CITY OF
BAINBRIDGE ISLAND

City Council Study Session
Tuesday, June 2, 2026

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

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

Agenda

1. **Call to Order / Roll Call - 6:00 pm**
2. **Approval of Agenda / Conflict of Interest Disclosure - 6:05 pm**
3. **Regular Business**
   - A. (6:10 pm) Consider Land Use Element of the Comprehensive Plan
   - B. (7:10 pm) Consider Housing Element of the Comprehensive Plan
   - C. (8:10 pm) Consider Winslow Subarea Plan
4. **Committee Reports - 9:10 pm**
5. **Adjournment - 9:20 pm**

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CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, June 2, 2026

Agenda Item: (6:10 pm) Consider Land Use Element of the Comprehensive Plan

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 60 Minutes

Recommendation:

I move to forward the Land Use Element of the Comprehensive Plan to a future Council business meeting for further discussion and consideration of approval.

Narrative:
The Land Use Element is a mandatory element for comprehensive plans under the Growth Management Act. The Land Use Element addresses the general location and distribution of land uses within the City. In combination with the other plan elements, the Land Use element guides the use of land on Bainbridge Island to help balance the Island's stewardship values with the needs of its people for areas like housing, health, safety, economic opportunity, and cultural amenities. The growth over the previous 20 years has been focused in Designated Centers, compact, human-scaled and pedestrian-oriented areas where employment and housing opportunities, cultural amenities, and public services are provided. Outside these Designated Centers, almost 90% of the Island are considered Conservation Areas.

The Planning Commission first discussed the Draft Land Use Element on January 8, 2026, and completed its review and recommendations on the Draft Comprehensive Plan and Winslow Subarea Plan on May 21, 2026.

In addition to general updates related to the 2044 planning period, recommended updates to the Land Use Element include:

- Move goals and policies related to Winslow land use districts into the draft Winslow Subarea Plan (current Goals LU 7 and 8).
- Add Bainbridge Gardens properties to the Island Center Neighborhood Center (NC) — see Policies LU 7.7 and 7.8 and Appendix A, Draft Future Land Use Map
- Removed the Future Land Use Map as a Figure within the Land Use Element, as it was difficult to read, and replaced it as Appendix A to the Comprehensive Plan

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Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Draft Updated LAND USE Element
2. Exh. A Comp Plan Appendix A Draft Future Land Use Map
3. Motions about Land Use Element from CM Nelson for CC Mtg on 7-2-2026
4. Meeting Materials - Land Use Element - Lant Motions 6-2-2026 (003)

LAND USE ELEMENT

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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.)

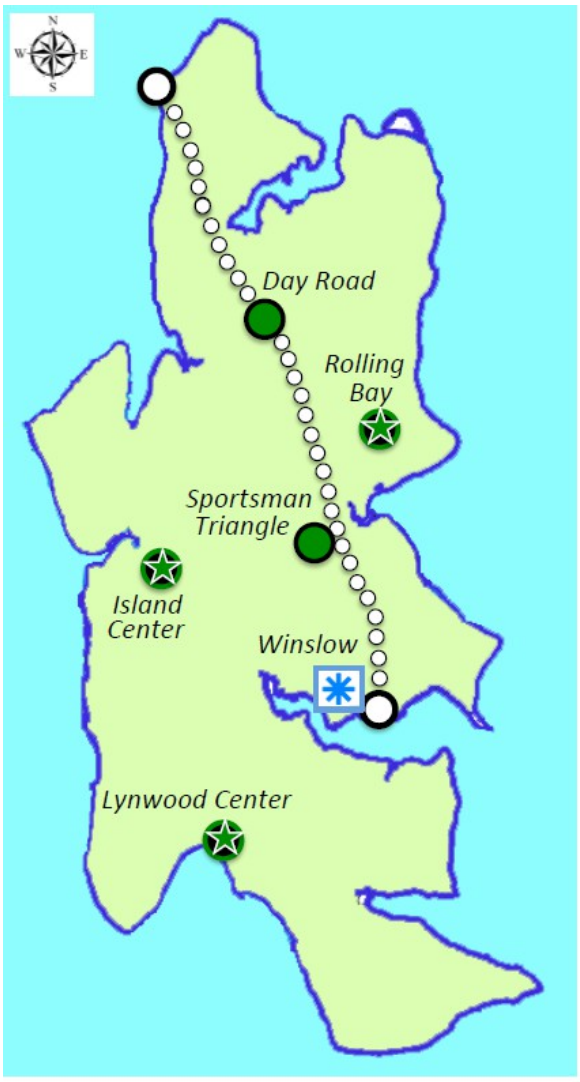


Fig. LU-3. Island-wide Land Use Concept

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 *PDRs*, *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.

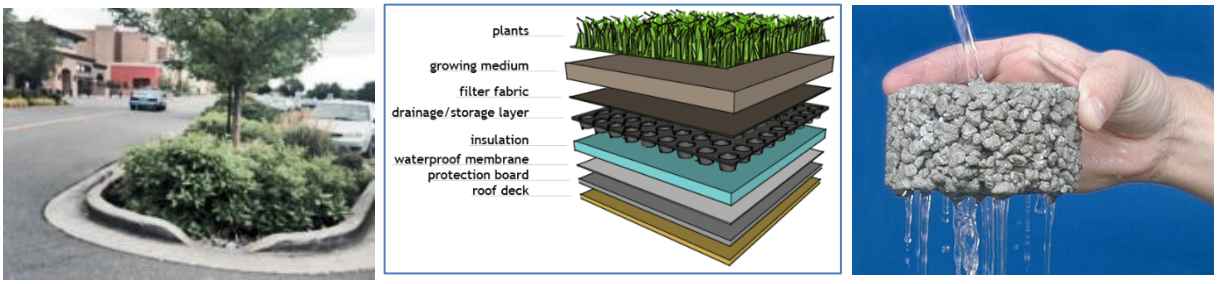


Fig. LU-6 ~~7~~ *Low Impact Development* methods mimic natural drainage processes

~~**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 Aarea 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
Add a park overlay district for existing parks that implement use specific standards to recognize and prioritize 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.

D R A F T

Appendix A

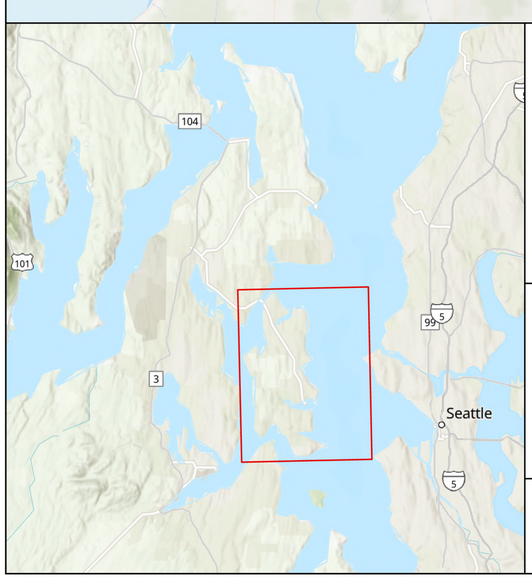
Winslow Sub-Area Boundary

Countywide Growth Center

COBI Planning Commision Draft Landuse (no park zone)

Zoning/Landuse Designations

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



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

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Mike Nelson

Land Use Element

Page LU-2 – Land Use Introduction

Motion: I move revise the second sentence of the second paragraph of the Land Use Introduction to read as follows:

"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 **nine** ~~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."

- This is a clean up change. There are now nine Guiding Principles.

Page LU 5 – Policy LU 1.2

Motion: I move to revise Policy LU 1.2 to read as follows:

"**Consider designating** ~~T~~**the** Winslow Town Center ~~is designated~~ **as** a Countywide Growth Center as shown on the Future Land Use Map (Appendix A), consistent with Kitsap Countywide Planning Policies."

- I am making this motion because being designated as a Countywide Growth Center requires that we have "a capacity and planning for additional growth." This issue was raised very late in the process, and we have not yet studied the implications of this designation. In particular, I am concerned about the capacity of the Winslow Wastewater Treatment Plant, which will be maxed out (if not over capacity) by accommodating the level of growth we are planning for during this planning period. Until this issue is resolved, I am not comfortable with this designation.

Page LU-6 – Policy LU 3.1

Motion: I move to revise Policy LU 3.1 to read as follows:

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

- While I appreciate the spirit and intent of this policy, I am making this motion because there may be times where this policy is not practical or feasible, so I think the use of "should" is preferrable to "will." For example, it may make sense in certain instances to hold a public workshop or planning events at City Hall.

Page LU-12 – Deleted Policy LU 6.6

Motion: I move to reinstate deleted Policy LU 6.6 to read as follows:

"*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."

- Is it not clear to me why this policy would be deleted, especially given the recent ordinance allowing for pre-approved ADU plans.

Page LU-12 – Deleted Policy LU 6.8

Motion: I move to reinstate deleted Policy LU 6.8 to read as follows:

"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."

- It is not clear to me why this policy was deleted.

Page LU-22 – Policy LU 10.4

Motion: I move to revise Policy LU 10.4

"Protect *aquifer* recharge functions throughout the Island, all of which is a~~n~~ ***critical*** *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."

- This is a clean up change.

Page LU-11 – Question Only

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.

Why was the contribution to infrastructure removed?

Page LU-16

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.

1. **Motion to change Policy LU 7.4 to:**

Land use and transportation planning and development should include safe pedestrian and bicycle routes with multiple connections, paths, entrances and shortcuts to and within the Neighborhood Centers, when feasible.

- *Replace "site porosity" with plain language and added "when feasible."*

Page LU 22

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.

2. **Motion to change Policy LU 10.4 to:**

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, wellhead protection regulations administered by the Kitsap Public Health District and guidance from the Groundwater Management Plan.

Page LU-23

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.

3. **Motion to change Goal LU-13 to:**

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

- *This language allows nonprofit organizations such as Bainbridge Island Land Trust, Bloedel Reserve, Islandwood, the Bainbridge Parks and Trails Foundation to participate in a park overlay zone.*

Policy LU-13.1

Add a park overlay district for existing parks that implement use specific standards to recognize and prioritize passive and active park and outdoor recreational uses.

4. **Motion to change Policy LU-13.1 to:**

Add a park overlay district for existing and future public and private nonprofit parks that implement use specific standards to recognize and prioritize passive and active park and outdoor recreational and educational 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.

5. **Motion to change Policy LU-13.2 to:**

Collaborate with Bainbridge Island Metro Park and Recreation District (BIMPRD), the Parks and Trails Foundation, Bainbridge Island Land Trust (BILT),Bloedel Reserve, Islandwood, and other nonprofit private park and trail organizations that are identified by COBI as "private parks" on the drafting, community engagement, and adoption processes for a Public/Private Park Overlay district, including use specific standards.

- *Nonprofit parks and environmental education campuses, such as Bloedel Reserve and IslandWood, often function similarly to public parks by providing recreational, educational, and conservation benefits to the community. Under current zoning, however, many routine improvements require conditional use permits. Including these properties within a Private Park Overlay would allow the development of consistent and appropriate standards that support their recreation, education, and conservation mission while providing greater regulatory clarity.*

Page LU-24

New Policy

Policy LU 14.6

Review and modify regulations and permitting processes to reduce unnecessary barriers to farming whenever feasible, recognizing the seasonal and time-sensitive nature of agricultural operations.

CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, June 2, 2026

Agenda Item: (7:10 pm) Consider Housing Element of the Comprehensive Plan

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 60 Minutes

Recommendation:

I move to forward the Housing Element of the Comprehensive Plan to a future Council business meeting for further discussion and consideration of approval.

Narrative:
The Growth Management Act requires all fully planning cities and counties to include a Housing Element. The City's Housing Element has many existing policies that promote housing diversity, affordable housing, and smaller and/or multifamily housing in designated centers. The Planning Commission first discussed the housing element on January 22, 2026 and approved as presented on March 18, 2026.

In addition to general updates related to the 2044 planning period, recommended updates to the Housing Element include:

- Updates to our housing needs of the different affordability targets
- Updates to the list of Federal, State, and Local housing funding programs
- Updates to the housing type illustrations
- Creation of policies that encourage development to support diverse housing options while encouraging land conservation

- Creation of policy to reduce housing barriers for essential workers on Bainbridge Island

The City of Bainbridge Island is working with the Department of Commerce on an audit through the Housing Accountability Act. Information about the City's response to the Audit is available on the City's website: https://www.bainbridgewa.gov/1698/Housing-Accountability-Act. This audit is ongoing. The City has requested that Department of Commerce staff attend a June City Council meeting to respond to questions from the City Council.

Staff will provide information about funding options for affordable housing at a future meeting.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Draft HOUSING Element
2. Exh. A Comp Plan Appendix B Housing Needs Assessment
3. Motions about Housing Element from CM Nelson for CC Mtg on 7-2-2026
4. Motion from Councilmember Schneider - Housing Element
5. Meeting Materials - Motions from Councilmember Schneider 060226
6. Meeting Materials - Housing Element Motions HYTOPOULOS_
7. Meeting Materials - Housing Element - Lara Lant Motions for 6-2-2026

HOUSING ELEMENT

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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.

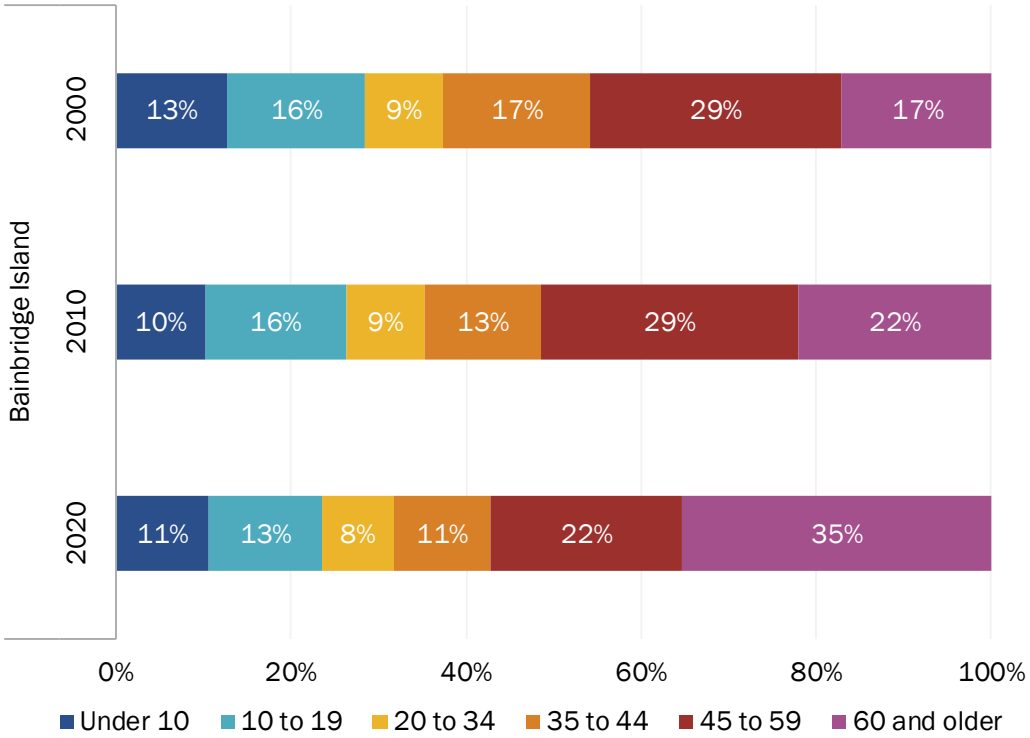
Over the past decade the population has experienced shifts in the age cohorts. Between ~~2000~~ 2010 and ~~2010~~ 2020 the Island's senior population (60+ years old) increased from ~~17%~~ 22% to ~~26%~~ 35%, while the share aged 44 and younger decreased from 54% to 43%. The ~~"young adult" cohort (between 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 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

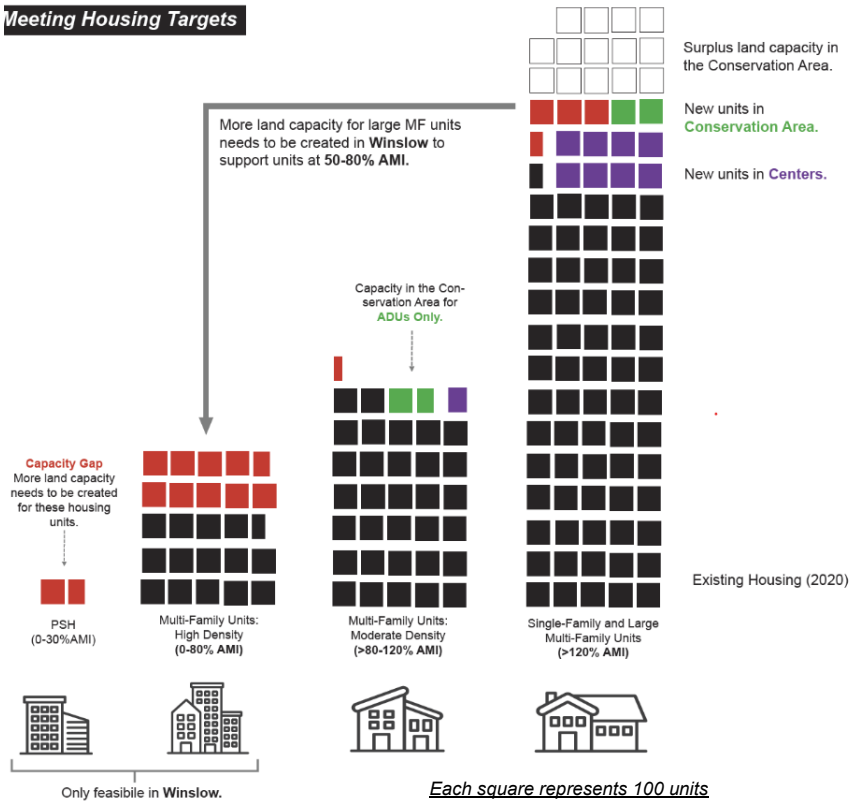
to an innovative, aggressive and multi-faceted housing strategy. The City's success in achieving the housing Vision will also depend upon achieving the policy objectives identified in the Land Use, Transportation, Economic and Environmental Elements of this Plan.

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

NOTE: CAPACITY CALCULATIONS IN TABLES HO-2 & HO-3 NEED TO BE UPDATED/FINALIZED WITH UPDATED DEVELOPMENT STANDARD CALCULATIONS

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-~~12~~ 10 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*.

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

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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

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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.

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[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).

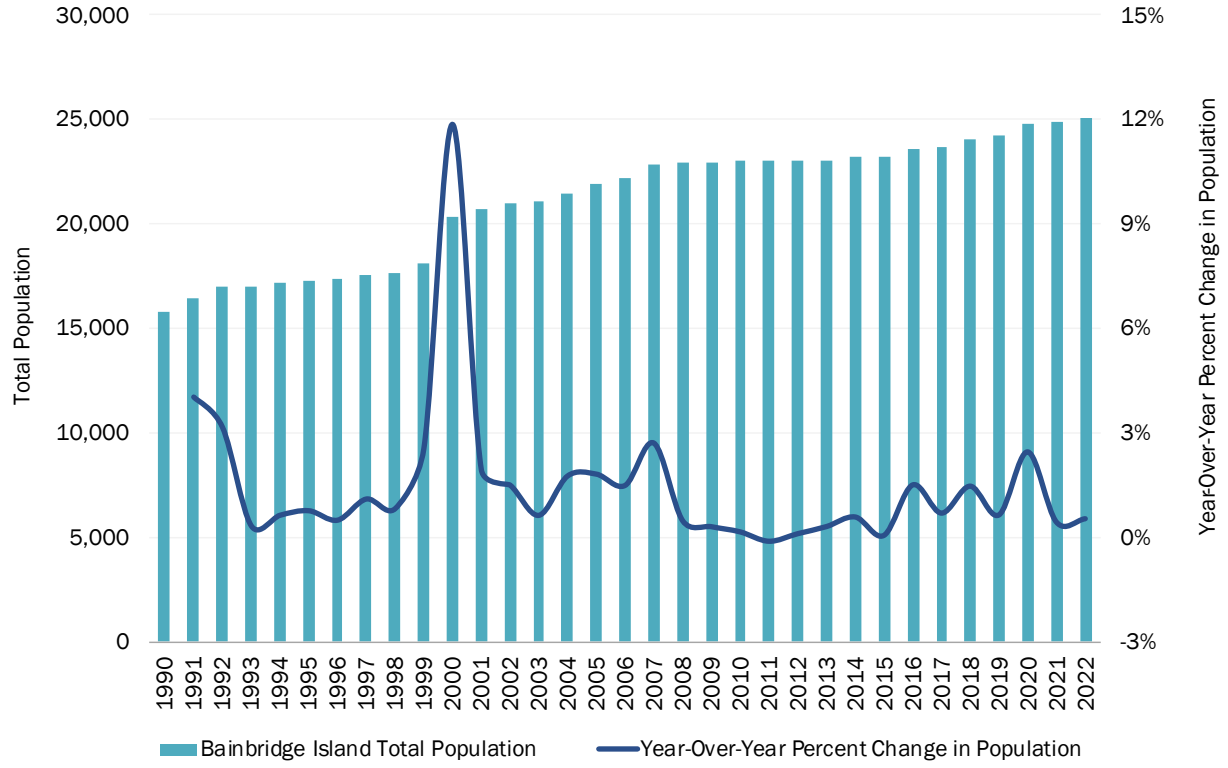
Exhibit 2. Population Change Summary, Bainbridge Island, Kitsap County, Washington, 1990–2022

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

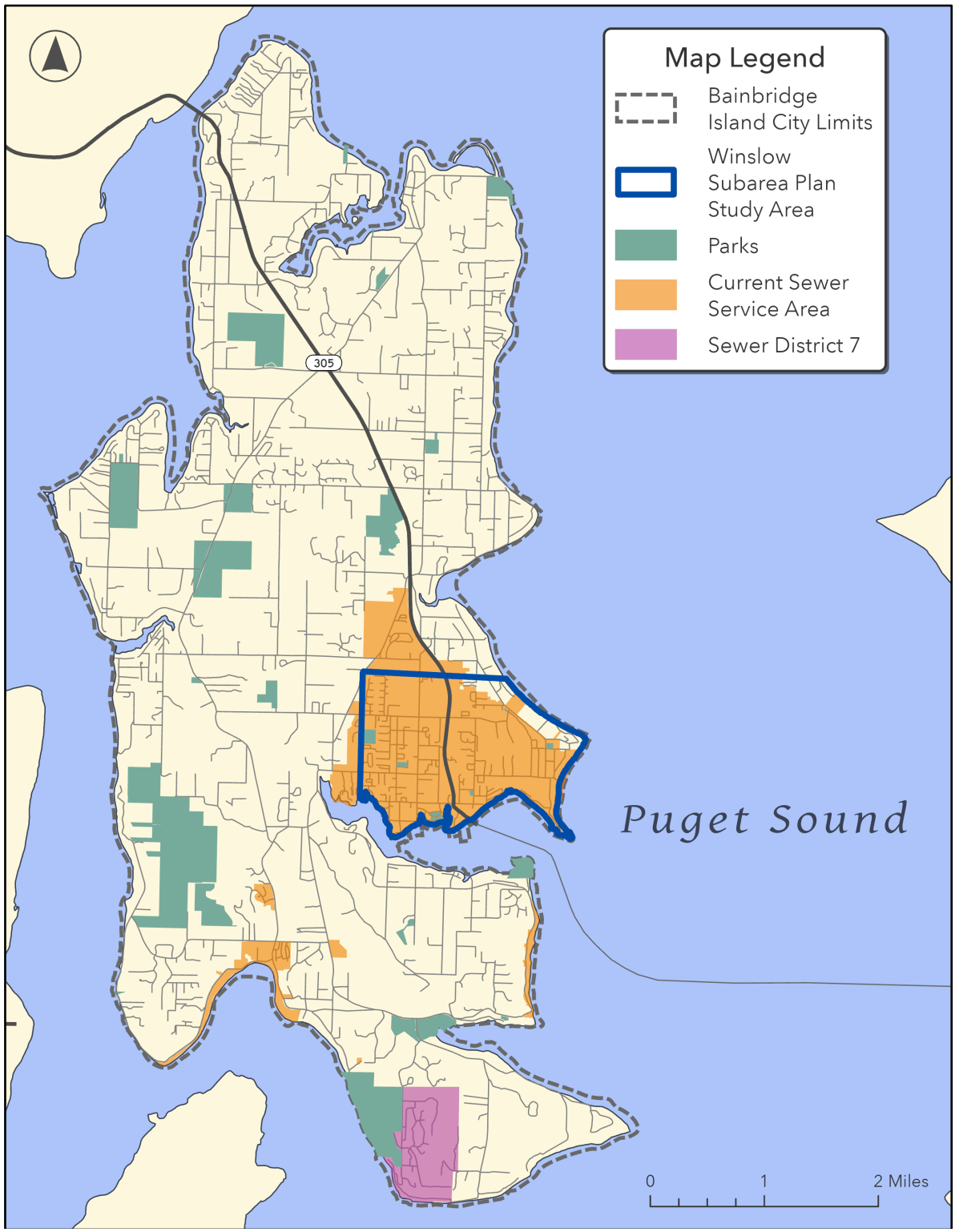
2.2 Housing Market Conditions and Trends

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.



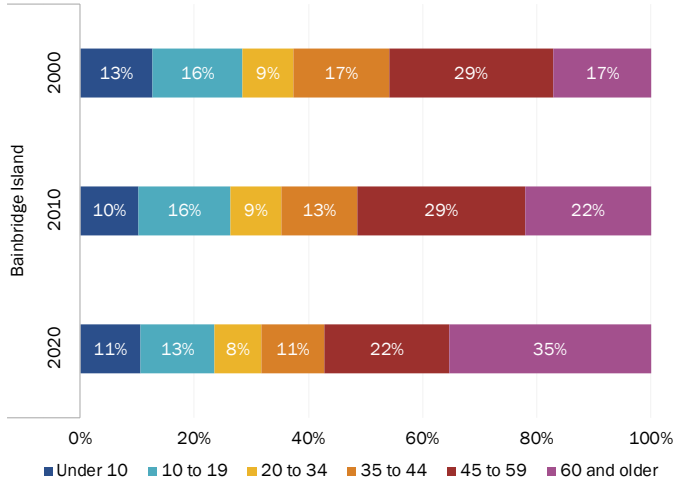
2.1. Community and Household Demographics

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).



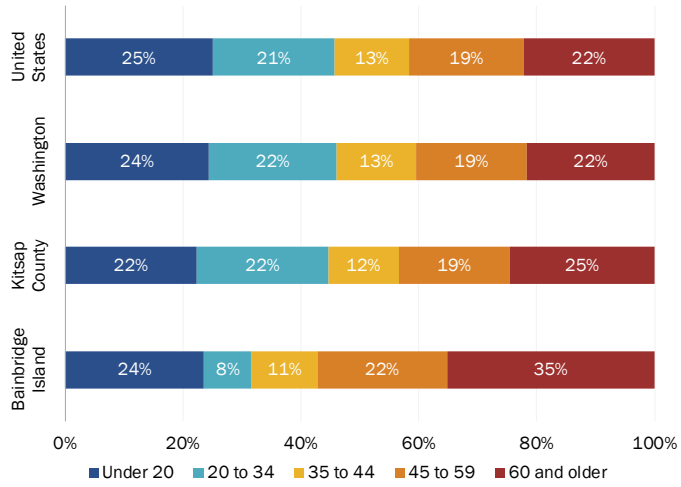
The Bainbridge population is aging faster than Kitsap County and the state. On Bainbridge, the population share aged 60 and older doubled, from 17 percent in 2000 to 35 percent in 2020 while the share aged 44 and younger decreased from 54 to 43 percent.

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).

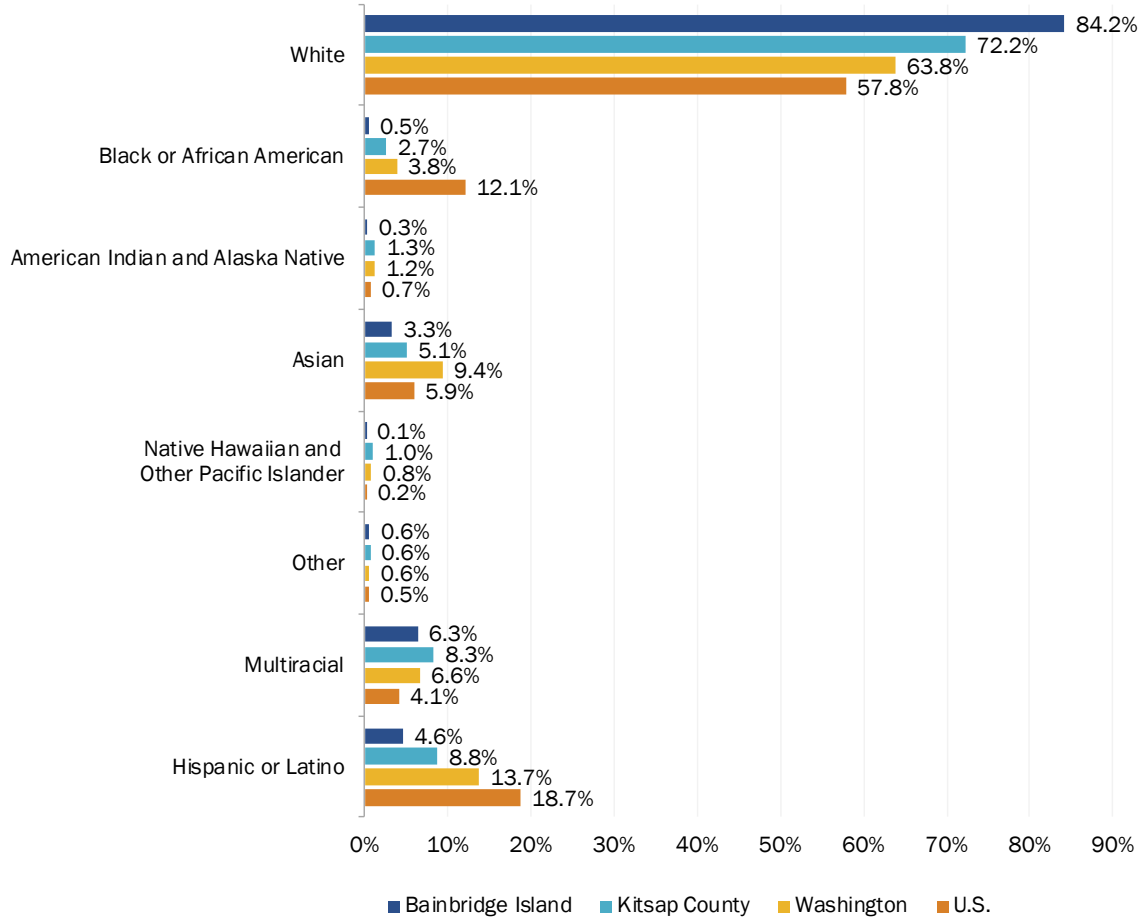
	Population				Population Distribution		
	2000	2020	Diff.	% Change	2000	2020	% Point Change
Not Hispanic or Latino	19,875	23,685	3,810	19	97.9	96.8	(1.06)
White	18,612	20,899	2,287	12	91.6	84.2	(7.46)
Black or African American	70	122	52	74	0.3	0.5	0.15
American Indian and Alaska Native	91	80	(11)	(12)	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).

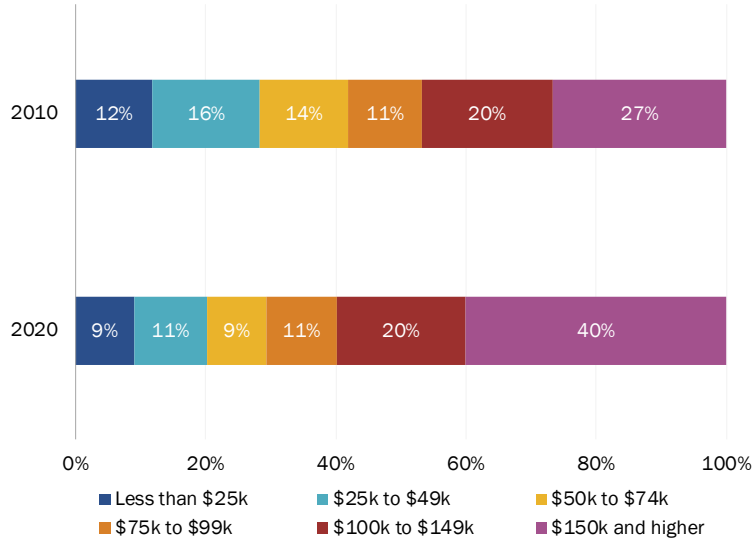


Household Income

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.

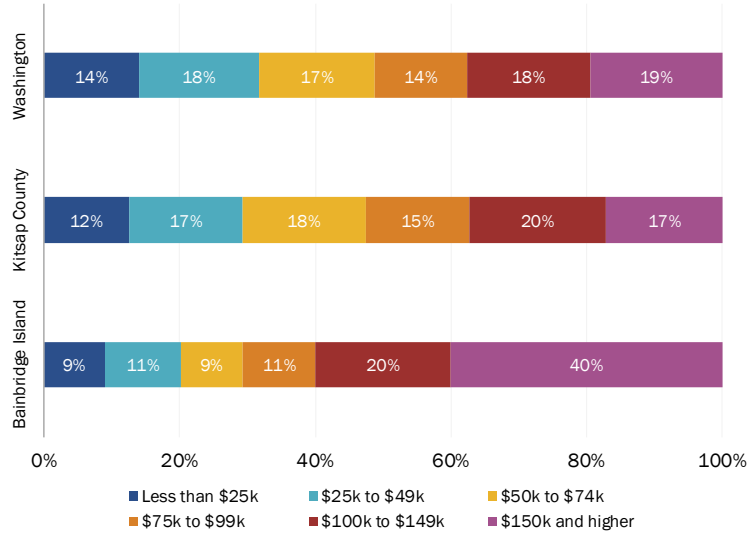
Exhibit 10. Change in Median Household Income in Bainbridge Island, Kitsap County, and Washington, 2020 Inflation-Adjusted Dollars, 2000–2020

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).

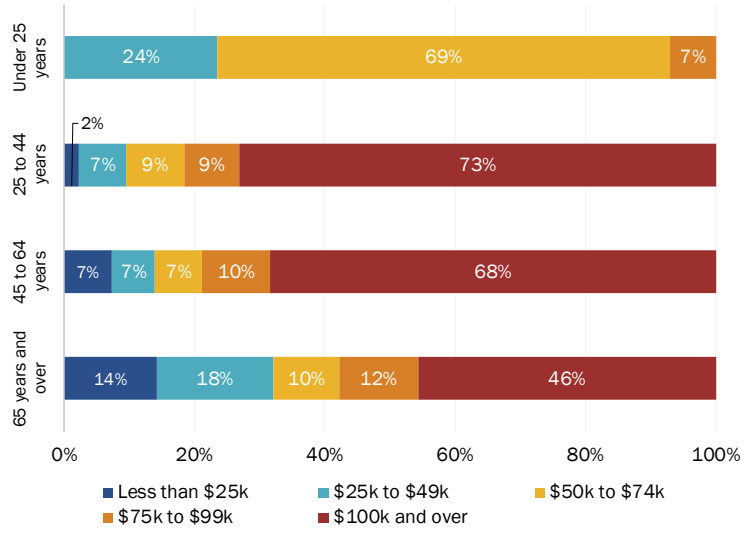


On Bainbridge Island, about 60 percent of households earned over $100,000 in 2020, compared to 37 percent of households in both Kitsap County and Washington.

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.

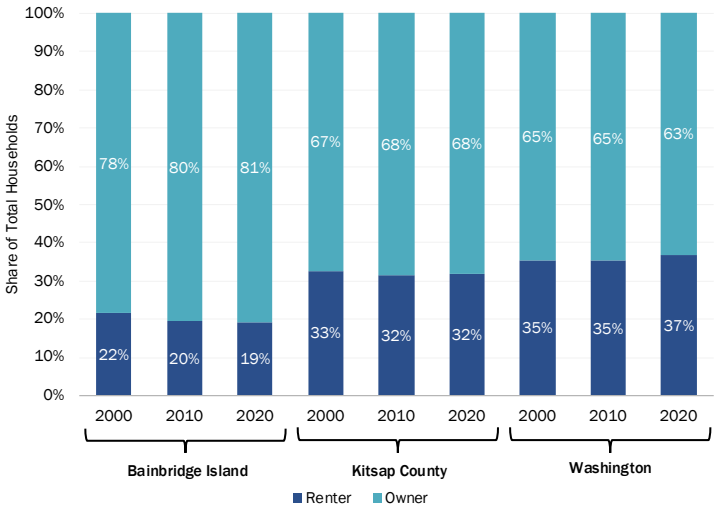
Comparatively, Island households with a head of household 65 years or older tended to have a wider distribution of income levels, likely due to fixed incomes and being able to secure housing on Bainbridge during an earlier era when housing costs were lower and more affordable. Approximately 32 percent 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).

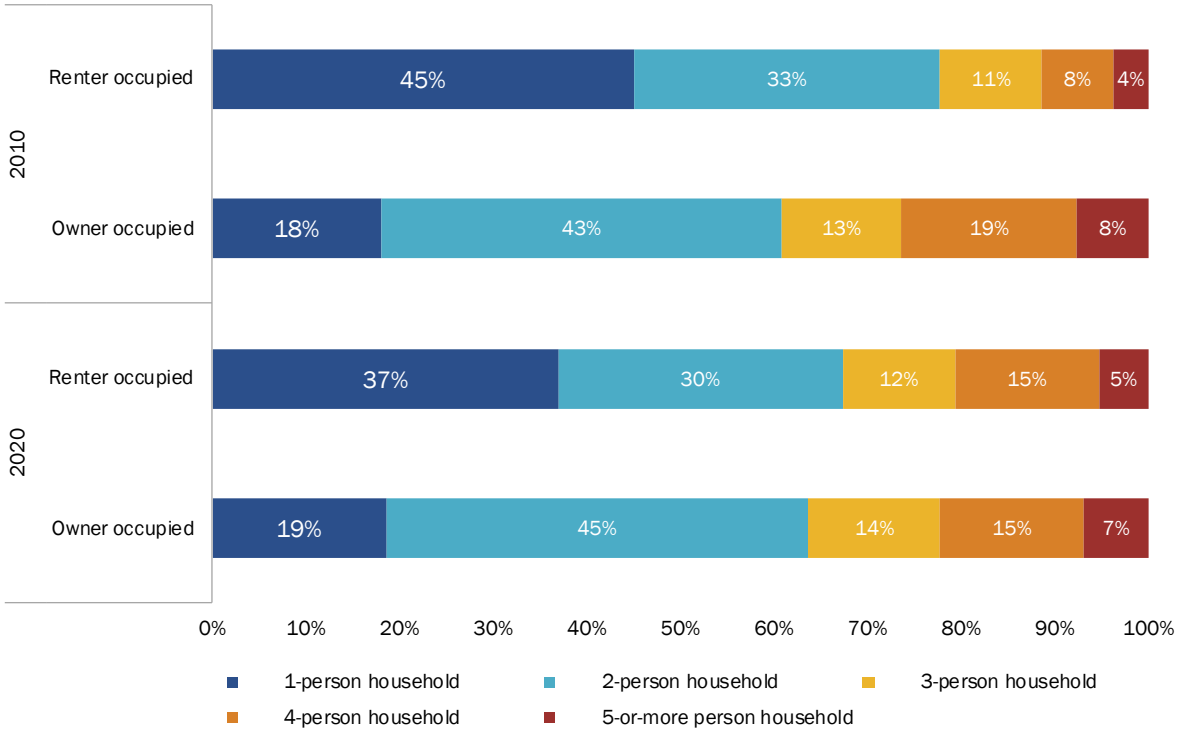
Exhibit 13. Household Tenure, Bainbridge Island, 2000–2020

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).

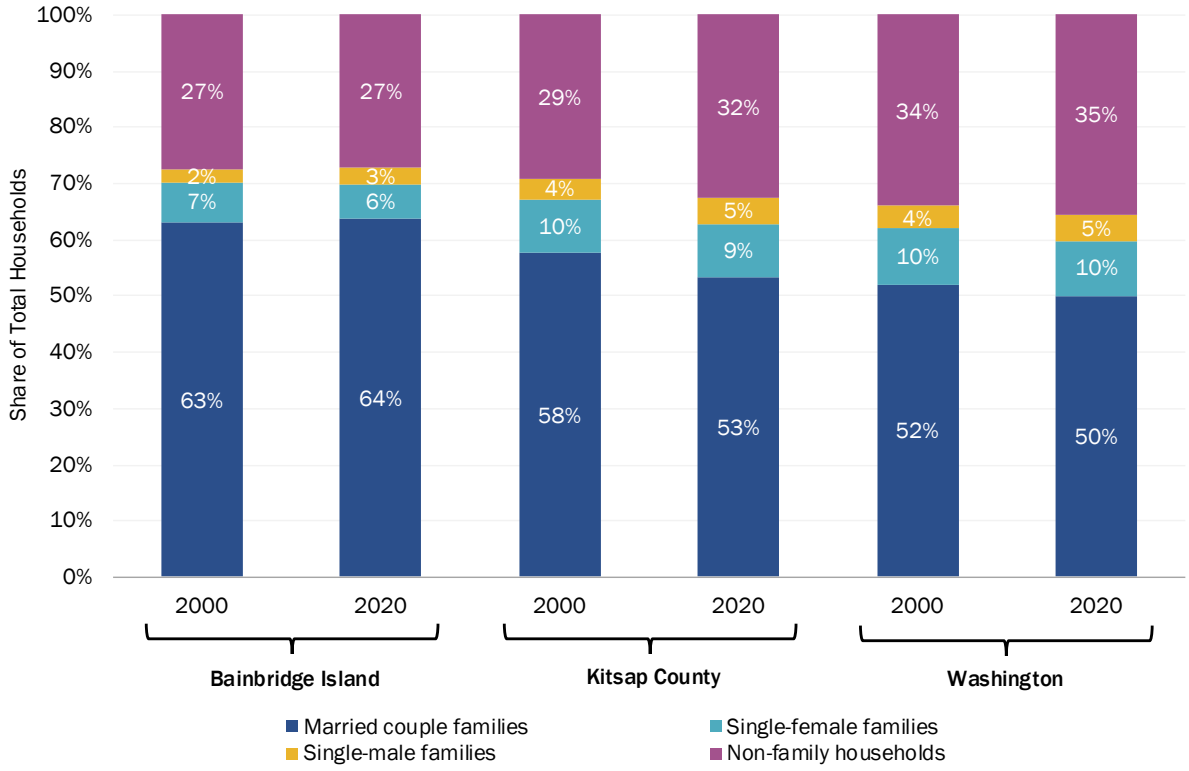
Age of Homeowner	2000	2020	Percentage Point Difference
15 to 24 years	4.4%	3.9%	(0.5)
35 to 44 years	22.1%	11.4%	(10.6)
45 to 54 years	32.6%	17.5%	(15.2)
55 to 64 years	18.5%	26.1%	7.6
65 to 74 years	11.2%	28.9%	17.7
75 and older	11.2%	12.2%	1.0
Total	**100.0%**	**100.0%**	**0.0**

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

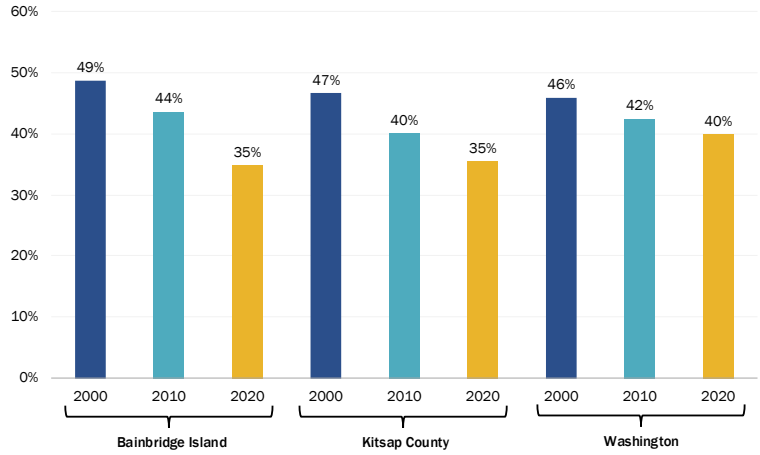
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2016-20 estimates (Table DP04). Note: Non-family households include single persons living alone along with unrelated persons living together. Single-male families includes families with a male householder 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.

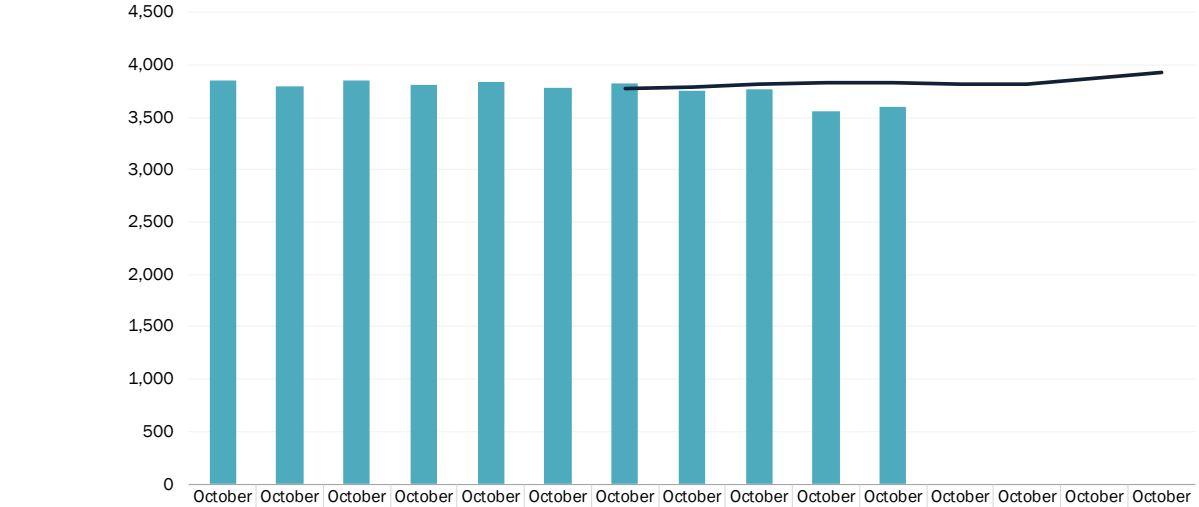
[24] William L. Kendrick, Ph.D., Bainbridge Island School District Enrollment Trends and Projections, October 2021. Seattle, WA: Educational Data Solutions, LLC. Information retrieved from: www.bisd303.org/cms/lib/WA01001636/Centricity/Domain/1784/BI_Trends_and_Projections_Oct_2021.pdf

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.

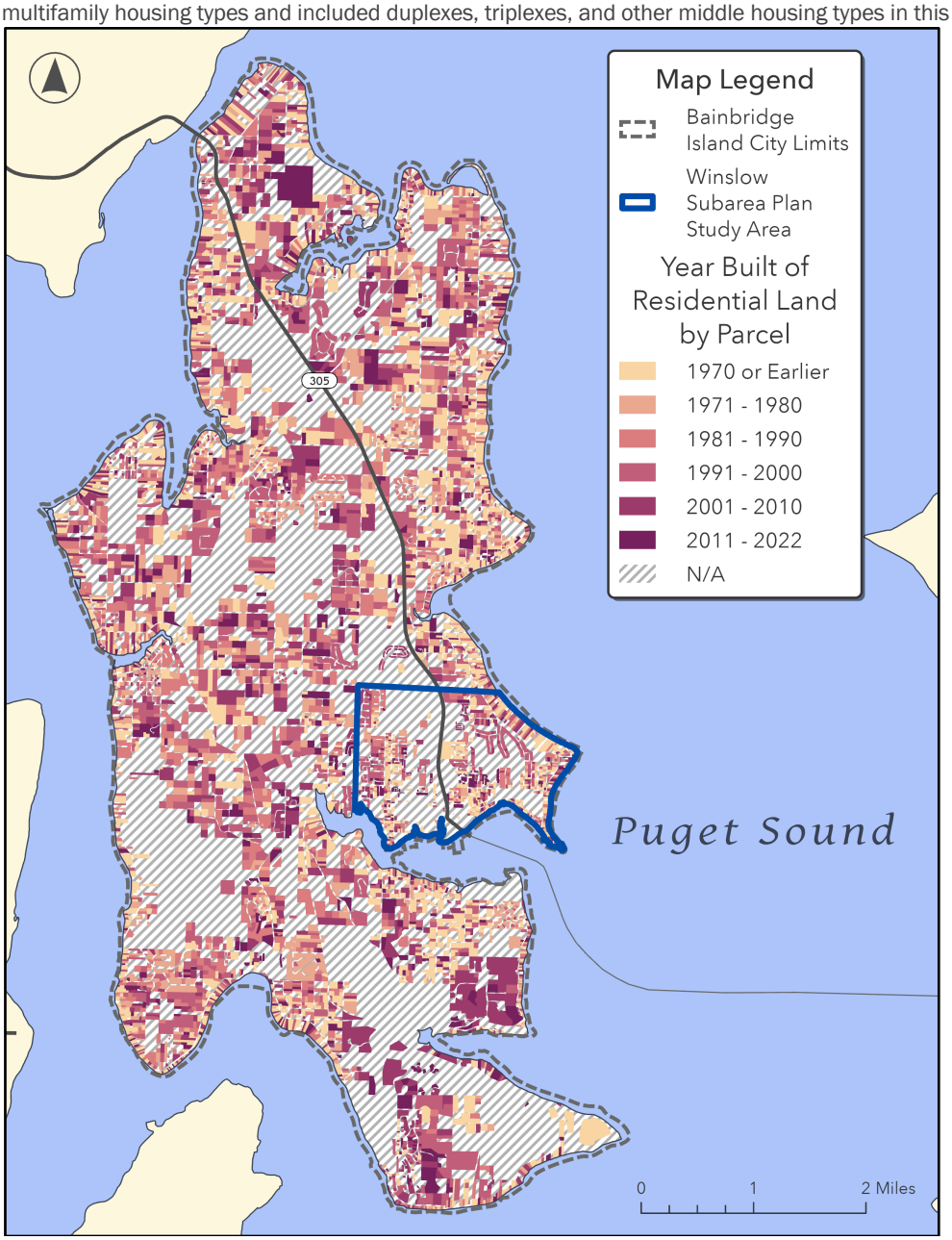
Exhibit 19. Count of parcels by year-built category on Bainbridge Island, 2022 Assessor Data
Source: ECONorthwest, with parcel data from the Kitsap County Assessor.

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.

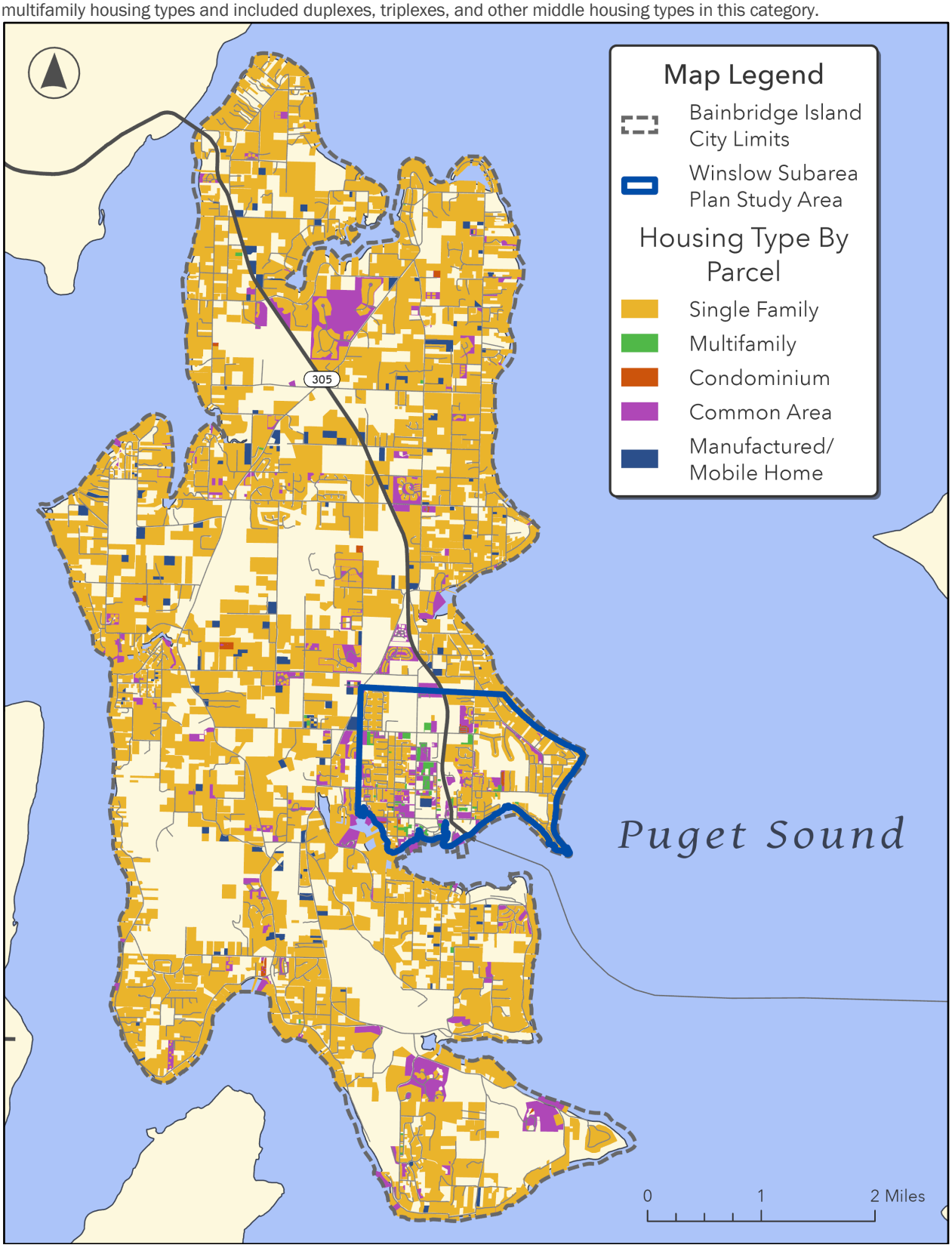
Housing Unit Type	Count of Parcels	Share of Total Parcels with Housing
Condominium	102	1.2%
Manufactured/Mobile Home	153	1.8%
Multifamily	63	0.7%
Single Family Home	8,416	96.4%
Total	**8,734**	**100.0%**

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).

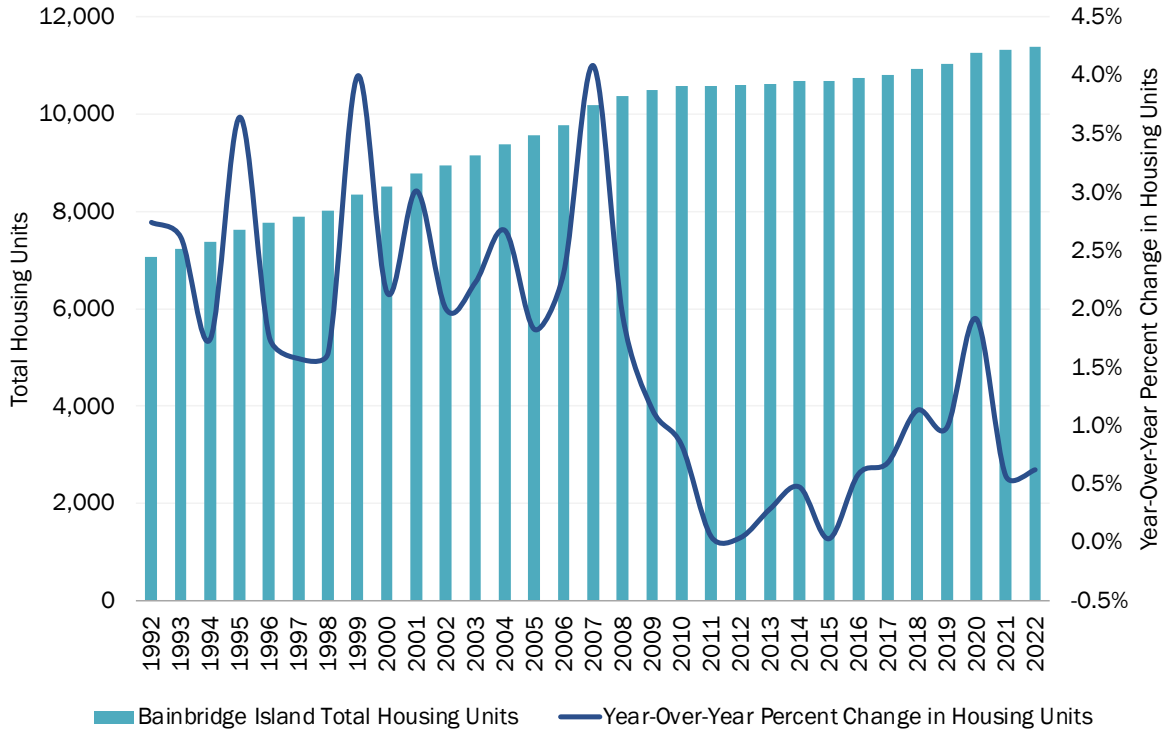
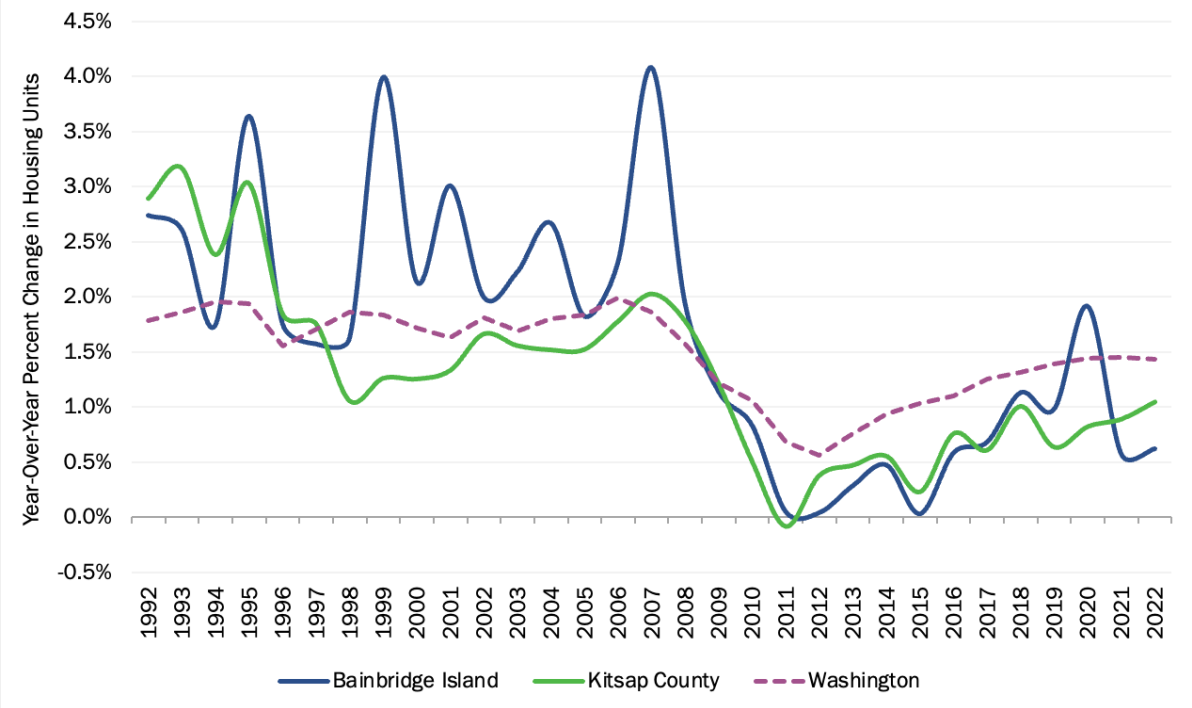


Exhibit 25. Year over Year Percent Change of Housing, Comparison to Bainbridge, 1992–2022

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

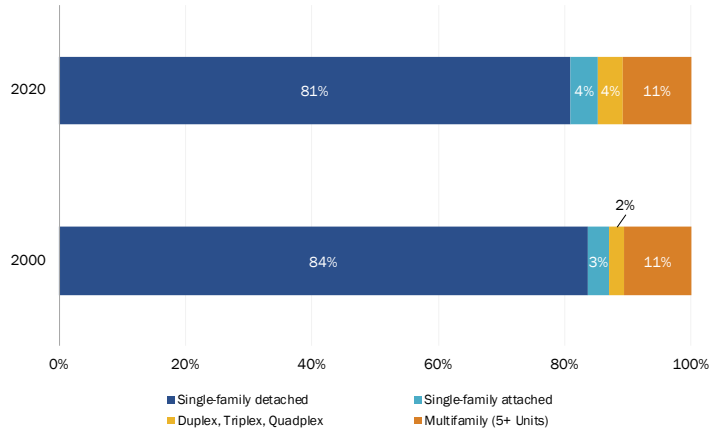
The U.S. Census provides generalized survey-based information describing the main categories of housing units (not the number of parcels) including single-family detached, duplex/triplex/quadplex, single-family attached (includes townhomes and row homes), and multifamily (five or more units).

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

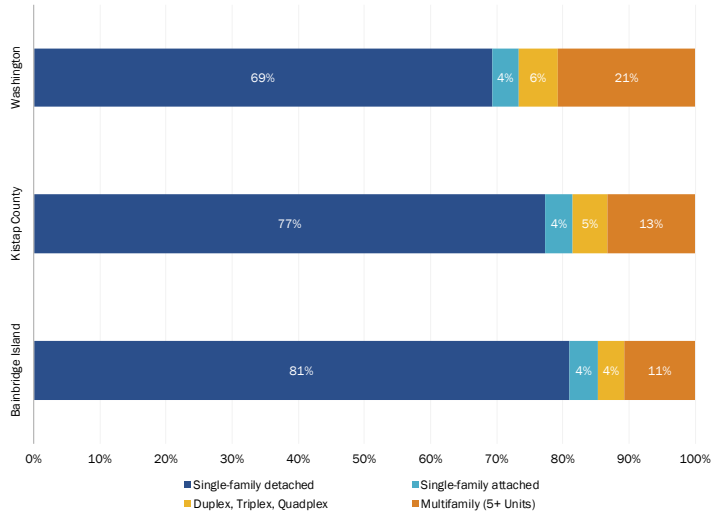
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 3 – Table DP4) and ACS 5-year data, 2016-20 estimates (Table DP04).
Note: Single-family attached includes townhomes and row homes.



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.

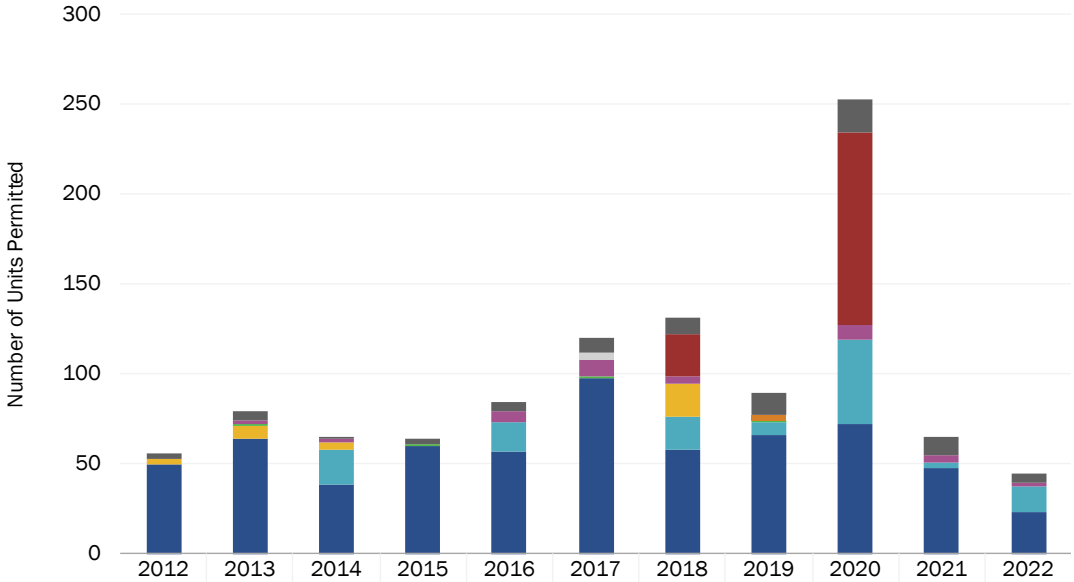
Housing Permits on Bainbridge Island

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.

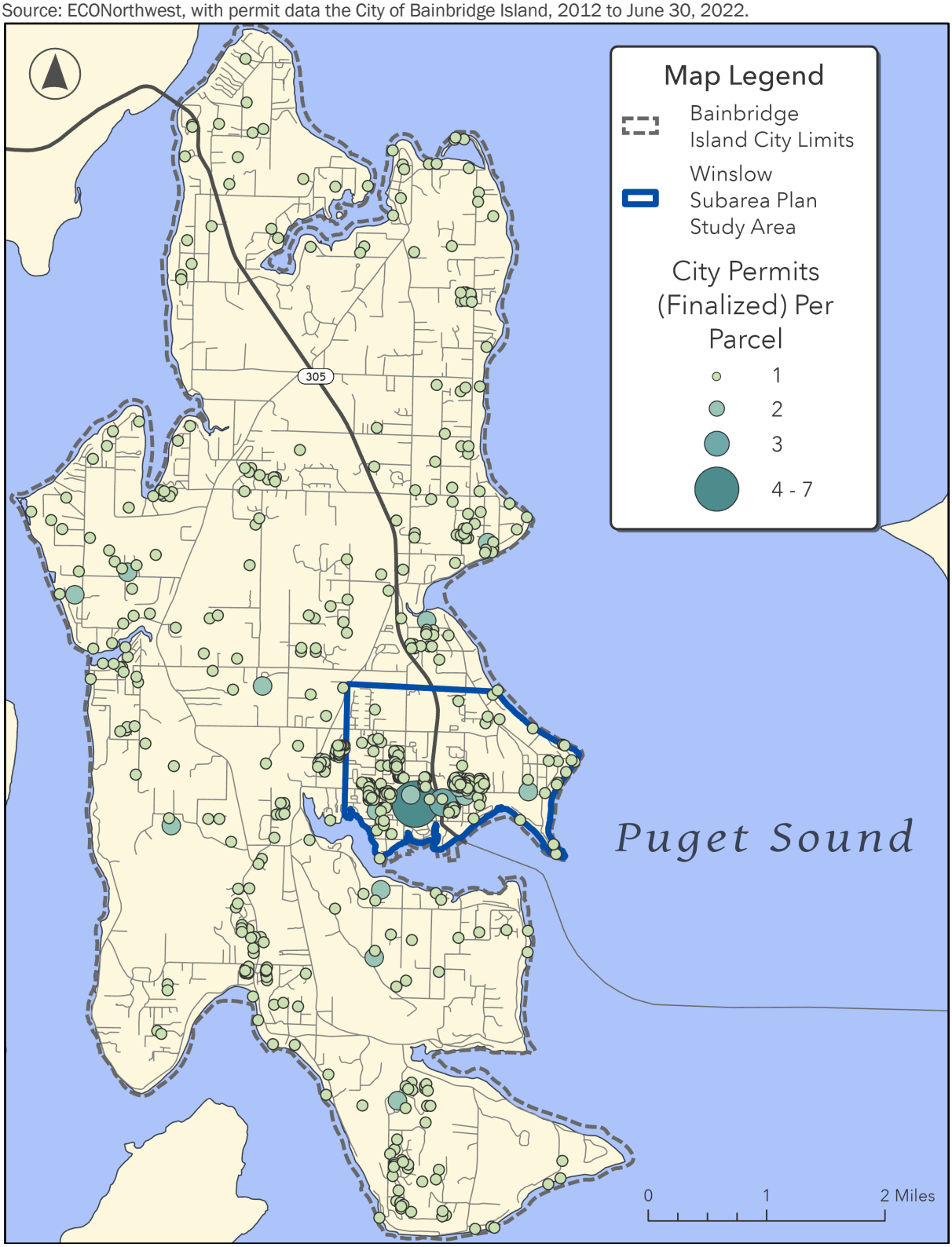
Note: The project team examined the development of "tiny homes" based on available permitting data. Bainbridge Island currently allows tiny homes on foundations but does not currently allow tiny homes on wheels to be residences. There were no permits identified for tiny home construction. Eighteen mobile 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.

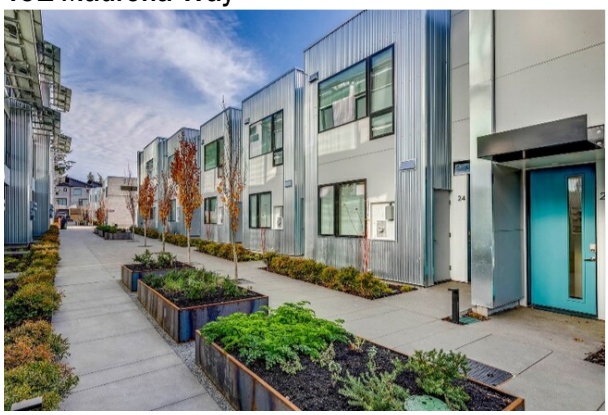
Exhibit 30. Map of finalized housing permits on Bainbridge Island, January 2012 – June 2022
Source: ECONorthwest, with permit data the City of Bainbridge Island, 2012 to June 30, 2022.



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

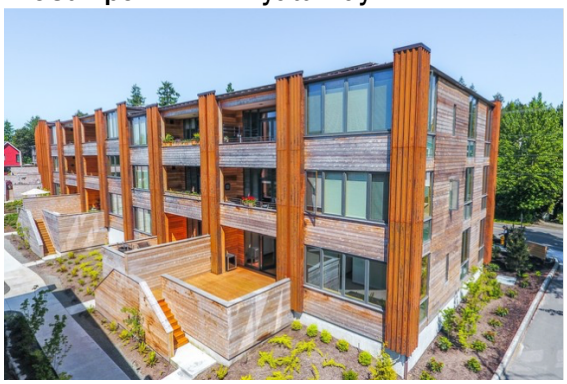


Blis Characteristics

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

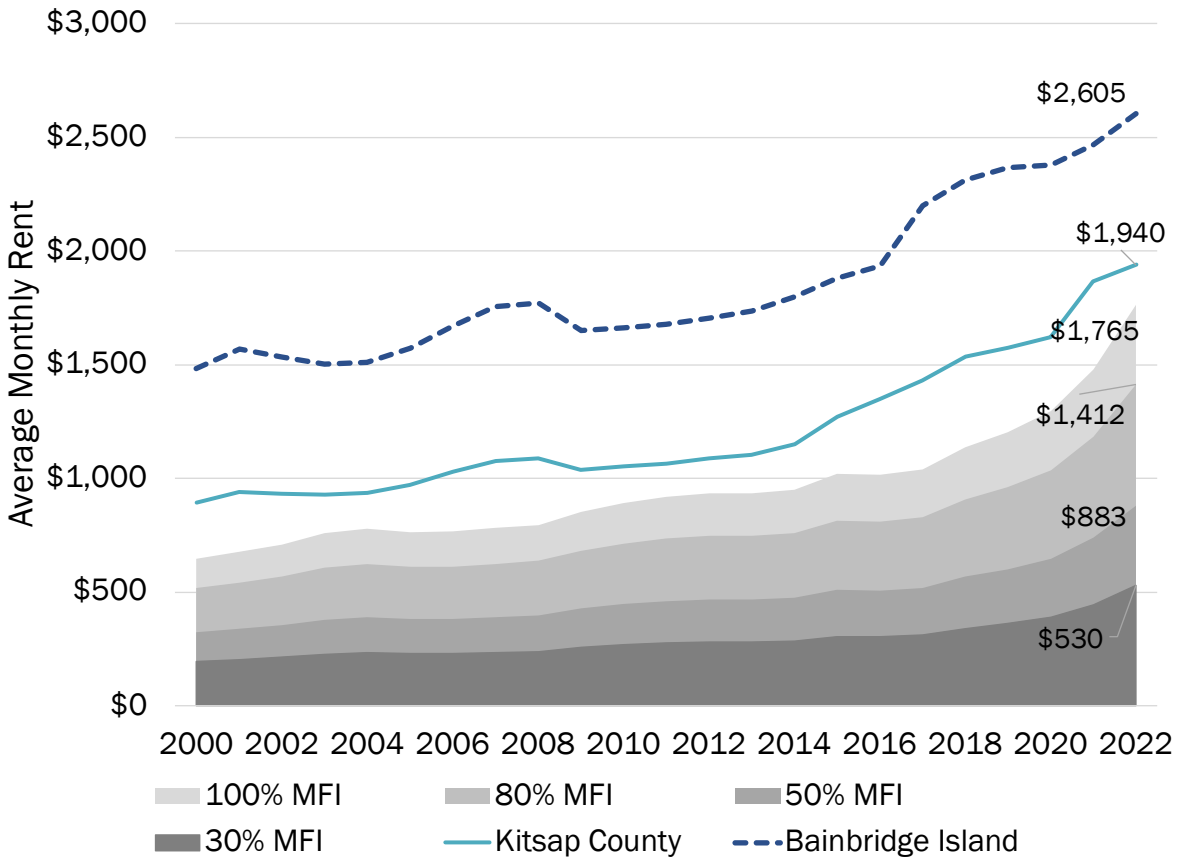
Year Built: 2015
Total Units: 12
Stories: 3
Vacancy Rate: 0.0%
Parking: N/A

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]

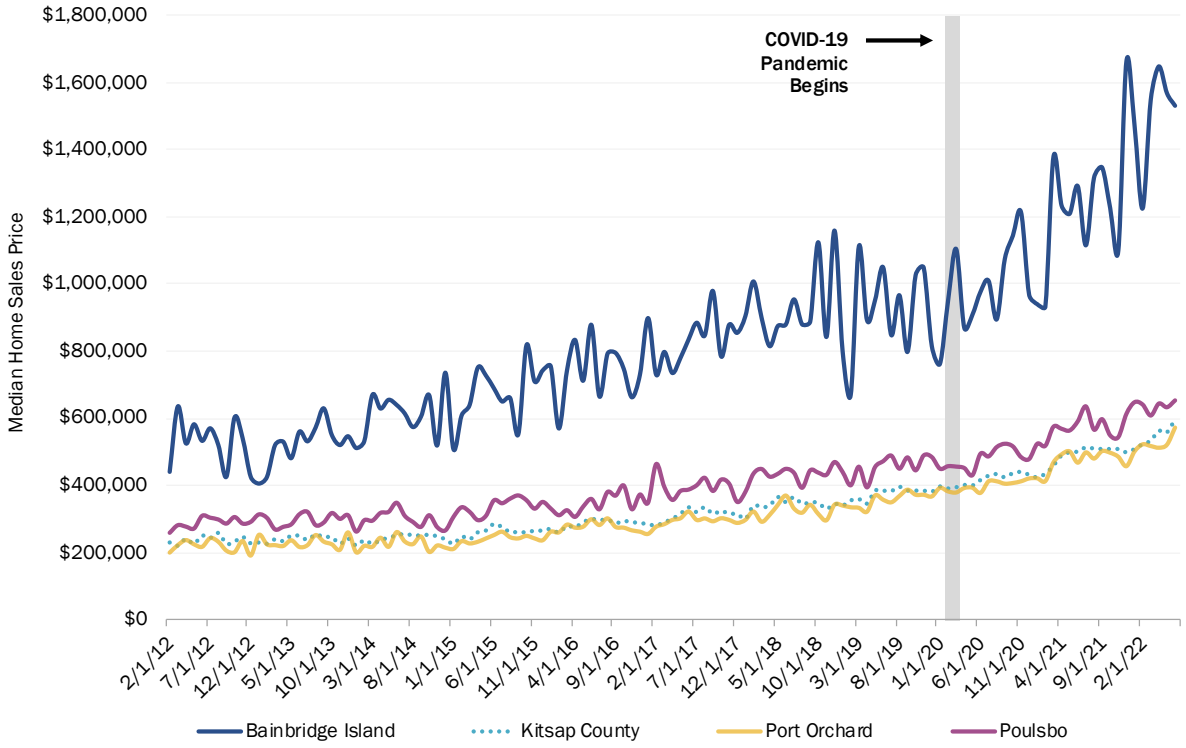
[29] Annual HUD Fair Market Rents (FMRs) are an estimate of the amount of money that would cover gross rents (rent and utility expenses). They are calculated as the 40th percentile of gross rents for regular, standard quality units in a

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.

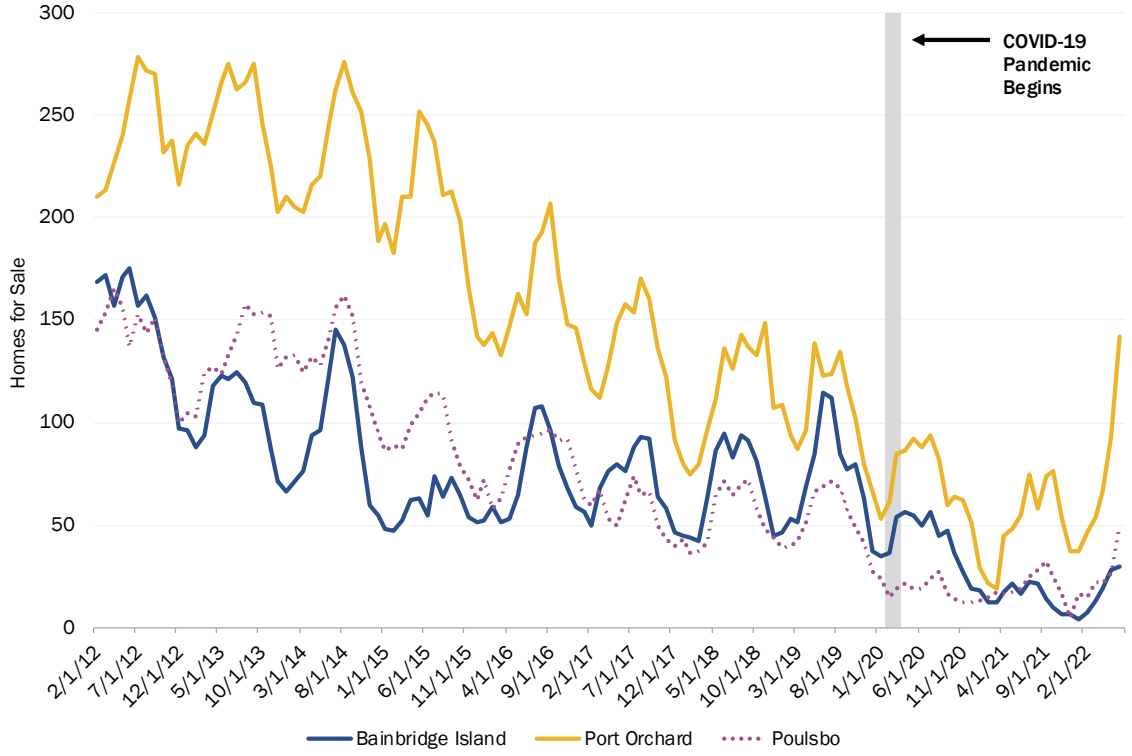


The sizable growth rate in home sale prices on Bainbridge Island is due, in part, to the high demand for housing coupled with its declining stock of homes available on the market and increasing construction costs (see Exhibit 34 for the monthly change in homes for sale in Bainbridge Island's real estate 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

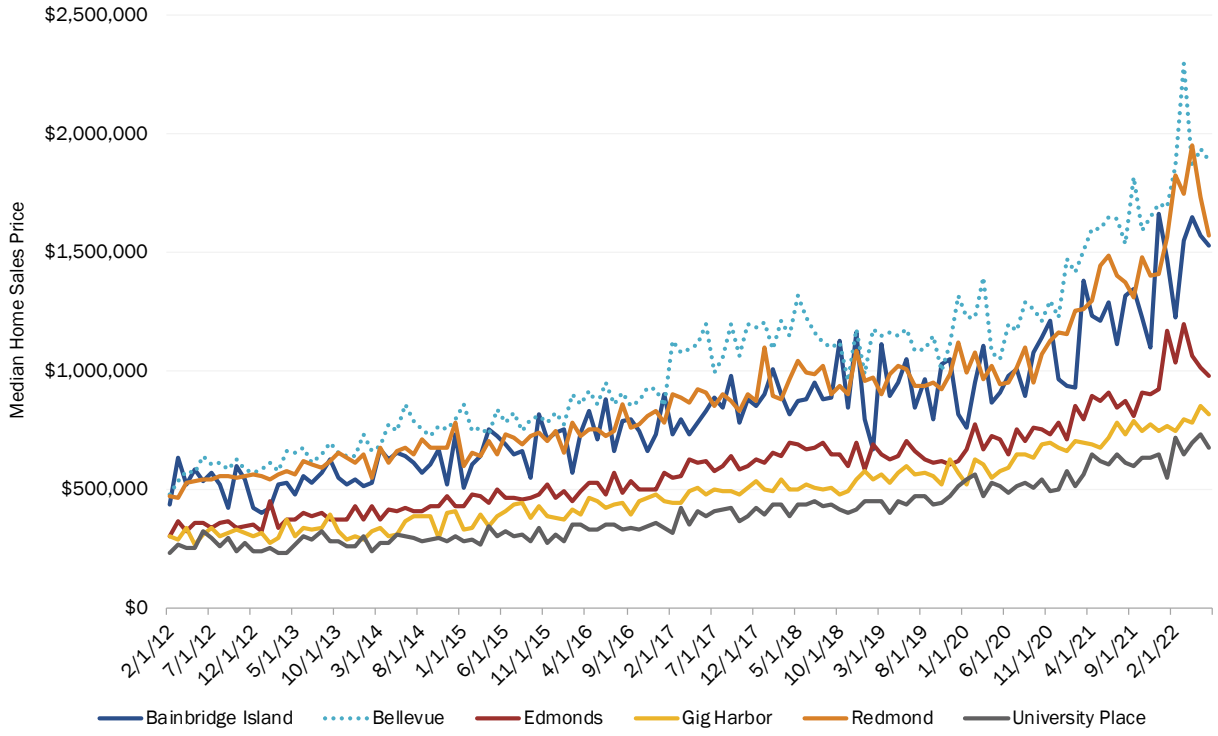
Source: Redfin Data Center. The City of Port Orchard was included for comparison to Bainbridge Island due to its similar location in Kitsap County and somewhat similar population size.



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.

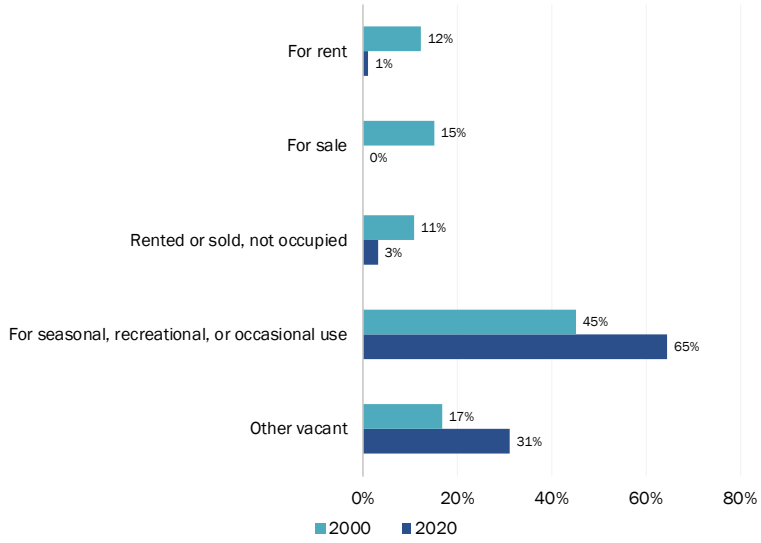
Housing Vacancy Trends

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

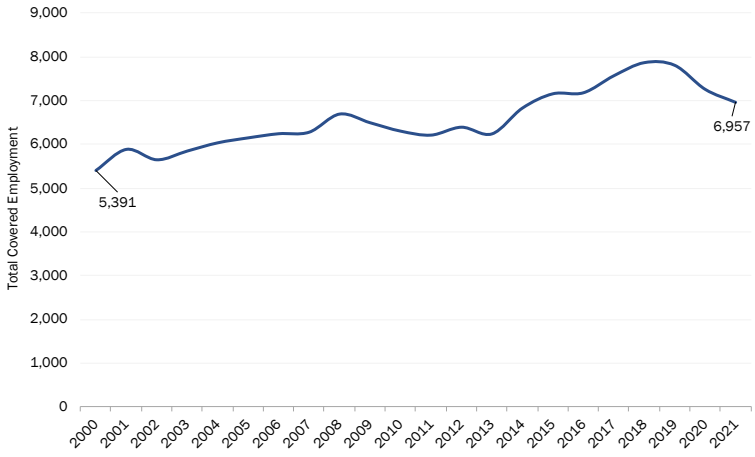
Understanding Bainbridge Island's workforce profile and commuting trends will help provide insights on the housing needs of workers today and into the future. The following section provides key findings regarding covered employment in Kitsap County and then more localized findings on the top employers 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).

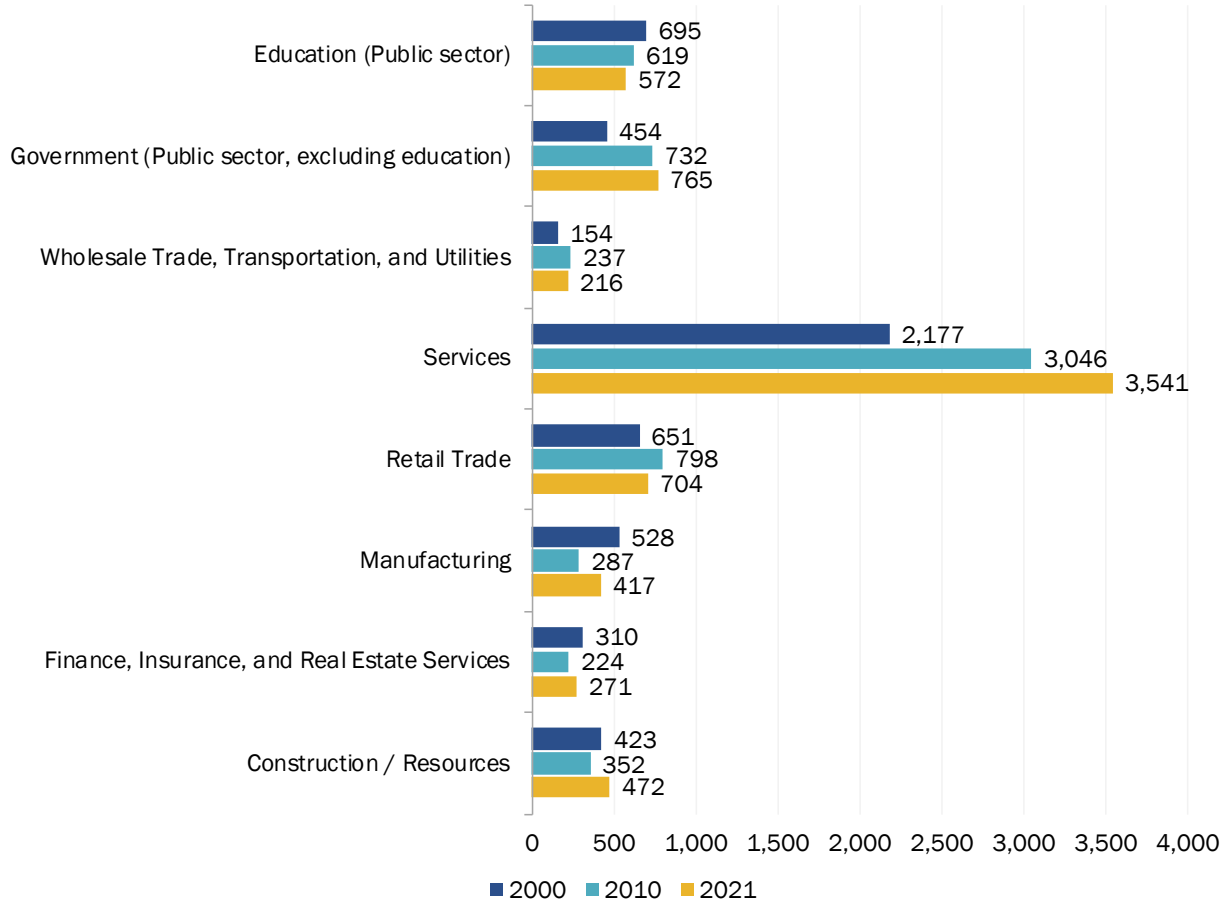
Before the COVID-19 pandemic in 2020, covered employment on Bainbridge Island reached a peak of 7,870 covered jobs in 2018, about 46 percent above 2000 levels. In 2020, Bainbridge Island's covered employment fell to a total of 7,257 jobs, or seven percent below 2019 levels. In the following year (2021), 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.



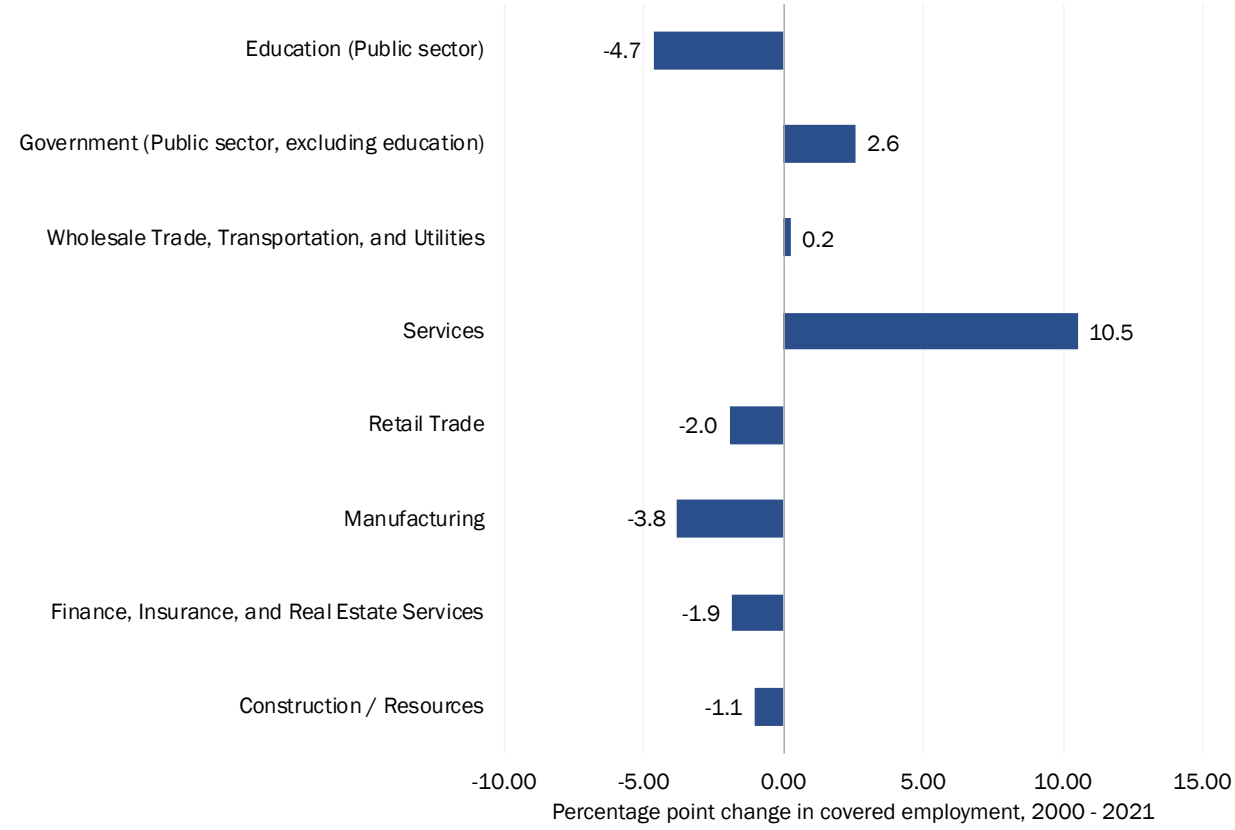
The services sector group comprised the largest covered employment share on Bainbridge Island from 2000 to 2021. In 2021, a little over half, or approximately 51 percent, of Bainbridge Island's covered employment was comprised of service jobs (see Exhibit 40), up nearly 11 percentage points relative 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.

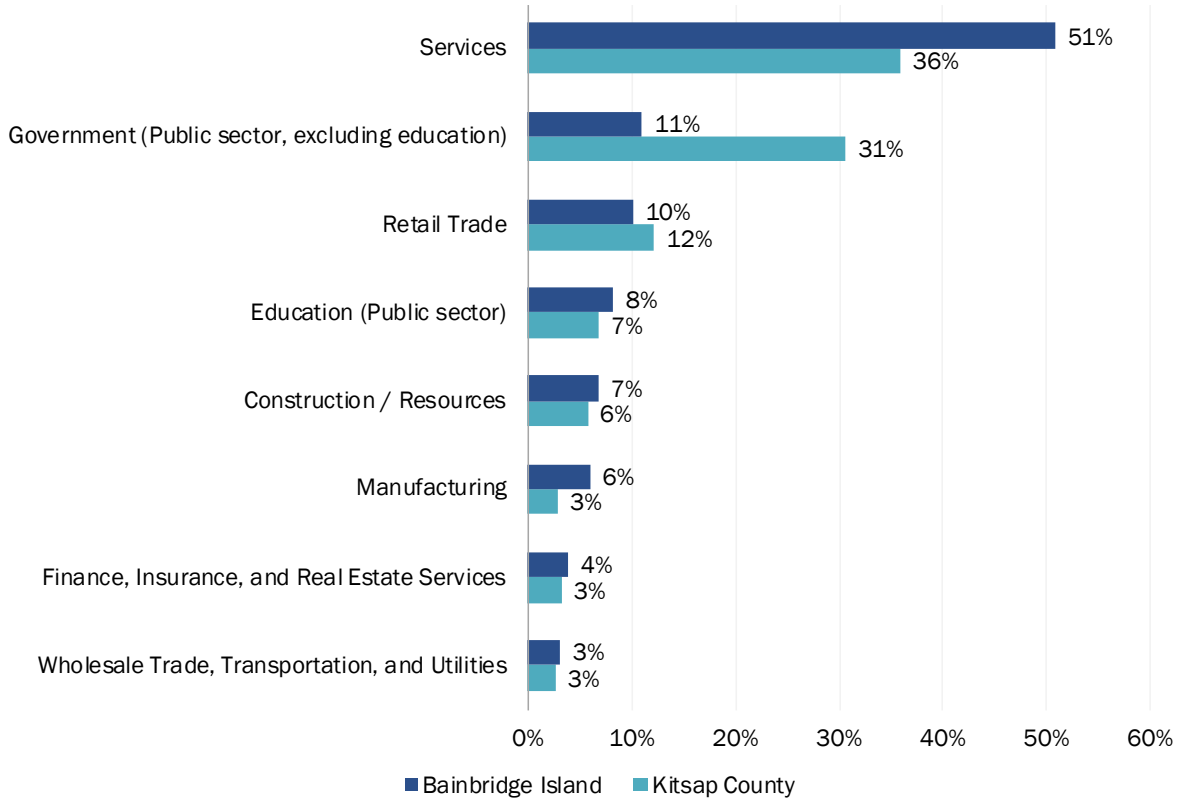
to 2021. All other major sector groupings either stagnated or declined in terms of their share of employment relative to the city-wide total in 2000, 2010, and 2021.

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.

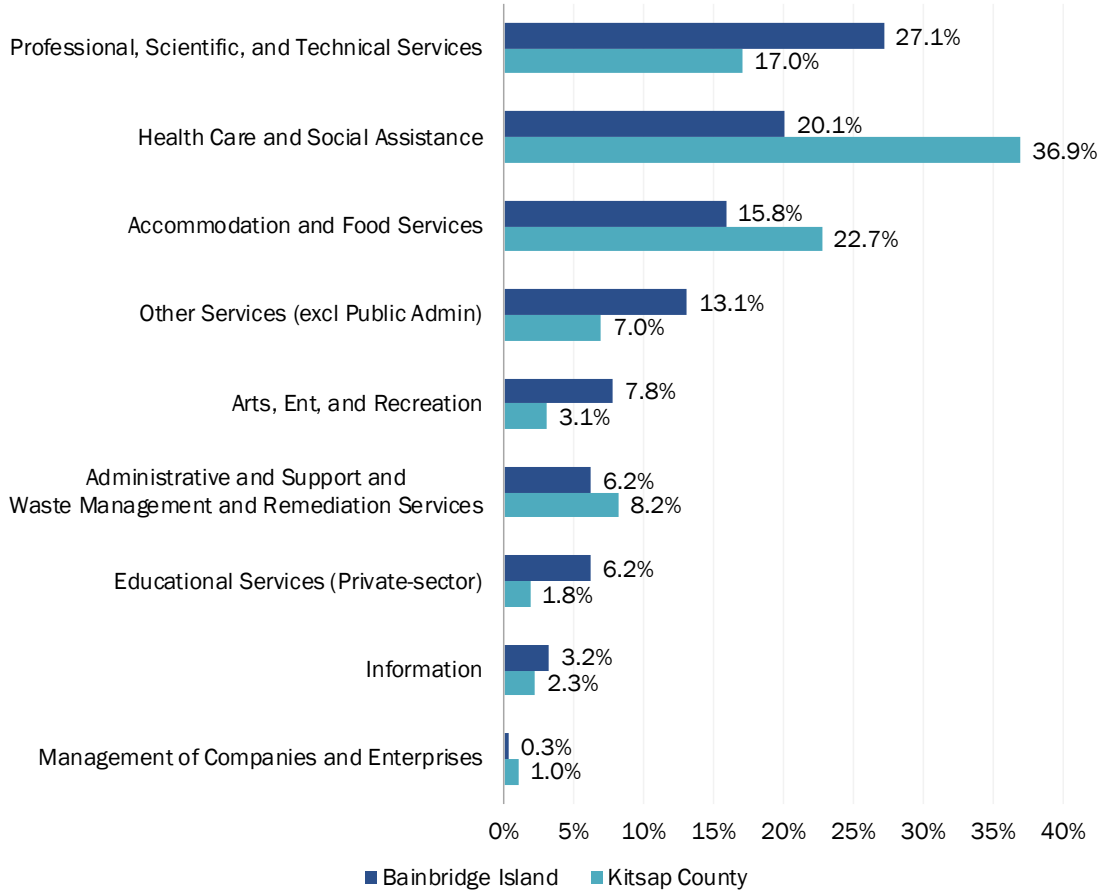


Exhibit 43 shows the average annual wages for several service-related occupations in Kitsap County as of 2021.[35] These are included to illustrate the wide array of potential occupational roles that exist within the broad sector of service-based jobs.

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.

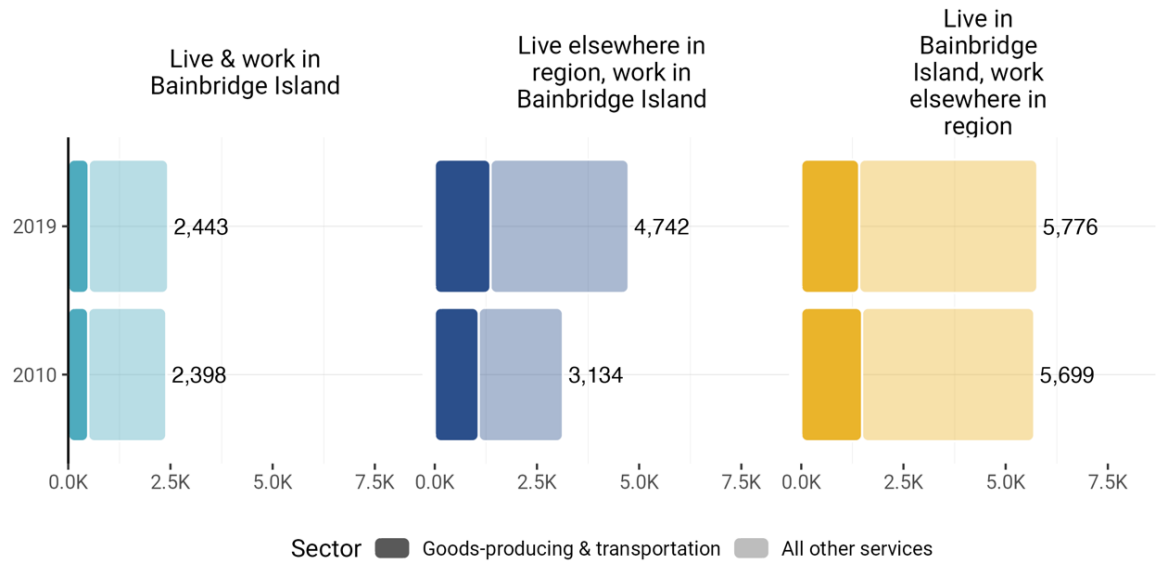
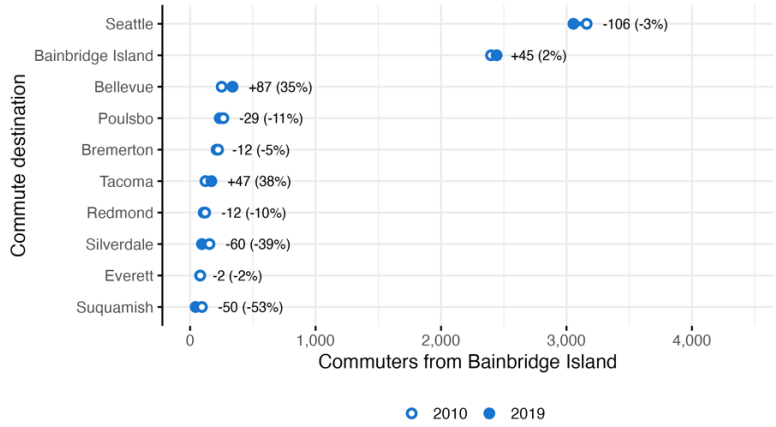


Exhibit 46 shows the top ten urban places or cities where workers who live on Bainbridge Island commute to for their jobs (as estimated by the U.S. Census Bureau in their LEHD data). In both 2010 and 2019, the largest commuting destination was Seattle. While the count of Bainbridge Island workers commuting 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

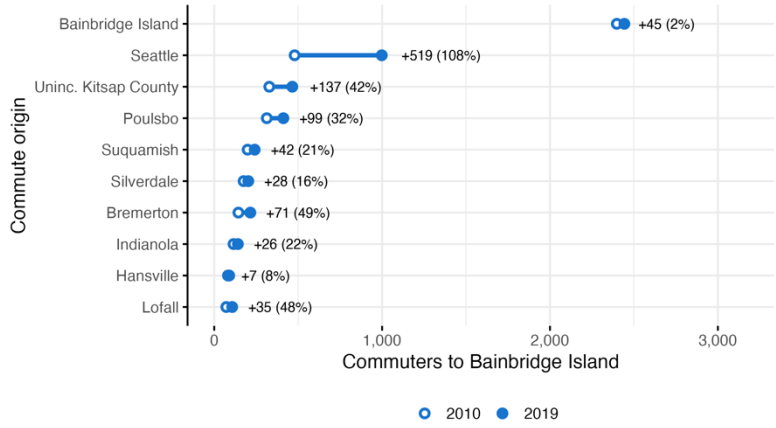
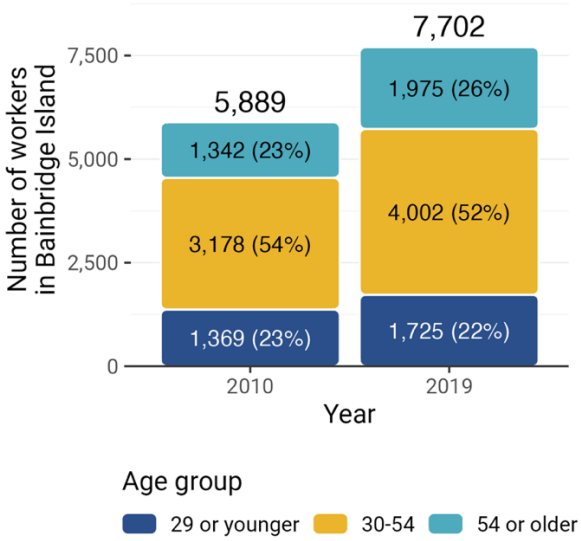


Exhibit 47 primarily shows the commuting origin changes of those working on Bainbridge Island from 2010 to 2019. Among workers not living on Bainbridge, those commuting from the City of Seattle increased the most from 2010 to 2019 (increased by 519 jobs). Among the top city originations for workers on 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

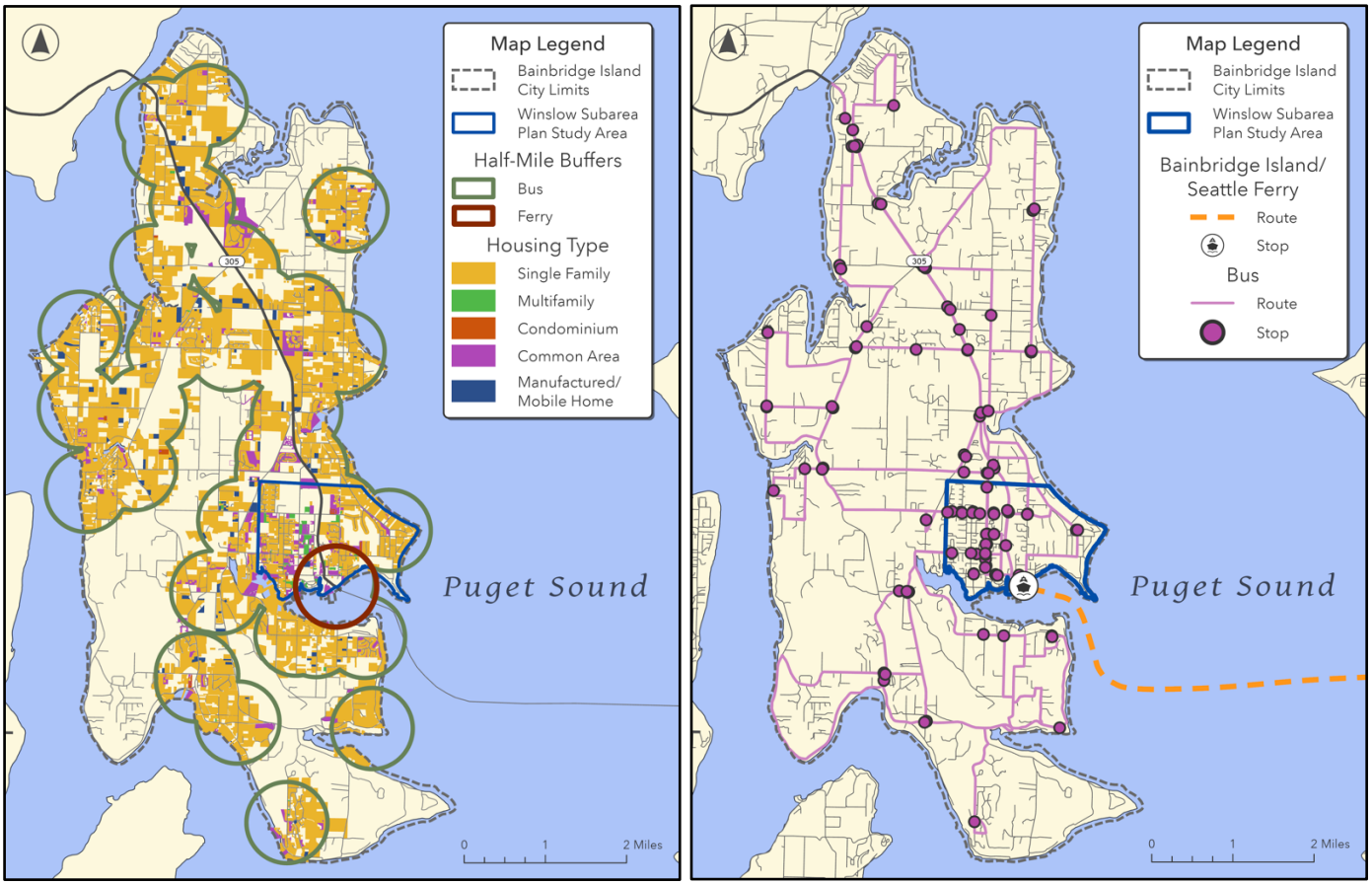
Source: U.S. Census Bureau, Center for Economic Studies, 2010 and 2019 LEHD data.



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.

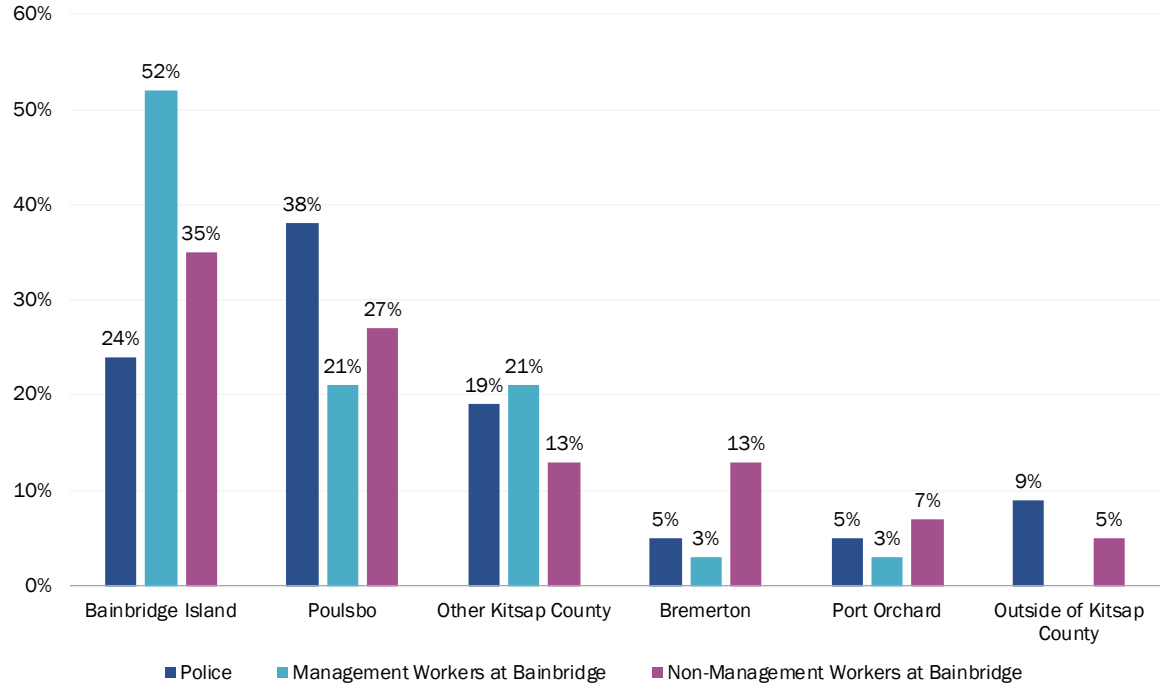
Exhibit 49. Transit Infrastructure and Housing Mix on Bainbridge Island
Source: ECONorthwest analysis with data from the Kitsap County Assessor (parcel data), the City of Bainbridge Island (bus lines and bus stop data), and the Washington State Department of Transportation (ferry line data). Note: The 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,

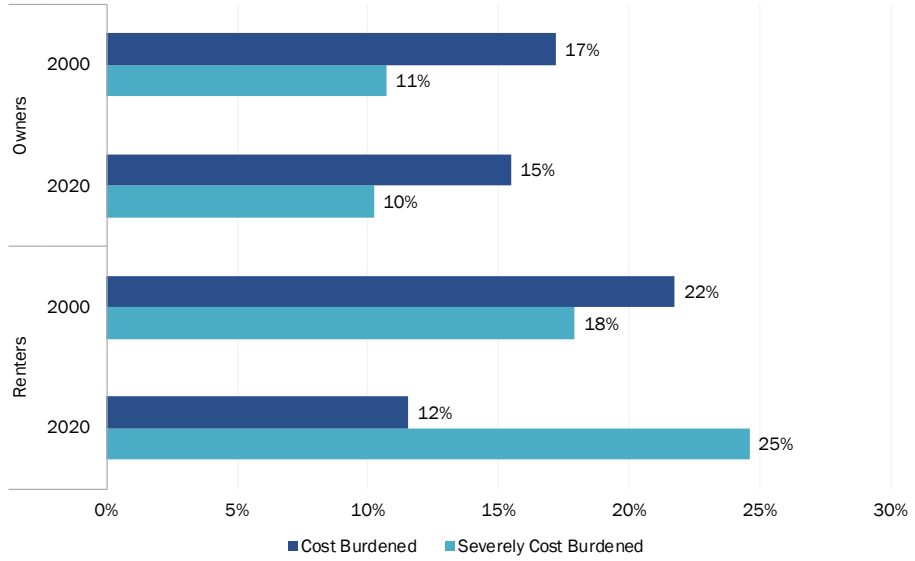
and homelessness. Since housing at the low-income cost range is rare, most households in this income range have to pay more than 30% of their income for their housing. Low-income households who are severely cost burdened are at high risk of homelessness if a household crisis emerges.

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).

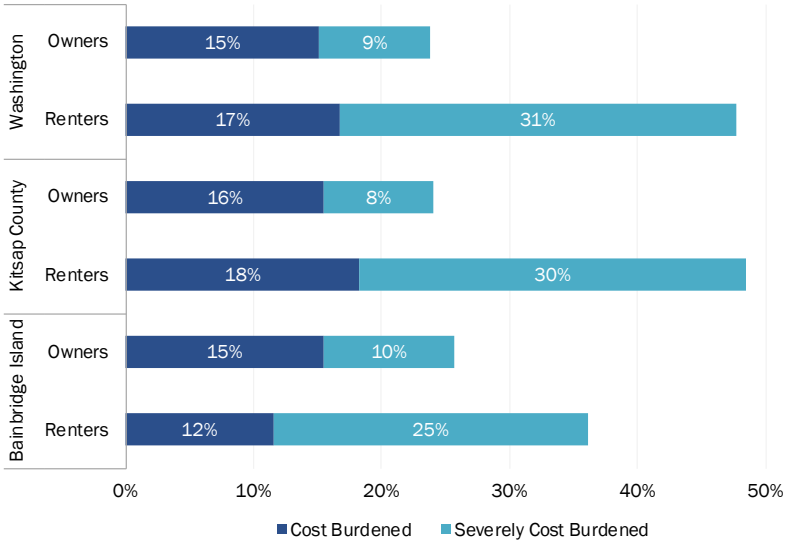


The overall share of cost burdened renter households (cost burdened plus severely cost burdened) on Bainbridge Island has slightly fallen over the 2000 to 2020 period, from a total of 40 percent down to 36 percent. However, the share of severely cost burdened renters has increased by about seven percentage 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

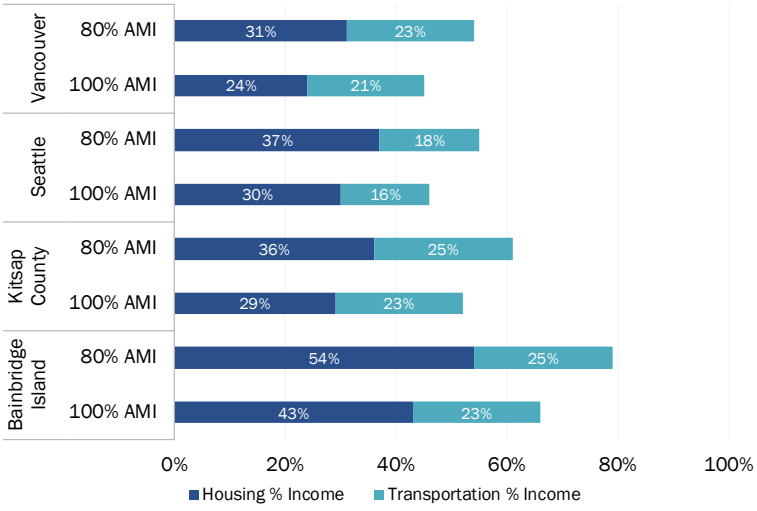
Source: U.S. Census Bureau, ACS 5-year data, 2016-20 estimates (Tables B25070 and B25091).



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

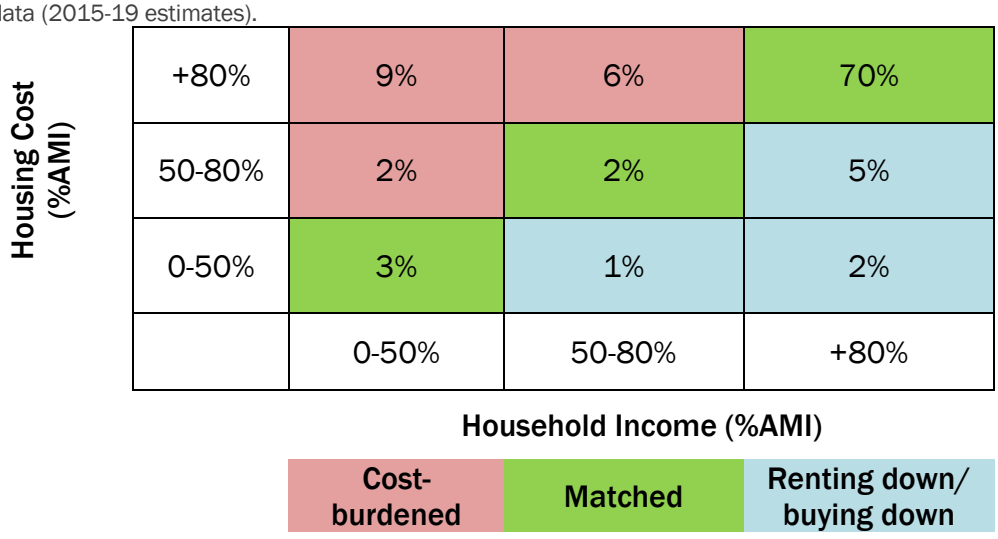
The current housing stock on Bainbridge Island by affordability category is summarized in Exhibit 54. This information is based on 2015-2019 data estimates provided by the latest Comprehensive Housing Affordability Strategy (CHAS) data from the U.S. Department of Housing and Urban Development for Bainbridge 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).



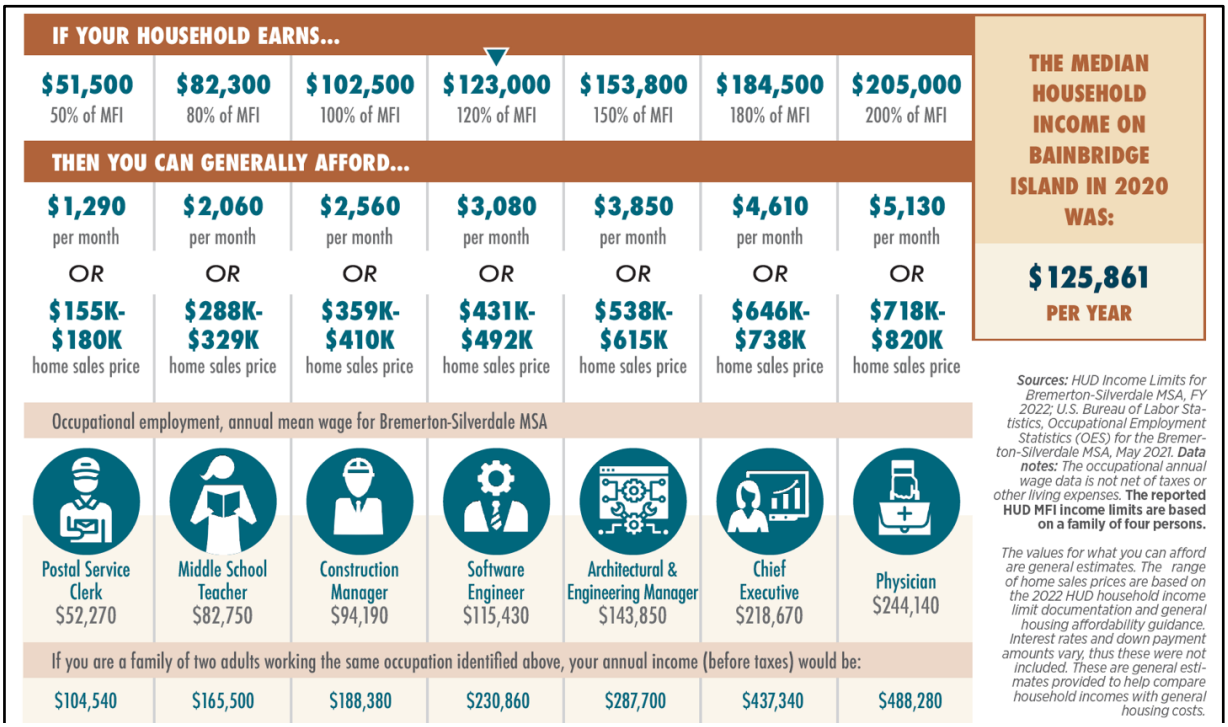
Financially Attainable Housing

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.

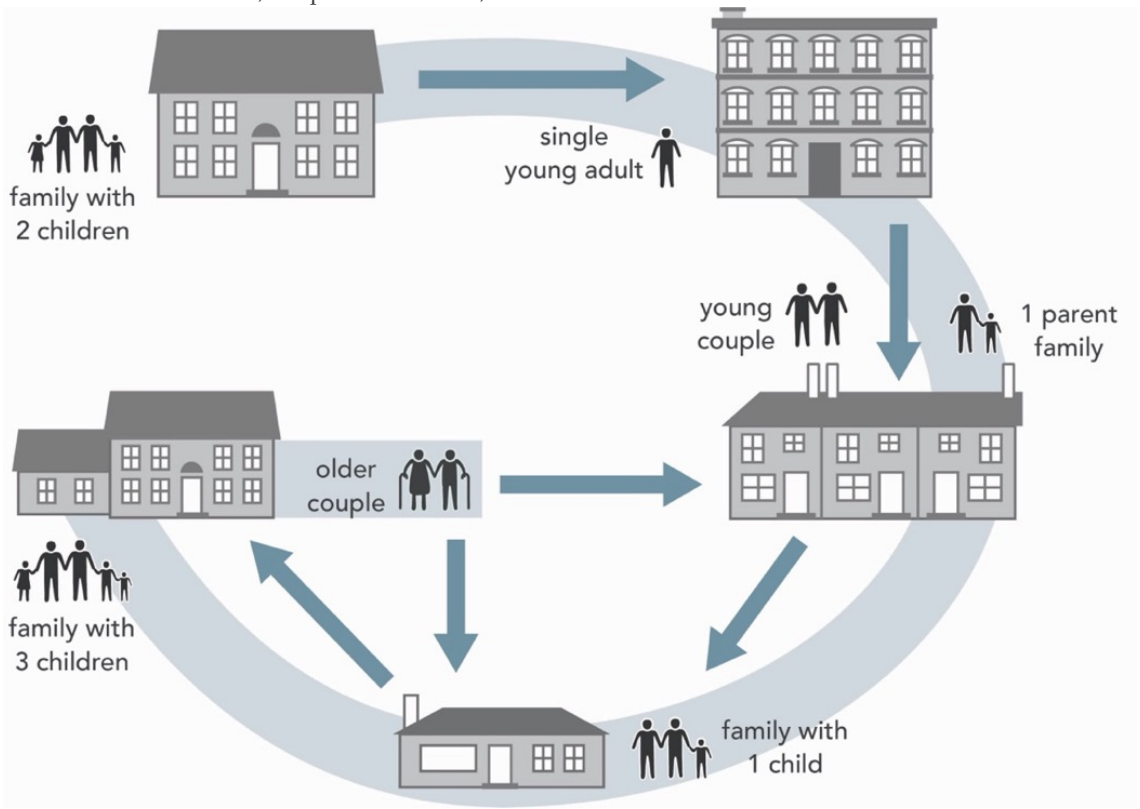
about 1946 to 1964) and Millennials (people born from about 1980 to 2000) are discussed below but in general, homeownership rates increase as age increases.

- **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

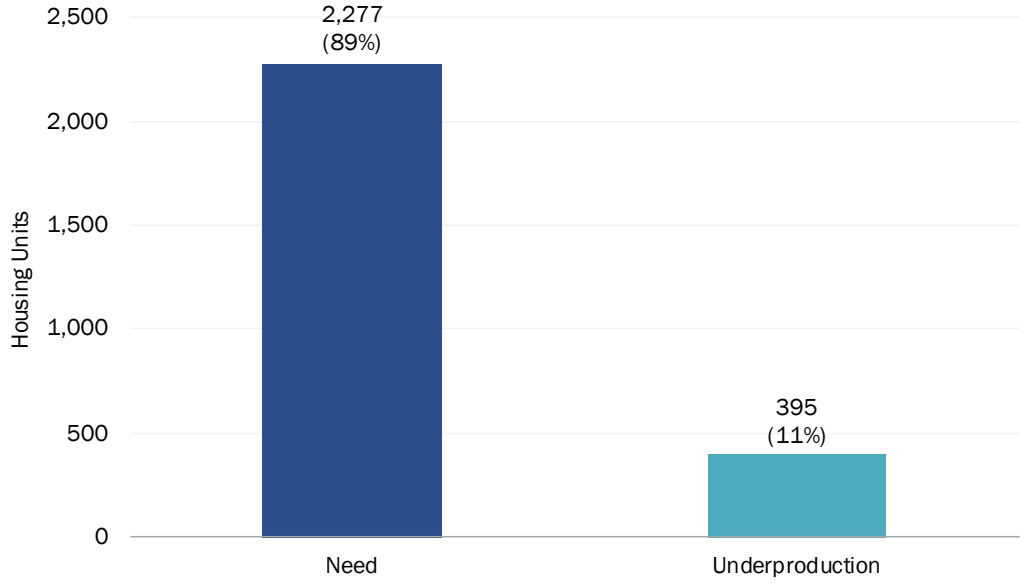
Sources: ECONorthwest.



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]

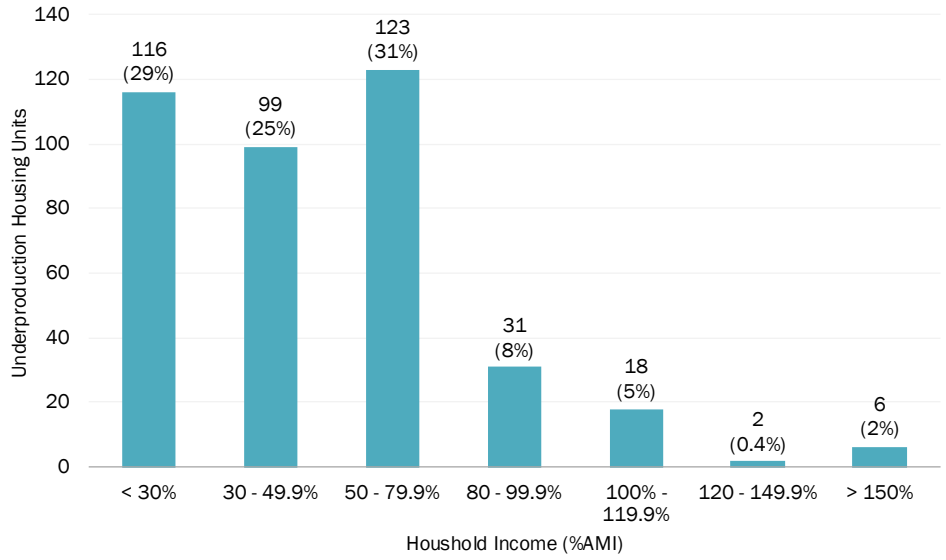
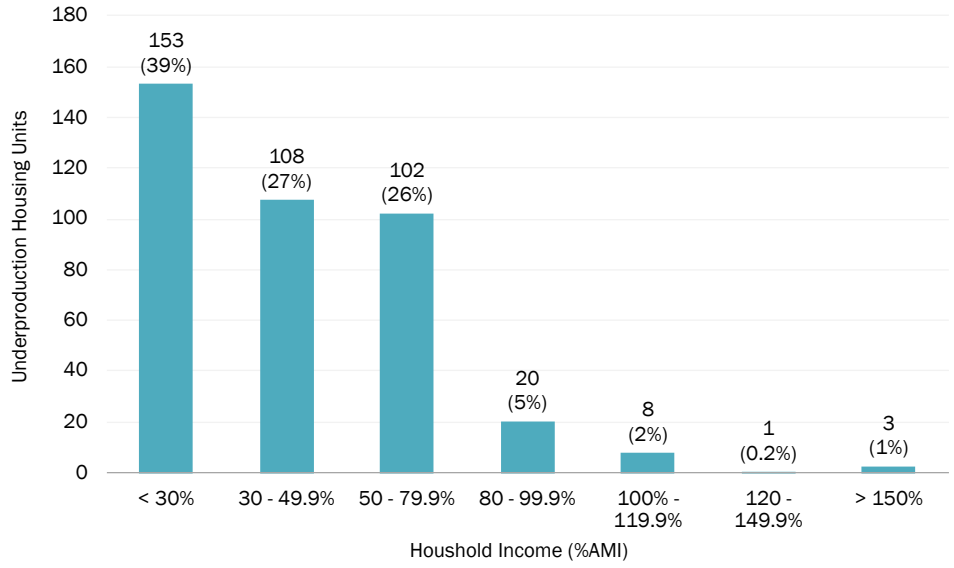


Exhibit 63. Scenario 2, Underproduction of Housing Units on Bainbridge Island, Using Kitsap County AMI Affordability Shares

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.

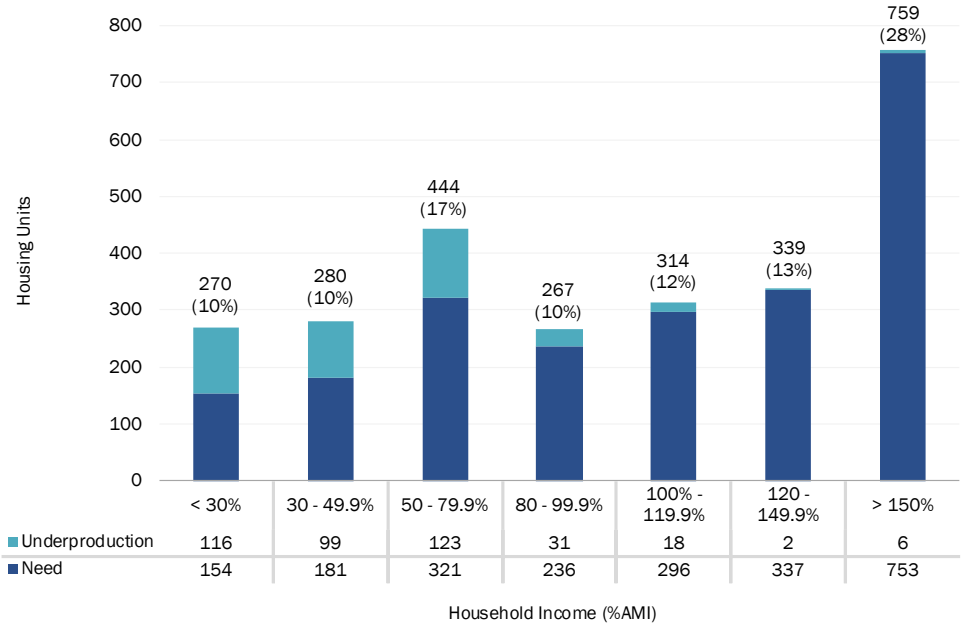
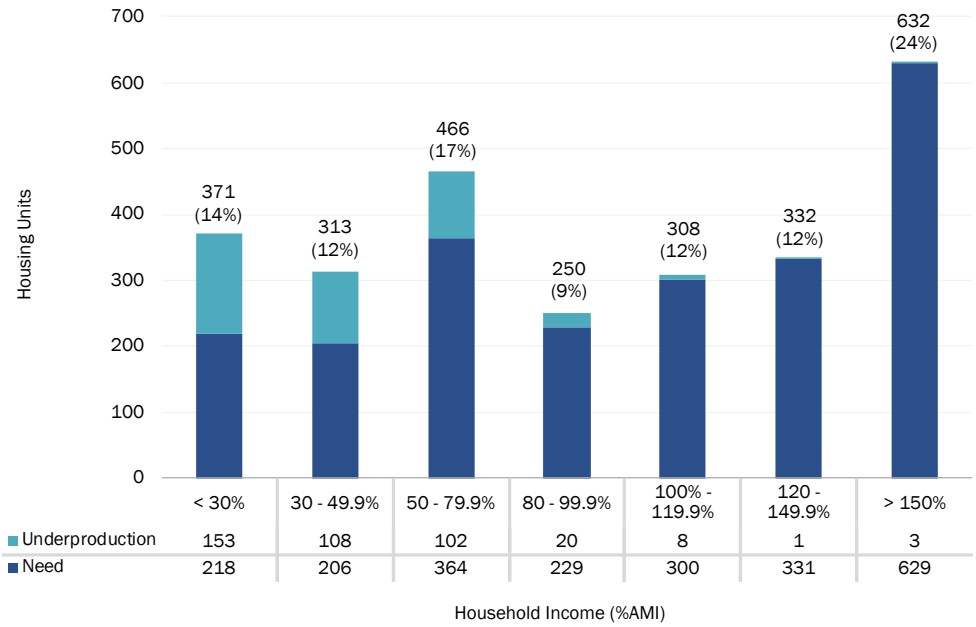


Exhibit 65. Scenario 2, Combined Housing Unit Gap on Bainbridge Island, Using Kitsap County AMI Affordability Shares

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

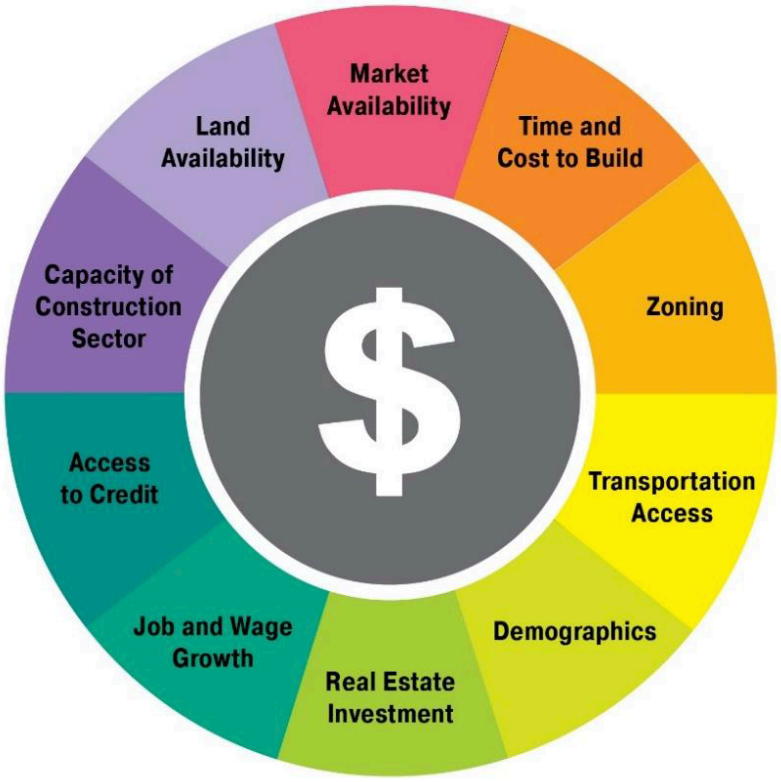
these affordability needs will most likely require some level of public incentive for at least 34 percent of new housing to ensure new units are affordable to households earning less than the median income.

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:

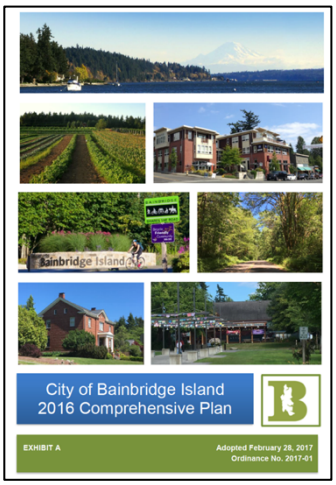
- *Providing a flexible combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle- and lower-income persons.*
- *Expanding areas zoned for moderate density ("missing middle") housing to 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.*

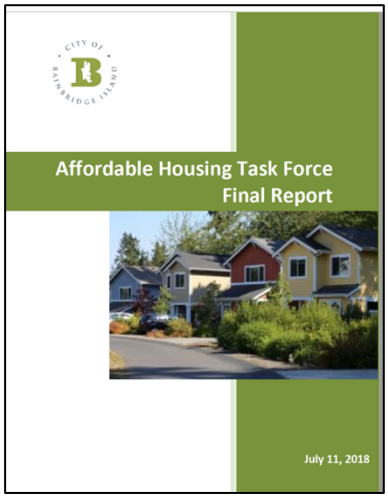
Land Use Element:

- *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

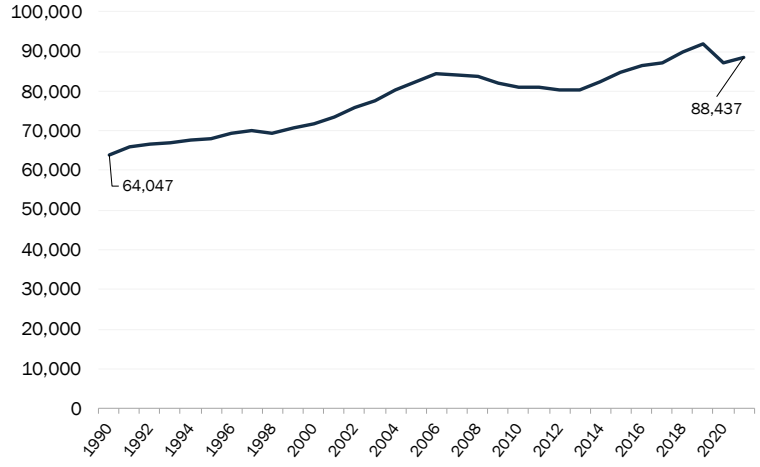
5.1. Additional Data Analysis Findings

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.

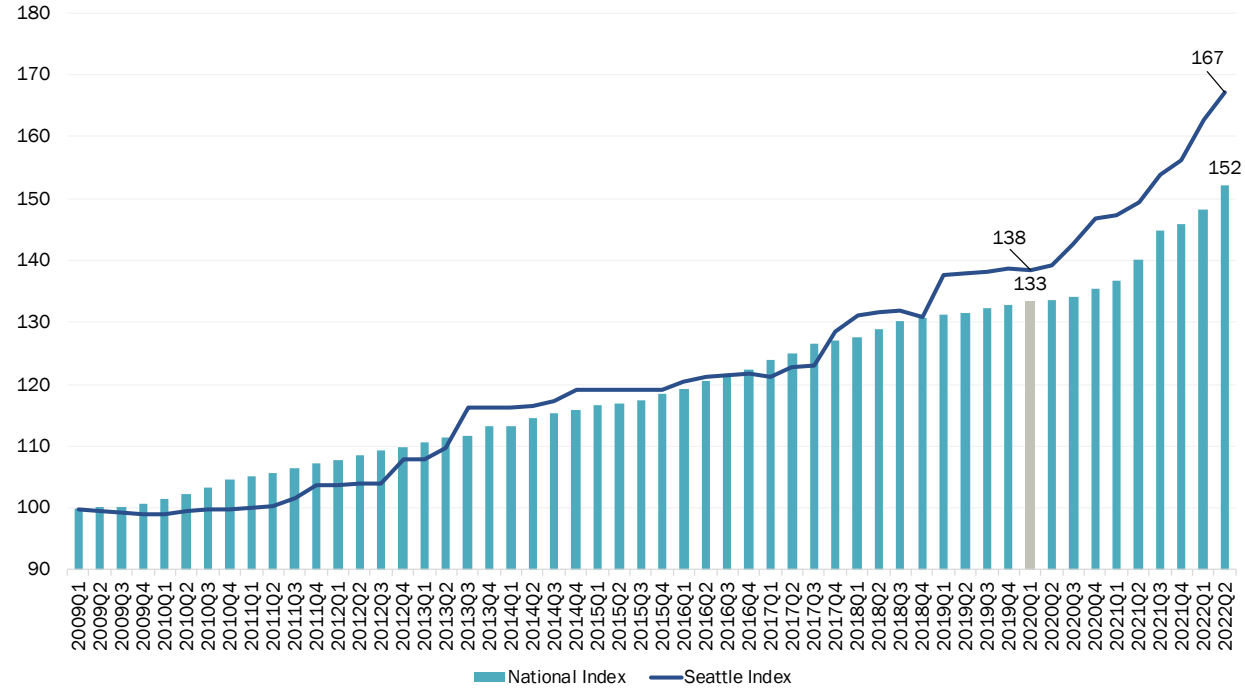
[55] Bureau of Labor Statistics. 2018 Quarterly Census of Employment and Wages for the four-county region (King, Kitsap, Snohomish and Pierce Counties). Available from: https://www.bls.gov/cew/downloadable-data-files

[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

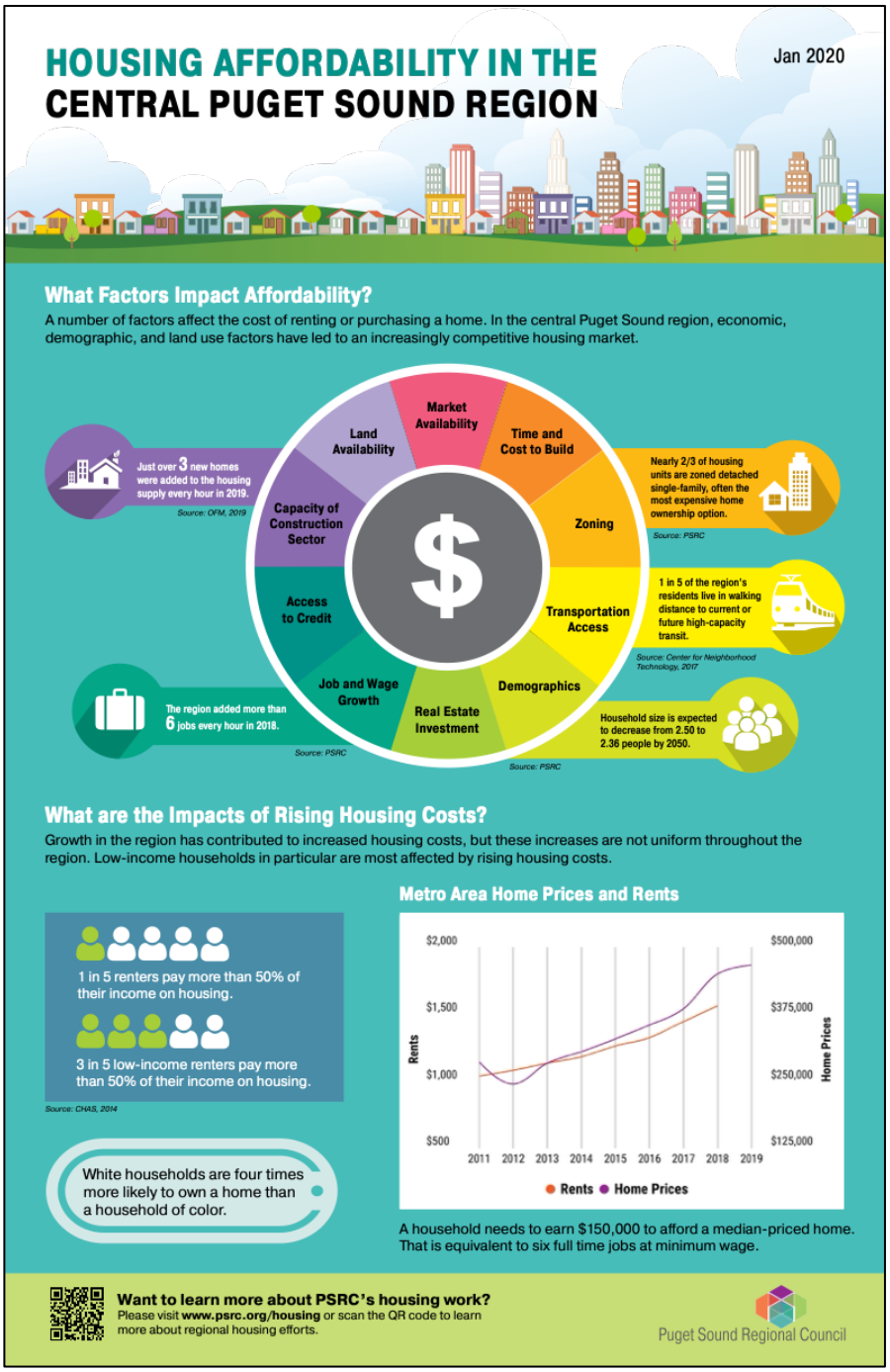
Source: Engineering News-Record Construction Cost Index, 2009-2022 (January 2009 is indexed to 100).



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.

Mike Nelson

Housing Element

Entire Document

Overarching Question: Where is the discussion of subsidies, including the discussion of what it would cost to subsidize the required units and the gaps in local funding? On April 21, 2026, the City Council unanimously adopted a motion directing the Interim City Manager to include in the Preferred Alternative a discussion of subsidies, which shall include each of the following elements:

- The total number of housing units that require subsidies to be constructed;
- The total cost of subsidizing the number of housing units that require subsidies;
- A discussion of which available funding tools the City of Bainbridge Island is currently using;
- The gaps in local funding needed to achieve the City's housing allocation targets; and
- A discussion of which local tools can be implemented to help close the funding gaps.

Page HO-2 – Housing Element Introduction

Motion: I move to revise the last sentence on Page HO-2 to read as follows:

"Another indication **that** of the Bainbridge Island **has an aging population** "greying" is the decrease in Bainbridge Island School District enrollment, down 12% from 2010-2024, from 3,920 to 3,445 students."

- I am not sure describing Bainbridge Island as "greying" is appropriate.

Page HO-6 – Third Bullet Point

Motion: I move to revise the first sentence of the third bullet point on Page HO-6 to read as follows:

"Most of the existing capacity for the >80-120% AMI housing target is limited to accessory dwelling units (ADUs) in the Conservation Area, which **may** will not meet the needs for **some** many households in this income bracket."

- What is the basis for the statement that ADUs will not meet the needs for many households in this income bracket? Is there data/evidence to support this?

Page HO-11 – New Policy HO 2.3

Motion: I move to create a new Policy HO 2.3, which reads as follows:

"Seek to reduce the risk of displacement by being judicious with tax increases, recognizing the significant burden that tax increases can have on low-income Islanders, and on Islanders that are retired or on a fixed income."

- I propose this new policy to recognize the risk of displacement that comes from tax increases.

Page HO-16 – Policy HO 8.1

Motion: I move to revise Policy HO 8.1 to read as follows:

"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."

- I am making this motion primarily to add back "singles and families with children, adolescents, and victims of domestic violence" as there is no reason these groups should have been removed from this policy. We want to support all of these groups.

Page HO-18 – Policy HO 10.3

Motion: I move to strike this policy.

- I continue to oppose the reduction of parking requirements. There is already a parking crisis in Winslow. When we allow new developments to be built without adequate parking, the burden falls on local businesses, including the T&C, which already deals with being the *de facto* public parking in Winslow. When folks can't find a place to park, they often park in the T&C's parking lot, creating less parking for T&C shoppers. This is simply unfair to local businesses.

Motion from Councilmember Schneider

Housing Element

Page HO 13

I move to add Policy HO 3.13 to adopt a community benefits incentive program providing additional height and FAR above Base and below Maximum Bonus levels for residential developments when including one or more of the following:

- **Rental units**, with a smaller bonus for market-rate and a larger bonus for deed-restricted and affordable units;
- **Smaller unit sizes**;
- **Innovative housing solutions** making use of co-housing, land trusts, modular construction, missing-middle prototypes, or other innovations approved by the Director;
- **Income-qualified affordability**, with bonuses starting at <120% AMI and larger bonuses for serving lower AMI levels;
- **Higher percentages of affordable units**, with larger bonuses for projects that dedicate a greater share of units to affordable housing.

Bonuses for each benefit accumulate to determine final incentives.

From: Leslie Schneider <lschneider@bainbridgewa.gov>
Sent: Tuesday, June 2, 2026 5:15 PM
To: Council <Council@bainbridgewa.gov>
Cc: Christine Brown <cbrown@bainbridgewa.gov>; Ellen Schroer <eschroer@bainbridgewa.gov>
Subject: DO NOT REPLY: Motions from CM Schneider (to be provided in print as well)

Motions from Councilmember Schneider
Housing Element

Page HO 13: amend Policy HO 3.11
The purpose of this amendment is to uplevel the directive to create a middle housing code, and to ensure that the resulting program incentivizes developers to build mixed-income multi-family. Without the opportunity for bonus density, developers will build high-end housing to maximize ROI, *using up precious existing capacity that will never be available again*.
I move to amend Policy HO 3.11 to read as follows:
Consider adopting Adopt a specific "middle housing code" to encourage small to mid-size housing types, including and include programs that provide additional density for deed-restricted, limited-equity workforce housing such as units serving households below 150% AMI.
Clean: Adopt a specific "middle housing code" to encourage small to mid-size housing types, and include programs that provide additional density for deed-restricted, limited-equity housing serving households below 150% AMI.

Page HO 13: add a new policy under Goal HO-3
The purpose of this policy is to explicitly designate city-owned land for affordable housing and thus our commitment to all levels of affordable housing as required by Commerce.
I move to adopt a new Policy under Goal HO-3 (inserted after Policy HO 3.5) as follows:
The City shall adopt resolutions designating specific City-owned parcels as intended for long-term ground leases to nonprofit, public, or mission-driven affordable housing developers. These leases shall require that all units developed on such sites remain affordable to households earning 0–80% AMI for the duration of the lease, as needed to fill housing priorities. Such resolutions may include support for the readiness of designated sites by providing predevelopment assistance, facilitating permitting, and coordinating infrastructure planning to ensure timely delivery of affordable units.

DRAFT UPDATE TO HOUSING ELEMENT
Councilmember Hytopoulos Motions
For June 2, 2026, Study Session

RECLASSIFY MEDIUM PRIORITY ACTIONS AS HIGH PRIORITY

MOTION 1 *(p. HO-21)*

To reflect the Council's commitment to facilitate and fund to the extent possible the development of affordable housing:

I move that the following "Medium Priority Actions" and related Policies be added to "High Priority Actions" (with staff to re-number as appropriate): *HO Action #7 , Policy HO 9.4, Policy HO 7.1, HO Action #8, and Policy HO 4.5*

DISCUSSION

The text of those actions and policies (which are in this same order and relationship to one another in the current draft) is as follows:

HO Action #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 exempt from City impact fees and other administrative development fees housing developments where all units are limited to applicants of specified income groups.

HO Action #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.

AVOID AN ESCALATING MATHEMATICAL OBLIGATION TO UPZONE

MOTION 2 *(pp. HO-9, HO-10)*

To avoid creating an escalating numerical obligation to upzone, I move to amend Goal HO-1 to read as follows:

"GOAL HO-1: Make steady progress toward the following targets for increasing the diversity of housing types and the supply of affordable housing, understanding that housing type figures represent directional benchmarks, not binding numerical obligations, and recognizing that progress will be shaped by infrastructure capacity, market conditions, and available resources."

DISCUSSION:

Goal HO-1 is referencing policies HO 1.1 – 1.10 which include very specific target ratios for rental units to homeownership unit, multifamily to single family, etc. including:

> Policy HO 1.1: Decrease to ~~20%~~ 15% or less the number of cost burdened families…
> Policy HO 1.2 : Decrease to 18% or less the number of cost burdened families owning homes…
> Policy HO 1.3 : Increase rental housing units to at least ~~11~~ 35% …
> Policy HO 1.4 :Increase the Island's percentage of multifamily homes to ~~18~~ 23% …

If the target ratios related to housing units are treated as firm numerical goals, we will create a potentially endless mathematical obligation to upzone that will escalate with every non-rental or non-multifamily unit permitted (*see the math below*). The motion offers an opportunity to commit more firmly than the original "aspirational" language, while clarifying that the numbers are not binding numerical obligations.

The math: Based on the inventory numbers in the plan, we already need 2769 more rental units to correct the current imbalance *assuming the next 2769 units built are all rentals*. As that is not how development unfolds, we need to understand that to meet that numerical goal of 35%, we would need1.54 units rental units to be permitted for every homeownership unit permitted, just to not lose ground. This is because every homeownership unit added to the denominator of the 35% ratio thus increases the deficit. Here is an illustration of how that escalation plays out depending on how many non-rentals are permitted:

Non-Rental Units Permitted	**Additional rental units needed above 2,769**	**Total new units required to meet 35% goal**
0	0	**2,769** (all rental)
100	+54	**2,923** (2,823 rental +100 non-rental)
500	+270	**3,539** total (3,039 rental + 500 non-rental)
1000	+540	**4,309 total** (3,309 rental + 1,000 non-rental)

**QUESTION: Where did the % targets in HO 1.1 – HO 1.5 come from? (They are not in the Housing Action Plan):*

USE CONSISTENT DEFINITION OF MIDDLE INCOME

MOTION 3 *(p. HO-13)*

To keep the definition of middle income consistent with the City's existing definition, I move to modify Policy HO 3.11 to amend Policy HO 3.11 to read:

"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 serving below ~~150%~~ 120% AMI."

DISCUSSION:

According to BIMC 18.21.020 (A)(5) "middle income" is 96 -120% percent of AMI (area median income. While the industry term "middle housing" actually refers to building typology, not income, most of us on council and in the community believe that we are talking about an income target, more than a building typology when we say "middle housing" as that term would otherwise apply equally to a duplex that sells for $2mil as one that rents for $2000.

Trying to capture an affordability level for a middle housing code is a good start in clarifying what our goal is (assured affordability, not possible affordability) however 150% AMI which is $151,000 for a family of four, is just too high.

Offering density bonuses, in particular, for housing at that income level is not affordable housing policy, it's a market-rate development subsidy. A "middle housing code" should focus on "middle income", consistent with our definition of that highest bracket of "affordable housing".

Housing Element – Lara Lant Motions for 6/2/2026 Council Study Session

1. **Page HO-3**

Between 2012-2022, 40% of housing units constructed were not single-family detached housing units (e.g. apartments, townhomes, ADUs).

I move to update this sentence to:

Between 2012 – 2022, 60% of housing units constructed were single family detached housing units and 40% were apartments, townhomes and accessory dwelling units (ADUs.)

- *This is just a poorly worded sentence.*

2. **Page HO-10**

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.

I move to change Policy HO 1.9 to:

Continuously monitor the planning and creation of affordable housing units, supportive housing, and emergency shelter and evaluate progress towards housing targets. Where shortalls are identified, consider modification of existing development standards to restore progress towards those targets.

- *Let's do more than monitor and evaluate. Once identified, let's pivot and make modifications, when possible.*

3. **Page HO-10**

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.

I move to change Policy HO 1.10 to:

Consider establishing a City Housing Authority with the staffing and financial resources needed to make measurable progress toward affordable housing goals and targets, or consider supporting the development of an independent Bainbridge Island Housing Authority equipped to receive funding and effectively advance the City's affordable housing agenda.

- *The draft policy is not what the Planning Commission recommended. Consider establishing a Housing Authority is the motion that passed.*

4. **Page HO-13**

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.

I move to change Policy HO 3.5 to:

Partner with non-profit housing organizations, churches, the Bainbridge Island School District, the Bainbridge Island Metro Park District, the Bainbridge Island Land Trust, the development community, local lending institutions, elected officials and the community at large to assist in meeting affordable housing goals and implementing strategies.

- *Organizations and agencies not listed in the draft need to be included for future consideration. All options are on the table re: Housing.*

5. **Page HO-13**

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.

I move to change Policy HO 3.8 to:

Expand the City's human services funding program, including biennial adjustments for inflation, to predictably fund emergency rental/utility support to alleviate impacts for seniors and low-income homeowners.

- *Human services funding has held steady at about $330,000 a year since at least 2017. Based on the Seattle-area CPI, (and assuming my figures are correct) the purchasing power of $330,000 in 2017 is roughly the same as $453,000 in 2026. (and likely more in 2027-28.) Keeping pace with inflation would require the city to add about $123,000 annually to preserve the program's current impact. (Note: that increase would be to preserve, not expand the program.)*

6. **Page HO-14**

Policy HO 4.2

Increase the efficiency of the review process and continue to consider revise~~d~~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.*

I move to change Policy HO 4.2 to:

Increase the efficiency of the review process and consider reducing review fees and revising development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Town Center, to encourage the transformation of these areas to walkable, transit-served, mid-rise, mixed use areas with affordable housing.

- *High permit fees, especially when set to 100% cost recovery, create a hardship for housing developers – particularly affordable housing developers. It's a policy choice, and it's one council can change.*

7. **Page HO-15**

I move to create new Policy HO 5.4:

Advocate for State recognition of water-based (live-aboard) housing as a legitimate component of the community's housing stock, with units counted toward local housing inventory and affordability targets at the appropriate Area Median Income (AMI) levels.

- *The city needs to continue discussions with Commerce to recognize housing not currently defined by the State Building Code Council (SBCC) or International*

Residential Code (IRC.) If our objective is to identify stable housing with access to sanitation, utilities, transportation, and emergency services, then water-based housing should be included.

8. Page HO-20

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.

I move to change Policy HO 7.1 to:

Exempt from City impact fees and other administrative development fees housing developments and units within a development that are limited to residents in specific income groups.

- *We have to encourage affordable housing in every way. If a couple units all or all the units of a development are affordable in some way, the city should be able to reduce or prorate fees.*

CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill
Tuesday, June 2, 2026

Agenda Item: (8:10 pm) Consider Winslow Subarea Plan

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 60 Minutes

Recommendation:

I move to forward the Winslow Subarea Plan to a future Council business meeting for further discussion and consideration of approval.

Narrative:
The Planning Commission discussed land use boundaries and development standards for the Winslow Subarea throughout 2025, primarily discussing the existing mixed-use district areas and the residential zones immediately adjacent to the mixed-use areas. They discussed, reviewed and provided preliminary recommendations on the goals and policies of the Winslow Subarea Plan as well. Changes recommended by the Planning Commission in its final May 21 recommendations include:

- Expansion of the Winslow Subarea boundary to the north and west to align with the City's sewer service area and add the Bethany Lutheran, now known as Finch Green, properties to the Winslow Subarea.
- General consolidation of the Ericksen, Madison and Gateway zones into a new "Connection" zone.
- The four mixed use districts (Central Core, Ferry, Connection and High School Road) will be collectively called the Winslow Town Center, replacing the term

Mixed Use Town Center.
- A new "Winslow Way Overlay District" to ensure new buildings have more specific setbacks and step backs outlined in the BIMC (Ordinance No. 2026-05).

The City's Winslow Subarea Plan consultant has drafted an updated formatted Draft Winslow Subarea Plan. Currently, the reformatted document describes the Winslow Subarea Plan project process, existing conditions, planning framework, and describes outreach and engagement in the first phases of the project. Once the City Council approves a final land use alternative and updates to goals and policies, then that information will be added to the final updated Winslow Subarea Plan.

The components of the proposed updated Winslow Subarea Plan (WSP) are Exhibit B to Ordinance No. 2026-04.

Fiscal Impact:

Community Engagement and Outreach:

Please refer to dedicated project webpages on the Comprehensive Plan and Winslow Subarea Plan, EIS Scoping Summaries, and the "Outreach and Engagement" section of the Draft WSP and Outreach Appendix.

Attachments:

1. Exhibit B Draft Updated Winslow Subarea Plan
2. Motions about Winslow Subarea Plan from CM Nelson for CC MTG on 7-2-2026
3. Motion from Councilmember Schneider Winslow Subarea Plan
4. Meeting Materials - Subarea Plan Motions HYTOPOULOS
5. Meeting Materials - Winslow Subarea Plan Draft - Lant Motions Updated 6-5-26

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

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

Yeomalt Point

Manchester State Park

Highway 305 NE

NE New Brooklyn Rd

Madison Ave N

Wyatt Way NW

Wing Point Way NE

NE Bjorgen Dr

NE Blakely Rd

NE Sunnyside Rd

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

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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 the Winslow 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 maximum 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 program will be provided, on a tiered basis, with the highest available bonus FAR flowing from a affordable housing benefit. 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 on parcels that contain critical areas, by transferring development potential from ~~the~~ properties with 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 2026 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

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

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

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~~ 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.

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DRAFT

INTRODUCTION

[Future Section]

EXECUTIVE SUMMARY

[Future Section]

EXISTING CONDITIONS

HISTORY AND REGION

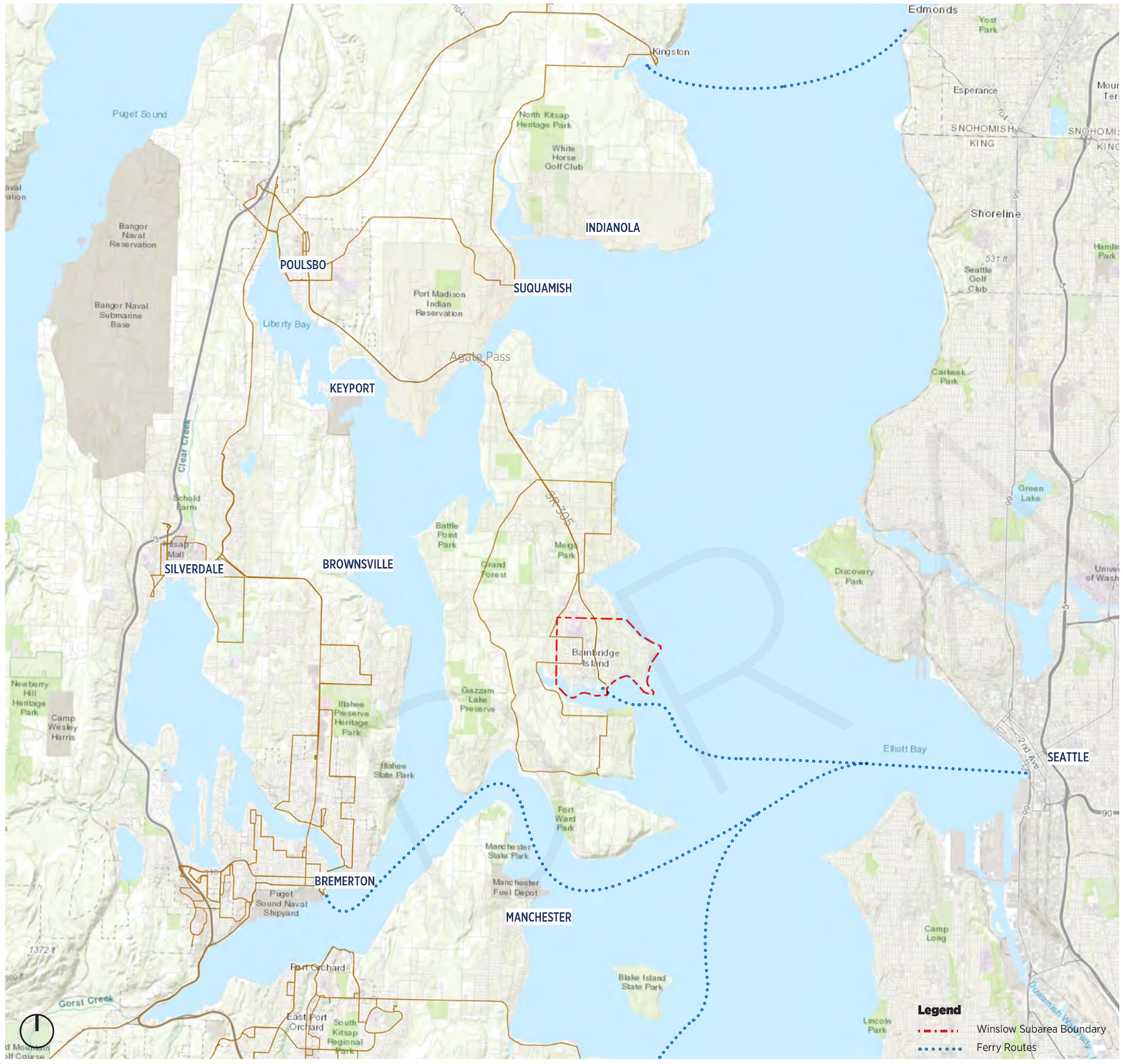


Exhibit C-1 Bainbridge Island Regional Map

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.

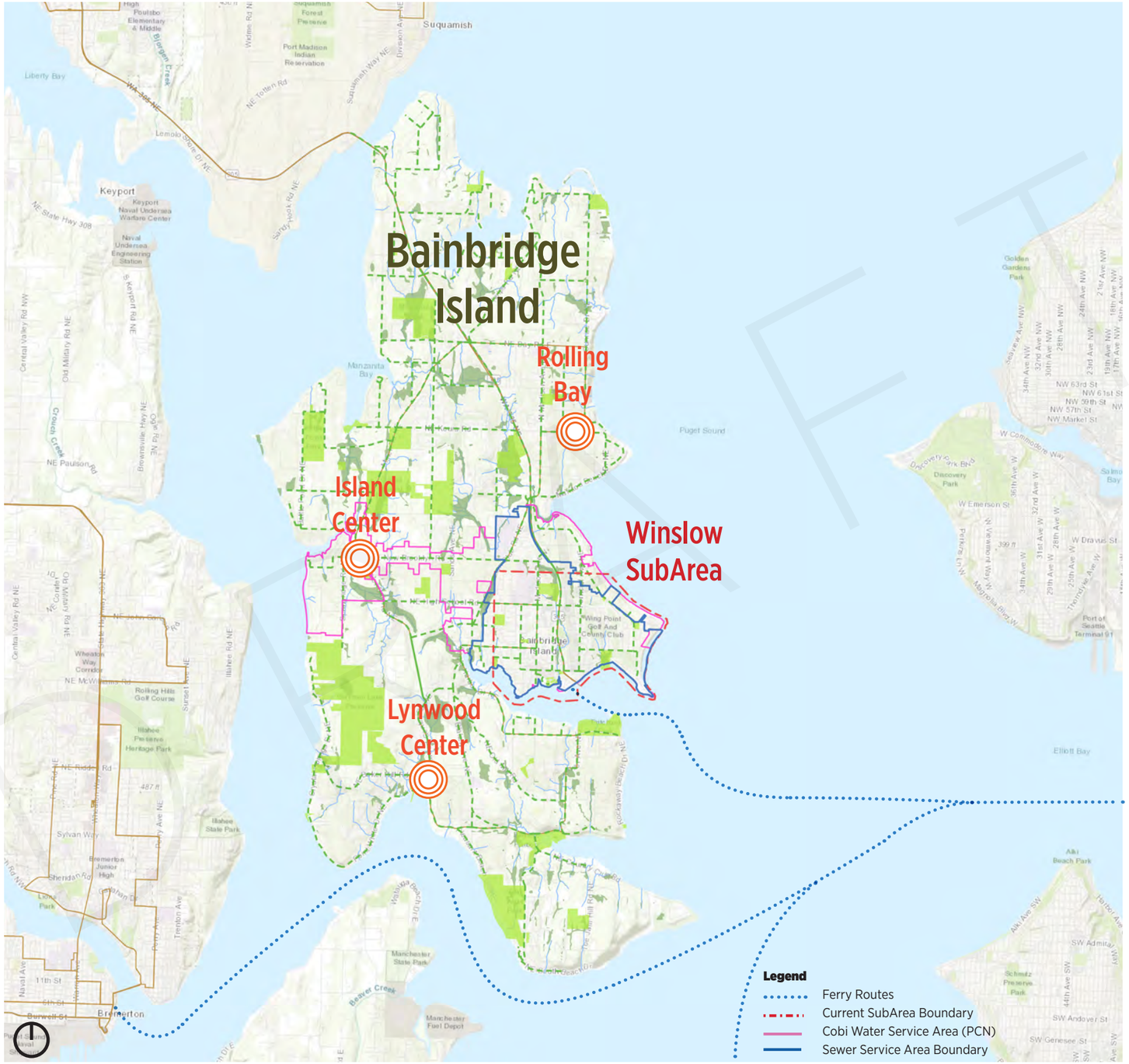


Exhibit C-3 Winslow on the Bainbridge Island



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.

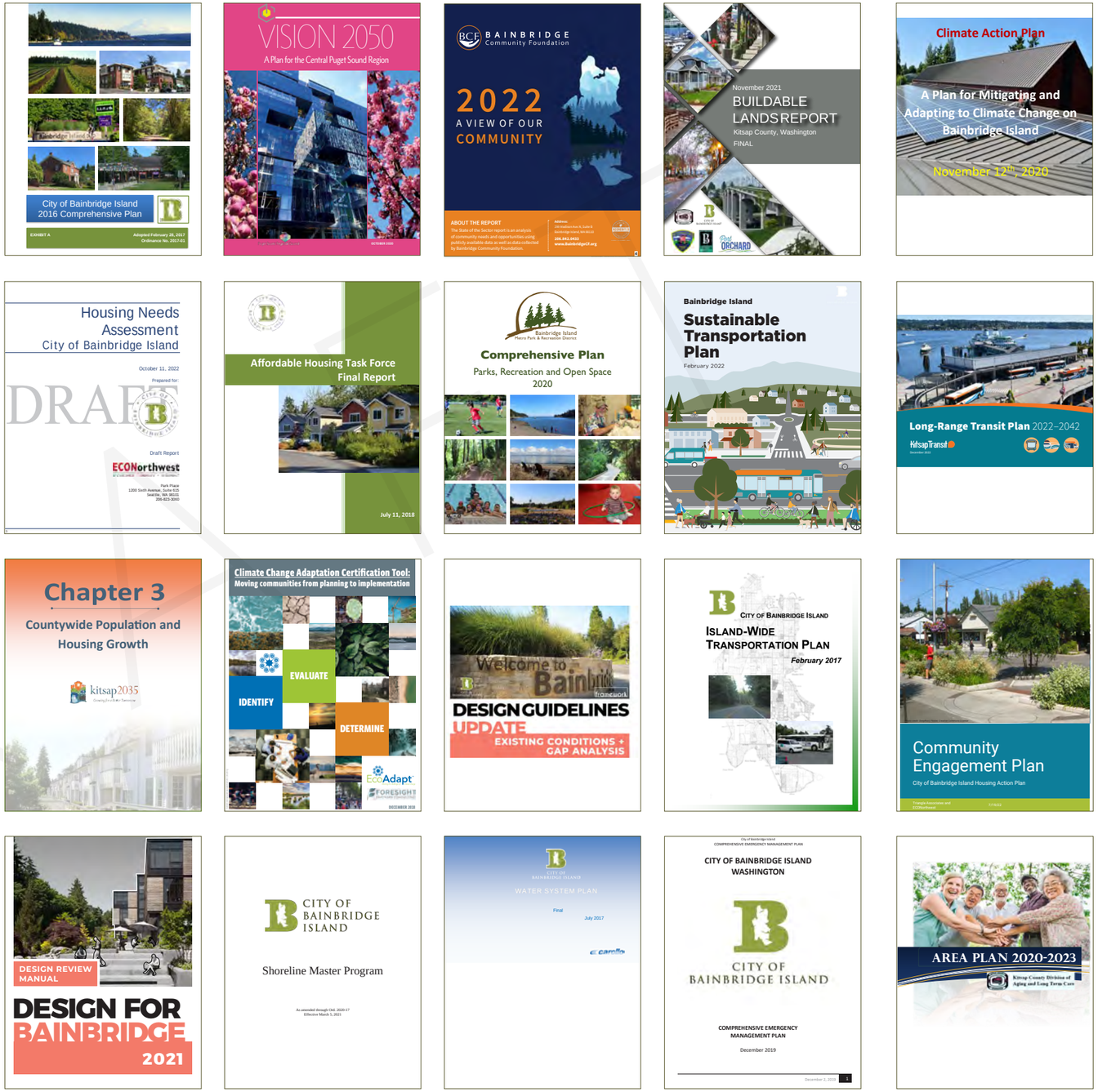


Exhibit C-4 Snapshot of some of the planning documents that have informed, guided, and set foundation for Winslow Subarea Plan Update

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.

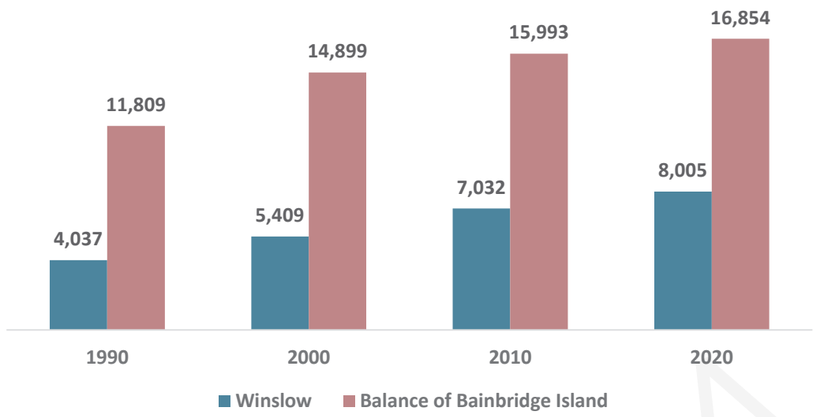


Exhibit C-5 Winslow Population vs. Bainbridge Island - 1990 to 2020

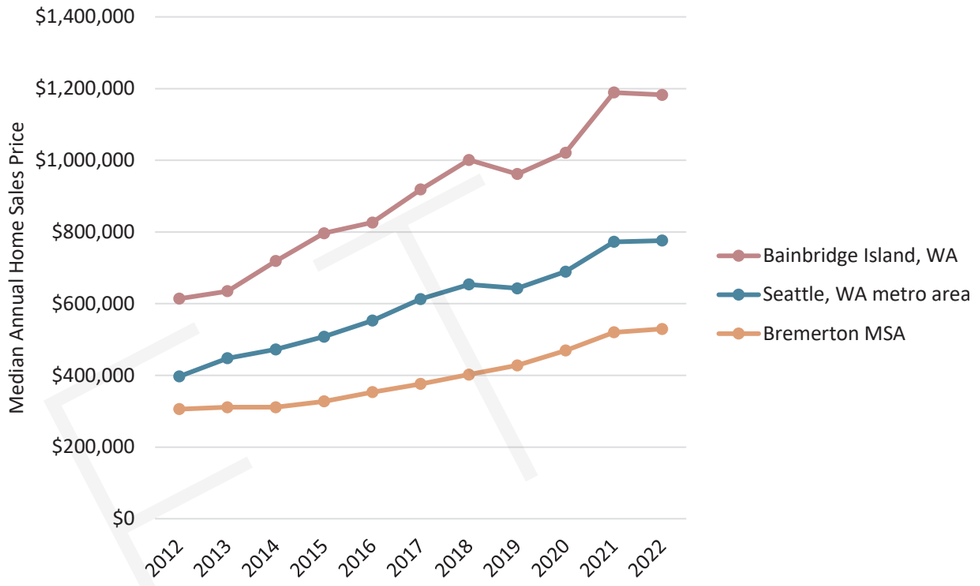


Exhibit C-6 Median Housing Sale Prices in Region, 2012 to 2022

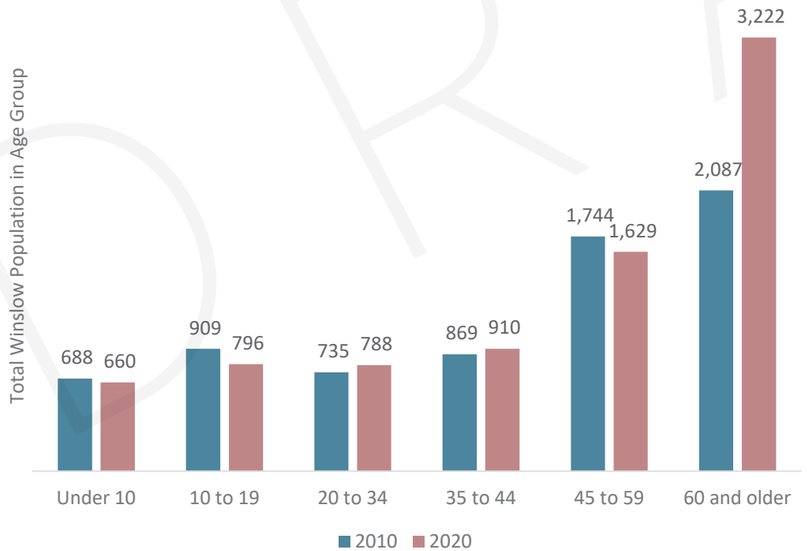


Exhibit C-7 Winslow Population Distribution by Age, 2010 to 2020

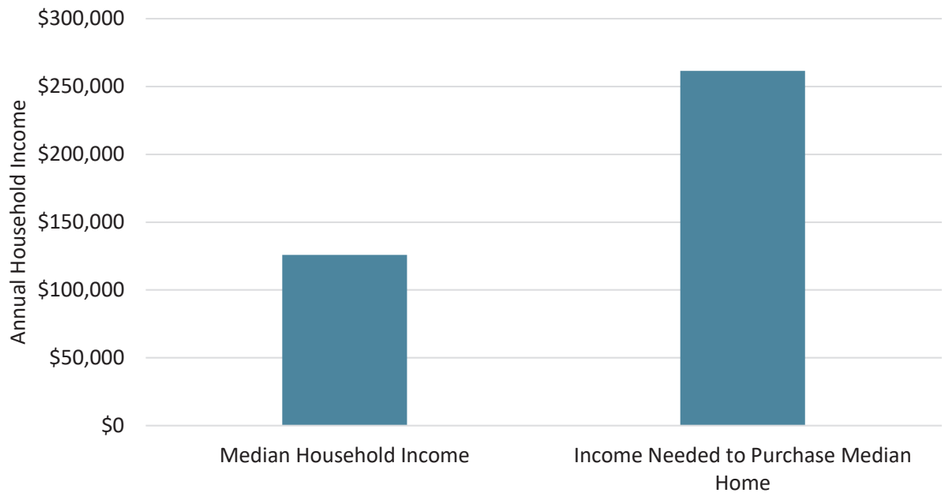


Exhibit C-8 Bainbridge Island Median Income, vs. Income Needed to Afford Median Home, 2022

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.

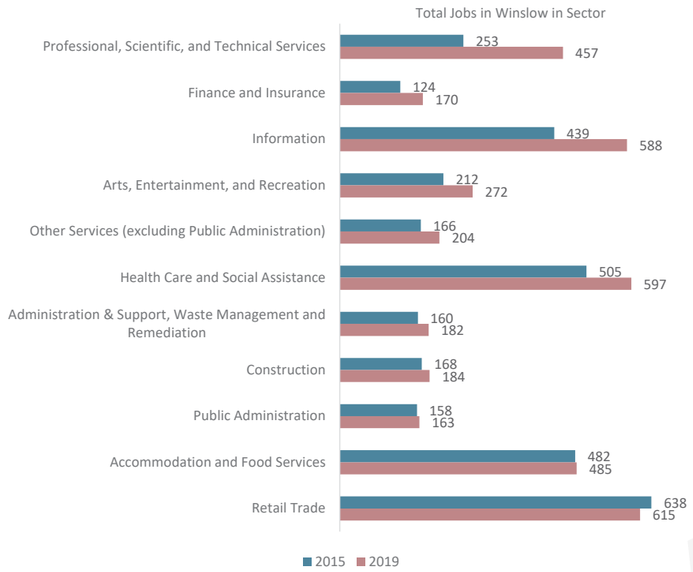


Exhibit C-9 Total Primary Jobs in Winslow for Largest Sectors, 2015 to 2019

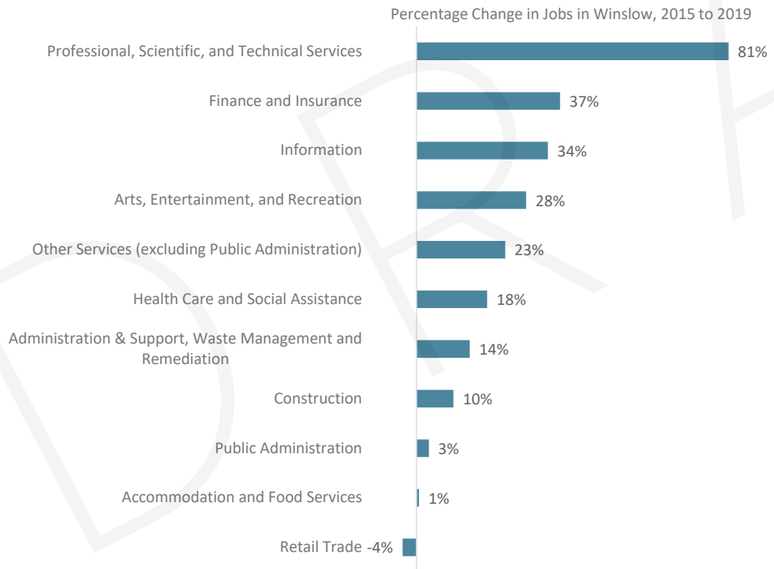


Exhibit C-11 Job Growth in Winslow for Largest Sectors, 2015 to 2019

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.

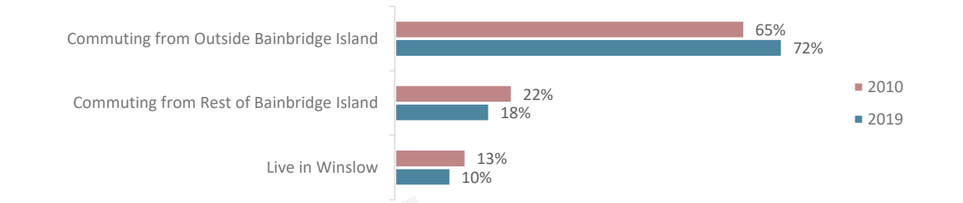


Exhibit C-10 Share of Winslow Workers by Location of Residence, 2019

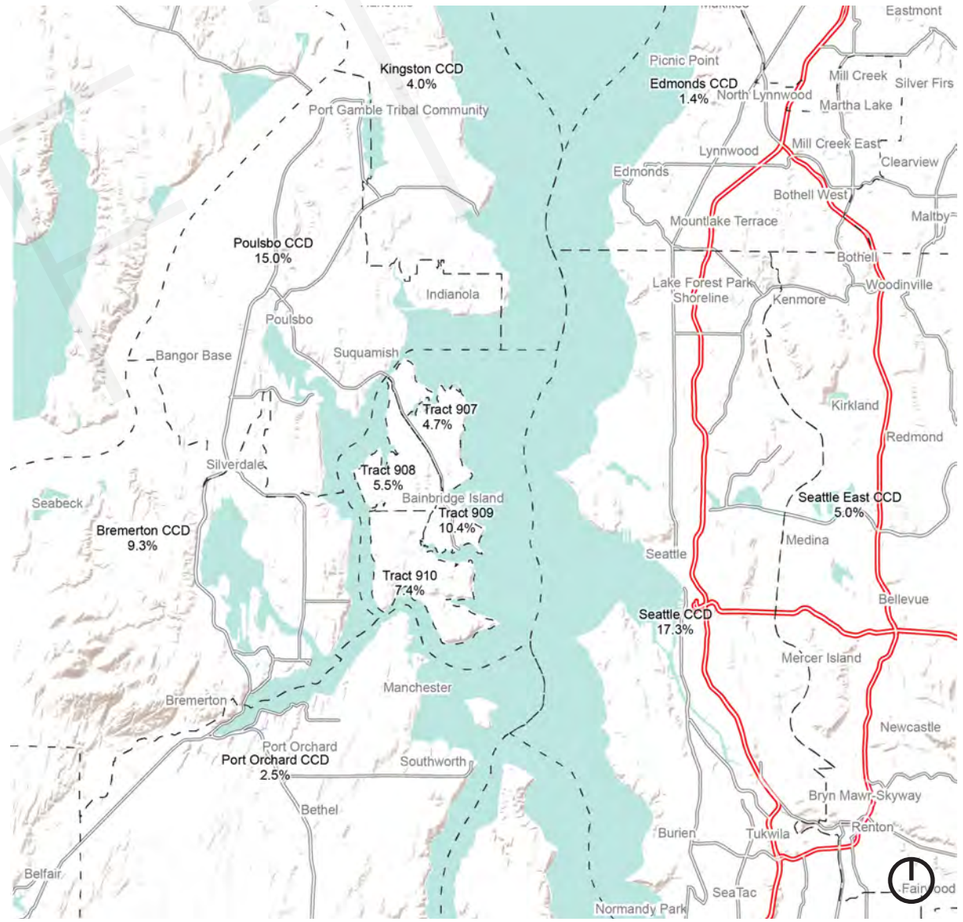


Exhibit C-12 Regional Commuting Pattern and share of Winslow Workers

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

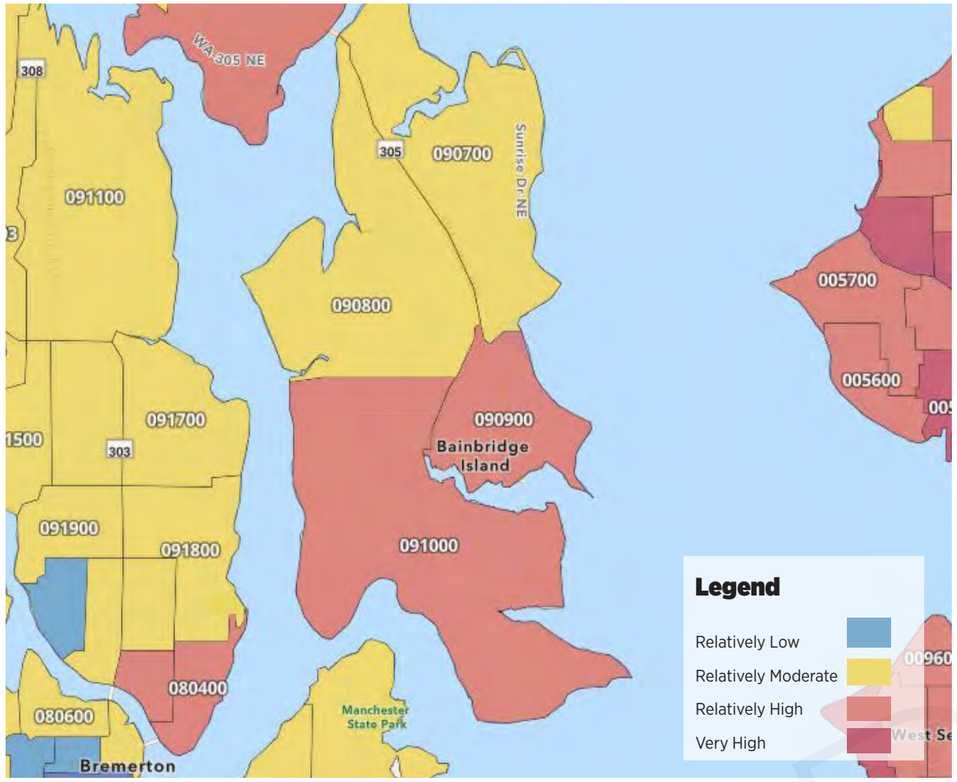


Exhibit C-13 FEMA Community Risk Index, March 2023 *https://hazards.fema.gov/nri/map#*



Exhibit C-14 Projected Coastal Inundation 2070-2099 *http://bit.ly/3LmxlUh*



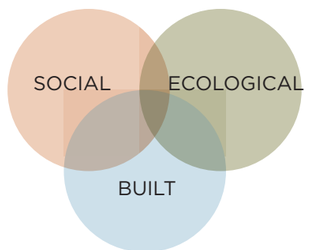
Exhibit C-15 Average Household Carbon Emissions *http://bit.ly/3ZQqSW0*

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

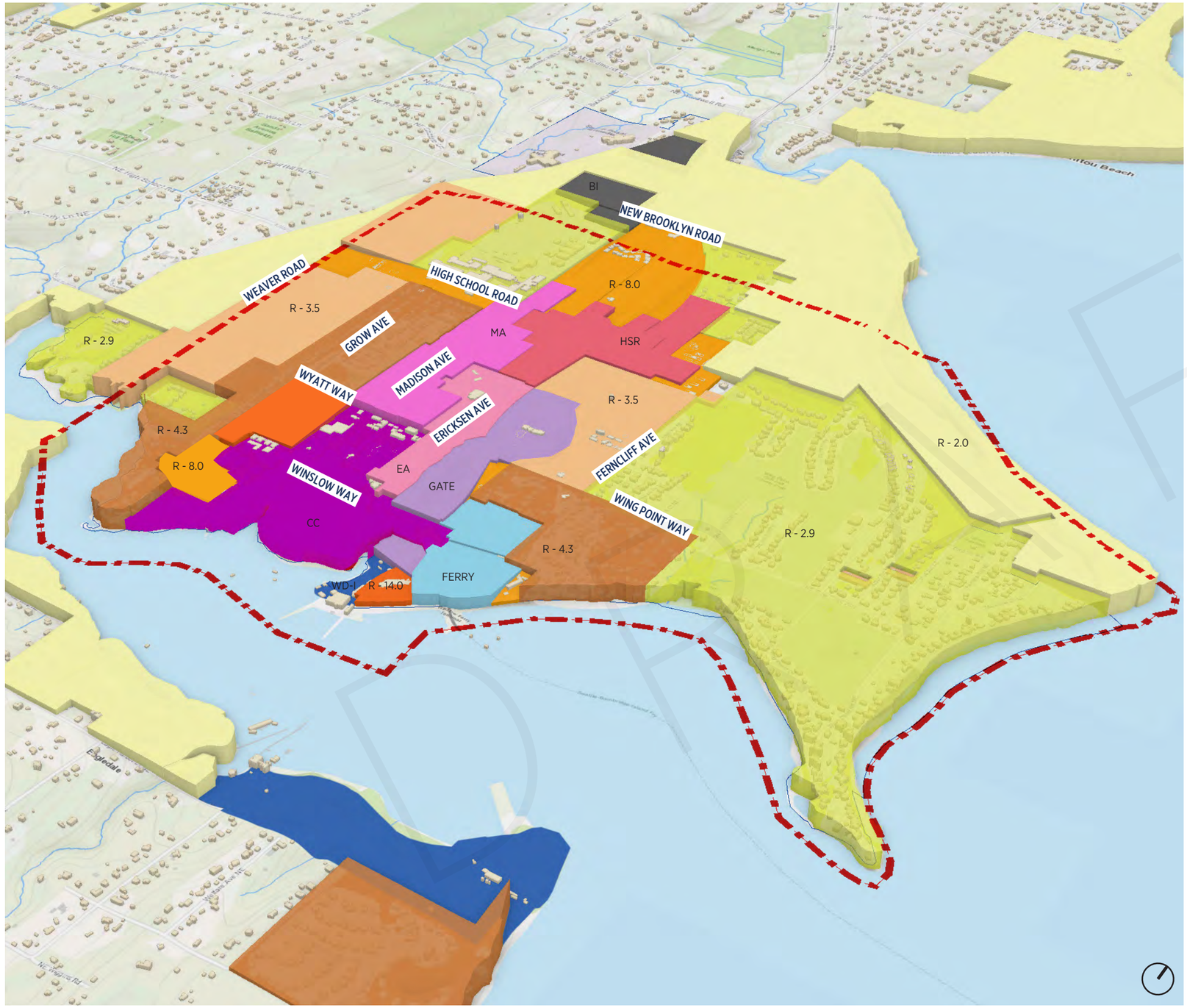


Exhibit C-17 Existing maximum zoning height envelopes

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.

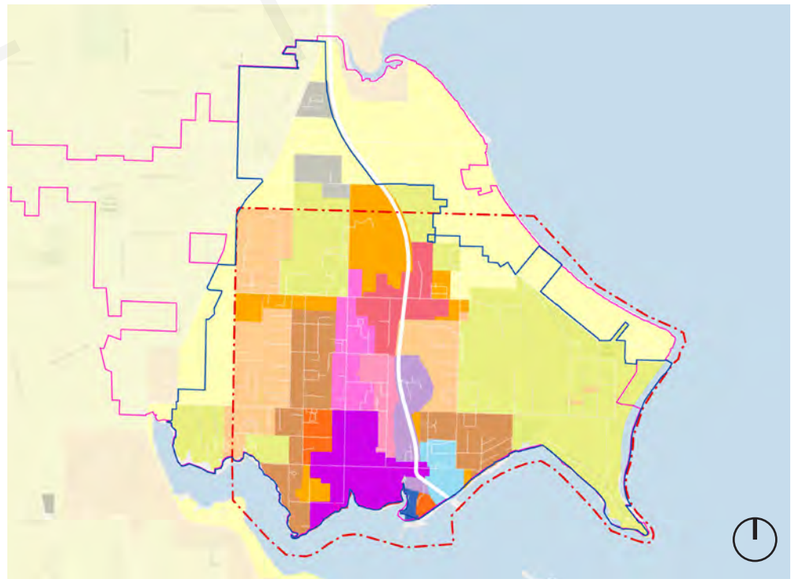


Exhibit C-18 Existing Official Zoning Map

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

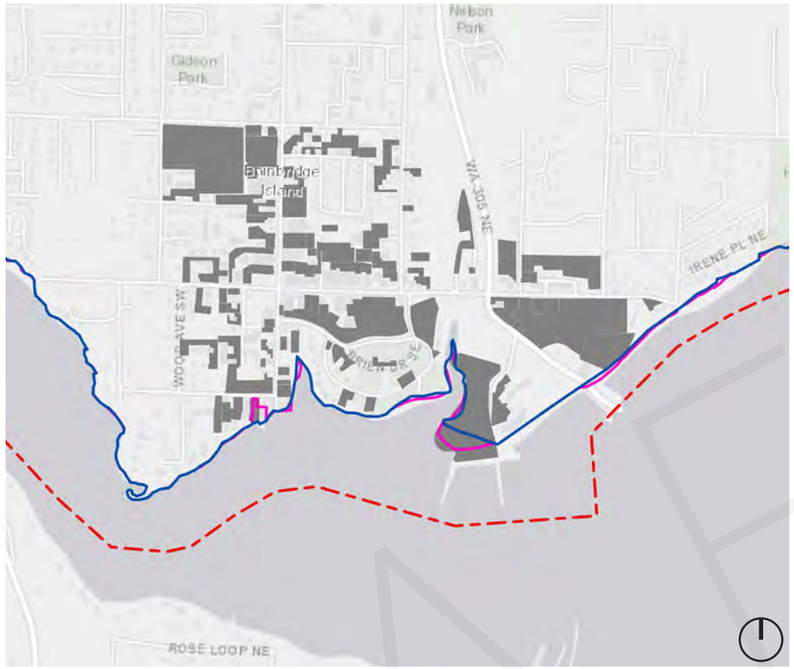


Exhibit C-19 Winslow existing parking inventory



Exhibit C-20 Central Core Overlay District with existing buildings massing

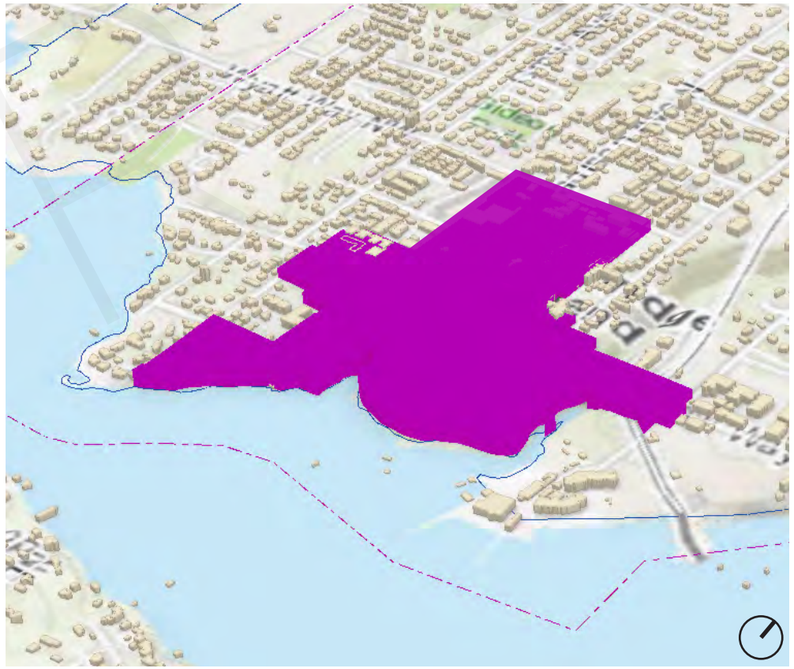


Exhibit C-21 Central Core Overlay District existing maximum zoning height envelopes

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

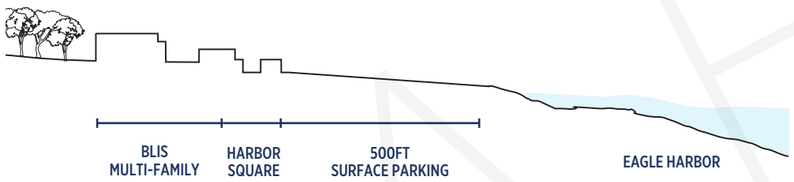


Exhibit C-28 Transect of Ferry Terminal vicinity land



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

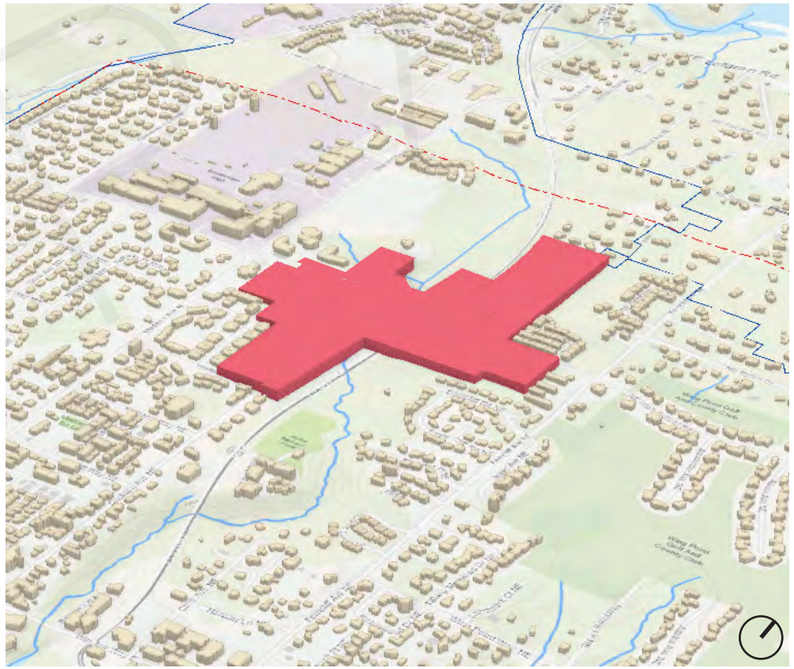


Exhibit C-32 High School Road Overlay District existing maximum zoning height envelopes

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."

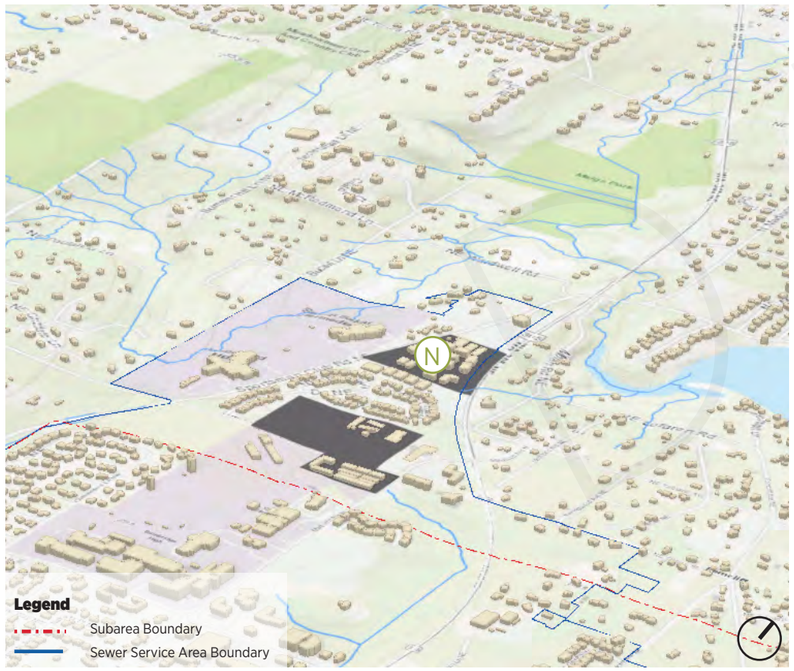


Exhibit C-33 B/I Overlay District with existing buildings massing

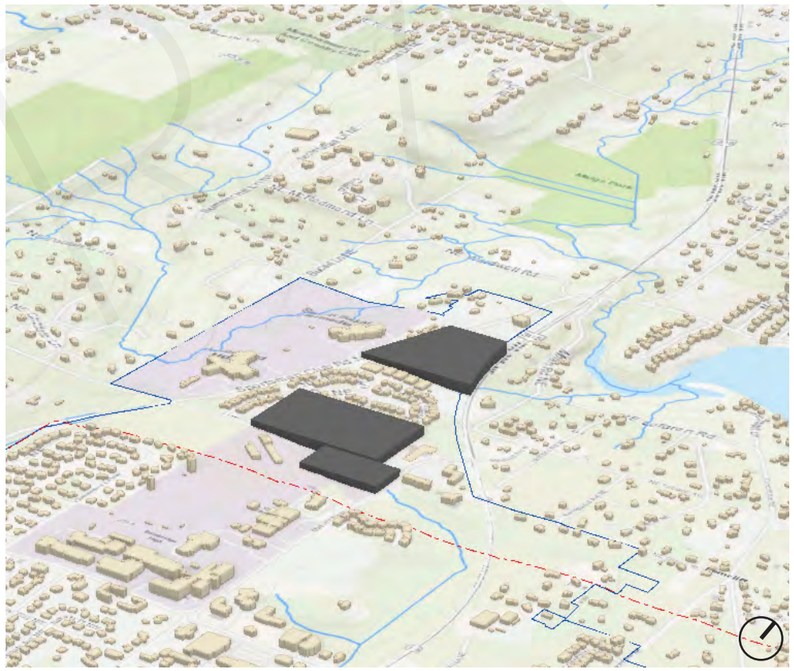


Exhibit C-34 B/I Overlay District existing maximum zoning height envelopes

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

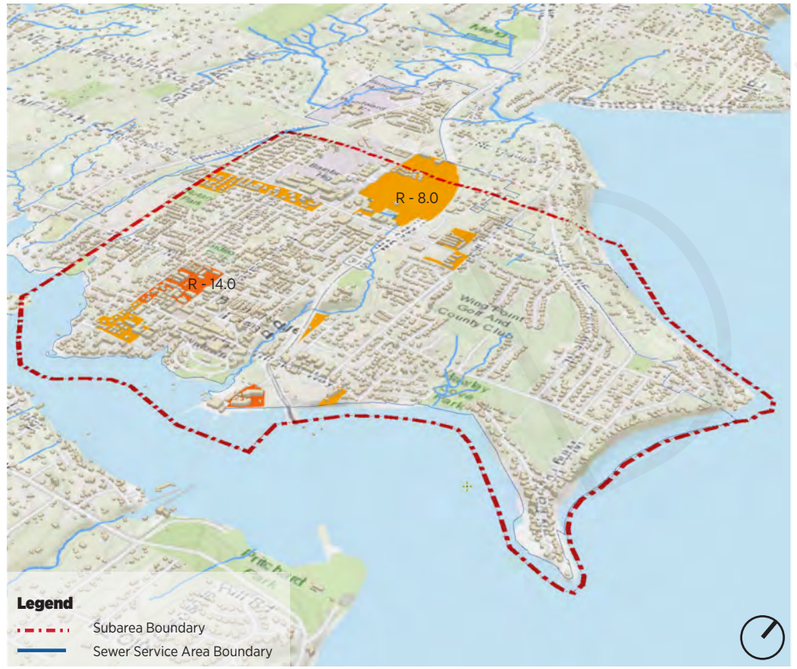


Exhibit C-35 R-8 and R-14 zones with existing buildings massing



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

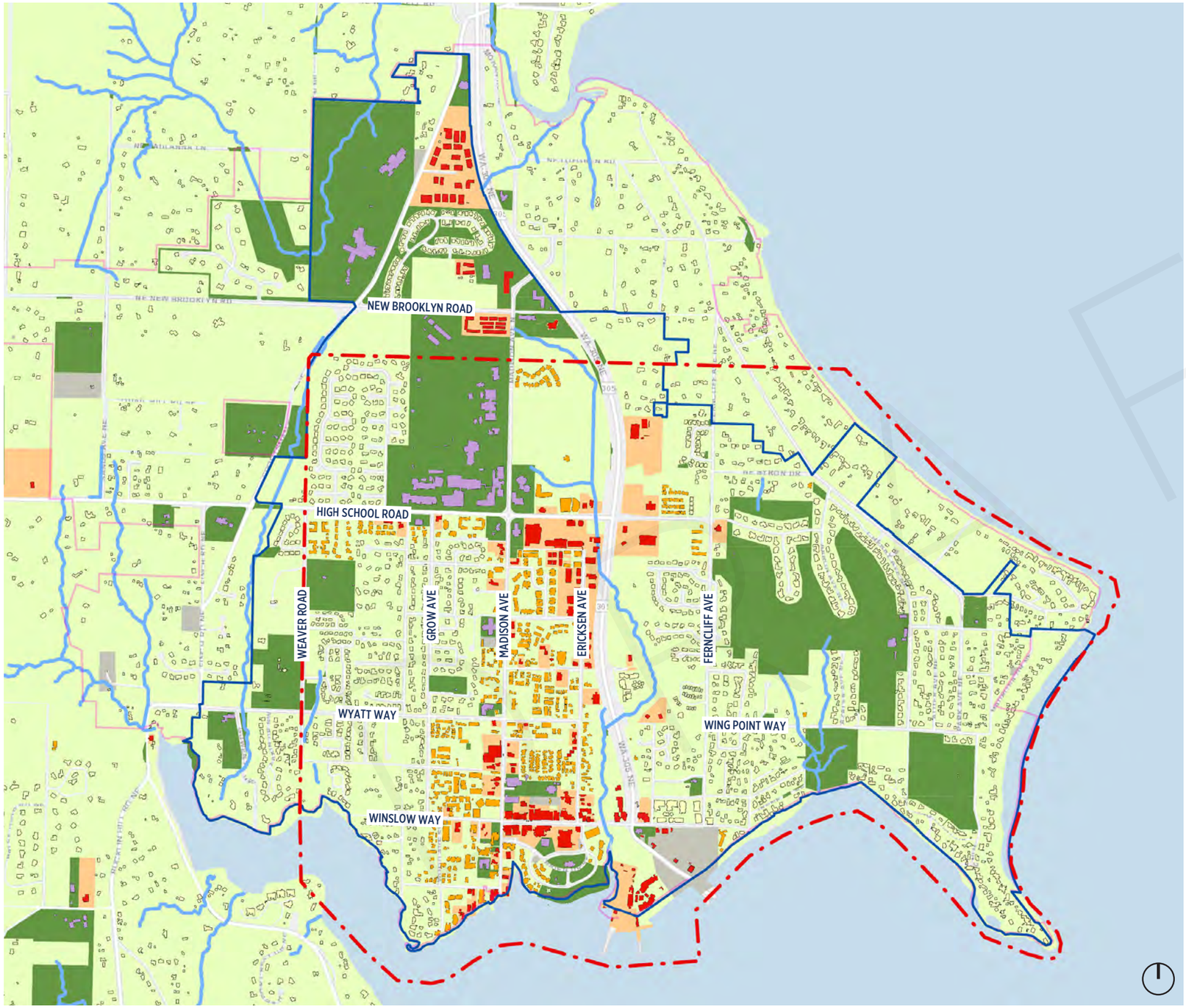


Exhibit C-39 Land-Use Pattern

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.

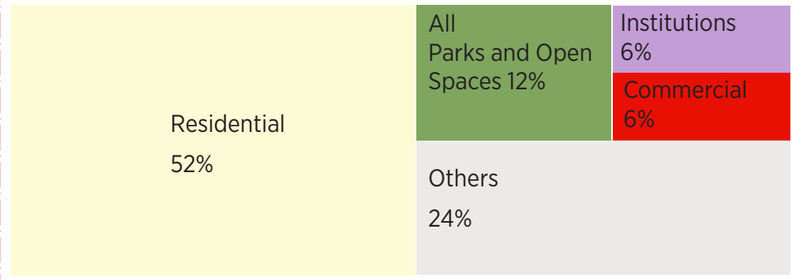


Exhibit C-40 Land use area in Winslow Subarea

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

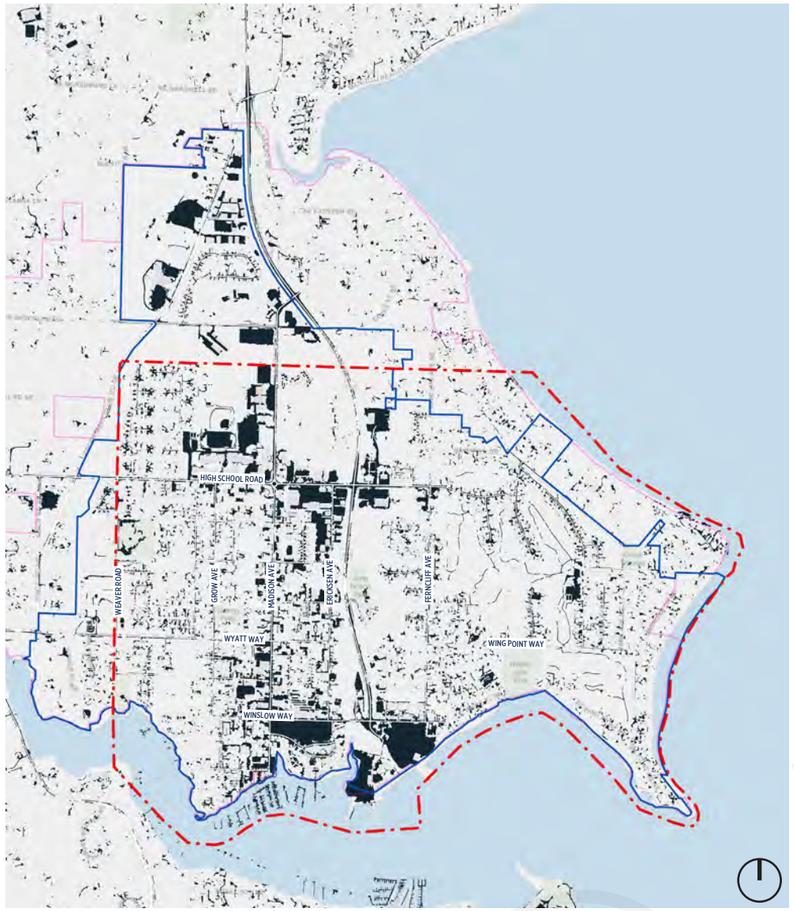


Exhibit C-41 Impervious surface

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.

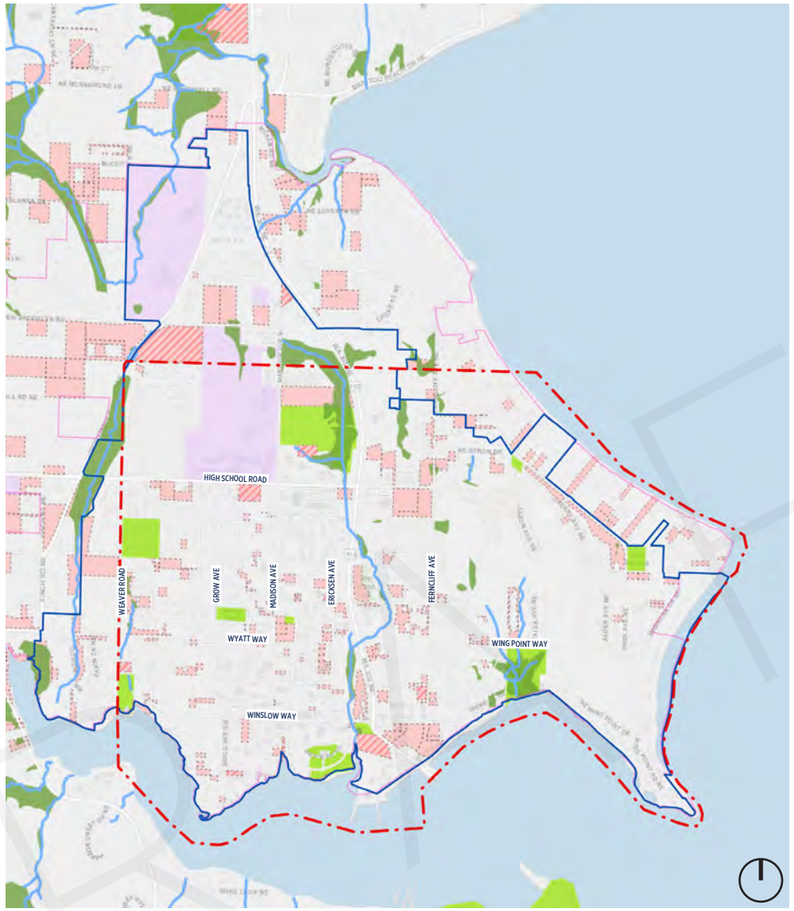


Exhibit C-42 Undeveloped land

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.

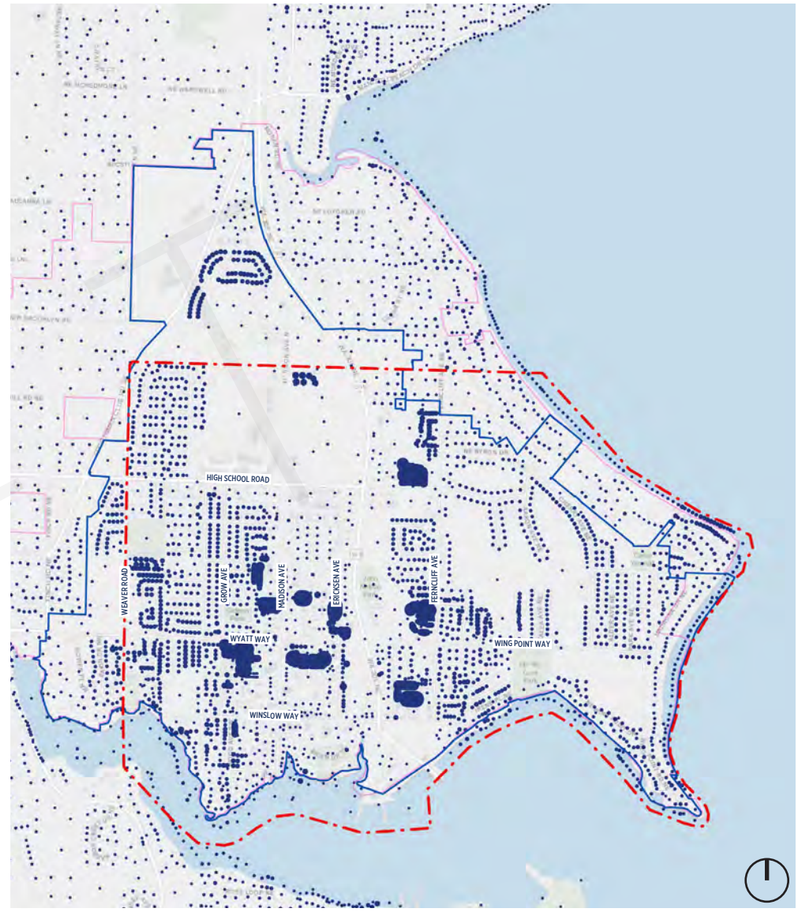


Exhibit C-43 Existing dwelling units

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

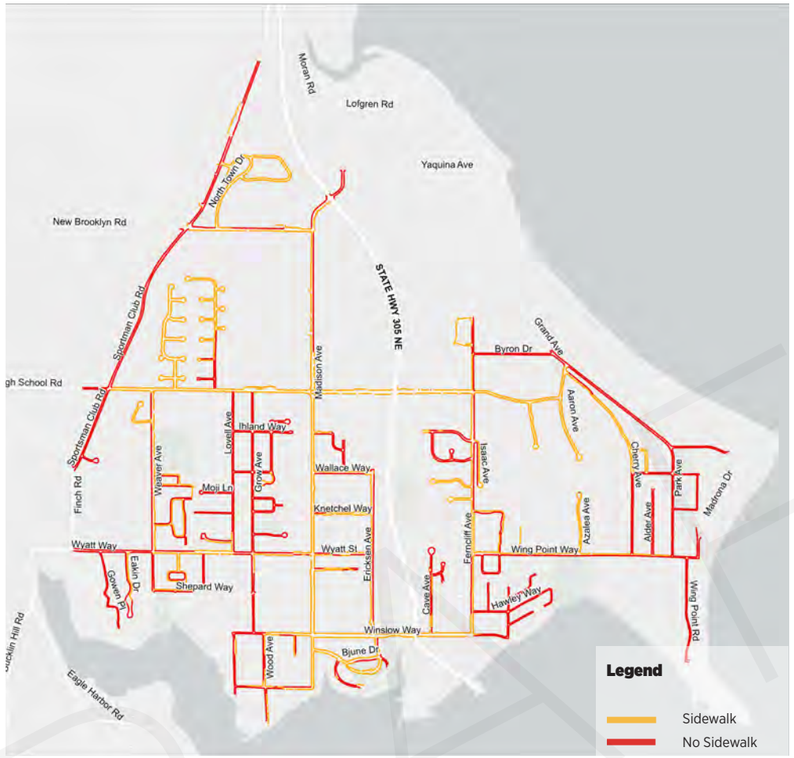


Exhibit C-49 Existing sidewalk connections and gaps

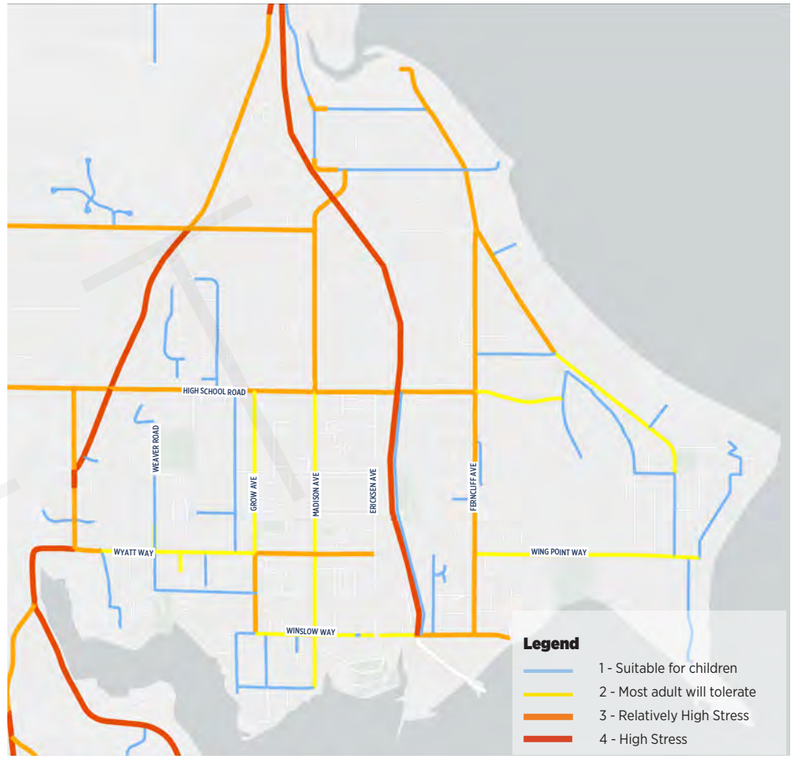


Exhibit C-50 Bike level of traffic stress developed during the existing conditions analysis phase of the Sustainable Transportation Plan

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

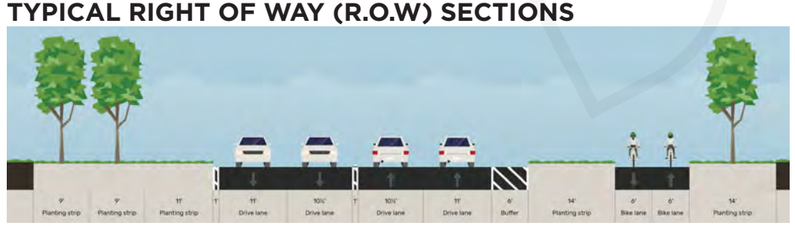


Exhibit C-45 Highway: State Highway 305 @ High School Road (170-180' ROW)



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

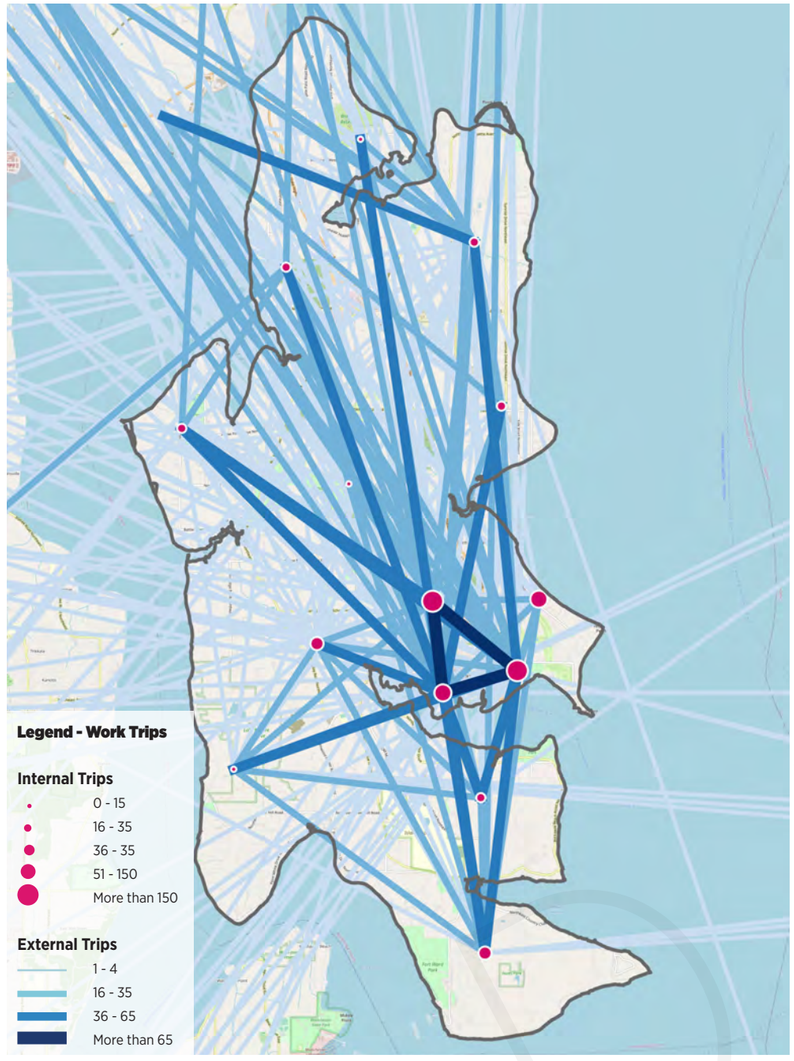


Exhibit C-51 *Work Trip Origin and Destination Travel Patterns

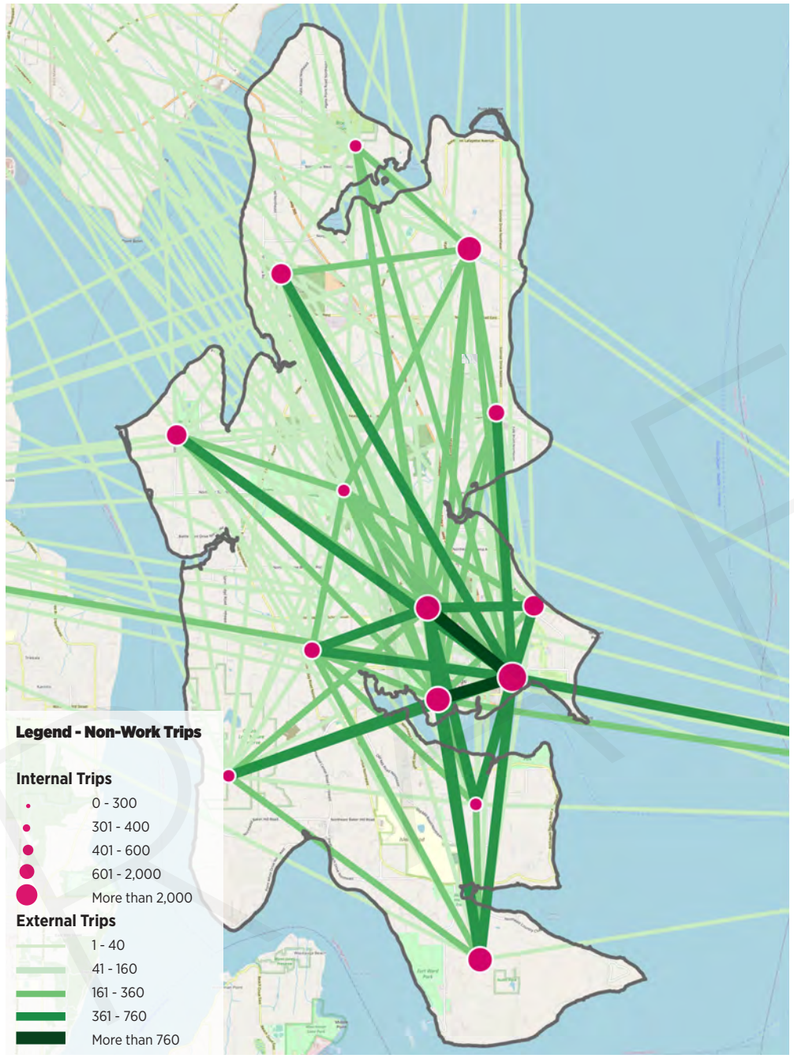


Exhibit C-52 *All-Other Non-Work Origin and Destination Travel Patterns

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.

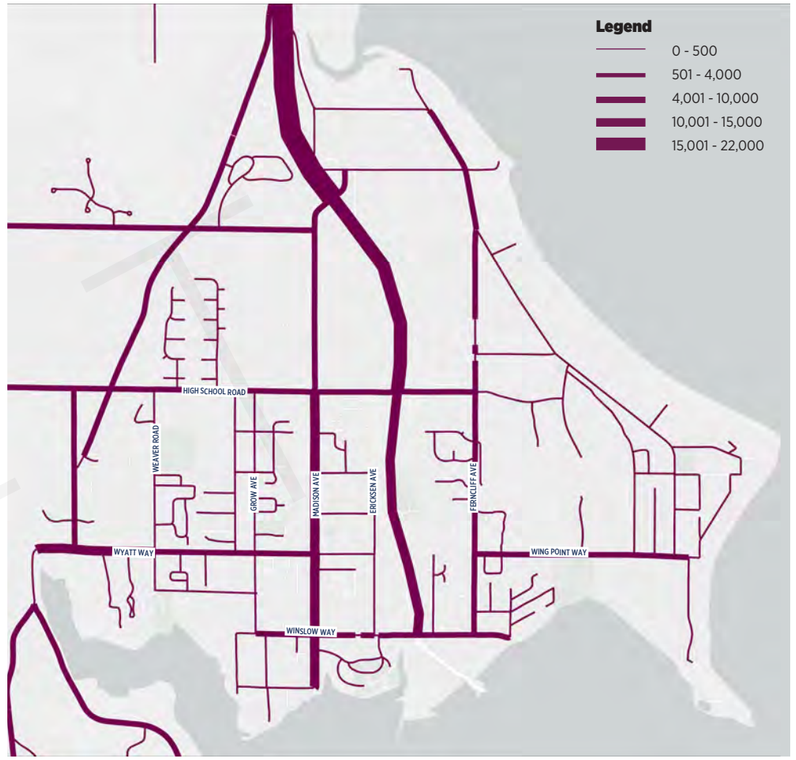


Exhibit C-53 Average Daily Traffic Volume

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

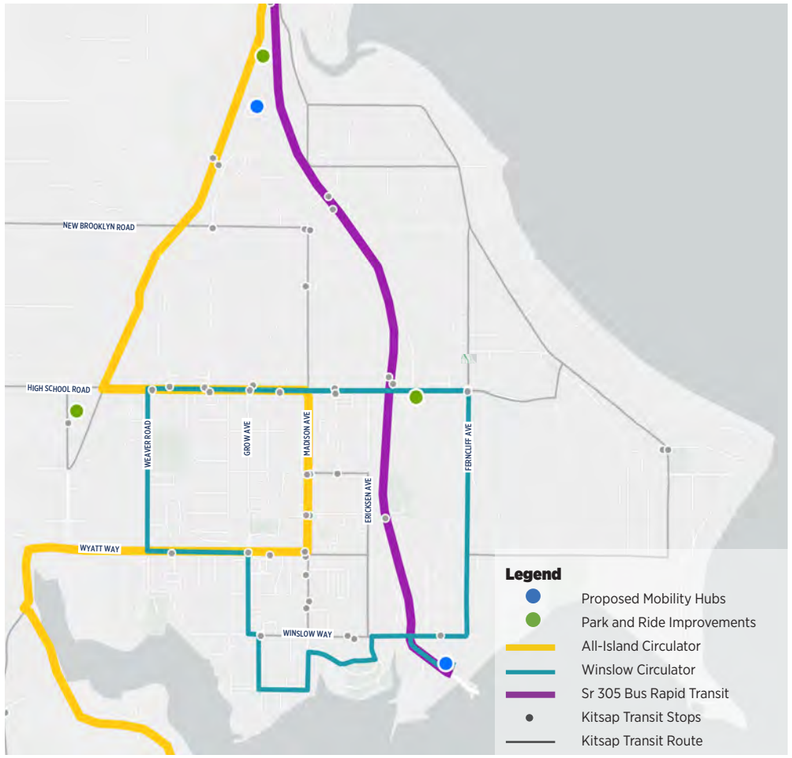


Exhibit C-54 Long Range Transit vision

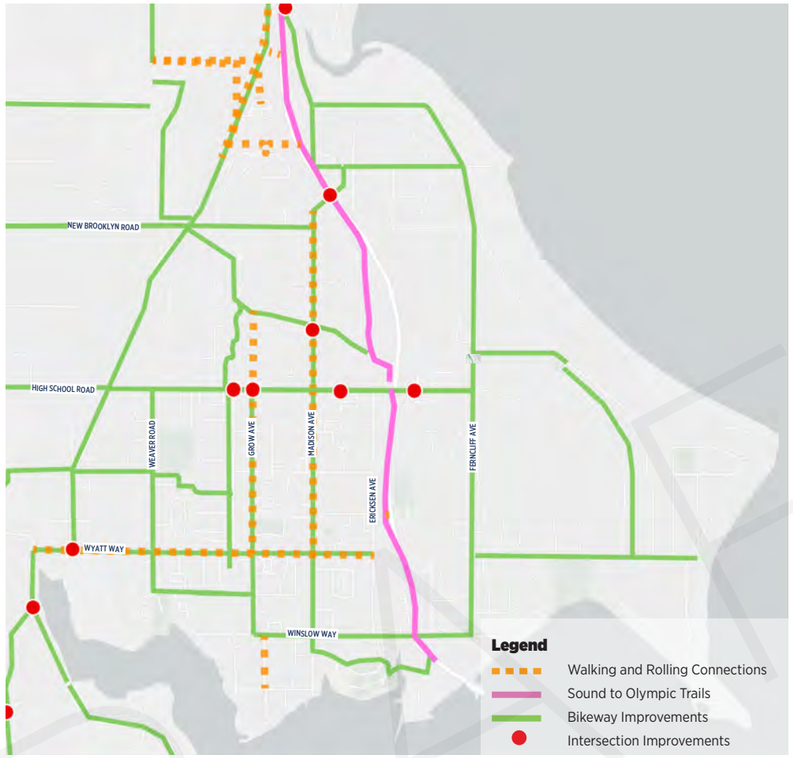


Exhibit C-55 Sustainable Transportation Plan vision

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.



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

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.

INSTITUTIONS AND AMENITIES

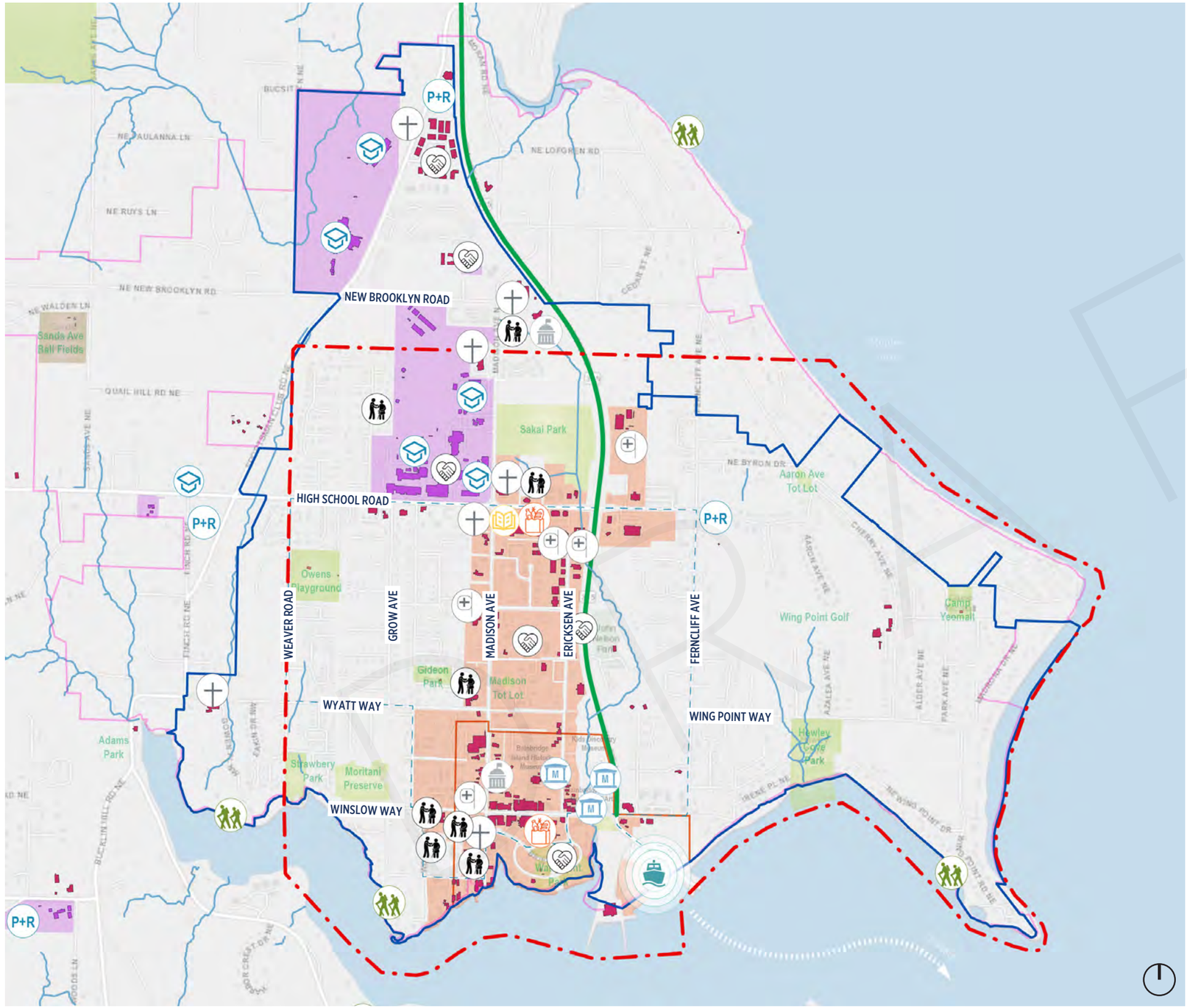


Exhibit C-56 Amenities

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

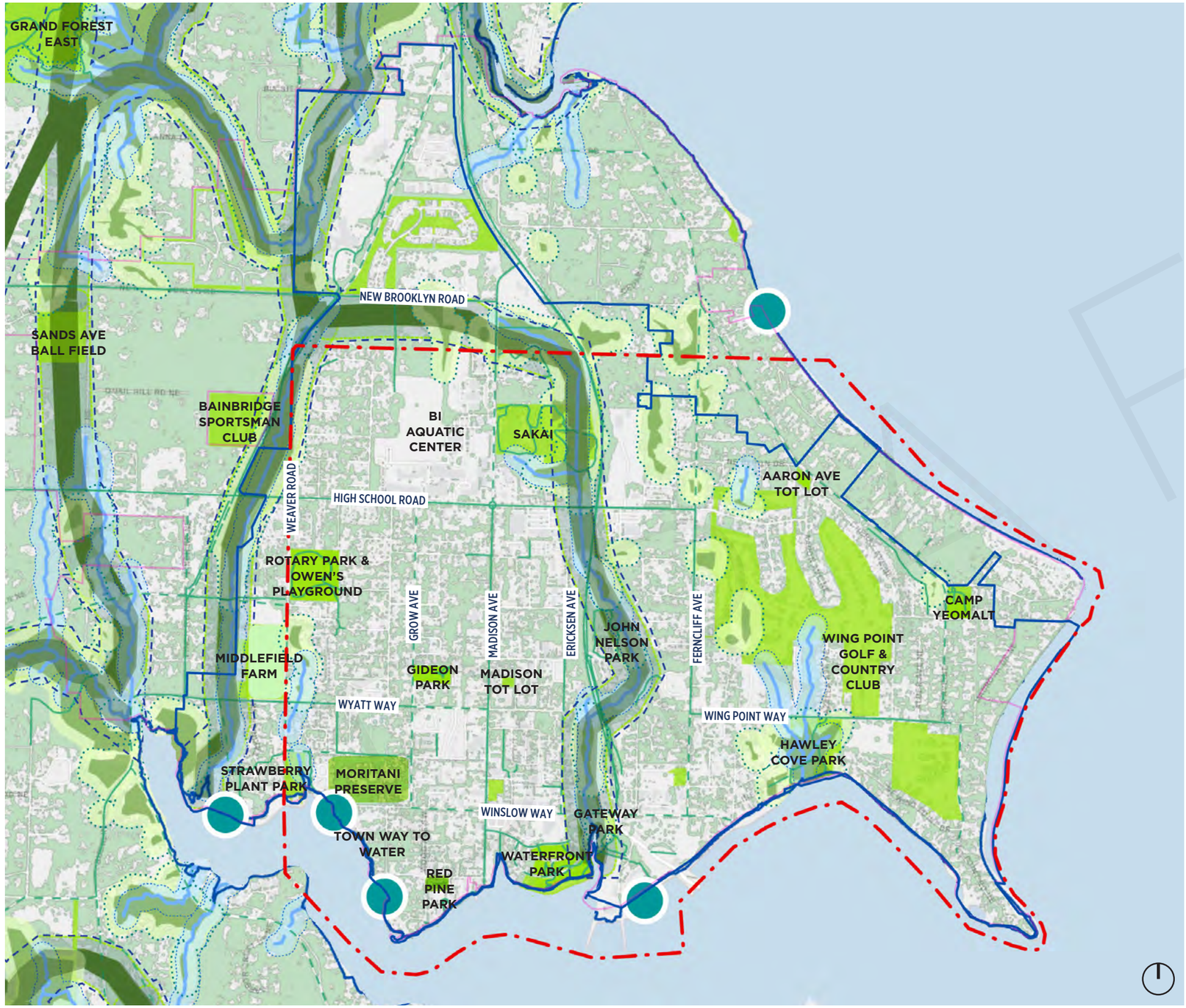


Exhibit C-57 Open space and natural systems

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

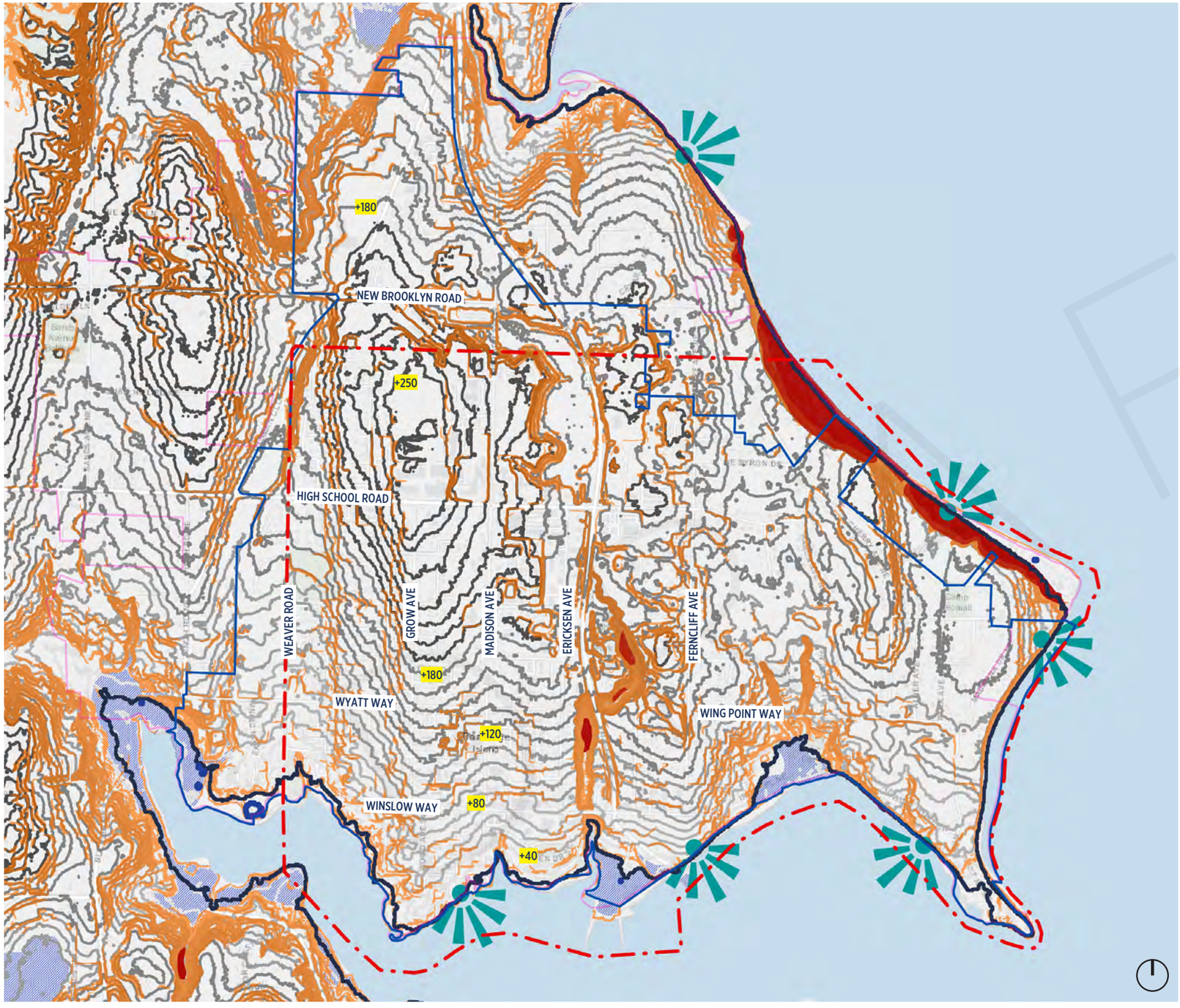


Exhibit C-58 Land slope and view sheds

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

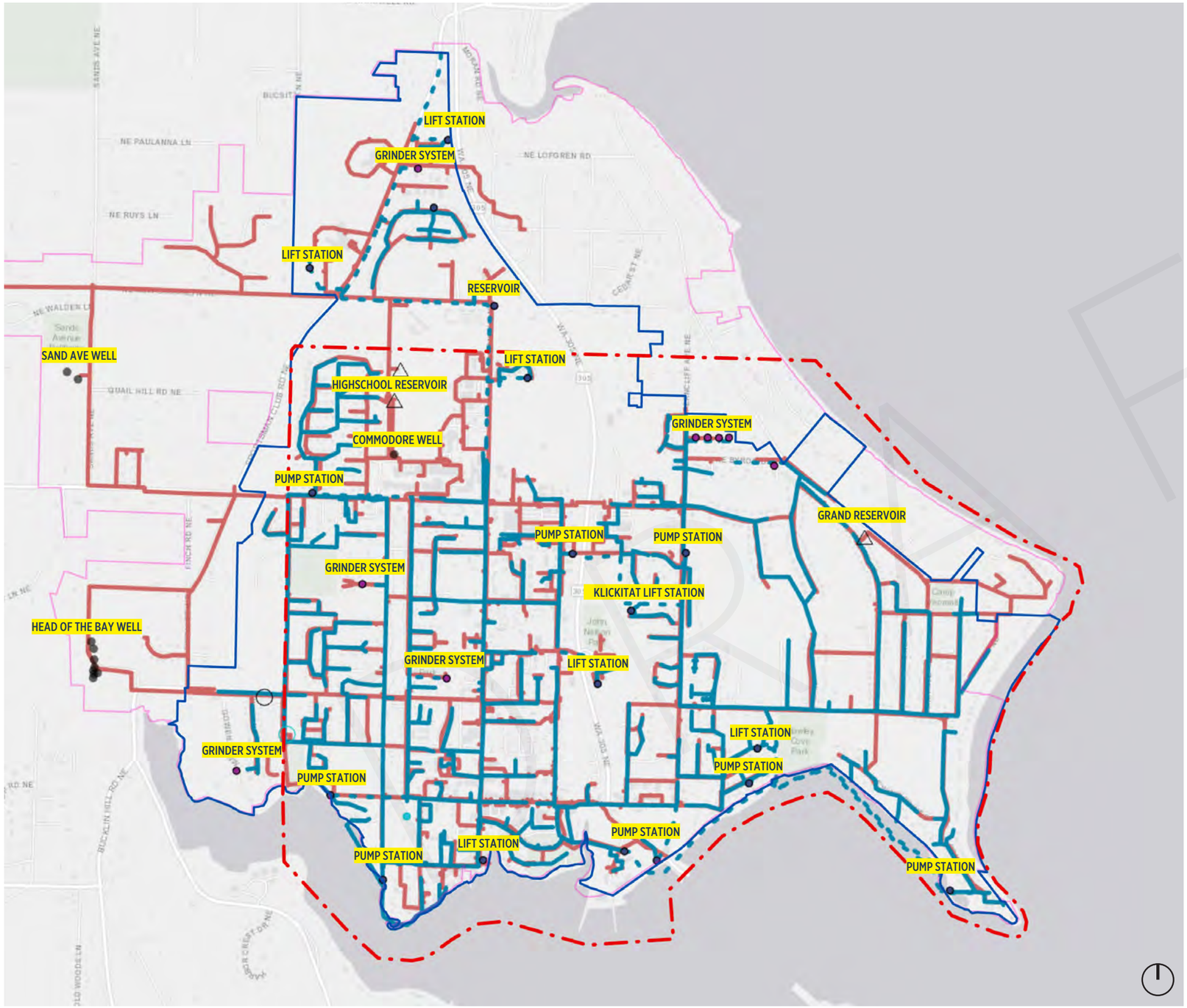


Exhibit C-59 Utilities

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

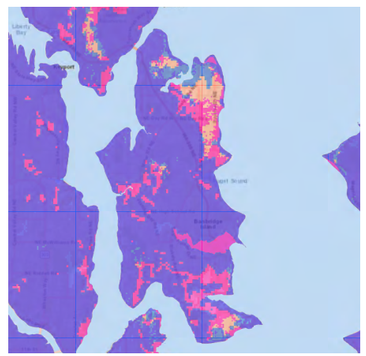


Exhibit C-60 4G LTE Coverage *Source: FCC Broadband Mapping*

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.

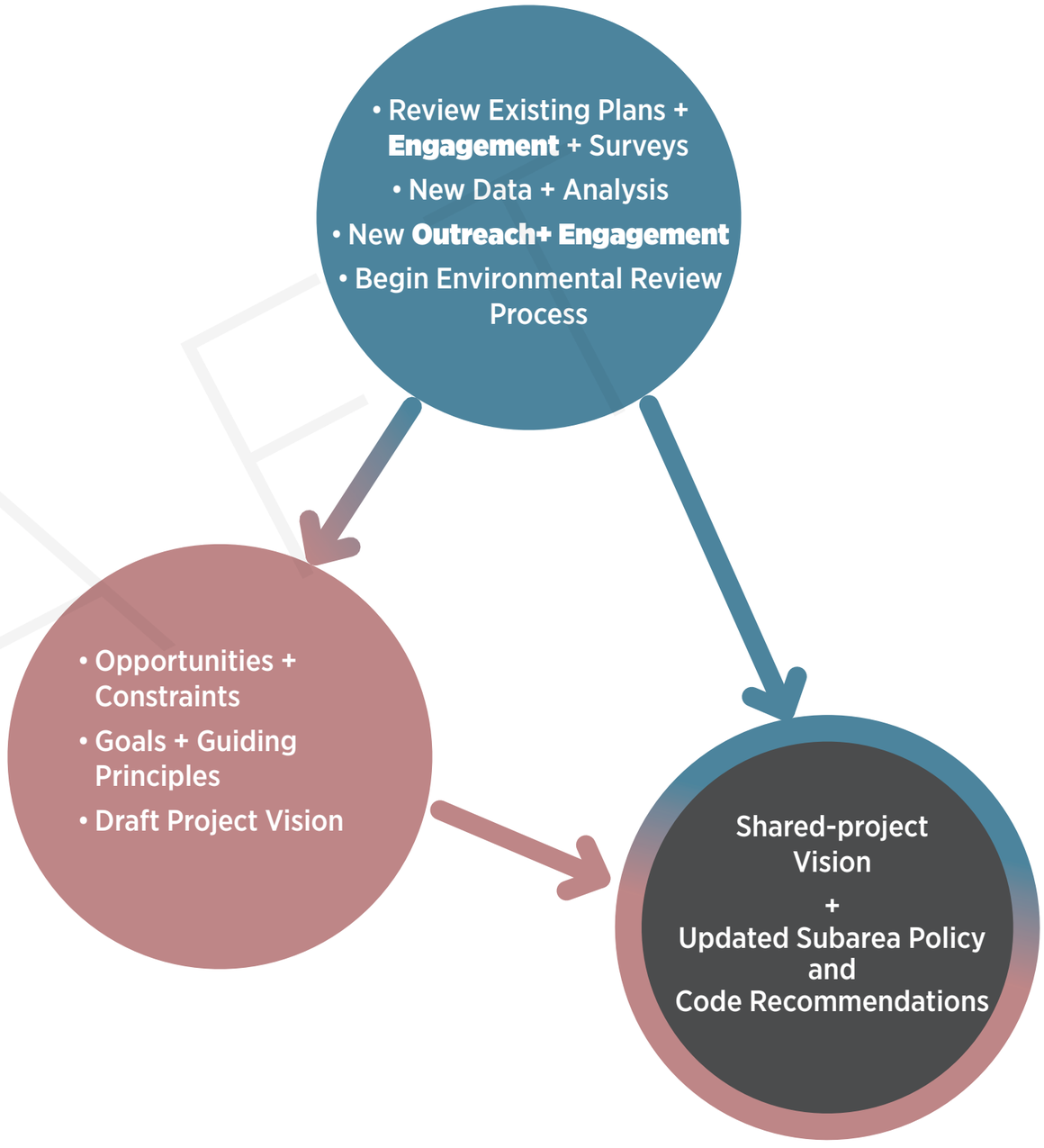


Exhibit D-1 Winslow Subarea Plan Update process, shaped through early engagement

DRAFT

APPROACH AND OBJECTIVES

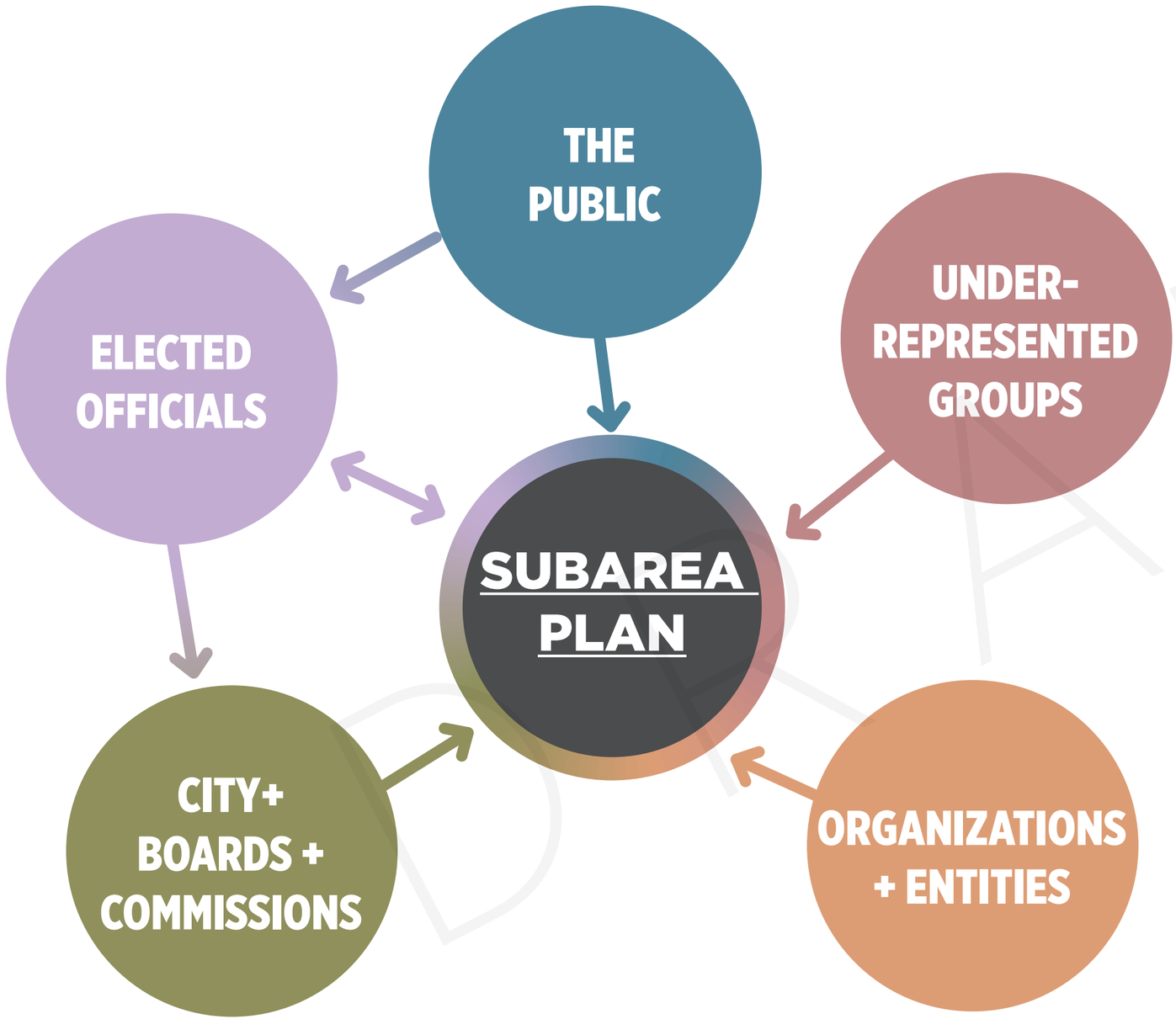


Exhibit C-2 Groups identified and involved for a robust and equitable outreach and engagement process

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

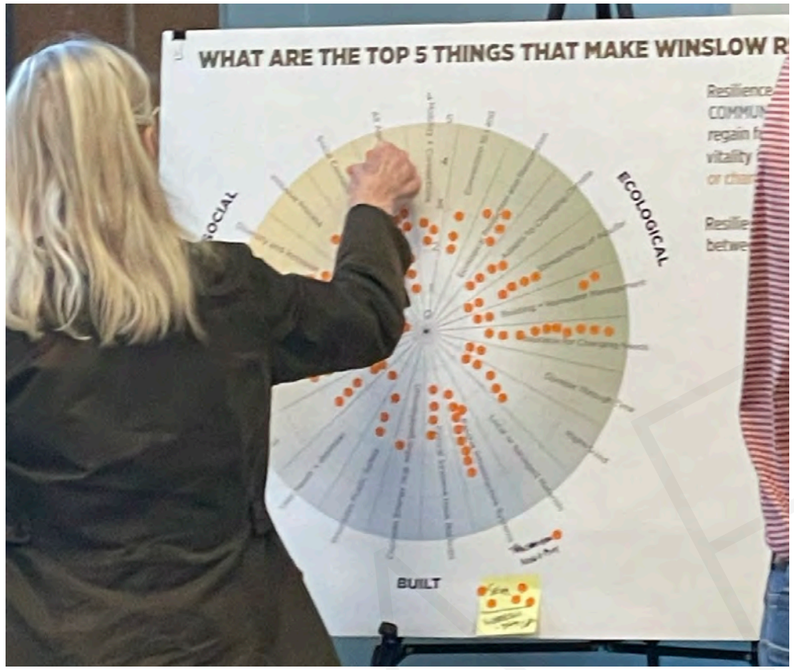
As the elected representatives for the Island, **City Council** regularly weighed in on project approach, timeline, outreach and engagement plans, as well as priorities. Mayor Brenda Fantroy-Johnson, Deputy Mayor Jon Quitslund, Council Members Joe Deets, Kirsten Hytopoulos, Clarence Moriwaki, Michael 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

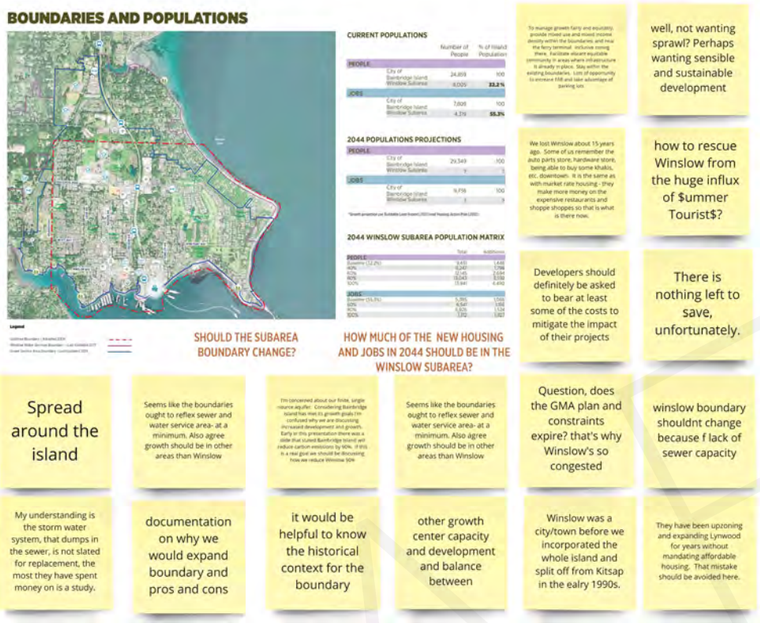
Public meetings were held throughout 2023, with additional public engagement in 2024 through City Council and Commissions. Meetings were organized in series, first “Listening and Learning”, then “Visioning” and then “Alternatives”.

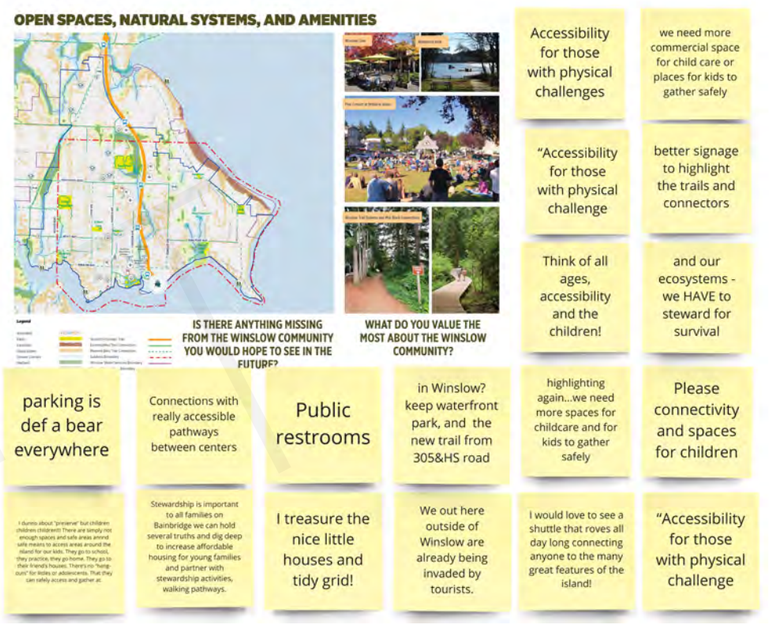
Two of the “Listening and Learning” meetings were held in person, with the first one taking place on February 7th, 2023 at the Aquatic Center, immediately following a small-group workshop. The second in-person meeting was held on February 13th at Bainbridge High School. In order to accommodate diverse 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

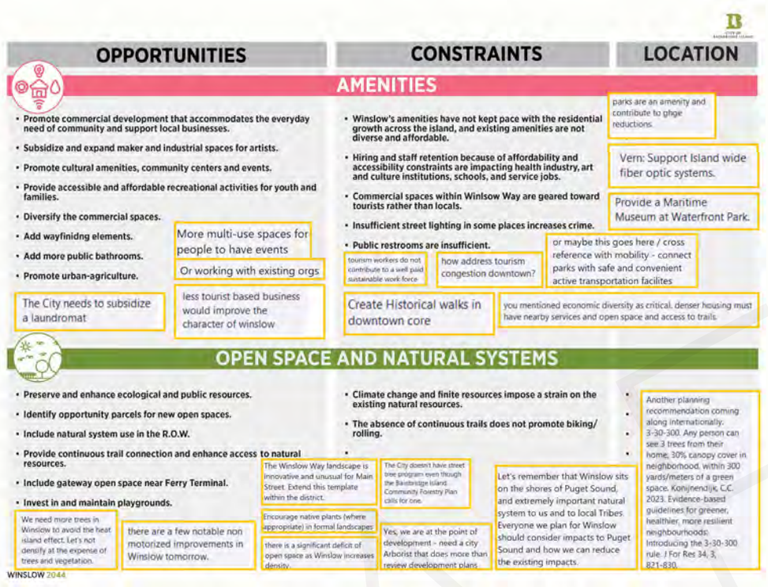
Screenshots from virtual open house, February 2023



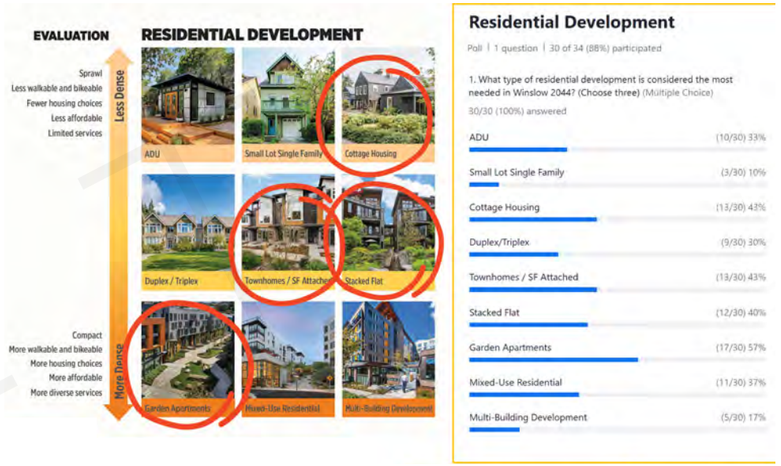
Community members participating in the Community Preference Survey, July 2023

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.

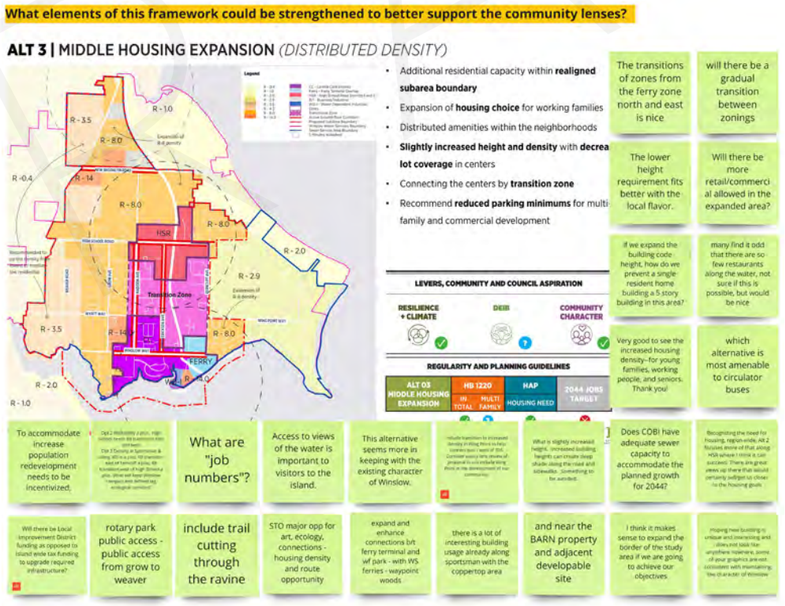
The inclusion of both in-person and virtual options aimed to maximize participation from diverse segments of the community, accommodating different preferences and fostering transparency and inclusivity in the decision-making process. The valuable input gathered from these engagement informed the project's 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.

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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.

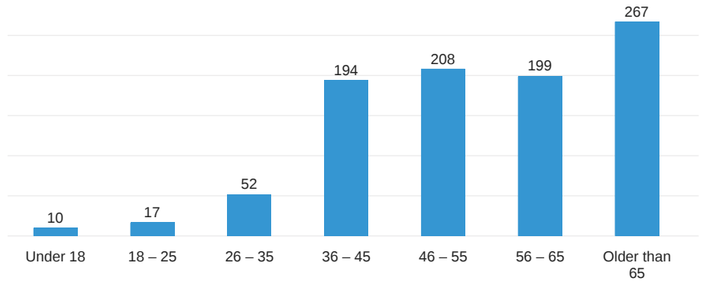
A total of 1,188 people initiated responses to the survey, and 845 individuals completed all twelve questions. The survey asked participants about a range of topics, including how they learned about the survey, their residency status on Bainbridge Island, employment status, commute patterns, perceived 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:

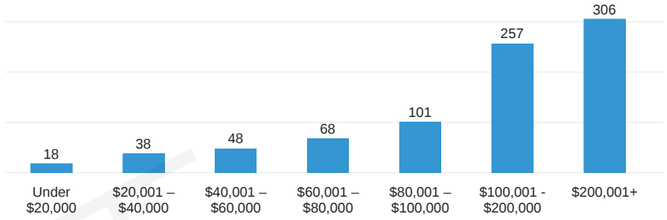
- Majority of the respondents (95%) lived on Bainbridge Island, with less than half residing in the Winslow Subarea.
- 40% of respondents indicated that they were not employed.
  - The findings may reflect the fact that many of the island's residents are seniors and potentially retired. (See Exhibit 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.

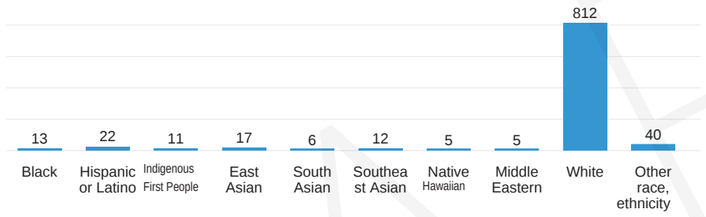
What is your age?



What is your household income?



How would you describe your race/ethnicity?



How long have you been living in Washington State?

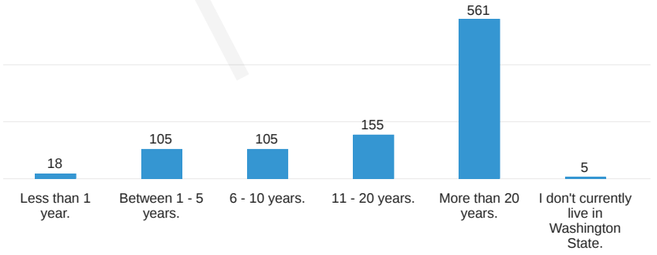


Exhibit D-3 Demographic snapshot of respondents

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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

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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

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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

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)

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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)

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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

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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

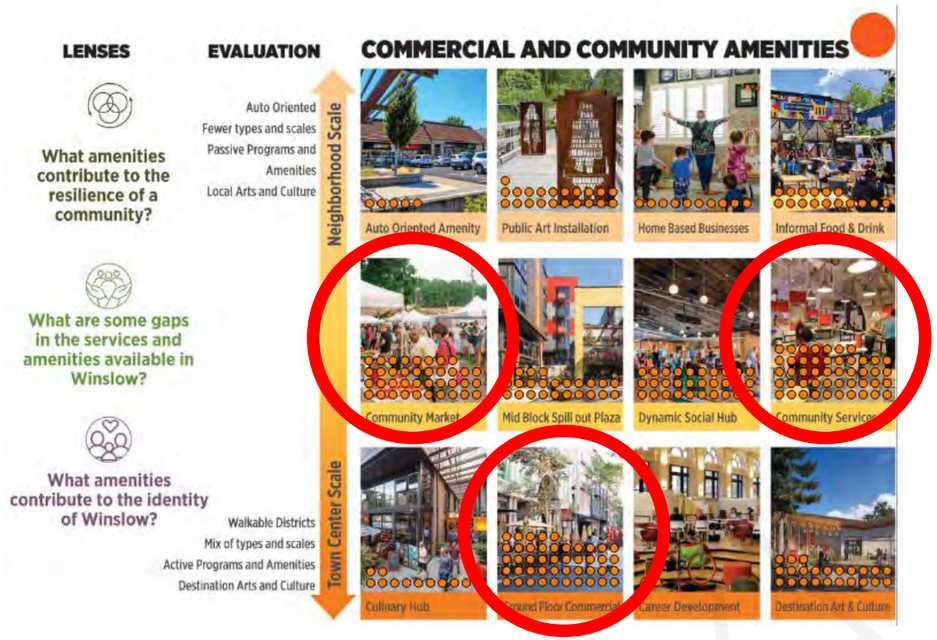
- Enhanced Walkability
- Shared Street (Woonerf)
- Enhanced Transit Options

Open Space and Natural Systems

- Green Infrastructure
- Ecological Corridors
- Waterfront Amenities

Residential Development

- ADU
- Cottage Housing
- Mixed Use Residential







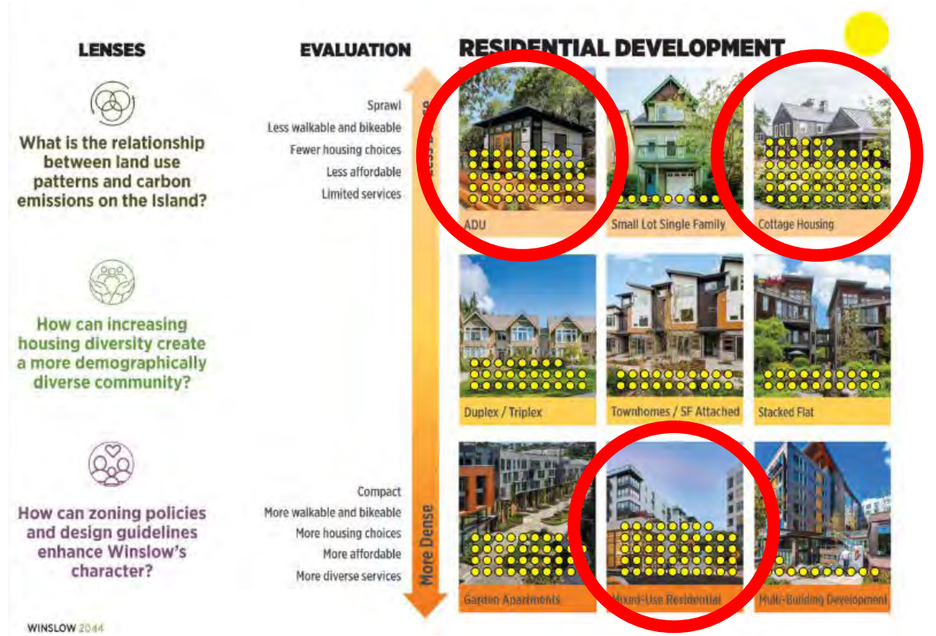


Exhibit D-4 Aggregated illustration of community votes

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.

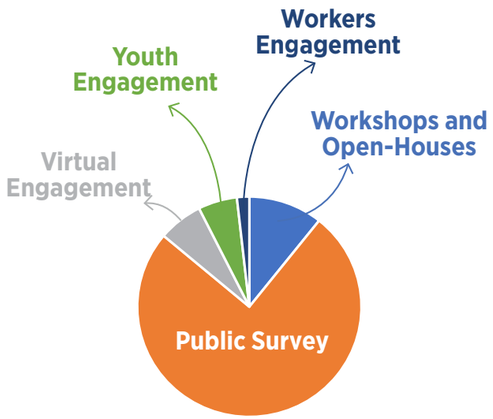


Exhibit D-5 Response breakdown by venue

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

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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.

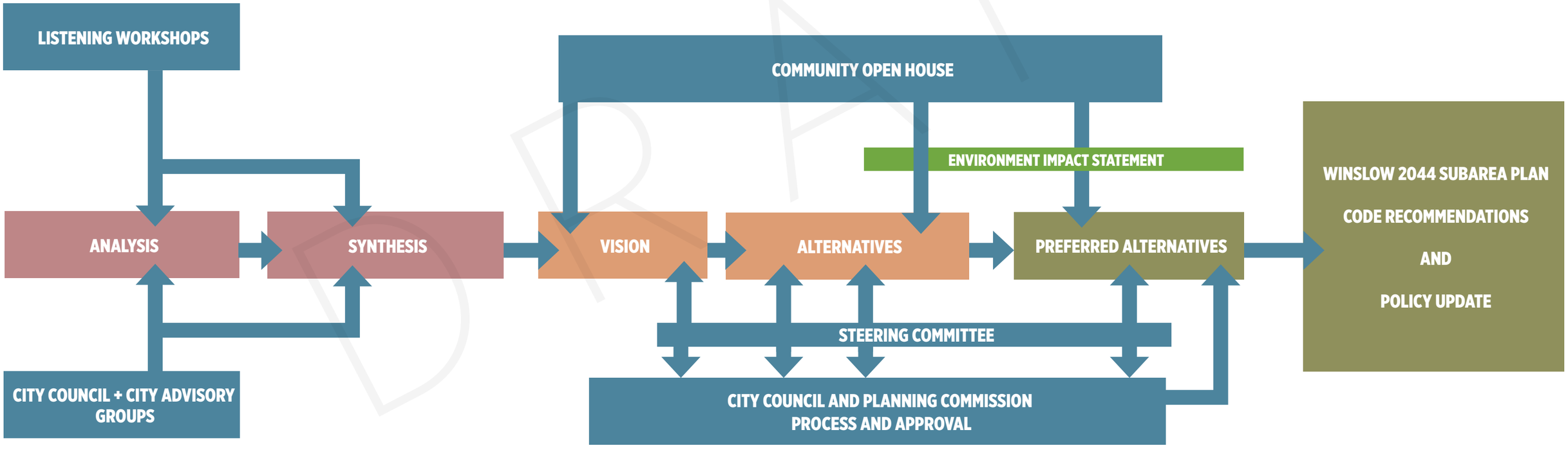


Exhibit E-1 Winslow Subarea Plan Update work flow

RESILIENCE PRIORITY

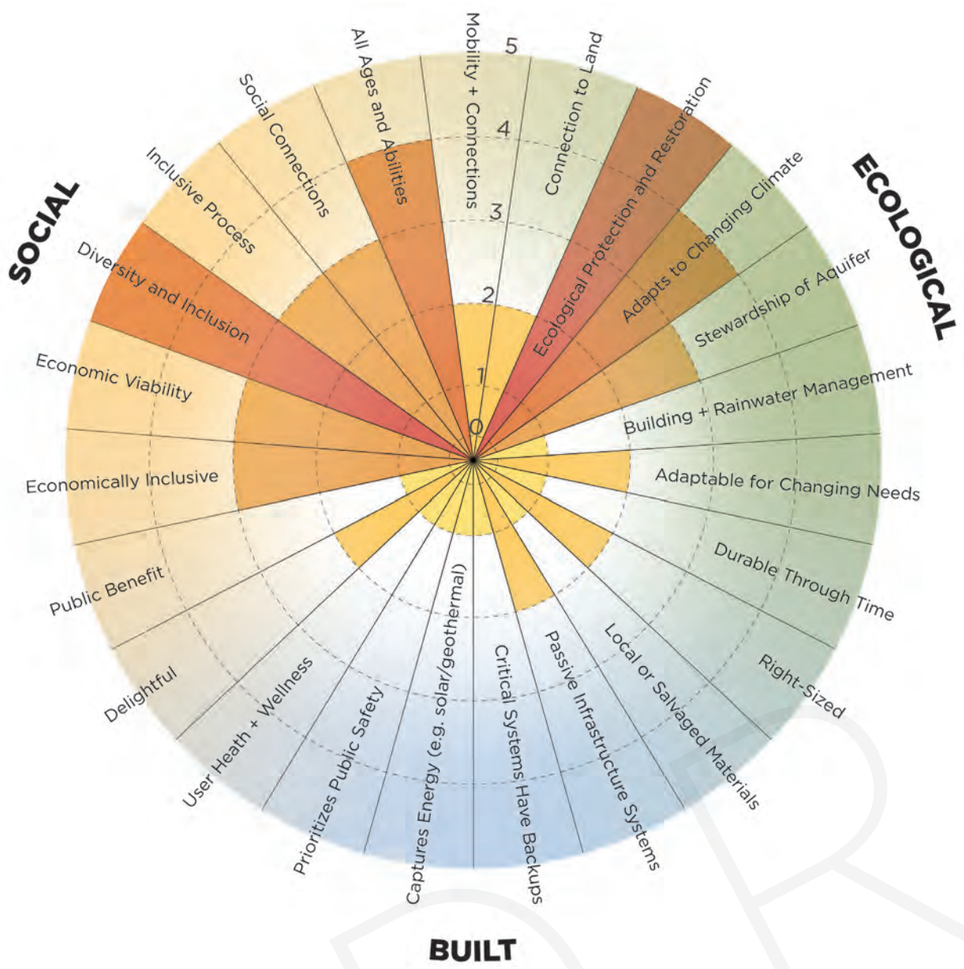


Exhibit E-2 Consolidated responses from community on "What makes Winslow resilient?"



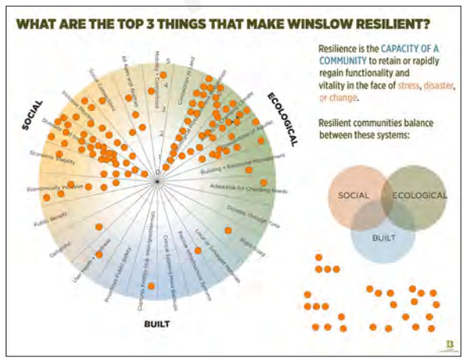


Exhibit E-3 Community members prioritizing and defining aspects that creates a balanced resilient community In-Person and Online Workshops

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.

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CONSTRAINTS

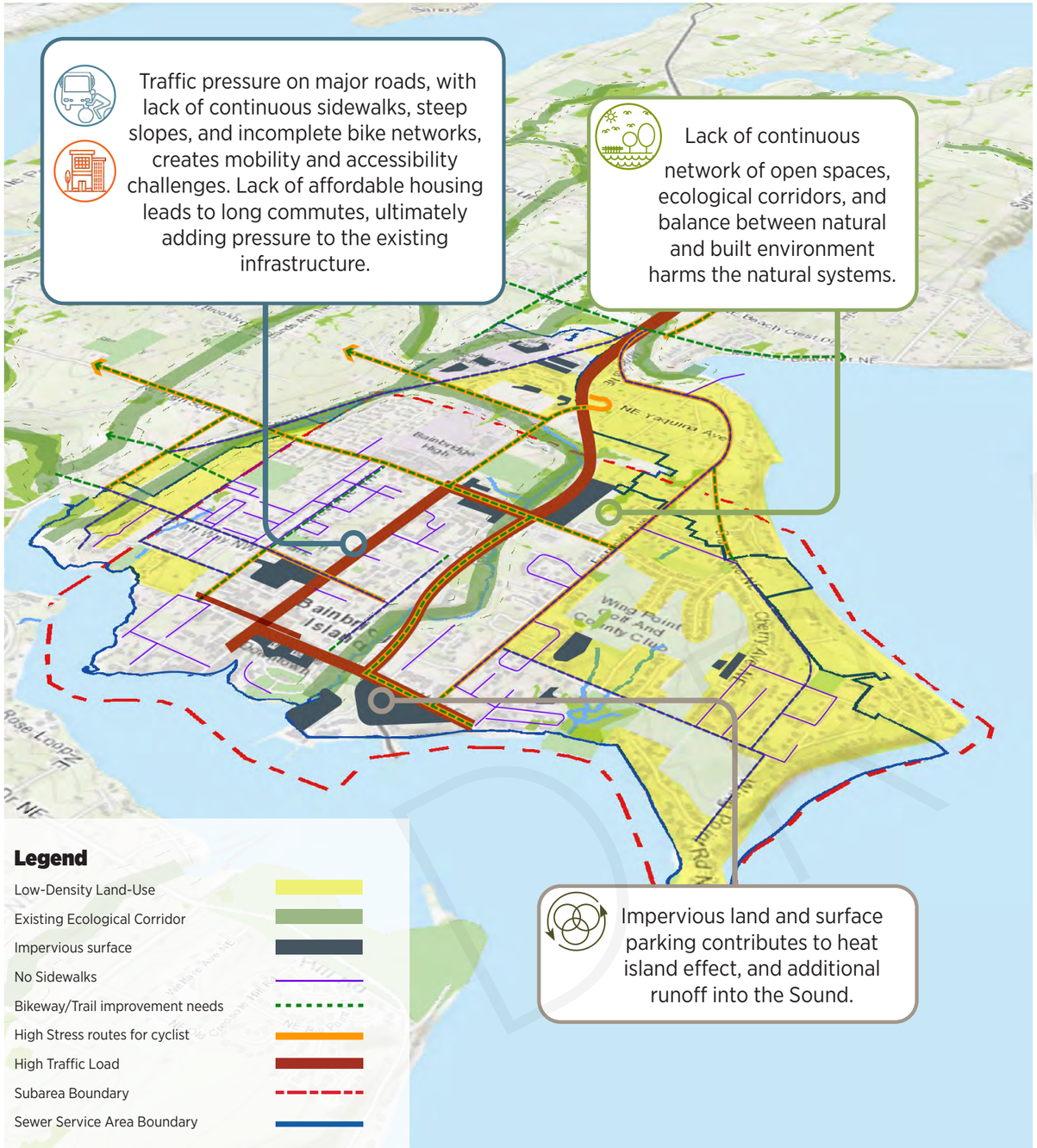


Exhibit E-4 Winslow's built environment and community constraints

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.

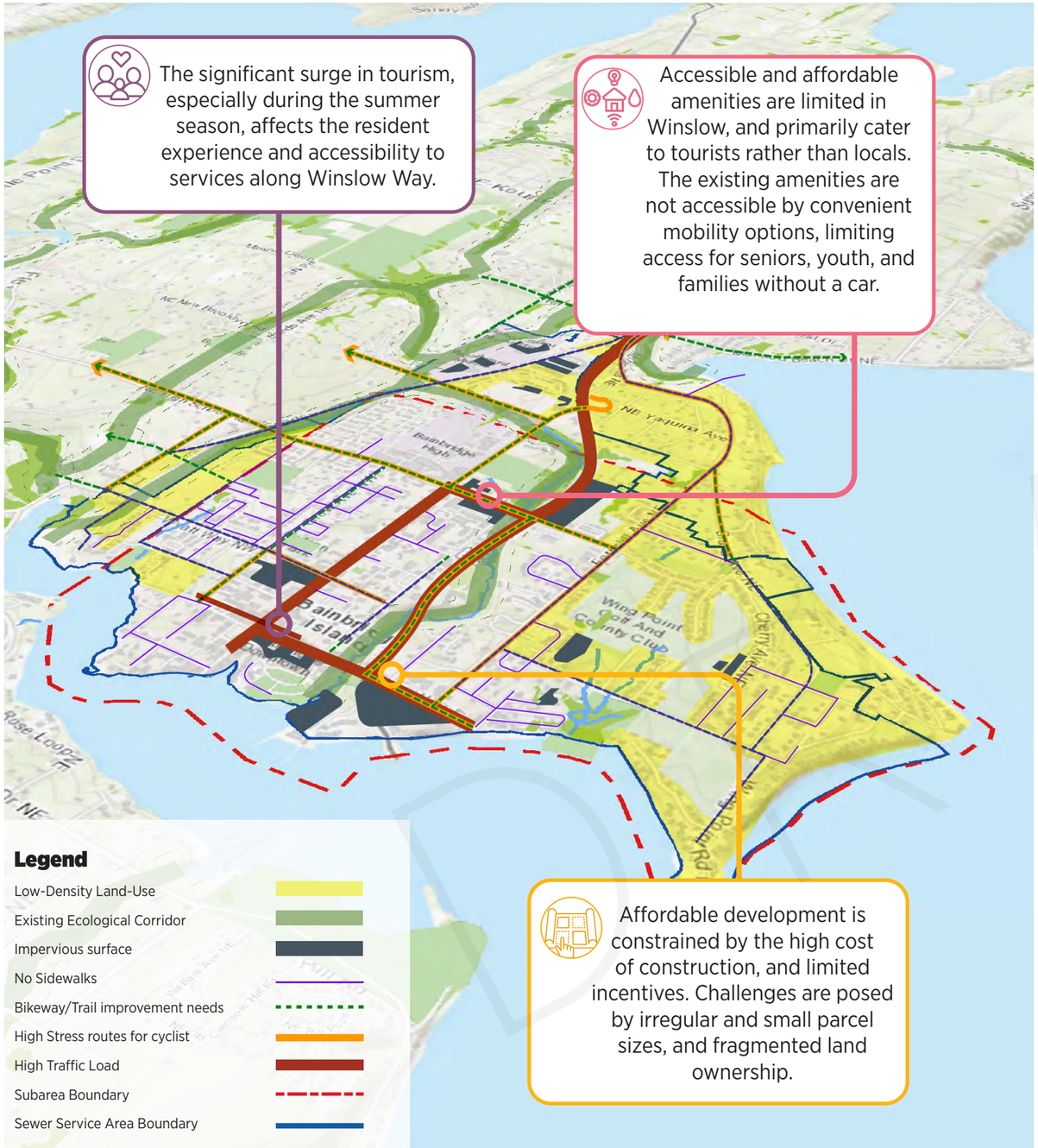


Exhibit E-4 Winslow's built environment and community constraints

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.

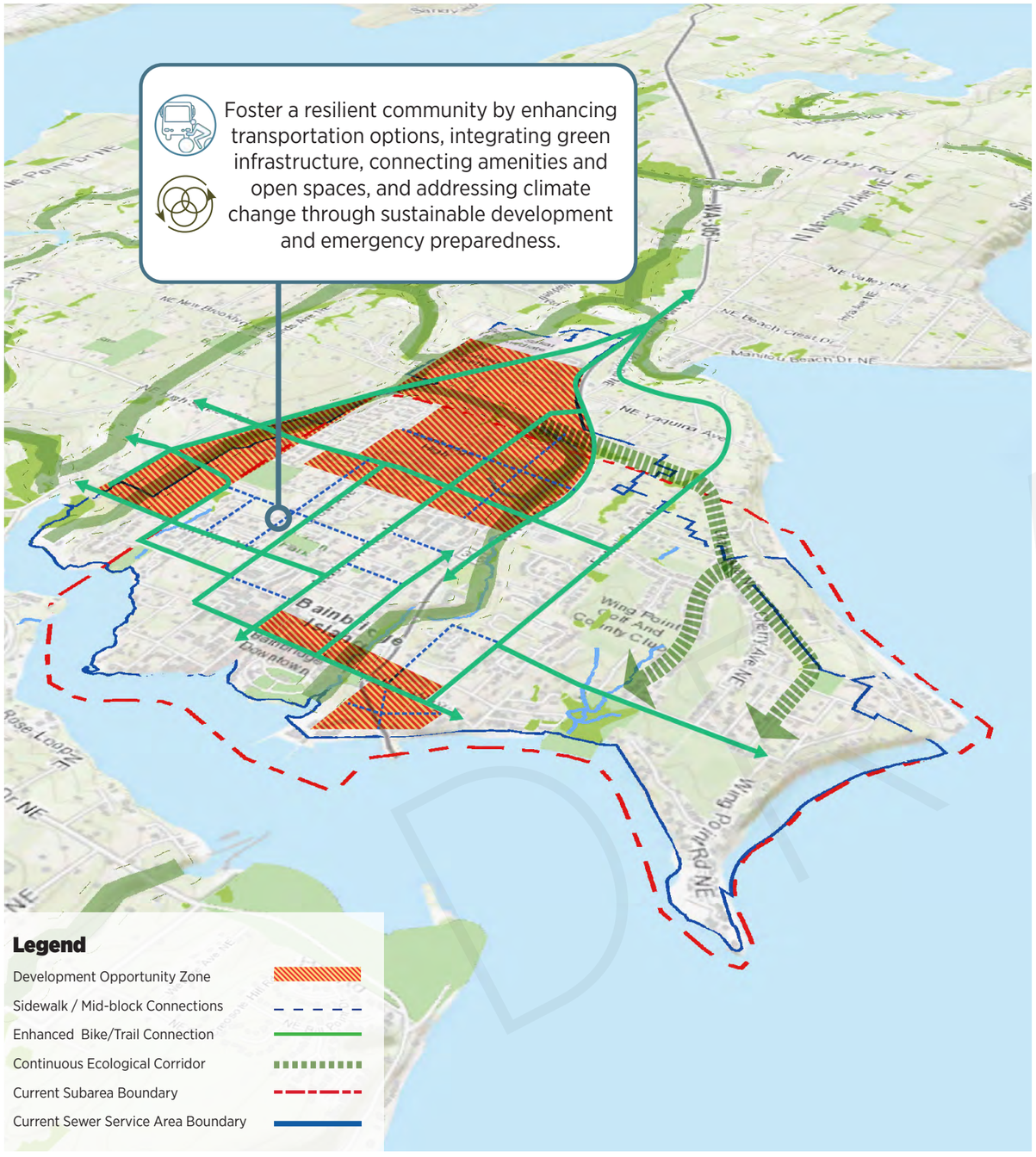


Exhibit E-5 Winslow's built environment and community opportunities

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.

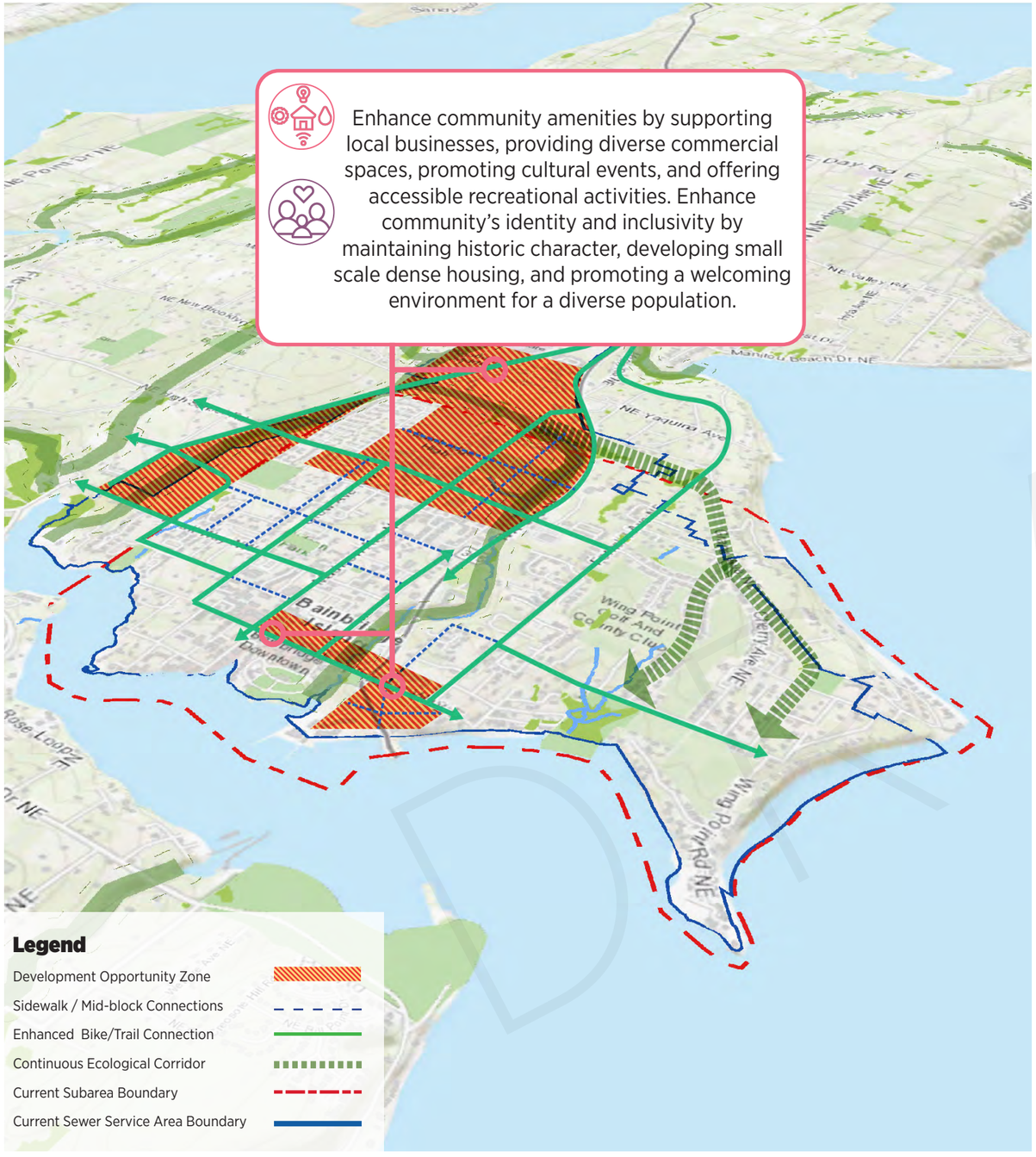


Exhibit E-5 Winslow's built environment and community opportunities

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.



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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.

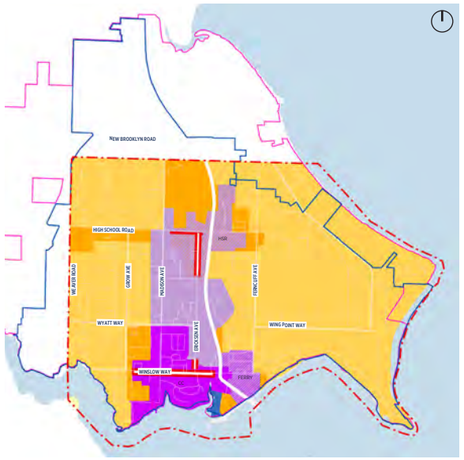
The purpose of the alternatives phase was to organize the public's ideas and planning mandates in order to test ideas and gather feedback to inform a preferred alternative. None of the alternatives presented were intended to become the preferred alternative, rather the alternatives test logical extremes 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.

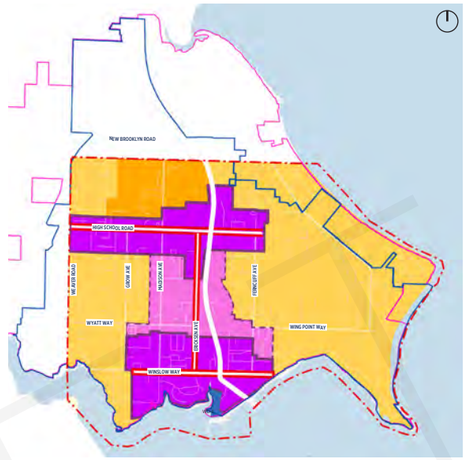
Alternative 02 tested the idea that future growth in the Winslow Subarea might take place in the existing Winslow and Ferry Terminal centers and in an intensified mixed-use center along High School Road. This alternative was coined 'Go UP' as it considers the most density and height, in line with what 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.

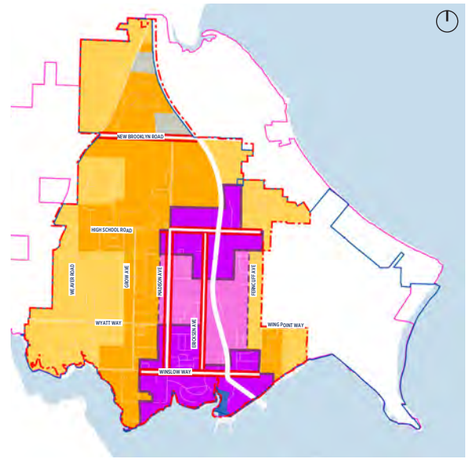
The "Go UP" alternative prioritizes housing affordability, walkability, and economic development of Winslow, while the "Go Out" alternative prioritizes alignment of growth with existing planned infrastructure capacity and character. More on these alternative can be found on pages 4 to 9.



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 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

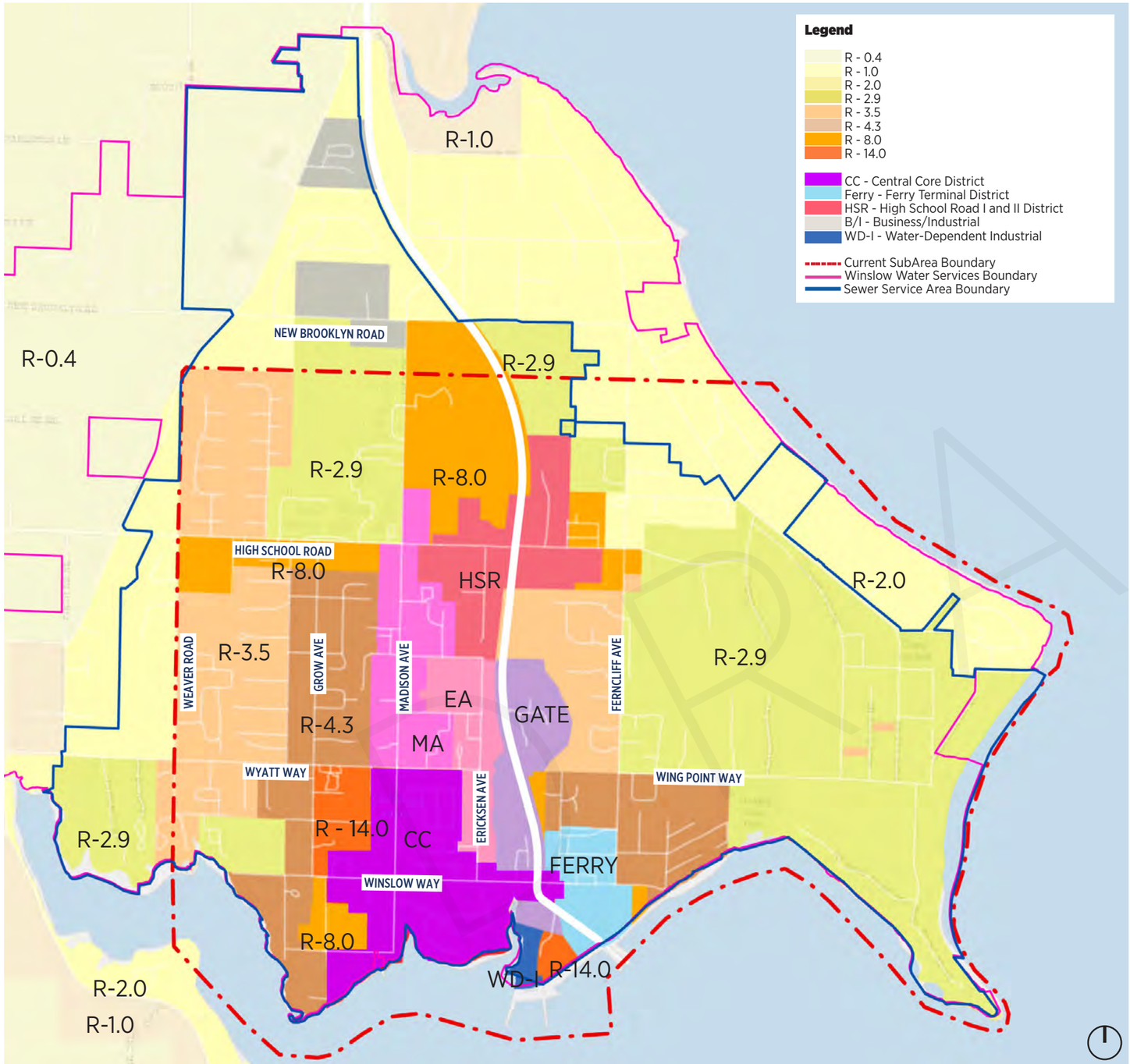


EXHIBIT F-2 ALTERNATIVE 01 ZONING FRAMEWORK

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.

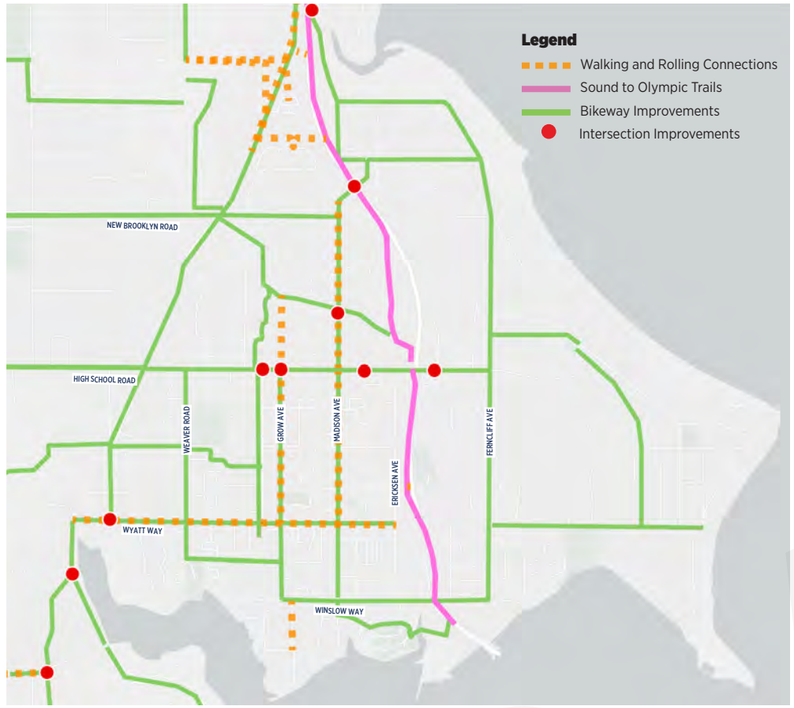


EXHIBIT F-4 SUSTAINABLE TRANSPORTATION PLAN VISION



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.

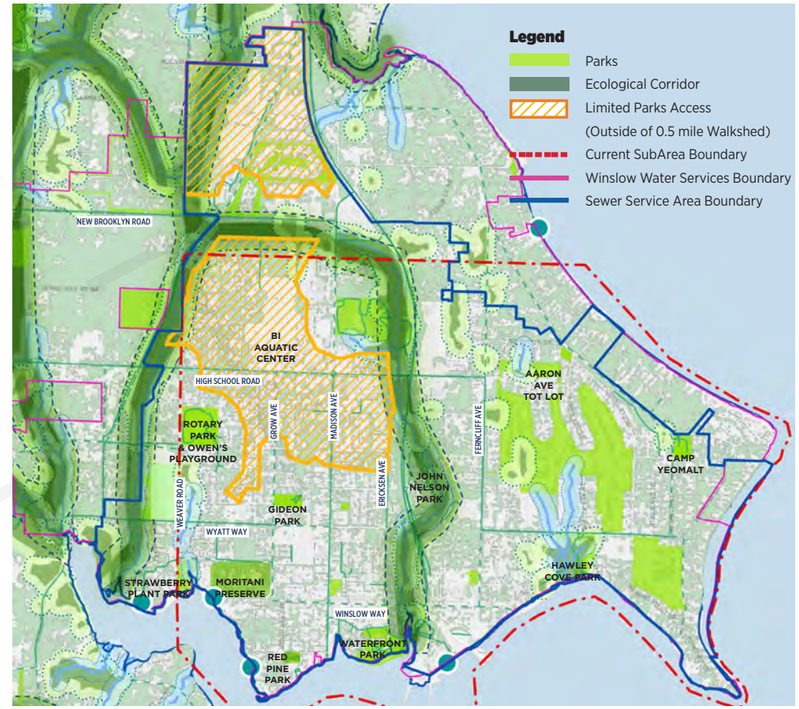


EXHIBIT F-3 EXISTING OPEN SPACE FRAMEWORK



Enhanced Mid-Block Connections



Additional Plazas + Pocket Parks



Green Infrastructure



Views

ALTERNATIVE 02 | WALKABLE CORRIDORS (“GO UP”)

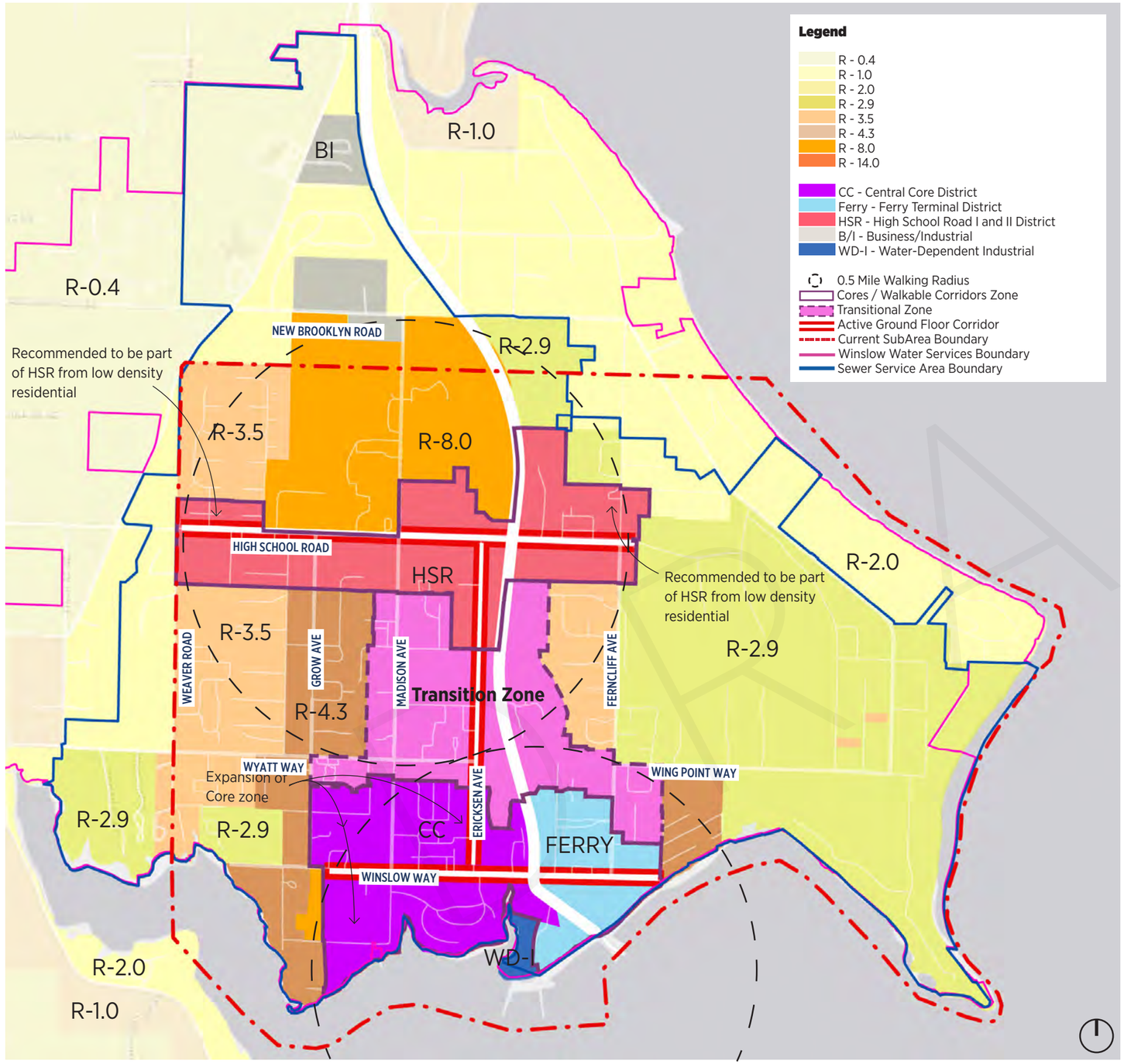


EXHIBIT F-5 ALTERNATIVE 02 ZONING FRAMEWORK

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*

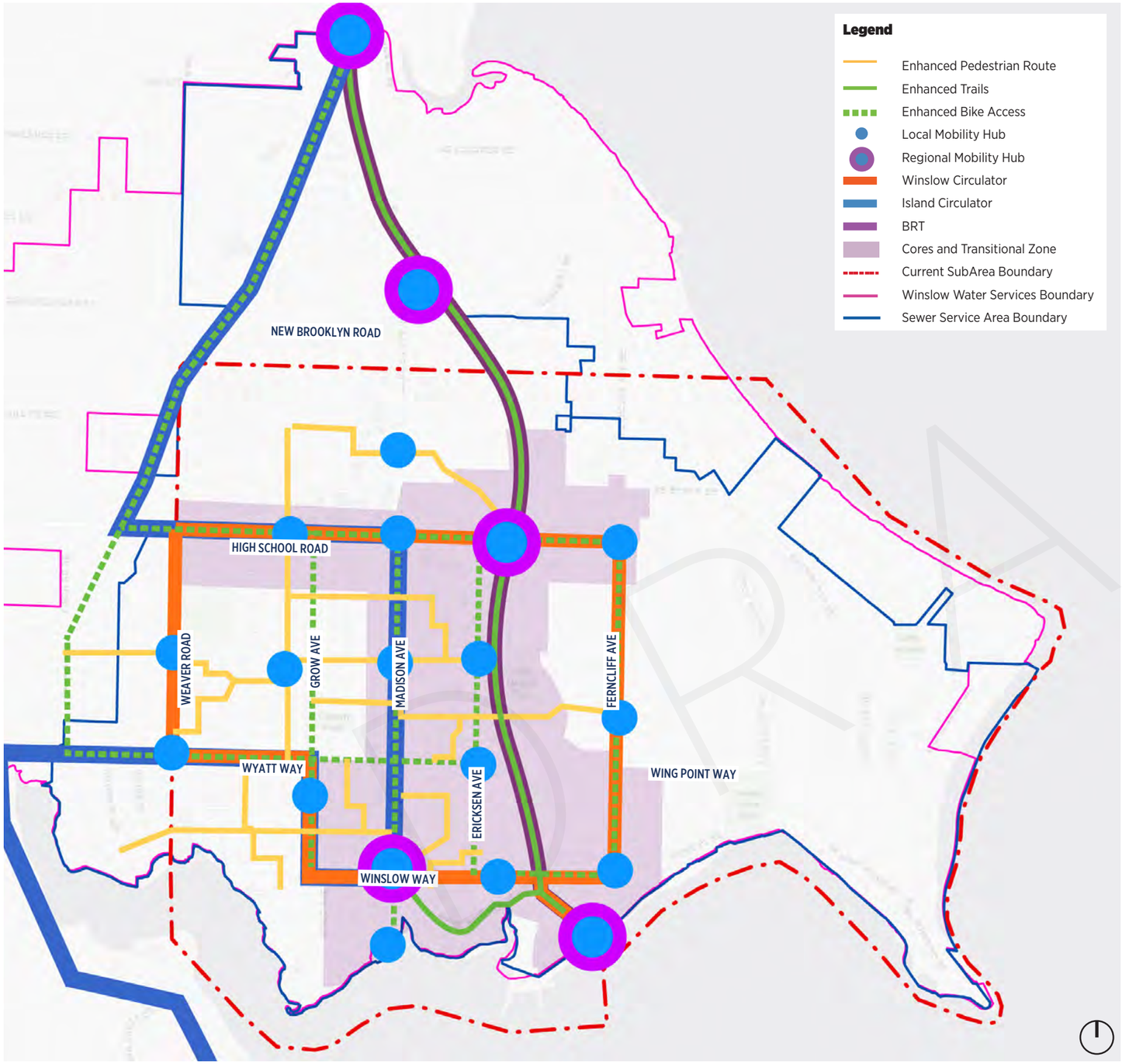


EXHIBIT F-6 ALTERNATIVE 02 MOBILITY FRAMEWORK

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)

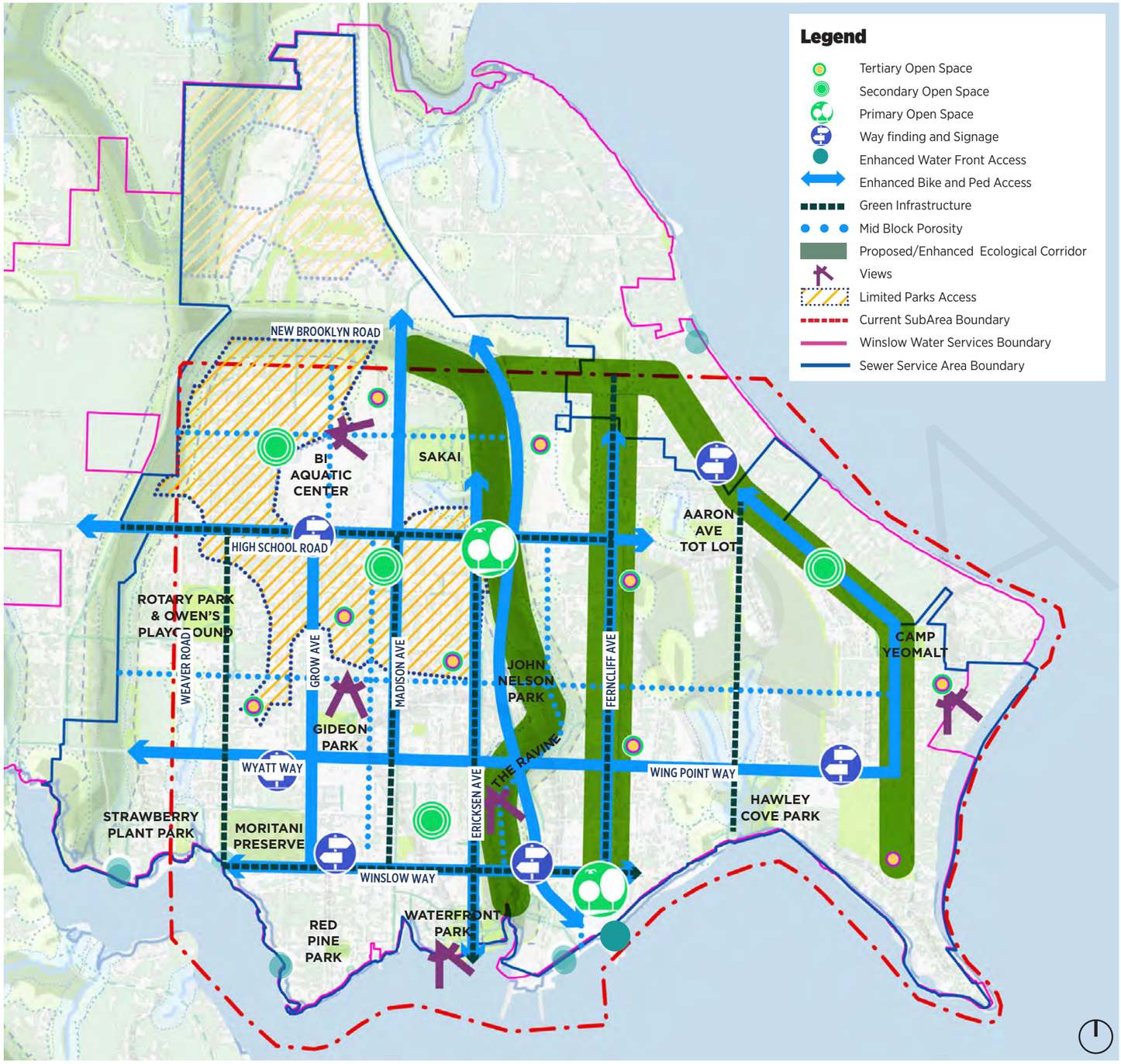


EXHIBIT F-7 ALTERNATIVE 02 OPEN SPACE FRAMEWORK

OPEN SPACE FRAMEWORK

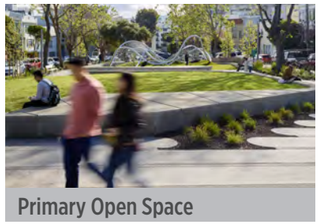
The open space framework prioritizes the preservation and enhancement of ecological resources, and provides equitable access to open spaces for all residents. It introduces a hierarchy of open space, prioritizing proposed land use cores and areas with limited access for preservation and enhancement of 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.

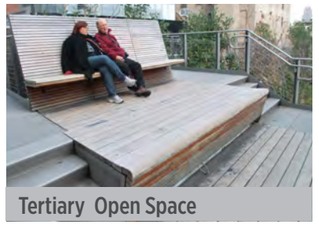
Secondary and Tertiary Open Spaces: These typologies prioritize areas with limited access to existing parks to address community needs and enhance the overall quality of life. Playgrounds, dog parks, local trails, and mid block connections are examples of secondary open space. Seating, shade structures, 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”)

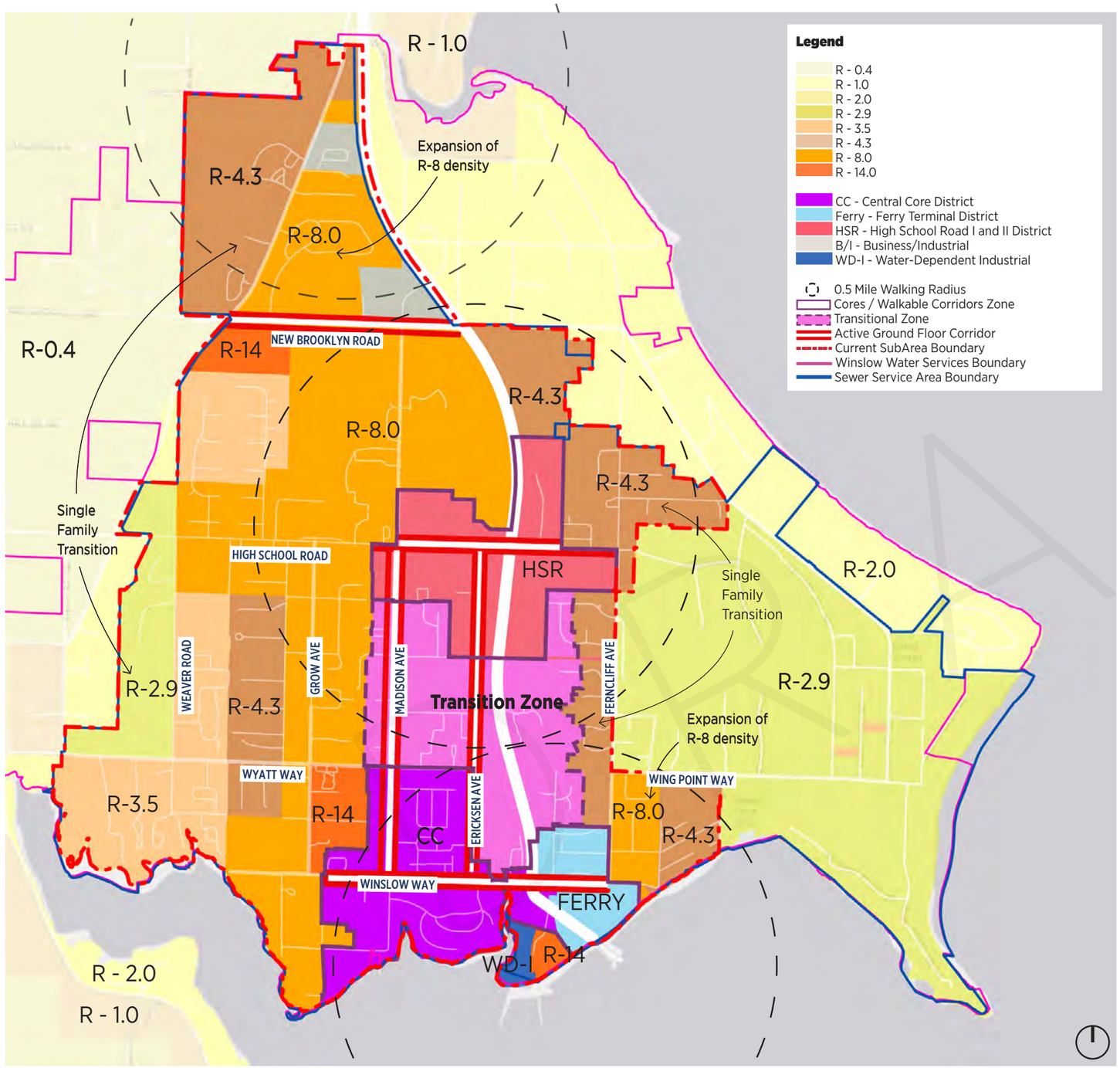


EXHIBIT F-8 ALTERNATIVE 03 ZONING FRAMEWORK

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*

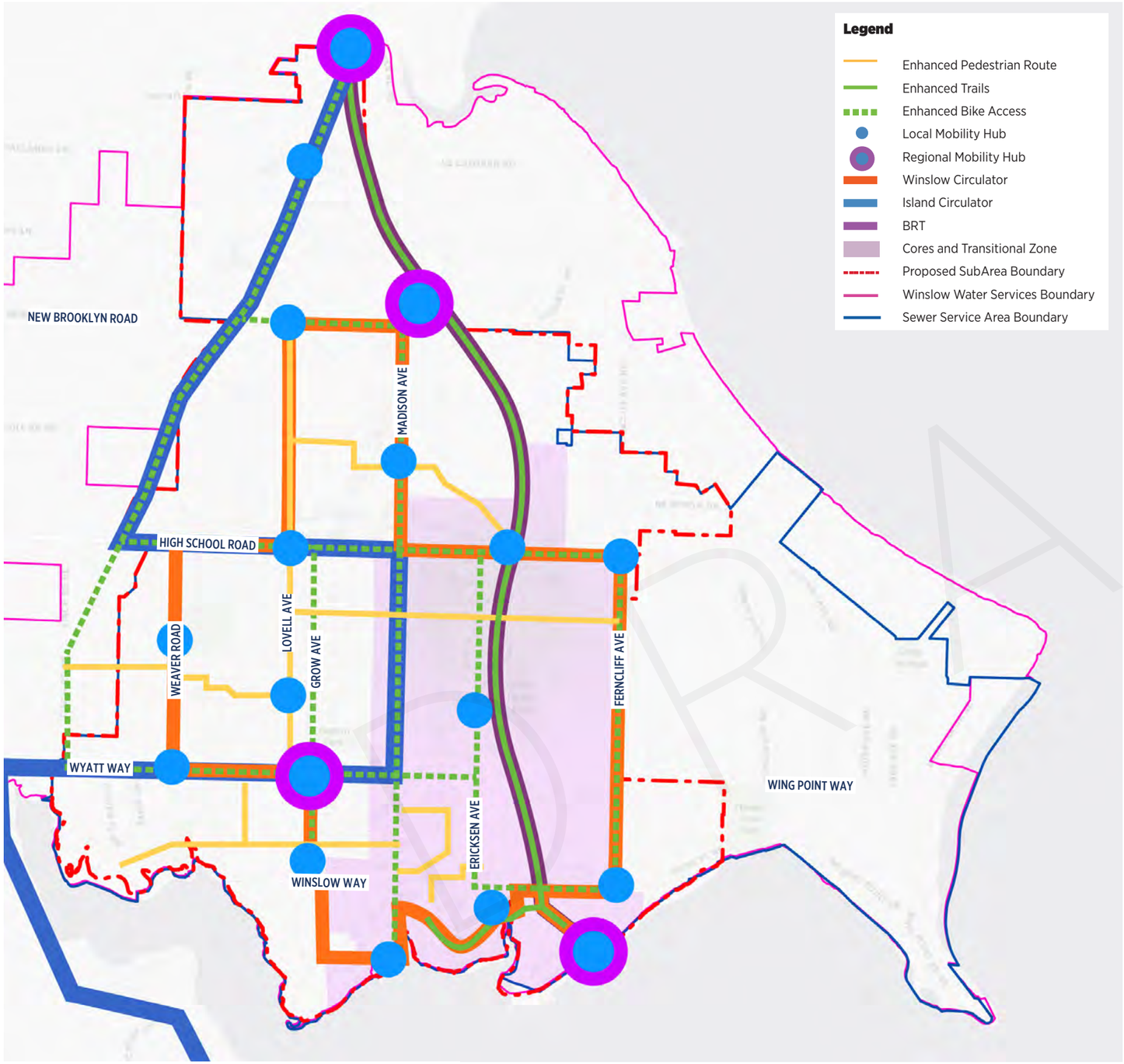


EXHIBIT F-9 ALTERNATIVE 03 MOBILITY FRAMEWORK

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

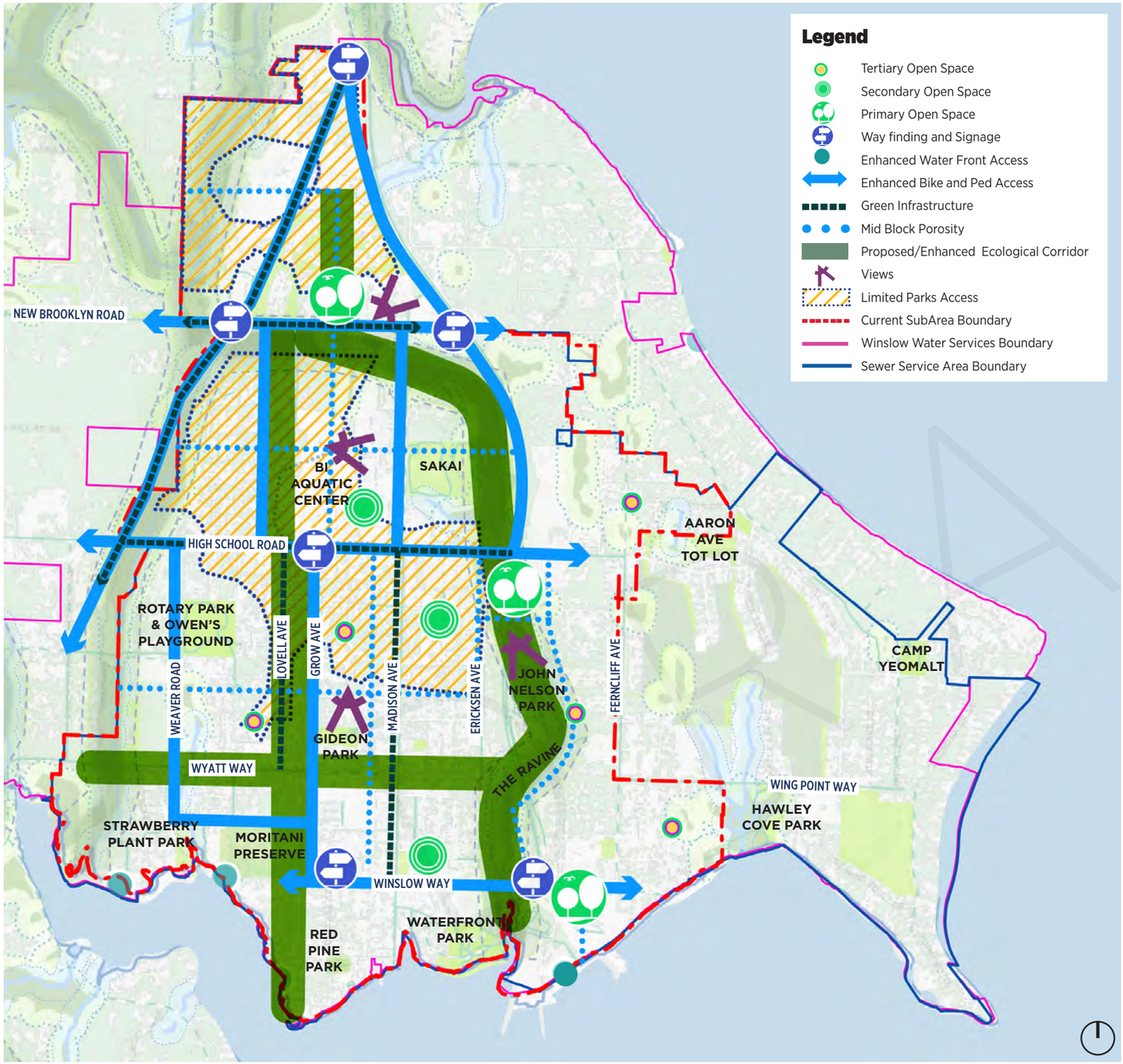


EXHIBIT F-10 ALTERNATIVE 03 OPEN SPACE FRAMEWORK

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.

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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:*

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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)

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.

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

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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

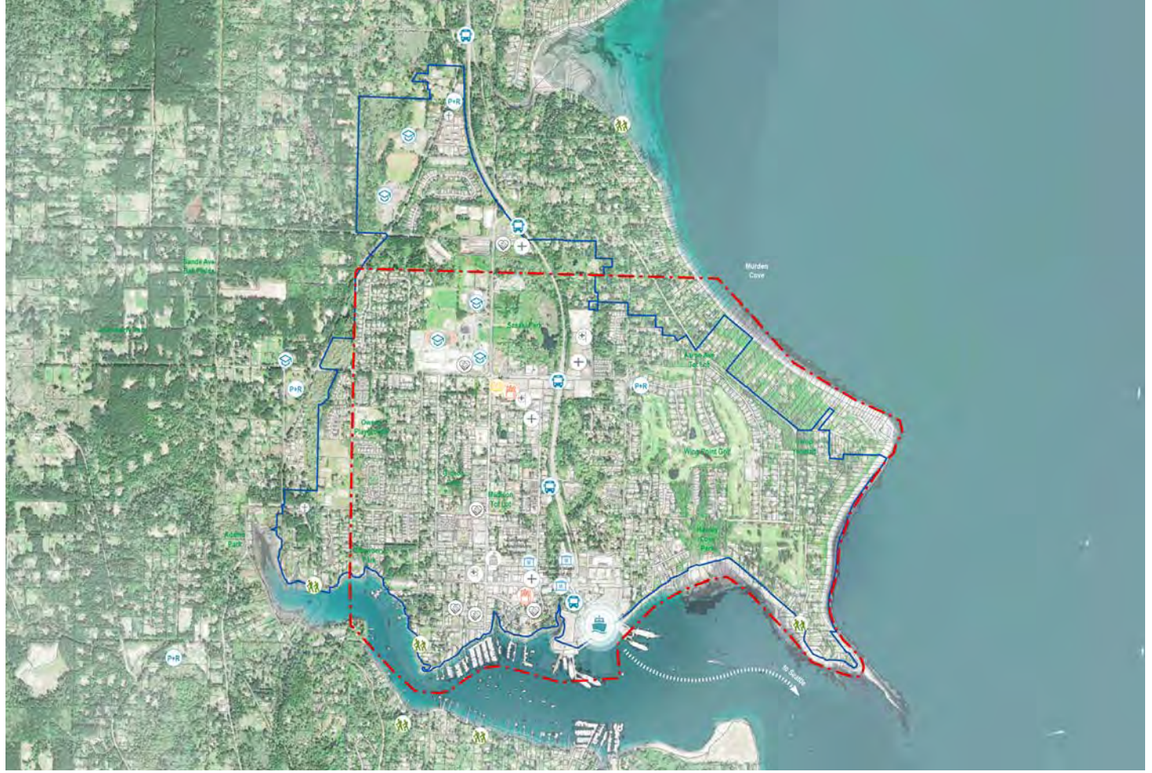
*The Outreach and Engagement timeline has evolved through out the project. For the final version, refer to the Outreach and Engagement Chapter.

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

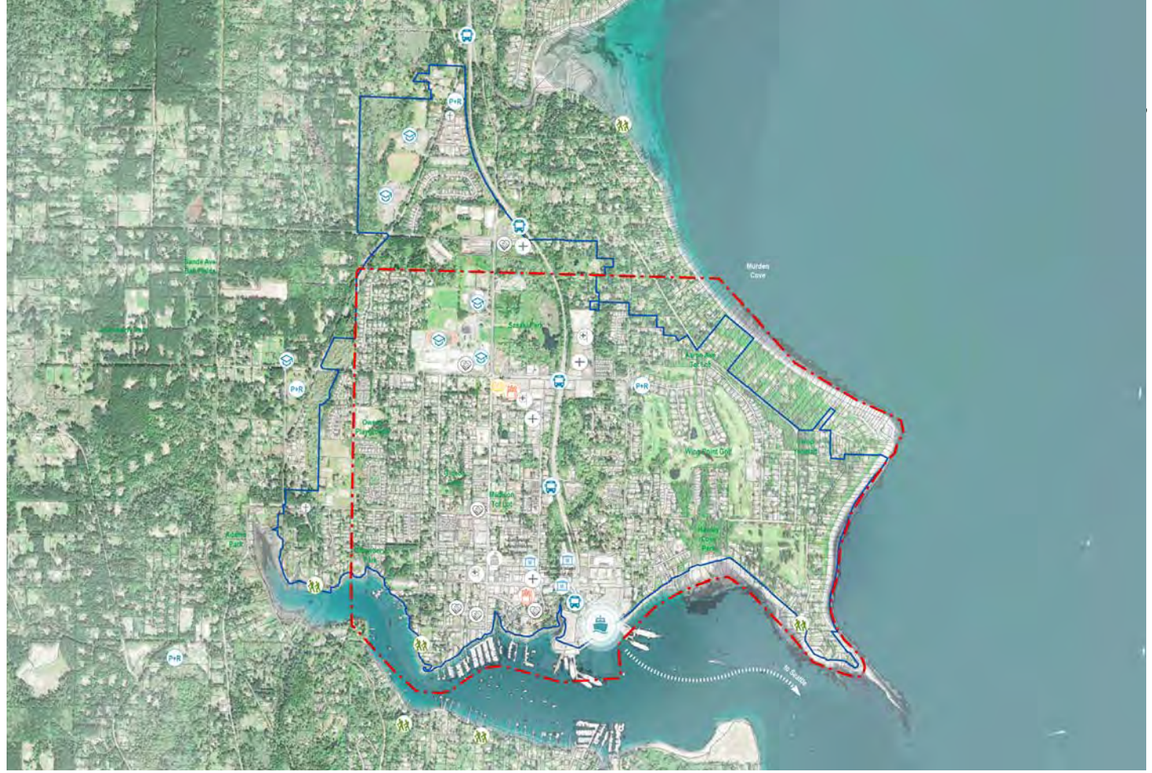


WE WANT TO **HEAR FROM YOU!**

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

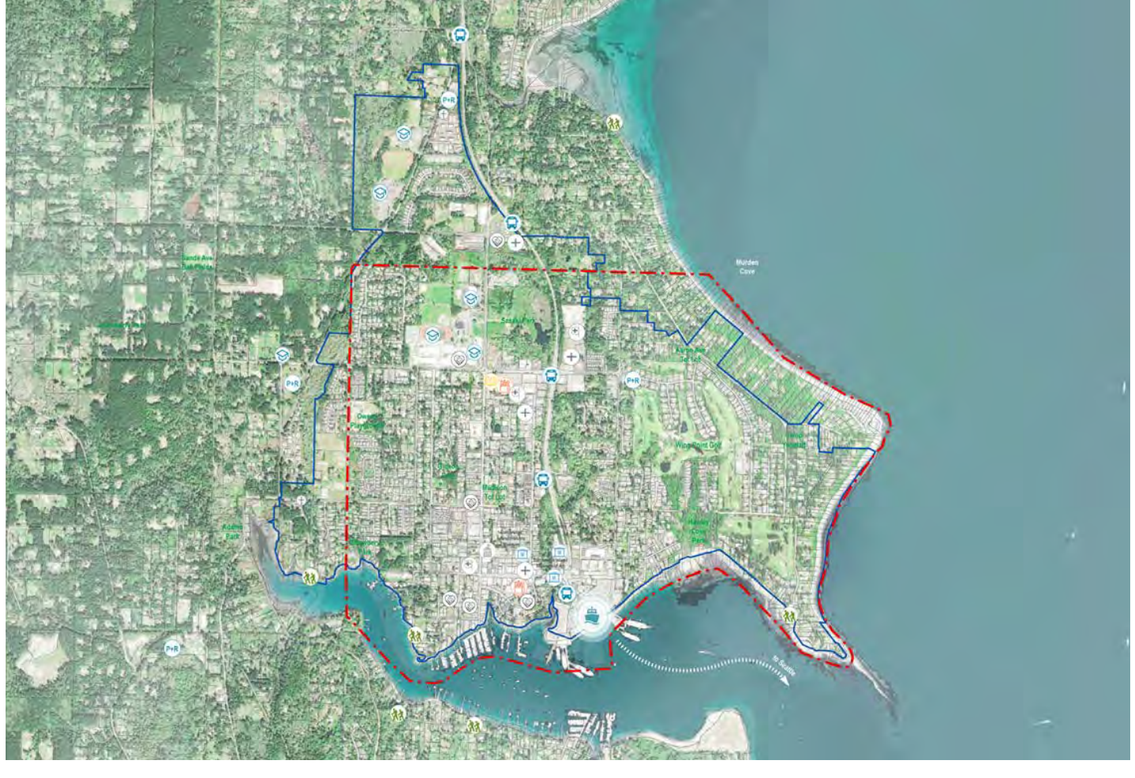


DO YOU WORK IN WINSLOW? WE WANT TO **HEAR FROM YOU!**

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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

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. All options.	Modern housing. Condos, apartments.	Apartment building, but not many residential houses. A decent amount.	More activities. 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

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

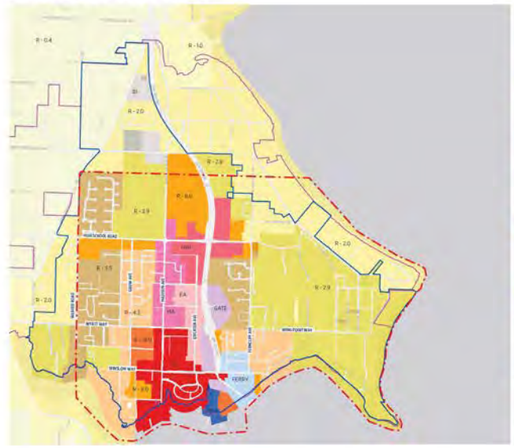
Would love to see that we preserve the history and also enable the best aspects of the core to thrive and flourish

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.

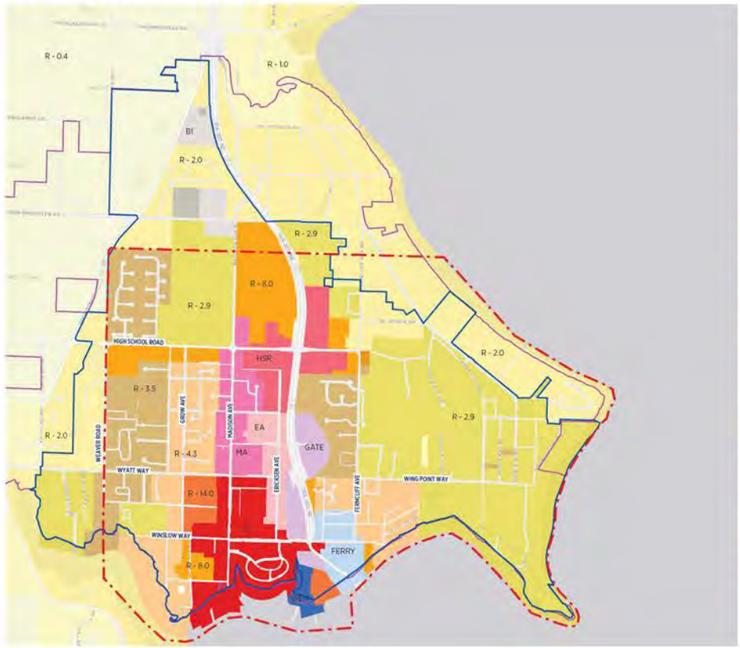
We should ensure we build capacity in the existing Winslow perimeters, to minimize sprawl and maximize walkability and reduce driving and traffic. If we go beyond, the City must facilitate concurrency in infrastructure through impact fees and minimize tax burdens. Septic is limited, and roadways and 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.

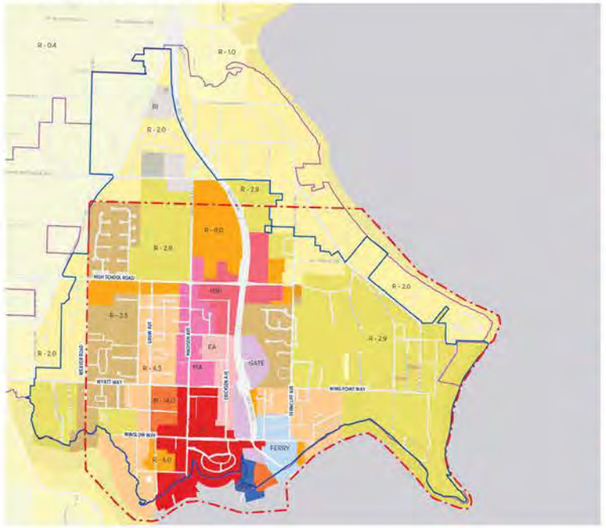
don't want to see more "modern" architecture.

305 at High School crossing should be improved to connect E/W sides of Winslow.

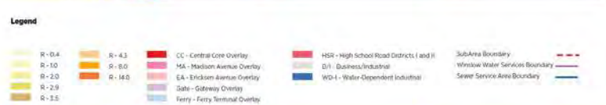
LISTENING AND LEARNING VIRTUAL MEETING - FEB 16TH 2023 CONT.

CITY OF BAINBRIDGE ISLAND

EXISTING ZONING







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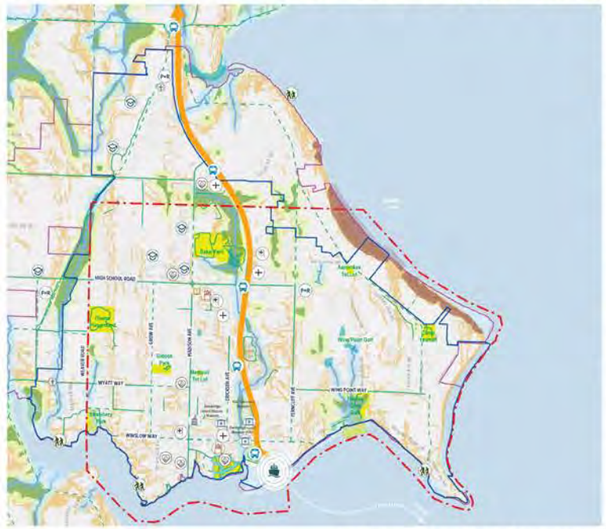
OPEN SPACES, NATURAL SYSTEMS, AND AMENITIES

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





IS THERE ANYTHING MISSING FROM THE WINSLOW COMMUNITY YOU WOULD HOPE TO SEE IN THE FUTURE?

incentivize underground parking, or increasing density above downtown parking



WHAT DO YOU VALUE THE MOST ABOUT THE WINSLOW COMMUNITY?

People love to look on or over the water; careful thought about safely increasing public access and enjoyment of our beaches without harming the environment or being of concern to private property owners would be beneficial

The parks and trail systems connecting Winslow's amenities to the community are wonderful. We are missing good bicycle lanes and connections in key areas, which can alleviate the increasing traffic impacts that would arise from growth outside the boundaries.

Personally, I would like to see better lighting on Madison from Winslow Way to HIgh School Rd. At night you can get blinded.

I value that there is so much undeveloped and underdeveloped land - so much potential in Winslow

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!

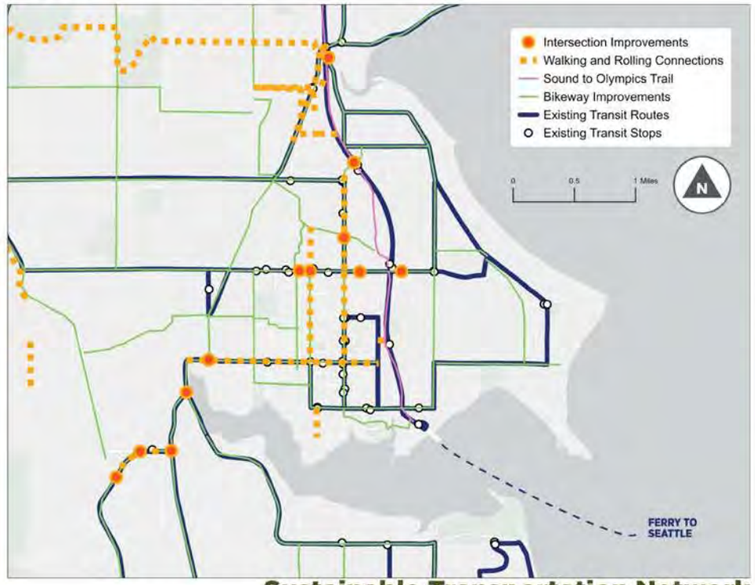
I love the fact that folks complain about parking - while the City provides 80 free spots for employees and there is always parking on Bjune.

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
Updated November 8, 2016



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.

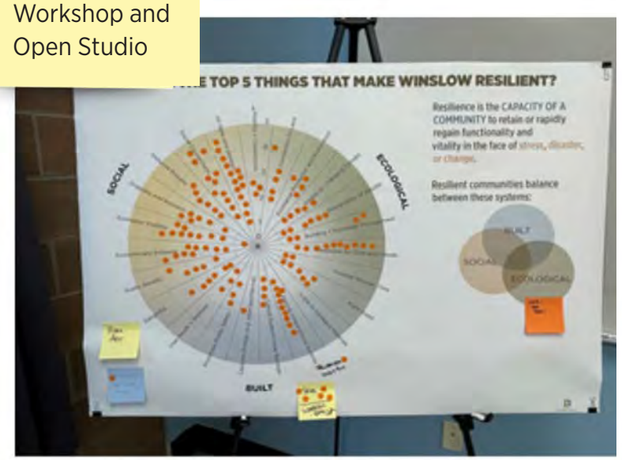
Do not spend any time/money on the Sound To Olympics Trail. It does not solve any Island non-motorized needs.

For seniors a small free transit thruout downtown continuing during daylight hours.

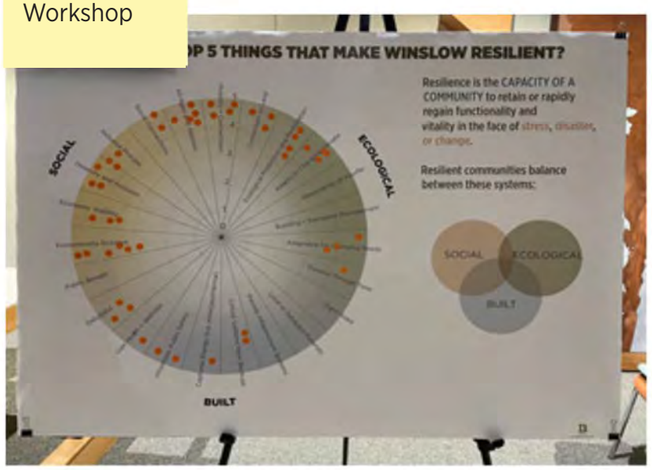
Are we on track for increasing sewer capacity consistent with growth projections?

RESILIENCE EXERCISE

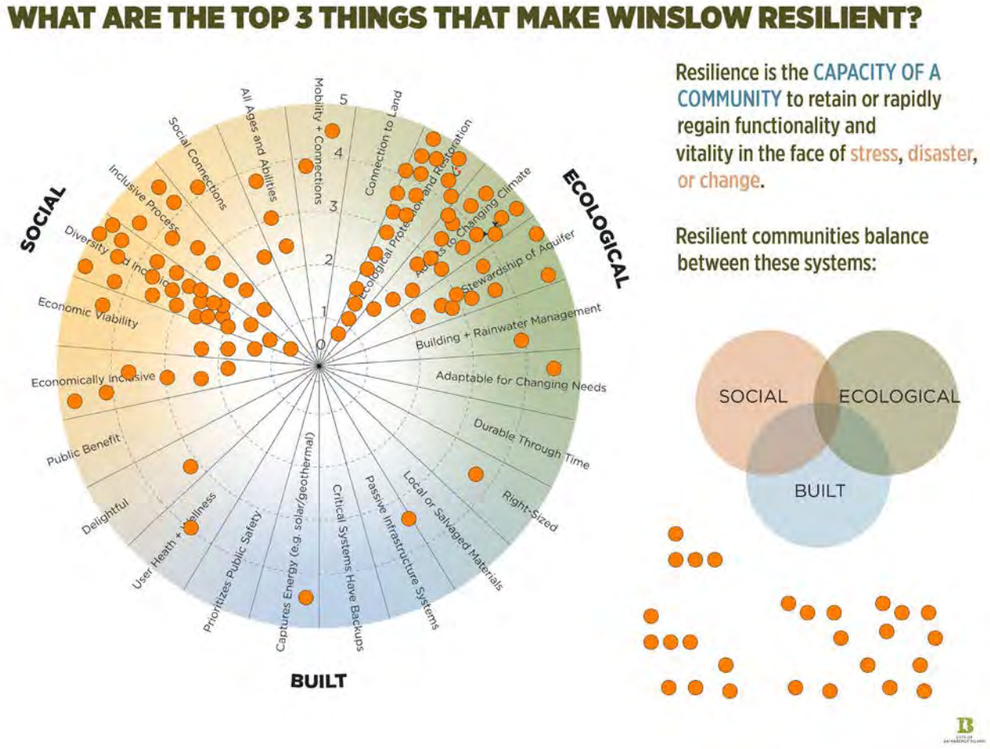
February 7th
Small Group
Workshop and
Open Studio



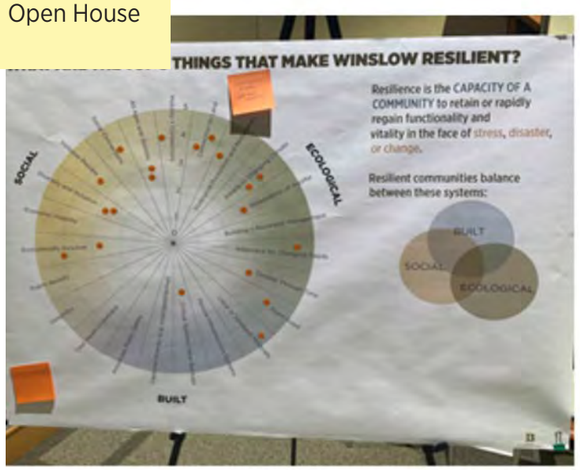
February 8th
Small Group
Workshop



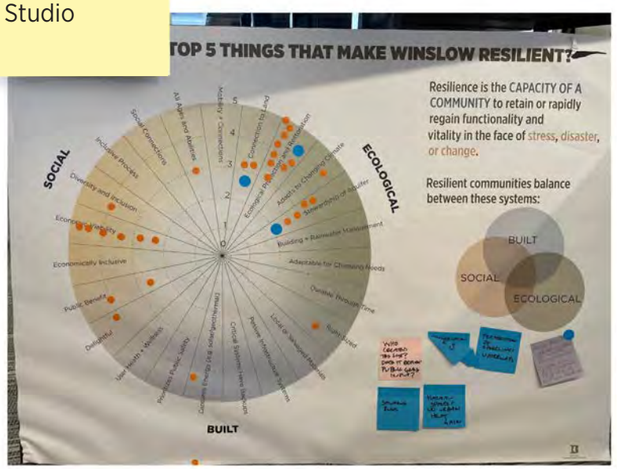
February
16th
Virtual Open
House



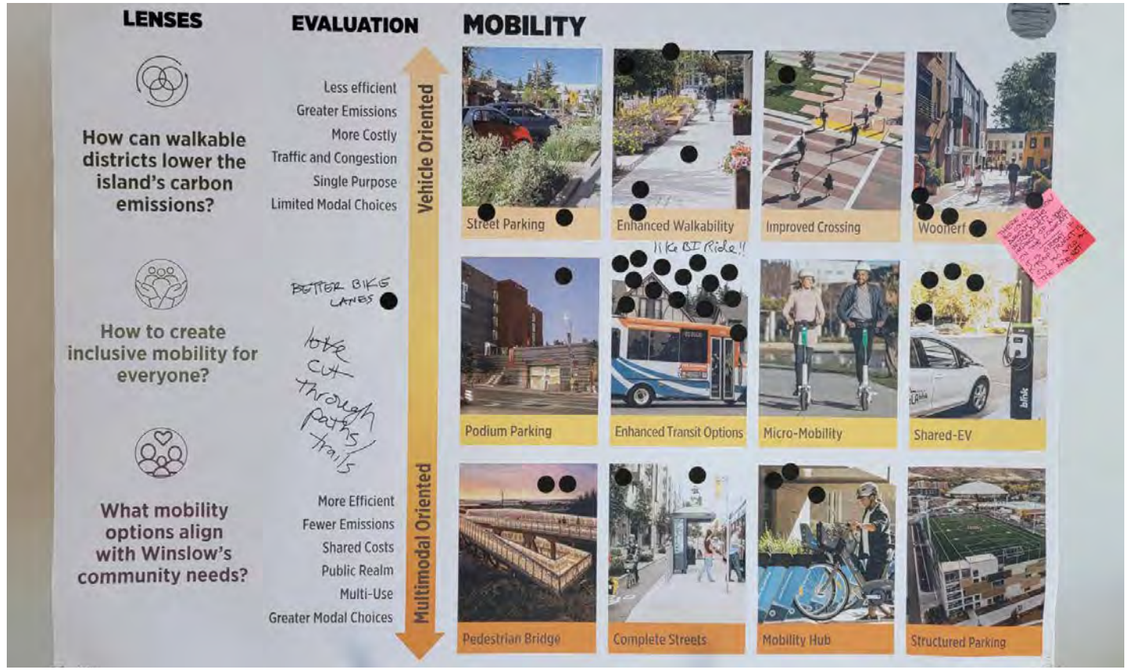
February 8th
EIS Scoping
Open House



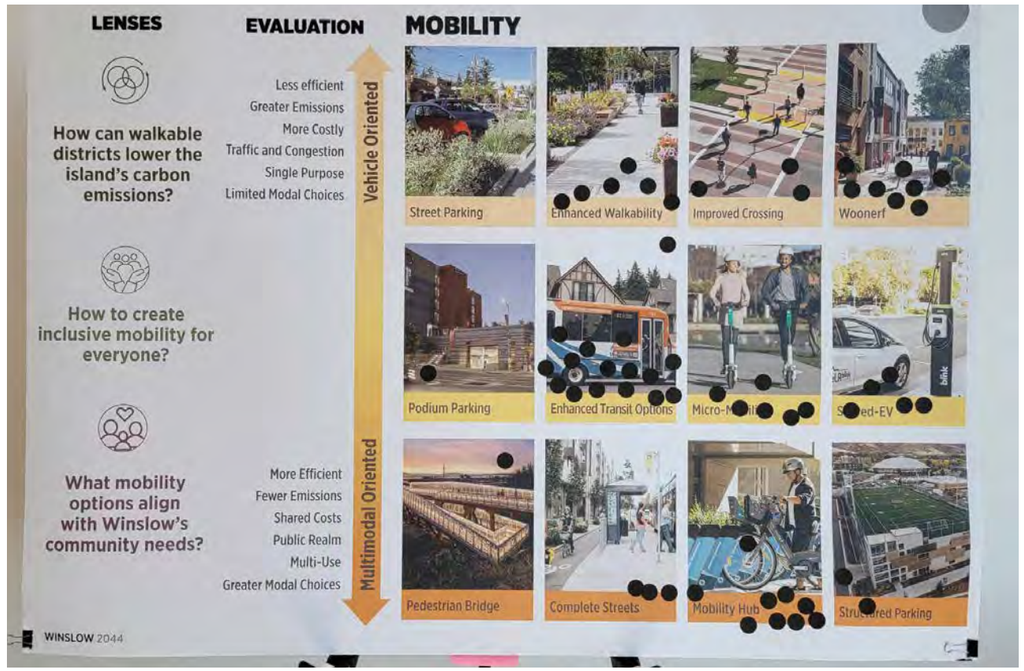
February
13th Open
Studio



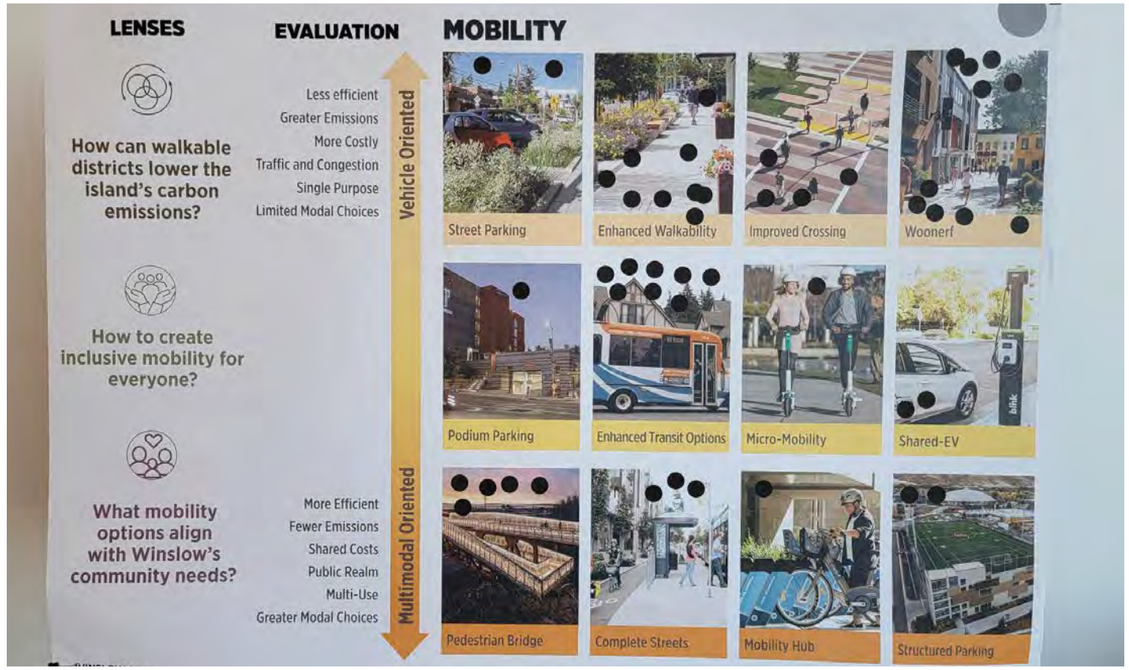
VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023



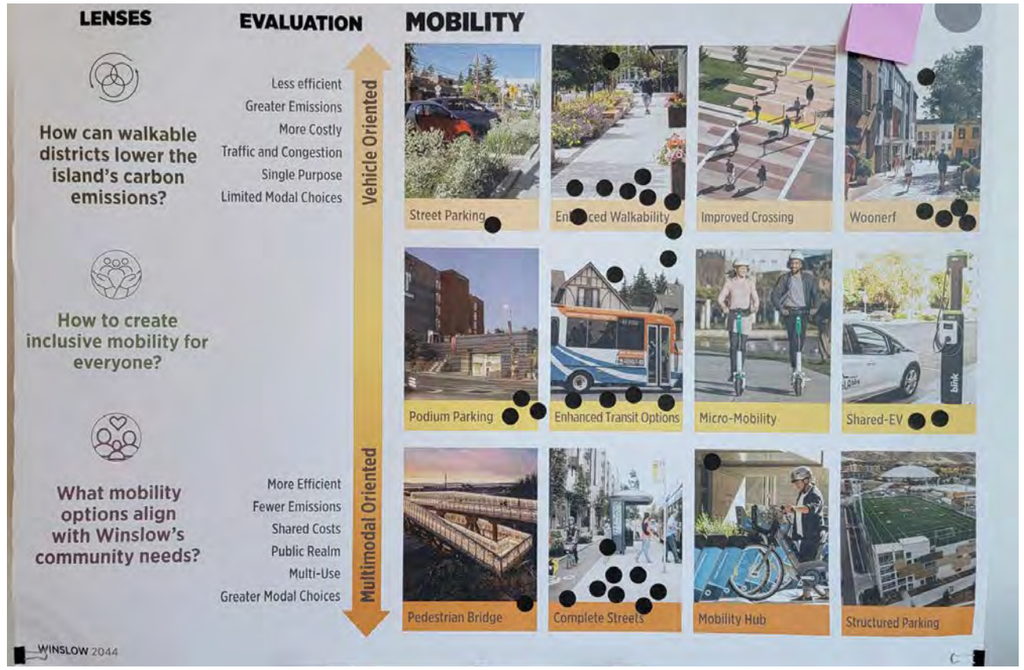
Community Preference Survey - Mobility - Group 01



Community Preference Survey - Mobility - Group 02

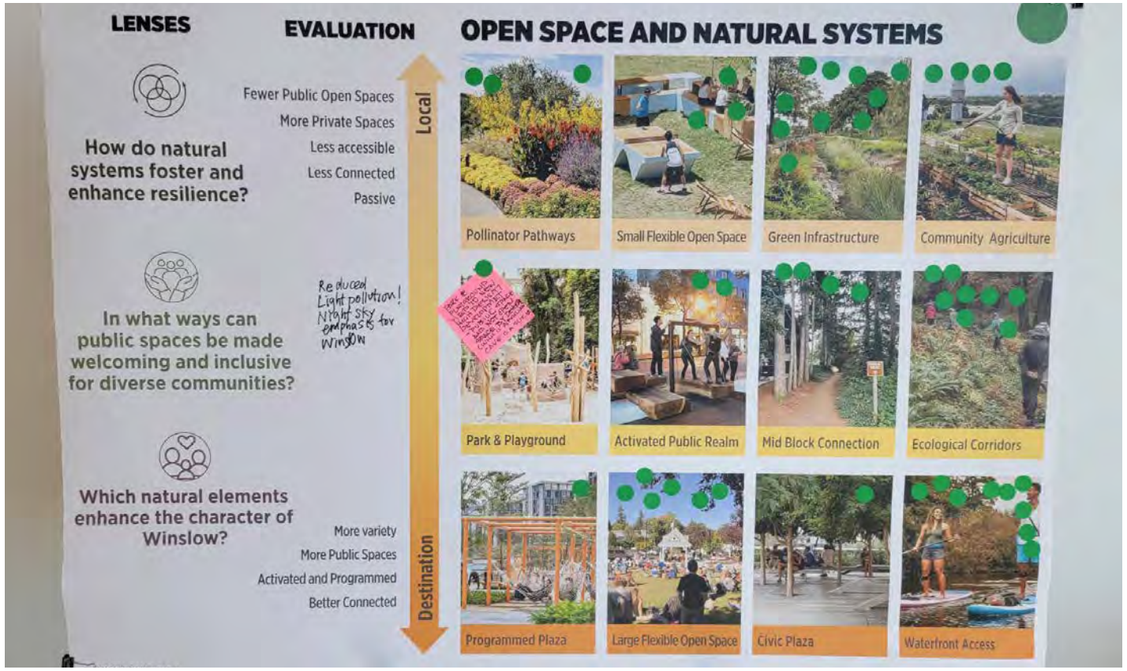


Community Preference Survey - Mobility - Group 03

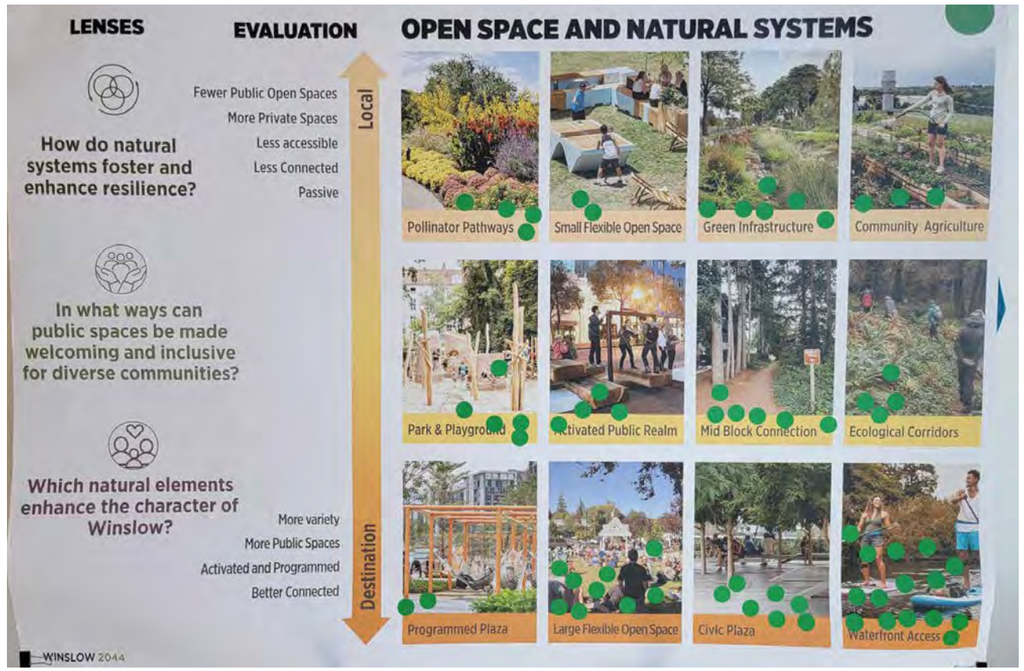


Community Preference Survey - Mobility - Group 04

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



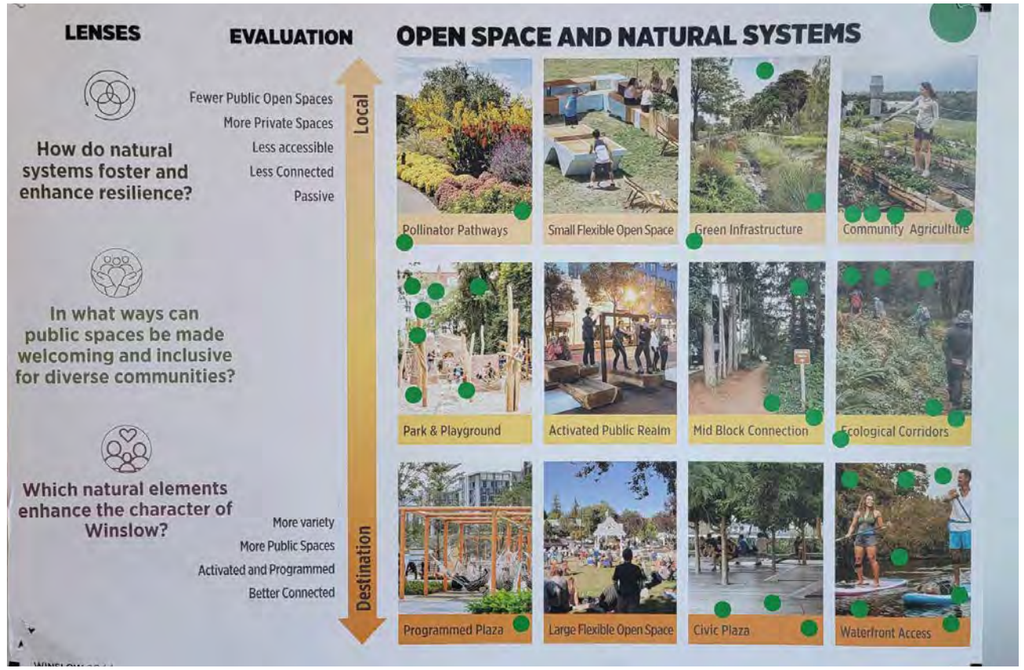
Community Preference Survey - Open Space and Natural Systems - Group 01



Community Preference Survey - Open Space and Natural Systems - Group 02

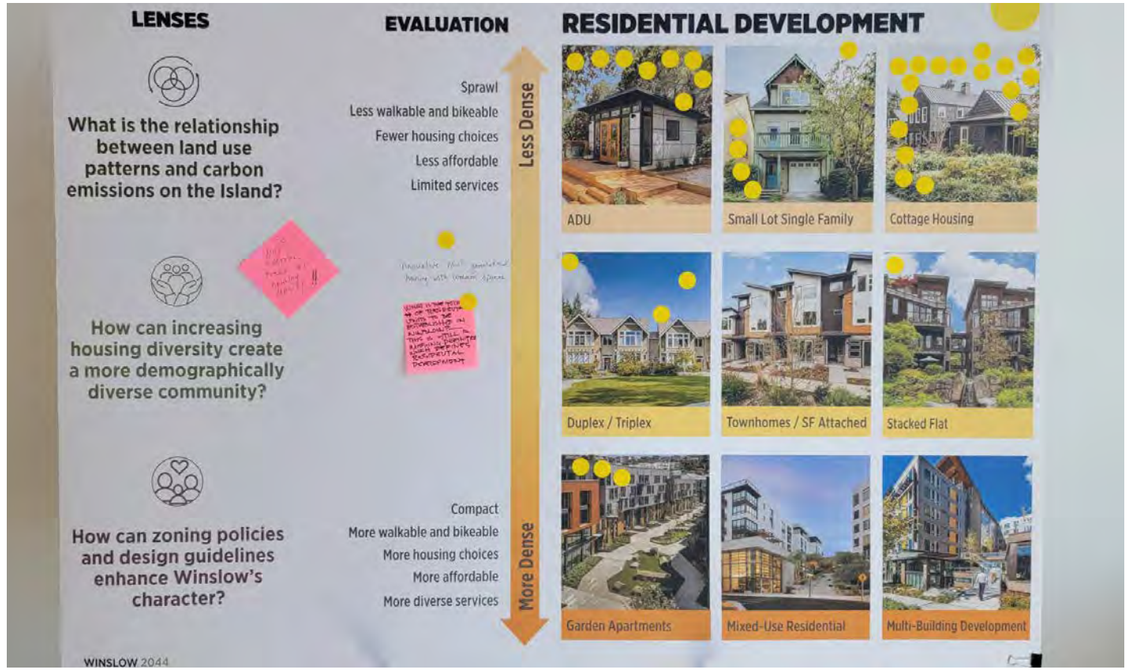


Community Preference Survey - Open Space and Natural Systems - Group 03

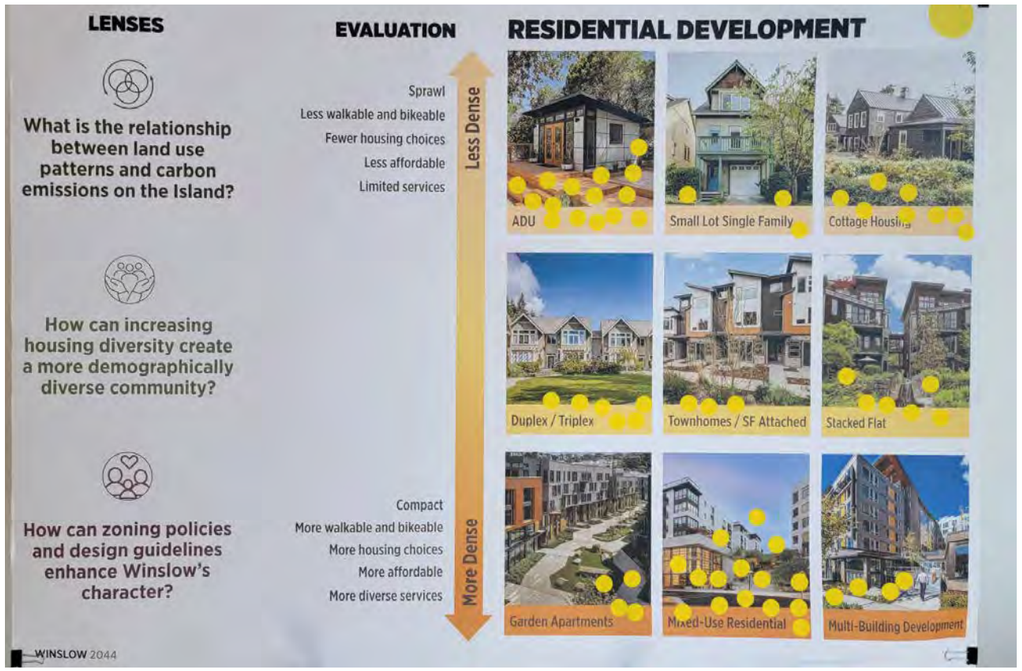


Community Preference Survey - Open Space and Natural Systems - Group 04

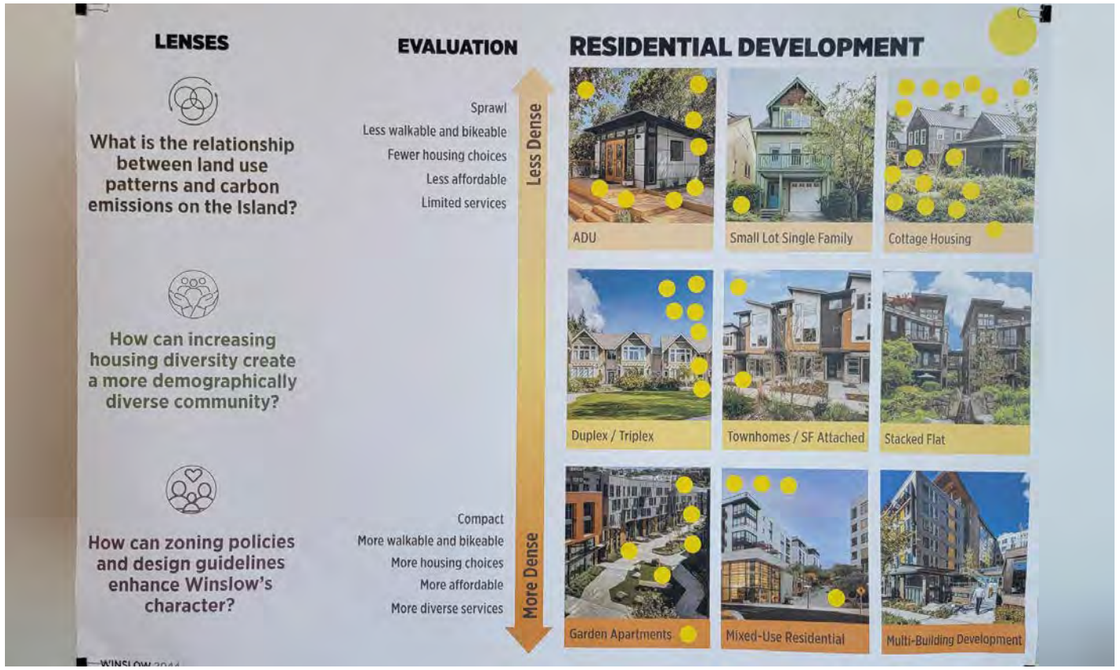
VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



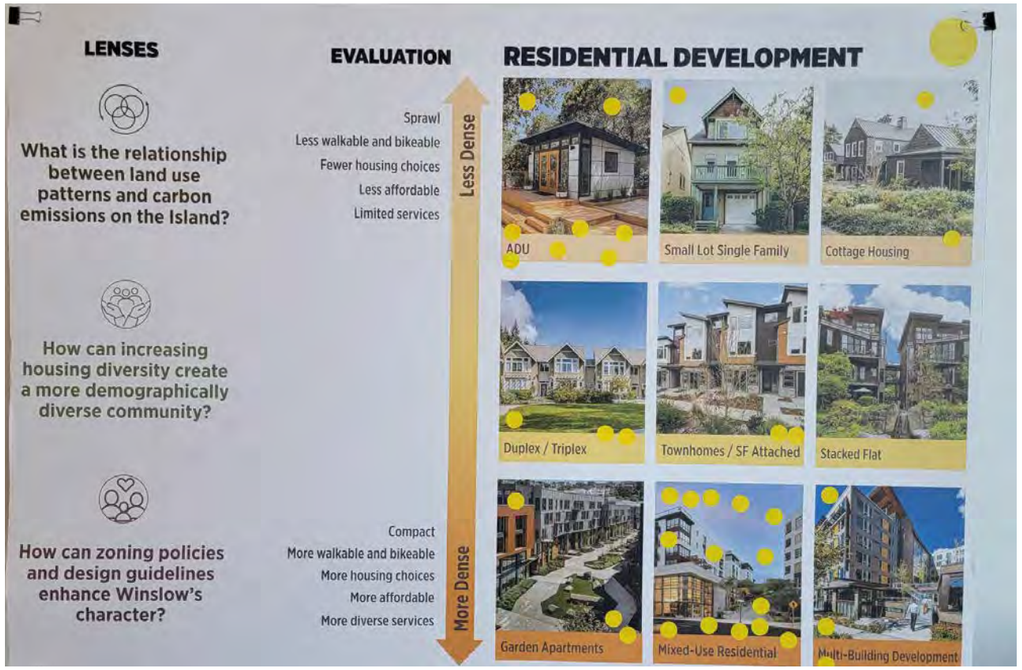
Community Preference Survey - Residential Development - Group 01



Community Preference Survey - Residential Development - Group 02

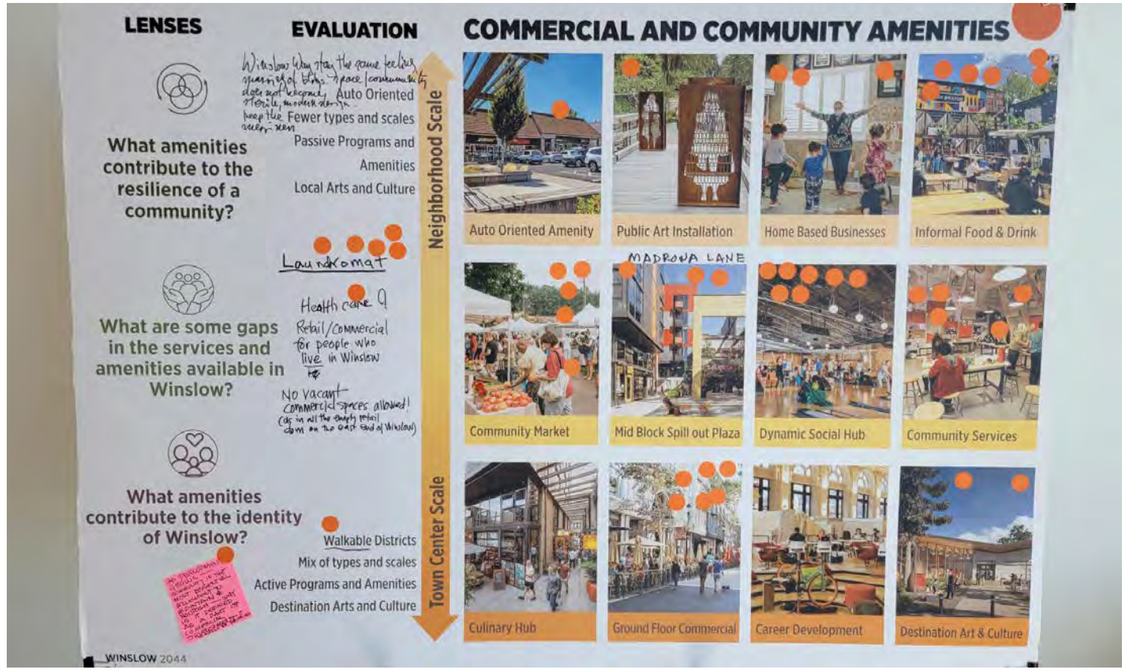


Community Preference Survey - Residential Development - Group 03

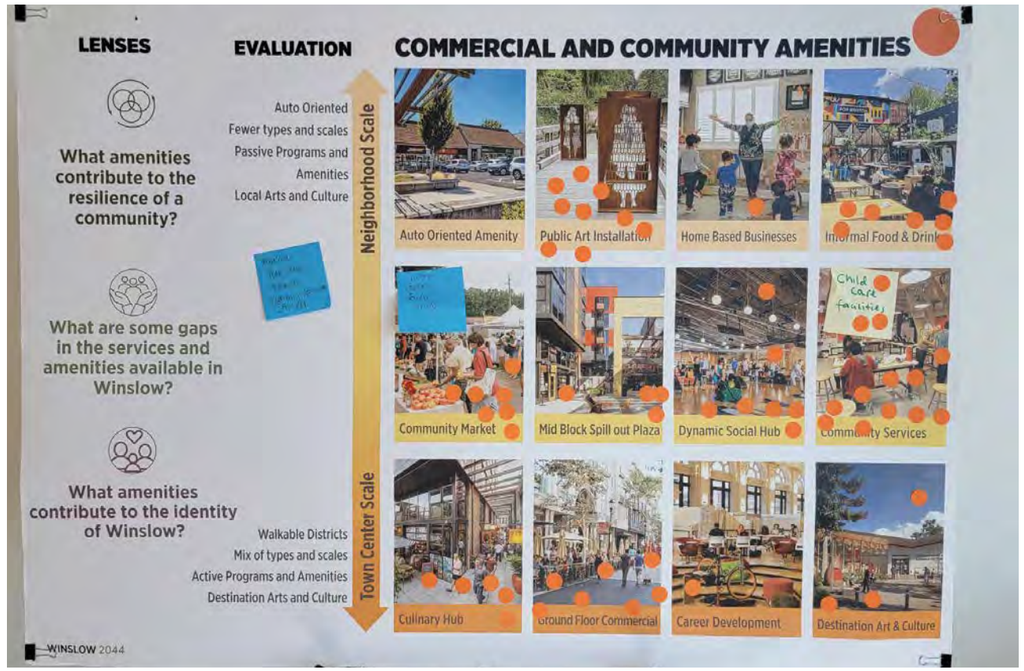


Community Preference Survey - Residential Development - Group 04

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



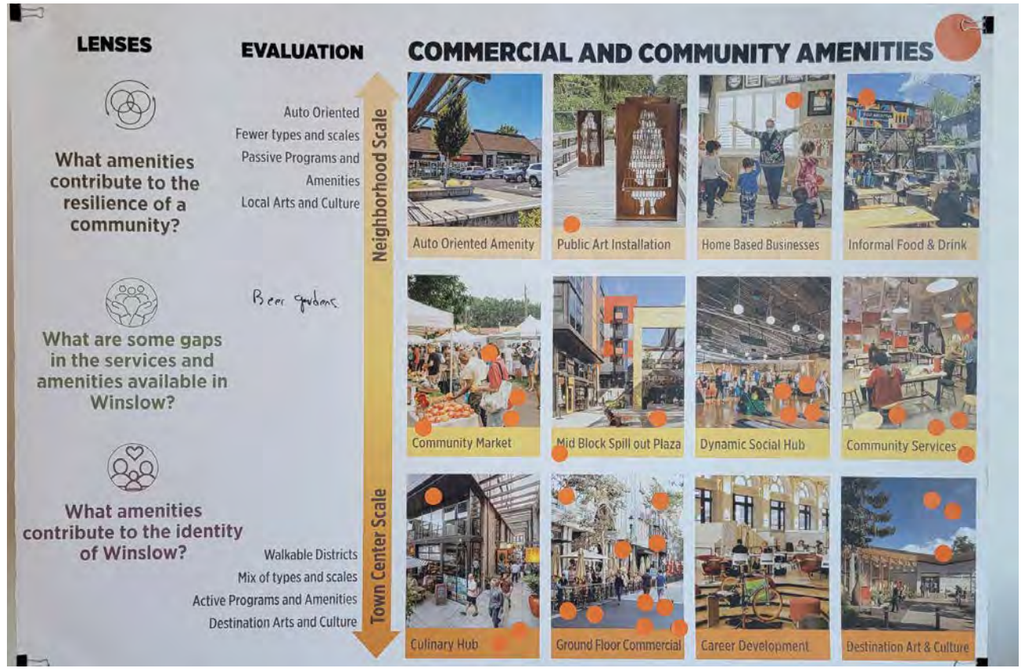
Community Preference Survey - Commercial and Community Amenities - Group 01



Community Preference Survey - Commercial and Community Amenities - Group 02

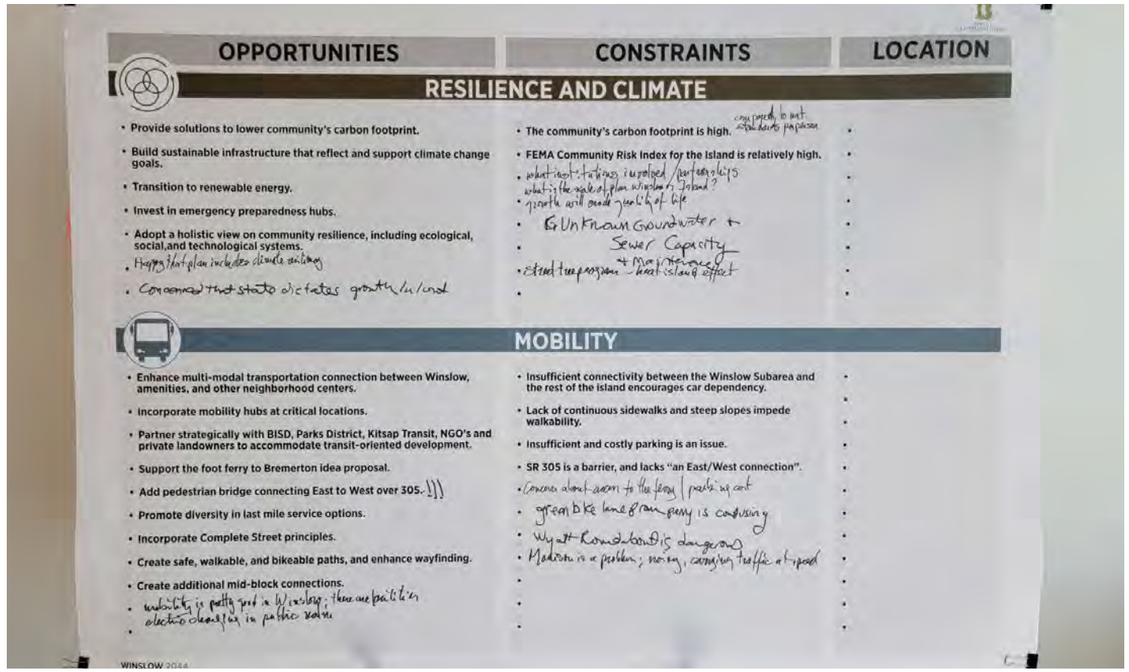


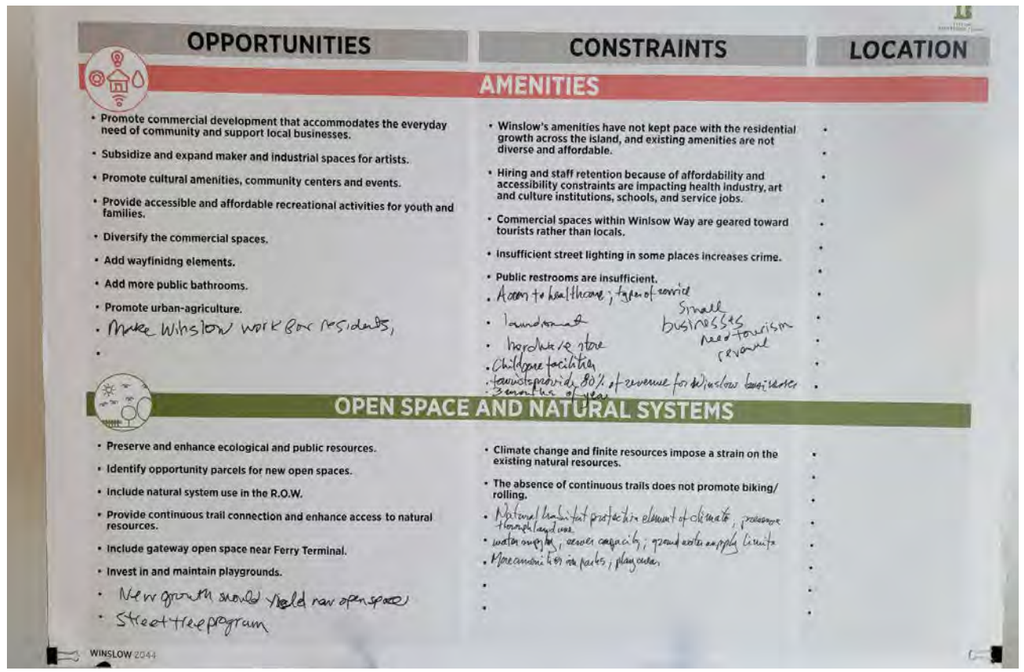
Community Preference Survey - Commercial and Community Amenities - Group 03

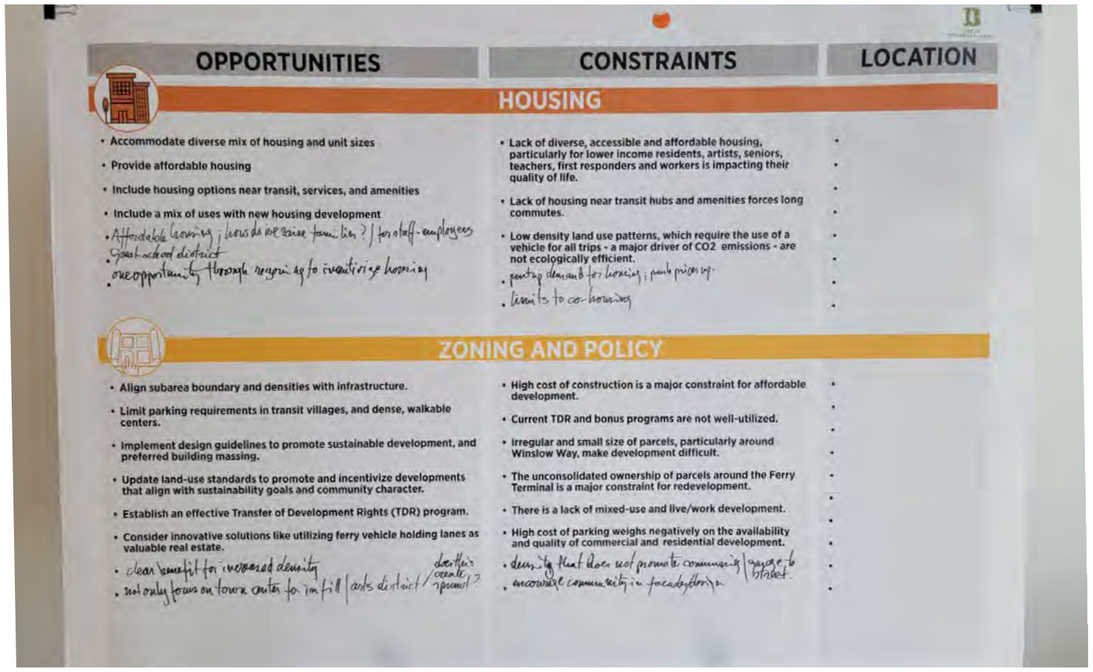


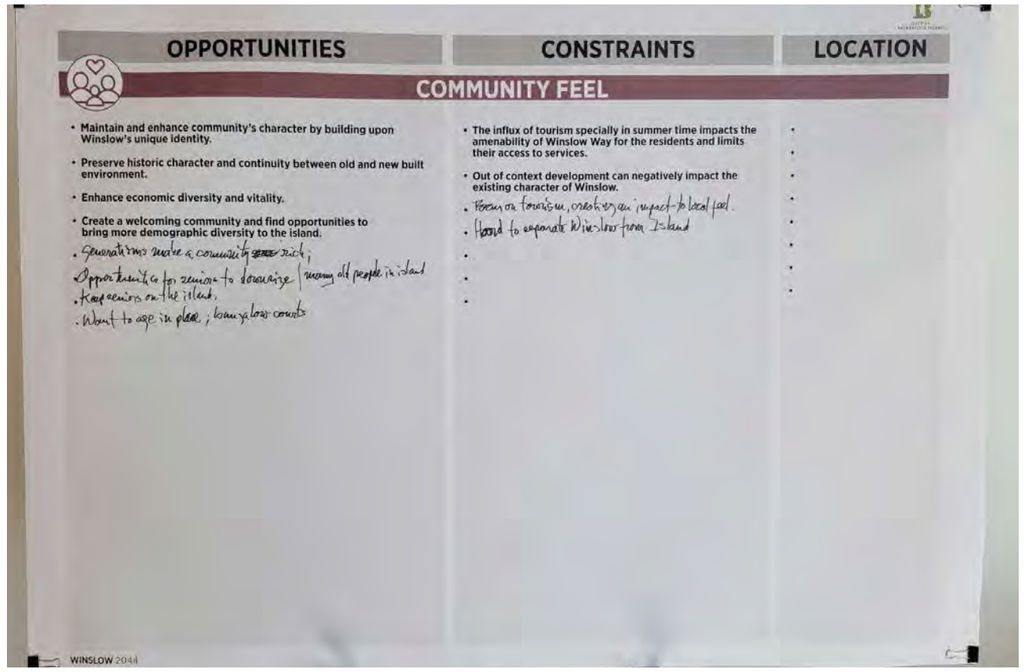
Community Preference Survey - Commercial and Community Amenities - Group 04

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



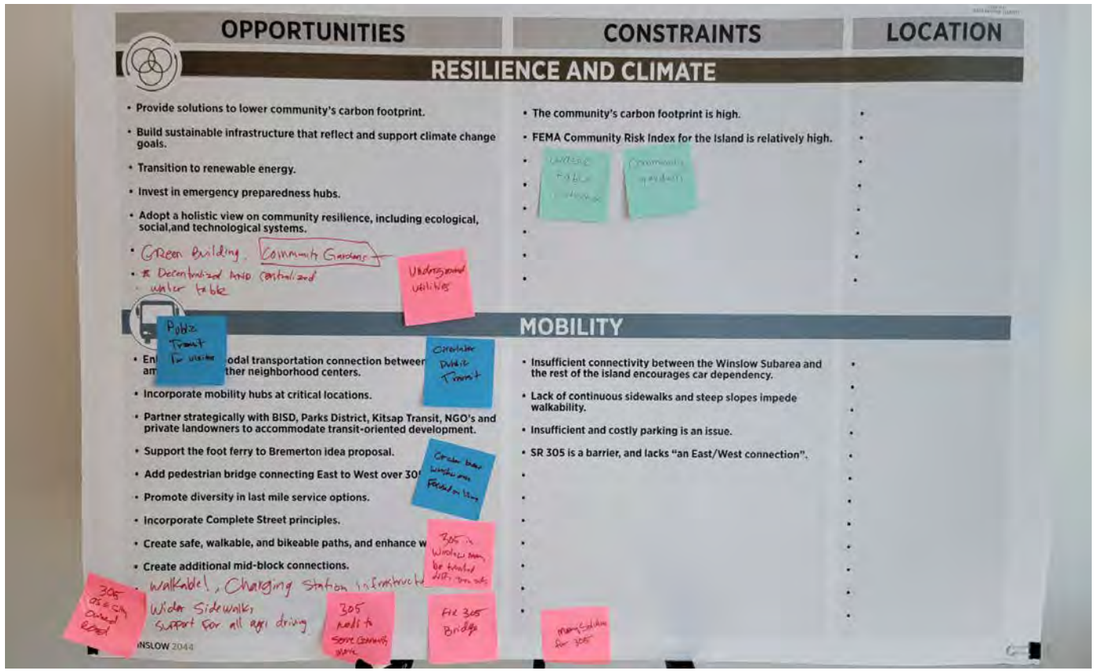


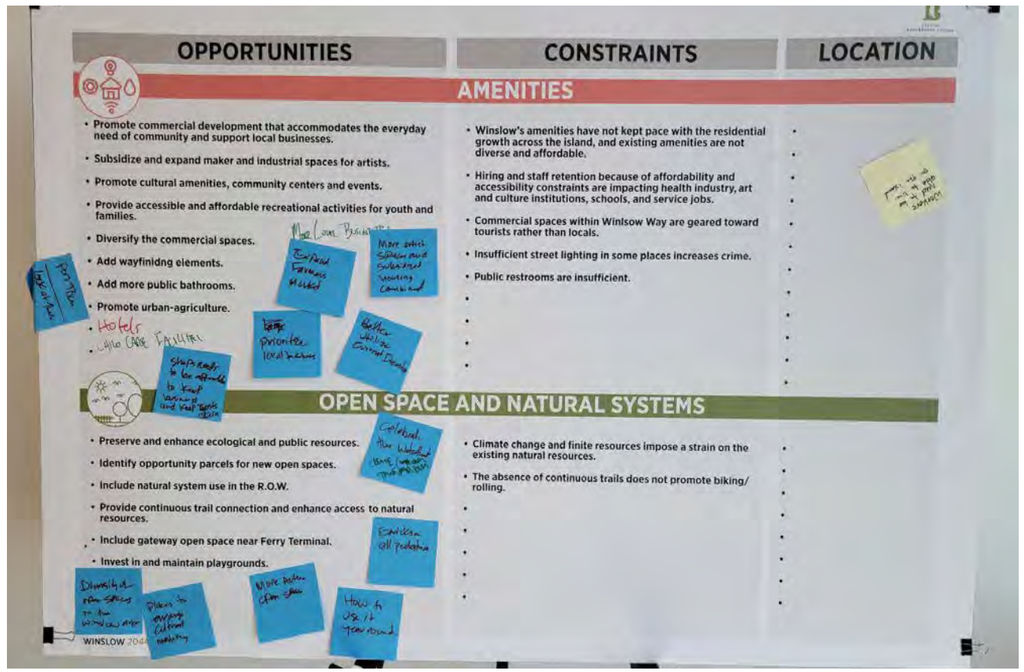


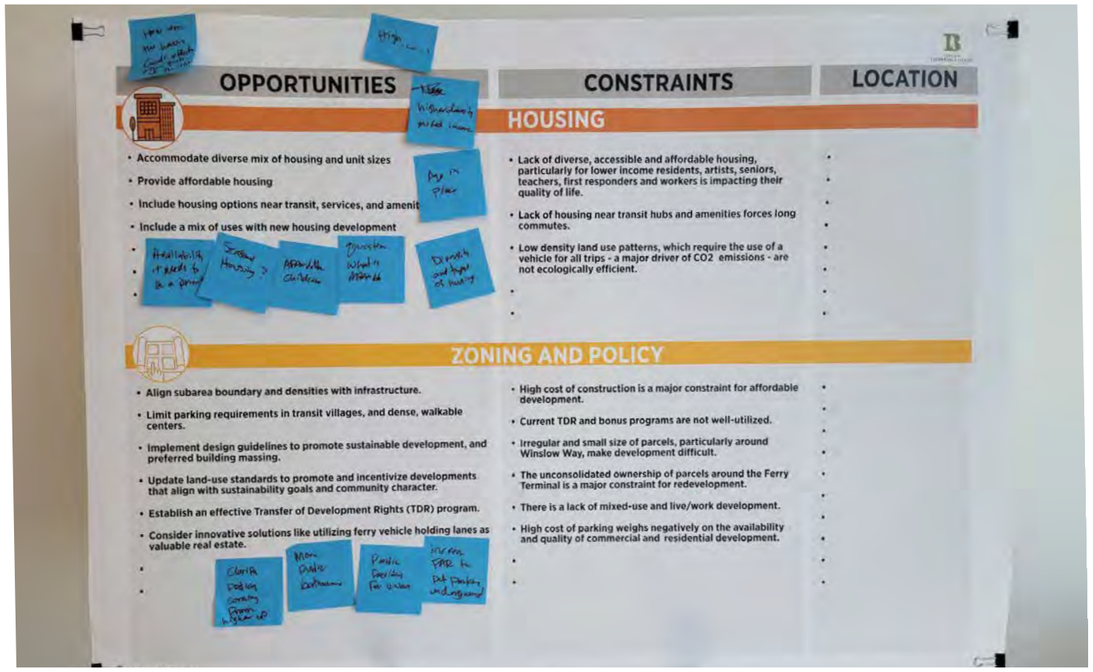


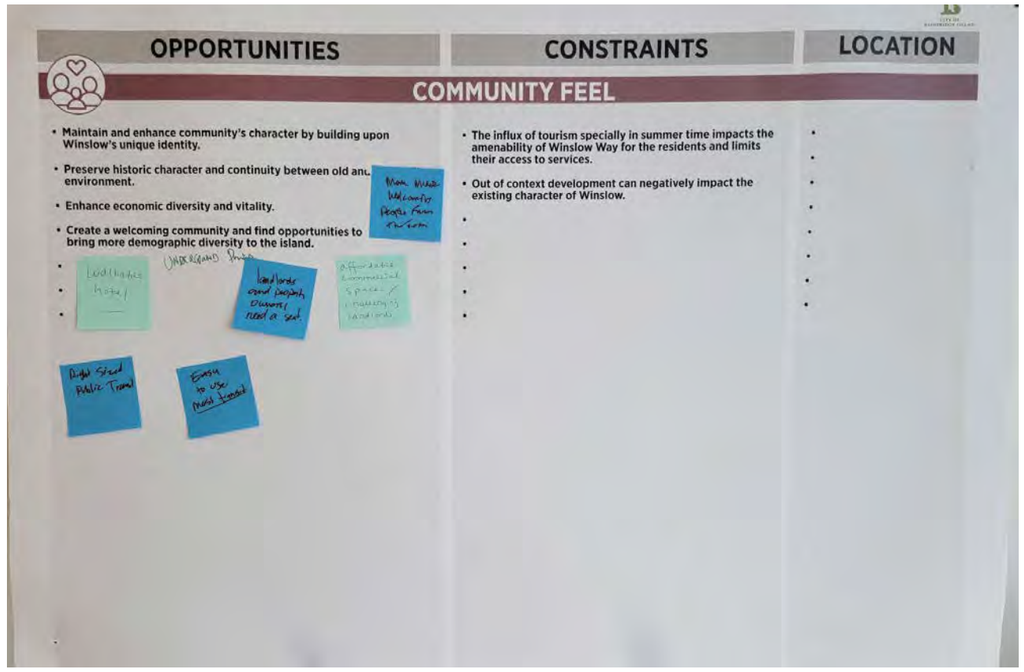
Opportunities and Constraints - Group 01

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



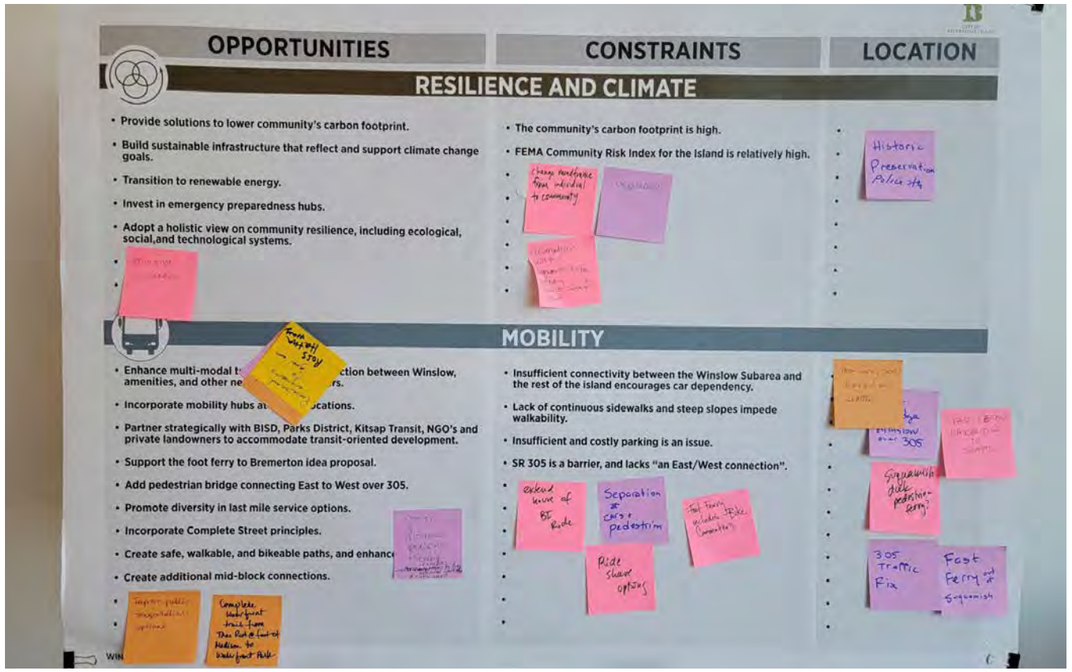


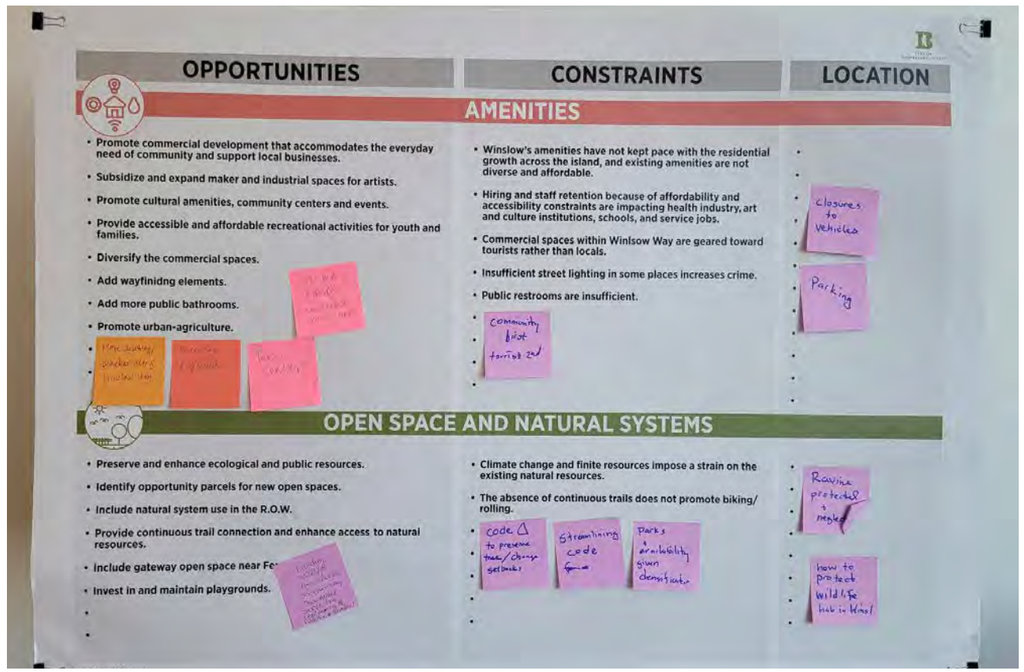


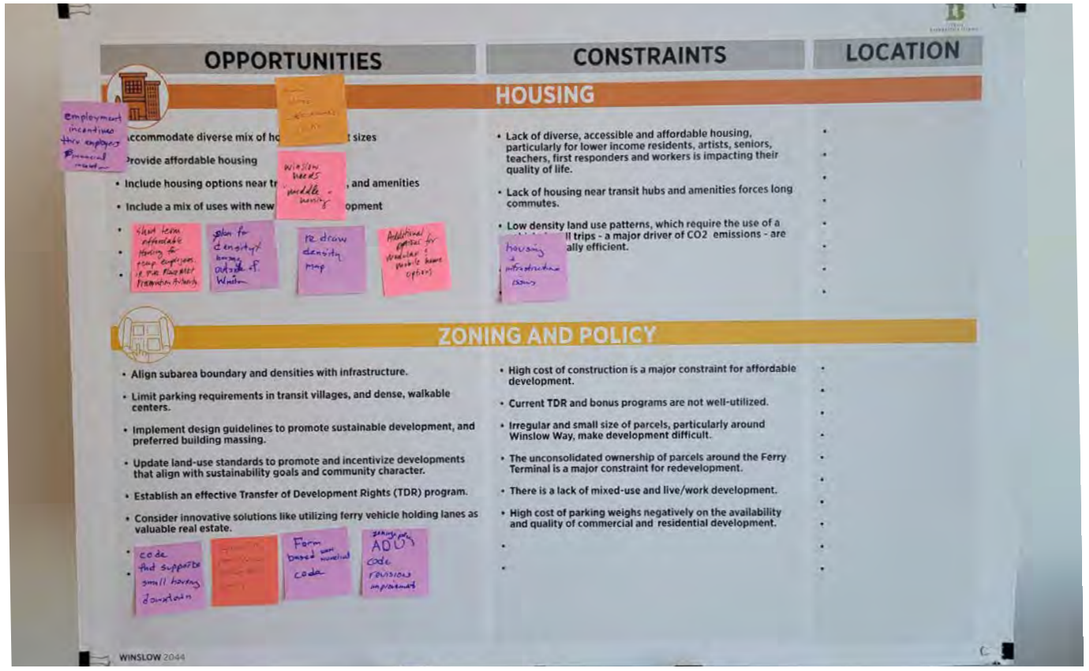


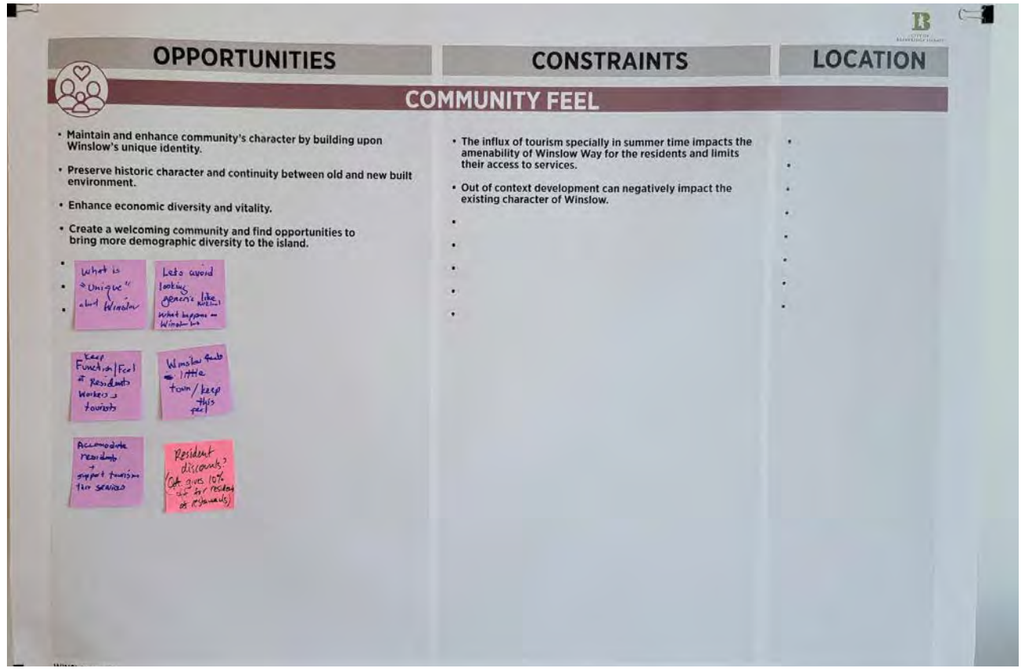
Opportunities and Constraints - Group 02

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



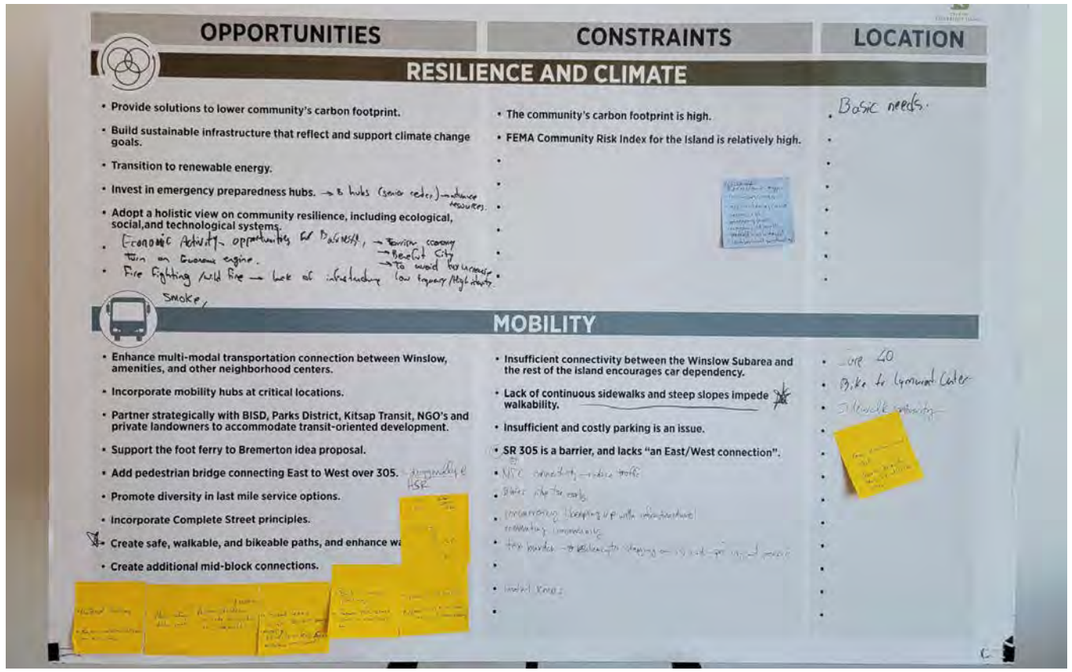


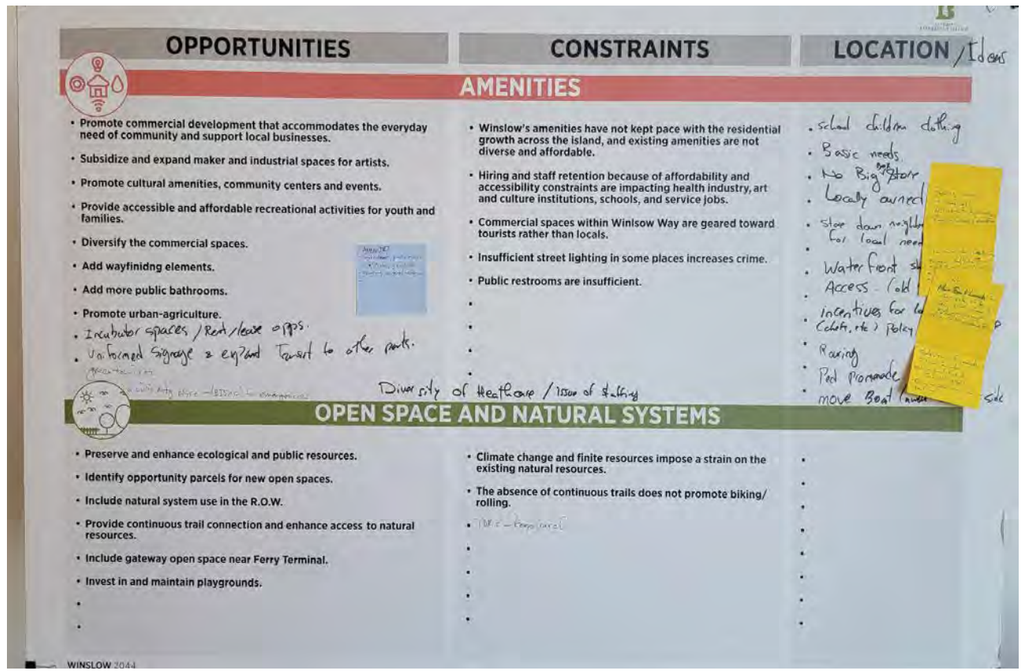


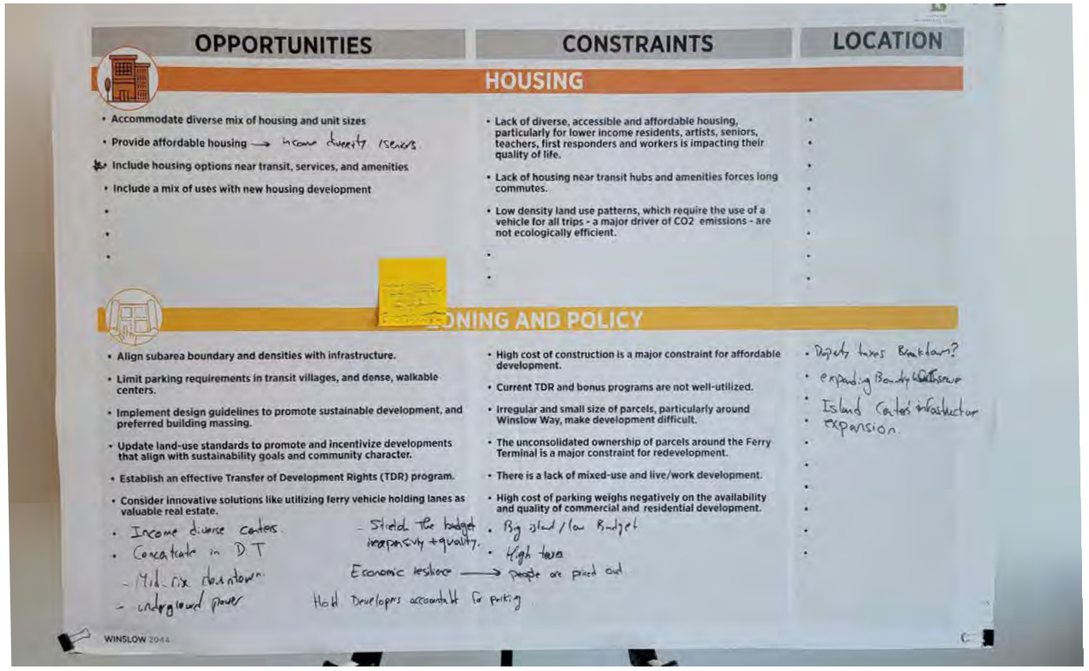


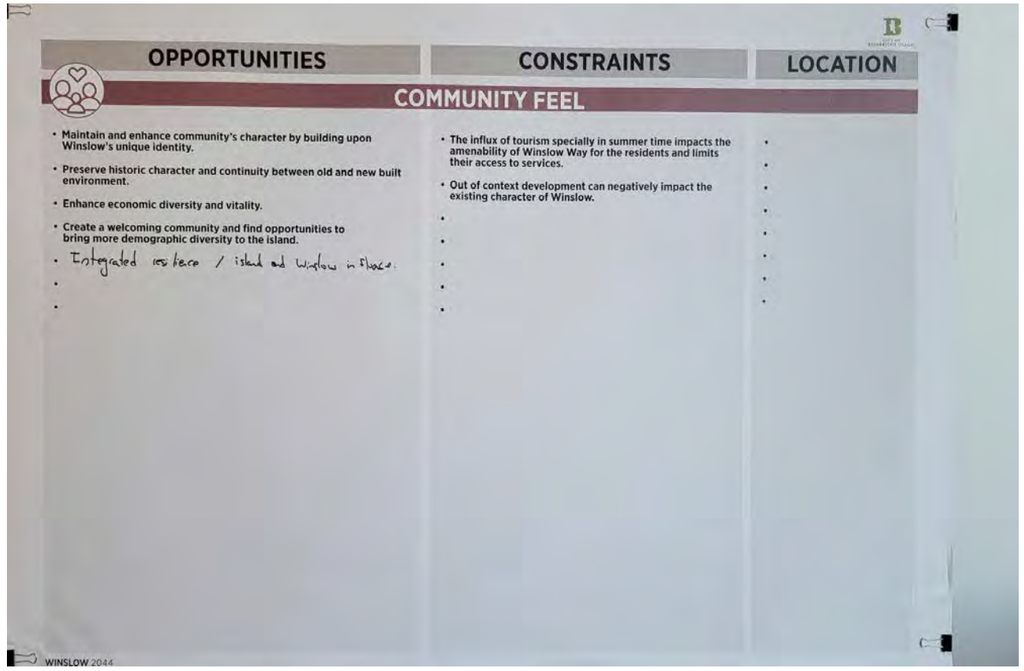
Opportunities and Constraints - Group 03

VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



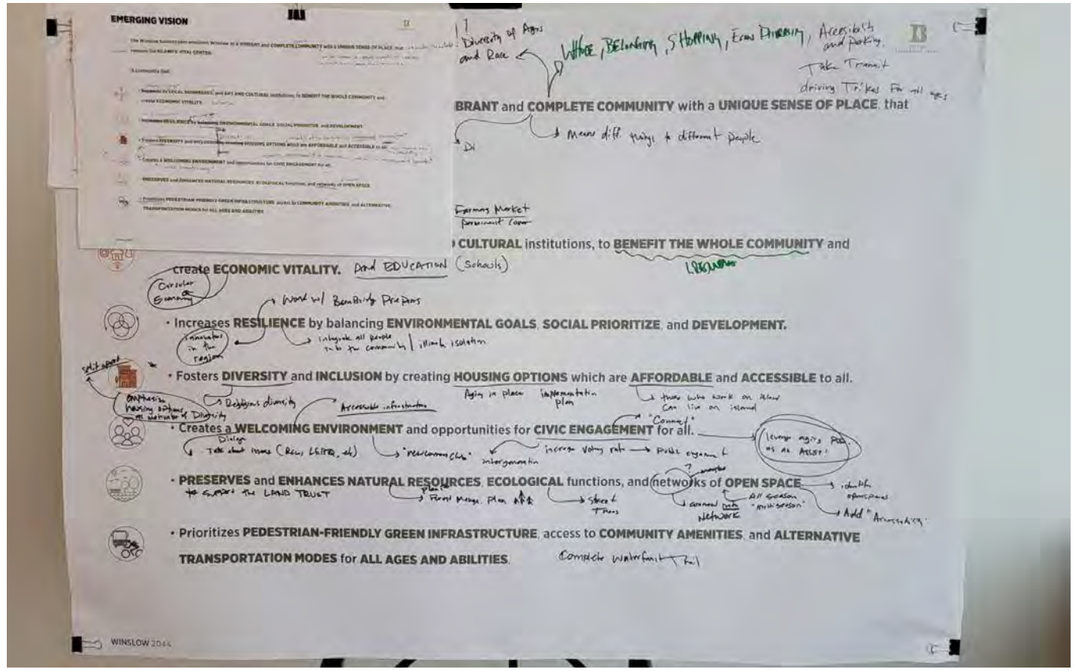




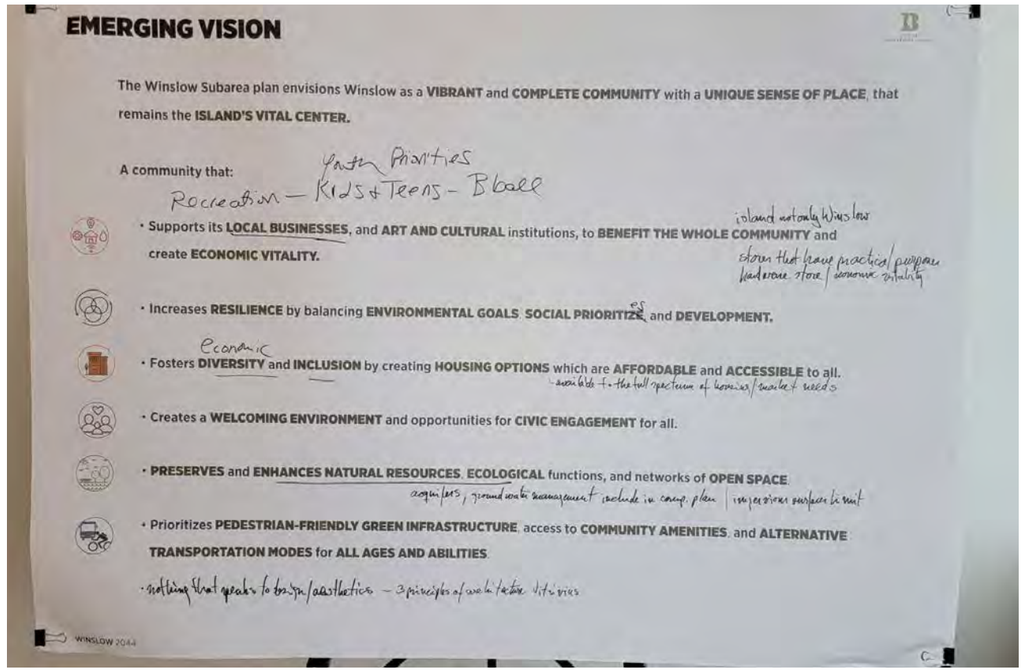


Opportunities and Constraints - Group 04

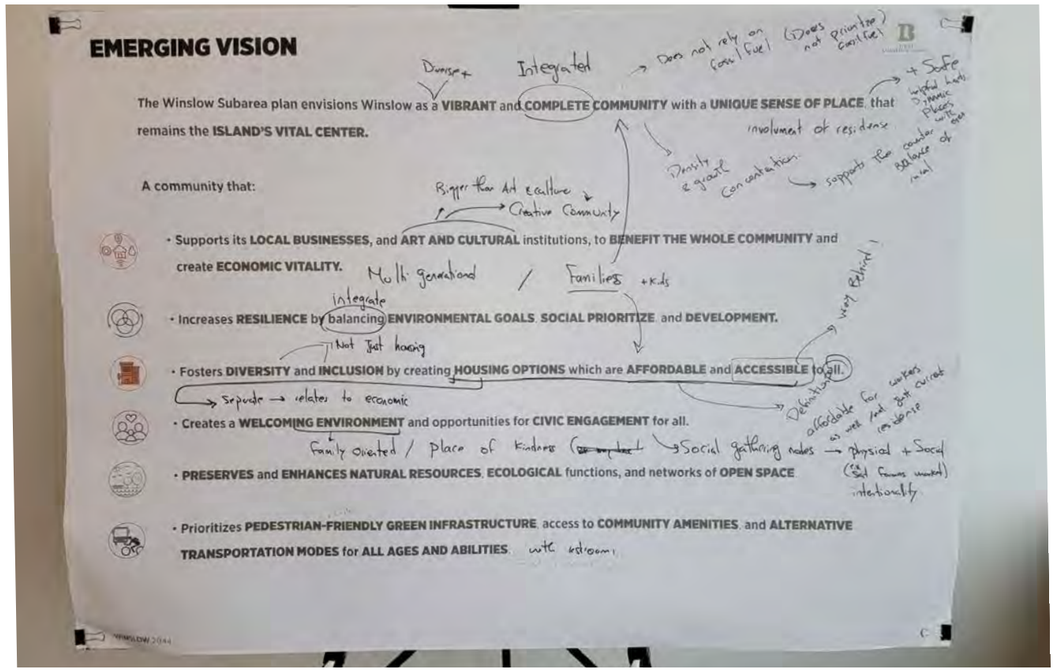
VISIONING WORKSHOPS IN-PERSON MEETING, JULY 22ND 2023 CONT.



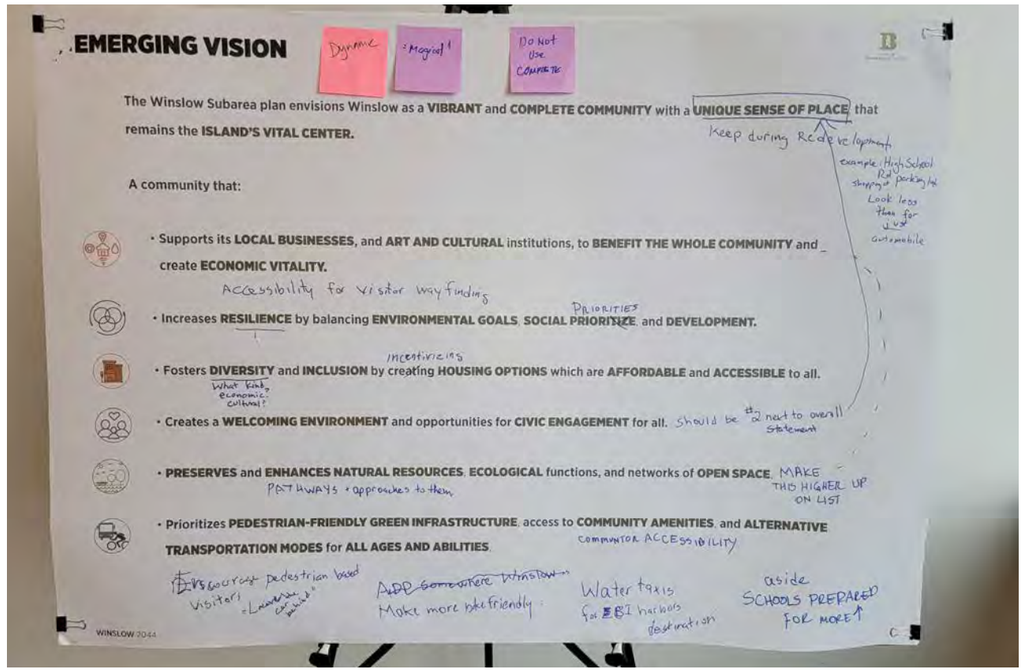
Emerging Vision - Group 01



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

Less efficient
Greater Emissions
More Costly
Traffic and Congestion
Single Purpose
Limited Modal Choices

Vehicle Oriented

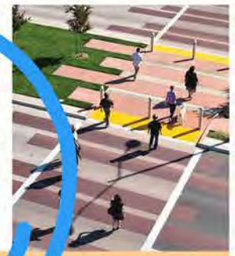
Multimodal Oriented

More Efficient
Fewer Emissions
Shared Costs
Public Realm
Multi-Use
Greater Modal Choices

MOBILITY


Street Parking


Enhanced Walkability




Woonerf

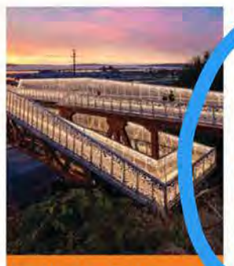

Podium Parking



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

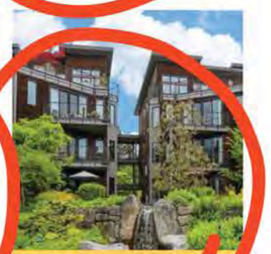

ADU


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

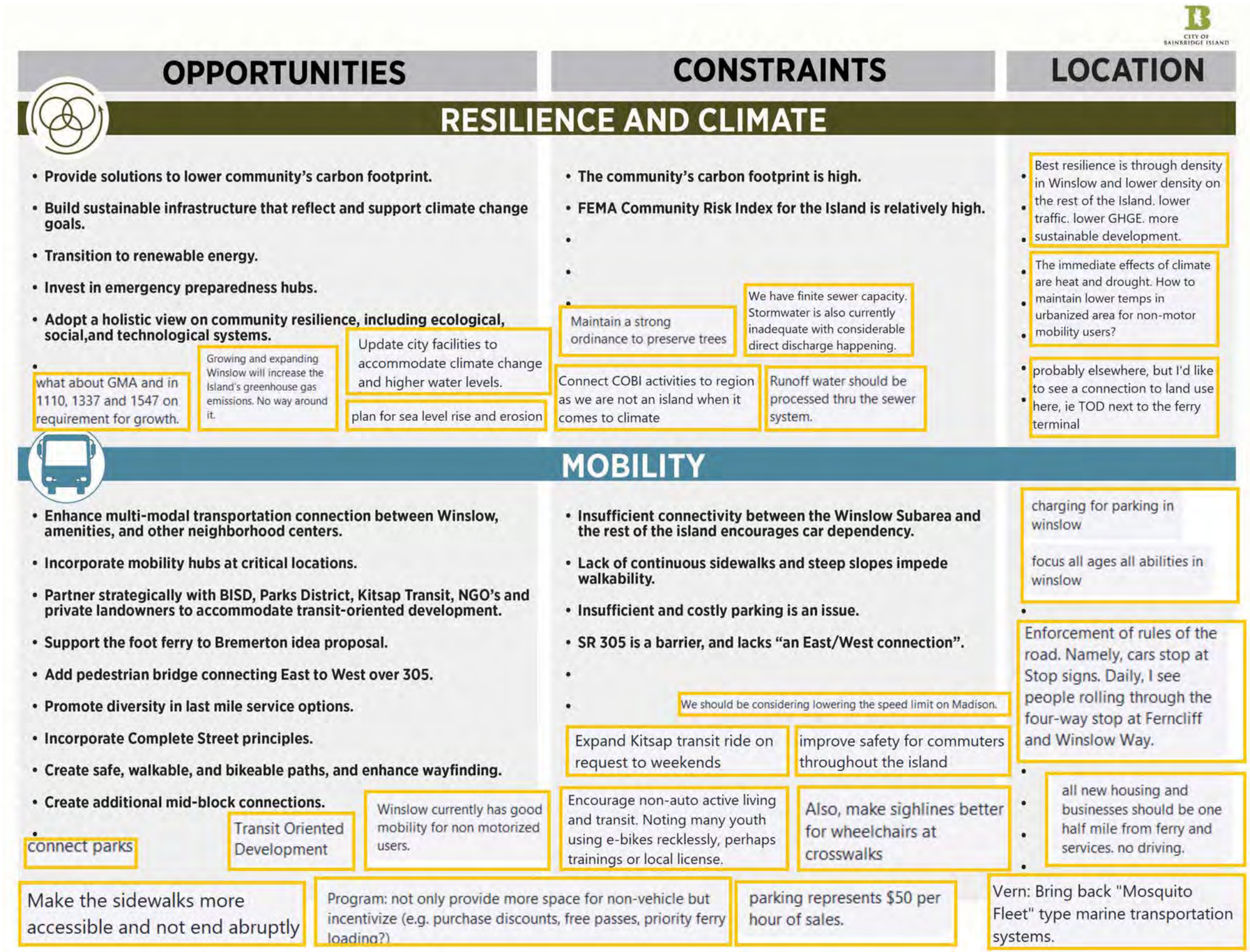
1. Which amenities are considered the highest priority for Winslow 2044? (Choose three) (Multiple Choice)

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.

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.

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

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.

Part of the historic character of Bainbridge Island is the diversity of the people that lived here. Artist lived next to doctor.

Tourism is negatively impacting the feel of downtown Winslow.

Madison is extremely noisy

Madison is not noisy

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.

Vern: Acknowledge Native historic presence on the Island.

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?

Maintain the building height limits to maintain the community feel. Allow housing over retail.

/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

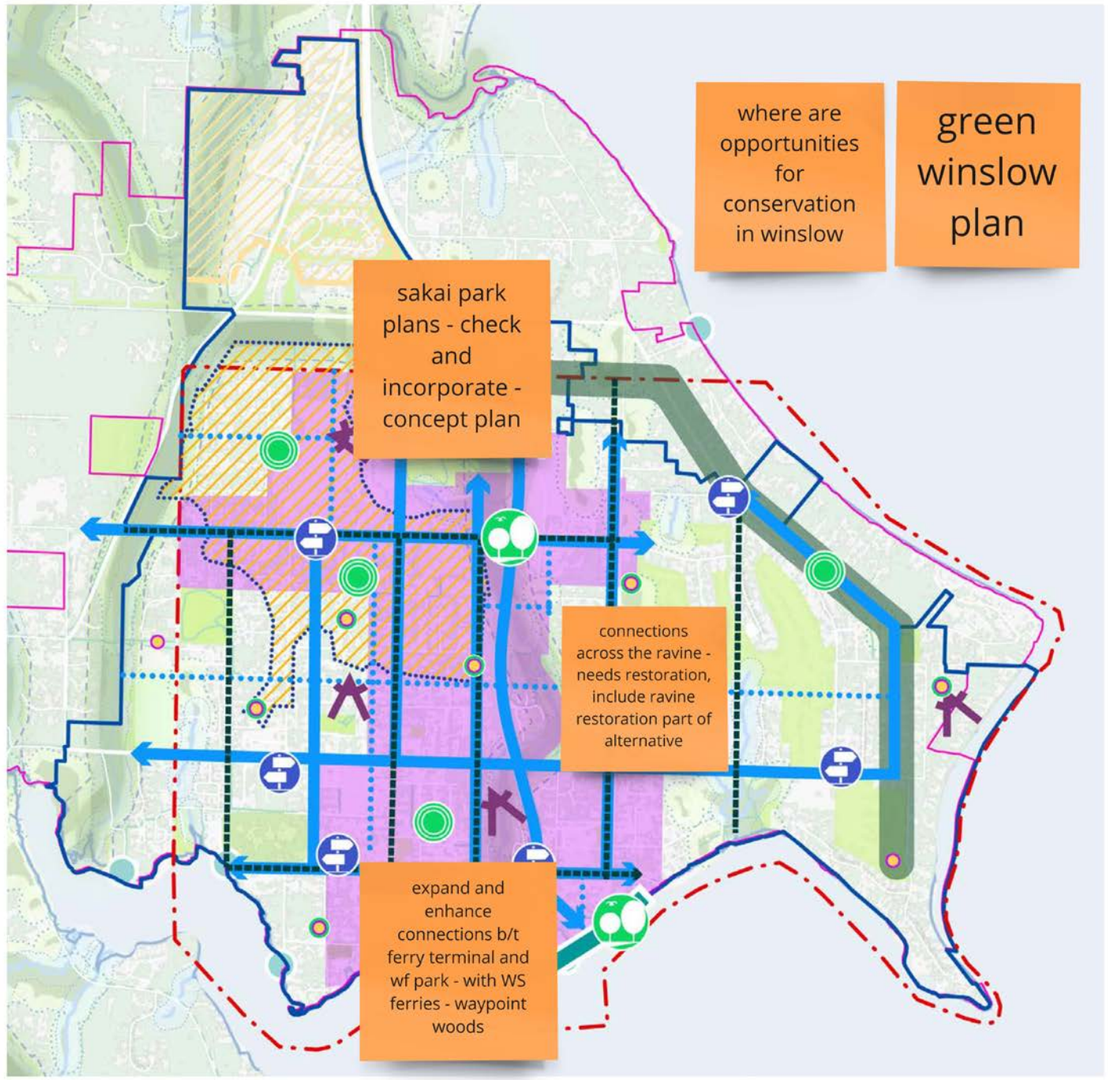


Vision		Preservation	Enhancement of natural resources	Implementation Strategy	
Vital Center	Welcoming Environment	All ages and abilities	Amenities	Park acquisition for Ravine East of Ravine to connect to STO	Location: Art Museum, Wynyard Lane
Resilience	Environmental Goals	Accessible Open Space	Ecological Functions	Bridge over 305	Parks Impact Fee for opsp acquisition (Has been on hold since 2011)

Priority				Land Trust land inventory
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/canne ry transferred to the parks district for maintenance	

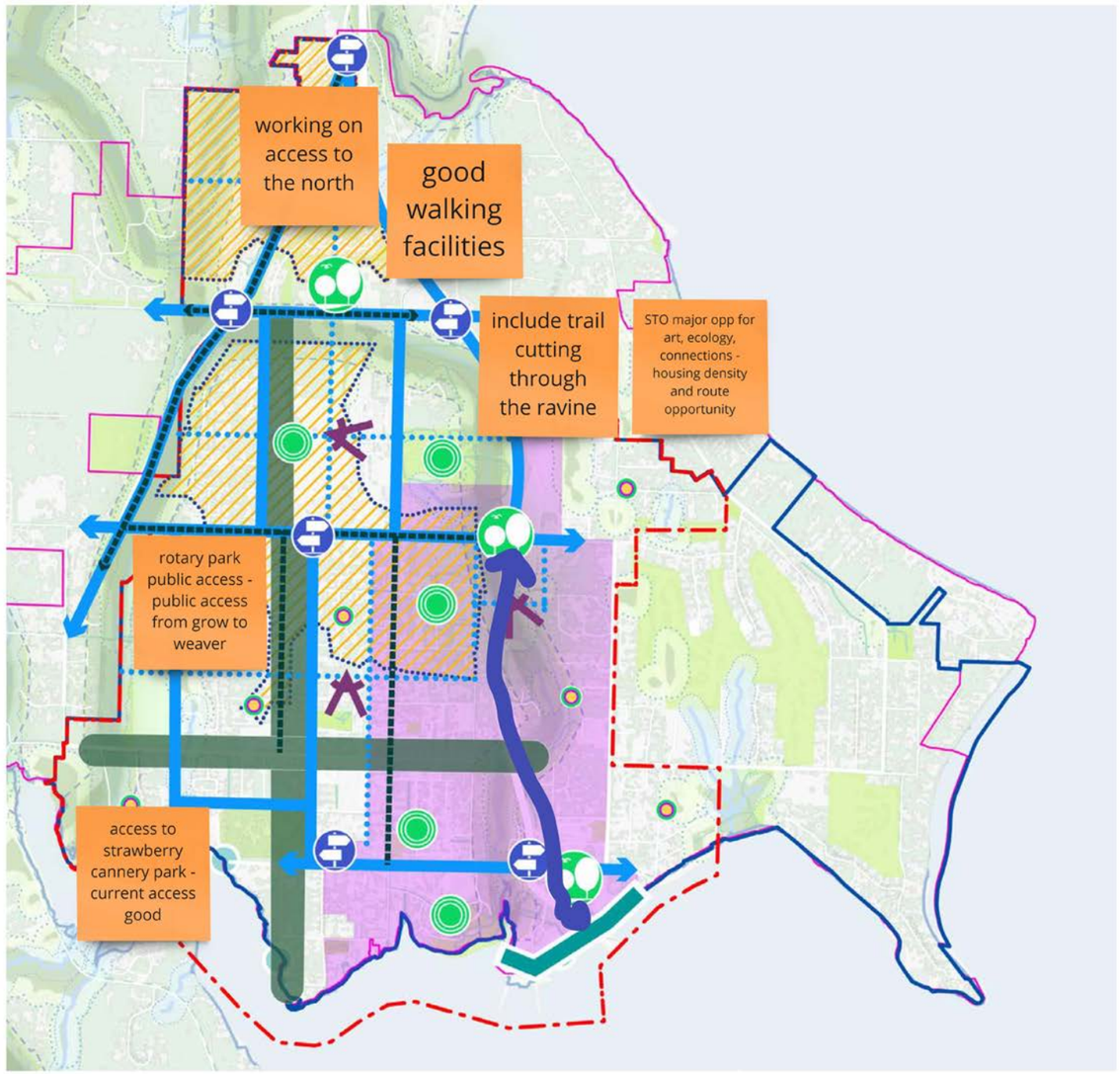
WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

ALT 2 | OPEN SPACE FRAMEWORK



WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

ALT 3 | OPEN SPACE FRAMEWORK



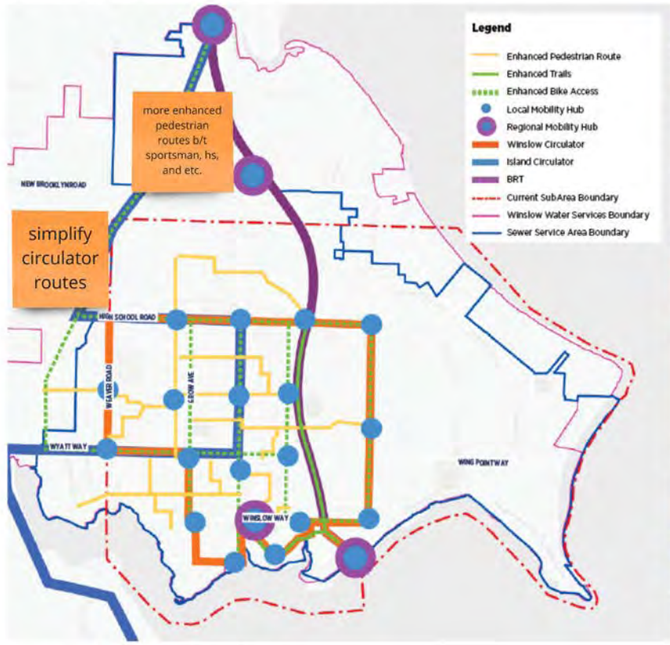
WINSLOW 2044 | OCT 2023 DRAFT ALTERNATIVES

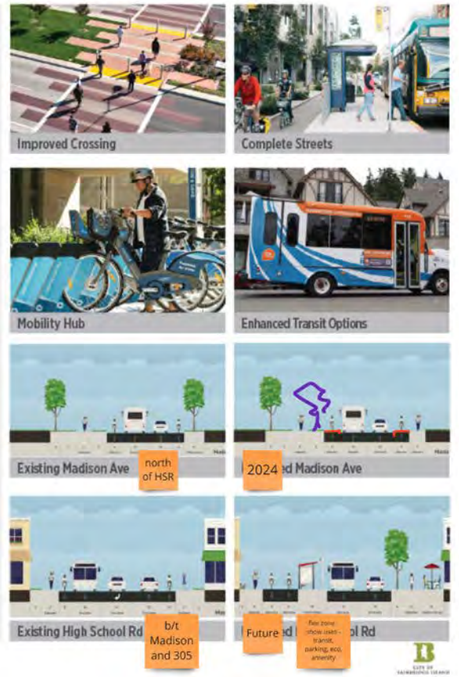
ALTERNATIVE WORKSHOP VIRTUAL MEETING | TRANSIT

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	

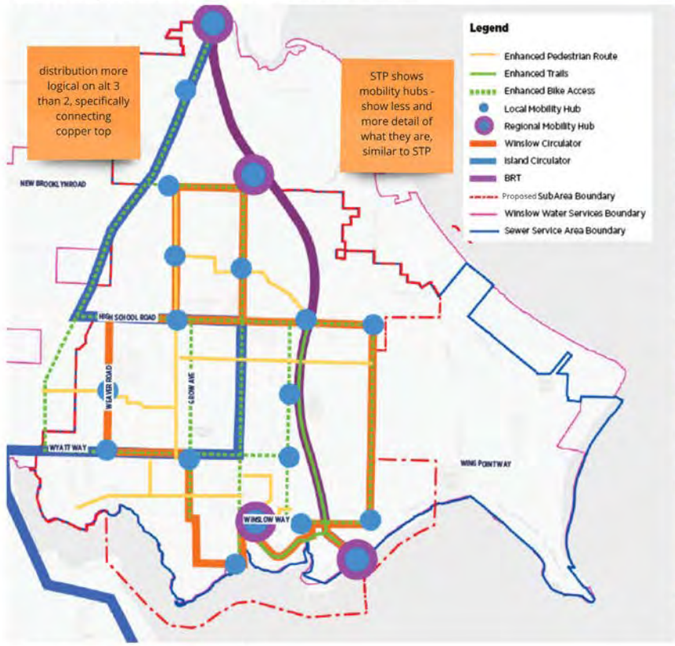
ALT 2 | MOBILITY FRAMEWORK





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?

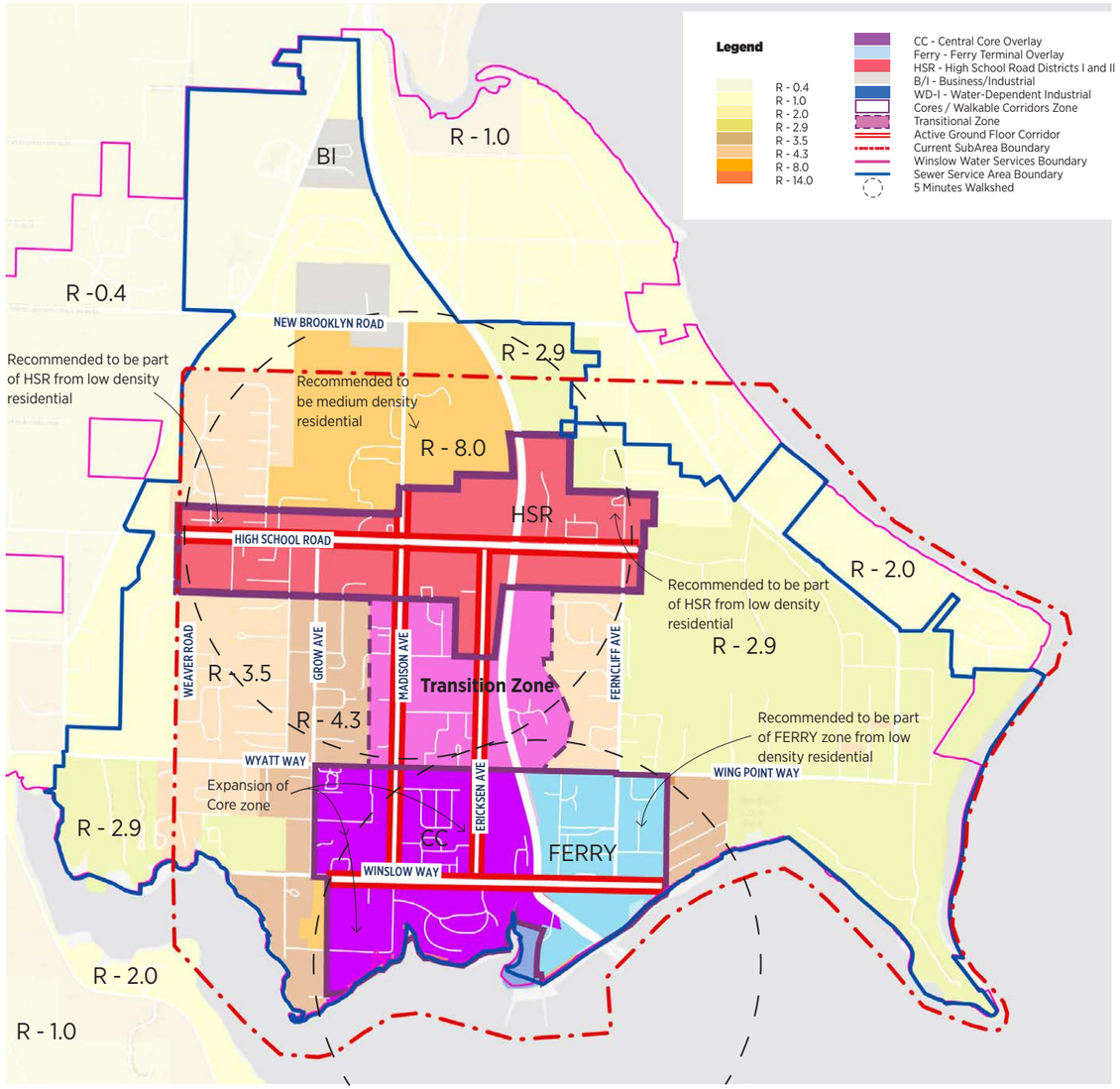
Access and Affordability

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

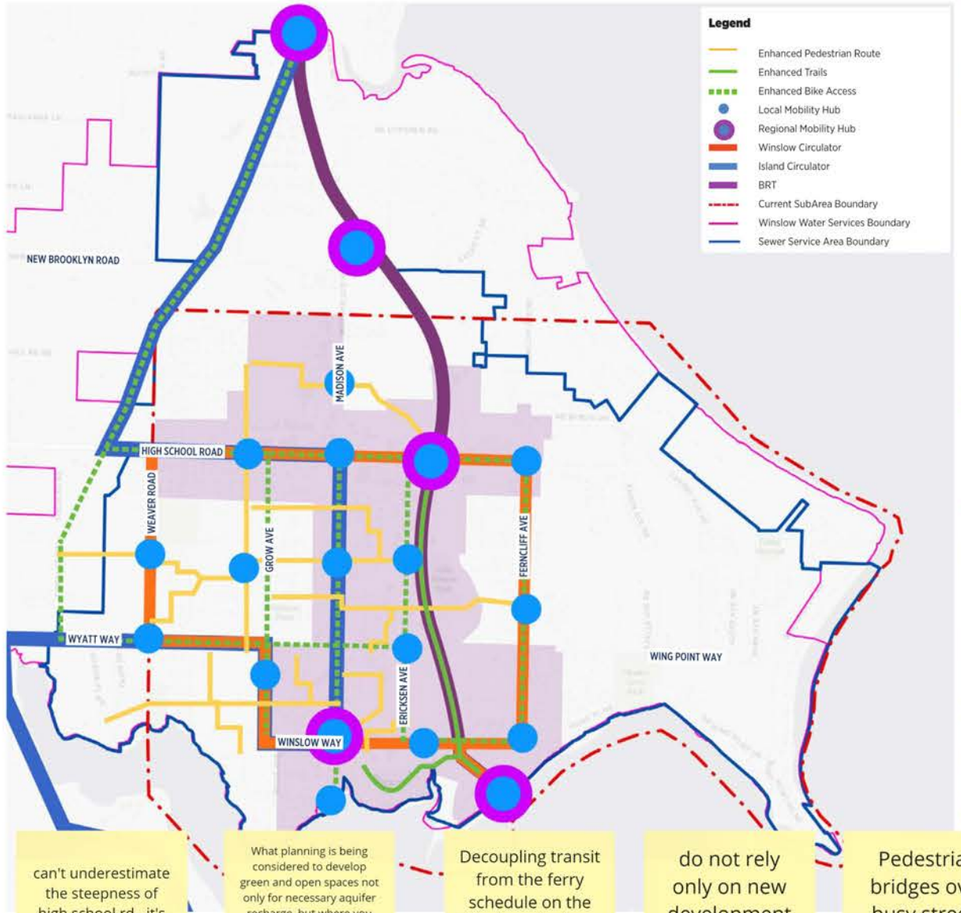
The Large Lot Core (first rendering) Looks like downtown Seattle

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

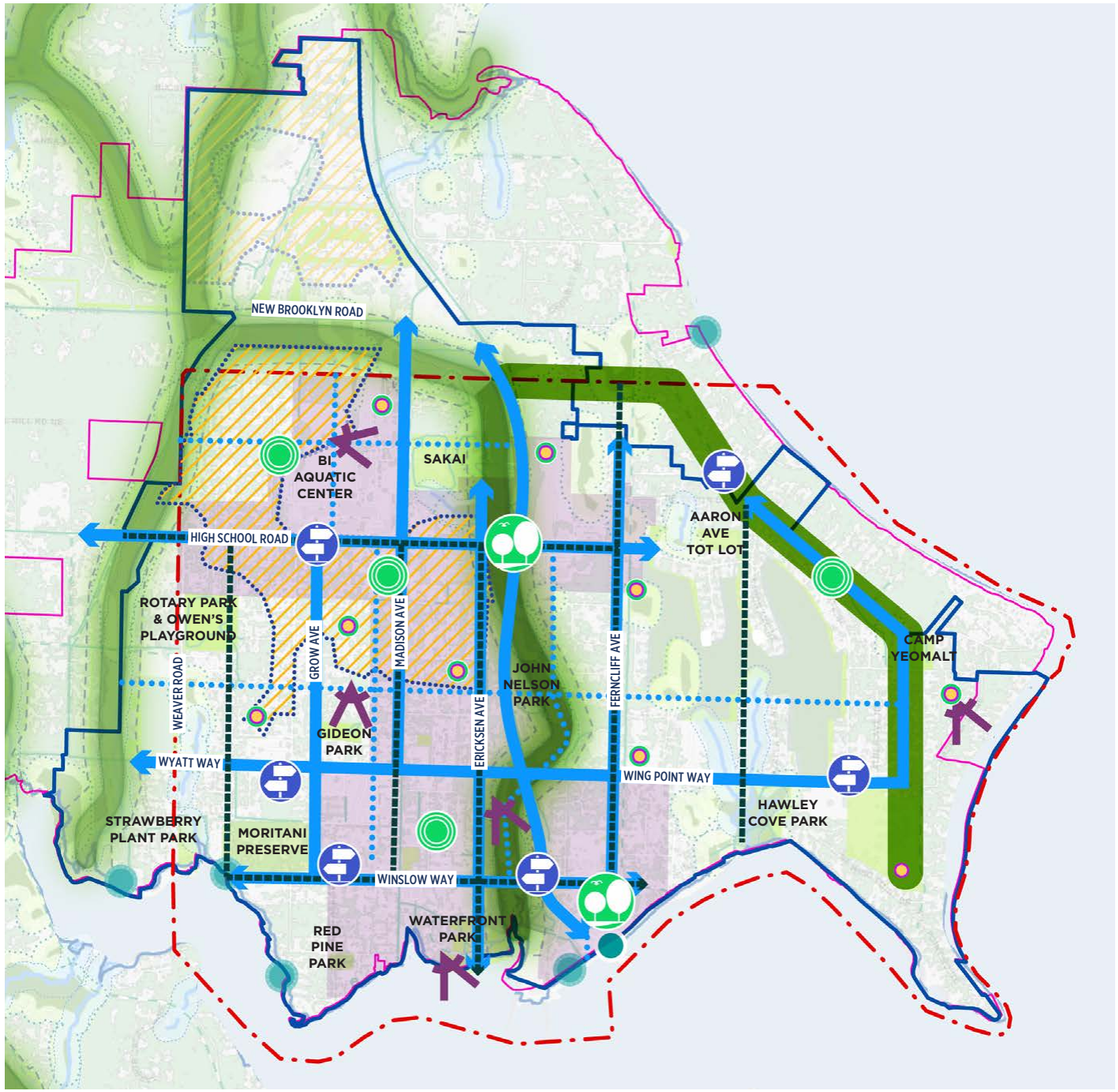
How do we accomodate resident needs over tourism

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





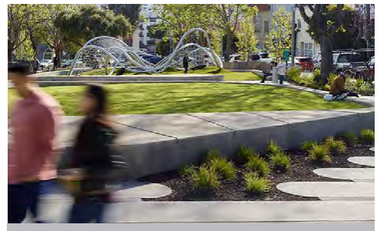
Views



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

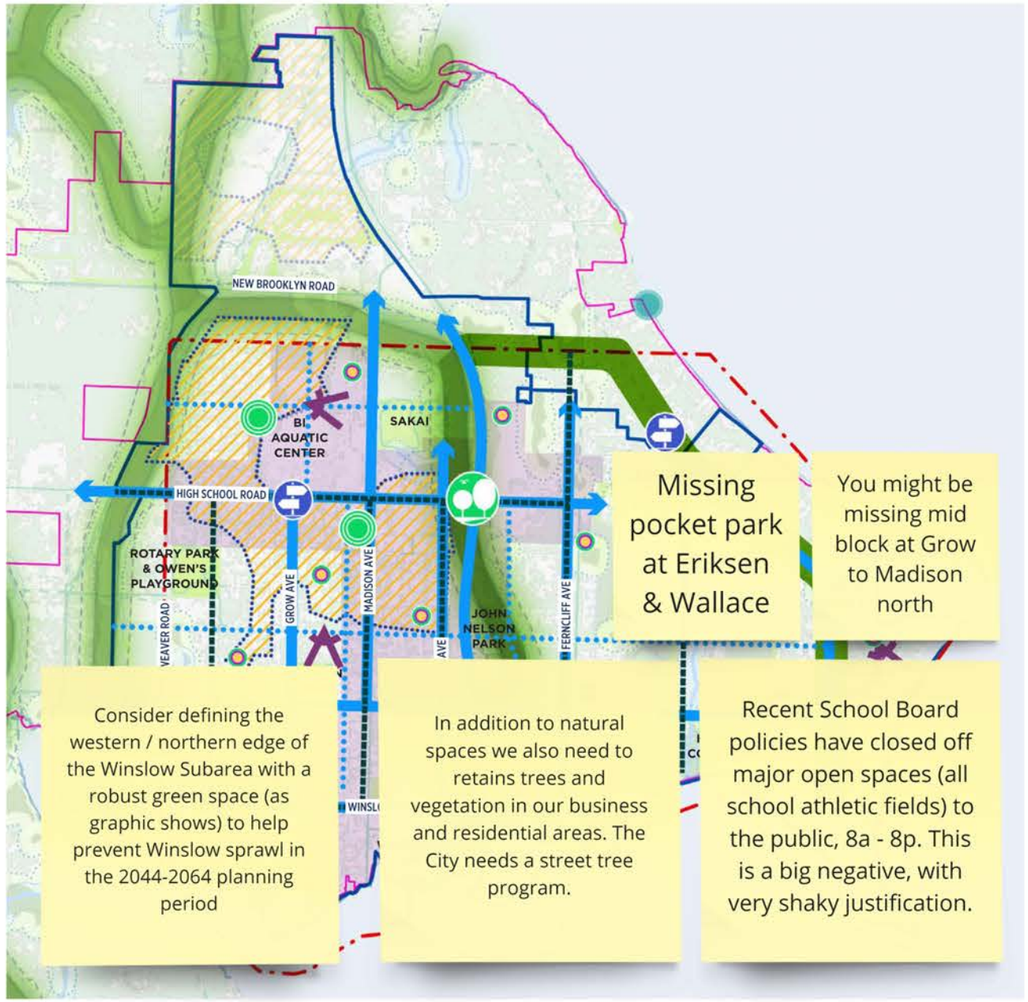


Access to Ecological Features

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



WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES


Views


Tertiary Open Space


Secondary Open Space


Primary Open Space

Legend

- Tertiary Open Space
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- Current SubArea Boundary
- Winslow Water Services Boundary
- Sewer Service Area Boundary


Pop-Up and Events


Access to Ecological Features

CITY OF BAINBRIDGE ISLAND

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

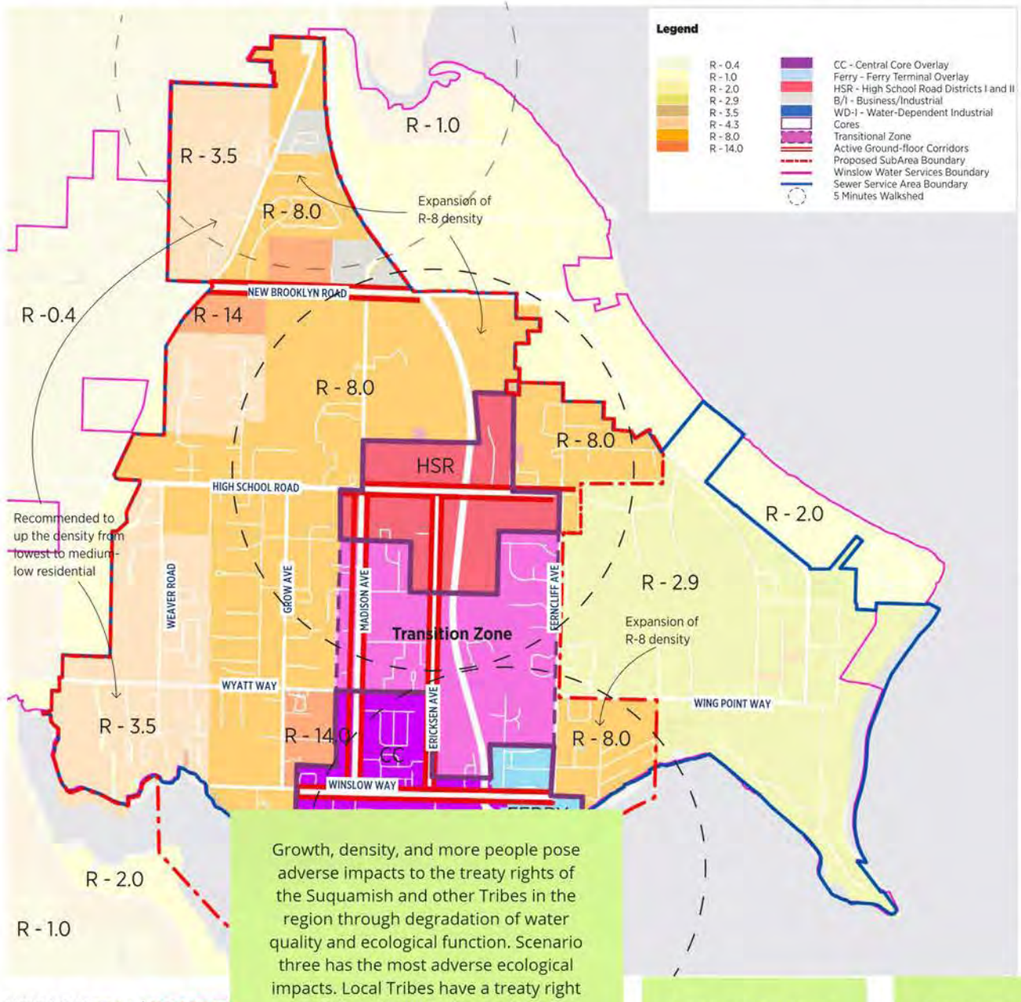
encourage access to Hawley Cove, great view to Mt. Rainier, Winslow has great waterfront views to Eagle Harbor but views beyond would be exceptional!

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 b
- Recommend **reduced pa** r mu family and commercial c

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE ✓ | **DEIB** | **COMMUNIT CHARACTER** ✓

REGULARITY AND PL

ALT 03 MIDDLE HOUSING EXPANSION	HB 1220	
	IN TOTAL	MULTI FAMILY
	✓	?

JOB GET
✗

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.

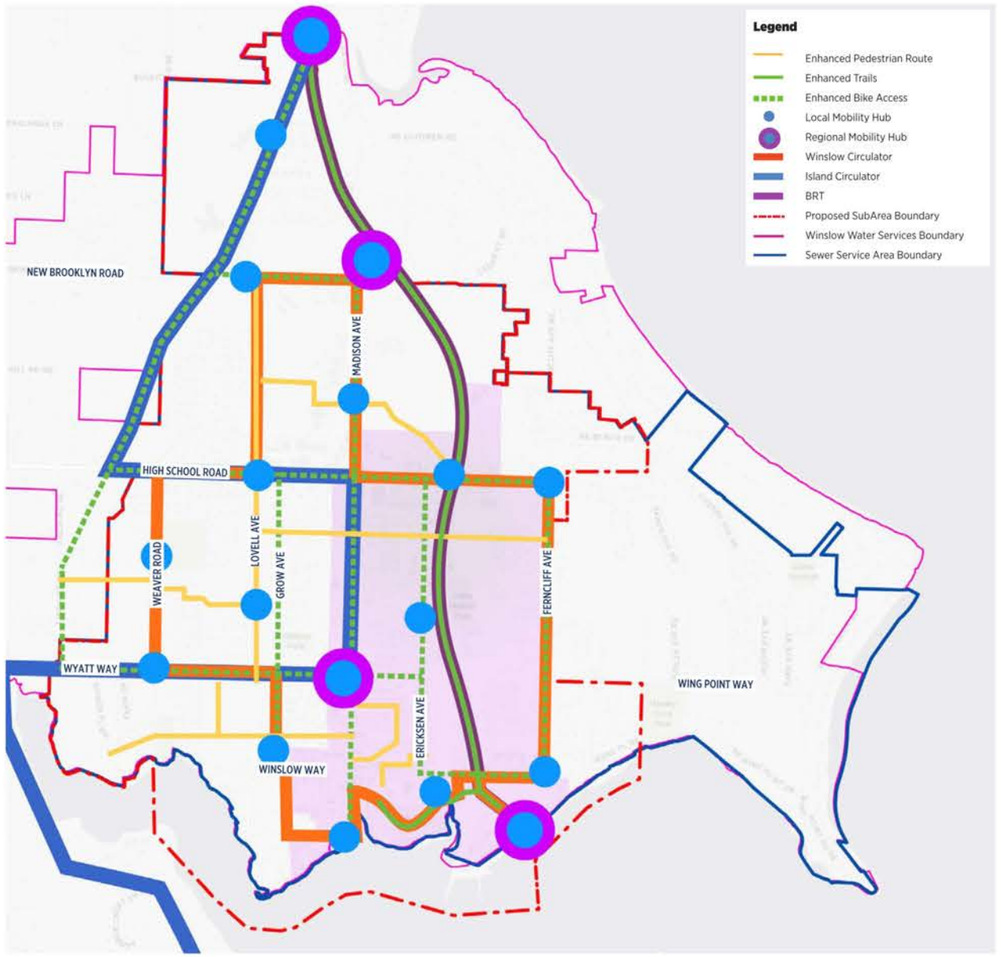
Does COBI have adequate sewer capacity to accommodate the planned growth for 2044?

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

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

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?

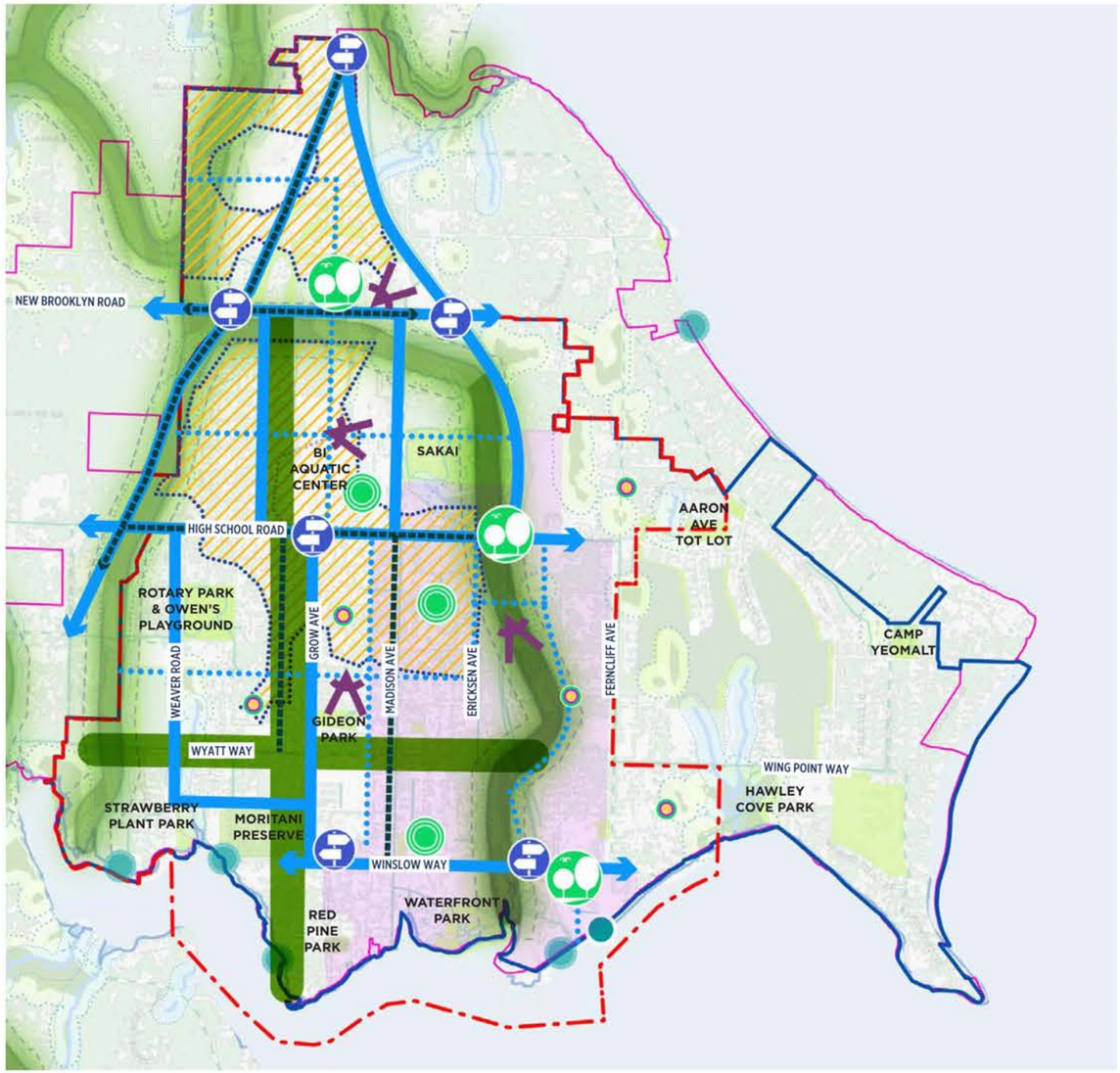
Agree with the need to address sewage spills to Eagle Harbor; probably an "aging-infrastructure" problem.

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.

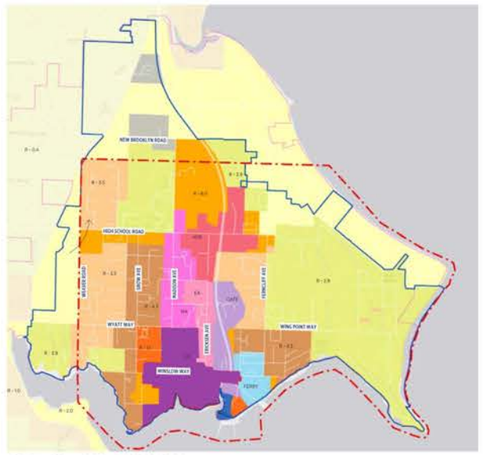
WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

ALTERNATIVE WORKSHOP VIRTUAL OPEN HOUSE | NOV 2ND, 2023 CONT.

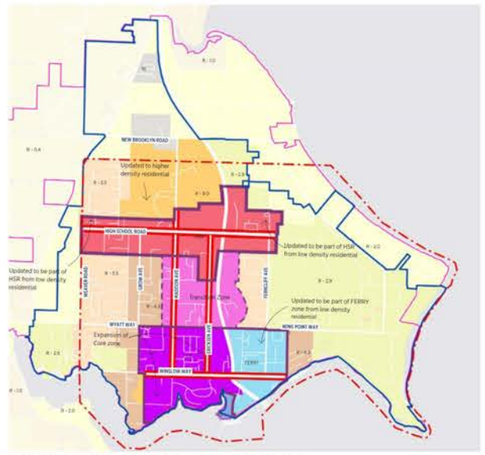
ALTERNATIVES

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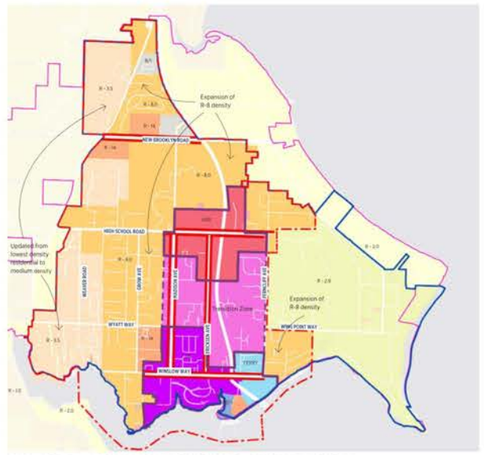
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- SubArea Boundary
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ALT 01 - NO ACTION



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

ALT 01 NO ACTION	HB 1220 IN TOTAL	HB 1220 MULTI FAMILY	HAP HOUSING NEED	2044 JOBS TARGET
	✗	✗	✗	✗

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE	DEIB	COMMUNITY CHARACTER
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REGULARITY AND PLANNING GUIDELINES

ALT 02 WALKABLE CORRIDORS	HB 1220 IN TOTAL	HB 1220 MULTI FAMILY	HAP HOUSING NEED	2044 JOBS TARGET
	✓	?	✓	✗

LEVERS, COMMUNITY AND COUNCIL ASPIRATION

RESILIENCE + CLIMATE	DEIB	COMMUNITY CHARACTER
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REGULARITY AND PLANNING GUIDELINES

ALT 03 MIDDLE HOUSING EXPANSION	HB 1220 IN TOTAL	HB 1220 MULTI FAMILY	HAP HOUSING NEED	2044 JOBS TARGET
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WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

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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)

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keeps more of current character

Given the opportunity to increase BBI population is important.

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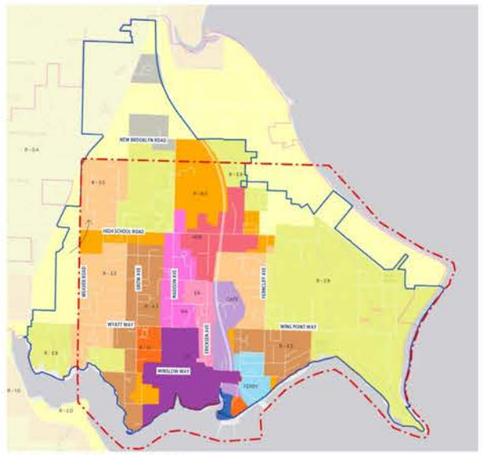
ALTERNATIVE WORKSHOP VIRTUAL OPEN HOUSE | NOV 2ND, 2023 CONT.

CITY OF BAINBRIDGE ISLAND

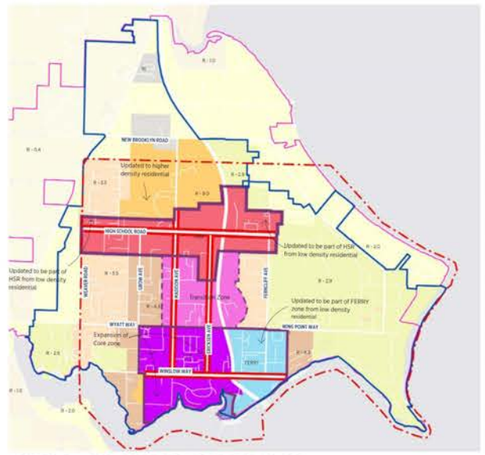
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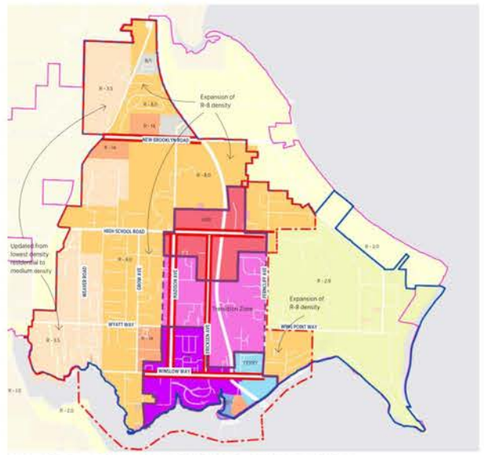
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LEVERS, COMMUNITY AND COUNCIL ASPIRATION

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LEVERS, COMMUNITY AND COUNCIL ASPIRATION

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REGULARITY AND PLANNING GUIDELINES

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WINSLOW 2044 | NOV 2023 DRAFT ALTERNATIVES

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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?

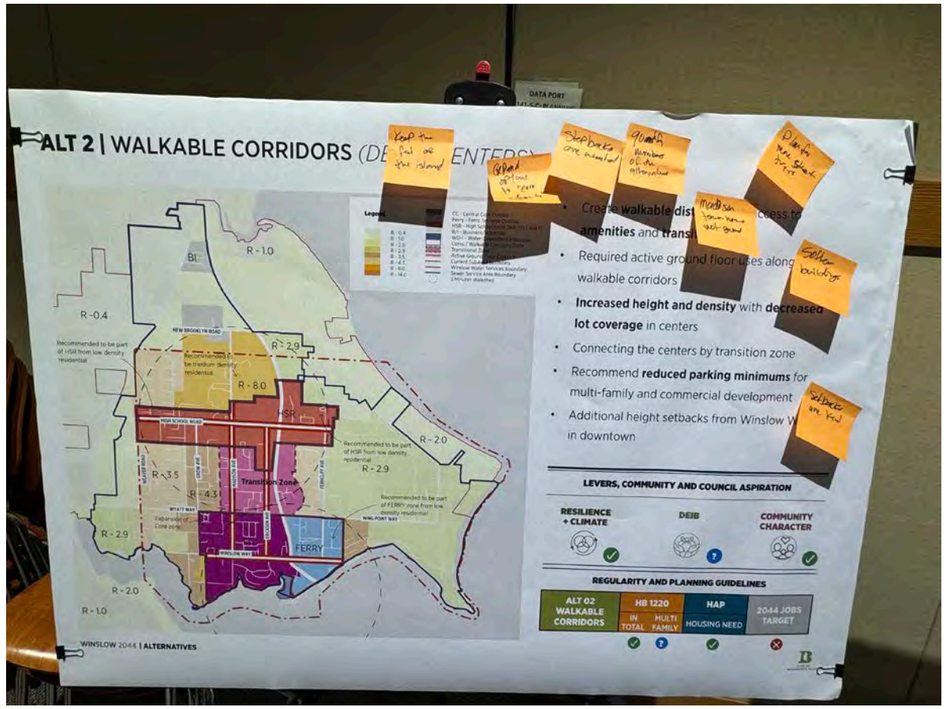
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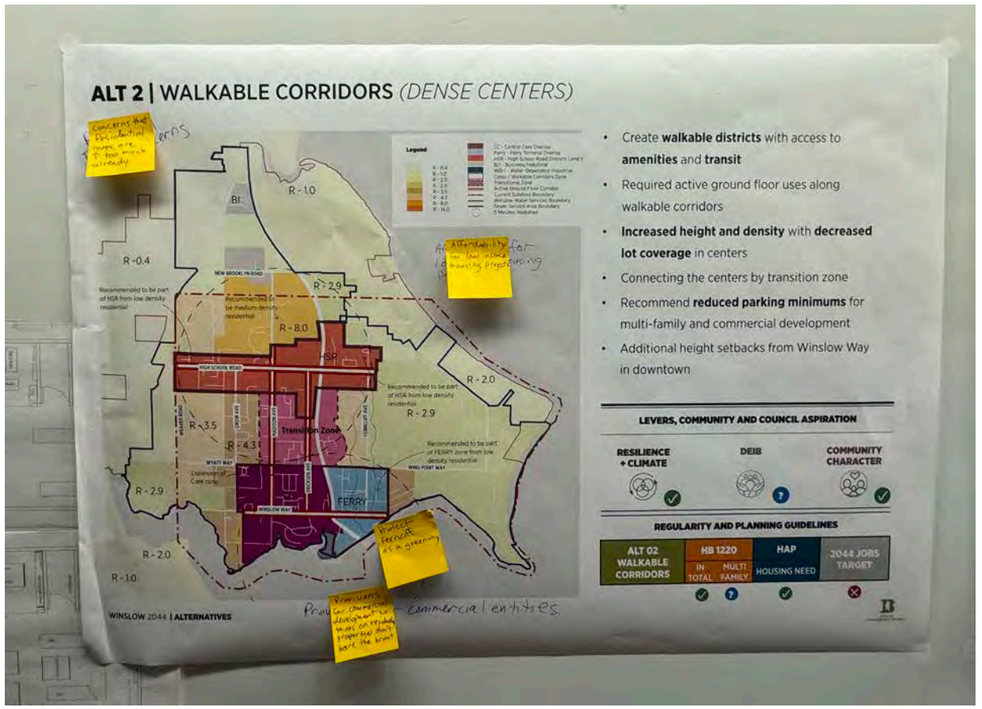
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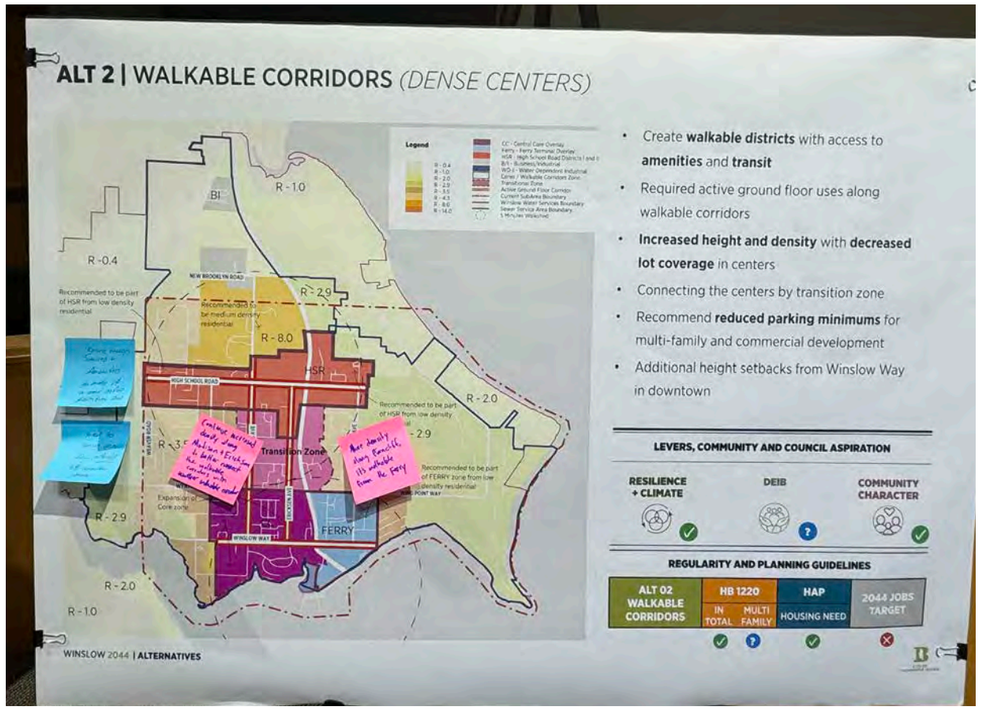
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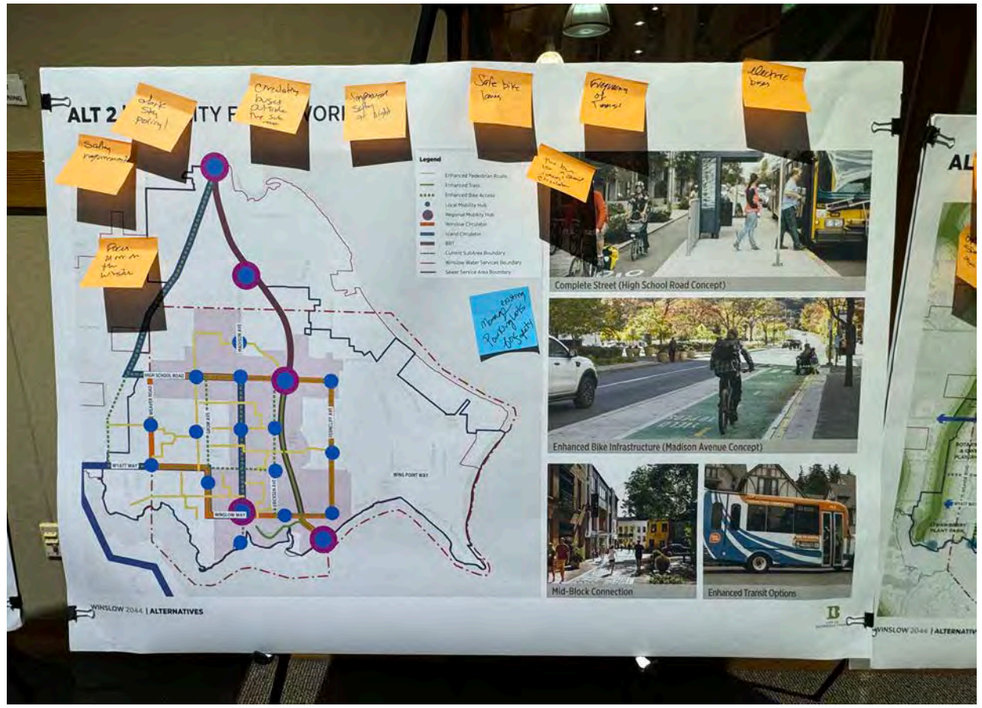
ALTERNATIVE WORKSHOP IN-PERSON OPEN HOUSE | NOV 9TH, 2023



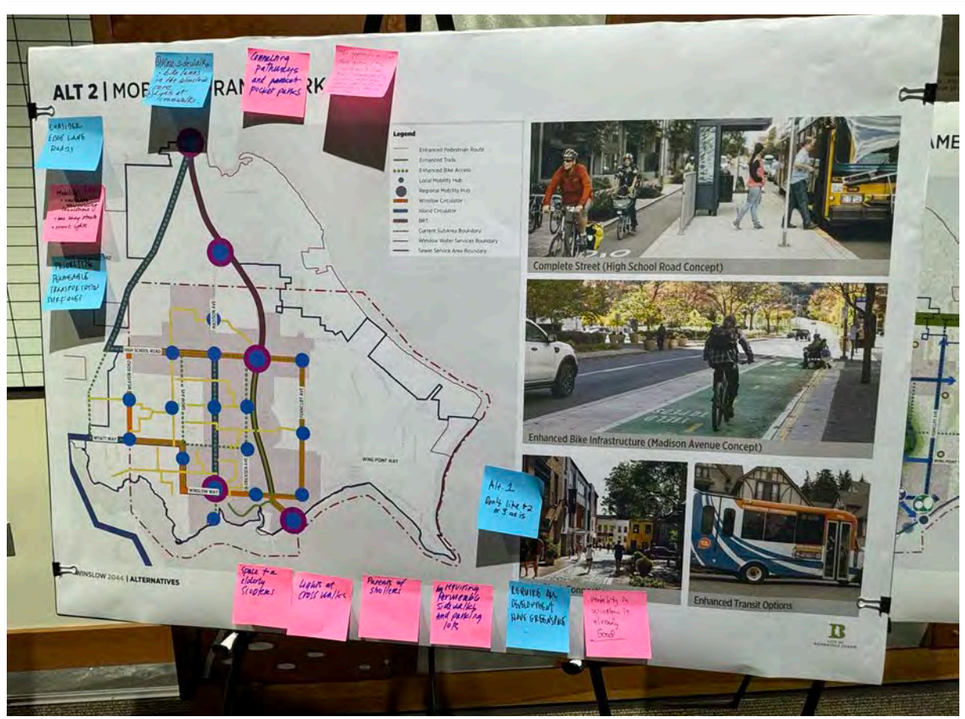




ALTERNATIVE WORKSHOPS IN-PERSON OPEN HOUSE | NOV 9TH, 2023









Mike Nelson

Winslow Subarea Plan

Page 1 – Policy LU 1.C

Motion: I move to revise Policy LU 1.C to read as follows:

"**Consider designating** ~~Designate~~ the mixed use areas and WSF maintenance yard of Winslow as a Countywide Growth Center, as described in the Kitsap Countywide Planning Policies"

- I am making this motion because being designated as a Countywide Growth Center requires that we have "a capacity and planning for additional growth." This issue was raised very late in the process, and we have not yet studied the implications of this designation. In particular, I am concerned about the capacity of the Winslow Wastewater Treatment Plant, which will be maxed out (if not over capacity) by accommodating the level of growth we are planning for during this planning period. Until this issue is resolved, I am not comfortable with this designation.

Page 2 – Policy LU 3.C

Motion: I move to strike Policy LU 3.C.

- I don't think it makes sense to have minimum density requirements at this time, especially given concerns about water and sewer capacity.

Page 4 – Policy LU 8.B

Motion: I move to strike Policy LU 8.B

- I continue to oppose a reduction of parking requirements. There is already a parking crisis in Winslow. When we allow new developments to be built without adequate parking, the burden falls on local businesses, which isn't fair to those businesses.

Page 5 – Policy LU 8.E

Motion: I move to revise Policy LU 8.E to read as follows:

"Maintain base floor area ratio (FAR) for each of the four mixed use districts in the Winslow Town Center ~~MUTC~~ and consider FAR increases in coordination with a study of the necessary infrastructure, **including water, sewer, and** ~~particularly~~ transportation."

- The purpose of this change is to call out infrastructure needs beyond just transportation, including water and sewer.

Page 5 – Policy LU 8.G

Motion: I move to revise Policy LU 8.G to read as follows:

"Both base and bonus FAR provisions may be changed based on future conditions without amending the Subarea Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow Subarea Plan, and provided that any increases are supported by necessary infrastructure, **including water, sewer, and** ~~particularly~~ transportation."

- The purpose of this change is to call out infrastructure needs beyond just transportation, including water and sewer.

Page 7 – Policy LU 11.B

Motion: I move to strike Policy LU 11.B

- I continue to oppose a reduction of parking requirements. There is already a parking crisis in Winslow. When we allow new developments to be built without adequate parking, the burden falls on local businesses, which isn't fair to those businesses.

Page 8 – Policy LU 12.C

Motion: I move to revise Policy LU 12.C to read as follows:

"**Consider permitting** ~~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."

- While I am strongly in favor of the Civic and Cultural Connection Overlay, I think we need to be cautious and thoughtful about allowing additional building height. This

Comprehensive Plan settles on a max building height of five stories. There was a lot of community pushback when six stories were previously considered.

Page 8 – Policy LU 12.D

Motion: I move to revise Policy LU 12.D to read as follows:

"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."

- I continue to oppose a reduction of parking requirements. There is already a parking crisis in Winslow. When we allow new developments to be built without adequate parking, the burden falls on local businesses, which isn't fair to those businesses.

Page 10 – Policy LU 14.D

Motion: I move to strike the last sentence of Policy LU 14.D.

"The area 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~~."

- I continue to oppose a reduction of parking requirements. There is already a parking crisis in Winslow. When we allow new developments to be built without adequate parking, the burden falls on local businesses, which isn't fair to those businesses.

Motion from Councilmember Schneider

Winslow Subarea Plan

Re: p. 13, existing draft: WSP Goal OS 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;
- celebrating and connecting the town to the Harbor and the Ravine.

I move to change WSP Goal OS 1 to:

Strengthen and expand the community's network of open spaces, parks, gathering places, and trails to support recreation, ecological health, and a strong sense of place throughout Winslow:

- create welcoming gathering spaces that offer a variety of activities that attract a diversity of ages, that foster connection, belonging, and cultural expression, and serve as focal points for neighborhood life.
- enhance existing parks and developing new parks;
- provide street trees, small gardens and other landscaping that provides visual relief and enhances the character;
- provide a series of green spaces, plazas and corridors that connect the community, define character and protect resources;
- celebrate and connecting the town to the Harbor and the Ravine.

DRAFT UPDATE TO WINSLOW SUBAREA PLAN
Councilmember Hytopoulos Motions
For June 2, 2026, Study Session

RESTORING POLICIES TO PROTECT TRANSITION AREAS

MOTION 1: *(p. 2)*

In order to restore the transition standards policies previously called for in deleted policies WMP 2-2.5 and WMP 2-10.7,

I move to add a new Policy LU 4.B after Policy LU 4.A combining the language of deleted policies WMP 2-2.5 and WMP 2-10.7 to read as follows:

"Policy LU 4.E. Establish and maintain transition standards for all boundaries where mixed-use districts abut less intense residential districts, such as landscaped buffers, lower height limits, small-scale buildings and other appropriate measures."

DISCUSSION:

This motion restores some level of protection in transition areas between districts with different intensities of development, after the deletion of the cited policies which provided:

> WMP 2-2.5: "*Establish transition standards for other boundaries abutting less intense districts*."
>
> 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*."

This protection is only more important, not less, after the significant changes to density and height proposed by this update in areas adjacent to residential zones.

RESTORING NEIGHBORHOOD SPECIFIC PROTECTIONS

MOTION 2 *(p.8)*

In order to preserve the neighborhood specific protections in deleted policies WMP 2-7.1, 2-9.1, 2-9.2, and 2-9.3,

I move to delete proposed Policy LU 13.A and add two new policies as Policy LU 13.A and Policy 13.B as follows:

"Policy LU 13.A: Development within the Connection District east of SR 305, encompassing the former Gateway Overlay area, shall not degrade the natural character or ecological functions of the Ravine, and shall maintain pedestrian

connectivity to the ferry terminal, waterfront, adjoining parcels, and neighborhoods.

Policy LU 13.B: Within the portion of the Connection District encompassing the former Ericksen Overlay area, development standards and design review shall seek to preserve the unique and historical features of the Ericksen Avenue neighborhood."

DISCUSSION:

Consolidating the districts does not mean that we should ignore neighborhood character or neighborhood specific goals such as the Ericksen neighborhood's historical features or the Gateway area's relationship to the Ravine. These are important community interests that merit continued identification and protection. The deletion of proposed LU 13.A is just to replace it with an expanded and more robust policy.

These are the policies that were deleted, and that would be reincorporated into the plan through these two new policies:

~~***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.~~

~~***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.~~

CLOSE MARKET-RATE LOOPHOLES IN BONUS FAR

MOTION 3 *(p.5)*

In order to preserve the council's previous commitment to provide bonus FAR only for affordability (with the exception of other very limited circumstances),

I move to delete the following bases for FAR from LU 8.F:

• ***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.

• Providing smaller units;

• Utilizing green building and low impact development techniques;

DISCUSSION:

These deletions would leave the following as a basis for bonus FAR:

• 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;

• Preserving historic structures;

• Providing affordable housing;

• Creation of permanent open space on parcels that contain critical areas, by transferring development potential from ~~the~~ properties with 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).

As the council has discussed for many years, we have limited resources and infrastructure to support significant density increases, and the provision of bonus density should be given only in exchange for significant public good. While all the deleted items benefit the community in some way they can and should be encouraged, and in some case required, through mechanisms other than increased density.

One important note regarding "smaller units" as this is so often presented as an affordability issue. Without an affordability requirement developers have no reason to not use this provision to build market rate, or even luxury, studios/ smaller units. Smaller units are already incentivized by the very use of FAR zoning as FAR does not limit the number of units allowed. Offering bonus density for "smaller units" provides a bonus for something the market will already encourage and reward.

RESTORE EXPLANATION OF FLOOR AREA RATIO (FAR)

MOTION 4 *(p. 5)*

In order to ensure public understanding of "floor area ratio" as a zoning mechanism,

I move to restore the following language (formerly under Goal WMP 2-5) as a new "Discussion" section immediately preceding LU 8.E:

"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."

DISCUSSION:

FAR numbers are meaningless to the public without context. The deleted section was the only place in the subarea plan that translated "FAR" into real-world outcomes that members of the community can understand and visualize. Community members need this

reference point to participate meaningfully in the evaluation of this plan and any future discussions about FAR – which are some of the most intense critical policy discussions this council and community have. Removing it makes public oversight of density decisions effectively impossible for non-planners or policy-makers.

RESTORE DESIGN REVIEW CHARACTER CRITERIA

MOTION 5 *(p.2)*

In order to restore neighborhood character sensitivity to design review criteria I move to amend the current proposed Policy LU 4.B with the following language, restored from the original WMP 2- 2.2:

"Periodically review the City's adopted design standards to ensure that the standards support planned development outcomes while remaining sensitive to the individual character of each district and sub-area within the Winslow Town Center."

DISCUSSION

This motion is aimed at restoring the language deleted in WMP2-2.2, now LU 4.B which currently reads as follows:

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~~.

Retaining "sensitive to the individual character" preserves the Design Review Board's role of evaluating a project's design within the context of adjacent/ nearby development which is a primary purpose of design review.

ENSURE ROBUST PUBLIC PROCESS FOR FUTURE FAR INCREASES

MOTION 6 *(p.5)*

In order to ensure transparency and a robust public process on the critical issue of future density increases,

I move to replace revised draft Policy LU 8.G in it's entirely with the following language:

"Both base and bonus FAR provisions may be decreased based on infrastructure constraints without amending the Subarea Plan. Any increase to base or bonus FAR provisions shall require amendment to this Subarea Plan."

DISCUSSION:

This replaces the draft language allowing for both base and bonus FAR to be changed outside of the context of the subarea plan. The original provision, WMP 2-5.3, allowed for bonus FAR (not base) provisions to be modified outside on the plan. As we are already pushing the limits of our resources and infrastructure with the upzoning called for in this update, we should expect the formality of an amendment to the comprehensive plan for future increases.

Here is the draft language to be deleted and replaced:

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.*

Lara Lant Motions – Winslow Subarea Plans & Goals Draft

Winslow Subarea Plans & Goals

1. **Page 1**

New Policy, immediately after Policy LU 1.A

I move to:

- Prioritize Planning Commission review of areas within the Winslow Subarea that are zoned R-0.4 and served by city water and sewer to identify and implement opportunities for increased residential density, including affordable and middle housing options.

    - *Residents are requesting upzoning on the >10 lots on Sportsman Club Road. The Planning Commission is aware of this and if directed by Council, will prioritize review and recommendations.*

2. **Page 3**

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.

I move to update Policy LU 5.H, second bullet point to:

- Coordinate with the business and marina communities to develop new facilities for visitors, residents, and the community, including public road ends, beaches, concessions, docks, marinas, mooring and public laundry.

    - *We need a public laundromat. Full stop.*

I move to update Policy LU 5.H, fifth bullet point to:

- Retain views of the harbor from public lands and streets, and minimize man-made visual clutter surrounding those views, whenever possible.

    - *For example, digital signage can be 24 hours a day and brightly lit. Let's reduce the impacts "visual clutter" have on views.*
    -

3. **Page 4**

Policy LU 8.D Consider whether a public parking facility is necessary near the Winslow Way retail area or Washington State Ferry terminal.

Motion to delete Policy LU 8.D

- *What the heck does this mean? Is this a question as to whether public parking is necessary? Or does it mean COBI should consider a dedicated parking lot or garage, in addition to what currently exists? This policy is very unclear.*

4. **Page 6**

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.

Motion to change policy LU 9.B to:

- Ensure the area near the ferry terminal is a welcoming gateway to Bainbridge Island, including public space, art, wayfinding and informational signage, and signage that fosters inclusivity and diversity.

5. **Page 6**

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 and housing that is accessible and adaptable.

Motion to change Policy LU 10.D to:

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 and housing that is accessible and adaptable.

- *While "diverse needs" is mentioned, there's not enough emphasis on specifically accessible and adaptable housing types.*

6. **Page 14**

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.

Motion to change WSP Goal OS 6 to:

- Coordinate with Bainbridge Island Metro Park and Recreation District (BIMPRD) and other private nonprofits to preserve and expand the park and open space network to strengthen livability as growth expands.

7. **Page 15**

Policy OS 6.B Enhance existing parks by enhancing access when adjacent private development occurs.

Motion to change Policy OS 6.B to:

- Enhance existing and proposed parks and trails by enhancing access when adjacent private development occurs.