow in the future, if you had everything you needed to make that possible? Yes/maybe/no
    a. If yes or maybe: What would make moving to Winslow possible for you?
        i. Dropdown menu, select all that apply:
            1. Housing I can afford
            2. Having the right kind of housing for my household (such as apartment, townhome, single-family home, etc.)
            3. Family or friends living close to me
            4. Easy access to necessary goods and services such as food and health care
            5. Easy to get around without using a personal vehicle
            6. Easy access to public transportation

7. A job in Winslow
8. A community that makes me feel welcome
9. Activities for youth and young adults
10. Other [write-in]

9. When you think about the Winslow community, what do you value the most?
    a. Dropdown, select all that apply:
        i. Close to goods and services (grocery stores, health care, etc.)
        ii. Close to childcare facilities and schools
        iii. Ability to get around without a car on sidewalks, bike lanes, pathways, and/or Seattle to Olympics Trail
        iv. Close to my workplace
        v. The people/the feeling of community
        vi. Spending time at a coffee shop
        vii. Access to nature and parks
        viii. Public access to waterfront/Eagle Harbor
        ix. Proximity to ferry for getting to Seattle
        x. Shopping at local businesses
        xi. Eating at local restaurants
        xii. Cultural hub (museums, performing arts, public art, etc.)
        xiii. Other [write-in]
10. Is there anything about Winslow that you think is at risk of going away or that you hope will be protected?
        i. Open ended question
11. Is there anything missing from the Winslow community that you hope to see in the future?
        i. Open ended question
12. Is there anything else you want us to know?
    a. Open ended question

Add basic demographic questions (all optional)

Closing text: Thank you for your time! If you have any questions or would like to sign up for updates on the Winslow Subarea Plan progress, please visit the Engage Bainbridge website.

YOUTH SURVEY

CITY OF BAINBRIDGE ISLAND

What would make moving to or staying in Winslow possible for you?	What type of housing would you prefer to see in Winslow?	How much new housing would you like to see in Winslow?	Is there anything missing from the Winslow community that you would hope to see in the future?
Easy to get around without using a personal vehicle. Other: hospital, Town & Country (locally owned), parks, parking is an issue, one way street.	Townhomes. Condos.	Winslow.	Shops and activities that are open later.
Other: small cafes open past 7 pm.	Communal apartments with a park in the middle.	Higher density in Winslow. Lower density on the rest of island.	Pickleball courts.
Easy to get around without using a personal vehicle. Other: bike lanes.	Compact homes with privacy between house and street.	I don't know.	More parks.
Activities for youth and young adults.	Apartments.	Not that much.	I like it how it is.
Housing I can afford. Other: congestion of traffic	Affordable housing, apartments.	2-3 new buildings.	More access to public transportation.
Housing I can afford.	Regular housing.	Some but not a lot, we already have a lot.	More kid friendly activities.
Other: Four way stop is unnavigatable, needs to be organized.	Apartments, some affordable.	A good amount	Giant gold statue.
Housing I can afford. Easy access to public transportation.			
Activities for youth & young adults.	Apartments and affordable housing.	N/A	N/A
Activities for youth and young adults.	More unique housing.	None.	More activities and things to do.
Housing I can afford. Family or friends living close to me. Easy access to neccessary goods and services. Easy access to public transportation. A job in winslow.	Townhouses, apartments,houses.	Not too much, more affordable housing for those who have jobs.	More youth activities.
N/A	Multi family, affordable.	Lots.	Later closing times, a club.
N/A	Multi family, affordable.	Lots.	Later closing times.
Easy to get around without using a personal vehicle. Easy access to public transportation. A community that makes me feel welcome. Activities for youth and young adults.	Affordable housing near to public transportation. Single family homes.	Not an extreme amount.	More youth activities, places for youth to hang out.
Having the right kind of housing for my household. Easy access to necessary goods and services. Easy to get around without using a personal vehicle. Activities for youth and young adults.	Affordable housing.	Few houses near Winslow, more affordable housing throughout the island.	I wish that there were more activities for teenagers, ex: arcade.
Housing i can afford. Easy access to necessary goods and services such as food and health care.	Affordable housing.	Not necessarily, just more affordable housing.	I don't know.
Housing i can afford. Having the right kind of housing for my household. Family or friends living close to me. Easy access to necessary goods and services. A job in winslow.A community that makes me feel welcome. Activities for youth and young adults.	Not much.	Not much more.	N/A
Housing I can afford. Easy access to necessary goods and services such as food and health car. Easy to get around without a personal vehicle. A job in winslow. A community that makes me feel welcome. Activities for youth and young adults.	Affordable housing.	Not much.	N/A
Housing I can afford. Family or friends living close to me.	Affordable housing.	Not much.	More things to do.

YOUTH SURVEY CONT.

What would make moving to or staying in Winslow possible for you?	What type of housing would you prefer to see in Winslow?	How much new housing would you like to see in Winslow?	Is there anything missing from the Winslow community that you would hope to see in the future?
Family or friends living close to me. Easy access to necessary goods and services. Community that makes me feel welcome.	Affordable housing.	A collective improvement.	Diversity.
Housing I can afford. Activities for youth and young adults.	Modern housing.	Apartment building, but not many residential houses.	More activities.
All options.	Condos, apartments.	A decent amount.	A musuem.
Housing I can afford. A job in winslow.	Affordable housing.	Not enough to disrupt economy but enough to stabilize businesses.	More diversity.
Housing I can afford. Easy access to necessary goods and services. Easy access to public transportation. A job in Winslow. A community that makes me feel welcome. Actvities for youth and young adults.	Apartments, single family homes.	On the rest of the island.	Affordable clothing stores.
Housing I can afford. Having the right kind of housing for my household. Family or friends living close to me. Easy access to necessary goods and services. A community that makes me feel welcome.	Apartments, single family homes.	Apartments in Winslow that are urban center focused.	Affordable goods.
Housing I can afford.	Smaller units for single person households.	More spread out.	Gardens, nature
Housing I can afford. Easy access to goods and services. Stores for locals.	Single family homes.	Needs to spread out some, but still protect the green space.	Thrift store
Other: access to parks and forested areas.	Environmentally friendly housing.	Keep it in town, enough.	N/A
Housing I can afford.	Apartments.	Some of both.	N/A
Easy to get around without a personal vehicle, bike lanes.	Apartments, condos.	Winslow and a bit beyond.	N/A
Housing I can afford.	Townhomes.	Spread out across island.	N/A
Housing I can afford.	Anything.	Unsure.	N/A
Housing I can afford. Easy access to necessary goods and services. Easy to get around without using a personal vehicle.			
Other: protect natural resources.	Communal, affordable, multifamily housing.	Unsure, Winslow, or near to Winslow.	Community workshop, crafts, mutual aid.
Other: parks, garden areas.	Apartments.	Balance and keep green spaces with housing.	An arcade, more for youth.
Easy access to public transportation. Activties for youth and young adults.	Affordable housing.	Spread out across the island.	Mall, better stores.
Other: wildlife.	Apartments.	Balance and keep green spaces with housing.	Better stores, ones that are more teen oriented.
A community that makes me feel welcome. Other: preserve downtown spaces.	Affordable housing.	Balance and keep green spaces with housing.	More parks and green spaces.
Housing I can afford.	Affordable housing.	Inbetween, some new, some affordable.	More community events.
Family or friends living close to me.	Regular housing.	Less bulk, and more high quality.	Chick fil a.
Easy access to public transportation.	Great basic housing.	In between.	Statues.
Housing i can afford. Activities for youth and young adults.	Single family homes.	Rest of island.	Amusement park, water park.
Easy access to necessary goods and services.	Apartments.	N/A	N/A
Activities for youth and young adults.	Apartments.	Rest of island, but redo some parts.	Trash cans, drinking fountains.
Activities for youth and young adults.	Condos.	Winslow and outside of Winslow.	Water park.
Other: More housing.	Apartments.	Somewhere in between.	Trains.
Activities for youth and young adults.	Condos.	Everywhere.	Fast food places.
Housing I can afford. A job in Winslow. A community that makes easy to get around without using a personal vehicle, easy	Affordable housing. Affordable housing.	A fair bit, but keep the vibes. Most affordable, bring in a bunch.	Parks. Proper teen center, more things to do.

YOUTH SURVEY CONT.

What would make moving to or staying in Winslow possible for you?	What type of housing would you prefer to see in Winslow?	How much new housing would you like to see in Winslow?	Is there anything missing from the Winslow community that you would hope to see in the future?
Other: less traffic, make one way road, more parking.	Affordable housing.	A lot of new housing	Tram system through downtown instead of road.
Housing I can afford. Community that makes me feel welcome.	Affordable housing, apartments.	Balance of new housing and current feel.	More casual and cheaper restuarants.
Other: Casual restuarants.	Affordable housing.	Median amount, keep current feel.	More activities and things to do.
Other: Gardens to protect insects.	Apartments.	Gardens on top of houses.	N/A
Housing I can afford. Family or friends living close to me. A job	Apartments.	More than we have now.	More apartments.
Housing i can afford, having right kind of housing, easy access to necessary goods/services, easy to get around without personal vehicle, easy access to public transportation, a job in winslow, a community that makes me feel welcome, acitivities for youth and young adults	Single family homes.	Apartment complex or condos.	Wider variety of recreation and food places.
Housing i can afford, having right kind of housing, easy access to necessary goods/services, a job in winslow, a community that makes me feel welcome, acitivities for youth and young adults	Townhomes.	New housing should be built in other parts of the island.	More variety in shops and food items.
Housing I can afford. Easy access to necessary goods and services. Easy to get around without using a personal vehicle.	Affordable housing.	None.	Roller coaster, more sustainability and public transportation.
Housing i can afford, family or friends living close to me, easy access to neccessary goods and services, easy to get around without using a personal vehicle, activities for youth and young adults	Sustainable housing developments.	25% increase.	More green transportation and bike trails.
Housing I can afford.	Apartments.	Both, more prominently in Winslow.	Arcade.
Housing I can afford. Activities for youth and young adults.	Apartments.	On the rest of the island.	More stores.
Activities for youth and young adults.	Apartments.	Enough to make housing affordable for restaraunt workers.	Sports areas, affordable food, activities for highschoolers.
Activities for youth and young adults.	Affordable housing.	Mostly Winslow.	Shops for youth.
Housing I can afford. Family and friends living close to me. Easy	Houses.	More in social areas.	N/A
Housing i can afford, easy to get around wo personal vehicle,	Affordable housing.	Close to necessities.	Water towers and larger sewers in the near future.
Housing I can afford, family or friends living close to me, easy to	Condos.	Enough w new houses, needs to have affordable options.	More diverse grocers and shops, less dependence on amazon
Family or friends living close to me, easy to get around without	Housing closer to schools.	Not too much, housing is important but also need to be careful	more small businesses
Housing I can afford. Easy access to necessary goods and	Single family homes, Townhomes.	not much more	More things for locals to do.
Housing I can afford. Family and friends living close to me. Easy access to necessary goods and services. Easy to get around without a personal vehicle. A community that makes me feel welcome. Activities for youth and young adults.	Single family homes, affordable housing.	All across the island.	N/A
Easy to get around without a personal vehicle. Easy access to public transportation. A job in Winslow. Activities for youth and young adults.	Cottages.	Around the island.	N/A
housing i can afford, easy to get around wo personal vehicle,easy access to public transit, activities for youth and young adults	Condos.	On the rest of the island.	Bowling.
Other: Los pollos hermanos restuarant.	Trailers.	Plenty of trailers.	Los Pollos Hermanos, Casa Bonita.
Housing I can afford. Family or friends living close to me. Easy to	Apartments.	More than we have now.	More apartments near nicer environments.
Housing I can afford. Easy access to public transportation. Activities for youth & young adults. Community that makes me			

YOUTH SURVEY CONT.

What would make moving to or staying in Winslow possible for you?	What type of housing would you prefer to see in Winslow?	How much new housing would you like to see in Winslow?	Is there anything missing from the Winslow community that you would hope to see in the future?
feel welcome.	Housing.	More.	More apartments near nicer environments.
Housing I can afford.	Affordable, take the Bethany complex as example.	whatever it is, build up and don't take too many trees.	Keep as much of the forest as possible.
Housing I can afford. Other: Winslow is a tourist trap spot and we need youth focus activities for local youth	Mix apartments and houses.	not too much, keep it suburbam	Improved visibility for drivers (especailly on the hills). Control the housing market from skyrocketting again.
Housing I can Afford. Other: Bring a Hooters	Modern apartments.	how ever much we need	Apartments are more affordable so focus on those.
Housing I can afford. Other: more recreation activities	Apartments unless you make single family homes more affordable.	Build outside of Winslow	N/A
Housing I can afford. Other: more activities for teens	Apartments.	N/A	Affordable houses.
Housing I can afford. Other: Indoor activities	Apartments.	Study the population growth and decide then.	N/A
Housing I can afford.	Apartmens on Winslow.	Apartments only, houses outside Winslow.	N/A
A community that makes me feel welcome. Other: More family activities.	Single family houses.	None.	It's insanely expensive, fix it.
[No answer.]	Single family houses.	Expand building outside of Winslow.	Clean roads, there is always gravel and it's unsafe for cyclists. Stop with the unnecessary round abouts.
Housing I can afford. A community that makes me feel welcome. Other: community art work events. More interactive activities.	A mix of current Winslow and other parts of the Island.	Build housing in other parts of the Island too, not just Winslow.	More businesses.
Housing I can afford. Easy access to public transportation. A community that makes me feel welcome. Activities for youth and young adults.	A balance of affordable: whatever is possible to kinda keep the feel similar.	I know a lot of people who would wanna live on Bainbridge so some new housing would be nice.	I'm currently happpy with it.

WORKER SURVEY

CITY OF BAINBRIDGE ISLAND

What would make moving to or staying in Winslow possible for you?	What type of housing would you prefer to see in Winslow?	How much new housing would you like to see in Winslow?	Is there anything missing from the Winslow community that you would hope to see in the future?
Housing I can afford. Having the right kind of housing for my household. A job in Winslow.	N/A	N/A	N/A
N/A	Affordable housing.	There is no space for new housing but whatever is possible as long as it is affordable.	Parking for locals--everything is taken by tourists and it keeps locals from going to town.
Housing I can afford. Having the right kind of housing for my household. Easy access to public transportation.	Affordable housing.	Any housing as long as it's affordable and inclusive.	More community involvement.
Housing I can afford. Other: stability for options for businesses.	Mixed use housing, businessses and apartments	Tons, every building.	Gathering spaces, places to hang out for a whole, active community.
Housing I can afford. Other: more to do, more shops. Other: status quo is good.	Little communities, townhomes, duplexes, single family homes. Apartments.	Rest of island is better, not Winslow. Could be in Winslow if built a certain way.	Better parking or better signage to existing parking, more affordable stores. N/A
Housing I can afford	Cheaper, affordable, more for low income.	Winslow preferred but anywhere.	Teen center activities, uber and lyft, more things to do.
Housing I can afford, Family or friends living close to me. N/A	Affordable housing. Housing for young couples. Affordable apartments and condos.	On the rest of the island. Close to Winslow.	Stores and restaurants open longer, bakery, breakfast places. N/A
Other: more free parking.	N/A	N/A	More support for small businesses and communication between the city and them.
Activities for youth and young adults.	People stay to live.	N/A	Games and activities, people traveling, gathering spaces.
Other: City doesn't act on things, esp taxes, park spaces, and traffic enforcement.	Affordable housing.	No new housing but make current housing affordable and thoughtful, similar to 275 degrees.	N/A
Housing I can afford. Having the right kind of housing for my household. Easy to get around without a personal vehicle.	Mixed housing units.	1 additional set of townhomes.	No, i love the downtown area and live in the Wingpoint neighborhood.
Housing I can afford. Other: parking, less development. Other: better parking.	No more housing and developments. Mixed use residential.	None I don't know.	More diversity, affordable stores, more economic opportunities. Better parking.
Easy access to neccessary goods and services such as food and healthcare. Other: accessible public restrooms.	Small cottages.	Mix of this.	Restrooms in downtown. Parking, transportation accessibility and reliability, ubers.
Housing I can afford. Easy access to necessary goods and services. Easy to get around without using a personal vehicle. Other: affordable goods, gas food, eating out.	Affordable housing.	Spread it out while preserving greenspace.	No diversity right now, more affordable shopping, along with helpline house affordable clothing.
Housing I can afford. Other: Day Road light slows commute (coming from peninsula).	Denser builds.	Spread out.	Lots of haven for wealthy, no vacation houses sitting empty. Wants to see a more diverse island, activities for teens, safe place, community center.
Other: Improve downtown buildings update them, better parking. Housing I can afford. Easy access to necessary goods and services. Activities for youth and young adults. Career opportunities not just jobs. If I had a good career here I could maybe afford the housing	Single family is preference. Hates grow community. Wants to focus on town homes and smaller homes for invididuals. Apartments. Apartments for the time I remain single. If I were to marry then single familty housing.	Spread out. Spread out across island. Mix of Winslow and the rest of the island.	Better restaurants. Things open later. Focus on careers and the economy, not the recreational.
Housing I can afford. Having the right kind of housing fo my household. A community that makes me feel welcome. Housing I can afford. Better transporation option	Eco friendly, like the Grow Community. Apartments and tiny houses for single people like me.	Not too much, maybe 150 apartments. Some affordable apartments for workers, build on the rest of the island more.	I work at the High School and can't afford to live here so something a state worker can get into without my entire paycheck going to rent. Better jobs.
Housing I can afford. A welcoming community	Apartments if you can fit them...just make sure they are affordable.	I don’t know.	More parking for workers in the downtown area.
Housing I can afford. Easy access to public transportation that is faster service. Housing I can afford. Family or friends living close to me. A community that makes me feel welcome.	Anything as long as it's affordable. Single family homes are better.	N/A Some on Winslow and some on other parts fo the island.	More career opportunities, not just jobs. More career opportunities, not just jobs.

PUBLIC SURVEY

Link to all survey questions and responses:

https://lmnarchitects-my.sharepoint.com/:x:/p/hafkham/EYgEKVnIP3pKvmt9pHV32tMB4EbcHbqvKE6-fReuM68v9g?e=79yEhw

Mobility and Transit Workshop Notes

Meeting time: February 8th, 2023 - 2:30pm-3:30pm
Project team: Jennifer Sutton (Senior Planner), HB Harper (Planning Manager), Paul Nylund (Engineering Manager), Adam Amrhein, Hasti Afkham (LMN)
Community participants: Bainbridge Greenways, BI Parks and Trails Foundation, Squeaky Wheels, WSDOT, Kitsap Transit

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 15 minutes (results will be available on project website)
D. Questions and Answers –35 min

1. What are you/your organizations planning for within the Winslow subarea?

- Long range planning (LRP) proposal -High-capacity Station areas that gets supported by zoning, where are those potential places for transit villages? Identify and communicate with community. Currently we don't have the density to support these hubs, 60-70% of growth to be around the transit hub/ transit oriented development (TOD).
- LRP is calling for examining circulator bus.
- City Sustainable Transportation Plan (STP) has circulator buses in plan.
- Double-decker buses to increase capacity without increasing footprint.
- Park and ride at Day Road – facilities for electric vehicle (EV) charging stations, E-Bike charging stations.
- Development plan for feasibility of foot ferry
- BI Parks and Trail Foundation (BIPTF) is helping with grant for Sound-to-Olympics trail (STO), we do easement purchase for trails.
- Cave connection
- Sustainable transportation plan – grocery stores all ages and abilities accessible.

2. What are the most important mobility and transit related issues and opportunities for this plan to address with this plan update?

- Mobility for all.
- Decking over ferry vehicle holding lane as real estate for high density development?
- Autonyms circulator buses as an idea.
- E-Bikes
- Midblock connections are crucial.
- We need a parking inventory.
- Plans for interpretive signage by BIPTF.

3. Are there city codes and policies that could be improved to better realize these opportunities?

- Subsidy from city/nonprofit for a shuttle service
- Shared mobility vehicles program (City Hall, T&C, Grow Community)
- Harbor Square and Bainbridge Landing easement (regulation couldn't enforce fence to come down)
- Balance between high density as well as serving other areas in island.
- Mobility hub – multiple solutions merging to create better solutions.
- Emergency preparedness hubs collaboration with mobility hub
- Inclusive process and early engagement
- Maintenance and signage for midblock connection
- Standards should enforce permeability.
- increase adoption of e bikes
- EV charging infrastructure plans for multifamily developments.
- Increase connectivity.
- 4 corners of subarea (maybe even an extension of it) as mobility hub

4. What else do we need to know for this plan to be successful?

- Colman dock – expense and planning efforts
- "Connection zones" and implications challenges – standards to keep developers accountable.
- Lack of after-hours/weekends services impacts employment.
- Limited Uber/Lyft services island wide
- Nonprofit providing micro-van.
- All ages and abilities connections getting to the mobility hubs.
- Mode shifts, electrification efforts, EV Charging plans for fleets, agencies, and customers. Land ownership becomes an issue, (particularly ferry terminal)
- Demand and service allocation balance
- Priorities Commuters (majority of rides) and Mid-Day services
- Pedestrian bridge connection on 305 should come back.
- 4-way crossing: 305 and Winslow way + 305 and High School (curb, alignment, and design)
- Pushing stroller through roundabout is very challenging.
- Eagle Harbor, last industrial land, maritime heritage
- Expense of real estate
- No all ages/abilities grocery stores
- High School Road and Winslow Way

Emergency Services Providers Workshop Notes

Meeting time: February 8th 2023 - 1pm-2pm
Project team: Jennifer Sutton (Senior Planner), HB Harper (Planning Manager), Paul Nylund (Engineering Manager), Adam Amrhein, Hasti Afkham (LMN)

Community participants: Police Chief, Chief and Fire Marshal Bainbridge Island Fire Department.

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Questions and Answers – 45 min

1. Could you tell us about the public safety challenges the Winslow area is facing?

- Lack of parking leads to more complaints and police reports.
- Ferry has shortfall on car staging and not reliable. Waiting line can also create problem.
- Staffing needed from Ferry for car waiting lane.
- Population growth means more police services needed, which means need for more staffing.
- Harbor place condominium and downtown parking lots may have more safety challenges.
- Street lighting in some places is lacking.

2. Are there disaster preparedness concerns you have regarding Winslow?

- We aren't currently experiencing congestion, but in future that could become an issue.
- Traffic calming measures could slow respond time.
- Public safety and emergency response needs to align.
- Radio booster services
- Evacuation routes (only two out of subarea), no evacuation out of island in disaster is problematic.
- Sheltering in place – disaster response infrastructure currently in good shape, consider how that can change if population grows. On-going planning
- Evacuation of subarea can be the biggest challenge. (Access-circulation)

- Water infrastructure: There are areas that aren't served with fire hydrants, results in more need in staffing. Availability, spacing, pressure, redundancy.

3. What kinds of land use policies or other changes could the city make to help you address these concerns?

- Power lines are hazard and prevent fire department (i.e. Winslow Way) to deploy ladder, get the power lines below grade, especially if you have narrow setbacks.
- Consider access and street design, fire hydrant location.
- Dead ends don't work well, Wider access around development with height.
- Fire code doesn't have height restriction. Code requires certain street width for certain height threshold for access.
- North-East of subarea lacks hydrants quantity. Comprehensive look at island infrastructure (hydrants, pipes, water supply)
- Coordination is challenging.
- Cross connection redundancy and connection to other water services
- Building standard – state adopted wetland provisions – July 1st (Map), building material
- Housing, cost of ownership is a challenge.
- Health care capacity is a challenge.
- Cellphone and radio coverage infrastructure is currently an issue.
- Road-end locator for access from water as an idea.
- For earthquake – shelter in place, bring in resources as needed – Bainbridge prepares – ongoing planning exercise that will growth with population.
- Identifying new and additional shelter locations – hubs around – limited food, shelter, casualty collection, 'matchmaking' – neighbors helping neighbors – getting people prepared to help themselves – emergency operations center at new police and fire station.
- Housing affordability and ownership:
    - 25% of sworn officers live on island – most renting – more would live here if they could
    - Fire – minimum staffing on duty – 1st alarm structure fire calls for off island resources.
    - Less than ½ of folks live on the island – 44 uniformed folks.

Arts and Culture Workshop Notes

Meeting time: February 8th 2023 - 10:30am-12pm
Project team: Jennifer Sutton (Senior Planner), HB Harper (Planning Manager), Adam Amrhein, Hasti Afkham (LMN)
Community participants: Arts & Humanities Bainbridge, Kids Discovery Museum, Bainbridge Artisan Resource Network (BARN), Bainbridge Dance Center

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 15 minutes (results will be available on project website)
D. Questions and Answers – 60 min

1. How can the arts become more of a part of the everyday life of the Island?

- Bainbridge Creative District needs to be walkable. Accessibility for Art engagement would be game changer. Lack of diversity within the community. Live/workplaces are needed within the subarea.
- AHB Currently working on wayfinding.
- New theatre under construction. There hasn't been enough professional performance space or industrial space for artists on Bainbridge Island.
- Connection and wayfinding from ferry should better connect to Winslow way rather than 305.
- Diversity – Currently no diversity at events
- Person at the info kiosk is a gatekeeper.

2. How can this plan support more people engaging with the Arts?

- Consider shuttle services. There are not many programs for young folks (20-30 years). We are missing this demographic. Everything closes early. We need intentionality for attracting a diverse community.
- Difficult hiring artist because of lack of affordability.
- All ages/ability connection within neighborhood has gaps. Program director left, because of lack of affordability and lack of inclusivity for missing demographic (young, no children) We don't have entry level professional because of cost of living. Childcare is lacking. Better bike trails within neighborhood (not within 305 for a safer experience) Higher tourist seasons makes locals not visit Winslow within the hot season. If folks could afford Winslow and have the ability of Live/Work/play, programming and demand could match.
- Artist community is diverse. We lack programming and build environment to support missing communities.

3. What kinds of land use policies or other changes could the city make to help you address the constraints and move forward with the opportunities?

- Ferry terminal and Harbor square are underutilized.
- Growth needs to happen within water and sewer boundary. Primary mode of transportation for youth is walking, all activity happens within the ID zone of school. Middle school to Barn connection is not as walkable as it could be. People who live here don't start from ferry, so connections need to be prioritized within other parts of subarea.
- Students and teachers' connection to destination is important. Affordability is an issue. We may lose one of the best teachers because of lack of affordable housing. Performance center with working space and temporary housing is needed. Students are interested could work with artists. We don't have professional performance art center. Residents are missing out on cutting edge performance due to lack of amenity. Dancers are using the high school space, problem with overlap of school function and long waiting list. Vashon is good resource/advocate. Better anchor/gateway at Harbor square.
- Focusing on people who are under 40 without children – 50-year demographic gap.
- We are heading to become a retirement community- affordability can solve this.
- Island Craft (individual workshop space) has high demand.
- Dense affordable housing will solve a lot of these problems.

4. What else do we need to know for this plan to be successful?

- Nannies are substantial population of workforce, mostly coming from outside island. People who engage with art on this island are typically people who live here. You need to be professionally successful/come from money to be able to do art here.
- Grants and supports from wealthy are the only way we can support artist right now and that doesn't allow for diversity.
- Lack of industrial space for artists. Industrial centers close to BARN is needed. Parking and better walking connection. BI-Ride is not reliable.
- Art and Culture has staff from Seattle as well Kitsap.
- Transportation from neighborhood centers is also missing.
- Ferry is not reliable, and we are losing staff to it.
- Can't attract entry level professionals – commute is too onerous.
- Childcare – can't hire staff or have the right hours.
- Ecosystem of excellence
- Possible to use space at harbor square – could that be used for the arts?
- BIMA – huge drop in locals during the summer, but influx of tourists, creates a burden for residents.

Civic Organizations Workshop Notes

Meeting time: February 8th 2023 - 9am-10:30am
Project team: Jennifer Sutton (Senior Planner), HB Harper (Planning Manager), Adam Amrhein, Hasti Afkham (LMN)

Community participants: Madrona School, Sustainable Bainbridge, Bainbridge Island Parks and Trails Foundation, St. Cecelia School, Island Volunteer Caregivers, Bainbridge Community Foundation

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 15 minutes (results will be available on project website)
D. Questions and Answers – 60 min

1. Do you have plans or ideas for your property that you'd be willing to share with the group?

- Sakai property opportunity
- Sakai and school property get a lot of traffic, schedule has even been modified to allow for less, we need ranch housing. Out of 90 students 47 are out of island. POC are more vulnerable. Received grant and donation for private buses for schools, training and licenses goes into this as well. Director of program drives the bus because of lack of drivers!
- Strawberry Hill Park is going to be built out, they are acquiring more land (comcast) Safe walkable and bikeable connection for connecting kids to Sakai.

2. What kinds of land use policies or other changes could the city make to help you address the constraints and move forward with the opportunities?

- Park is one of the largest employees and housing for staff is also a priority. We need to consider access and wellness when it comes to affordability, we want to be part of conversation for how the housing gets connected to trails. Walkable connections and public parks are essential.
- Data from Sustainable Community foundation could be useful. Altering traffic pattern for safe biking walking isn't the best route to go, instead provide the right infrastructure. Street leading into Weaver and down to Winslow way. One floor housing is needed. There is need for caregivers, their wages are not sufficient, and long commute creates challenges. We need housing for caregivers. Single floor living for accessibility. Not just housing for singles but for workers with families. Foundation has granted money for scattered land purchase and keep it in perpetuity affordable. Affordable housing has been a priority when it comes to grants. Most grant for 100k for affordable housing. If the application and permitting process costs reduces, if the process gets expedited for affordable housing, it would be more palatable for development and better financing. Wyatt way and Maddison affordable housing (45du). Plans are in place. Parking in downtown is madness, we need a holistic strategy.
- Is current zoning accommodating the growth within island? Are we keeping growth within entire island or just focus on Subarea? Winslow can get much less amenable if everything goes into Winslow. Protect what makes Winslow's density work. Lack of East-West connection. Access getting blocked up by buildings, blocks are not walkable, more mid-block connection.

- Jobs and economic stability are important, if job growth is happening, we need to accept development? Where should it go? Lack of sidewalks and more bike lane, public safety. Cost of housing is a challenge (2/3 workers are commuters)
- How does the planning and permitting process expediting projects that help with above issues?
- Trails committee that works on island wide connectivity, there are certain connections that have private landowners, mostly north of island. Sakai Park is disconnected. Permitting process being time consuming, can public projects be consistently prioritized? We are the fund raisers and have accountability to our donor.

3. What else do we need to know for this plan to be successful?

- What are the number of jobs within boundary (including school)?
- Most senior housing near the water – more ADA accessibility
- Senior population is vulnerable, senior housing location is on steep slope, lack of walkable sidewalks, transportation to medical centers (Virginia center), rides for specialty care, Getting on-off on ferry for less mobile. Benches, pausing points, auditory for street lighting. Are planning for health facilities part of this plan?
- Accessibility, operation hours, type of providers.
- Senior living options, assistant living, one-floor, etc. Tally of what we currently have and what's missing.
- Latino community – come to school and work, language, and families – tied to saint Cecilia's – 47/97 of kids are coming from off island.
- 12550 Madison – 13 affordable units and corner of Madison and Wyatt (NE side)
- Affordable housing at Bethany Lutheran
- Lack of urgent care specially with population growth.
- Tally of current supply of health services is important.
- Is Bike Lane connection to Poulsbo happening? State R.O.W is one of the complications. Currently 30% design on that trail expansion. The grant is for planning and design and not construction.
- Winslow Way – very attractive for tourism – seems to be planned for tourists – process should consider if this continues to be a focus – don't want it to be Mercer Island/Bellevue/Kirkland

Businesses / Employers Workshop Notes

Meeting time: February 7th 2023 - 2pm-3pm
Project team: Jennifer Sutton (Senior Planner), Paul Nylund (Engineering Manager), Hasti Afkham (LMN), Dena Belzer (*Strategic Economics*)

Community participants: Bainbridge Youth Services (Executive director), BI Housing Resources, Bainbridge Chamber of Commerce, Bainbridge Island Health and Rehabilitation

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 10 minutes (results will be available on project website)
D. Questions and Answers – 35 min

1. Can you please tell us how business conditions are in Winslow and how these have changed since the pandemic.

- All businesses are struggling.
- Covid impact on housing
- People who try to start a job and commute typically leave.
- Public perception on affordability – pattern on replacement of staff by non-island residents
- In Winslow, visitors are 10 times the residents.
- Teachers can't afford to live on the island, it is getting harder to recruit staff because of lack of affordability.
- BIHH :1 out of 12 staff don't live on island,
- Covid – net positive last year and this year

2. What are both the opportunities you see for your business in Winslow and what constraints do you face?

- Non-profit pay on BI is higher than other islands.
- Front door of the island – Gateway is missing (follow the salmon to Winslow)
- Change is slow.
- Highly priced rent for businesses
- Bloedel Reserve attracts (possibly more than art museum)
- 6/7 restaurant may be able to survive of locals, Visitor dollar is often cursed by perception.
- Community spirit exists, strong sense of community support.

3. What kinds of land use policies or other changes could the city make to help you address the constraints and move forward with the opportunities?

- Lack of housing and transportation options
- Lack of studio and one-bedroom apartments (even Market rate)
- Affordable housing on island – commute from outside island (last 6 miles takes much longer) Cost and Time spent sitting in traffic can be reason for loose of employees. 6 retirement homes

4. Generally, what types of growth can you envision in Winslow and where?

- Develop Winslow more otherwise Winslow will lose character.
- Recognition from community on Ferry site as an opportunity for densification

5. What else do we need to know for this plan to be successful?

- Bay road manufacturing
- Incentives need to be right for the implementation.
- Far bank fishing – Picking staff from Seattle (own shuttle services)
- Bring back foot ferry from Bremerton to Bainbridge (no cars)
- Majority come from Port Orchard, Silverdale
- Staff adjustment work schedule to not get stuck in traffic.
- There is expectation from community that solution needs to be in Winslow for affordable housing.

BISD + Parks District Workshop Notes

Meeting time: February 7th 2023 - 1pm-2pm
Project team: Jennifer Sutton (Senior Planner), Paul Nylund (Engineering Manager),Hasti Afkham (LMN), Dena Belzer (*Strategic Economics*)
Community participants: BI Metro Park and Recreation Senior Planner, BI School District Superintendent

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 10 minutes (results will be available on project website)
D. Questions and Answers – 35 min

Questions and Answers

1. Do you have plans or ideas for your property that you'd be willing to share with the group? Have you considered residential development on your land?

- School board conversation on next 5-year plan – strategic capital planning
- Preservation of the covenant property by Strawberry Park – long term stewardship program
- Strategic planning, Central Campus (parks and school district overlap)
- School ownership of land and lease to parks- buy off from park (pool site)
- Public agencies (e.g., City, BISD, BIMPRD) should collaborate to respond to citywide issues whenever possible, including adding connections between public properties.

2. What type of mobility improvements within the subarea could better support your work?

- Infrastructure for kids to walk or bike to school doesn't exists much north of boundary.
- STO connection by school

3. What kinds of land use policies or other changes could the city make to help you address constraints and move forward with opportunities?

- Affordability
- City council needs to be more open to affordable housing.
- Vision and Funding is the challenge – 120 million bond – community buy-in.

4. What else do we need to know for this plan to be successful?

- Parks planning, break in two subareas rather than one – Sakai Grant, Middle of planning horizon.
- 80% white per School data
- School is the largest employer on Bainbridge Island (missing from demographic data)
- More students living within Winslow than other centers.
- Aging population and lowering of enrolment (elementary schools)
- Increased housing cost, age and decrease enrolment. School is losing 12k per student for decrease in enrolment.
- Significant budget reduction or school closure in future
- Two older schools need replacement – on greater campus – get creative about typology.
- Recreational activity lacking - Soccer field.
- Economic vitality can come with interagency.
- Broader community conversation

Ferry Area Property Owners Workshop Notes

Meeting time: February 7th 2023 - 11am-12:30pm
Project team: Jennifer Sutton (Senior Planner), Paul Nylund (Engineering Manager), Patty Charnas (Planning Director), Adam Amrhein, Hasti Afkham (LMN), Dena Belzer (*Strategic Economic*s)
Community members: Steve Tawresey, Sanjay Bhatt (Kitsap Transit), Cary Chamberlin, Kimberly McCormick Osmond, Denise Harris, Mercury Michael, Lisa Chamberlin, Charlie Wenzlau

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 10 minutes (results will be available on project website)
D. Questions and Answers – 55 min

1. Do you have plans or ideas for your property that you'd be willing to share with the group?

- Investment rental property appetite is there but cap rate doesn't necessary work.
- Land was bought originally for restaurant, and now the parking is profitable. Covid has changed that slightly, and the revenue is not as steady. The aesthetics can certainly change. park+housing+connection to Winslow Way.
- Regular parking demand is coming back, daily pay rather than monthly.

2. What kinds of land use policies or other changes could the city make to help you address constraints and move forward with opportunities?

- Economic viability – Grand ideas are not economically viable, City can guide tax incentives to larger developers, smaller developers are cost burdened. It is so expensive to do any development when return on investment is not there!
- Lowering the cost of entry to affordable housing needs to come from someone, right now doesn't pencil out. Subsidizing affordable housing can be an approach but different than subarea plan. ADU for existing properties for densification. Sewer system, demand, and support?
- Developers who do affordable housing are not there for immediate return but are interested more on tax incentives. Timeline, and economic viability balance.
- Harbor square is underutilized, connection is through parking lot with steep slopes. Ferry terminal needs a better gateway (Open space, public art, and then mixed-use development, with extending Winslow Way corridor East)
- Bainbridge charm shouldn't get lost while accommodating growth. Needs to be right sized. Balance between growth and character.
- We can do something remarkable by consolidating the land, include public art, densify, smaller units, walkable. Parking capped by park, to bring life to this end of Winslow way.
- Parking income declined since Covid- paid for taxes previously. The reason development hasn't happened is that the only economic viable development is high end market, current bonus density

also doesn't make much of a difference. Vision is to create a sense of place and appropriate development. Higher density, more housing option rather than high-end townhomes adjacent.

- Park and Ride, affordable and market rate –what worked was right subsidy, and sharing same parking garage, plus change in city's parking demand.
- Mixed income housing threshold and affordability gap (80% and 175%) Middle income isn't addressed in this model. Affordable housing vs attainable housing. (Beyond workforce housing)

3. What else do we need to know for this plan to be successful?

- Harbor Square lease renewal, high cost- challenge of affordability for any business that wants to be there.
- Bridge the gap between city's (and community) need and developers need.
- Island doesn't have appetite for a change on "Concert Hall Pitch" scale.
- Affordability within current residents is missing.
- Need for parking around ferry terminal, last mile service and lack of public transportation. We need more robust transportation system, and schedule, for it to be equitable across the county. There is a convenience to driving car, and the built environment is not pro transit (not central mobility hub, bus pull out lane, dedicated bus lane) These impact the convenience of transit network. There are folks who use public transportation to destinations outside of boundary, but they face challenges. For instance, network doesn't support them connecting to internet for a ride back. Transit is becoming more app-based use and Island doesn't support that trend (infrastructure)
- Need for drivers, and staff. Current system is underutilized, 4 buses that use door to door service. Infrastructure for public transit is lacking (congestion on Winslow Way / bus rides)
- Previous Kitsap Transit surveys (2021): 61% drove alone, 28% public transit, 27% walked to ferry terminal.
    - 88% drove alone and 8% took public transit to commute to other neighborhood centers. No penalty to drive to downtown but driving costs to ferry terminal. It has been communicated with the Council.
    - Lack of bus-base extends the commutes of drivers to bus-base-→ service infrequently.
    - 20-year plan - Shuttle system (if we can have drivers) + center to center
- Launch Sunday services 8am to 5pm proposal (none since 2008)
- Courtyard by Maddison (right character), townhomes nearby are too jammed in, not consistent with character and lack of parking. Middle ground and balance between two.
- Funding source for vans, parking, and tie to union when it comes to driver licenses and smaller vehicles.
- Lack of safety for cyclist
- Bike share by ferry terminal
- Ferry terminal plan, more aligned with neighborhood fabric.
- Housing stock being repurposed to the new residents. Is missing middle housing the right strategy? scale and quality are working for the island. 20-30 du/acre
    - 16 du/acre (courtyard on Madison)
    - Madison and Wyatt – density bonus and partnership – Utility is being reviewed.
- Rental of condominium
- Public infrastructure for parking is underutilized asset. R.O.W improvement plan that accommodates on street parking?
- Long-term limit to sewer capacity, but utility will work with subarea.

Ferry Area Property Owners Workshop Notes

4. **What role does sub area plan and city plays for consolidation of properties and vision?**

- Parking drives development. City's reduction for parking could be associated with affordable housing, it still needs to be considered with the fact that people still need cars.
- Currently, No incentives for affordable housing. 4 or 5 stories is going to work better if there are incentives (inclusionary is good too but not sufficient).
- The aesthetics of current use doesn't align with the right vision.

Large/Multi Property Owners Workshop Notes

Meeting time: February 7th 2023 - 9am-10:30am
Project team: Jennifer Sutton (Senior Planner), Paul Nylund (Engineering Manager), Patty Charnas (Planning Director), Adam Amrhein, Hasti Afkham (LMN), Dena Belzer (*Strategic Economics*)
Community members: Ashley Oaksmith, Ron Allen, Stacy Austin, Kimberly McCormick, Tom Haggar Pricilla Zimmerman, Henry Zimmerman, Doug Nelson

Agenda

A. Welcome, project, and team introduction – 10 min (shortened version of public intro, available on project website)
B. Participants introductions – 5 min (see above)
C. Resilience Exercise – 10 minutes (results will be available on project website)
D. Questions and Answers – 55 min

1. **Do you have plans or ideas for your property that you'd be willing to share with the group?**

- Looking to develop site for 5 years – waiting on comp plan amendment, 3-year runway – ownership group is aging out.
- Proposed project in early stages check boxes in private studies, frustration comes from finding ways to bridge analysis to implementation. None of previous analysis have led to implementation. Growth should be focused within downtown. Eco Northwest implies that. Changes in FAR, TDR program implementation.
- City is losing valuable stakeholder because of time.
- Is this plan considering/allowed to consider Site specific zoning?

2. **What kinds of land use policies or other changes could the city make to help you address constraints and move forward with opportunities?**

- Challenge is finding ways to achieve goals that are economically viable (affordable housing, underground parking cost)
- Economic and parking – small parcels are difficult to build. Making development sustainable – strategy for underground parking with city funding
- So much of area is dedicated to inefficient parking.
- Strategy: One floor of grade level parking (which isn't desirable) – Winslow shouldn't want this for downtown, but at least may create a balance.
- How can we achieve efficiency.
- Sewer used as a tool to restrict development – need to increase capacity to support the goals.
- Not every site is appropriate for affordable housing. Encourage people to understand and like density. You don't need workforce for multifamily developments in Winslow.

ORGANIZATION AND ENTITY WORKSHOPS CONT.

- Does parking for affordable has to be on site? Can it be on a big city lot?
- Pushing the edge of boundary West and north (Coppertop is there and a magnet), neighborhood development rather than fighting with downtown. How do we tick all boxes on affordable housing, density, parking, and transportation? There are few good commercials, but the boutique stores are not for the community (too expensive)
- High cost of parking, Sewer limitation and capacity. If density that would pencil out could bring more housing developers, can't afford to develop in Island, unpredictability is harmful. We are less about cottage industry and its more about services. None of this would have had sewer, areas without access are challenging.
- Underground parking cost is not going to align with finances of affordable housing.
- Multi story parking structure on City gravel lot Property as a solution.
- If City increase zoning developers are going to aggregate parcels, we haven't implemented policies to follow previous studies, no change in zone and height has happened.
- Cost of labor plus all other expensive sustainability goals takes a toll.
- City staff's moral to be higher to communicate the right message with council.
- Problem of parking in Winslow that relates to commercial business, and it's not solvable by the given the size, there needs to be more of holistic solution (city parcel) + visionary solutions for future. Parking standards are suburban in nature and Winslow has grown into more of an urban nature. The standards need to respond to the urban nature, public transit, and housing.
- Parking challenge, community is clinging to no change, we want to lead by example and do a legacy project, If we can develop with the constraints that underground parking provides, we need to sell and move on.
- How do you serve the population in Winslow, families living downtown may not be the reality. Developing mostly 1beds + studio, only half of clientele has cars.
- There is a changing financial problem here and City's process is not following the evolving nature.
- Another way to deal with parking is to reduce the need, TOD, change code to allow TOD and no parking stall.
- Challenges in Winslow has pushed development to other places, we certainly need developments such as barn, copper, etc., functions are desirable, but locations are not. Zoning (Bainbridge) has not been responsive to population growth. Lead by example to respond to these challenging processes.
- Parking issue is very unpopular. We need vision, leadership, and courage.
- Change in zoning and FAR doesn't have to be applicable to all parcels, a menu that makes it sustainable and achievable, builder can decide what they can afford, community can pick their priorities.
- Put fewer multifamily (dense), limit the numbers to not overwhelm community and built environment. Tiny home project. Its more approachable, to have communities buy-in.

3. What else do we need to know for this plan to be successful?

- Include workforce housing, missing middle housing, its challenging to build affordable housing for cost, process, and policy.
- Workers and contractors are coming from off the island – line of trucks.
- Coppertop – goal was to have maker spaces, became more about services (medical, intellectual developers, heart valves for instance).

- Distinctness between the neighborhood centers, and there is nothing in between them. Transportation that is efficient between the neighborhood centers. Think about business demand (e.g., Coppertop)
- There are amenities that would not work well with public transportation.
- No appetite for the regular bus. Coming every hour is not enough.
- Transportation and job opportunities in core
- Discussion on neighborhood development plan on the edge of Winslow? What does the island need and gear transportation toward that solution.
- Large surface parking lots in core aren't working.
- Island within the island
- Only one way to get in and out of island, its limit and unique.
- Golf cart as a mobility option used to work well.
- Every site is different, if you end up making a zoning recommendation, one fits all, the result is going to be different than what is desired.
- Education on policy, economics, and sustainability
- House aging population, middle income housing, open space, create vibrant places in downtown. Take some of the surface parking lots. We need parking for visitors to downtown but not for visitors that live downtown.
- Property parcel size is too small to accommodate the necessary parking, we lost businesses that gear toward community rather than tourist, because they couldn't provide parking. Maintain authenticity needs parking for ppl to come to downtown, provide a way forward that allows DT to remain and become smore authentic. T and C is one of the main authentic commercial developments. (The higher end clothing, candle is not cutting it)
- I didn't see the 2019 Inclusionary Zoning Report by Eco Northwest and Forterra on your referenced studies slide or the recent report from UW titled 'Winslow Master Plan Analysis' (I believe published in 2021)
- Authentic commercial that used to be here is gone (hardware, small department store), only T&C remains.
- No reliable public transportation – a lot of people would take public transportation if rides were often, with reliable schedule.
- Who are we trying to provide public transportation to?
- T&C is becoming communities parking lot rather than customers.
- Density bonus program as of right now is too complicated.
- Transportation choices, Electric scooters and bikes, Tourist helps Bainbridge and Winslow. What public transportation is desirable for tourist? Desirable for locals and tourist, not our typical bus) What are applicable precedents? What other places use cozy, fun, and attractive public transportation?
- Connection to fantastic amenities in core. How do we connect and bridge the gaps?
- Day Road does not have sewer – could create jobs.
- Trade off b/t current demand and future demand
- T&C is the community's living room – desperate times, becoming more desperate.

IN PERSON PUBLIC MEETING - FEB 13TH 2023

CITY OF BAINBRIDGE ISLAND

Density/Housing Equity Concerns

- Density in Winslow and less in outlying areas.
- I have significant concerns that the current infrastructure – sewer, roads, etc do not currently support the current population. Therefore I am concerned about increasing density/population.
- Housing Equity
    - Not achieved by just increase supply.
    - Need specific strategies such as purchase of affordability events that create and preserve affordability.
- Focus density for housing and jobs in current Winslow subarea boundary. Do not expand subarea boundary or increase density adjacent to Winslow.
- Growth and jobs should be mostly (80%) in Winslow.
- If density is pushed into Winslow it has to be balanced with ensuring development rights are stripped properties outside of Winslow.
- How keep “small island character” with land/bldg. values increasing and more rapid growth in Winslow?

Groundwater/Sewage Concerns

- Untreated sewer, look into this first.
- Define caregiving capacity.
    - We need a groundwater management plan.
    - Adequate storm water and sewage treatment.
    - Don’t assume we’re going to accept perpetual growth.
- We need a ground water and surface water management and conversation plan in place now.

Greenspace/Forest Management Concerns

- Preserve open space and existing green space. We need to build in a way to minimize impacts to natural resources and our contribution to climate change.
- Community forest management plan, street tree program is a need, promote urban trees to in part mitigate heat alerts.
- We need to value our natural environment by developing an ecosystem valuation methodology so people can better understand.
- Preservation of forest-carbon sequestration.

Miscellaneous

- Legal Process can wait.
- What is our capacity, what systems are determining this?
- This can be accomplished in part through transfer of development rights (TDRS).
- Equity: environmental stewardship that implements our commitment to the treaties with our local tribes.
- This is the wrong question. An arbitrary number is not possible until we see what the various % look like. How about showing what the various % will look like?

IN PERSON AND INTERCEPT SURVEY GROUPS

This list of project stakeholders may be updated through the community engagement process.

Community Based Organizations
- Housing Resources Bainbridge
- Helpline House
- Interfaith Council of Bainbridge Island/North Kitsap
- St. Cecilia Parish

Government & Public Sector Agencies
- Bainbridge High School
- Bainbridge Island Fire Department
- Bainbridge Island Metro Park & Recreation District
- Bainbridge Island Post Office
- Bainbridge Island School District
- Bainbridge Island Senior Community Center
- City of Bainbridge Island's Race Equity Advisory Committee
- Suquamish Tribe, Community Development Department

Businesses
- Safeway
- The Pavilion Shopping Mall
- Bainbridge Island Community Pharmacy
- Restaurants and businesses on Winslow Way E between Madison Ave S and Ericksen Ave NE
- Eagle Harbor Bookstore
- Town & Country Market
- Bainbridge Island Chamber of Commerce
- Bainbridge Island Museum of Art

LISTENING AND LEARNING VIRTUAL MEETING - FEB 16TH 2023

CITY OF BAINBRIDGE ISLAND

WHAT IS YOUR VISION FOR WNSLOW IN 2044?

Teacher:
Accessible and inclusive

Intergenerational

Art + Food

I'd like to see the same mainstreet and home town feel we have downtown...the 4th of July parade, Kidimu, the bakery, music

Vibrant downtown Winslow
Multi generational
Diverse
Easy to more around - Multi modal for residents and residents
Vibrant shops and Art and cultural places are maintained and stay open

More mobility options- bike and ped friendly.

Diverse downtown BI
Make diverse people comfortable to be in the island

would be GREAT to still nurture our native resources. That is it will take bold vision to sustain that, with all the pressures. The presentation seemed to reference "nature" as an amenity, when in fact it's ESSENTIAL to survival...and a great value for our identity.

Community feel
Authenticity of downtown

Green energy and climate change adaptation

We could be leaders in this (environemntal stewardship) ....we're sandwiched between amazing stunning wilderness, and the city - need to cherish this unique position.

Would like to have more regular bus service between neighborhood, downtown and the ferry terminal.

Walkable
Diverse
Not only a tourist destination
We are going to populate our own places on interest

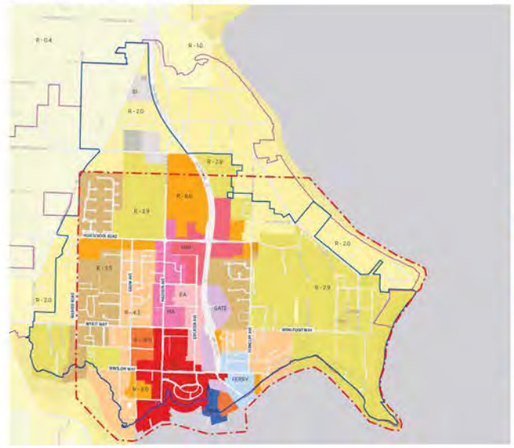
Would love to see that we preserve the history and also enable the best aspects of the core to thrive and flourish

Art and food
Building for all abilities
More diversity of retail and food to bring more diverse people

Winslow should have more services for residents and less for tourists - therefore more residents in Winslow makes sense.

I want to see sustainable mutli-famiily housing. Keep so many single family units and you have to go on and on and on distance wise.

EXISTING ZONING





WHICH PART OF WINSLOW'S BUILT CHARACTER IS MOST IMPORTANT TO YOU?

Height variances
Maintain historic character
Fundamental for grants
Zoning should maintain Winlows's character
Look at building up in some places , senior center , Art and culture and connect all -
Allow people access other parts of island
We dont want Winslow to turn into Pike place market

Re height restrictions - I think if there was a setback, so tall blgs don't TOWER over the street creating canyons.

It's possible that to mitigate the growing influx of tourists that more necessities be put outside of Winslow, spread around the island. Markets, hardware, community places, etc. on the ends and island center.

Concerts in the park used to be in Waterfront park, and they grew and have moved out of town. Be nice to have more regular little concerts tho...in terms of gathering

More necessities/attractions outside of Winslow would require improvement to public transportation, which could also benefit residents as well.

One of the Comp Plan amendments being requested is to "blow the lid off" the height restrictions, fyi.

Lacks charm and historical reference
Winslow way is unusable, it is just for tourist
Lack of parking
what precedents are out there that deals with the same challenge (tourism-good and bad)

The Comprehensive Plan prohibits any upzoning unless it is affordable housing, done through TDRs, or the other things I listed above, like historic preservation. Is this Plan going to recognize this and other restrictions found in the Comprehensive Plan?

I don't know how our small business on Winslow Way could survive without the day visitors/tourists.

the part of winslow's built character that is most important to me is when we have continuity between new and old...and we have our "institutions" and treasures like blackbird bakery, the book store, etc.

Community places (ie senior center) that are available year round

We lost Winslow about 15 years ago. Some of us remember the auto parts store, hardware store, being able to buy some khakis, etc. downtown. It is the same as with market rate housing - they make more money on the expensive restaurants and shoppe shoppes so that is what is there now.

we need a smaller grocery on the east side of the boundary

305 at High School crossing should be improved to connect E/W sides of Winslow.

Is the City interested in a TOD Station area at High School Rd and SR 305 - supporting BRT

Ericksen Historic designation should be rescinded. It is too valuable and there is little to nothing historic about it.

Personally, I would like to see the boundary move to the west. Good luck getting Wing Point affordable. That place was exclusive back when Ron's father was at Village Foods.

90% of population growth should be within Winslow. Job growth is mixed - there's lots on Day Road and Coppertop - so what kind of job growth, office work or manufacturing. The boundary should be reduces to be no more than 1/4 mile from grocery or boat.

LISTENING AND LEARNING VIRTUAL MEETING - FEB 16TH 2023 CONT.

WHAT IS YOUR VISION FOR WINSLOW IN 2044?

not crowded, with open spaces

what's best for the community

So regarding Winslow - we cannot consider Winslow without considering the balance of the Island. Comp Plan says if Winslow is upzoned then the rest gets downzoned. Boundaries should be based on walkability.

We need to make Bainbridge the Amsterdam of bicycle mobility. Why ? reduce carbon, create exercise activity.

As a commuter from Suquamish, I would love to see the ferry become a foot ferry and see very few needs to rely on personally owned vehicles in the future

I want to see sustainable mutli-famiily housing. Keep so many single family units and you have to go on and on and on distance wise.

Winslow should have more services for residents and less for tourists - therefore more residents in Winslow makes sense.

Improved transportation and traffic patterns for downtown Winslow--it is crowded and cars race down some of the streets.

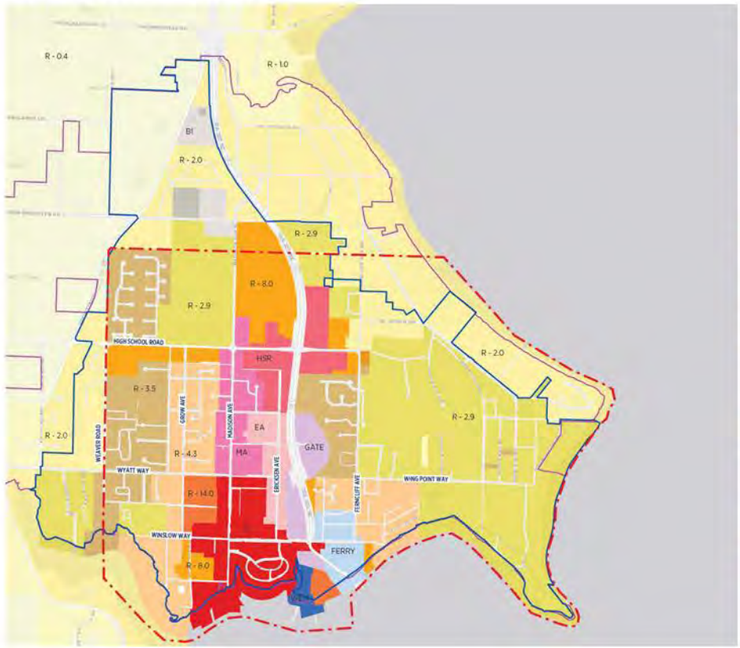
We should ensure we build capacity in the existing Winslow perimeters, to minimize sprawl and maximize walkability and reduce driving and traffic. If we go beyond, the City must facilitate concurrency in infrastructure through impact fees and minimize tax burdens. Septic is limited, and roadways and sewer expansion is costly. So make sure we build where infrastructure exists

Use creative solutions to promoting housing affordability. Preserve the special small town feel of Winslow. Create an effective Transfer of Development Rights program to bring density from the Island's Conservation Area. Don't expand the boundaries of Winslow as that will reduce the size of the Conservation Area bordering Winslow

I like the foot ferry idea as well. Uses less fuel and more ferry runs.

More public bathrooms

EXISTING ZONING





Legend

R - 0.4, R - 1.0, R - 2.0, R - 2.9, R - 3.5, R - 4.3, R - 8.0, R - 14.0, CC - Central Core Overlay, MA - Madison Avenue Overlay, EA - Ericksen Avenue Overlay, Gate - Gateway Overlay, Ferry - Ferry Terminal Overlay, HSR - High School Road Districts I and II, B/I - Business/Industrial, WD-I - Water-Dependent Industrial, SubArea Boundary, Winslow Water Services Boundary, Sewer Service Area Boundary

WHICH PART OF WINSLOW'S BUILT CHARACTER IS MOST IMPORTANT TO YOU?

None of it is important. Within a quarter mile of grocery or the boat it should be much denser and higher.

Reduced parking ratios as needed to support transit, pedestrian and biking, etc.

I have been on Island 35 years and Winslow has changed and I am not married to how it is now and am hopeful for something more urban and vital but only with a downzone and protection of Conservation Areas. Are you suggesting use of TDRs or ??

we need a smaller grocery on the east side of the boundary

Is the City interested in a TOD Station area at High School Rd and SR 305 - supporting BRT

Ericksen Historic designation should be rescinded. It is too valuable and there is little to nothing historic about it.

Most important area of built character? Question is strange, as the sum of the built areas and how they relate and transition to each other is greater than the parts. Elegantly implementing the plan for disbursed but increasingly intensive growth, with affordability incentives, within the existing boundaries and sewer service areas is critical. Set the table for measured growth, and not "one off" controversial projects pushed through intense private-public lobbying

For me, the importance is mutli-family housing. You see relatively rural cities w/ large apartment blocks because people don't own cars. Not to take advantage of a tragedy, but those cities in Turkey affected by the earthquake were not big towns, but they all had apartment blocks. They don't "drive til they qualify" and probably not, before the tragedy, tent cities all over the place.

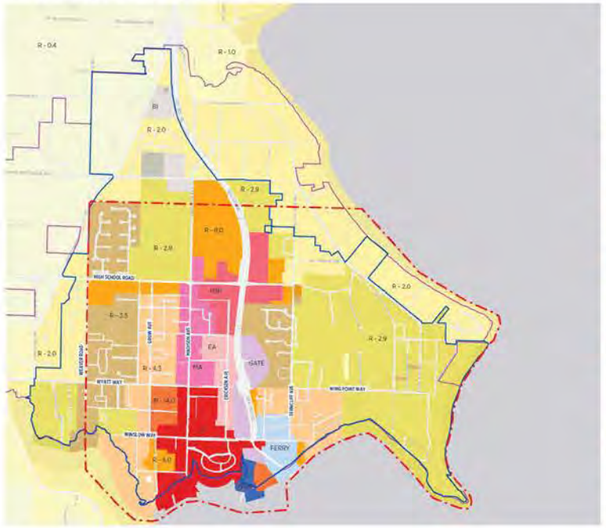
don't want to see more "modern" architecture.

305 at High School crossing should be improved to connect E/W sides of Winslow.

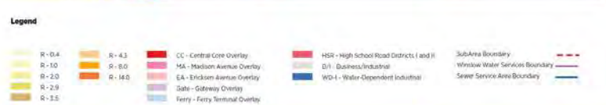
LISTENING AND LEARNING VIRTUAL MEETING - FEB 16TH 2023 CONT.

CITY OF BAINBRIDGE ISLAND

EXISTING ZONING







WHICH PART OF WINSLOW'S BUILT CHARACTER IS MOST IMPORTANT TO YOU?

None of it is important. Within a quarter mile of grocery or the boat it should be much denser and higher.

Reduced parking ratios as needed to support transit, pedestrian and biking, etc.

I have been on Island 35 years and Winslow has changed and I am not married to how it is now and am hopeful for something more urban and vital but only with a downzone and protection of Conservation Areas. Are you suggesting use of TDRs or ??

we need a smaller grocery on the east side of the boundary

Is the City interested in a TOD Station area at High School Rd and SR 305 - supporting BRT

Ericksen Historic designation should be rescinded. It is too valuable and there is little to nothing historic about it.

Most important area of built character? Question is strange, as the sum of the built areas and how they relate and transition to each other is greater than the parts. Elegantly implementing the plan for disbursed but increasingly intensive growth, with affordability incentives, within the existing boundaries and sewer service areas is critical. Set the table for measured growth, and not "one off" controversial projects pushed through intense private/public lobbying

For me, the importance is multi-family housing. You see relatively rural cities w/ large apartment blocks because people don't own cars. Not to take advantage of a tragedy, but those cities in Turkey affected by the earthquake were not big towns, but they all had apartment blocks. They don't "drive til they qualify" and probably not, before the tragedy, rent cities all over the place.

don't want to see more "modern" architecture.

305 at High School crossing should be improved to connect E/W sides of Winslow.

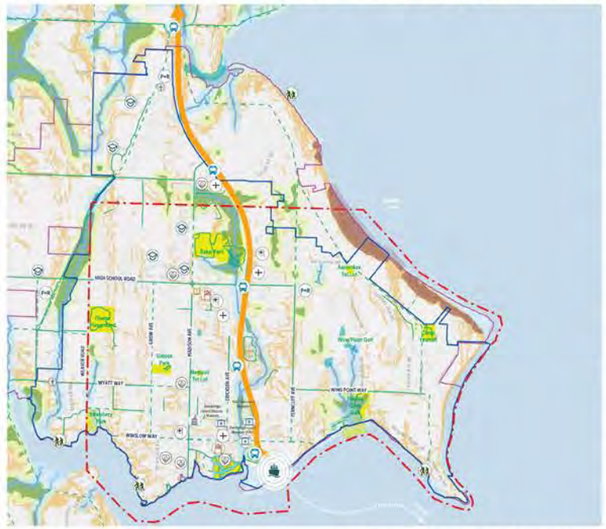
OPEN SPACES, NATURAL SYSTEMS, AND AMENITIES

I love Madrone Lane and Coquette. Missing are enforcement of posted speeds. We are missing a significant open space and meaningful connections between existing open spaces. There is a crick under Lundgren Station that should be exposed.

305 at High School crossing should be improved to connect E/W sides of Winslow.

We are missing residents in Winslow promenading up and down the street.

we need a smaller grocery on the east side of the boundary


HIGH SCHOOL ROAD
WINSLOW WAY
MADISON AVE
BJORGEN LN
STANLEY AVE
WYATT WAY
WINSLOW GREEN
WING POINT WAY
BAINBRIDGE GOLF
BAINBRIDGE ISLAND MUSEUM OF ART
BAINBRIDGE ISLAND MUSEUM OF ART
BAINBRIDGE ISLAND MUSEUM OF ART

LISTENING AND LEARNING VIRTUAL MEETING - FEB 16TH 2023 CONT.

BOUNDARIES AND POPULATIONS



CURRENT POPULATIONS

		Number of People	% of Island Population
PEOPLE			
	City of Bainbridge Island	24,859	100
	Winslow Subarea	8,005	**32.2 %**
JOBS			
	City of Bainbridge Island	7,809	100
	Winslow Subarea	4,319	**55.3%**

2044 POPULATIONS PROJECTIONS

PEOPLE			
	City of Bainbridge Island	29,349	100
	Winslow Subarea	?	?
JOBS			
	City of Bainbridge Island	9,736	100
	Winslow Subarea	?	?

*Growth projection per Buildable Land Report (2021) and Housing Action Plan (2022)

2044 WINSLOW SUBAREA POPULATION MATRIX

	Total	Additional
PEOPLE		
Baseline (32.2%)	9,451	1,446
40%	11,247	1,796
60%	12,145	2,694
80%	13,043	3,592
100%	13,941	4,490
JOBS		
Baseline (55.3%)	5,385	1,066
60%	6,541	1,156
80%	6,926	1,524
100%	7,312	1,927

SHOULD THE SUBAREA BOUNDARY CHANGE?

Spread around the island

Seems like the boundaries ought to reflex sewer and water service area- at a minimum. Also agree growth should be in other areas than Winslow

I'm concerned about our finite, single source aquifer. Considering Bainbridge Island has met its growth goals I'm confused why we are discussing increased development and growth. Early in this presentation there was a slide that stated Bainbridge Island will reduce carbon emissions by 90%. If this is a real goal we should be discussing how we reduce Winslow 90%

Seems like the boundaries ought to reflex sewer and water service area- at a minimum. Also agree growth should be in other areas than Winslow

Question, does the GMA plan and constraints expire? that's why Winslow's so congested

winslow boundary shouldnt change because f lack of sewer capacity

My understanding is the storm water system, that dumps in the sewer, is not slated for replacement, the most they have spent money on is a study.

documentation on why we would expand boundary and pros and cons

it would be helpful to know the historical context for the boundary

other growth center capacity and development and balance between

Winslow was a city/town before we incorporated the whole island and split off from Kitsap in the ealry 1990s.

They have been upzoning and expanding Lynwood for years without mandating affordable housing. That mistake should be avoided here.

Developers should definitely be asked to bear at least some of the costs to mitigate the impact of their projects

We lost Winslow about 15 years ago. Some of us remember the auto parts store, hardware store, being able to buy some khakis, etc. downtown. It is the same as with market rate housing - they make more money on the expensive restaurants and shoppe shoppes so that is what is there now.

how to rescue Winslow from the huge influx of $ummer Tourist$?

HOW MUCH OF THE NEW HOUSING AND JOBS IN 2044 SHOULD BE IN THE WINSLOW SUBAREA?

OPEN SPACES, NATURAL SYSTEMS, AND AMENITIES



IS THERE ANYTHING MISSING FROM THE WINSLOW COMMUNITY YOU WOULD HOPE TO SEE IN THE FUTURE?

parking is def a bear everywhere

Connections with really accessible pathways between centers

Public restrooms

in Winslow? keep waterfront park, and the new trail from 305&HS road

highlighting again...we need more spaces for childcare and for kids to gather safely

Please connectivity and spaces for children

I dunno about "preserve" but children children children!!! There are simply not enough spaces and safe areas annnd safe means to access areas around the island for our kids. They go to school, they practice, they go home. They go to their friend's houses. There's no "hang-outs" for littles or adolescents. That they can safely access and gather at.

Stewardship is important to all families on Bainbridge we can hold several truths and dig deep to increase affordable housing for young families and partner with stewardship activities, walking pathways.

I treasure the nice little houses and tidy grid!

We out here outside of Winslow are already being invaded by tourists.

I would love to see a shuttle that roves all day long connecting anyone to the many great features of the island!

"Accessibility for those with physical challenge

My comment is that our City Code mandates that a citizen committee to run this process. The City Council has failed to impanel this required committee. So instead of us having control over this process, the staff and consultants are running it. Opportunities to hear from the people who live here is not the same thing as control over the process. I've seen emails involving consultants and City council members hoping public input can be avoided. Reject the supposition that allowing you to "weigh in" on issues that are selected by others is enough. You live here. You are supposed to be in charge. You heard right tonight - the consultants will develop the recommendations, not people who live here. This is not a rumor - this is admitted by the City, but the City has failed to fix this core problem. Don't be fooled, you have been largely cut out of the process

WHAT DO YOU VALUE THE MOST ABOUT THE WINSLOW COMMUNITY?

Accessibility for those with physical challenges

we need more commercial space for child care or places for kids to gather safely

"Accessibility for those with physical challenge

better signage to highlight the trails and connectors

Think of all ages, accessibility and the children!

and our ecosystems - we HAVE to steward for survival

LISTENING AND LEARNING VIRTUAL MEETING - FEB 16TH 2023 CONT.

We are missing adequate non-motorized connections to Neighborhood Centers and schools to/from Winslow.

Foot ferry from Bremerton to Lynwood Center, to foster some affordability around those awesome Inns

Foot ferry!

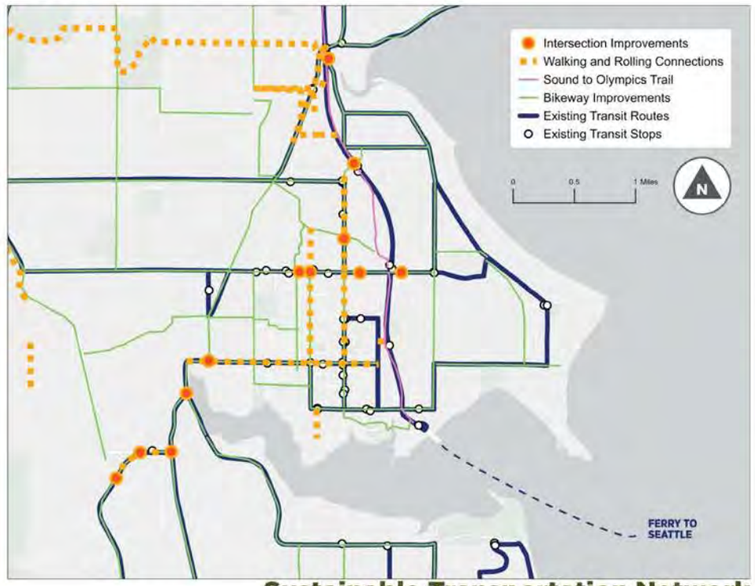
I love the fact that folks complain about parking - while the City provides 80 free spots for employees and there is always parking on Bjune.

There was a foot ferry from Point White to Bremerton up until the 1970s.

Kitsap Transit will be doing a study to look at foot ferry routes soon

Restrooms

MOBILITY



Sustainable Transportation Network

Sustainable Transportation Plan Goals

- Mobility gaps that the plan is helping to address include:
  - Island residents non-commute driving,
  - Island workers with long commutes from places off-island,
  - Lack of direct transit connections between destinations
  - Safety of those walking and bicycling, and
  - Funding of mobility improvements
- 20-year vision and goals:
  - Complete the walking and rolling network, providing facilities for all ages and abilities
  - Complete the Sound to Olympic Trail across the island
  - Develop a high-quality transit service and shared mobility network
  - Provide residents with increased access to alternative transportation options through mobility hubs and amenities
  - Non infrastructure programs and policies that support multimodal mobility

Sustainable Transportation Plan - February 2022

Winslow Master Plan Highlights

- Winslow's urban environment and mix of land uses attract most trips from island residents but also from outside visitors.
- Winslow residents do more walking and biking and are less dependent on automobiles than other island residents due to their proximity to the ferry terminal connecting to Seattle.
- Also, the two retail areas on Winslow Way and High School Road provide residents with the opportunity to walk to shopping, services, and daily life activities.
- The vehicular street network in Winslow has many discontinuities that concentrate traffic on a few primary routes.
- The system of trails provide those in foot and bicycles with additional connections and shortcuts.
- Kitsap Transit bus service remains limited to peak hours on weekdays oriented to service the ferry terminal.

Winslow Master Plan - May 21, 1998



HOW WOULD YOU LIKE TO GET AROUND WINSLOW IN 2044?

WHAT DO YOU THINK WE SHOULD CHANGE?

HOW SUCCESSFUL DO YOU THINK WE'VE BEEN?

Islanders are generally entitled - look at the 2 ton vehicles on the road. And as a bike commuter there are few new riders given our weather, latitude and terrain. The answer is to put people near services and transit.

discourage additional auto traffic in Winslow - discourage additional parking garage

Kitsap Transit's Long Range Plan has an island circular planned

parking studies the past many decades say there is no parking problem except at noonish on the weekends. Come on - not a hard problem to solve. Stay home.

I agree with Ron about making Winslow a less car friendly place. That just adds to congestion.

I would like to see more sidewalks and bike paths so that it isn't so dangerous.

For growth, we must recognize that 305 is the backbone of transportation infrastructure. As we plan for growth, keep the pressure on developers to take advantage of building capacity in Winslow and at other nodes (like High School Road area) adjacent. This reduces traffic and emissions, and also will mitigate the increasing traffic on our outlying and somewhat dangerous roads. Make biking safe for children and commuters. Is there an area near Agate Pass Bridge where a new community center can accommodate growth?

We are also looking to get employees from other parts of the County to the Island

Wyatt hill to Eagle Harbor Road is very dangerous for pedestrians and bicyclists. Finch and Sportsman intersection is dangerous too -- no crosswalks and prior fatalities.

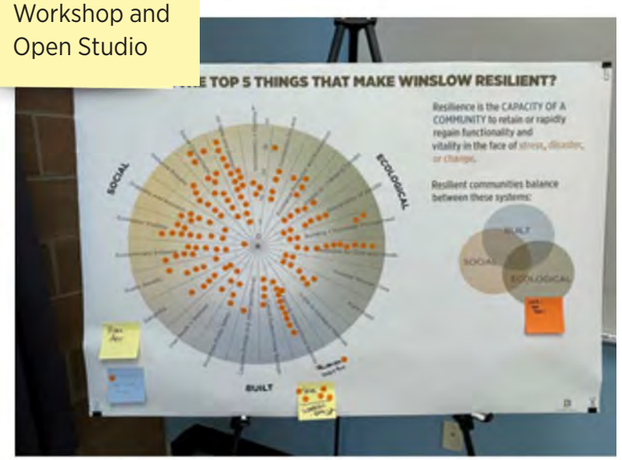
Do not spend any time/money on the Sound To Olympics Trail. It does not solve any Island non-motorized needs.

For seniors a small free transit thruout downtown continuing during daylight hours.

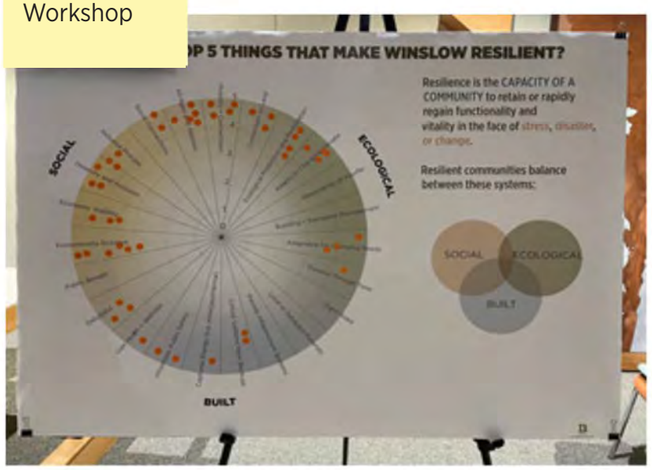
Are we on track for increasing sewer capacity consistent with growth projections?

RESILIENCE EXERCISE

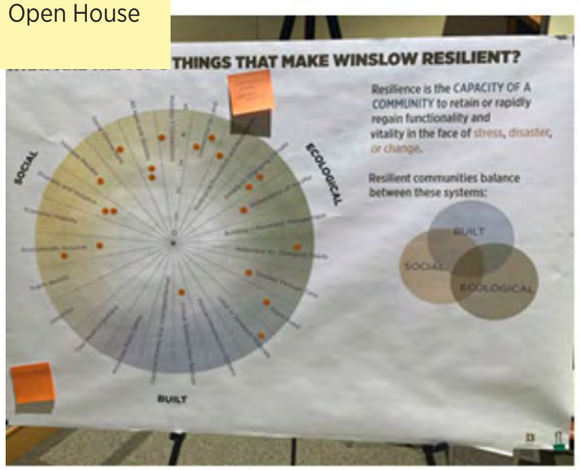
February 7th Small Group Workshop and Open Studio



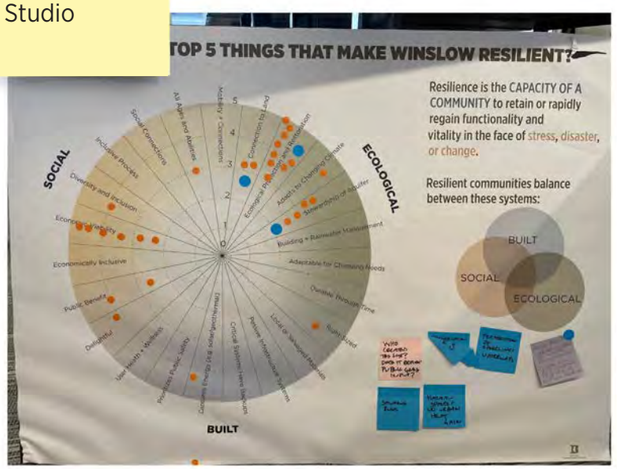
February 8th Small Group Workshop



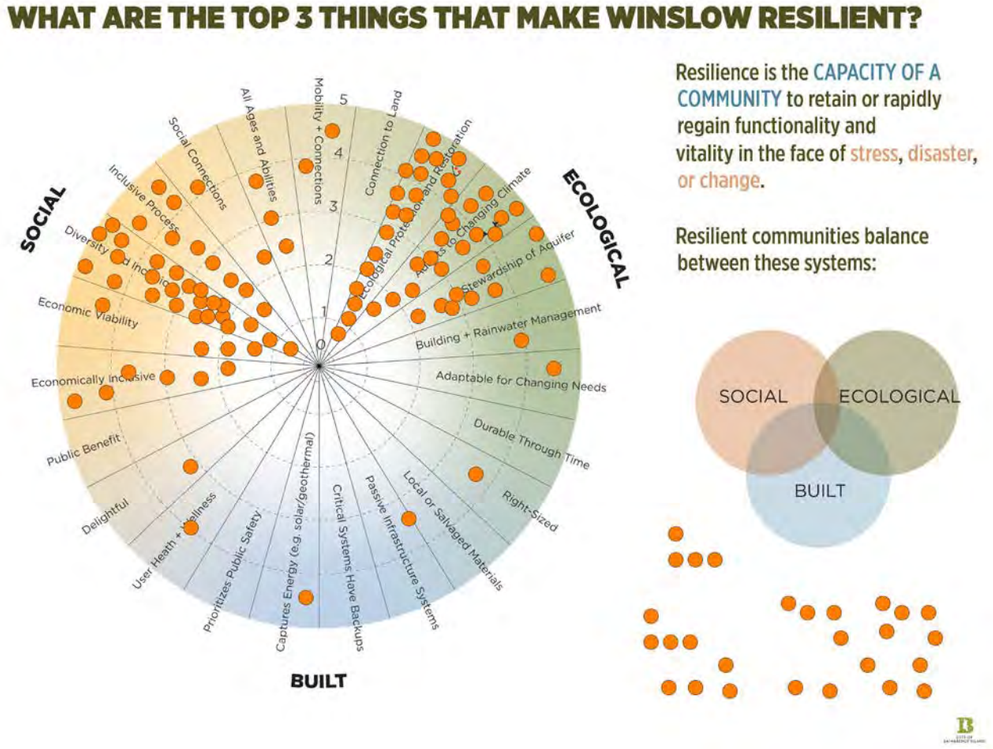
February 8th EIS Scoping Open House



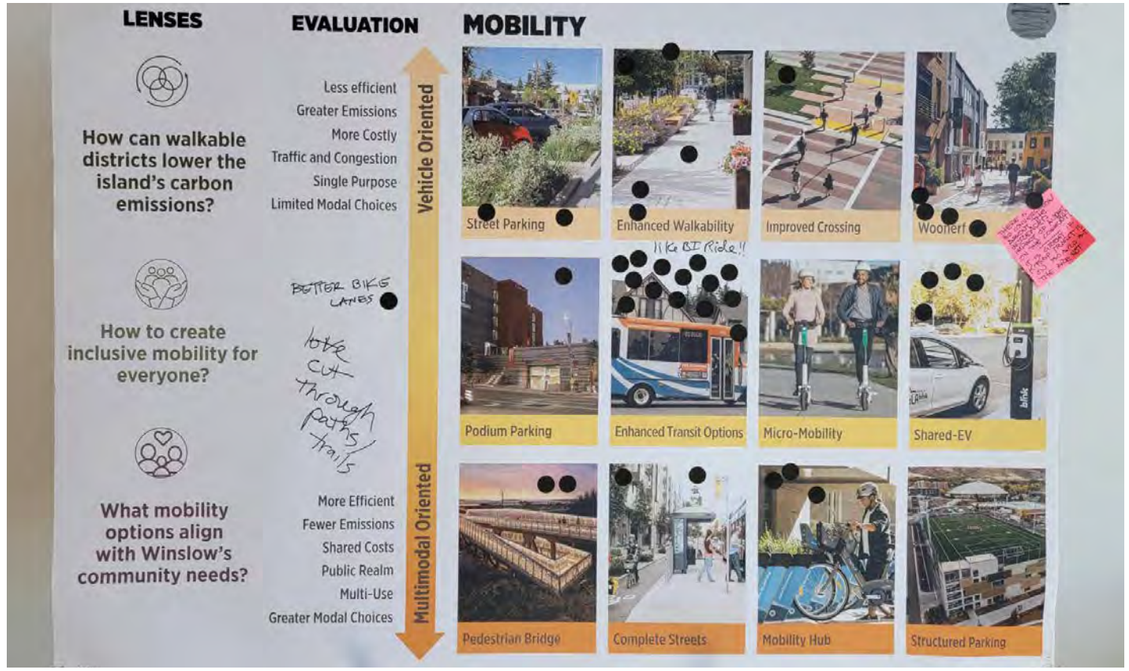
February 13th Open Studio



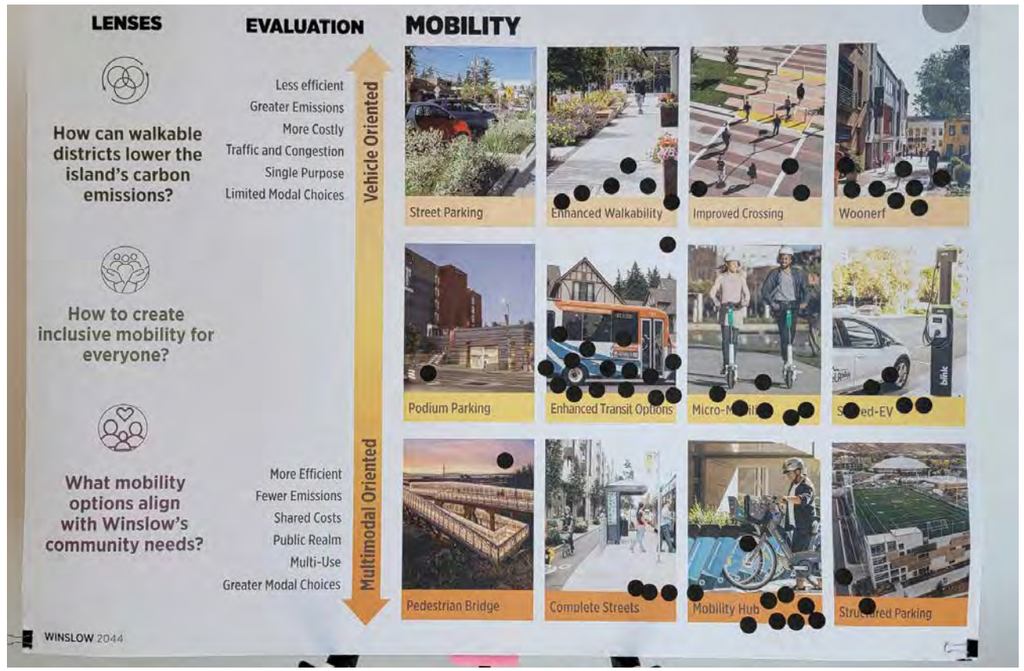
February 16th Virtual Open House



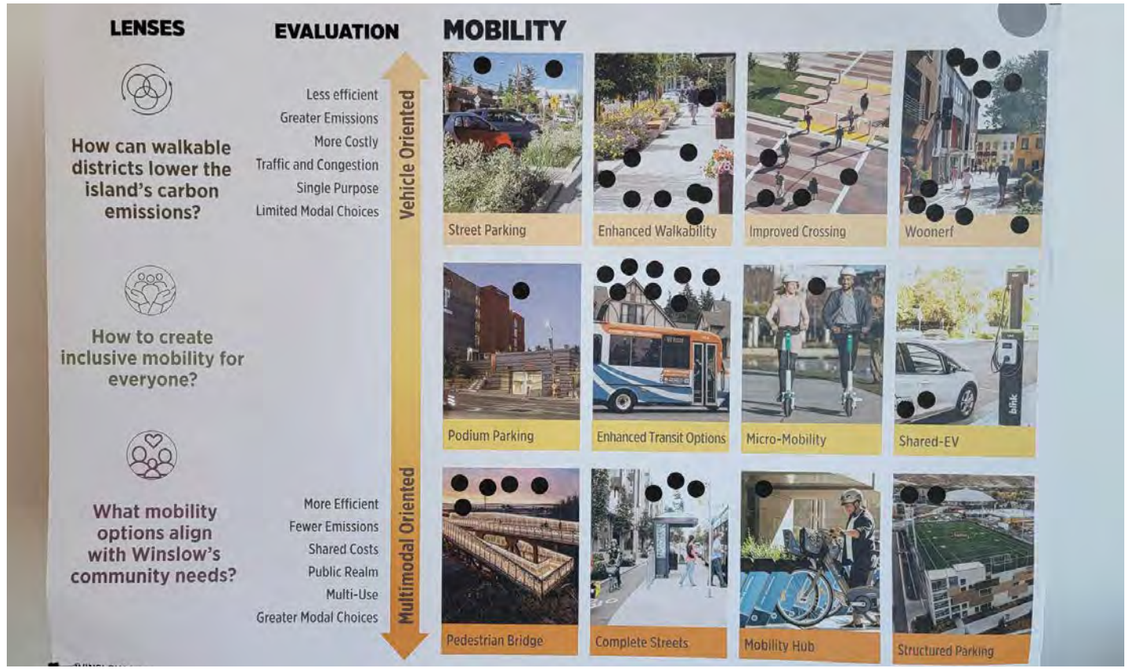
VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023



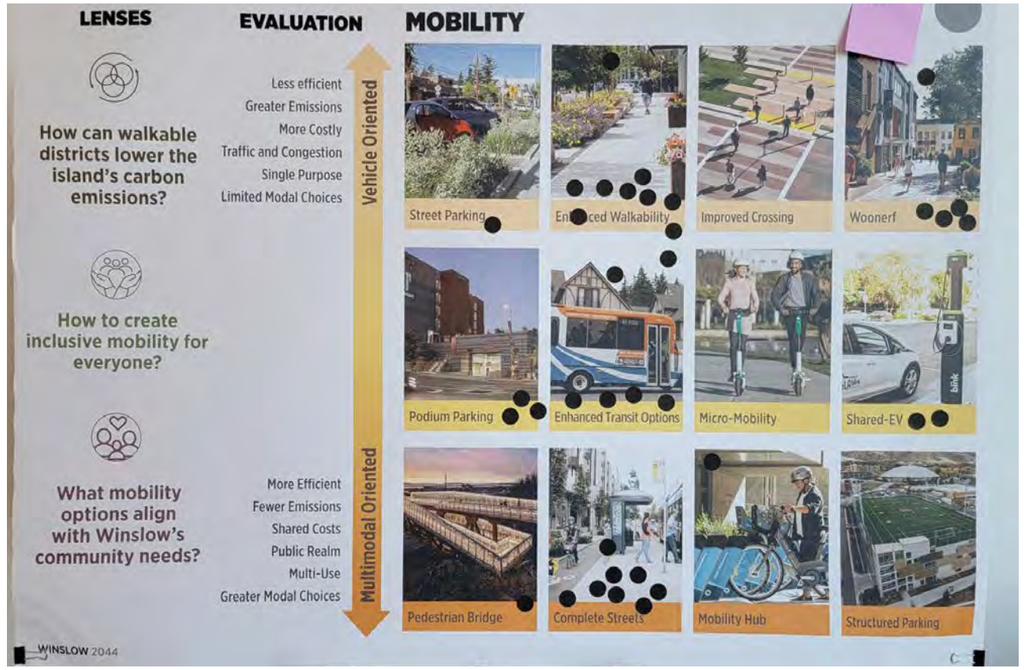
Community Preference Survey - Mobility - Group 01



Community Preference Survey - Mobility - Group 02

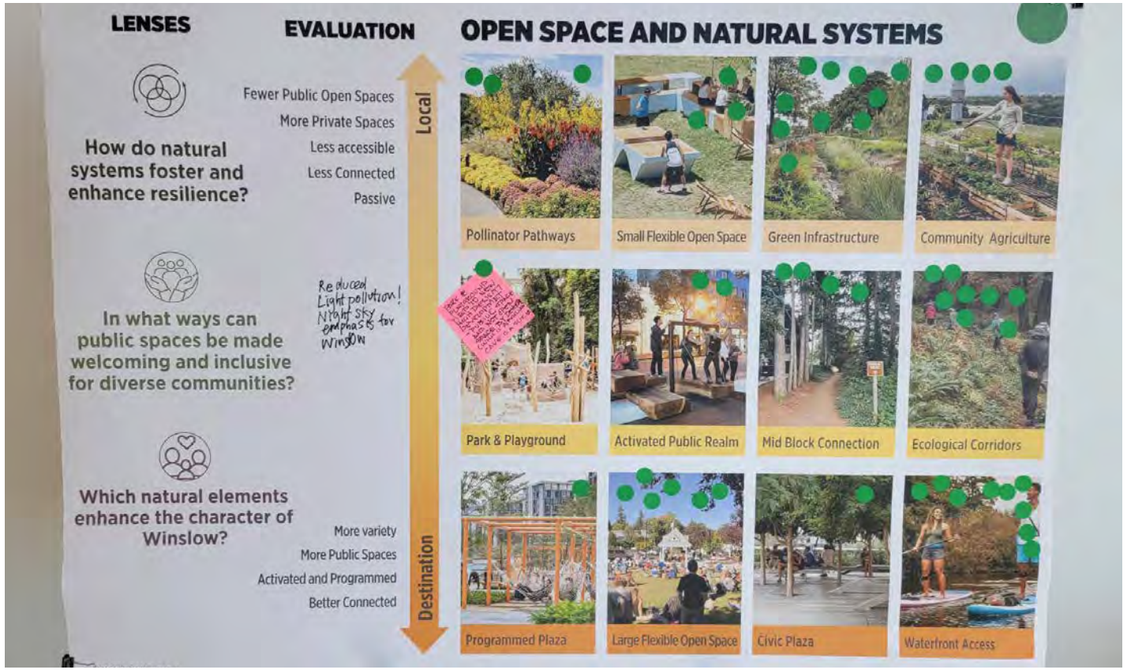


Community Preference Survey - Mobility - Group 03

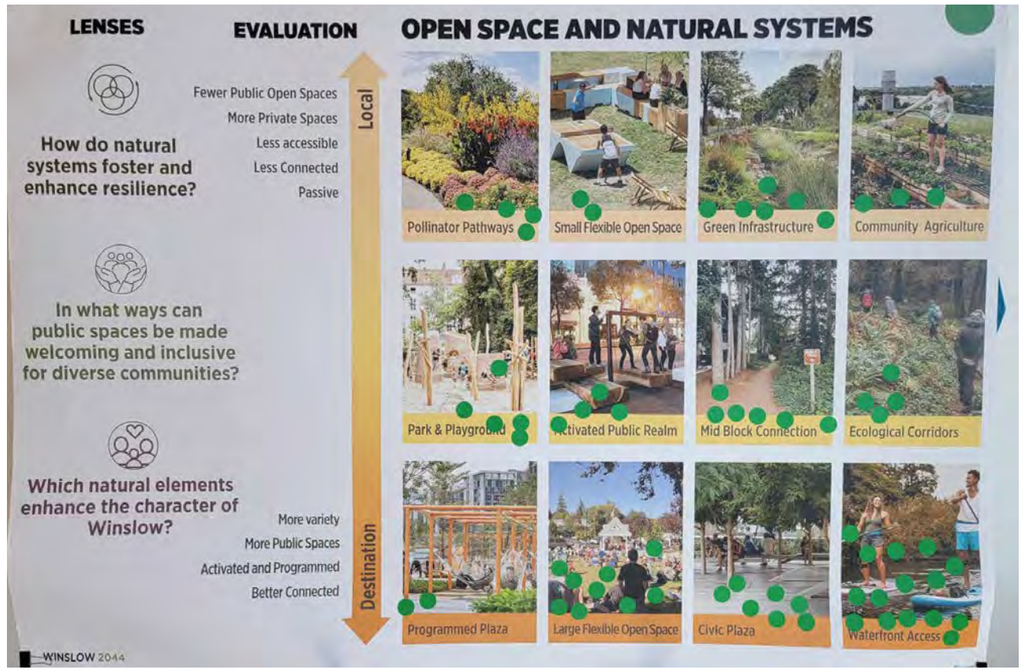


Community Preference Survey - Mobility - Group 04

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



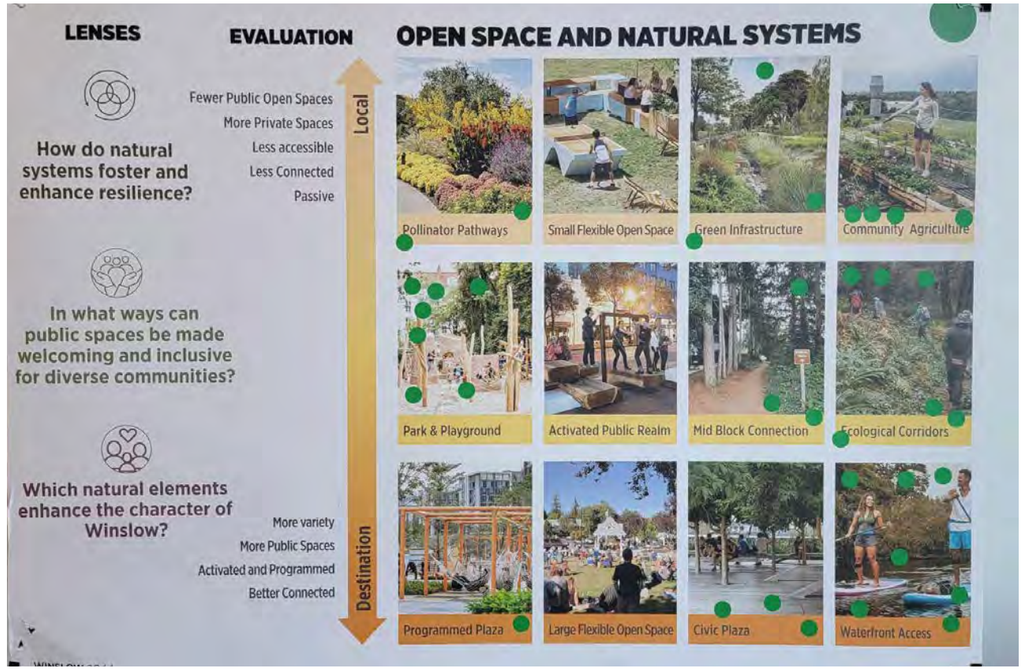
Community Preference Survey - Open Space and Natural Systems - Group 01



Community Preference Survey - Open Space and Natural Systems - Group 02

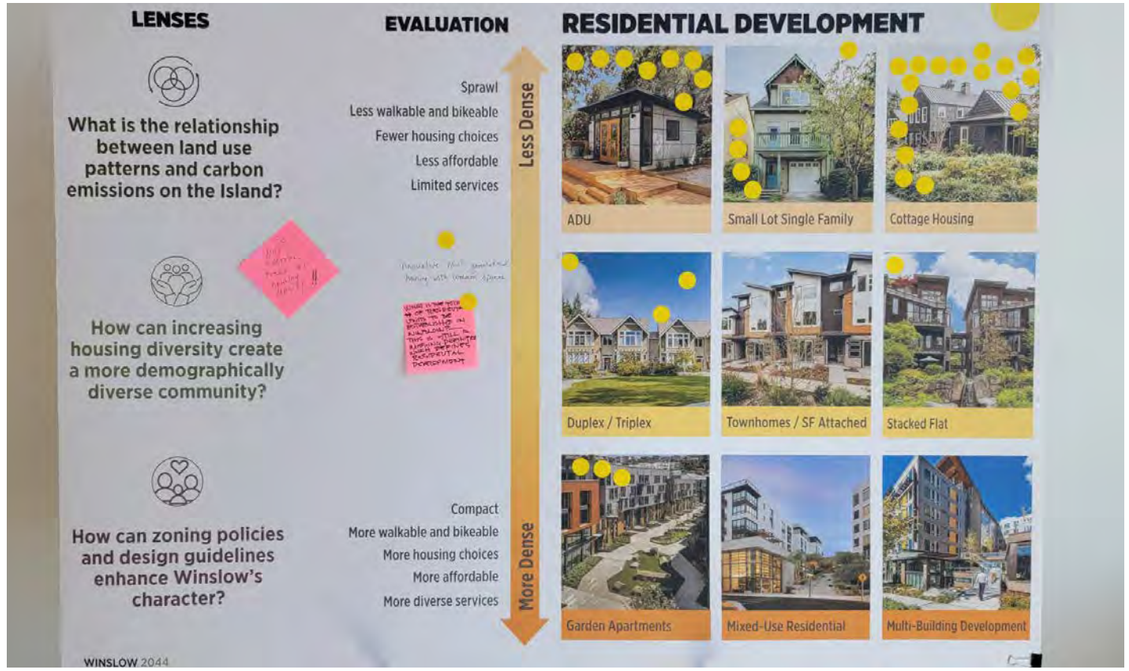


Community Preference Survey - Open Space and Natural Systems - Group 03

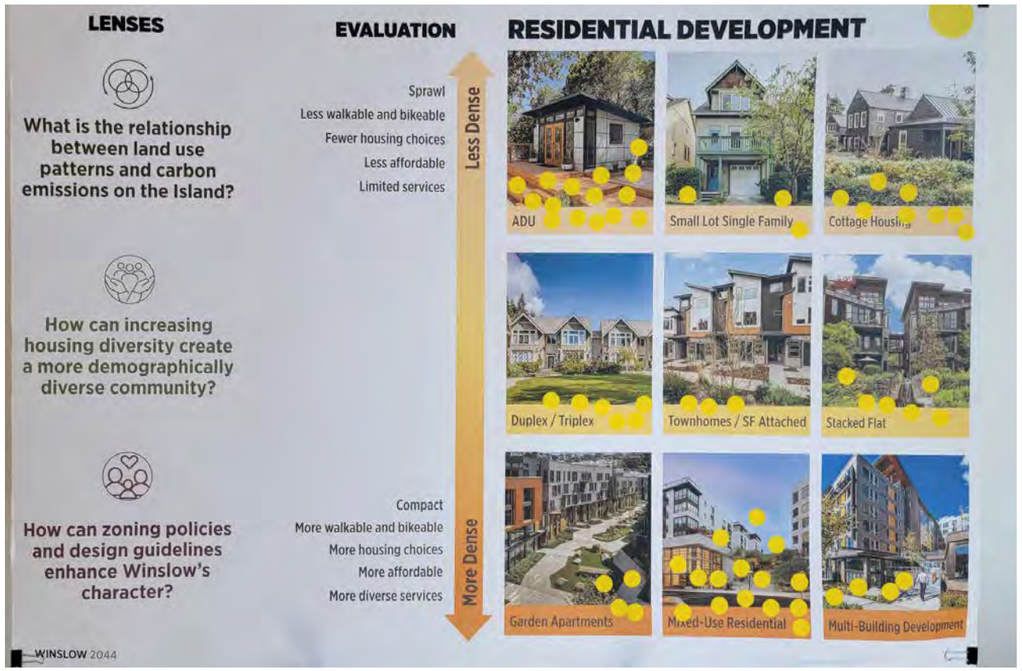


Community Preference Survey - Open Space and Natural Systems - Group 04

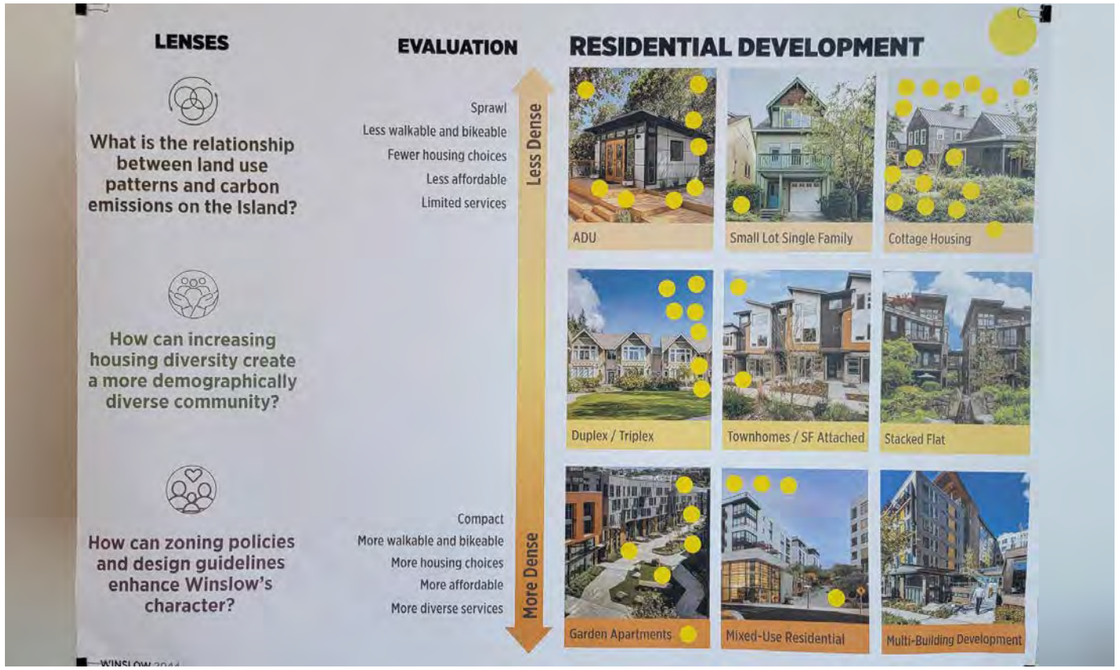
VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



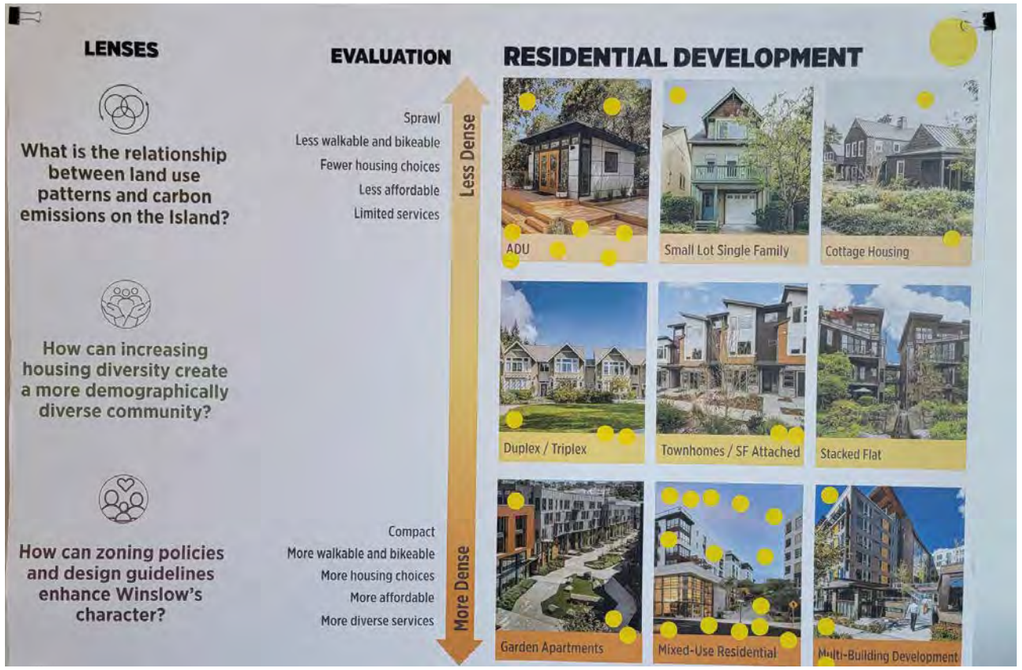
Community Preference Survey - Residential Development - Group 01



Community Preference Survey - Residential Development - Group 02

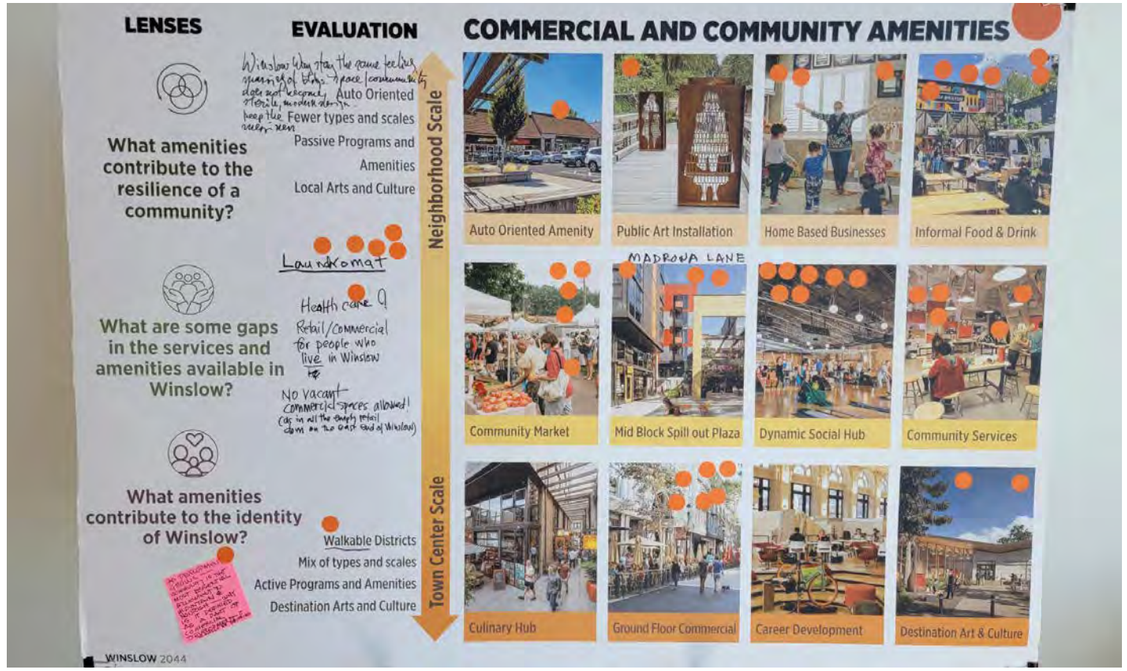


Community Preference Survey - Residential Development - Group 03

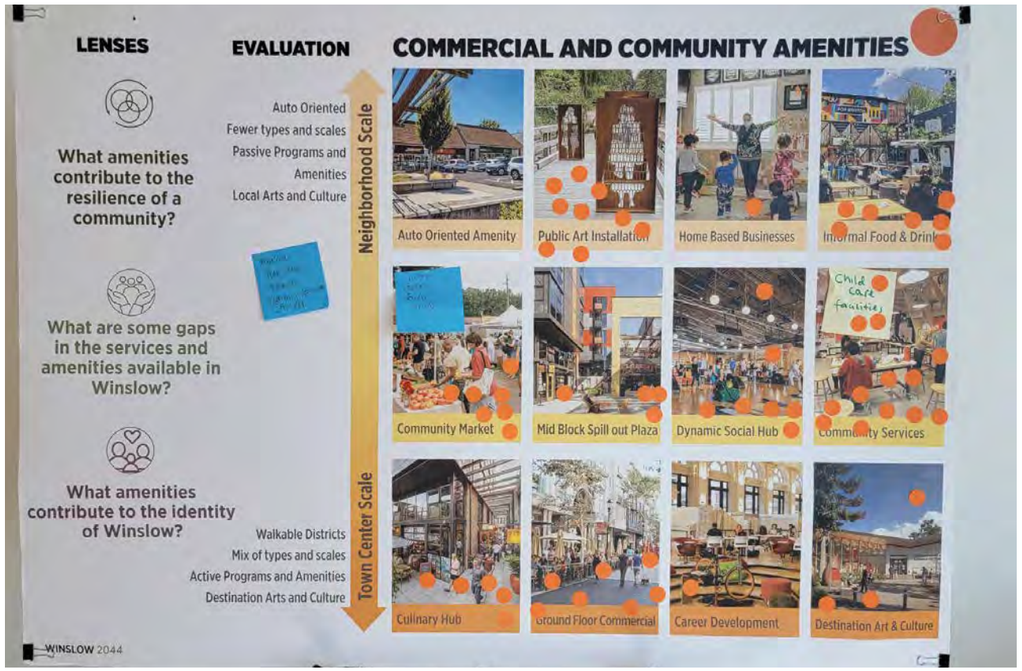


Community Preference Survey - Residential Development - Group 04

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



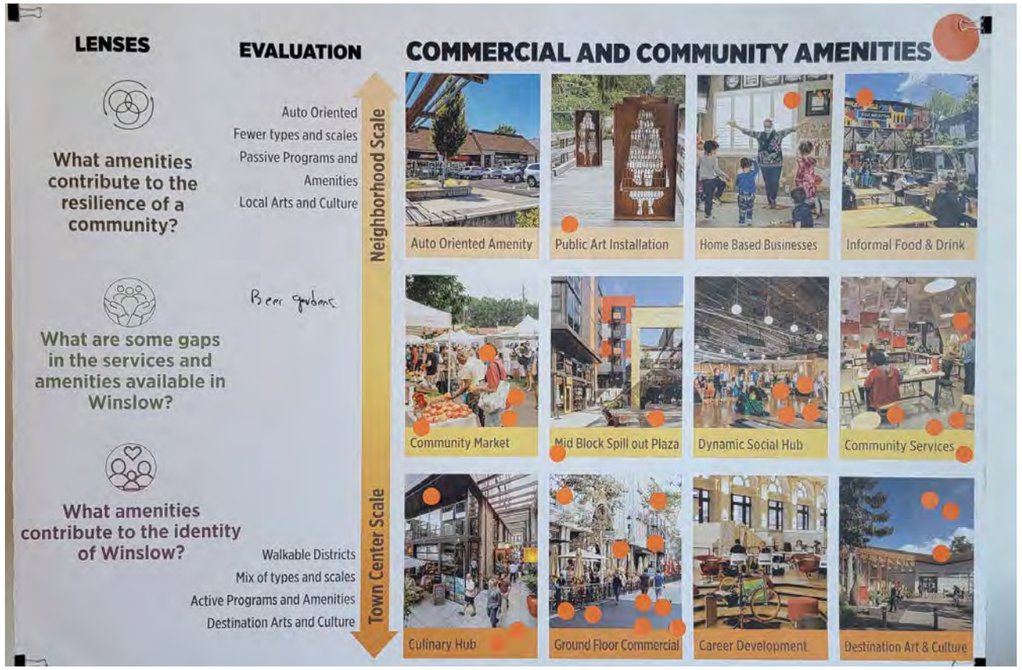
Community Preference Survey - Commercial and Community Amenities - Group 01



Community Preference Survey - Commercial and Community Amenities - Group 02

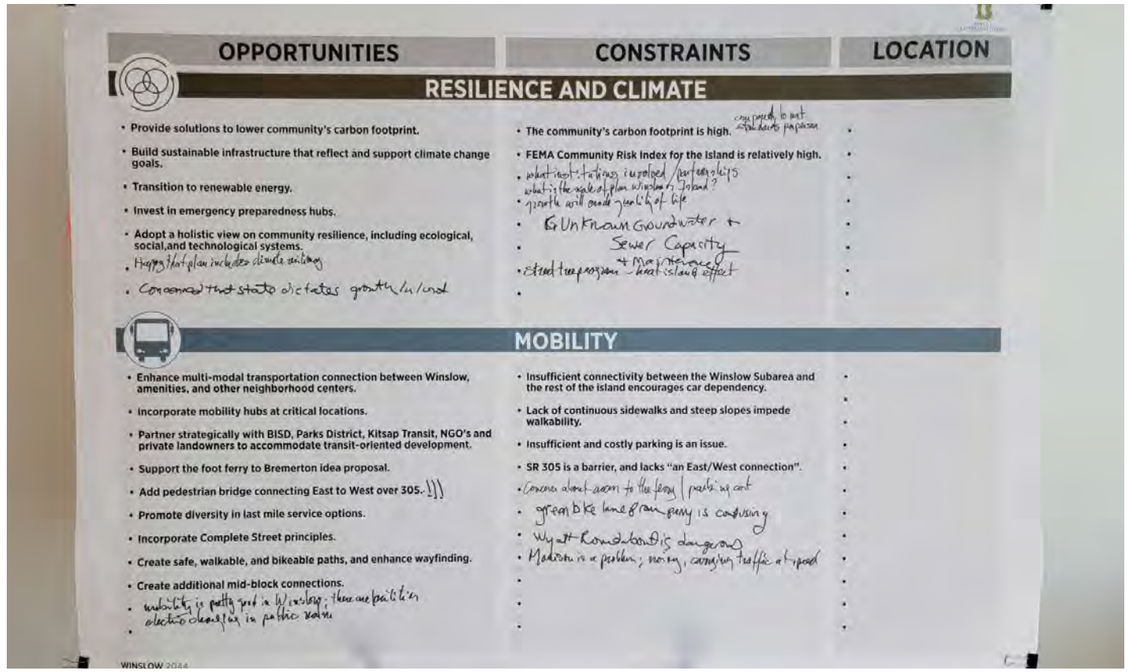


Community Preference Survey - Commercial and Community Amenities - Group 03



Community Preference Survey - Commercial and Community Amenities - Group 04

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.

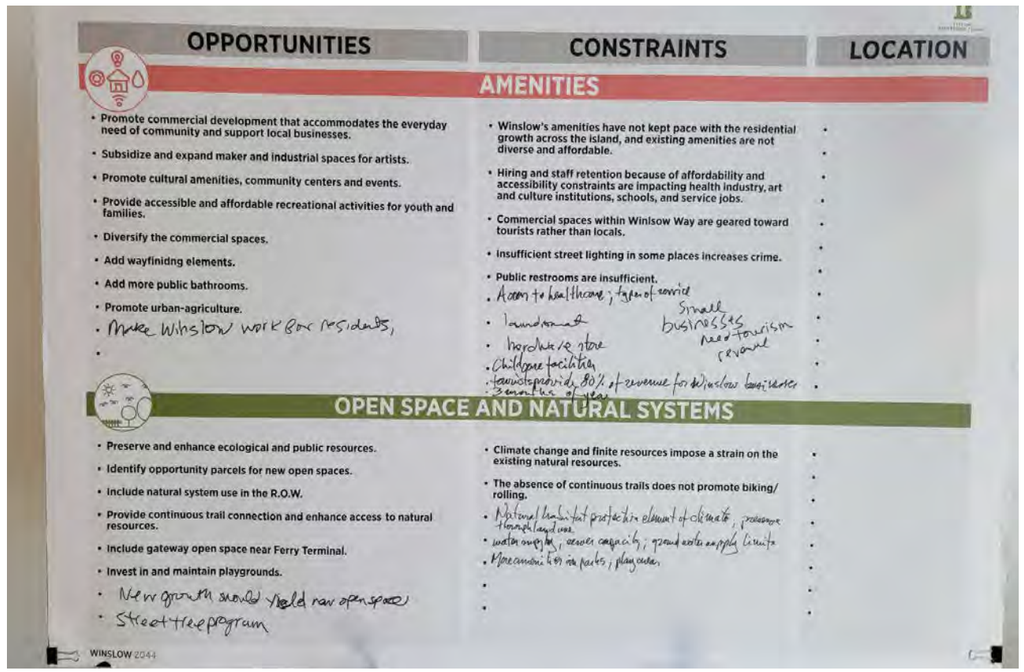


RESILIENCE AND CLIMATE

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Provide solutions to lower community's carbon footprint.	• The community's carbon footprint is high. (compared to what standard purposes)	
• Build sustainable infrastructure that reflect and support climate change goals.	• FEMA Community Risk Index for the Island is relatively high.	
• Transition to renewable energy.	• what about tsunamis, is explored / partnerships	
• Invest in emergency preparedness hubs.	• what is the scale of plan when looking forward?	
• Adopt a holistic view on community resilience, including ecological, social,and technological systems.	• growth will create quality of life	
• Happy that plan includes climate resiliency	• Unknown Groundwater + Sewer Capacity + Maintenance	
• Concerned that state dictates growth in/in/out	• Street tree program - heat island effect	

MOBILITY

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Enhance multi-modal transportation connection between Winslow, amenities, and other neighborhood centers.	• Insufficient connectivity between the Winslow Subarea and the rest of the island encourages car dependency.	
• Incorporate mobility hubs at critical locations.	• Lack of continuous sidewalks and steep slopes impede walkability.	
• Partner strategically with BISD, Parks District, Kitsap Transit, NGO's and private landowners to accommodate transit-oriented development.	• Insufficient and costly parking is an issue.	
• Support the foot ferry to Bremerton idea proposal.	• SR 305 is a barrier, and lacks "an East/West connection".	
• Add pedestrian bridge connecting East to West over 305.	• Concern about access to the ferry / parking cost	
• Promote diversity in last mile service options.	• green bike lane & ramp easy is confusing	
• Incorporate Complete Street principles.	• Why at Roundabout is dangerous	
• Create safe, walkable, and bikeable paths, and enhance wayfinding.	• Madison is a problem; noisy, carry on traffic at peak	
• Create additional mid-block connections.		
• walkability is pretty good in Winslow; there are pockets of electric charging in public realm		

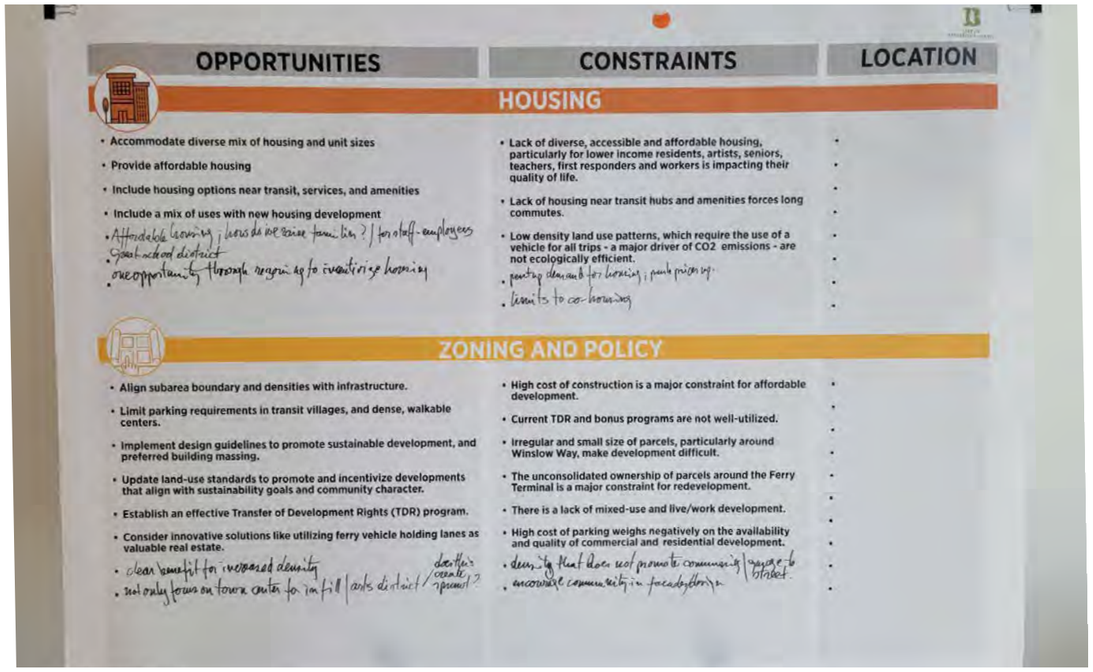


AMENITIES

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Promote commercial development that accommodates the everyday need of community and support local businesses.	• Winslow's amenities have not kept pace with the residential growth across the island, and existing amenities are not diverse and affordable.	
• Subsidize and expand maker and industrial spaces for artists.	• Hiring and staff retention because of affordability and accessibility constraints are impacting health industry, art and culture institutions, schools, and service jobs.	
• Promote cultural amenities, community centers and events.	• Commercial spaces within Winlsow Way are geared toward tourists rather than locals.	
• Provide accessible and affordable recreational activities for youth and families.	• Insufficient street lighting in some places increases crime.	
• Diversify the commercial spaces.	• Public restrooms are insufficient.	
• Add wayfinidng elements.	• Access to healthcare; type of service	
• Add more public bathrooms.	• laundromat (Small businesses need tourism revenue)	
• Promote urban-agriculture.	• hardware store	
• Make Winslow work for residents,	• Childcare facilities	
	• tourists provide 80% of revenue for Winslow businesses (3 months of year)	

OPEN SPACE AND NATURAL SYSTEMS

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Preserve and enhance ecological and public resources.	• Climate change and finite resources impose a strain on the existing natural resources.	
• Identify opportunity parcels for new open spaces.	• The absence of continuous trails does not promote biking/ rolling.	
• Include natural system use in the R.O.W.	• Natural habitat protective element of climate, preserve flourish land use.	
• Provide continuous trail connection and enhance access to natural resources.	• water supply, sewer capacity, ground water supply limits	
• Include gateway open space near Ferry Terminal.	• More connection to parks, playgrounds	
• Invest in and maintain playgrounds.	• New growth should yield new open space	
	• Street tree program	

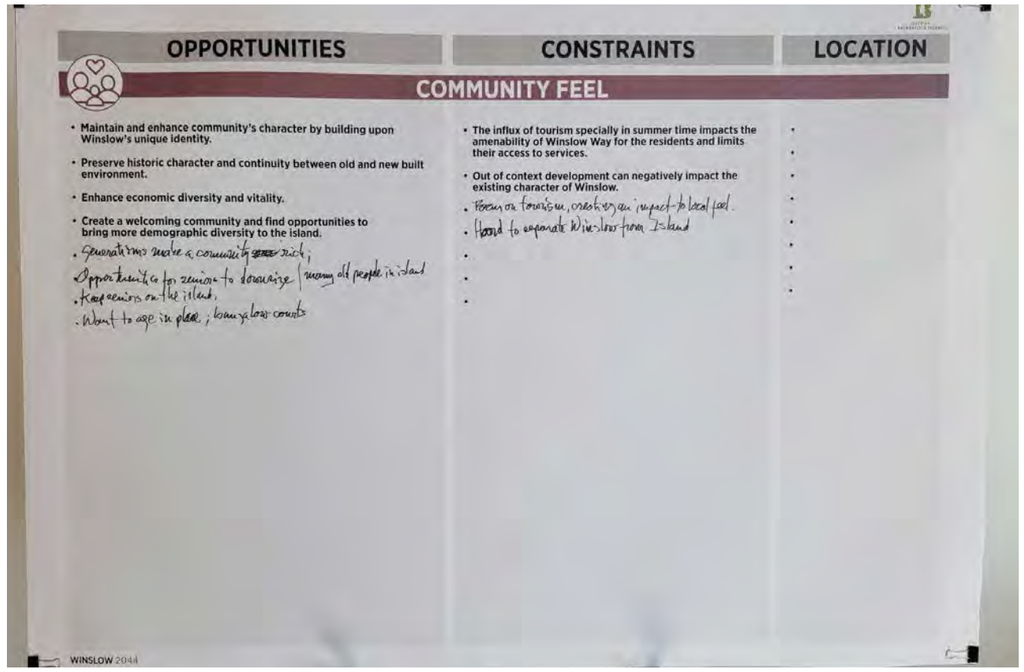


HOUSING

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Accommodate diverse mix of housing and unit sizes	• Lack of diverse, accessible and affordable housing, particularly for lower income residents, artists, seniors, teachers, first responders and workers is impacting their quality of life.	
• Provide affordable housing	• Lack of housing near transit hubs and amenities forces long commutes.	
• Include housing options near transit, services, and amenities	• Low density land use patterns, which require the use of a vehicle for all trips - a major driver of CO2 emissions - are not ecologically efficient.	
• Include a mix of uses with new housing development	• renting demand for Loraine; rent prices up	
• Affordable housing; how do we serve families? / for staff-employees	• limits to co-housing	
• Good school district		
• one opportunity through redevelop to incentivize housing		

ZONING AND POLICY

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Align subarea boundary and densities with infrastructure.	• High cost of construction is a major constraint for affordable development.	
• Limit parking requirements in transit villages, and dense, walkable centers.	• Current TDR and bonus programs are not well-utilized.	
• Implement design guidelines to promote sustainable development, and preferred building massing.	• Irregular and small size of parcels, particularly around Winslow Way, make development difficult.	
• Update land-use standards to promote and incentivize developments that align with sustainability goals and community character.	• The unconsolidated ownership of parcels around the Ferry Terminal is a major constraint for redevelopment.	
• Establish an effective Transfer of Development Rights (TDR) program.	• There is a lack of mixed-use and live/work development.	
• Consider innovative solutions like utilizing ferry vehicle holding lanes as valuable real estate.	• High cost of parking weighs negatively on the availability and quality of commercial and residential development.	
• clear concept for increased density	• density that does not promote community / engage to street	
• seal only focus on town center for infill / arts district / (another center?)	• encourage community in focal points	

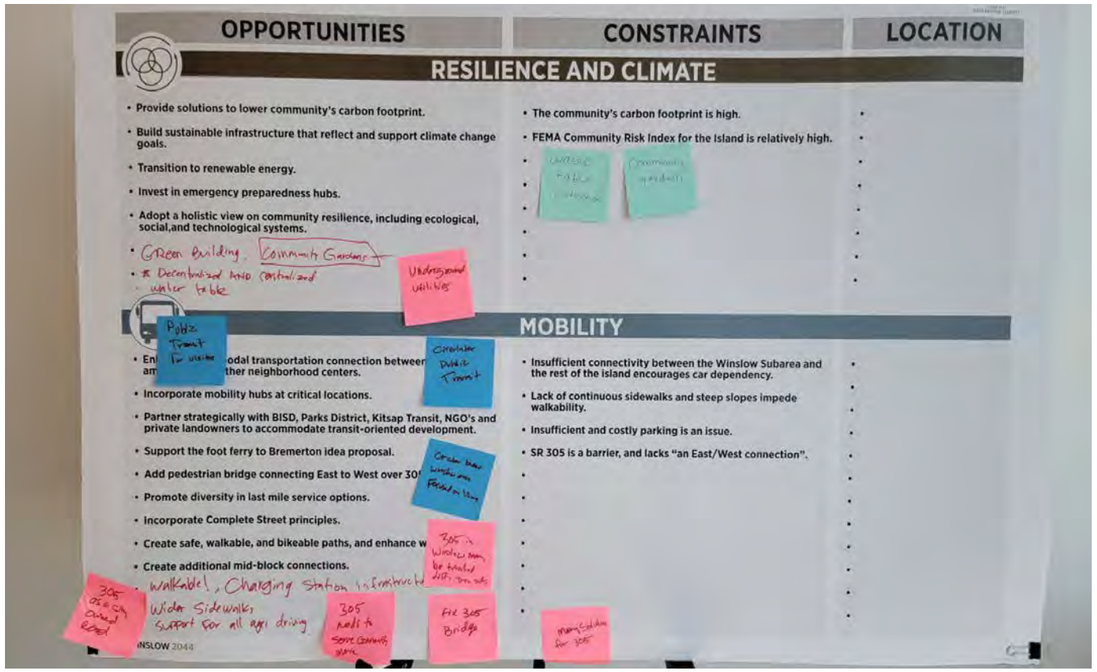


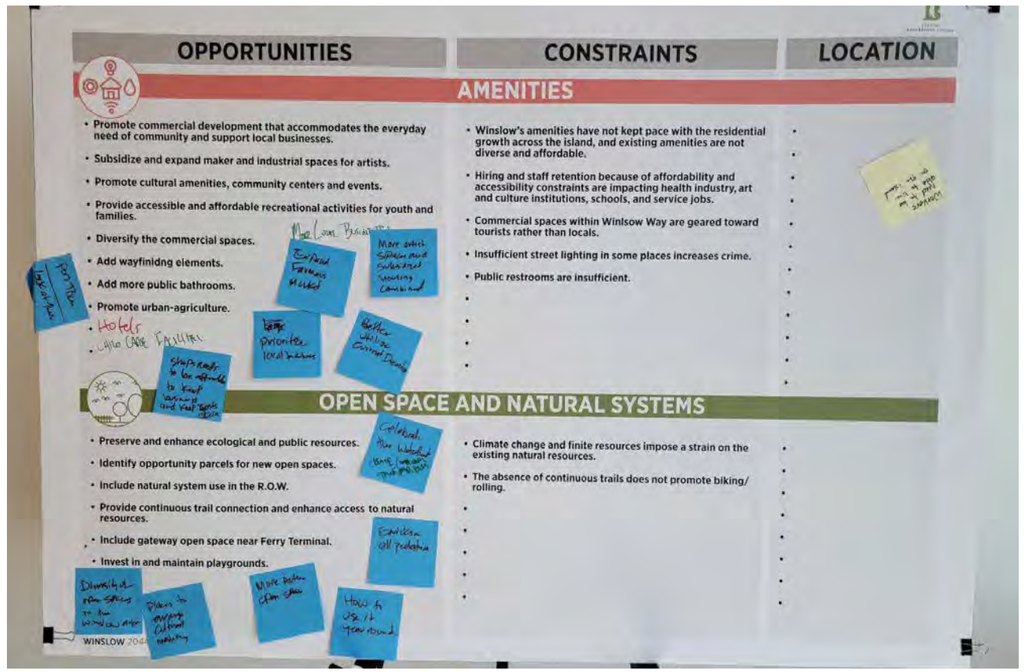
COMMUNITY FEEL

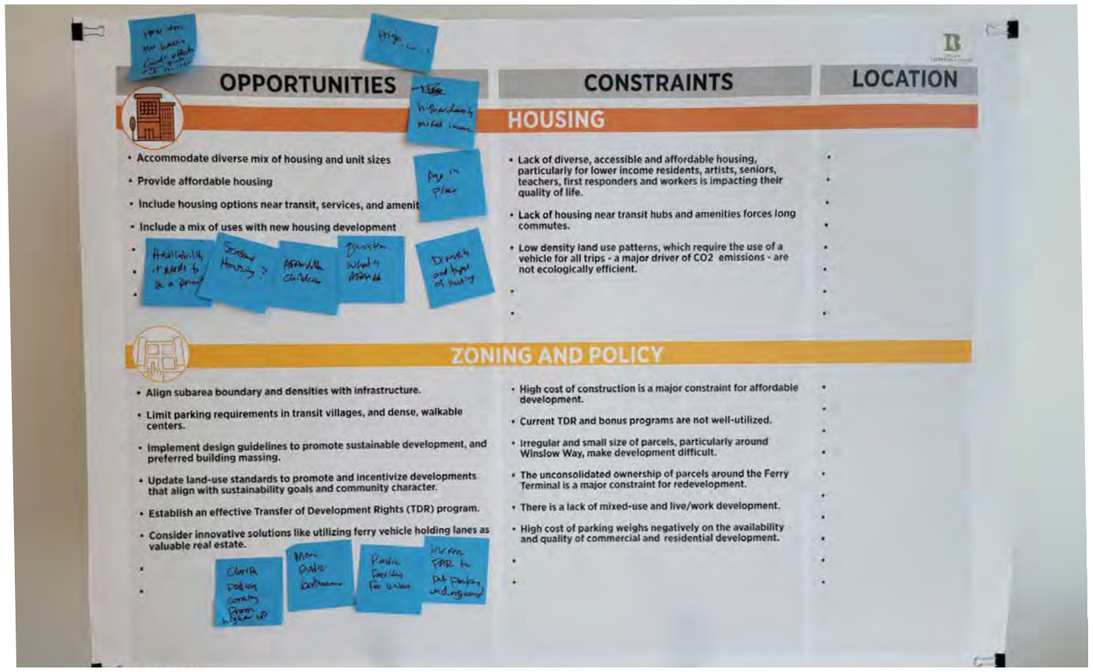
OPPORTUNITIES	CONSTRAINTS	LOCATION
• Maintain and enhance community's character by building upon Winslow's unique identity.	• The influx of tourism specially in summer time impacts the amenability of Winslow Way for the residents and limits their access to services.	
• Preserve historic character and continuity between old and new built environment.	• Out of context development can negatively impact the existing character of Winslow.	
• Enhance economic diversity and vitality.	• Focus on tourism, creates negative impact to local feel.	
• Create a welcoming community and find opportunities to bring more demographic diversity to the island.	• Hard to separate Winslow from Island	
• Generations make a community rich;		
• Opportunities for seniors to downsize / many old people in island		
• Keep seniors on the island,		
• Want to age in place; town & low counts		

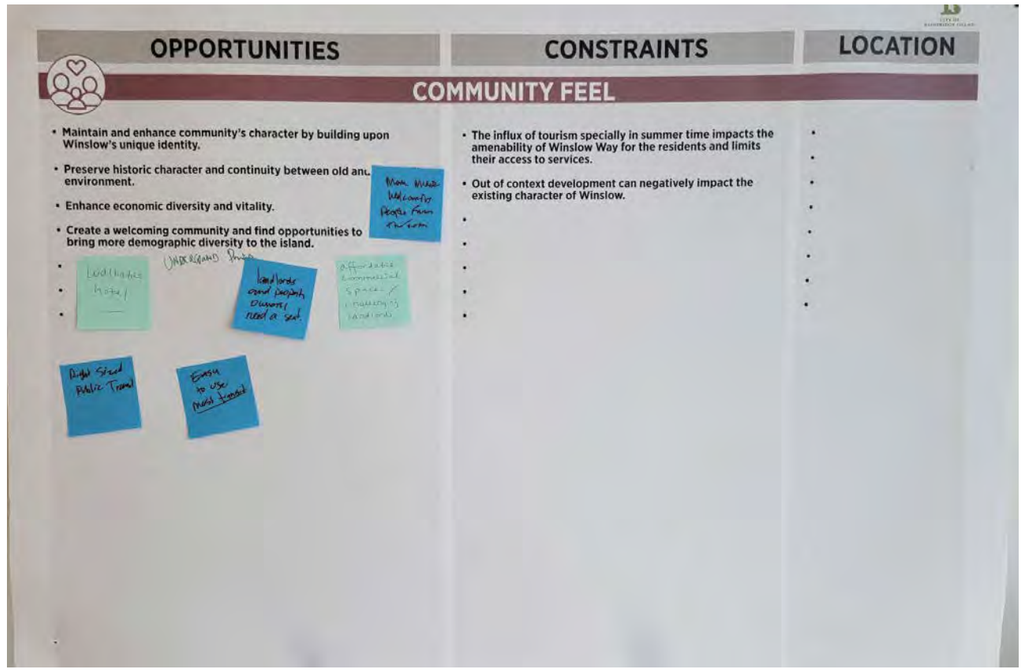
Opportunities and Constraints - Group 01

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



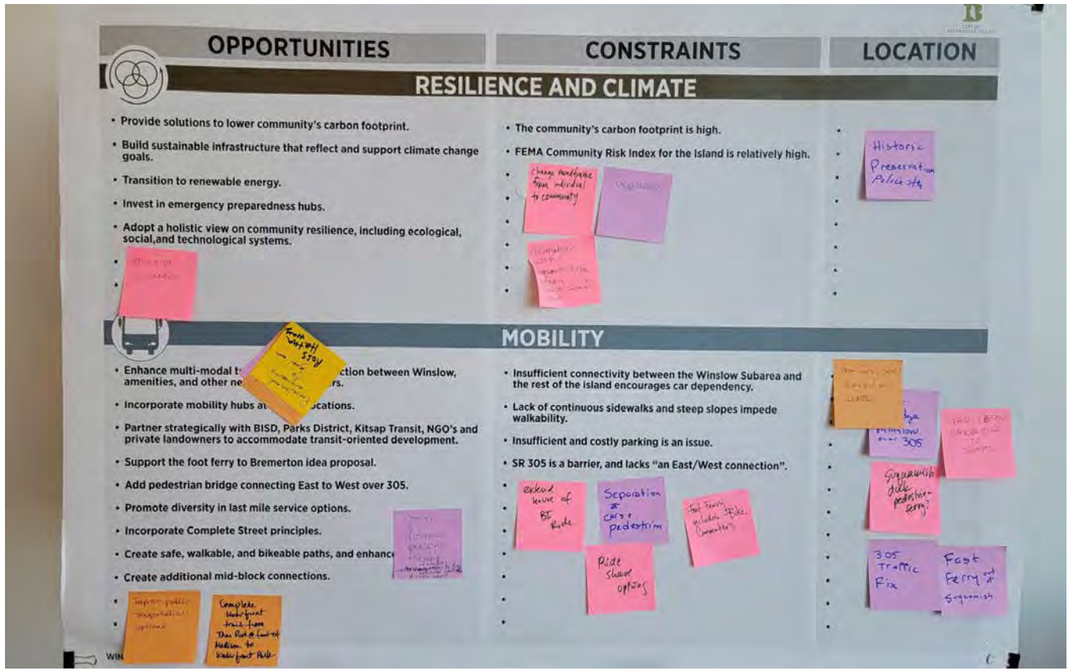


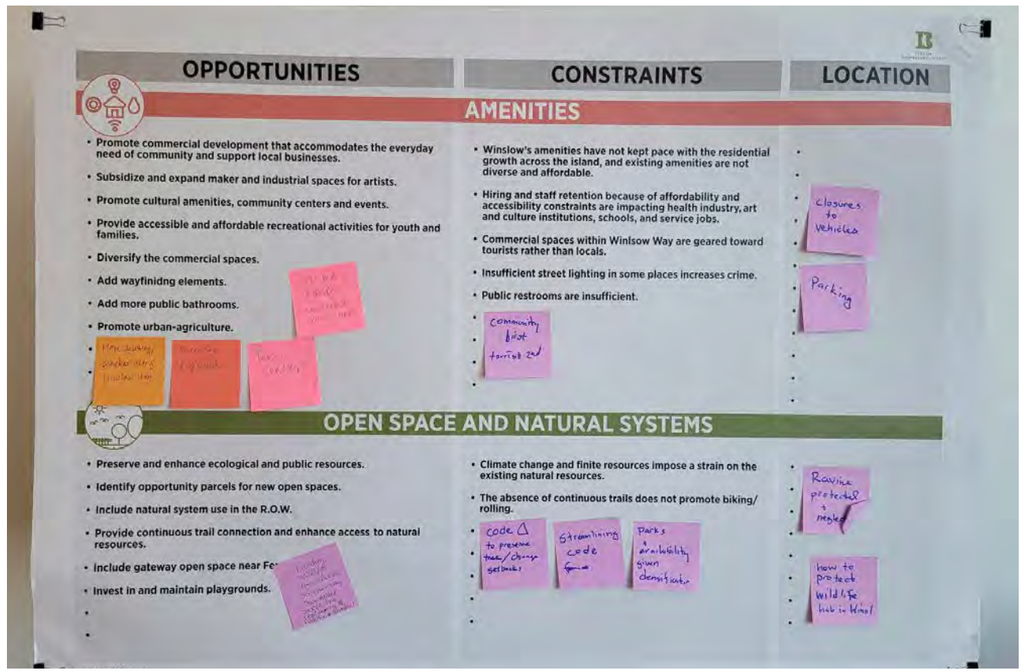


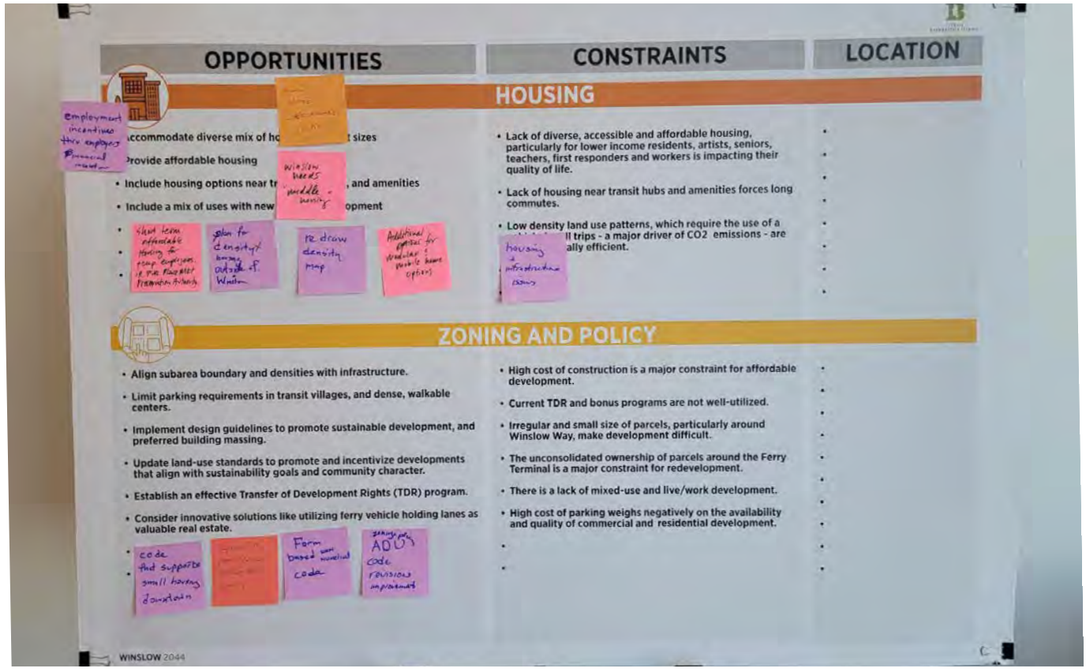


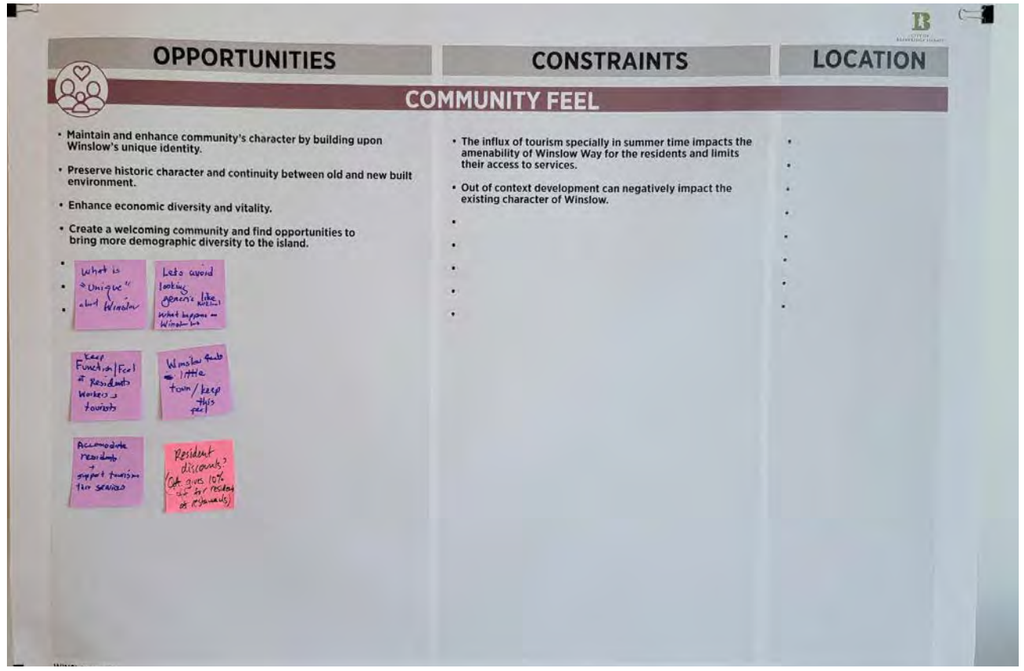
Opportunities and Constraints - Group 02

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



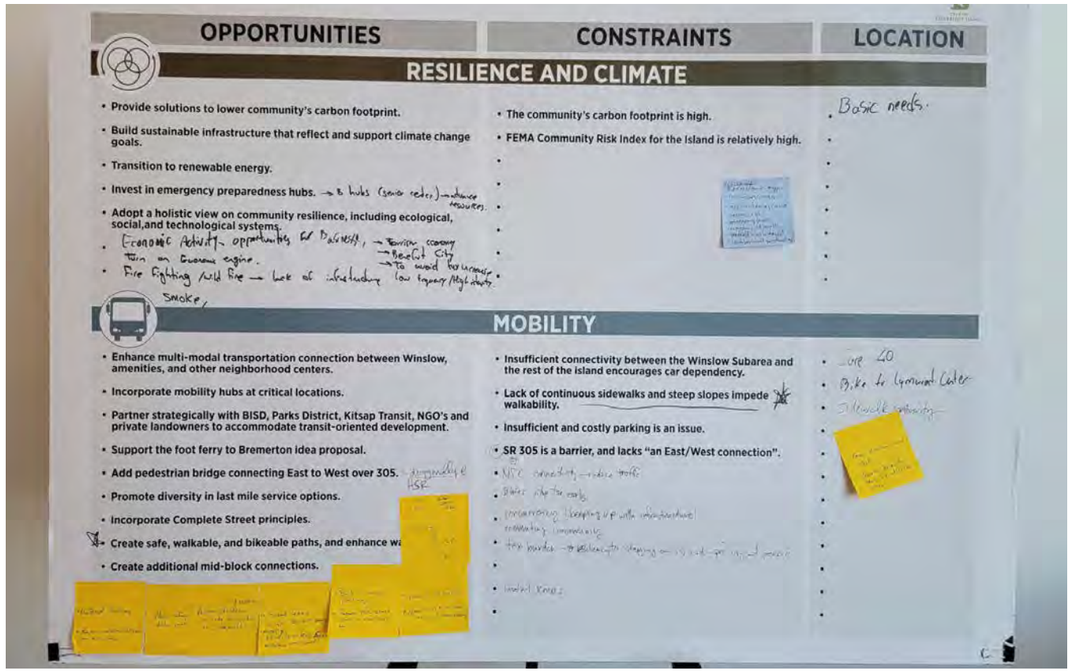






Opportunities and Constraints - Group 03

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



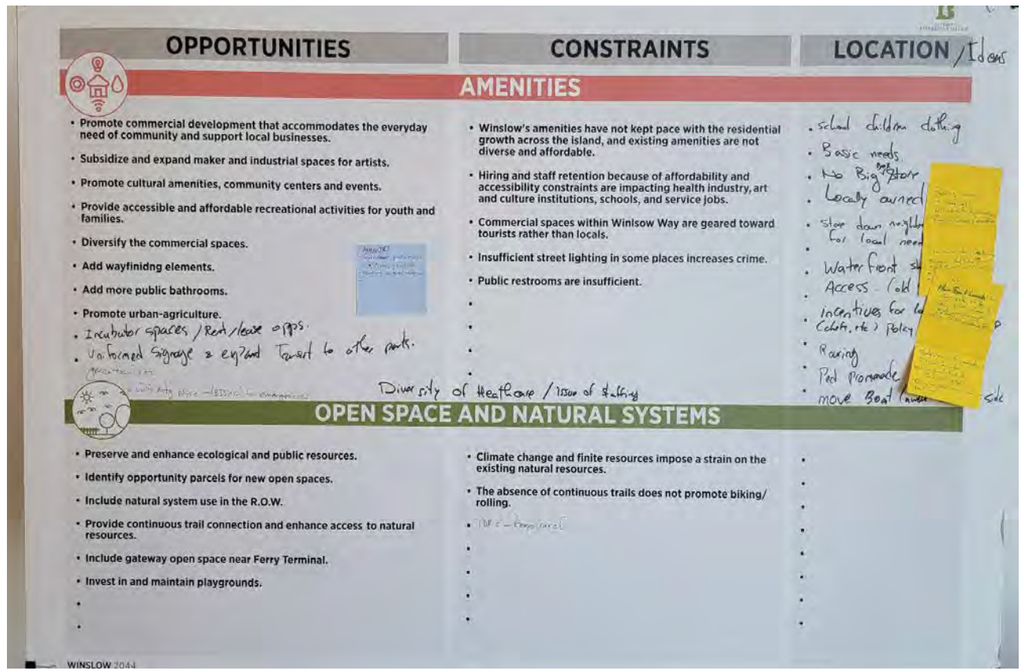
RESILIENCE AND CLIMATE

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Provide solutions to lower community's carbon footprint.	• The community's carbon footprint is high.	• Basic needs.
• Build sustainable infrastructure that reflect and support climate change goals.	• FEMA Community Risk Index for the Island is relatively high.	
• Transition to renewable energy.		
• Invest in emergency preparedness hubs. → 8 hubs (source redes) → enhance resources.		
• Adopt a holistic view on community resilience, including ecological, social,and technological systems.		
• Economic Activity - opportunities for Business, → Tourism economy → Resort City → To avoid for summer turn on Economy engine.		
• Fire Fighting / Wild fire — Lack of infrastructure (low tapering / high density)		

Smoke,

MOBILITY

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Enhance multi-modal transportation connection between Winslow, amenities, and other neighborhood centers.	• Insufficient connectivity between the Winslow Subarea and the rest of the island encourages car dependency.	• over 20
• Incorporate mobility hubs at critical locations.	• Lack of continuous sidewalks and steep slopes impede walkability.	• Bike to Commuter Center
• Partner strategically with BISD, Parks District, Kitsap Transit, NGO's and private landowners to accommodate transit-oriented development.	• Insufficient and costly parking is an issue.	• Sidewalk connectivity
• Support the foot ferry to Bremerton idea proposal.	• SR 305 is a barrier, and lacks "an East/West connection".	
• Add pedestrian bridge connecting East to West over 305.	• NYC connectivity - reduce traffic	
• Promote diversity in last mile service options.	• Shuttle ship to work	
• Incorporate Complete Street principles.	• (unintelligible) (keeping up with infrastructure reliability (unintelligible)	
• Create safe, walkable, and bikeable paths, and enhance wa	• ferry provides → (unintelligible)	
• Create additional mid-block connections.		
	• limited Knight	



AMENITIES

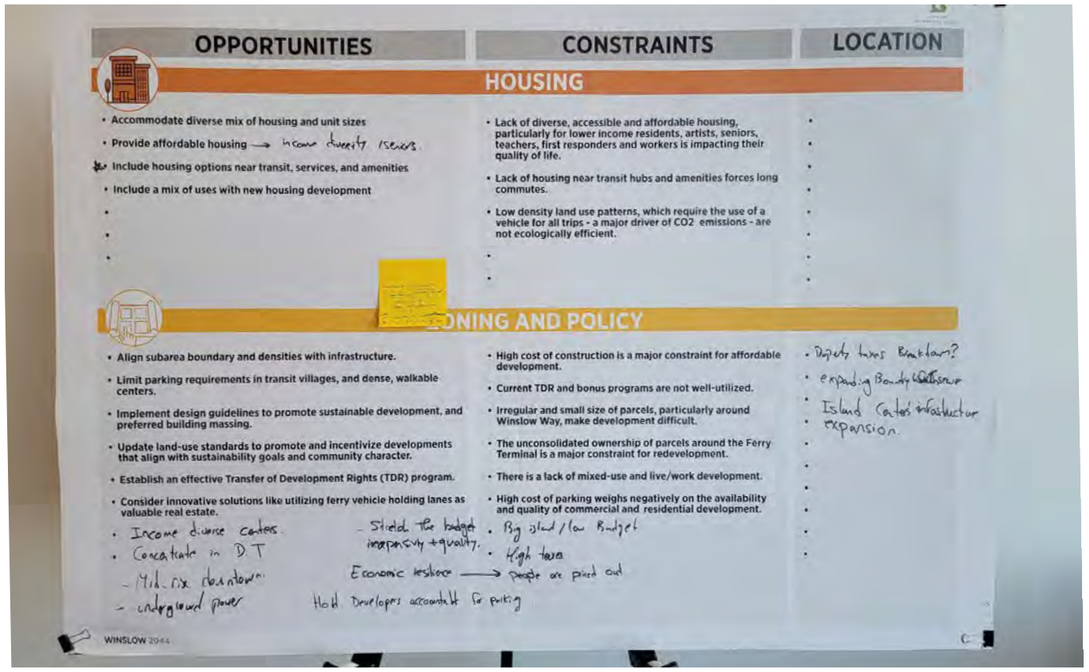
OPPORTUNITIES	CONSTRAINTS	LOCATION / Ideas
• Promote commercial development that accommodates the everyday need of community and support local businesses.	• Winslow's amenities have not kept pace with the residential growth across the island, and existing amenities are not diverse and affordable.	• school children clothing
• Subsidize and expand maker and industrial spaces for artists.	• Hiring and staff retention because of affordability and accessibility constraints are impacting health industry, art and culture institutions, schools, and service jobs.	• Basic needs
• Promote cultural amenities, community centers and events.	• Commercial spaces within Winlsow Way are geared toward tourists rather than locals.	• No Big Box Store
• Provide accessible and affordable recreational activities for youth and families.	• Insufficient street lighting in some places increases crime.	• Locally owned
• Diversify the commercial spaces.	• Public restrooms are insufficient.	• Stop down neighbor for local need
• Add wayfinidng elements.		• Waterfront st
• Add more public bathrooms.		• Access - Cold
• Promote urban-agriculture.		• Incentives for l
• Incubator spaces / Rent/lease opps.		• Parking
• Uniformed Signage & expand Transit to other parts.		• Port Promenade
		• move Boat

Diversity of Heathcare / Issue of Safety

OPEN SPACE AND NATURAL SYSTEMS

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Preserve and enhance ecological and public resources.	• Climate change and finite resources impose a strain on the existing natural resources.	
• Identify opportunity parcels for new open spaces.	• The absence of continuous trails does not promote biking/ rolling.	
• Include natural system use in the R.O.W.		
• Provide continuous trail connection and enhance access to natural resources.		
• Include gateway open space near Ferry Terminal.		
• Invest in and maintain playgrounds.		

WINSLOW 2044



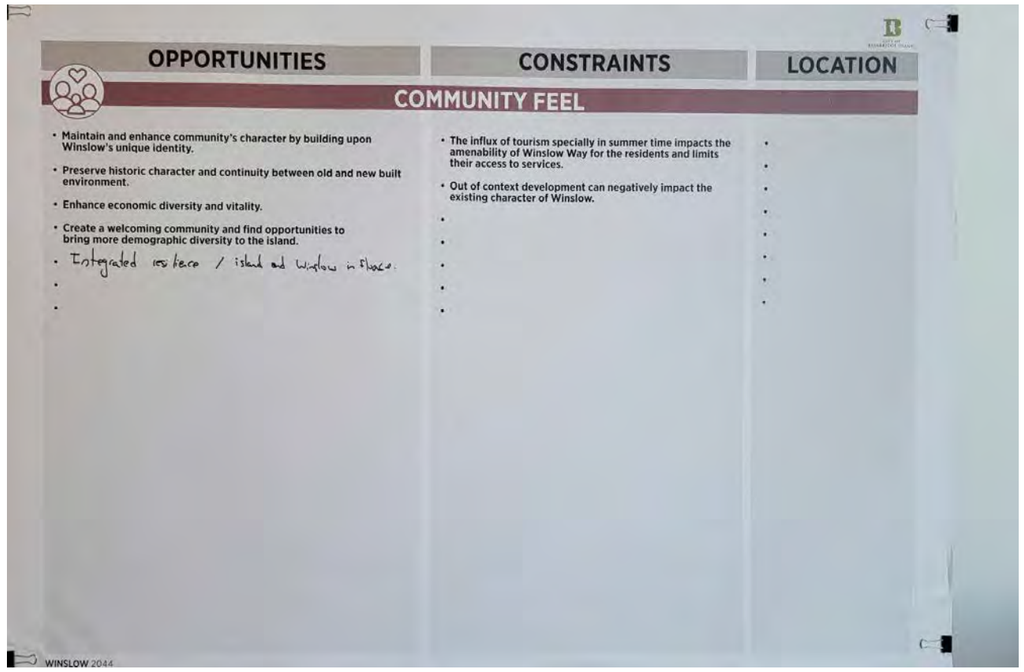
HOUSING

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Accommodate diverse mix of housing and unit sizes	• Lack of diverse, accessible and affordable housing, particularly for lower income residents, artists, seniors, teachers, first responders and workers is impacting their quality of life.	
• Provide affordable housing → income diversity / seniors	• Lack of housing near transit hubs and amenities forces long commutes.	
• Include housing options near transit, services, and amenities	• Low density land use patterns, which require the use of a vehicle for all trips - a major driver of CO2 emissions - are not ecologically efficient.	
• Include a mix of uses with new housing development		

ZONING AND POLICY

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Align subarea boundary and densities with infrastructure.	• High cost of construction is a major constraint for affordable development.	• Impact fees Breakdown?
• Limit parking requirements in transit villages, and dense, walkable centers.	• Current TDR and bonus programs are not well-utilized.	• expanding Boundary Review
• Implement design guidelines to promote sustainable development, and preferred building massing.	• Irregular and small size of parcels, particularly around Winslow Way, make development difficult.	• Island Center infrastructure expansion
• Update land-use standards to promote and incentivize developments that align with sustainability goals and community character.	• The unconsolidated ownership of parcels around the Ferry Terminal is a major constraint for redevelopment.	
• Establish an effective Transfer of Development Rights (TDR) program.	• There is a lack of mixed-use and live/work development.	
• Consider innovative solutions like utilizing ferry vehicle holding lanes as valuable real estate.	• High cost of parking weighs negatively on the availability and quality of commercial and residential development.	
• Income diverse centers	- Shield the budget impensively + quality.	• Big island / low Budget
• Concentrate in D T		• High taxes
- Mid-rix downtown	Economic workforce → people are priced out	
- underground power	Hold Developers accountable for parking	

WINSLOW 2044



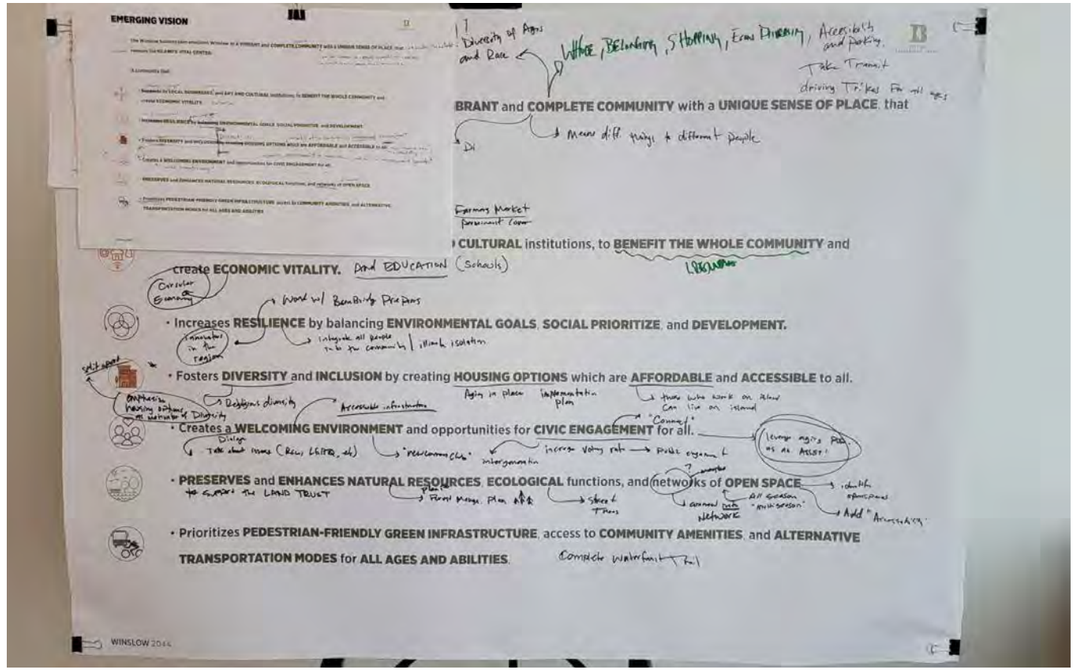
COMMUNITY FEEL

OPPORTUNITIES	CONSTRAINTS	LOCATION
• Maintain and enhance community's character by building upon Winslow's unique identity.	• The influx of tourism specially in summer time impacts the amenability of Winslow Way for the residents and limits their access to services.	
• Preserve historic character and continuity between old and new built environment.	• Out of context development can negatively impact the existing character of Winslow.	
• Enhance economic diversity and vitality.		
• Create a welcoming community and find opportunities to bring more demographic diversity to the island.		
• Integrated workforce / island and Window in Place.		

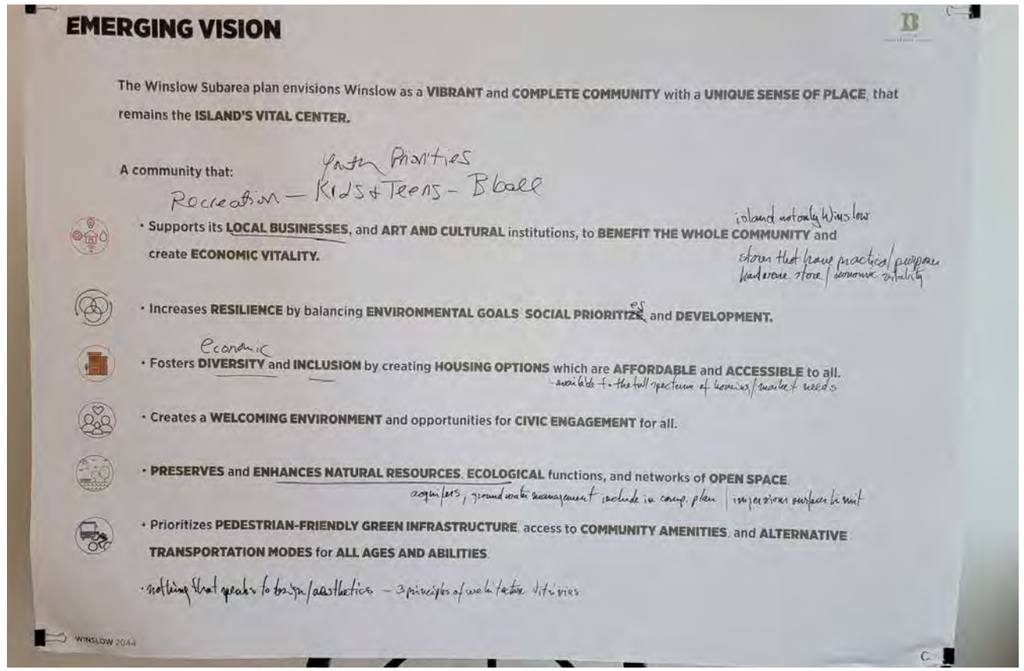
WINSLOW 2044

Opportunities and Constraints - Group 04

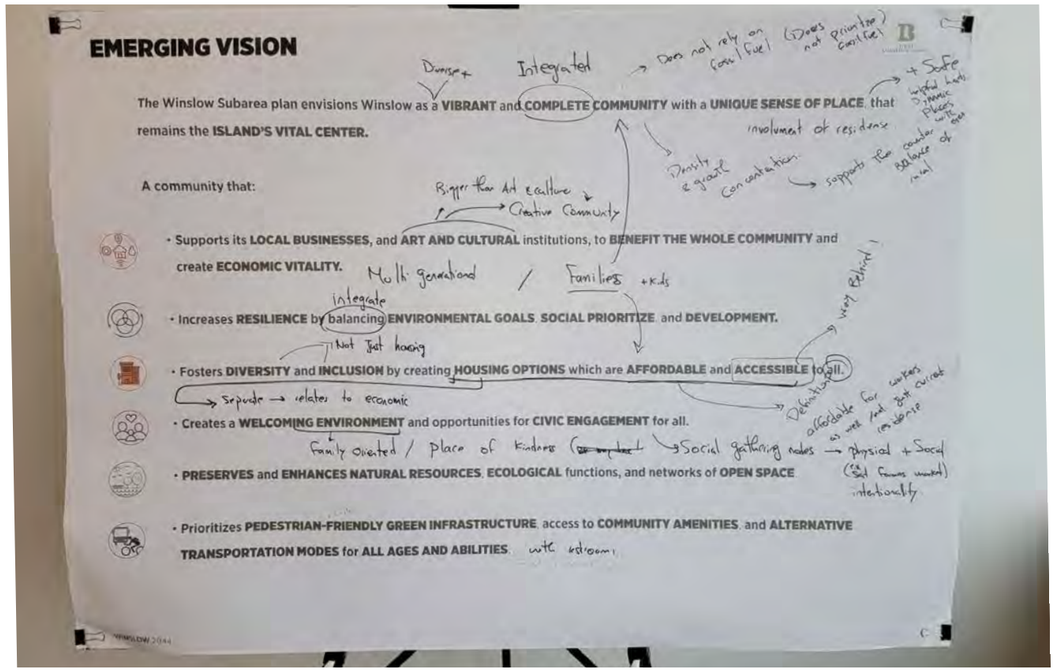
VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



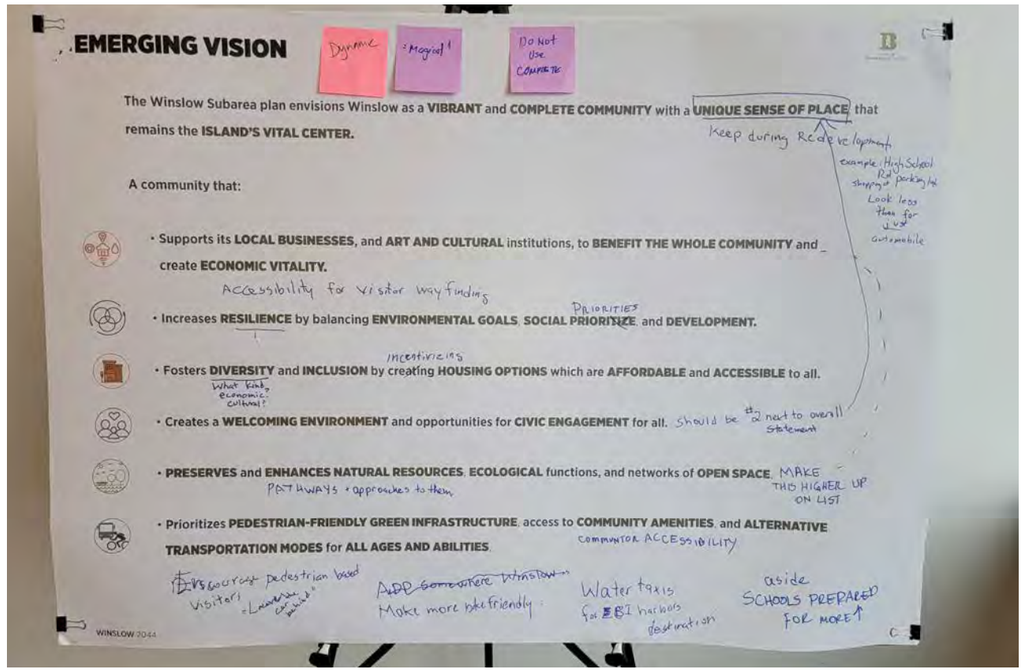
Emerging Vision - Group 01



Emerging Vision - Group 02



Emerging Vision - Group 03



Emerging Vision - Group 04

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023

CITY OF BAINBRIDGE ISLAND

LENSES

How can walkable districts lower the island's carbon emissions?

How to create inclusive mobility for everyone?

What mobility options align with Winslow's community needs?

EVALUATION

Vehicle Oriented

Less efficient
Greater Emissions
More Costly
Traffic and Congestion
Single Purpose
Limited Modal Choices

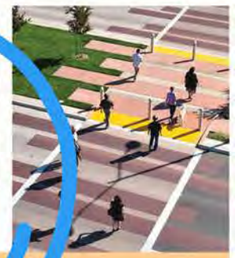
Multimodal Oriented

More Efficient
Fewer Emissions
Shared Costs
Public Realm
Multi-Use
Greater Modal Choices

MOBILITY


Street Parking


Enhanced Walkability




Woonerf

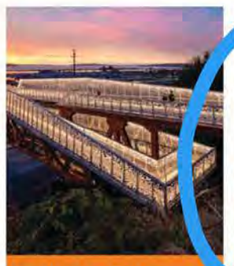

Podium Parking



Shared-EV




Micro-Mobility


Pedestrian Bridge


Enhanced Transit Options


Complete Streets


Structured Parking

Wild idea: turn Winslow Way and Bjune into a vehicular couplet to create more space for ped/bike/retail

There needs to be a "none of the above" option.

Enforced speed limits would be nice.

Program: not only provide more space for non-vehicle but incentivize (e.g. purchase discounts, free passes, priority ferry loading?)

WINSLOW 2044

3:11 | 1 question | 26 of 32 (81%) participated

1. How would you prioritize Mobility choices for Winslow 2044? (Choose three) (Multiple Choice)

26/26 (100%) answered

Street Parking	(3/26) 12%
Enhanced Walkability	(16/26) 62%
Woonerf	(8/26) 31%
Podium Parking	(3/26) 12%
Complete Streets	(13/26) 50%
Micro-Mobility	(1/26) 4%
Shared-EV	(5/26) 19%
Pedestrian Bridge	(9/26) 35%
Enhanced Transit Options	(15/26) 58%
Structured Parking	(9/26) 35%

Community Preference Survey - Mobility

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.



Open Space and Natural Systems

2:15 | 1 question | 29 of 32 (90%) participated

1. Which types of open space and natural systems are your top priorities for Winslow 2044? (Choose three) (Multiple Choice)

29/29 (100%) answered

Pollinator Pathways	(9/29) 31%
Small Flexible Open Space	(6/29) 21%
Green Infrastructure	(18/29) 62%
Community Agriculture	(5/29) 17%
Parks & Playgrounds	(4/29) 14%
Activated Public Realm	(5/29) 17%
Ecological Corridors	(16/29) 55%
Large Flexible Open Space	(7/29) 24%
Civic Plaza	(5/29) 17%
Waterfront Access	(12/29) 41%

Community Preference Survey - Open Space and Natural Systems

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.

CITY OF BAINBRIDGE ISLAND

LENSES

What is the relationship between land use patterns and carbon emissions on the Island?

How can increasing housing diversity create a more demographically diverse community?

How can zoning policies and design guidelines enhance Winslow's character?

EVALUATION

Sprawl
Less walkable and bikeable
Fewer housing choices
Less affordable
Limited services

Less Dense

More Dense

Compact
More walkable and bikeable
More housing choices
More affordable
More diverse services

RESIDENTIAL DEVELOPMENT


ADU


Small Lot Single Family


Cottage Housing


Duplex / Triplex


Townhomes / SF Attached


Stacked Flat


Garden Apartments


Mixed-Use Residential


Multi-Building Development

Residential Development

Poll | 1 question | 30 of 34 (88%) participated

1. What type of residential development is considered the most needed in Winslow 2044? (Choose three) (Multiple Choice)

30/30 (100%) answered

ADU	(10/30) 33%
Small Lot Single Family	(3/30) 10%
Cottage Housing	(13/30) 43%
Duplex/Triplex	(9/30) 30%
Townhomes / SF Attached	(13/30) 43%
Stacked Flat	(12/30) 40%
Garden Apartments	(17/30) 57%
Mixed-Use Residential	(11/30) 37%
Multi-Building Development	(5/30) 17%

Agree with requiring a specific amount of green space around new developments, such as the garden apartments or stacked housing.

With a limited supply of land, how will smaller residential units be economically feasible for other then the affluent homeowner?

Layering more density onto Winslow, without transferring it from other parts of the Island will not reduce overall ghg emissions. We need to reduce overall emissions, not just per capita emissions.

Stacked flat seems like a great option for intergenerational housing!

Limiting the height of stacked flat or garden apartments is important. No more than 3 or 4 stories.

Part of the planning challenge with regard to these options (in my humble opinion) is a prevailing perception that Bainbridge is 'rural'. Really hasn't been for some time, so addressing such values in planning going forward will be important.

We are seeing some of the higher density options appearing in Winslow. But they don't approach the images shared in terms of landscape and garden amenities. How do we compel developers to build a little more creativity into the spaces that surround the buildings?

Limited choices in poll. We're being herded. Redevelopment of the High School road area into more mixed use should happen.

Certain areas in Winslow should be required to include a residential component.

Community Preference Survey - Residential Development

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.



Commercial and Community Amenities

3:03 | 1 question | 30 of 34 (88%) participated

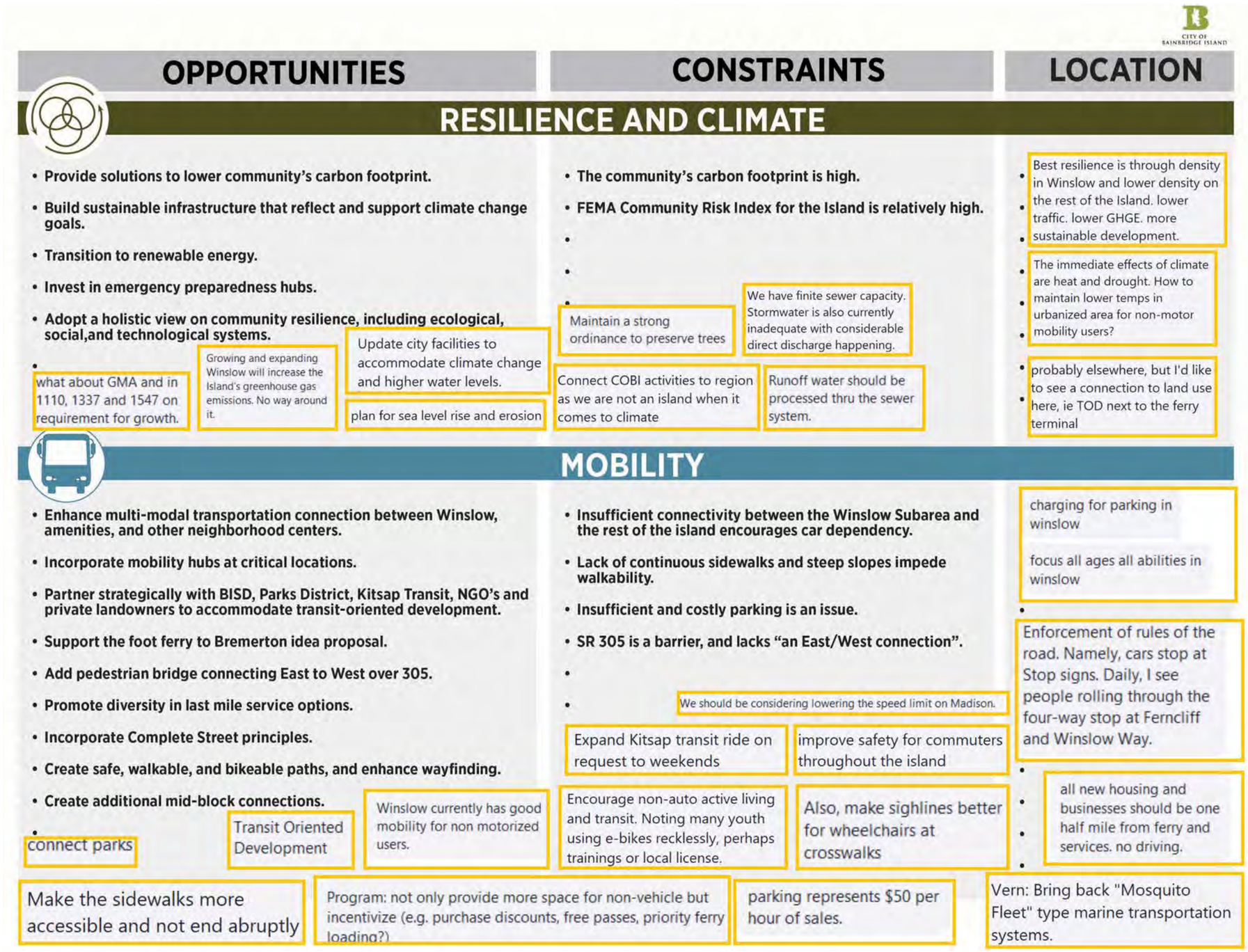
1. Which amenities are considered the highest priority for Winslow 2044? (Choose three) (Multiple Choice)

30/30 (100%) answered

Auto Oriented Amenity	(2/30) 7%
Public Art Installation	(6/30) 20%
Home Based Businesses	(3/30) 10%
Community Market	(15/30) 50%
Informal Food and Drink	(6/30) 20%
Mid-Block Spill Out Plaza	(10/30) 33%
Ground Floor Commercial	(14/30) 47%
Dynamic Social Hub	(12/30) 40%
Destination Art and Culture	(11/30) 37%
Community Services	(16/30) 53%

Community Preference Survey - Commercial and Community Amenity

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.



Opportunities and Constraints

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.

CITY OF BAINBRIDGE ISLAND

OPPORTUNITIES

CONSTRAINTS

LOCATION

AMENITIES

- Promote commercial development that accommodates the everyday need of community and support local businesses.
- Subsidize and expand maker and industrial spaces for artists.
- Promote cultural amenities, community centers and events.
- Provide accessible and affordable recreational activities for youth and families.
- Diversify the commercial spaces.
- Add wayfinidng elements.
- Add more public bathrooms.
- Promote urban-agriculture.

- Winslow's amenities have not kept pace with the residential growth across the island, and existing amenities are not diverse and affordable.
- Hiring and staff retention because of affordability and accessibility constraints are impacting health industry, art and culture institutions, schools, and service jobs.
- Commercial spaces within Winlsow Way are geared toward tourists rather than locals.
- Insufficient street lighting in some places increases crime.
- Public restrooms are insufficient.

parks are an amenity and contribute to ghge reductions.

Vern: Support Island wide fiber optic systems.

Provide a Maritime Museum at Waterfront Park.

More multi-use spaces for people to have events

Or working with existing orgs

The City needs to subsidize a laundromat

less tourist based business would improve the character of winslow

tourism workers do not contribute to a well paid sustainable work force

how address tourism congestion downtown?

or maybe this goes here / cross reference with mobility - connect parks with safe and convenient active transportation facilites

Create Historical walks in downtown core

you mentioned economic diversity as critical. denser housing must have nearby services and open space and access to trails.

OPEN SPACE AND NATURAL SYSTEMS

- Preserve and enhance ecological and public resources.
- Identify opportunity parcels for new open spaces.
- Include natural system use in the R.O.W.
- Provide continuous trail connection and enhance access to natural resources.
- Include gateway open space near Ferry Terminal.
- Invest in and maintain playgrounds.

- Climate change and finite resources impose a strain on the existing natural resources.
- The absence of continuous trails does not promote biking/ rolling.

The Winslow Way landscape is innovative and unusual for Main Street. Extend this template within the district.

The City doesn't have street tree program even though the Bainbridge Island Community Forestry Plan calls for one.

Encourage native plants (where appropriate) in formal landscapes

there is a significant deficit of open space as Winslow increases density.

Yes, we are at the point of development - need a city Arborist that does more than review development plans

Let's remember that Winslow sits on the shores of Puget Sound, and extremely important natural system to us and to local Tribes. Everyone we plan for Winslow should consider impacts to Puget Sound and how we can reduce the existing impacts.

Another planning recommendation coming along internationally. 3-30-300. Any person can see 3 trees from their home, 30% canopy cover in neighborhood, within 300 yards/meters of a green space. Konijnendijk, C.C. 2023. Evidence-based guidelines for greener, healthier, more resilient neighbourhoods: Introducing the 3-30-300 rule. J For Res 34, 3, 821-830.

We need more trees in Winslow to avoid the heat island effect. Let's not densify at the expense of trees and vegetation.

there are a few notable non motorized improvements in Winslow tomorrow.

WINSLOW 2044

Opportunities and Constraints

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.



WINSLOW 2044

Opportunities and Constraints

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.

CITY OF BAINBRIDGE ISLAND

OPPORTUNITIES

CONSTRAINTS

LOCATION

COMMUNITY FEEL

- **Maintain and enhance community's character by building upon Winslow's unique identity.**
- **Preserve historic character and continuity between old and new built environment.**
- **Enhance economic diversity and vitality.**
- **Create a welcoming community and find opportunities to bring more demographic diversity to the island.**
-
-
-

- **The influx of tourism specially in summer time impacts the amenability of Winslow Way for the residents and limits their access to services.**
- **Out of context development can negatively impact the existing character of Winslow.**
-
-
-
-
-

-
-
-
-
-

Public community space that is really important as far as making people feel welcome. Moonlight Market is a great example of coming together.

You might want to look at a study entitled Greening Winslow done in conjunction with the Park District some years ago, which studied ways to increase parks and open spaces in Winslow.

Winslow needs to stay available to islanders who live outside of Winslow and do not have public transit available nearby. There is some parking needed!

Land acknowledgements are fine but let's take the next steps and recognize that treaty rights are impacted by poor water quality, reduced stream flows, and impacts to ecological function.

Part of the historic character of Bainbridge Island is the diversity of the people that lived here. Artist lived next to doctor.

Vern: Acknowledge Native historic presence on the Island.

Tourism is negatively impacting the feel of downtown Winslow.

Celebrate what T&C has done to maintain the feel of a real Main Street! Would they have suggestions about how to extend a nice blend of local/tourist function?

Madison is extremely noisy

Maintain the building height limits to maintain the community feel. Allow housing over retail.

Madison is not noisy

/INSLOW 2044

Opportunities and Constraints

VISIONING WORKSHOPS VIRTUAL MEETING, AUGUST 9TH 2023 CONT.

The Winslow Subarea plan envisions Winslow as a **VIBRANT** and **COMPLETE COMMUNITY** with a **UNIQUE SENSE OF PLACE**, that remains the **ISLAND'S VITAL CENTER.**

... vital Island's Town Center, NOT Island's Center.

What does complete community mean?

the term "whole community" is also used, so which is it?

A community that:

What do participants think about island visitor / tourist activity....?

I like the tourists

the term "whole community" is also used, so which is it?

the vision for Winslow must speak to winslow's role relative to the rest of the island. for example - denser Winslow lower density elsewhere.

Prioritize business services for Islanders.

Tourism brings new faces and energy here, it's great!

- Supports its **LOCAL BUSINESSES**, and **ART AND CULTURAL** institutions, to **BENEFIT THE WHOLE COMMUNITY** and create **ECONOMIC VITALITY.**

Treat Winslow way east as also part of Winslow

businesses with higher wages and less transient workforce

do not allow more business development at copper top or day road. focus isla d residential businesses in Winslow.

Community = Curiosity, Understanding, Change

Healthcare and aging-in-place support.

- Increases **RESILIENCE** by balancing **ENVIRONMENTAL GOALS**, **SOCIAL PRIORITIZE**, and **DEVELOPMENT.**

The don't like "complete community". where did this term come from?

Piggey back on parking - park once, then walk...where?

Better define development? this is a broad statement.

- Fosters **DIVERSITY** and **INCLUSION** by creating **HOUSING OPTIONS** which are **AFFORDABLE** and **ACCESSIBLE** to all.

By being more diverse!

DEI may include communications (and signage) in languages other than English.

Start looking closely at why islanders so often weigh "ecological resilienceover diversity and inclusion.

It would be good to have some explanation of how the Winslow subarea plan and its vision relates to the comprehensive plan, both in terms of structure as wells as process/timeline

The only reference to housing options emphasizes diversity and inclusion, affordable and accessible. Housing is the built environment context and form that shapes community character and perceptions. Architects note that buildings shape perceptions and behaviors. I suggest that housing merits a separate item. Diversity and inclusion is compatible with multiple other bullet points. It might even be part of the top level vision statement.

- Creates a **WELCOMING ENVIRONMENT** and opportunities for **CIVIC ENGAGEMENT** for all.

Better define Welcoming Environment....was posted prior

Environmental function should not be compromised for development.

Events like 4th of July activities, where Winslow way is closed to traffic.

How are we currently not welcoming?

- **PRESERVES** and **ENHANCES NATURAL RESOURCES**, **ECOLOGICAL** functions, and networks of **OPEN SPACE**.

City should attempt to acquire the undeveloped ravine from Winslow to High School road as open space and parkland

plant a fir forest on the existing police station site as a gateway to the island. a relaxed peaceful welcoming gateway.

- Prioritizes **PEDESTRIAN-FRIENDLY GREEN INFRASTRUCTURE**, access to **COMMUNITY AMENITIES**, and **ALTERNATIVE TRANSPORTATION MODES** for **ALL AGES AND ABILITIES**.

As a volunteer with older folks, is there a way to require more handicap parking spaces at businesses? The existing ones are always full!

Water taxi in summer across Eagle Harbor to Japanese-American Memoria

Vern: We need to work with the Bainbridge Senior Center on their proposed improvements.

Circulator bus with major hub at library at roundabout (riders can wait in library and read until buses arrive) and transfer to buses that come in and out from island centers (Lynwoood, Rolling Bay, etc.)

WINSLOW 2044

Emerging Vision

PLANNING TOOLS | OPEN SPACE FRAMEWORK

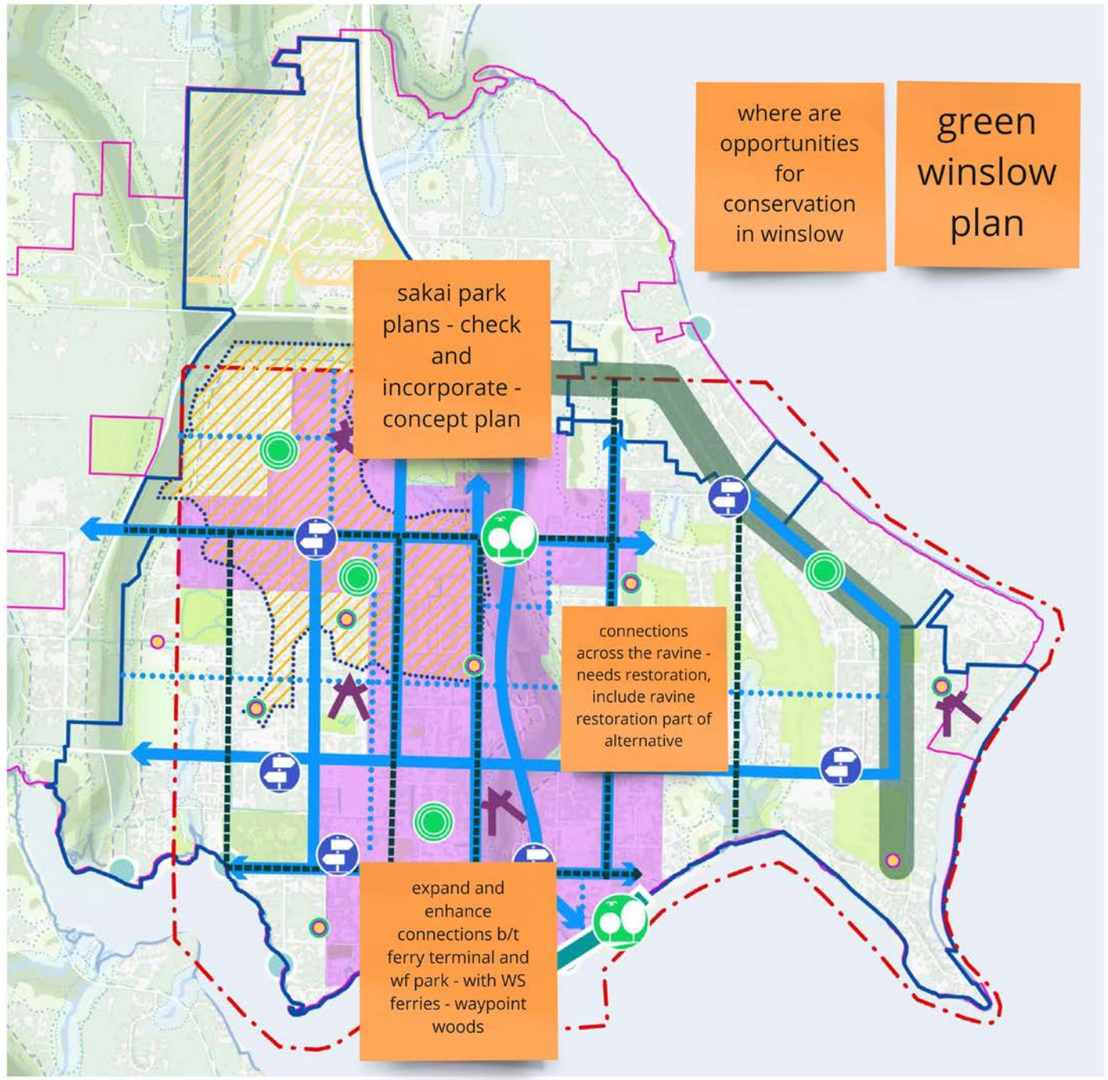


Vision		Preservation	Enhancement of natural resources	Implementation Strategy	
Vital Center	Welcoming Environment	All ages and abilities	Amenities	Park acquisition for Ravine East of Ravine to connect to STO	Location: Art Museum, Wynyard Lane
Resilience	Environmental Goals	Accessible Open Space	Ecological Functions	Bridge over 305	Parks Impact Fee for opsp acquisition (Has been on hold since 2011)

Priority				
Kayak Racks at Strawberry Canary	Ped connection across 305 and Ravine	stewardship, stewarding - e.g. waterfront park maintenance not been prioritized - funding for ongoing maintenance and stewardship - goals related to stewardship	waterfront and strawberry/cannery transferred to the parks district for maintenance	Land Trust land inventory

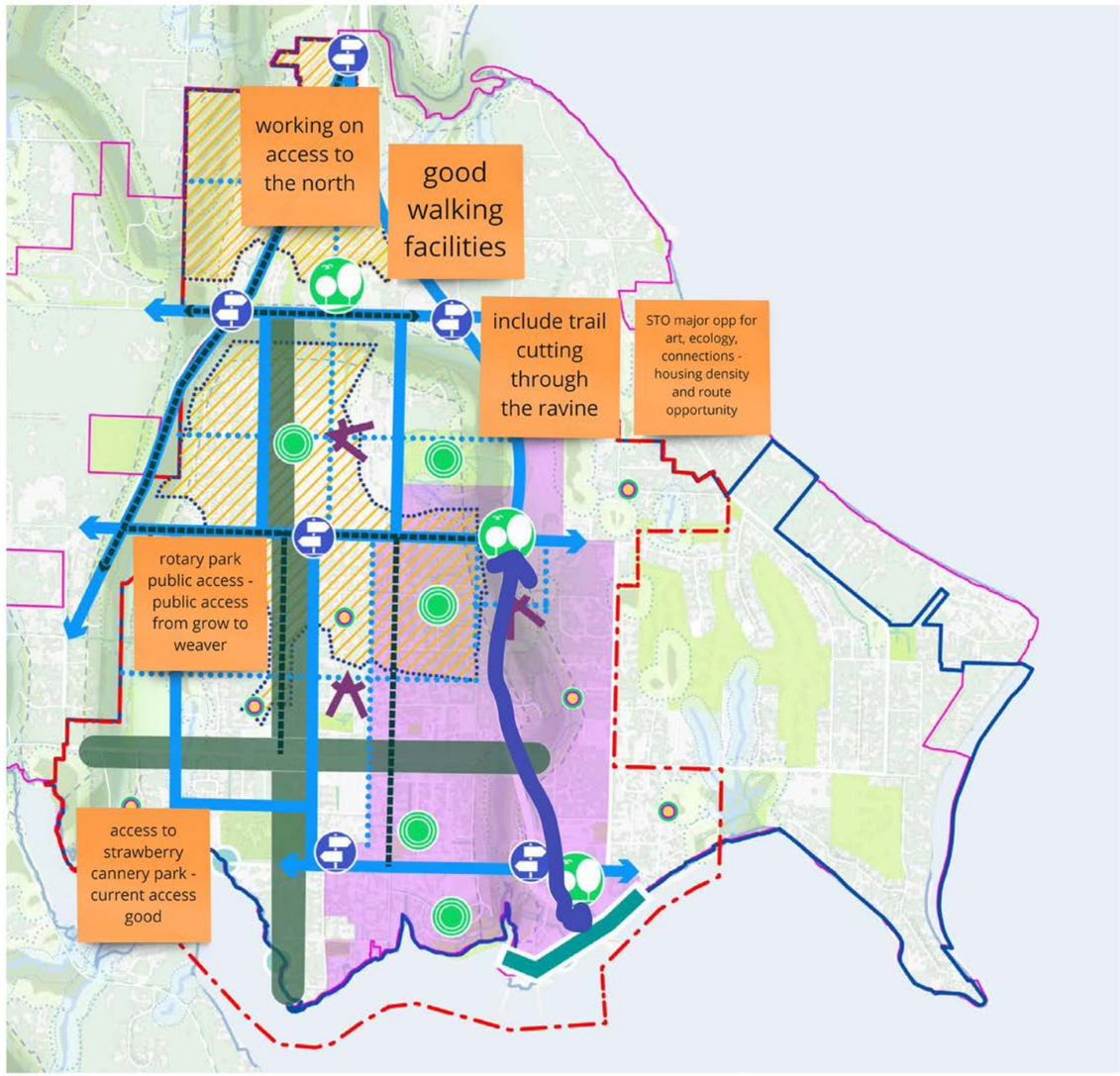
WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

ALT 2 | OPEN SPACE FRAMEWORK



WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

ALT 3 | OPEN SPACE FRAMEWORK



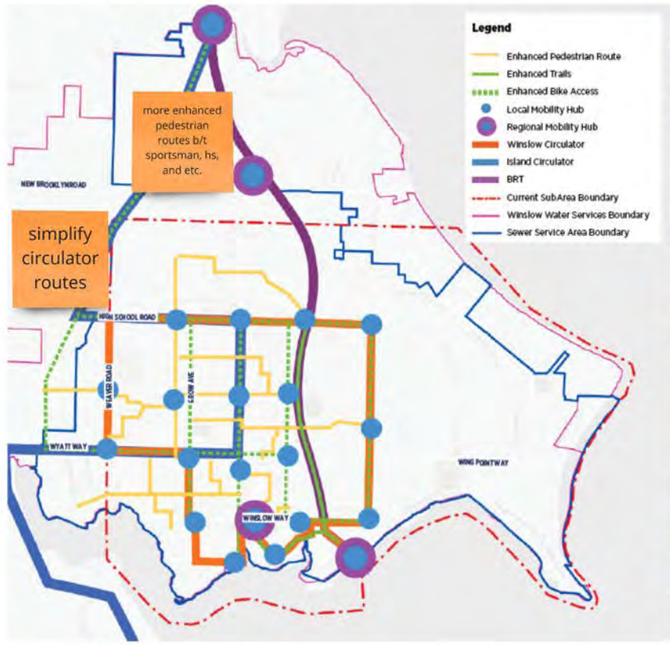
WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

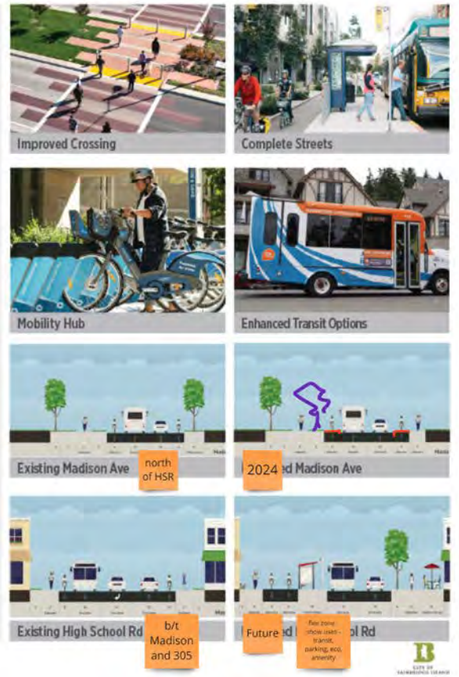
ALTERNATIVE WORKSHOP VIRTUAL MEETING | TRANSIT

CITY OF BAINBRIDGE ISLAND

Vision		Priority		Implementation Strategy	
Vital Center	Welcoming Environment		Ferry Terminal For Water front access, housing, mobility hub?	Different focus group (WA State Ferry team)	
Pedestrian Friendly	Green Infrastructure		Ped Bridge over/under 305	No plans yet, STO is taking the majority of efforts	Commitment from and link to comp plan
Access to Amenities	Alternative Transportation Mode	Improved Crossing at 305 and HSR	Circulator	Which agency is taking ownership of the circulator?	Access for seniors and the routing
All Ages and Ability		Parking max rather than min?		Funding Challenge from State level, ambitious yet reasonable	

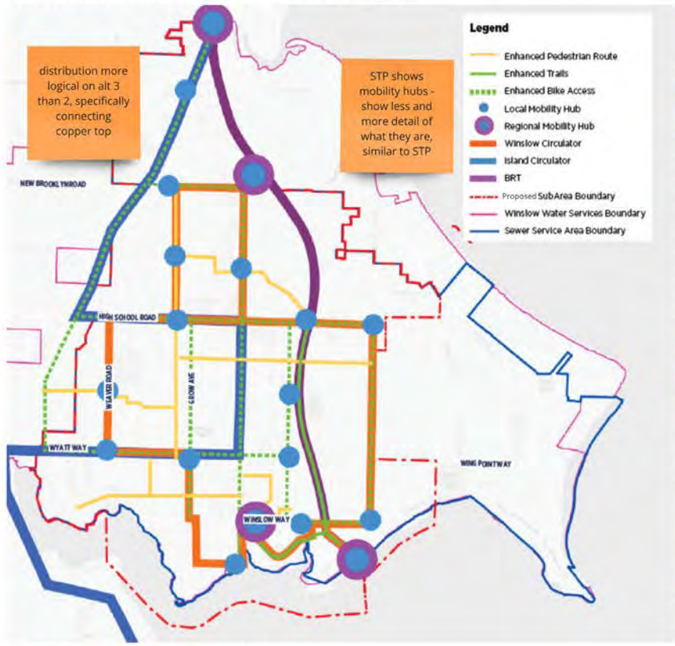
ALT 2 | MOBILITY FRAMEWORK





WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

ALT 3 | MOBILITY FRAMEWORK





WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

ALTERNATIVE WORKSHOP VIRTUAL MEETING | CHAMBER OF COMMERCE

City is considering investment in Subsidies for affordable housing

Market rate developers to patriciate in affordable development?

Recognize Winslow tomorrow effort and ferry terminal study What are the pieces you are taking away?

Walkable Corridor and middle housing are complimentary and should be combined

Overnight trippers are staying at HSR rather than core

Both Scenarios are depending on redevelopment. What is the percentage of capacity per allocation probability?

Parcel availability is highly restricted.

Could one of Madison and Ericksen corridors be more vehicular oriented that other? and how are you thinking of street parking. This all relates to commercial dev and retail

Consideration of pedestrian only corridor in any of the alts?

One way Winslow way, double side the pedestrian

density in alt 03 is shaping well

alt 03 would allow more people to participate

Kitsap Transit would never be able to achieve what we design, specific to operation

Transportation Tax / sales tax is likely the current model. What are the future funding sources?

How does this alternative impact visitors?

MH should get restricted from high density and remain in transition zone. Current code doesnt do that.

Madison active ground floor may not work

Is this framework reflective of infrastructure or operation and management?

Is Kitsap transit the sole provider of mobility solution?

Could City consider providing some of the infrastcrture?

To accommodate increase population redevelopment needs to be incentivized,

Permitting Streamlining typically dont work out and stick

Incentivize demolishing old and building new

How was the bike data sourced?

Is Ericksen open to all modes and continues north?

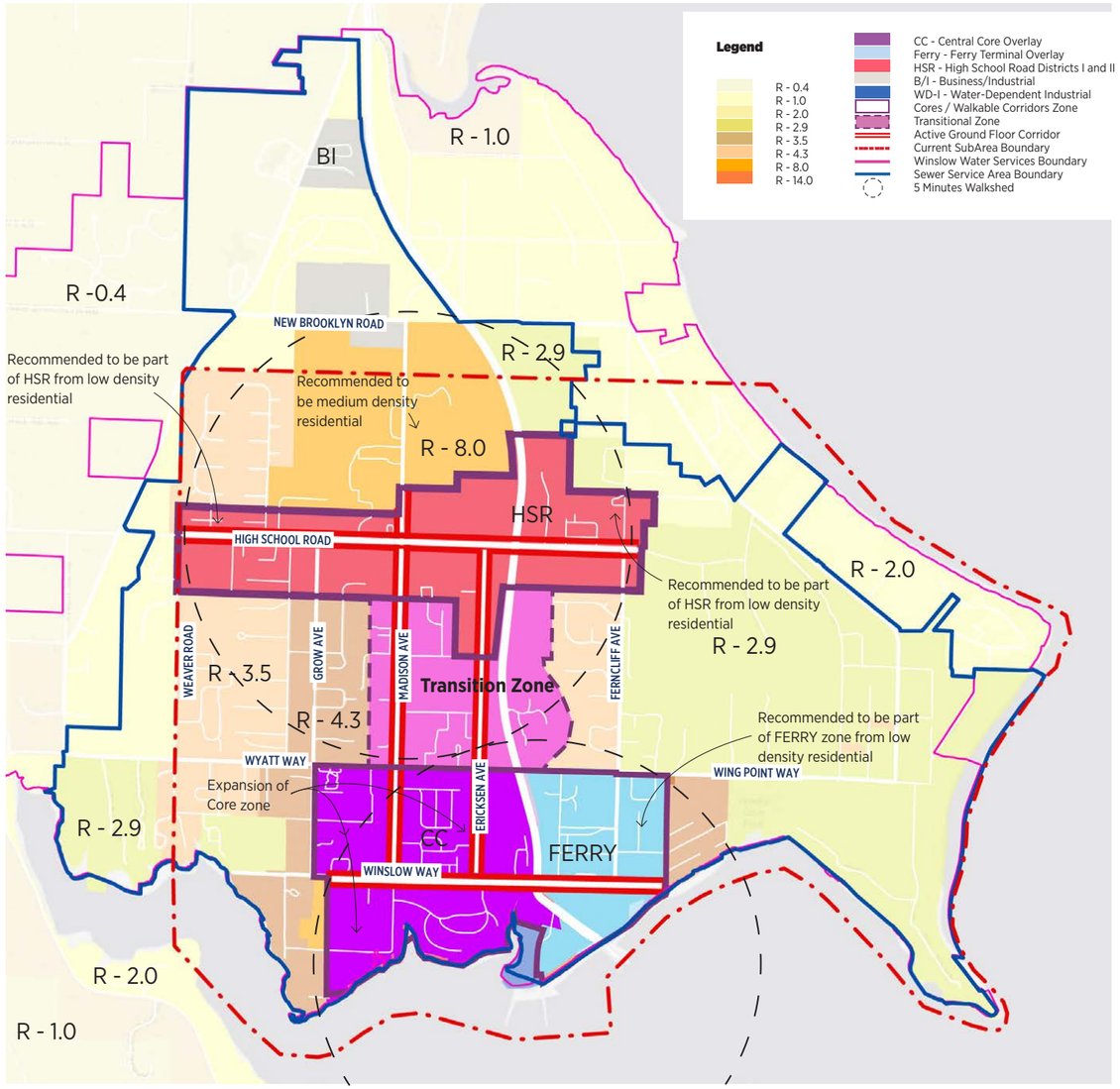
Access and Affordability

Transportation is more challenging in alt 03. How do people get around?

How do visitors navigate their way around the island, since so much of the local economy comes from visitors.

What elements of this framework could be strengthened To better support the community lenses?

ALT 2 | WALKABLE CORRIDORS *(DENSE CENTERS)*



- Create **walkable districts** with access to **amenities** and **transit**
- Required active ground floor uses along walkable corridors
- **Increased height and density** with **decreased lot coverage** in centers
- Connecting the centers by transition zone
- Recommend **reduced parking minimums** for multi-family and commercial development
- Additional height setbacks from Winslow Way in downtown

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE	DEIB	COMMUNITY CHARACTER
✓	?	✓

REGULARITY AND PLANNING GUIDELINES

ALT 02 WALKABLE CORRIDORS	HB 1220		HAP	2044 JOBS TARGET
	IN TOTAL	MULTI FAMILY	HOUSING NEED	
✓	?		✓	✗

WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

What elements of this framework could be strengthened To better support the community lenses?

ALT 2 | WALKABLE CORRIDORS *(DENSE CENTERS)*



there are two very established neighborhoods in this diagram off high school rd. engagement and impact to neighborhood character and HOA would be essential if part of the neighborhood is zoned differently

You should include water resources in your presentation. Seems limited.

Can you tell now how this alternative does in meeting the projected growth we should be able to accomdate?

Bainbridge is dependent on precipitation to recharge the aquifers. I do not see in you presentation how the city will increase Aquifer Conservation Zones. The majority of the water will come from other parts of the Island. It is important to evaluate where the groundwater will be drawn from not just how a permit can hook up to an existing water system.

There are currently pedestrian paths mid block in the transition zone. Is there a plan to maintain these paths

Could you explain the density codes (e.g. R-3.5,etc)? Thanks.

also some of that area on HS RD along 305 is a nature preserve/park

The City needs to purchase affordability deed restrictions. Increasing supply will not achieve affordability on Bainbridge Island.

What Island cities are you able to use to help with long term planning.

What water resource evaluations have you made for this plan? Will you be developing areas that are important recharge areas.

Community Character: Consider additional transition zones to the west and east of the proposed dense centers at High School Rd and Winslow/Ferry (eg increase R3.5 and R2.9 to ease transition to higher density)

How is parking going to be handled?

I've heard HS road is already the "busiest" road on the island (outside of 305). I would recommend doing a traffic study to understand impact of adding improvements to the road and the impact to traffic on other routes

a significant portion of the high school road "corridor" of HS road from Weaver to Madison is already developed with multi family housing units and a large portion of the High school

in addition to St. Cecelia, the Library and then the Village shopping area

More bus/transit - e.g., to get on high school road to go to Winslow way -

not seeing much area in that corridor that can be converted

transit already runs up HS road and Madison Madison but increasing the frequency would be helpful

Should we assume over time more sidewalks?

The Safeway complex needs incentives for redevelopment as mixed use

What amenities (besides density)make the HS Road corridor more walkable?

Is there a requirement for trees/green spaces to connect and transition between such large buildings?

The Winslow Update should review water resources, the Island is a Sole Source Aquifer and has limited water resources. The correlation with increases in population and increase groundwater pumping and loss of recharge areas for the Island with development. The z

What type of development goes in the core areas and the transition zone

More bus/transit - e.g., to get on high school road to go to Winslow way -

We need to be mindful of impacts to water quality from storm water and potentially under treated sewage effluent. This is and issue of compliance with the treaties under which the Suquamish and other Tribes ceded land including Bainbridge Island in exchange for the right to fish and hunt in their usual and accustomed places. Ecological function and water quality are essential to the integrity of Treaty rights

Bainbridge Island currently has zoning capacity to accommodate the population allocation from the County. Why are you leading people to believe we need to provide additional zoning density?

have you done any benchmarking with similar type communities in preparing these renderings?

can you provide some insight as to why increased development doesn't occur much west of 305/north of the ferry zone? Such as along Ferncliff. More transition from that urban scale to residential scale

The proposed building heights are not desireable.

While not shown at this scale, incorporate ecological corridors in and through the higher density

What wells will you rely on to increase the density of Winslow? The Groundwater Management Plan is not complete. Currently the GW model update indicates surface water will decrease by 35-50%.

thanks for drawing the connection between healthcare and childcare and the multiuse buildings

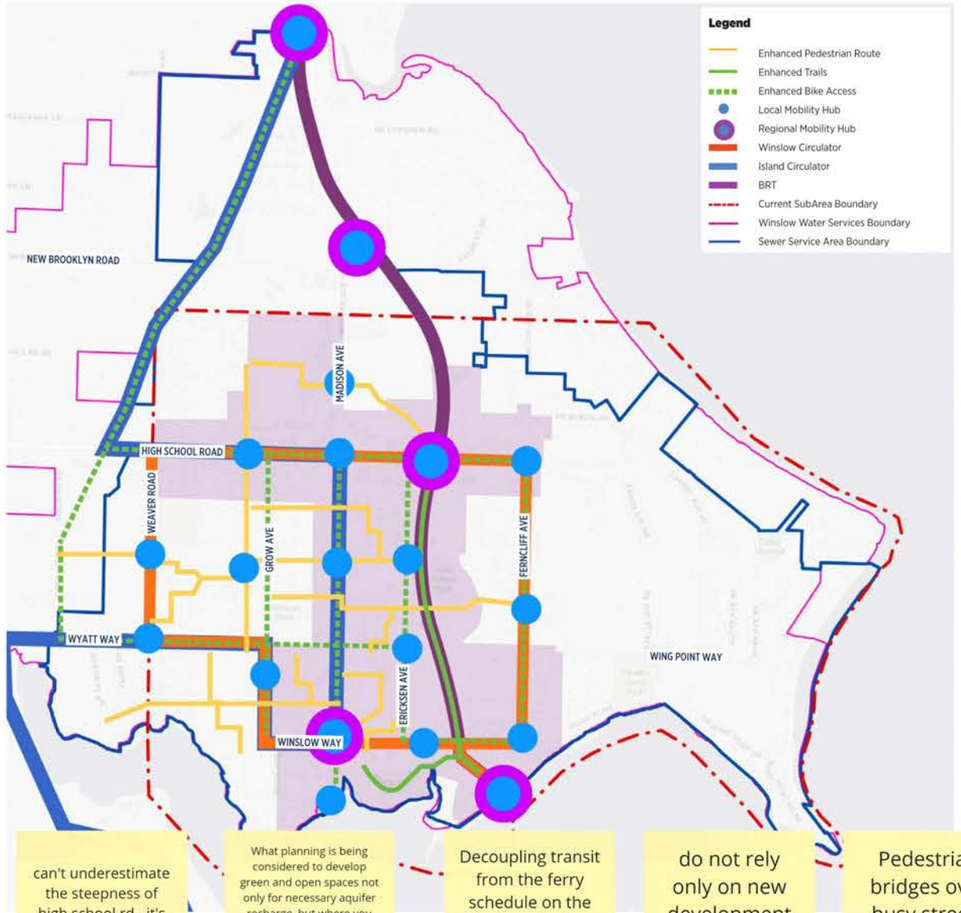
The Large Lot Core (first rendering) Looks like downtown Seattle

Please define "FAR".

WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

Are there mobility options within this framework that resonate most with you? Did we miss anything?
Are there additional areas we should consider prioritizing for mobility improvements?

ALT 2 | MOBILITY FRAMEWORK




Complete Street (High School Road Concept)


Enhanced Bike Infrastructure (Madison Avenue Concept)



can't underestimate the steepness of high school rd...it's hard to walk up sometimes :)

What planning is being considered to develop green and open spaces not only for necessary aquifer recharge, but where you will create paths and access for the future. Is the green spaces adequate for downtown?

Decoupling transit from the ferry schedule on the Winslow circulator path would be helpful

do not rely only on new development for pedestrian infrastructure

Pedestrian bridges over busy streets between tall buildings

How about a bike route from the west into Winslow, not on Winslow Way-- staying at lower elevation, further to the south.

Is there a plan to have sidewalks on all streets within the Winslow Subarea?

Street parking is restricted to avoid ferry traffic parking in town but is very limiting for visitor parking for people who live in town.

mobility framework - I would like to see more mobility from 305 past Woodward/sakai

circulator bus is great - get as many as possible

Our bus system is very limited and is problematic

and along sportsman the trail is spotty and needs to be "connected"

It is hard to ride your bike when you are an aging senior. Need to be mindful that the majority of the Island is older folks.

mobility framework - would like to see incentives for people to allow trails through their property

It is hard for a family to ride bikes to school functions, grocery stores and other

Mid block connections that allow dog and pedestrian walking away from traffic

sidewalks down grow

Best to create bike routes that are *separated from roadways*

Retail under residential properties will reduce the need to drive.

mid block crossings, block sizes are large, the walkways through Grow community are fantastic

It's dangerous walking around Finch and Wyatt towards Weaver. Hope to see a sidewalk

what is your definition of mobility shares?

Connections to schools and copper top could be enhanced

I ride bike a lot in Winslow. Compared to the rest of the Island there are decent non motorized facilities.

+1 to the sidewalks in Winslow subarea

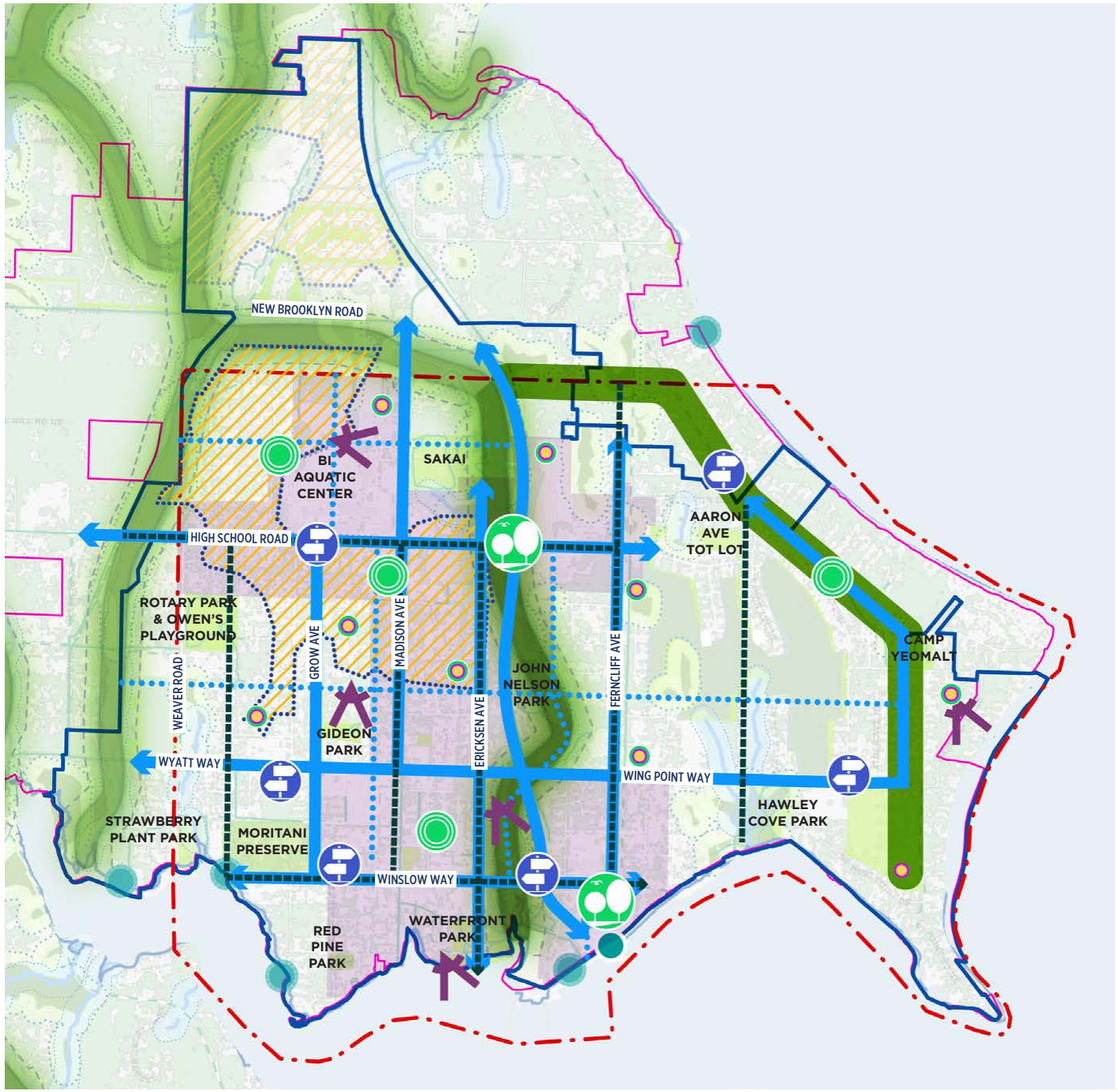
How do we accomodate resident needs over tourism

Route to parks / open spaces could be enhanced Why not extend north on Madison to park and sr. living

Possible institute a residential parking permit system

Are there parks and open space amenities within this framework that resonate most with you? What is missing?
Are there other locations or opportunities we should consider?

ALT 2 | OPEN SPACE FRAMEWORK





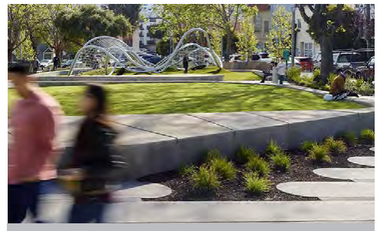
Views



Tertiary Open Space



Secondary Open Space



Primary Open Space

Legend

- Tertiary Open Space
- Secondary Open Space
- Primary Open Space
- Way finding and Signage
- Enhanced Water Front Access
- Enhanced Bike and Ped Access
- Green Infrastructure
- Mid Block Porosity
- Proposed Ecological Corridor
- Views
- Limited Parks Access
- Central and Transitional Zone
- Current SubArea Boundary
- Winslow Water Services Boundary
- Sewer Service Area Boundary



Pop-Up and Events

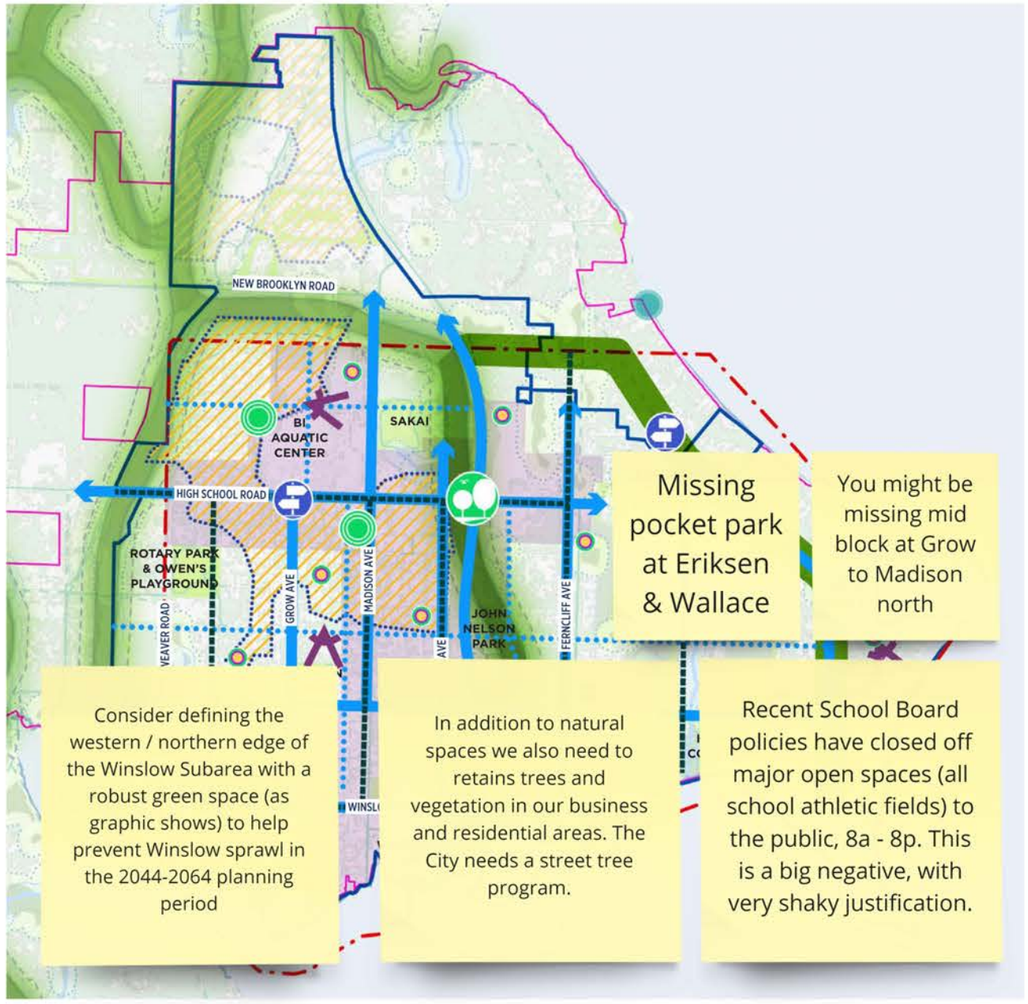


Access to Ecological Features

WINSLOW 2044 | **NOV 2023 DRAFT ALTERNATIVES**

Are there parks and open space amenities within this framework that resonate most with you? What is missing?
Are there other locations or opportunities we should consider?

ALT 2 | OPEN SPACE FRAMEWORK




Views


Tertiary Open Space


Secondary Open Space


Primary Open Space

Legend

- Tertiary Open Space
- Secondary Open Space
- Primary Open Space
- Way finding and Signage
- Enhanced Water Front Access
- Enhanced Bike and Ped Access
- Green Infrastructure
- Mid Block Porosity
- Proposed Ecological Corridor
- Views
- Limited Parks Access
- Central and Transitional Zone
- Current SubArea Boundary
- Winslow Water Services Boundary
- Sewer Service Area Boundary


Pop-Up and Events


Access to Ecological Features

You should include future open spaces so they remain available

trails network in the ecological corridors

Wildlife corridors need to be identified, enhanced, and protected as part of our commitment to biodiversity.

what does that mean they are "limited"? in the orange hash area?

Seems like you need to plan for more open spaces

Open spaces potentially mitigate the adverse impacts of more people on the land. Open spaces should not always be treated as recreation areas.

It is hard to read your map to determine the existing open spaces and what is planned

Some small covered plazas or outdoor spaces where people can gather in any weather to encourage community

ferry terminal area - opportunities for better views and amentieis

Neighborhood community gardens

are we going to cover the expansion of the sub area border this evening? I could see some open space north of New Brooklyn

You need to address the number of listed hazardous waste sites within the Winslow area that remain a problem

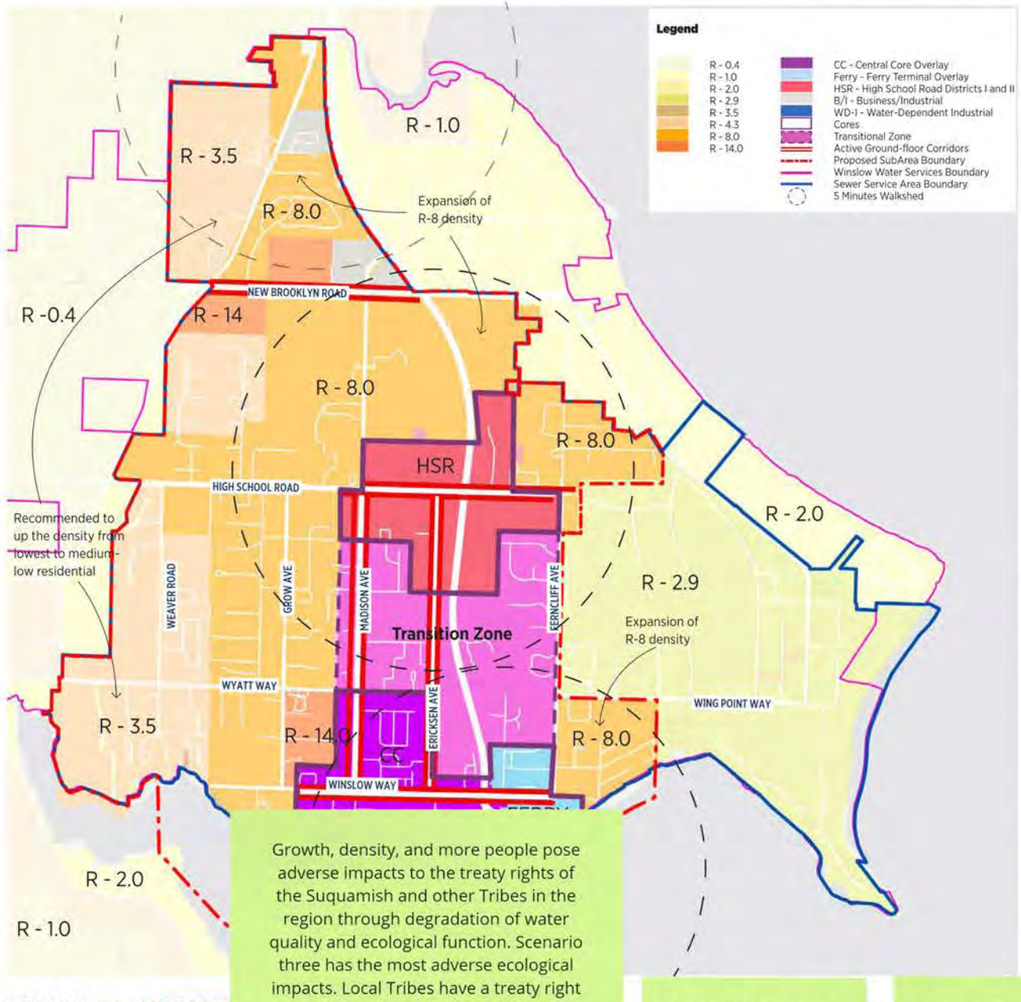
encourage access to Hawley Cove, great view to Mt. Rainier, Winslow has great waterfront views to Eagle Harbor but views beyond would be exceptional!

You are missing a mid block connection between Madison and Erickson running north south to connect to the tot lot

What does an ecological corridor look like?

What elements of this framework could be strengthened to better support the community lenses?

ALT 3 | MIDDLE HOUSING EXPANSION *(DISTRIBUTED DENSITY)*



- Additional residential capacity within **realigned subarea boundary**
- Expansion of **housing choice** for working familie
- Distributed amenities within the neighborhoods
- **Slightly increased heigh** **decr** **lot coverage** in centers
- Connecting the centers
- Recommend **reduced pa** r mu family and commercial

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE | **DEIB** | **COMMUNIT CHARACTER**

REGULARITY AND PL

ALT 03 MIDDLE HOUSING EXPANSION	HB 1220			JOB GET
	IN TOTAL	MULTI FAMILY		

WINSLOW 2044 | NOV 2023

Growth, density, and more people pose adverse impacts to the treaty rights of the Suquamish and other Tribes in the region through degradation of water quality and ecological function. Scenario three has the most adverse ecological impacts. Local Tribes have a treaty right to fish and hunt in the usual and accustomed places in exchange for ceding extensive lands including Bainbridge Island. The Winslow sewage treatment plant has limited capacity and currently does not adequately remove contaminants of emerging concern.

Access to views of the water is important to visitors to the island.

This presentation format makes it hard to compare the alternatives. I'd personally support more housing density--maybe not island-wide, but if it's to happen anywhere, it's here in Winslow.

Include transition to increased density in Wing Point to help connect east / west of 305. Consider equity lens review of proposal to not include Wing Point in the development of our community.

What is slightly increased height. Increased building heights can create deep shade along the road and sidewalks. Something to be avoided.

there is a lot of interesting building usage already along sportsman with the coppertop area

and near the BARN property and adjacent developable site

The transitions of zones from the ferry zone north and east is nice

will there be a gradual transition between zonings

Hoping new building is unique and interesting and does not look like anywhere nowhere, some of your graphics are not consistent with maintaining the character of Winslow

The lower height requirement fits better with the local flavor.

Will there be more retail/commercial allowed in the expanded area?

Six stories along Highschool may be too much. What is the current height limitations, maybe too much

if we expand the building code height, how do we prevent a single resident home building a 5 story building in this area?

many find it odd that there are so few restaurants along the water, not sure if this is possible, but would be nice

which alternative is most amenable to circulator buses

Very good to see the increased housing density--for young families, working people, and seniors. Thank you!

We need ten islands to do all the things you're proposing. We don't have ten islands.

This alternative seems more in keeping with the existing character of Winslow.

Does COBI have adequate sewer capacity to accommodate the planned growth for 2044?

Recognizing the need for housing, region-wide, Alt 2 focuses more of that along HSR where I think it can succeed. There are great views up there that would certainly sell/get us closer to the housing goals

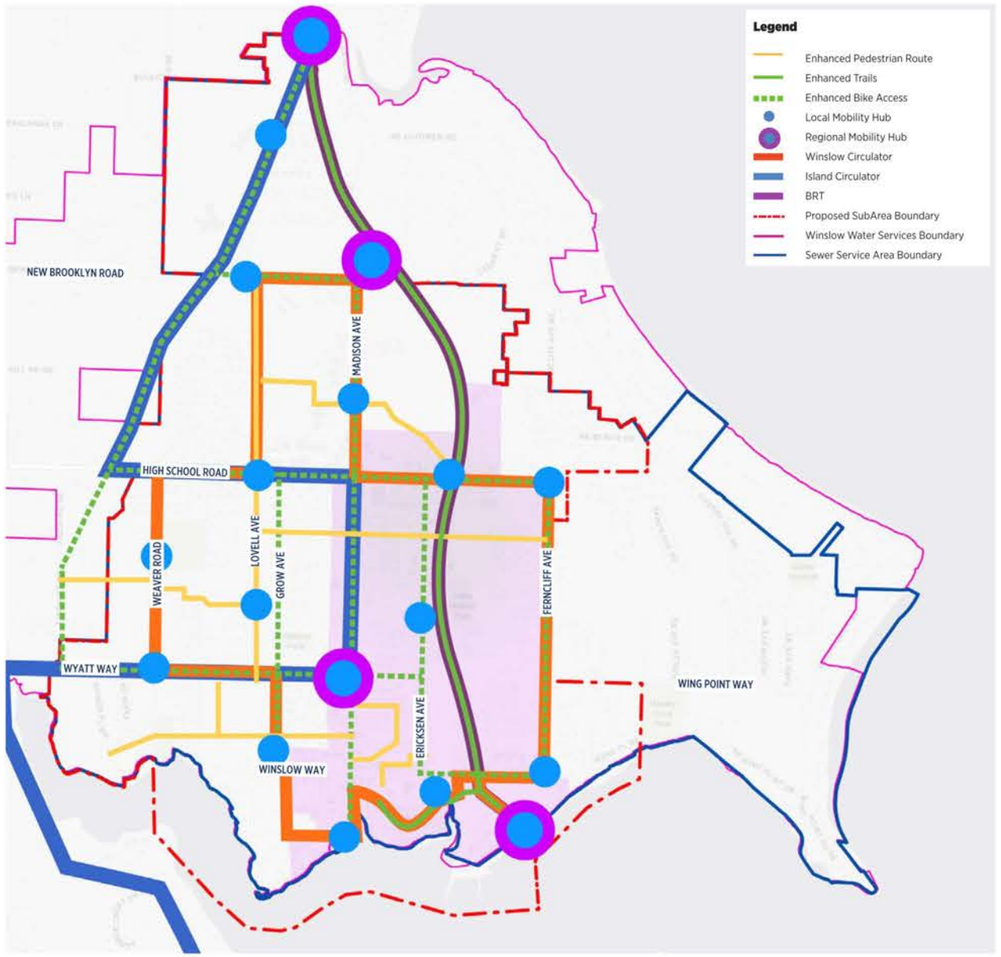
I think it makes sense to expand the border of the study area if we are going to achieve our objectives

ALTERNATIVE WORKSHOP VIRTUAL OPEN HOUSE | NOV 2ND, 2023 CONT.

CITY OF BAINBRIDGE ISLAND

Are there mobility options within this framework that resonate most with you? Did we miss anything?
Are there additional areas we should consider prioritizing for mobility improvements?

ALT 3 | MOBILITY FRAMEWORK




Protected Bike-lane (Sportsman Club Concept)



Mid Block Connection


Pedestrian Bridge


Enhanced Walkability


Micro-Mobility

WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

at some point, explain if #3 makes it harder to make all the transit and mobility improvements showed for #2.

Will the city require the developers and new owners cover the costs of required increase in infrastructure, as opposed to having taxpayers subsidized growth.

What about local ferry to different parts of the island?

Enhance community character connections east/west. Prioritize pedestrian and bicycle at grade connections across H305 (305 can be over or underpass).

I'm not sure I understand how the mobility hub at Madison and Wyatt works without a connector, but I like it

Often the infrastructure in COBI is not adequately addressed during permitting and the residents are then on the hook for funding obvious needs after completion of the projects.

Will there be Local Improvement District funding as opposed to Island wide tax funding to upgrade required infrastructure?

Does COBI have adequate sewer capacity to accommodate the planned growth for 2044?

agreed on connections across 305, especially for this scheme

Buses pose a hazard to bikes and pedestrians and their climate benefits are greatly overrated.

Bridge crossing 305 to link to the sound to Olympic trail would be great

I like the micro-mobility option, help visitors access more than just Winslow

Include Level 3 fast EV charging at mobility hubs.

how are you upgrading your Stormwater runoff problems that will only increase with density without adequate recharge areas?

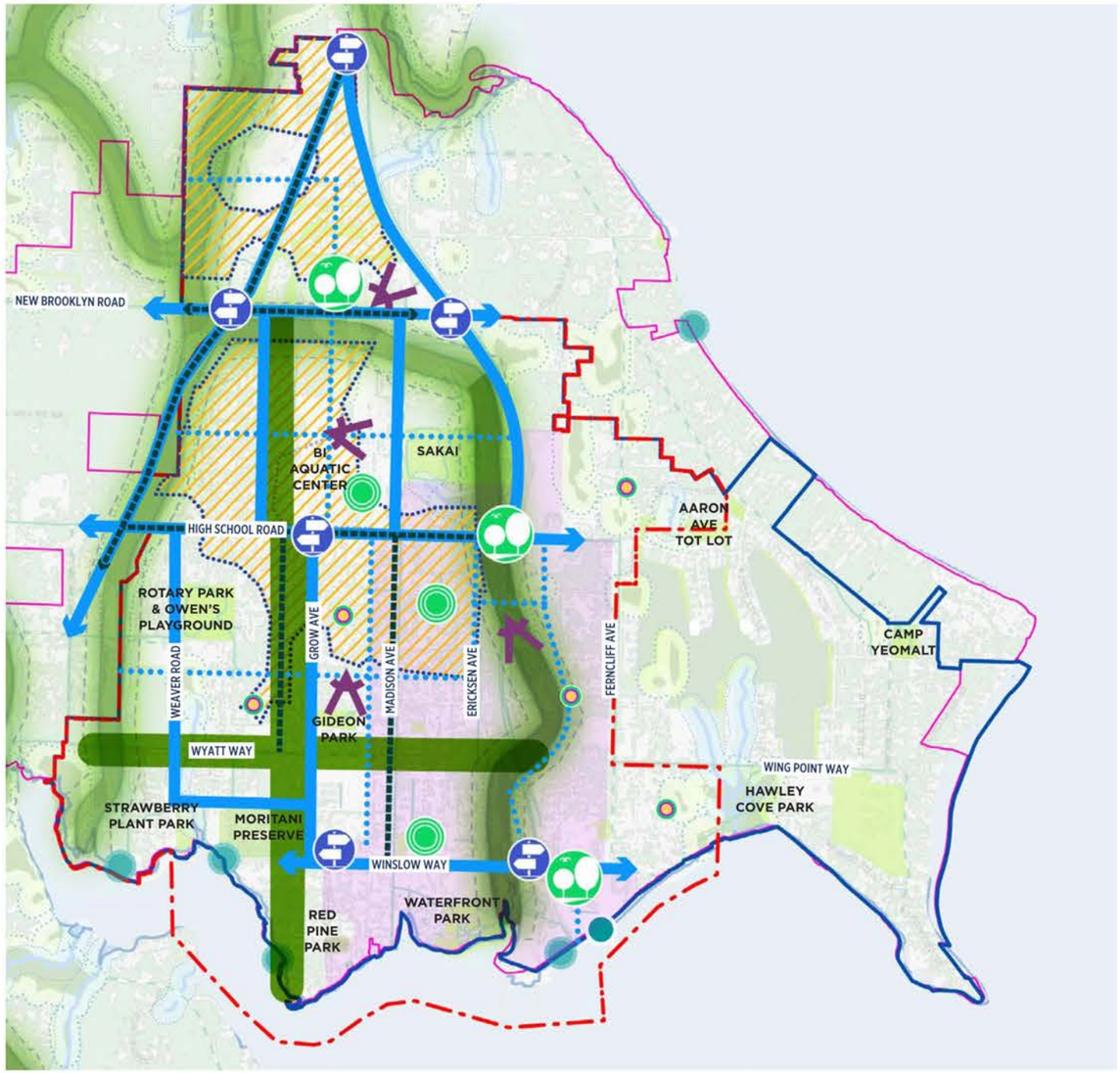
Agree with the need to address sewage spills to Eagle Harbor; probably an "aging-infrastructure" problem.

A ferry from Winslow to Pritchard park and the Japanese internment memorial would be great!

How do you account for all the sewer spills that occur currently? Seems the sewer infrastructure is not adequate.

Are there parks and open space amenities within this framework that resonate most with you? What is missing?
Are there other locations or opportunities we should consider?

ALT 3 | OPEN SPACE FRAMEWORK




Enhanced Walkability/Porosity


Tertiary Open Space

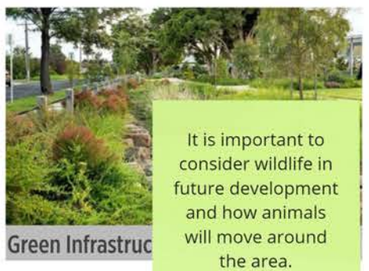

Secondary Open Space


Primary Open Space

Legend

- Tertiary Open Space
- Secondary Open Space
- Primary Open Space
- Way finding and Signage
- Enhanced Water Front Access
- Enhanced Bike and Ped Access
- Green Infrastructure
- Enhanced Pedestrian Access and Porosity
- Proposed Ecological Corridor
- Views
- Limited Parks Access
- Central and Transitional Zone
- Proposed SubArea Boundary
- Winslow Water Services Boundary
- Sewer Service Area Boundary


Ecological Corridors


Green Infrastruc

It is important to consider wildlife in future development and how animals will move around the area.

I'm not sure the soil type in Winslow is very conducive to water infiltation

One of the motivations driving expansion of the Winslow to the North is to facilitate development of one of the most important open spaces near Winslow, the Suzuki property.

Suzuki is a great refuge for native plants and animals and this scenario will assure it's conversion to urban housing.

Again where are your preserved open space aquifer recharge areas?

Helps meet goals if combining the 2 options (West corridor Opt 1 + this N/S corridor on Grow) But are we asking too much from Grow? Would Weaver or Lovell be more appropriate (given existing water ways at Weaver)

Very nice to route bike/ped trails along green corridors. This makes wonderful trails, separate from traffic ('though might threaten ecological function).

Rain gardens?

Recharge needs to be better considered

Hope your presentation will address water resources along with climate change stressors.

Suzuki is in an identified wildlife corridor. The City wants to convert its pond into a stormwater facility.

WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

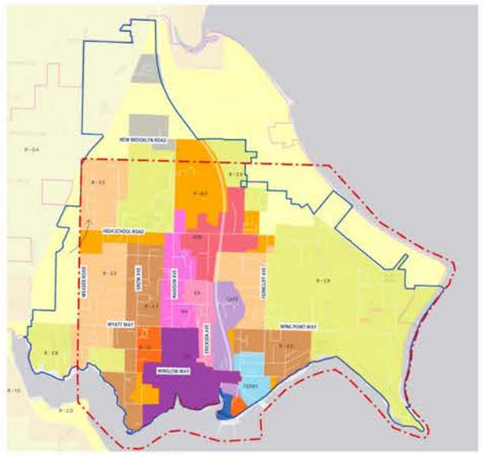
ALTERNATIVE WORKSHOP VIRTUAL OPEN HOUSE | NOV 2ND, 2023 CONT.

CITY OF BAINBRIDGE ISLAND

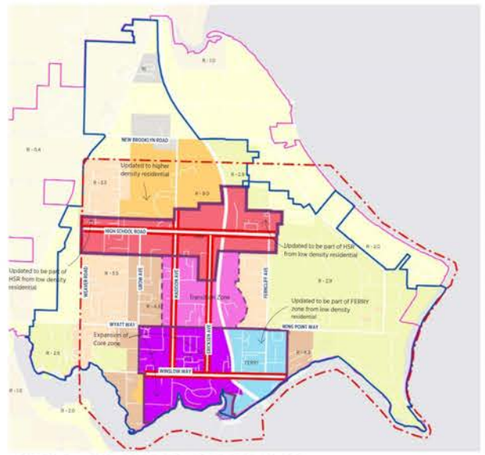
ALTERNATIVES

Legend

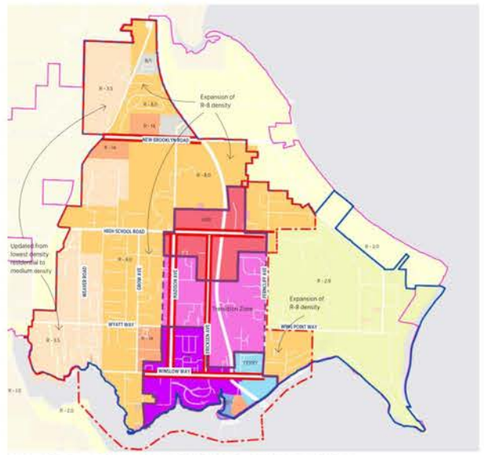
R - 0.4
R - 1.0
R - 2.0
R - 2.9
R - 3.5
R - 4.3
R - 8.0
R - 14.0
CC - Central Core Overlay
Ferry - Ferry Terminal Overlay
HSR - High School Road Districts I and II
B/I - Business/Industrial
WD-I - Water-Dependent Industrial
Cores / Walkable Corridors Zone
Transitional Zone
Active Ground Floor Corridor
SubArea Boundary
Winslow Water Services Boundary
Sewer Service Area Boundary



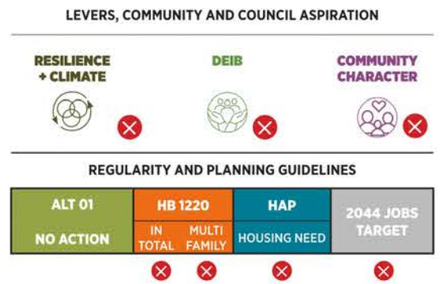
ALT 01 - NO ACTION



ALT 02 - WALKABLE CORRIDORS
(DENSE CENTERS)



ALT 03 - MIDDLE HOUSING EXPANSION
(DISTRIBUTED DENSITY)







WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

There is not enough information about basic resources to select at this time None of the above

I prefer less height in the core area but I see a conflict with the desire for affordable housing and duplex type development. I definitely want to see pedestrian connections to be prioritized

I like Alt 02 but would like to see more transitions/blending like Alt 03 provides.

BEST ZONING IN 2 BUT NEED SLIGHTLY BIGGER AREA. ALSO HAS SHORELINE MGMT. PLAN BEEN TAKEN INTO ACCOUNT?

The least amount of ecological impacts.

yes expand for middle housing, but also keep pockets of high density, near the ferry and high school road. Maybe on Bjune (set back from Winslow)

The higher-density walkable corridors appeals to me as a long-term desirable way to use the land and maintain Winslow's character, but I think there's merit in also integrating the larger near areas as a graduated step-down plan so the whole thing makes sense. (I am strictly an amateur here.)

Would like to optimize both housing expansion and walkability.

concerned about too much building expansion. water, animal life, etc

walkability sounds like a great option for the visitors and residents

keeps more of current character

Given the opportunity to increase BBI population is important.

Density spin one place.

Want more walkable neighborhood

I think that the Hawley neighborhood is not included in the Ferry District. Am I correct? I prefer less density for the area east of Ferncliff.

Keeping heights lower is important

Bainbridge is the only Sole Source Aquifer all Island UGA city surrounded by salt water governed by the GMA in Washington. So this requires careful planning.

What are "job numbers"?

As the city becomes more dense we need to consider banning use of gas powered landscaping tools to limit noise and greenhouse emissions

Great work, fun to see, thank you!

Can you compare the three with respect to total residential population numbers?

Not sure if there's time to add more comments, but I'd be interested to see what developers familiar with the island think between option 2 and 3. What do they see in market that would make one option more successful than the other?

more transit is important - for those of who live in Winslow area but not able to walk as much as would like - circulator buses could really cut down on my car trips to Winslow

Historically what are the projected growth numbers vs. the actual growth that took place? Historically the growth predictions are less than actual growth

Can you provide growth evaluations for review by the community? Predicted vs. actual over the years?

How many jobs are on the Island now.

Are you able to project which one would enable the largest number of people to live?

Prefer hybrid to include some of mid density housing and lower heights in core but definitely want to include pedestrian connections and am concerned about increasing affordable housing without denser developmen

Require more environmental preservation and management details. Thank you.

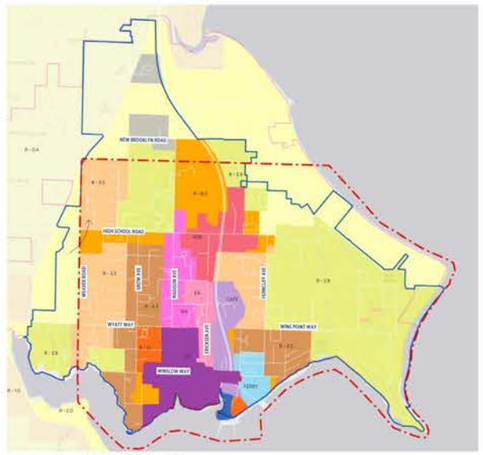
ALTERNATIVE WORKSHOP VIRTUAL OPEN HOUSE | NOV 2ND, 2023 CONT.

CITY OF BAINBRIDGE ISLAND

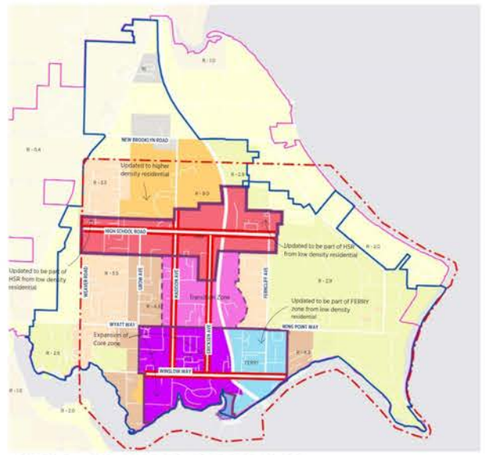
ALTERNATIVES

Legend

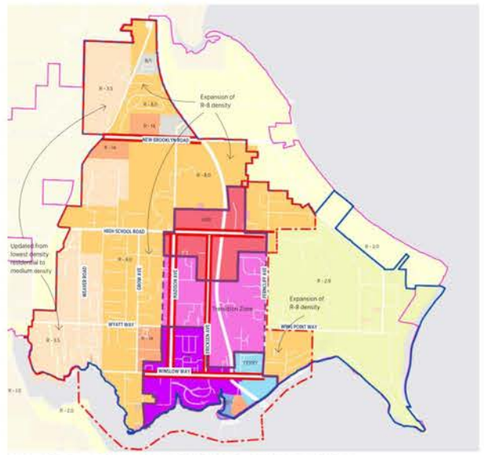
R - 0.4
R - 1.0
R - 2.0
R - 2.9
R - 3.5
R - 4.3
R - 8.0
R - 14.0
CC - Central Core Overlay
Ferry - Ferry Terminal Overlay
HSR - High School Road Districts I and II
B/I - Business/Industrial
WD-I - Water-Dependent Industrial
Cores / Walkable Corridors Zone
Transitional Zone
Active Ground Floor Corridor
SubArea Boundary
Winslow Water Services Boundary
Sewer Service Area Boundary



ALT 01 - NO ACTION



ALT 02 - WALKABLE CORRIDORS
(DENSE CENTERS)



ALT 03 - MIDDLE HOUSING EXPANSION
(DISTRIBUTED DENSITY)

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE | DEIB | COMMUNITY CHARACTER

REGULARITY AND PLANNING GUIDELINES

	HB 1220		HAP	2044 JOBS TARGET
ALT 01 NO ACTION	IN TOTAL ✗	MULTI FAMILY ✗	HOUSING NEED ✗	✗

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE ✓ | DEIB ? | COMMUNITY CHARACTER ✓

REGULARITY AND PLANNING GUIDELINES

	HB 1220		HAP	2044 JOBS TARGET
ALT 02 WALKABLE CORRIDORS	IN TOTAL ✓	MULTI FAMILY ?	HOUSING NEED ✓	✗

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE ✓ | DEIB ? | COMMUNITY CHARACTER ✓

REGULARITY AND PLANNING GUIDELINES

	HB 1220		HAP	2044 JOBS TARGET
ALT 03 MIDDLE HOUSING EXPANSION	IN TOTAL ✓	MULTI FAMILY ?	HOUSING NEED ✓	✗

WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

There is not enough information about basic resources to select at this time None of the above

I prefer less height in the core area but I see a conflict with the desire for affordable housing and duplex type development. I definitely want to see pedestrian connections to be prioritized

I like Alt 02 but would like to see more transitions/blending like Alt 03 provides.

BEST ZONING IN 2 BUT NEED SLIGHTLY BIGGER AREA. ALSO HAS SHORELINE MGMT. PLAN BEEN TAKEN INTO ACCOUNT?

The least amount of ecological impacts.

yes expand for middle housing, but also keep pockets of high density, near the ferry and high school road. Maybe on Bjune (set back from Winslow)

The higher-density walkable corridors appeals to me as a long-term desirable way to use the land and maintain Winslow's character, but I think there's merit in also integrating the larger near areas as a graduated step-down plan so the whole thing makes sense. (I am strictly an amateur here.)

Would like to optimize both housing expansion and walkability.

concerned about too much building expansion. water, animal life, etc

walkability sounds like a great option for the visitors and residents

keeps more of current character

Given the opportunity to increase BBI population is important.

Density spin one place.

Want more walkable neighborhood

I think that the Hawley neighborhood is not included in the Ferry District. Am I correct? I prefer less density for the area east of Ferncliff.

Keeping heights lower is important

Bainbridge is the only Sole Source Aquifer all Island UGA city surrounded by salt water governed by the GMA in Washington. So this requires careful planning.

What are "job numbers"?

As the city becomes more dense we need to consider banning use of gas powered landscaping tools to limit noise and greenhouse emissions

Great work, fun to see, thank you!

Can you compare the three with respect to total residential population numbers?

Not sure if there's time to add more comments, but I'd be interested to see what developers familiar with the island think between option 2 and 3. What do they see in market that would make one option more successful than the other?

more transit is important - for those of who live in Winslow area but not able to walk as much as would like - circulator buses could really cut down on my car trips to Winslow

Historically what are the projected growth numbers vs. the actual growth that took place? Historically the growth predictions are less than actual growth

I anm concerned about the apparent lack of familiarity with the actual build-out here in some areas (like the apparent connection to Ericksen and High School Road)...it would be good to have more landmarks (like BARN, Coppertop, the schools, T&C) for context. I can at least visualize #2.

51% of participants have voted so far, some could be typing out still

Looks like I mis-clicked on the poll: meant to favor hybrid, but got listed as Alt-03.

Can you provide growth evaluations for review by the community? Predicted vs. actual over the years?

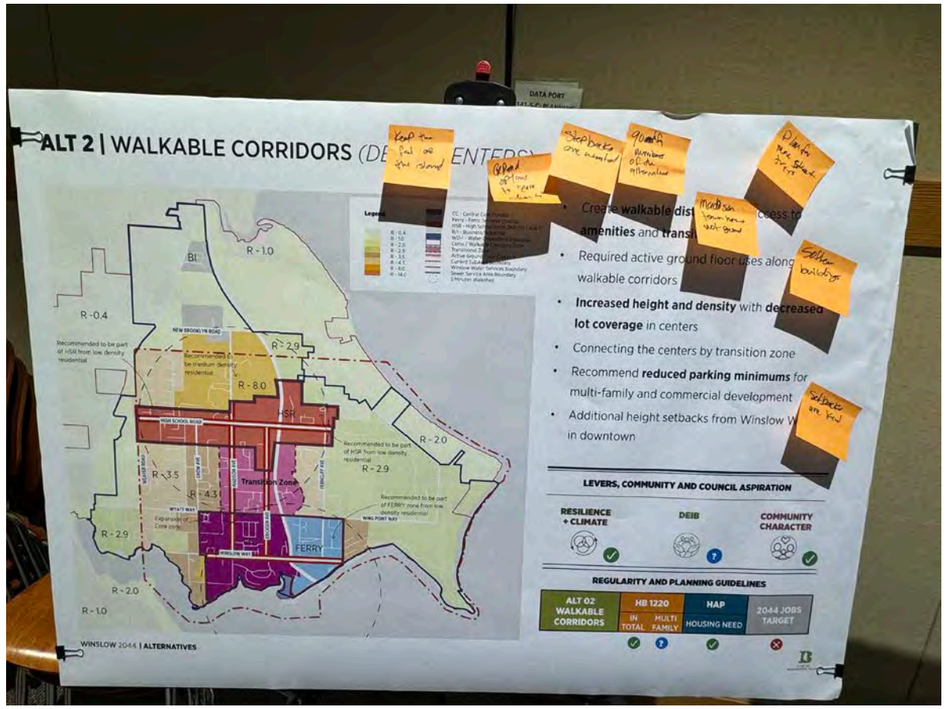
How many jobs are on the Island now.

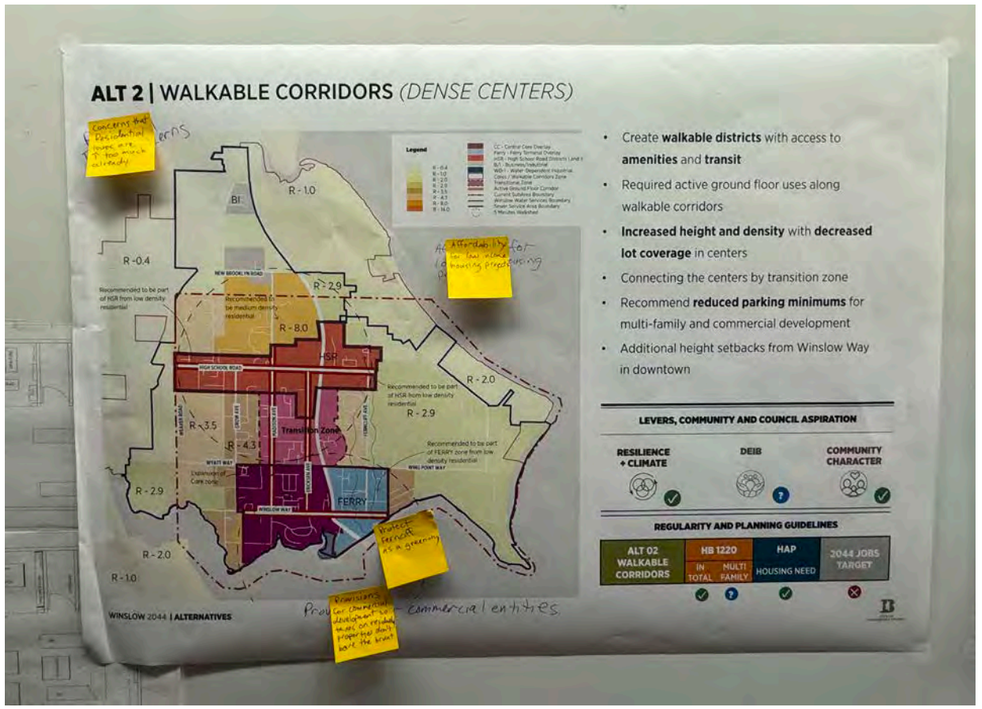
Are you able to project which one would enable the largest number of people to live?

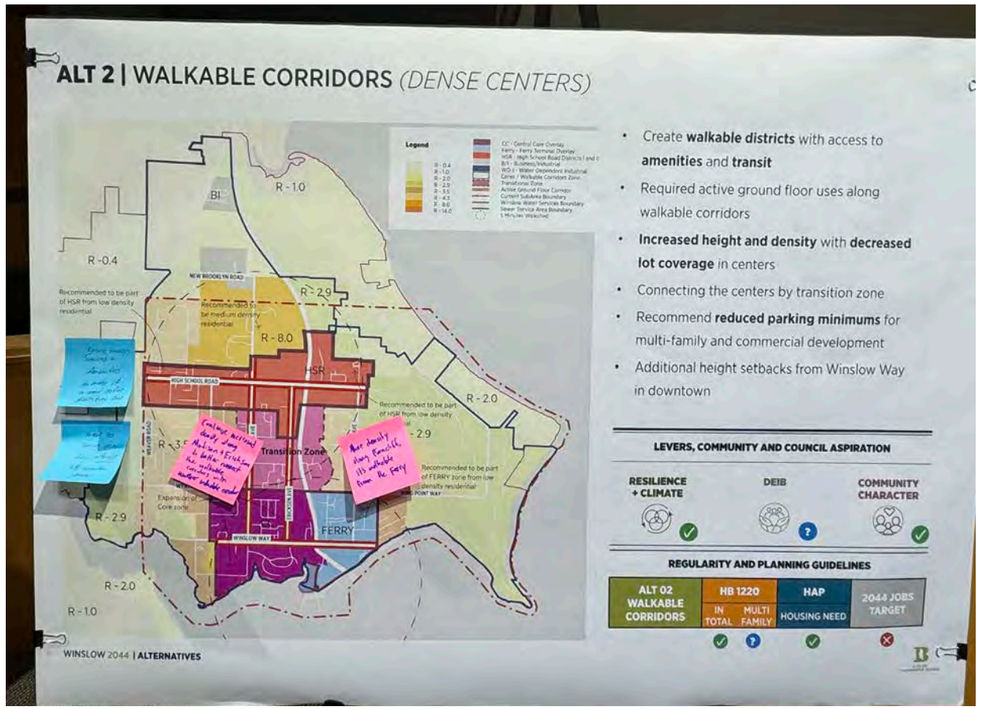
Prefer hybrid to include some of mid density housing and lower heights in core but definitely want to include pedestrian connections and am concerned about increasing affordable housing without denser developmen

Require more environmental preservation and management details. Thank you.

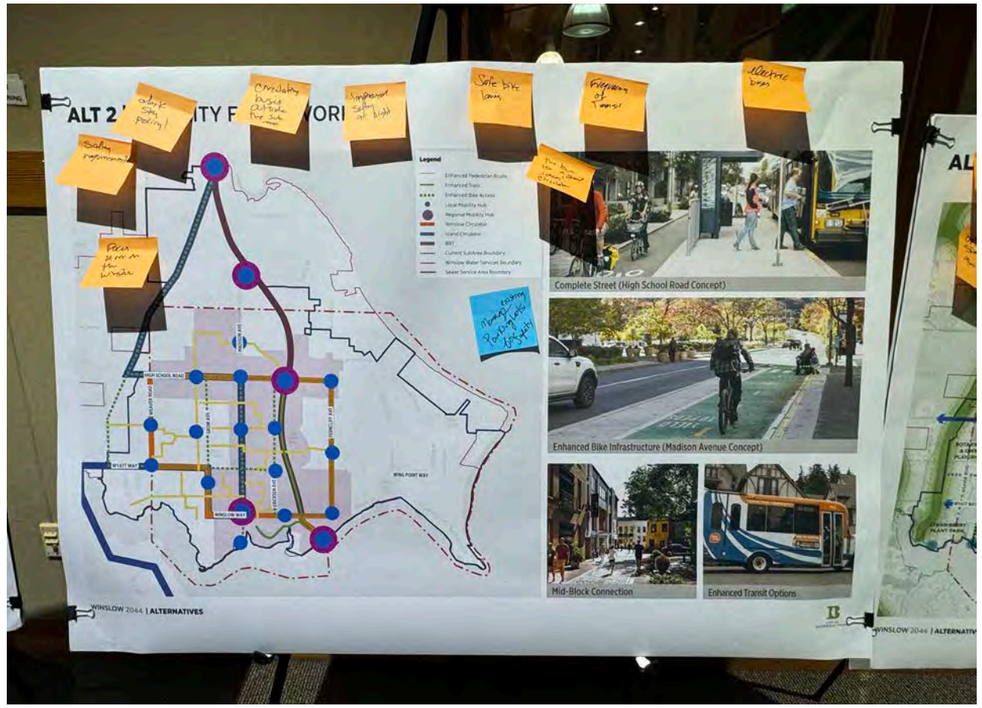
ALTERNATIVE WORKSHOP IN-PERSON OPEN HOUSE | NOV 9TH, 2023



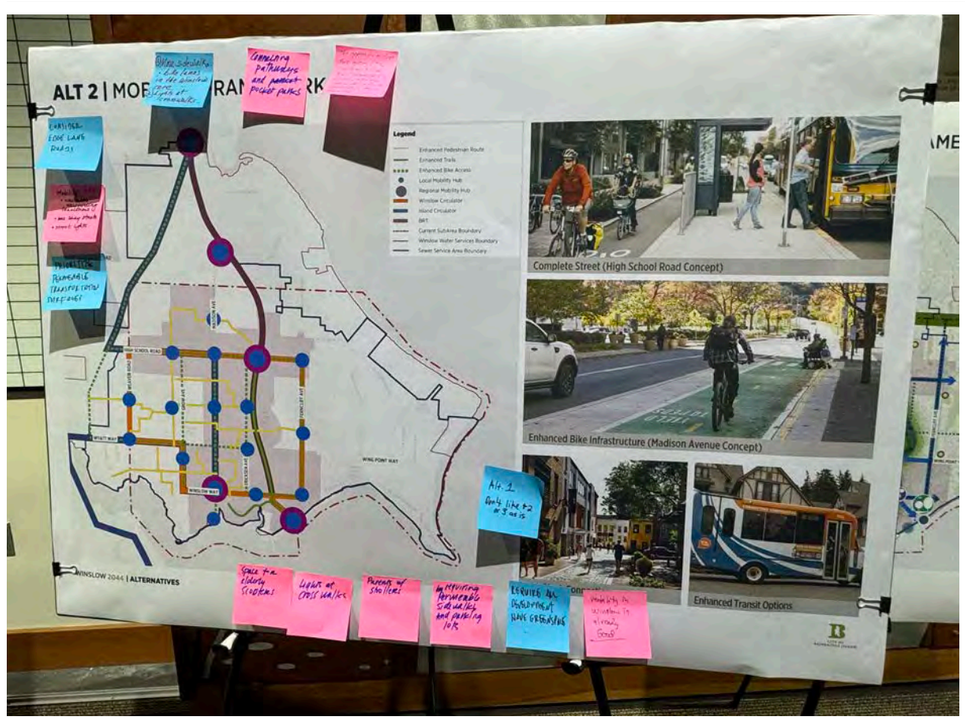




ALTERNATIVE WORKSHOPS IN-PERSON OPEN HOUSE | NOV 9TH, 2023









ORDINANCE NO. 2026-05

AN ORDINANCE of the City of Bainbridge Island, Washington, amending Titles 2, 17 and 18, and Sections 3.63.030 and 13.16.040 of the Bainbridge Island Municipal Code (BIMC), and updating terminology throughout the BIMC to ensure consistency with 2024 Comprehensive Plan periodic update.

WHEREAS, the City is required by the Growth Management Act (GMA), RCW 36.70A.130, to conduct a periodic review and update of its comprehensive plan and development regulations to ensure consistency with updated state laws and population and employment projections; and

WHEREAS, since the City's last Comprehensive Plan periodic update in 2016, the GMA was amended in numerous ways to address housing, including enacting new housing and land capacity requirements for cities and counties; and

WHEREAS, the Washington State Growth Management Act (GMA) now mandates the City to complete a periodic update of the Comprehensive Plan every ten years; and

WHEREAS, in 2023, the City began working on the update to the Winslow Subarea Plan (WSP) and on the periodic update of the Comprehensive Plan; and

WHEREAS, in the course of updating the WSP and Comprehensive Plan, the City developed three alternatives for the areas inside and outside the Winslow Subarea that were analyzed through a Draft Environmental Impact Statement (DEIS), issued July 26, 2024, with a comment period that ran through October 10, 2024; and

WHEREAS, throughout 2025, the Planning Commission then reviewed and updated the WSP, completing its preliminary review and recommendations for the WSP at their December 4 and 11, 2025 meetings, including recommendations to expand the Winslow Subarea boundary, update zoning district boundaries and to update development standards affecting areas within and adjacent to existing Winslow Subarea mixed use districts, and update changes to the City's affordable housing incentive programs; and

WHEREAS, in January 2026, the Planning Commission began its review of proposed updates to the Citywide Comprehensive Plan, reviewing Element by Element the essential updates proposed by City staff to reflect the updated planning period, and City work completed or underway since the 2016 Comprehensive Plan update; and

WHEREAS, the Planning Commission completed its preliminary review of the Comprehensive Plan Elements at its meeting on March 26, 2026; and

WHEREAS, the City must adopt development regulations that implement the Comprehensive Plan and consider changes to local regulations required by updates to state law; and

WHEREAS, the changes to the BIMC executed through this ordinance include changes to implement the draft preferred land use alternative inside and outside of the Winslow Subarea and includes some changes due to requirements of state law, includes updates to the City's affordable housing incentive program, and includes procedural or clarifying changes; and

WHEREAS, it is assumed that additional BIMC amendments can and will likely be made in the future to implement the Comprehensive Plan policy directives and implementing actions; and

WHEREAS, Ordinance 2026-04 adopts the update to the City's Comprehensive Plan and WSP, and is being processed concurrently with this ordinance; and

WHEREAS, the Planning Commission reviewed the proposed amendments to the BIMC at its meetings on April 16, 23 and 30, 2026; and

WHEREAS, on May 14, 2026, the Planning Commission after timely notice, conducted public hearings on both Ordinance No. 2026-04 and Ordinance No. 2026-05; and

WHEREAS, on XXX, after closing the public hearing, the Planning Commission deliberated on both ordinances and on XXXX voting to recommend XXX on Ordinance No. 2026-05; and

WHEREAS, on XXX, 2026, notice was given to the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, beginning on XXX, 2026, the City Council held study sessions on both Ordinance No. 2026-04 and Ordinance No. 2026-05; and

WHEREAS, on XXXX, 2026, the City Council conducted public hearings on both Ordinance No. 2026-04 and Ordinance No. 2026-05 and closed the public hearing; and

WHEREAS, on XXX, 2026, the City Council deliberated on Ordinance 2026-05; and

WHEREAS, the City is required to take final legislative action to complete the periodic update process per WAC 365-196-610(1)(c); and

WHEREAS, on XXX, a Final EIS was issued consistent with applicable requirements on the updates to the Comprehensive Plan, WSP, and development regulations; and

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Findings. The Bainbridge Island City Council hereby adopts the foregoing recitals as findings in support of the adoption of this Ordinance.

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.
- "Island-wide Transportation Plan" is changed to "Island-wide Mobility Plan"
- Remove reference to the R-14 zoning district

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 area~~s~~ exists 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 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, and 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~~



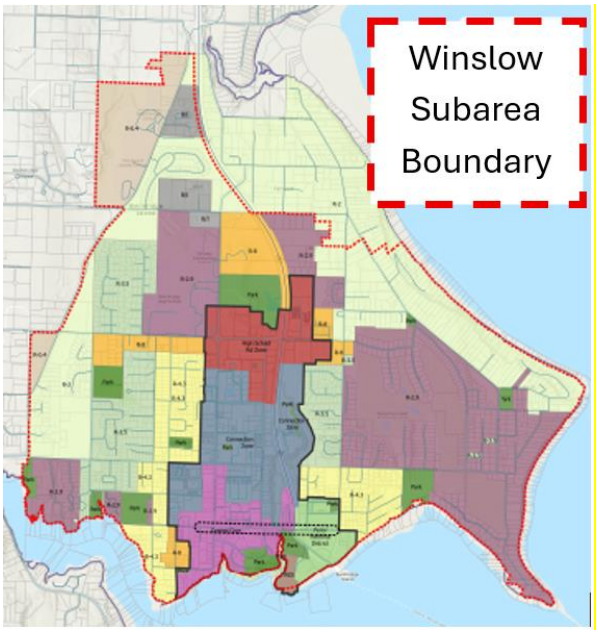
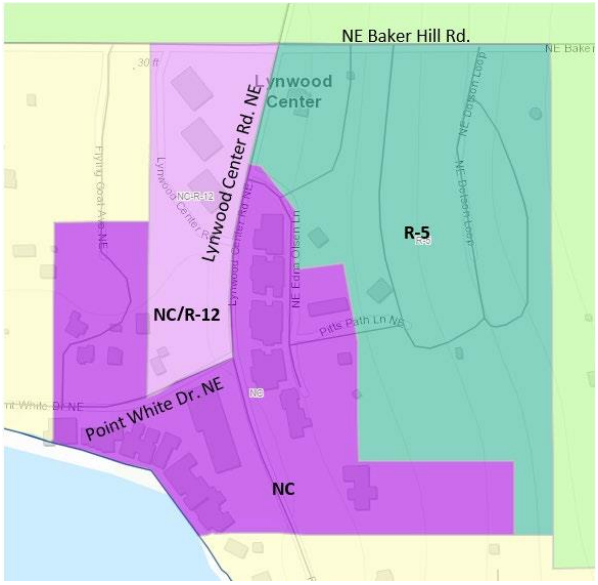
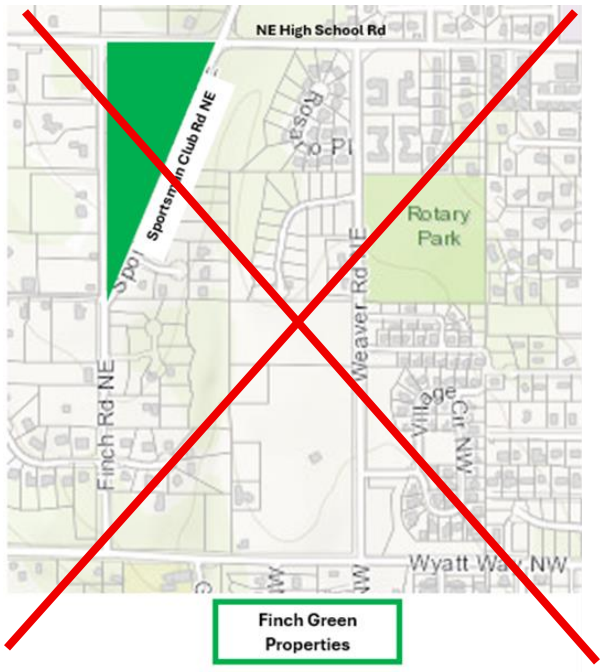


Figure 3.63.030-2: Lynwood Center Neighborhood Center Area



~~**Figure 3.63.030-3: Finch Green Properties**~~



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. Section 17.12.070.Q, and Tables 17.12.060-1 and Table 17.12.070-1 of the Bainbridge Island Municipal Code is amended as provided in Exhibit A, which is attached hereto and incorporated herein by reference.

Section 8. Sections 18.06.005, 18.06.010, 18.06.020, 18.06.030, 18.06.040, 18.06.090, 18.09.020, 18.09.030.B, 18.09.030.D.9, 18.09.030.I.5, 18.12.020, 18.12.030, 18.15.020.A-C, 18.15.020.J, Chapter 18.21, and Section 18.36.030 of the City of Bainbridge Island Municipal Code is hereby amended as provided in Exhibit B, which is attached hereto and incorporated herein by reference.

Section 9. Transmittal to Department of Commerce. Pursuant to RCW 36.70A.106, a complete and accurate copy of this ordinance shall be transmitted to the Washington State Department of Commerce, as required by law.

Section 10. Corrections. The City Clerk, as codified to this ordinance, is authorized to make necessary corrections to this ordinance, including, but not limited to, the corrections of scrivener and clerical errors, references, ordinance numbering, section/subsection numbers, and any references thereto.

Section 11. **Severability**. Should any section, paragraph, sentence, clause, or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

Section 12. **Effective Date.** This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this ____ day of _____, 2026.

APPROVED by the Mayor this ____ day of _____, 2026.

_____

Clarence Moriwaki, Mayor

ATTEST/AUTHENTICATE:

_____

Christine Brown, MMC, City Clerk

FILED WITH THE CITY CLERK:	_____, 2026
PASSED BY THE CITY COUNCIL:	_____, 2026
PUBLISHED:	_____, 2026
EFFECTIVE DATE:	_____, 2026
ORDINANCE NUMBER:	2026-05

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.

Table 17.12.060-1: Homesite Clustering Requirements

<table>
<tr><th>ZONING DISTRICT DIMENSIONAL STANDARD</th><th>R-0.4</th><th>R-1</th><th>R-2</th><th>R-2.9</th><th>R-3.5</th><th>R-4.3</th><th>R-5</th><th>R-6</th><th>R-8</th><th>~~R-14~~</th><th>NC</th><th>~~MUTC~~ ~~HS I and II~~ Winslow Town Center</th></tr>
<tr><td colspan="13">HOMESITE CLUSTERING REQUIRMENT</td></tr>
<tr><td>Short Subdivisions

2–4 lots with greater than 50% natural area and community space combined</td><td colspan="4">n/a [1]</td><td colspan="8" rowspan="3">25 ft. maximum homesite separation</td></tr>
<tr><td rowspan="2">2–4 lots with less than 50% natural area and community space combined</td><td colspan="4">No maximum homesite separation [1]</td></tr>
<tr><td>Site disturbance limited to 35% of site</td><td colspan="3">n/a [1]</td></tr>
<tr><td>Long Subdivisions

5–9 lots with maximum natural area requirement</td><td colspan="4">No maximum homesite separation [1]
Site disturbance limited to 35% of site</td><td colspan="8" rowspan="4">25 ft. maximum homesite separation</td></tr>
<tr><td rowspan="2">5–9 lots with less than maximum natural area requirement</td><td>50 ft. [2]</td><td colspan="3">25 ft.[2]</td></tr>
<tr><td colspan="4">Maximum homesite separation</td></tr>
<tr><td rowspan="2">10+ lots</td><td>50 ft.</td><td colspan="3">25 ft.</td></tr>
<tr><td colspan="4">Maximum homesite separation</td></tr>
</table>

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.

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

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.			

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.								

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												

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*

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 variety of different uses may be developed or created on properties, as permitted or conditionally allowed in each zone.

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.

EXCERPT 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
~~Commercial/ Residential Mixed Use Developments~~									~~P~~	~~P~~	~~P~~	~~P~~	~~P~~	~~P~~	~~P~~				~~B-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					

EXCERPT 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						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

1. Single-Family Dwellings.

a. 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.BD if applicable.

b. In the Mixed Use Winslow Town Center district, existing single-family dwellings are subject to R-4.3 zoning development standards.

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 in mixed used projects 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.B.

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.

e. Mulifamily and Micro-unit Multifamily dwelling units can be co-located on properties with other uses that are permitted or conditionally allowed pursuant to Table 18.09.020, to create mixed use properties. Any residential or non-residential use, building or structure shall comply with all applicable standards of the BIMC.

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.

c. "Micro-unit Multifamily" can be co-located with other uses, as described in section 18.09.030.B.2.

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

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.

3 4. Live/Work Units. Live/work units are allowed in the B/I zoning district, and are a building use that combines business activities within the same structure as a residential living space. In addition, such units can provide affordable work and housing space, meet the needs of special groups such as artists, and serve to incubate new businesses.

a. A live/work unit is limited to 3,000 square feet in gross floor area. The residential portion is limited to 40 percent of the live/work unit's area, not including any internal stairs.

b. The nonresidential use portion must be located on the first floor of the unit or, if parking is on the first floor, the unit's main floor area.

c. Living space shall be physically integrated into the live/work unit and not be rented, leased, sold, or occupied separately.

d. Access to outdoor open space shall be provided for the live/work units, such as a balcony or patio. The open space may be exclusive to the unit or shared with adjacent live/work units or businesses.

e. The live/work unit shall be occupied and used only by the owner of the business or manufacturing activity, or the owner's employee, and that person's household.

f. The business may employ up to three persons who do not reside in the live/work unit. Additional parking spaces may be required to be developed, assigned, or designated to accommodate such employees, pursuant to BIMC Table 18.15.020-1.

g. On-premises sales of goods shall be limited to those produced within the live/work unit or related to the permitted business activity, and comply with the standards outlined in subsection D of this section.

h. A valid business license associated with the business or manufacturing activity must be obtained from the city.

i. Other restrictions may apply subject to the requirements of the adopted International Building Code.

j. A site plan and design review permit may be required pursuant to BIMC 2.16.040.B prior to any other city approval of business licenses or other required permits.

k. The live/work unit and its related business operations shall conform to the performance standards listed in BIMC 18.06.050.B.

l. The live/work unit shall meet the requirements of the Kitsap Public Health District.

5. Small Wireless Facilities. Small wireless facilities are prohibited on any property containing a residential use in the residential zones except where allowed under BIMC 18.10A.040.E.13.

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 Uses

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.~~

[2~~-3~~] Additional setbacks for taller buildings must be from the ground upward – i.e., this is not a "step-back" requirement for upper floors.

[3 ~~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									
Commercial and Other Nonresidential Uses:	0.6	~~0.4~~ 0.3	~~0.3~~	~~0.15~~	0.1	0.3	No max.; limited by other standards		
Residential	0.4	~~0.4~~ 0.5	~~0.3~~	~~0.5~~	0.4	0.3	R-2 standards apply	No FAR limit; limited by other standards:	
Mixed Use ~~[2]~~	1.0	~~0.5~~ 0.5	~~0.5~~	~~0.5~~	0.5	0.3	No max.; limited by other standards		
Maximum with Bonus	Bonus densities require compliance with BIMC 18.12.030.B, C ~~E~~ and 18.21~~.050~~ as applicable.								
Residential	~~1.0~~ 2.5	~~0.6~~ 1.5	~~0.6~~	~~1.0~~	~~1.1~~ 2.5	~~0.6~~ 2.5	Bonus densities require compliance with BIMC 18.12.030. B ~~D~~	N/A	N/A
Affordable Housing Development on Property Owned or Controlled by a Religious Organization [~~7~~ 4]	~~1.1~~ 2.5	~~0.8~~ 1.5	~~0.75~~	~~1.25~~	~~1.2~~ 2.5	~~0.75~~ 2.5	Bonus densities require compliance with BIMC 18.21.050 and 18.12.030.B ~~D~~	N/A	N/A
Mixed Use ~~[2]~~	~~1.5~~ 2.5	~~1.0~~ 1.5	~~0.9~~	~~1.0~~	~~1.2 (1.4 pursuant to note [3])~~ 2.5	~~0.9~~ 2.5	Bonus densities require compliance with BIMC 18.12.030.B	N/A	N/A

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>							
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%~~ <u>50%</u>	50%
		<u>35%</u>							
SETBACKS (Minimum required unless otherwise noted) ~~[4]~~ <u>[2]</u> 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									

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>							
(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.									
Front									
	Commercial: 5 ft. max. from sidewalk; Residential: 10 ft. min. and 20 ft. max. from Madison Ave. sidewalk	~~10 ft. min., 20 ft. max.~~	~~15 ft. min., 20 ft. max.~~	~~5 ft. max. from sidewalk~~	5 ft. max. from sidewalk except as modified by transition standards in BIMC 18.12.030.C	10 ft. max. from sidewalk	0 ft. min., 20 ft. max from any street, planned right-of-way or road easement, unless otherwise provided under special planning area provisions	50 ft. min. along any public right-of-way	40 ft. min. from property in residential districts; 10 ft. min. for all other
		<u>5 ft min., 20 ft. max.</u>							
<u>Winslow Way Overlay District (WWOD) see Winslow Subarea Zoning Map</u>	• <u>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.</u> • <u>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.</u>								
Side									
	0 ft.; 5 ft. min. when property abuts the Madison Avenue or	~~0 ft.; 5 ft. min. when property abuts the central core~~	~~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	40 ft. min. from property in residential districts; 10 ft. min. for all other

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>							
	Ericksen Avenue overlay districts	~~overlay district~~						increase this to a maximum of 100 ft. depending on the type, scale, and intensity of the proposed use, subject to site plan review.	
		<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>							
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								

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 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			
Bonus ~~2~~ 3 for Nonresidential Uses with Major Conditional Use Permit							45 ft.	45 ft.	45 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							
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.								
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, based on the underlying R-2 density, 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. Optional Affordable Housing Bonus Density/ Voluntary Inclusionary Zoning.

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

b. Development projects are eligible to utilize the maximum bonus FAR and 2 additional stories of building height, provided in Table 18.12.020-3, by providing underbuilding parking and providing the amount of designated affordable housing units outlined below in Table 18.12.030-1. 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.

Table 18.12.030-1		
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%**	

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

a. Development projects may have available the maximum bonus FAR and the maximum building height, without providing underbuilding parking as 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. Parking requirements outlined in BIMC 18.15.020 may be reduced as approved by the Director.

3. 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 18.12.030-2. 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.

Table 18.12.030-2	
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. -

4. 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

All development shall comply with the following regulations addressing parking and loading unless other applicable regulations require additional or different treatment of parking and loading, in which case the more specific standard or criteria shall apply. The following sections of the BIMC may impose additional development standards, and in the case of conflict between any two or more development standards or criteria, the more specific shall apply:

BIMC 16.12.030.C.3, Shoreline Master Program, Parking.

Chapter 16.20 BIMC, Critical Areas.

BIMC 18.15.010, Landscaping and screening.

A. Purpose. The purpose of this section is to provide for safe, efficient and well-designed access and parking while minimizing the environmental and visual impact of motor vehicle facilities.

B. General Requirements.

1. Driveways, parking, and walkways shall accommodate pedestrians, motor vehicles and bicycles used by occupants or visitors of a structure or use. Location is subject to review of the planning and engineering departments.

2. No building permit shall be issued until the applicant has submitted satisfactory plans demonstrating that required parking facilities will be provided and maintained.

3. Unless authorized by a conditional use permit or this title, the use of property in a residential zone for commercial parking is prohibited.

4. All driveways and other parking areas, except those serving single-family residences, shall be surfaced with permanent materials acceptable to the public works department, and shall be designed to manage stormwater runoff in accordance with Chapter 15.20 BIMC. Existing designated parking areas with nonconforming gravel surfacing can continue to be used, without modification, to provide up to six required parking spaces.

5. Residential parcels are encouraged to have two-track driveways (also known as Hollywood or wheel strip driveways).

6. Unless approved by the director, only a single access to public right-of-way is allowed for an individual lot. More than one access may be allowed by the director if the director determines, based on drawings or other information submitted by the applicant, that (a) the proposed site access includes measures that mitigate any identified negative impacts or effects that would result from the additional access point(s); and (b) the additional access point(s) will improve on-site or off-site traffic flow or is necessary for, or will help facilitate, compliance with other requirements of this chapter.

7. Joint use of required access ways with adjacent properties is encouraged. The director may approve joint access if the applicant demonstrates to the satisfaction of the director that the joint access (a) will promote the orderly development of the surrounding area; or (b) will help reduce or avoid cumulative adverse impacts that would result from each property accessing the right-of-way separately; and (c) will not create a safety hazard.

8. With the exception of residential ~~single-family and duplex~~ buildings ~~on individual lots~~, access and parking spaces shall be designed so that no backing movement by a vehicle, except emergency and service and delivery vehicles, shall be allowed onto a public right-of-way; provided, that the director may waive this requirement where no reasonable design alternative exists.

9. No parking space may block access to other parking spaces unless tandem parking has been approved for a residential building ~~single residence or individual dwelling units of a multifamily structure~~.

10. On-street parking created or designated in conjunction with and adjacent to a project may be included in the parking space calculation upon approval of the director.

11. When new or expanded development is required to provide parking for more than 10 cars, the development shall integrate electric vehicle charging infrastructure as required in subsection C.3 of this section. For the purposes of this subsection, “expansion” means that a development is expanded by more than five percent of its existing floor area, or by more than five percent of its overall size in cases where floor area is not applicable, and the requirements of subsection C.3 of this section apply to only those spaces associated with the expansion.

12. When a new development is required to provide parking for more than 25 cars, at least one parking space near the entrance must be reserved and signed for use by a shared-car program. All parking spaces reserved and signed for use by a shared-car program must also be EV-capable.

13. The provisions of subsections C.11 and 12 of this section are intended to amend and supersede the state building code provisions in WAC 51-50-0429. Further, the provisions of subsections C.11 and 12 of this section do not apply to single-family residences and multifamily residential buildings containing four or fewer residential units as defined in RCW 19.27.015(4).

14. For all development except for single-family residential, the required parking for two or more complementary uses may be reduced up to 50 percent when provided by a common parking lot, but may not be reduced below the highest parking requirement. The reduction shall be reviewed and authorized by the director of planning and community development together with a site plan and design review permit, building permit, or business license, depending on when the parking space reduction is proposed.

15. Pursuant to RCW 36.70A.622(1)(f), off-street parking requirements can be reduced or waived if compliance with any tree retention requirements of BIMC Chapter 16.32, Title 17, or Section 18.15.010 would otherwise make a proposed residential development or redevelopment infeasible.

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.

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	~~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.

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, NC, or B/I district	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.					

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				
	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.

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
	~~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 A~~a~~ffordable H~~h~~ousing 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~~.

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.



Figure 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.~~

B ~~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.

C ~~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.

D ~~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~~

E ~~F~~. Accessory Dwelling Units ("ADU"). ADUs are prohibited for projects governed by this section.

F ~~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.

G ~~H~~. Parking. The amount of parking shall be determined as part of a transportation study or mobility assessment.

H ~~I~~. The maximum dwelling unit size shall be limited to 1,400 square feet.

I ~~J~~. Projects proposed and constructed on the same property(ies) as existing buildings may result in a permitted mixed-use property.

J ~~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))

"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 or within the development.

"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)

STATE OF WASHINGTON
DEPARTMENT OF COMMERCE
1500 Jefferson Street SE | PO Box 42525 | Olympia, Washington 98501 | 360-725-4000
www.commerce.wa.gov

April 23, 2026

The Honorable Clarence Moriwaki and Ellen Schroer
Mayor of Bainbridge Island and Interim City Manager
c/o Patricia Charnas, Planning Director

Sent via electronic mail: pcharnas@bainbridgewa.gov

Re: Housing Accountability Act review of city of Bainbridge Island's housing element and development regulations

Dear Mayor Moriwaki and Ellen Schroer,

Thank you for your assistance in our review of the city of Bainbridge Island's comprehensive plan housing element and development regulations under the Housing Accountability Act (HAA). The Growth Management Housing Policy Team ("Commerce") has completed review of the city's submitted materials under the evaluation framework provided by RCW 36.70A.835.

The enclosed preliminary report describes our review of the city's housing element and development regulations and whether we found them to be consistent with the requirements in RCW 36.70A.835(7).

Commerce found some of the city's materials to be inconsistent with the requirements. Please see the report for explanation of Commerce's review and detailed descriptions of needed changes. The identified changes must be made and submitted to Commerce within 120 days of the date of this letter to receive a determination of compliance. Information on the process for submitting amended materials and information on other HAA requirements can be found in the introduction to the enclosed report.

If you have any questions about the information presented in this report, please contact us by email at gmshaa@commerce.wa.gov. The HAA team is available for technical assistance, questions, and, if requested, can attend upcoming meetings with your planning commission and/or council. We appreciate your continued collaboration and aim to be a resource in supporting the city of Bainbridge Island's efforts to plan for and accommodate housing for all members of the community.

Sincerely,

Laura K Hodgson

Laura Hodgson
Housing Planning and Data Manager
Growth Management Services

cc: Darron Buchanan, Planning Manager, city of Bainbridge Island
Jennifer Sutton, Senior Planner, city of Bainbridge Island
Dave Andersen, AICP, Managing Director, Growth Management Services
Valerie Smith, AICP, Deputy Managing Director, Growth Management Services
Carol Holman, MUP, Western Regional Manager, Growth Management Services
Ben Serr, AICP, Eastern Regional Manager, Growth Management Services
Anne Fritzel, AICP, Housing Section Manager, Growth Management Services
Ted Vanegas, Senior Planner, Growth Management Services

Housing Accountability Act: Preliminary Report
City of Bainbridge Island
April 23, 2026

Executive Summary

The city of Bainbridge Island's comprehensive plan housing element and housing development regulations have been selected for review under RCW 36.70A.835(9). Department of Commerce's Growth Management Housing Policy Team ("Commerce") has reviewed the city's housing element and housing related regulations for consistency with the following laws and regulations listed in RCW 36.70A.835(7)(a):

1. Growth Management Act (GMA) housing planning goal (RCW 36.70A.020(4))
2. Housing element requirements in the GMA (RCW 36.70A.070(2))
3. Relevant rules in the Washington Administrative Code
4. State Environmental Policy Act requirements (chapter 43.21C RCW)
5. The city's comprehensive plan
6. Requirements for siting emergency shelters, transitional housing, emergency housing and permanent supportive housing (STEP) (RCW 35A.21.430)
7. Co-living housing requirements (RCW 36.70A.535)
8. Requirements for density bonuses on religious organization property (RCW 36.70A.545)
9. Requirements for residential parking area standards (RCW 36.70A.622)
10. Requirements for sufficient land capacity, middle housing siting and accessory dwelling unit siting (RCW 36.70A.115, 36.70A.635, 36.70A.636, 36.70A.637, 36.70A.638, 36.70A.680, 36.70A.681, 36.70A.682, 36.70A.696, 36.70A.697, 36.70A.698 and 36.70A.699)

The Department of Commerce finds that the city of Bainbridge Island's comprehensive plan housing element and housing development regulations are inconsistent with the following requirements. The city must take the following actions to resolve the identified inconsistencies by August 21, 2026, to receive a determination of consistency from Commerce**.**

1. **Requirement:** Consistency with housing goal in the Growth Management Act (RCW 36.70A.020(4)), **Action:** Address items 2 and 3 below. See Analysis 1.
2. **Requirement:** Identify sufficient capacity of land for housing in the housing element (RCW 36.70A.070(2)(c)). **Action:** Include a summary of sufficient land capacity in the housing element including a table identifying housing capacity at each income level; make adjustments to the land capacity methodology documentation to be consistent with Commerce guidance (Draft Urban Growth Area Guidebook); and show documentation of emergency housing capacity in the form of beds not units. See Analysis 2(C).
3. **Requirement:** Make adequate provisions for housing needs of all income levels (RCW 36.70A.070(2)(d)). **Action:** Identify barriers to achieving housing availability of all income levels which are within the jurisdiction's control and local actions to address these in the housing element, including identification of shortfalls in local funding. See Analysis 2(D).
4. **Requirement**: Identify policies and regulations impacting racially disparate impacts, displacement and exclusion in housing (RCW 36.70A.070(2)(e)). **Action**: Document the city's review of its policies and regulations for racially disparate impacts, displacement and exclusion and its findings in the housing element. See Analysis 2(E).

5. **Requirement:** Identify areas at risk of displacement (RCW 36.70A.070(2)(g)). **Action:** Include a displacement risk map of the city or a discussion of areas that may be at risk of displacement in the housing element. See Analysis 2(G).
6. **Requirement:** Consistency with the procedural requirements of the State Environmental Policy Act (SEPA) in chapter 43.21C RCW. **Action**: Complete the SEPA procedures for the comprehensive plan and the city's updates to its housing development regulations. See Analysis 4.
7. **Requirement**: Internal consistency with the comprehensive plan. **Action**: Incorporate an updated future land use map in the land use element, update the capital facilities element to include a forecast of future needs and propose locations and capacities of new or expanded facilities consistent with future housing growth, and update the utilities element to include information about the capacity of utilities to accommodate future housing growth. See Analysis 5.
8. **Requirement:** Emergency shelters, transitional housing, emergency housing and permanent supportive housing (STEP) requirements (RCW 35A.21.430). **Action**: Allow emergency housing and emergency shelter in all zones that allow hotels and allow permanent supportive housing and transitional housing in all zones that allow residential dwelling units and hotels. See Analysis 6.
9. **Requirement:** Co-living housing requirements (RCW 36.70A.535). **Action**: Define co-living consistent with state statute, allow co-living as a permitted use on any lot that allows at least six multi-family residential units or is zoned for mixed-use development, define density of co-living consistent with state statute, and ensure additional regulations on co-living are consistent with requirements in RCW 36.70A.535. See Analysis 7.
10. **Requirement**: Density bonus for affordable housing on religious organization property (RCW 36.70A.545). **Action**: Allow the provisions of Bainbridge Island Municipal Code (BIMC) 18.21.050 to apply to all property owned or controlled by religious organizations now. See Analysis 8.
11. **Requirement**: Residential parking requirements (RCW 36.70A.622). **Action**: Revise the city's municipal code to allow tandem parking for all residential development without a separate approval, revise some dimensional parking space requirements, clearly state grass block pavers are allowed and count towards some parking minimums, add provisions for some existing gravel parking to count towards minimum parking, and allow on-street parking waivers in certain cases for residential projects with tree retention requirements. See Analysis 9.
12. **Requirement**: Provide sufficient capacity of land to accommodate siting of allocated housing and employment growth (RCW 36.70A.115). **Action**: Identify specific zoning changes that are proposed with the comprehensive plan to ensure sufficient capacity for the city's allocated housing growth and update the city's zoning map and development regulations to be consistent with the proposed zoning changes. See Analysis 10(A).

If Commerce determines that the city's amended housing element or housing development regulations are inconsistent with the requirements in RCW 36.70A.835(7) listed above, the city is subject to the following:

- Ineligibility for certain state infrastructure grants and loans which use GMA compliance as a basis for awarding funding (RCW 36.70A.130(7)(b)), as detailed in WAC 365-196-585.
- Conditions and limitations set forth in RCW 36.70A.835(11).

Introduction

The Washington State Legislature passed the Housing Accountability Act (HAA) in 2025, primarily codified in RCW 36.70A.835. This law establishes voluntary and selected processes for Commerce to review and approve the comprehensive plan housing element and housing development regulations of local governments fully planning under the Growth Management Act (GMA).

The city of Bainbridge Island was notified of being chosen for selected review on January 13, 2026. After notification, the city of Bainbridge Island submitted its latest draft comprehensive plan and appendices, housing development regulations and completed HAA checklists to Commerce for review by March 19, 2026.

This report summarizes Commerce's review of the city of Bainbridge Island's submitted housing element and housing development regulations under the Housing Accountability Act. The city's materials were reviewed for consistency with the requirements in RCW 36.70A.835(7)(a). For each requirement, this report includes:

- A scope of review to provide information on how consistency was evaluated. These review requirements are derived from the Revised Code of Washington (RCW), Washington Administrative Code (WAC) and Commerce guidance.
- An analysis of how the city's plan and regulations respond to the requirement and if they are consistent.
- Where the city's plans, policies or regulations are inconsistent with the requirement, recommended actions to resolve the inconsistency.

Based on the requirements in RCW 36.70A.835(9)(b)(i), the city must amend its housing element and/or any relevant housing development regulations to address the inconsistent items within 120 days of the date on this report to receive a determination of compliance. Commerce may extend the 120-day correction period with written agreement of the city, however such a decision is at the discretion of Commerce. Before adoption of changes, Commerce will hold a joint public hearing on the final materials with the local government prior to adoption to accept public testimony on the jurisdiction's HAA selected review materials.[1]

After amendments are made, the city of Bainbridge Island must submit its adopted materials to Commerce along with the materials listed in RCW 36.70A.835(5)(a). Please submit all required items in PlanView and email the Housing Accountability Act team at gmshaa@commerce.wa.gov to notify them that material has been submitted for review. Per RCW 36.70A.835(4), the jurisdiction's housing element and housing development regulations subject to review under HAA shall not take effect until Commerce issues a final decision of compliance.

If compliance is not achieved

If Commerce determines that the city's amended housing element or housing development regulations are still inconsistent with the requirements in RCW 36.70A.835(7), the city is subject to the following:

- Ineligibility for certain state infrastructure grants and loans which use GMA compliance as a basis for awarding funding (RCW 36.70A.130(7)(b)), as detailed in WAC 365-196-585.

[1] See more information on the joint hearing in the HAA fact sheet.

- Conditions and limitations in RCW 36.70A.835(11)(a), which states the jurisdiction may not deny any affordable or moderate-income housing development.

The jurisdiction will remain out of compliance until it amends its housing element and/or housing development regulations to be consistent with the requirements in RCW 36.70A.835(7) and Commerce issues a decision of compliance.

As the city of Bainbridge Island works through the HAA process, housing planning resources can be found online on Commerce's Housing Planning webpage. Commerce's Housing Accountability Act team is also available for technical assistance and to answer questions; the team can be reached at gmshaa@commerce.wa.gov.

Analysis

1. GMA housing planning goal

Scope of review
The housing element must be consistent with the housing goal in the GMA (RCW 36.70A.020(4)), including:

- Plan for and accommodate housing affordable to all economic segments of the population of this state,
- Promote a variety of residential densities and housing types, and
- Encourage preservation of existing housing stock.

Findings
Commerce has found the city of Bainbridge Island's housing element promotes a variety of residential densities and housing types through multiple goals and policies (Goal HO-1, HO-3, HO-4 and HO-6, and Policies HO 1.3, 1.4, 1.7, 3.1, 3.11, 3.12, 4.1, 4.2, 4.3, 4.4, 4.5, 4.6, 6.4 and 6.9). In addition, several implementation actions promote a variety of residential densities and housing types including HO Action #2.

The city's housing element also encourages preservation of existing housing stock through multiple goals and policies (Goal HO-2, HO-3, HO-5 and HO-11, and Policies HO 2.1, 2.2, 3.6, 3.7, 3.8, 3.9, 5.1, 5.2, 7.2, 8.3, 9.6 and 11.2).

However, we have found that the city's housing element does not plan for and accommodate housing affordable to all economic segments of the population because it does not clearly demonstrate how the city has identified sufficient capacity and adequate provisions for housing affordable to all economic segments.

Changes needed
To fully address the housing goal in RCW 36.70A.020(4) and "plan for and accommodate housing affordable to all economic segments," we have determined that the city of Bainbridge Island will need to complete the actions noted in sections 2C and 2D below, related to the requirements in RCW 36.70A.070(2)(c) and (d).

2. Housing element requirements

Scope of review
The housing element must be consistent with all housing element requirements in the GMA (RCW 36.70A.070(2)), including:

a) Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth as provided by the department of commerce,
b) Includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing, including moderate density housing options within an Urban Growth Area (UGA),
c) Identifies sufficient capacity of land for housing as provided in RCW 36.70A.070(2)(c),
d) Makes adequate provisions for existing and projected needs of all economic segments of the community,
e) Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing
f) Identifies and implements policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions,
g) Identifies areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments,
h) Establishes anti-displacement policies.

2(A): Inventory and analysis of housing needs, RCW 36.70A.070(2)(a)

RCW 36.70A.070(2)(a) states that the housing element must include an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the Department of Commerce, including units for moderate, low, very low and extremely low-income households; and emergency housing, emergency shelters and permanent supportive housing.

Findings
Commerce has found that figures for existing and projected housing needs, including projected needs for moderate, low, very low and extremely low-income households, emergency shelters and permanent supportive housing, are included in Table HO-1 (pg. HO-6). These are consistent with projections of housing need established by Commerce for Kitsap County, and were allocated by Kitsap County to each jurisdiction. The housing element also includes an inventory of existing housing, including amount of various housing types, information on cost-burdening, and recent housing construction trends (pg. HO 2-5). Affordability of housing types in the city is also included in the land capacity analysis.

We have determined that no changes are needed to be consistent with the housing element requirements in RCW 36.70A.070(2)(a).

2(B): Goals and policies for housing development and preservation, RCW 36.70A.070(2)(b)

RCW 36.70A.070(2)(b) states that the housing element must include goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences, and within an urban growth area boundary, moderate density housing options including, but not limited to, duplexes, triplexes and townhomes.

Findings
Commerce has found that the city's housing element includes a variety of goals and policies which directly address the preservation, improvement and development of housing, including moderate density housing types. It includes a broad and comprehensive list of policy approaches, and specific policies focused on additional possible funding sources which are critical to realizing the creation of new affordable housing.

1. Preservation and/ or improvement are addressed in the following goals and many of the associated policies: Goal HO-2, Goal HO-3, Goal HO-5 and Goal HO-11.
2. Development of housing is addresses in the following goals and many of the associated policies: Goal HO-1, Goal HO-3, Goal HO-4, Goal HO-6, Goal HO-8, Goal HO-9 and Goal HO-10.
3. Moderate density housing development is addressed in the following goals or policies: Goal HO-3, Policies HO-3.1, 3.11, 3.12 and 6.9.

We have determined that no changes are needed to be consistent with the housing element requirements in RCW 36.70A.070(2)(b).

2(C): Sufficient capacity of land for housing, RCW 36.70A.070(2)(c)

RCW 36.70A.070(2)(c) states that the housing element must identify sufficient capacity of land for housing including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area boundary, consideration of duplexes, triplexes and townhomes.

Findings
Commerce has found that the city's housing element includes no mention of sufficient capacity for housing needs at all income levels. While the city submitted additional documentation in the form of two land capacity analyses which seem to indicate sufficient capacity for housing needs at all income levels in the *Winslow Land Capacity Analysis for Draft Preferred Alternative Updated 3-19* (pg. 6-7), the information was difficult to follow. The total likely net dwelling units in the land capacity were counted in multiple capacity columns. Additionally, the city evaluated housing capacity for emergency housing with other housing needs at various income levels, which did not account for the fact that emergency housing is not allowed in all of the zones where capacity was evaluated and emergency housing capacity should be calculated as number of beds per acre, not units per acre.

Changes needed
In order for Commerce to determine that the city's land capacity analysis (LCA) is consistent with the housing element requirements in RCW 36.70A.070(2)(c), the city will need to:

1) Include a summary of the land capacity findings in the housing element and include any additional supporting information in an appendix. This should include a table comparing total development capacity at each income level to allocated housing needs, showing capacity at each income level.
2) For consistency with Commerce guidance, if market factors greater than 25% are utilized, Commerce recommends providing data or supporting local information to support these factors (see Commerce's *Draft Urban Growth Area Guidebook*, page 36).
3) Emergency housing needs should be evaluated separately from other housing because the calculation is not based on dwelling unit capacity, it is based on the number of beds. Additionally, the capacity should be based on just those zones that allow or are proposed to allow emergency housing and emergency shelter. See Commerce's *Guidance for Updating your Housing Element*, pages 46-53.

2(D): Adequate provisions for housing needs, RCW 36.70A.070(2)(d)

RCW 36.70A.070(2)(d) states that the housing element must make adequate provisions for existing and projected needs of all economic segments of the community, including:

1. Incorporating consideration for low, very low, extremely low and moderate-income households;
2. Documenting programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations;
3. Consideration of housing locations in relation to employment location; and
4. Consideration of the role of accessory dwelling units in meeting housing needs.

Findings

Commerce has found that the city's housing element incorporates consideration for low and moderate income households throughout, including through policies to encourage housing development, moderate-density housing options and affordable housing (see above in Analysis 2B). The housing element also considers housing needs of all income levels by evaluating capacity for housing for low-, very low, extremely low and moderate-income households in the land capacity analysis appendices.

However, based on our review, it is not clear that the city identified barriers to achieving housing availability in the housing element, consistent with RCW 36.70A.070(2)(d)(ii). Per Commerce guidance (pg. 59 of Commerce's *Guidance for Updating Your Housing Element*), jurisdictions must document local barriers that limit or effectively prohibit the production of housing needed to serve all economic segments, including development regulations, process obstacles, limited land availability and funding gaps. From this list of barriers, jurisdictions must then identify programs and actions needed to achieve housing availability. While the city did identify actions to achieve the city's housing policies (pages HO-17-21), we recommend the city update this list based on the barriers evaluation.

In the identification of barriers and actions, based on recent Growth Management Hearings Board cases,[2] Commerce recommends that jurisdictions also provide additional information on barriers. Jurisdictions should identify the number of housing units that require subsidies to be constructed and the gaps in local funding needed to achieve these affordable housing needs,

[2] Futurewise et al. v. City of Mercer Island, Final Decision and Order, Case No. 25-3-0003

information on which available local funding tools or incentives are already being used, and which local tools can be implemented to help close the funding gap.

Consideration of housing locations in relation to employment location is evident in the future land use map included in the Winslow land capacity analysis which shows accommodation of higher density housing and residential mixed-use development near the commercial core. The housing element also includes a number of policies to support co-location of housing and employment or services, as well as policies to encourage better connectivity of workers and housing to services, commercial uses and employment centers (Policies HO-3.3 and 4.2).

Consideration of the role of accessory dwelling units (ADUs) in meeting housing needs is achieved through policies to encourage development of ADUs in residential zoning districts (Policies HO-3.1 and 4.6). The land capacity analysis also includes ADU capacity, using an assumed participation rate consistent with existing trends, which is consistent with Commerce guidance.

Changes needed
To meet the requirement in RCW 36.70A.070(2)(d), Commerce has determined that the city of Bainbridge Island must identify barriers to achieving housing availability which are within the jurisdiction's control and local actions to address these (e.g., building height restrictions). See WAC 365-196-410(2)(e)(iii) and (iv), Commerce's *Guidance for Updating Your Housing Element* pages 59-73 and associated Appendix B: Adequate provisions checklist. The barriers analysis should include identification of "gaps in local funding" (RCW 36.70A.070(2)(d)(ii)) to achieve these affordable housing needs. It should also include information on which available local funding tools or incentives are already being used, and which local tools can be implemented to help close the funding gap. Guidance on this can be found in chapter 4 of Commerce's *Guidance for Updating Your Housing Element* (pg. 43-44, 63-65).

2(E): Identifies policies and regulations impacting racially disparate impacts, displacement and exclusion in housing, RCW 36.70A.070(2)(e)

RCW 36.70A.070(2)(e) states that the housing element must identify local policies and regulations that result in racially disparate impacts, displacement and exclusion in housing, including:

1. Zoning that may have a discriminatory effect,
2. Disinvestment, and
3. Infrastructure availability.

Findings
In our review of the housing element, we did not find identification of policies and regulations that result in racially disparate impacts, displacement and exclusion in housing, as required by RCW 36.70A.070(2)(e). The city's housing element does not "analyze data to assess racially disparate impacts, displacement, and exclusion in housing" (WAC 365-196-410(2)(f)(i)(B)) or "evaluate policies" and identify current or past city policies and regulations which may have inequitable impacts (WAC 365-196-410(2)(f)(i)(C)).

Changes needed
To meet the requirement in RCW 36.70A.070(2)(e), Commerce has determined the city must identify local policies or regulations which may contribute to racially disparate impacts (RDI),

displacement or exclusion in housing. Per Commerce guidance, the city should complete an evaluation of existing comprehensive plan policies and goals and examine whether previous policies contribute to RDI, exclusion or displacement.

To document completion of this requirement, the city must document how it reviewed its policies and regulations for racially disparate impacts, displacement and exclusion in the housing element and its findings. Commerce recommends the city include the policy review in an appendix. See chapter 3: "Evaluate policies" in *Guidance to Address Racially Disparate Impacts* for detailed guidance on completing a policy evaluation. The city may choose to use an evaluation matrix like the one included as an example in that chapter.

If after the policy review, the city finds that further policy updates are needed to address racially disparate impacts, displacement and exclusion, Commerce recommends the city update the housing element policies to be consistent with RCW 36.70A.070(2)(f), listed below.

2(F): Policies to address racially disparate impacts, displacement and exclusion, RCW 36.70A.070(2)(f)

RCW 36.70A.070(2)(f) states that the housing element must identify and implement policies and regulations to address and begin to undo racially disparate impacts, displacement and exclusion in housing caused by local policies, plans and actions.

Findings
We have found that the city has addressed this requirement with the following goals and policies which encourage the development of more affordable housing, preservation of existing affordable housing, and protection of existing households:

1. Goals HO-2, HO-3, HO-5, HO-6 and HO-11
2. Policies HO-2.1, 2.2, 3.6, 3.10, 3.11, 4.3, 4.6, 6.7, 6.9, 11.2 and 11.5

We have determined that no changes are needed to be consistent with the housing element requirements in RCW 36.70A.070(2)(f), unless further policy revisions are required as a result of the city's work to address the requirements in RCW 36.70A.070(2)(e).

2(G): Identifies areas at risk of displacement, RCW 36.70A.070(2)(g)

RCW 36.70A.070(2)(g) states that the housing element must identify areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments.

Findings
Based on our review, we have found the housing element does not include identification of areas at risk of residential displacement. If this material was included in an appendix, we recommend providing a summary of the displacement risk findings in the housing element and linking to the appendix for more details.

Changes needed
To meet the requirement in RCW 36.70A.070(2)(g), Commerce has determined that the city must include a displacement risk map – such as Commerce Draft Displacement Risk Map – or a discussion of areas within the city that may be at risk of displacement.

2(H): Establishes anti-displacement policies, RCW 36.70A.070(2)(h)

RCW 36.70A.070(2)(h) states that the housing element must establish anti-displacement policies, with consideration given to the preservation of historical and cultural communities as well as investments in low, very low, extremely low and moderate-income housing; equitable development initiatives; inclusionary zoning; community planning requirements; tenant protections; land disposition policies; and consideration of land that may be used for affordable housing.

Findings
Based on our review, we have found that policies under goal HO-2, HO-3 and HO-5 support anti-displacement efforts (Policy HO 2.1, 2.2, 3.6, 3.8, 3.9, 5.1, 5.2, 7.3). These policies direct the city to track affordable housing and housing where residents are more likely to be displaced, explore avenues to support existing households to stay in their current homes, and maintain existing stock of affordable and rent-assisted living.

We have determined that no changes are needed to be consistent with the housing element requirements in RCW 36.70A.070(2)(h).

3. Relevant rules adopted by the department

Scope of review
The housing element and development regulations must be consistent with relevant rules adopted by Commerce, including those in section 365-196 of the Washington Administrative Code (WAC). Specifically, Commerce has reviewed the following sections:

- WAC 365-196-300: Urban density
- WAC 365-196-325: Providing sufficient land capacity suitable for development
- WAC 365-196-410: Housing element
- WAC 365-196-500: Internal consistency

The Washington Administrative Code (WAC) 365-196 includes procedural criteria that provides guidance for how local governments should implement the legislative requirements of the GMA.

Findings
Commerce reviewed the city of Bainbridge Island's comprehensive plan and development regulations against the housing requirements in WAC 365-196. Unless stated otherwise in other sections of this report, Commerce has found that the city's comprehensive plan and development regulations were consistent with the requirements reviewed.

We have determined that no changes are needed to be consistent with the housing requirements in WAC 365-196 unless stated in other sections of this report.

4. State environmental policy act (SEPA) requirements

Scope of review
The housing element and development regulations must be consistent with the procedural requirements of SEPA (chapter 43.21C RCW).

Findings
Commerce has found that the city is currently in the process of completing the procedural requirements of SEPA for the comprehensive plan based on material on the city of Bainbridge Island's comprehensive plan website.

Changes needed
To be consistent with the procedural requirements of SEPA (chapter 43.21C RCW), Commerce has determined the city will need to complete the SEPA procedures for the comprehensive plan and conduct the appropriate SEPA review and procedures for the city's updates to its housing development regulations.

5. Internal consistency

Scope of review
The housing element must be internally consistent with the jurisdiction's comprehensive plan. This means that the land use, capital facilities, utilities and transportation element plan for the same number and type of housing units as the housing element and land use element.

The preamble within RCW 36.70A.070 states that: "The [comprehensive] plan shall be an internally consistent document and all elements shall be consistent with the future land use map." In order for the elements within the comprehensive plan to be consistent, each element must plan for its relevant components to adequately serve the proposed growth.

Findings
In Commerce's review of the comprehensive plan, we found there were several places where there were evident inconsistencies between the housing element and the other elements:

1) In the land use element, the city's future land use map on pg. LU-8 was not readable and did not match the preferred alternative land uses and housing densities analyzed in the city's land capacity analysis;
2) In the capital facilities element, the city did not provide a forecast of the future needs for capital facilities and the proposed locations and capacities of expanded or new capital facilities consistent with the housing element growth forecasts (RCW 36.70A.070(3)(b) and (c)); and

3) In the utilities element, the city did not provide information about the capacity of all existing and proposed utilities to accommodate future housing growth identified in the housing element (RCW 36.70A.070(4)(a)).

Changes needed
To show internal consistency of the housing element with the city's comprehensive plan, Commerce has determined the city must:

1) Incorporate a readable future land use map in the land use element that is consistent with projected growth in the housing element;
2) Update the capital facilities element to include a forecast of future needs for capital facilities and proposed locations and capacities of expanded or new capital facilities consistent with the housing element growth forecasts; and
3) Update the utilities element to include information about the capacity of all existing and proposed utilities to accommodate future housing growth identified in the housing element.

6. Emergency and supportive housing regulations

Scope of review
The housing development regulations must be consistent with requirements for emergency shelters, transitional housing, emergency housing and permanent supportive housing (STEP) requirements in RCW 35A.21.430.

RCW 35A.21.430 states that the city must allow transitional housing and permanent supportive housing (PSH) in any zones in which residential dwelling units or hotels are allowed. The city must allow indoor emergency shelters and indoor emergency housing in any zones in which hotels are allowed, except in such cities that have adopted an ordinance authorizing indoor emergency shelters and indoor emergency housing in a majority of zones within a one-mile proximity to transit. Reasonable occupancy, spacing and intensity of use requirements may be imposed by ordinance on PSH, transitional housing, indoor emergency housing, and indoor emergency shelters to protect public health and safety. Any such requirements on occupancy, spacing and intensity of use may not prevent the siting of a sufficient number of PSH, transitional housing, indoor emergency housing or indoor emergency shelters necessary to accommodate each city's projected need for such housing and shelter (under RCW 36.70A.070(2)(a)(ii)).

Findings
We have found that emergency housing and emergency shelter are not currently listed as allowed uses in the required zones. PSH and transitional housing are also not currently listed as allowed uses in the required zones.

In addition to the requirements in RCW 35A.21.430 listed above, this section of statute has been updated by Engrossed Substitute House Bill (ESHB) 2266 (Chapter 232, Laws of 2026). Except as provided in the bill, this bill states that a city may not require any standards, conditions or requirements for STEP that are more restrictive than those required for other types of lodging or residential development within the same zone. The city will be required to adopt standards consistent with these requirements within two years of the effective date or its next

comprehensive plan update, whichever occurs first. This bill will become effective June 11, 2026, and pre-empt any local regulations that are inconsistent starting on that date.

Changes needed
To be consistent with the requirements in RCW 35A.21.430, Commerce has determined the city must:

1. Add emergency housing and emergency shelter as allowed uses in zones that allow hotels, which are HSR I and II.
2. Add PSH and transitional housing as an allowed use in zones that allow residential dwelling units or hotels, which is all zones except B/I and WD-I.

If any requirements on occupancy, spacing and intensity of use are proposed for emergency housing or emergency shelters or PSH, they may not prevent the city from accommodating its projected housing needs.

7. Co-living housing regulations

Scope of review
The housing development regulations must be consistent with requirements for co-living housing in RCW 36.70A.535.

RCW 36.70A.535 states that jurisdictions must adopt land use regulations for co-living housing as follows:

a. Co-living housing must be defined consistent with a residential development with sleeping units that are independently rented and lockable and provide living and sleeping space, and residents share kitchen facilities with other sleeping units in the building.
b. Co-living housing must be allowed as a permitted use on any lot within an urban growth area that allows at least six multifamily residential units. This includes lots zoned for mixed-use development.
c. Sleeping units in co-living housing must be treated as less than or equal to one-quarter of a dwelling unit for purposes of calculating dwelling unit density.
d. Co-living housing may not be required to contain room dimensional standards larger than those required by the state building code. This includes dwelling unit size, sleeping unit size, room area and habitable space.
e. Co-living housing may not be required to provide a mix of unit sizes or number of bedrooms.
f. Co-living housing may not be required to include other uses.
g. Development regulations for co-living housing may not be more restrictive than those required for other types of multifamily housing in the same zone.
h. Only those review, notice or public meeting requirements which are required for other types of residential uses in the same location may be required for co-living housing, unless otherwise required by state law.
i. Co-living may not be excluded from participating in affordable housing incentive programs under RCW 36.70A.540.
j. A sleeping unit in co-living housing must be treated as no more than one-half of a dwelling unit for purposes of calculating fees for sewer connections.

k. Parking requirements for co-living must be consistent with the following: 1. No off-street parking may be required within one-half mile walking distance of a major transit stop, 2. No more than 0.25 off-street parking spaces may be required per sleeping unit.

Findings
Commerce has found that the city's current development regulations:

1. Do not define co-living housing consistent with the statutory definition in RCW 36.70A.535(11)(a).
2. Do not allow co-living housing as a permitted use on any lot that allows at least six multifamily residential units or is zoned for mixed-use development consistent with RCW 36.70A.535(1).
3. Do not define other parameters for regulating co-living such as density limits, parking requirements or sewer connection fees for co-living units, that when added to the city's municipal code, may or may not be consistent with provisions in RCW 36.70A.535.

Changes needed
To be consistent with the requirements in RCW 36.70A.535, Commerce has determined the city must:

1. Define co-living housing consistent with the statutory definition in RCW 36.70A.535(11)(a),
2. Allow co-living housing as a permitted use on any lot that allows at least six multifamily residential units or is zoned for mixed-use development consistent with RCW 36.70A.535(1),
3. Define a sleeping unit in co-living housing as no more than one-quarter of a dwelling unit for purposes of calculating dwelling unit density consistent with RCW 36.70A.535(7),
4. Not require off-street parking within one-half mile walking distance of a major transit stop and not require more than 0.25 off-street parking spaces per sleeping unit consistent with RCW 36.70A.535(3),
5. Treat a sleeping unit in co-living housing as no more than one-half of a dwelling unit for purposes of calculating fees for sewer connections consistent with RCW 36.70A.535(8), and
6. Not require other standards that are inconsistent with those in RCW 36.70A.535, including development regulation requirements for co-living that are more restrictive than those required for other types of multifamily housing in the same zone (RCW 36.70A.535(4)).

8. Density bonus for affordable housing regulations

Scope of review
The housing development regulations must be consistent with requirements for density bonus for affordable housing on religious organization property in RCW 36.70A.545, which changed in the 2026 legislative session.

RCW 36.70A.545 states that jurisdictions must provide an increased density bonus consistent with local needs for any affordable housing development located on real property owned or controlled by a religious organization, provided that it is consistent with the conditions laid out in RCW 36.70A.545(1).

Findings
Commerce has found that "religious facility" is defined in BIMC 18.36.036 and consistent with the definition in RCW 36.01.290, which allows the city to administer an increased density bonus on property owned or controlled by a religious organization. The city's development regulations in BIMC 18.21.050 include provisions to allow density bonuses for affordable housing on land owned or controlled by a religious organization. However, the city's code limits the provision to one facility as part of a pilot program until January 2028. Because of these limitations, the city's existing development regulations are inconsistent with RCW 36.70A.545.

Changes needed
To be consistent with the requirements in RCW 36.70A.545, Commerce has determined the city must allow the provisions of BIMC 18.21.050 to apply to all property owned or controlled by religious organizations now.

9. Residential parking regulations

Scope of review
The housing development regulations should be consistent with requirements for regulating residential parking in RCW 36.70A.622.

RCW 36.70A.622 states that jurisdictions must adopt land use regulations for required parking for residential development as follows:

a. Garages and carports may not be required as a way to meet minimum parking requirements for residential development;
b. Parking spaces that count towards minimum parking requirements may be enclosed or unenclosed;
c. Parking spaces in tandem must count towards meeting minimum parking requirements at a rate of one space for every 20 linear feet with any necessary provisions for turning radius. "Tandem" is defined as having two or more vehicles, one in front of or behind the others with a single means of ingress and egress;
d. Existence of legally nonconforming gravel surfacing in existing designated parking areas may not be a reason for prohibiting utilization of existing space in the parking area to meet local parking standards, up to a maximum of six parking spaces;
e. Parking spaces may not be required to exceed eight feet by 20 feet, except for required parking for people with disabilities;
f. Parking spaces that consist of grass block pavers may count toward minimum parking requirements.

Findings
Commerce has found that the following prohibited standards are not imposed by the city's draft development regulations: required garages and the requirement that parking spaces be

enclosed or unenclosed. The city is consistent with requirements in RCW 36.70A.622(a) and (b) in not imposing the prohibited conditions.

The city's current development regulations have provisions to allow tandem parking for a single residence or individual dwelling units of a multifamily structure if approved (BIMC 18.15.020(B)(9)). However, the requirements for tandem parking in RCW 36.70A.622(1)(c) are to apply to all residential development without approval. Furthermore, additional details are needed in the city's municipal code to be consistent with the specific provisions of this requirement including the dimensions of tandem parking spaces. Additionally, revisions to BIMC 18.15.020(B)(8) would be necessary as this provision limits tandem parking.

The city's current development regulations specify dimensions for parking spaces in BIMC 18.15.020(J). Some of these dimensions exceed the maximum eight feet by 20 feet parking space dimensions in RCW 36.70A.622(1)(e).

In BIMC 18.15.020(B)(4), the city's current development regulations states that all driveways and parking areas, except those serving single-family residences, shall be surfaced with permanent materials acceptable to the public works department, and shall be designated to manage stormwater runoff in accordance with BIMC 15.20. It is not clear that grass block pavers would be an acceptable material consistent with RCW 36.70A.622(1)(g).

The city's current draft development regulations do not have provisions for any of the following requirements:

1. Allow for existing designated parking areas with legally nonconforming gravel surfacing to be used to meet parking standards, up to a maximum of six parking spaces (RCW 36.70A.622(1)(d))
2. Allow waivers for off-street parking as a condition of permitting a residential project if compliance with tree retention would otherwise make a proposed residential development or redevelopment infeasible (RCW 36.70A.622(1)(f))
3. Allow for parking spaces that consist of grass block pavers to count toward minimum parking requirements (RCW 36.70A.622(1)(g)).

Changes needed

To be consistent with requirements for residential parking in RCW 36.70A.622, Commerce has determined the city of Bainbridge Island will need to:

1. Revise BIMC 18.15.020(B)(8) and (9) to allow for tandem parking for all residential development without a separate approval consistent with RCW 36.70A.622(1)(c).
2. Revise dimensional space requirements BIMC 18.15.020(J) to be consistent with those in RCW 36.70A.622(1)(e).
3. Revise BIMC 18.15.020(B)(4) to clearly state that grass block pavers are an acceptable surface material that may count towards the minimum parking spaces for residential development consistent with RCW 36.70A.622(1)(g).
4. Add provisions in the city's municipal code for allow for existing designated parking areas with legally nonconforming gravel surfacing to be used to meet parking standards (RCW 36.70A.622(1)(d)) and allow waivers for on-street parking for residential projects if tree retention requirements would make the development infeasible (RCW 36.70A.622(1)(f)).

10(A) Implementing regulations

Scope of review
Regulations must allow for sufficient capacity of land to accommodate siting of allocated housing and population growth, per RCW 36.70A.115.

RCW 36.70A.115 states that fully planning jurisdictions are required to adopt and amend their comprehensive plans and/or development regulations to provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth.

Findings
Commerce has found the preferred alternative analyzed in the city's land capacity analysis includes changes in zoning designations for multiple zones in the Winslow subarea to accommodate the city's planned housing growth. The city's development regulations have not yet been updated to reflect the changes in zoning proposed in the comprehensive plan.

Changes needed
To be consistent with RCW 36.70A.115, Commerce has determined the city will need to:

1. Identify specific zoning changes that are proposed with the comprehensive plan to ensure sufficient capacity for the city's allocated housing growth, and
2. Update the city's zoning map and development regulations to be consistent the proposed zoning changes identified in the city's land capacity analysis within the comprehensive plan.

10(B) Middle housing regulations

Scope of review
The housing development regulations must be consistent with requirements for regulating middle housing in RCW 36.70A.635, 36.70A.636, 36.70A.637, and 36.70A.638.

Findings
RCW 36.70A.635(8)(b) provides an exception from the middle housing requirements in areas designated as sole-source aquifers by the United States Environmental Protection Agency on islands in the Puget Sound. Commerce has found that the entire city of Bainbridge Island is a sole source aquifer based on maps from the US Environmental Protection Agency (EPA). Therefore, the middle housing requirements in RCW 36.70A.635, 36.70A.636, 36.70A.637 and 36.70A.638 are not applicable to the city of Bainbridge Island.

We have determined that no changes are needed to be consistent with requirements for middle housing in RCW 36.70A.635, 36.70A.636, 36.70A.637, and 36.70A.638.

10(C) Accessory dwelling unit (ADU) regulations

Scope of review
The housing development regulations must be consistent with requirements for regulating accessory dwelling units in RCW 36.70A.680, 36.70A.681, 36.70A.682, 36.70A.696, 36.70A.697, 36.70A.698 and 36.70A.699.

Findings
Commerce has found that the entire city of Bainbridge Island is a critical aquifer recharge area (CARA) based on Bainbridge Island Municipal Code 16.20.100(A). Therefore, based on RCW 36.70A.681(4), the accessory dwelling unit requirements in the Growth Management Act are not applicable to the city of Bainbridge Island. However, the city of Bainbridge Island may choose to allow ADUs as part of accommodating local housing needs for all incomes.

We have determined that no changes are needed to be consistent with requirements for accessory dwelling units in RCW 36.70A.680, 36.70A.681, 36.70A.682, 36.70A.696, 36.70A.697, 36.70A.698 and 36.70A.699.