



CITY OF  
BAINBRIDGE ISLAND

**PLANNING COMMISSION SPECIAL MEETING  
THURSDAY, OCTOBER 27, 2022**

THE PLANNING COMMISSION WILL HOLD THIS MEETING USING A VIRTUAL ZOOM WEBINAR PLATFORM. MEMBERS OF THE PUBLIC WHO DO NOT WISH TO VIEW THE MEETING VIA THE CITY'S WEBSITE STREAMING WILL BE ABLE TO CALL IN TO THE ZOOM MEETING.

[HTTPS://BAINBRIDGEWA.ZOOM.US/J/82853686381](https://bainbridgewa.zoom.us/j/82853686381)

OR ONE TAP MOBILE :

US: +12532158782,,82853686381# OR +17207072699,,82853686381#

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DIAL(FOR HIGHER QUALITY, DIAL A NUMBER BASED ON YOUR CURRENT LOCATION):

US: +1 253 215 8782 OR +1 720 707 2699 OR +1 346 248 7799 OR +1 669 444 9171 OR +1 719 359 4580  
OR +1 360 209 5623 OR +1 386 347 5053 OR +1 564 217 2000 OR +1 646 558 8656 OR +1 646 931 3860 OR  
+1 301 715 8592 OR +1 309 205 3325 OR +1 312 626 6799

WEBINAR ID: 828 5368 6381

**AGENDA**

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

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

**2. PLANNING COMMISSION MEETING MINUTES - 6:05 PM**

Review and approve meeting minutes.

**2.a (6:05PM) Draft Meeting Minutes plus recorded motion from the October 13, 2022 Planning  
Commission Special Meeting 5 Minutes**

[DraftMeetingMinutes\\_RecordedMotionAttached 101322.pdf](#)

**3. PUBLIC COMMENT - 6:10 PM**

**3.a (6:10 PM) Instructions for Providing Public Comment**

**4. PLANNING DIRECTOR'S REPORT - 6:20 PM**

5. **NEW BUSINESS, HAGGAR-SCRIBNER CPA - 6:40 PM**

5.a **Haggar Scribner Properties Comprehensive Plan Amendment (CPA) application (PLN 52152 CPA)**

60 Minutes

[Haggar Scribner CPA Staff Memo.pdf](#)

[Haggar Scribner CPA Application.pdf](#)

[Haggar Scribner Survey.pdf](#)

[Haggar Scribner Site Plan and Narrative.pdf](#)

[October 5 2022 Additional Narrative for Haggar Scribner CPA Submission.pdf](#)

[Dept of Public Works Memo.pdf](#)

6. **UNFINISHED BUSINESS, REVISED LYNWOOD CENTER CPA - 7:40 PM**

6.a **(7:40 PM) Revised Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)** 30 Minutes

[10 27 Revised Lynwood CPA Staff Memo.pdf](#)

[September 19 2022 Revision to CPA Application and Narrative.pdf](#)

[Original Lynwood Center Subarea CPA Application Materials.pdf](#)

7. **FOR THE GOOD OF THE ORDER - 8:10 PM**

8. **ADJOURNMENT - 8:15 PM**

### **GUIDING PRINCIPLES**

**Guiding Principle #1** - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

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

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

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

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

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

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

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



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

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



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** October 27, 2022

**ESTIMATED TIME:** 5 Minutes

**AGENDA ITEM:** (6:05PM) Draft Meeting Minutes plus recorded motion from the October 13, 2022 Planning Commission Special Meeting

**AGENDA CATEGORY:** Minutes

**PROPOSED BY:** Maria Dozeman

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

**PREVIOUS COUCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

I move to approve the draft meeting minutes from the October 13, 2022 Planning Commission Special Meeting.

**SUMMARY:**

**BACKGROUND:**

**ATTACHMENTS:**



## Planning Commission Special Meeting October 13, 2022 Meeting Minutes

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

The meeting was called to order at 6:00 PM. Commissioners present: Acting Chair Ben Deines, Sean Sullivan, Peter Schaab, Vice Chair Ashley Mathews and Chair Sarah Blossom. Commissioners absent and excused: Yesh Subramanian. Absent: Commissioner Ariel Birtley. City Council Member Clarence Moriwaki attended the meeting on behalf of City Council liaison Jon Quitslund. City staff in attendance were Planning and Community Development Director Patty Charnas, Public Works Director Chris Wierzbicki, Senior Planner Kelly Tayara and Associate Planner Ellen Fairleigh. Administrative Specialist Maria Dozeman monitored the meeting and prepared the minutes.

### 2) **MEETING MINUTES**

2.a Draft Meeting Minutes (September 22 and September 29 Planning Commission Special Meeting)  
[Cover Page](#)  
[Sept222022DraftMinutes.pdf](#)  
[Sept292022DraftMinuteswithRecordedMotion.pdf](#)

**Motion:** I move to approve the September 22 and 29 draft meeting minutes  
**Schaab/Sullivan**  
The motion passed unanimously

### 3) **PUBLIC COMMENT**

3.a Instructions for Providing Public Comment at Hybrid Meetings  
[Cover Page](#)  
[Instructions\\_for\\_Providing\\_Public\\_Comment\\_at\\_Hybrid\\_Meetings.pdf](#)

**Public Comment:** Kathy Hansen, asked Planning Commissioners to align zoning with the use (regarding PSE agenda item).  
Tom Hansen, spoke in favor of Puget Sound Energy's plan.

### 4) **PUBLIC PARTICIPATION MEETING**

4.a Public Participation Meeting- Clark Construction Office PLN52300 PRE  
[Cover Page](#)  
[Clark Construction Office project narrative.pdf](#)  
[Clark Construction Office conceptual site plan.pdf](#)  
[PLN52300 Clark Construction Bldg pre-app ltr.pdf](#)

[PLN52300 PRE PW-DE Comments - Clark Construction Building \(SPR\).pdf](#)

Associate Planner introduced the project and Architects Greg Belding and Rowan Atherley provided further project details.

Jeff Bouma presented the proposed landscaping plan for the site

Public Comment

Roger Anderson, representing Sisters Cider House, concerned about impacts to the current traffic pattern.

Steven Howerguil, provided pedestrian design suggestions regarding the SW corner of the project and the entrance.

## 5) NEW BUSINESS

5.a [Receive a Presentation on the consistency of the 2023-28 Capital Improvement Plan with the Comprehensive Plan.](#)

[Cover Page](#)

[PC\\_CIP Presentation\\_100422.pptx](#)

[COBI\\_2023-28 Capital Improvement Plan.pdf](#)

Public Works Director, Chris Wierzbicki, presented the Capital Improvement Plan

**Motion:** See attached recorded motion document

5.b [Puget Sound Energy \(PSE\) Site-specific Rezones and Comprehensive Plan Amendments \(CPA\)](#)

[Cover Page](#)

[PSE Substations Overview Narrative.pdf](#)

[Murden Cove PSE Narrative.pdf](#)

[Murden Cove Site Plan.pdf](#)

[Public Comment\\_Murden Cove.pdf](#)

[Port Madison Narrative.pdf](#)

[PortMadison Site Plan.pdf](#)

[Public Comment\\_Port Madison.pdf](#)

[Winslow PSE Narrative.pdf](#)

[Winslow Site Plan.pdf](#)

[Public Comment Winslow.pdf](#)

[Staff analysis PC Murden Cove.pdf](#)

[Staff analysis PC Port Madison.pdf](#)

[Staff analysis PC Winslow.pdf](#)

Senior Planner Kelly Tayara introduced the project. Kerry Kriner and Jason Henry, PSE staff, presented further project details.

Public Comment

Stephen Howerguil, recommends approving PSE B/I rezoning requests as soon as possible.

## 6) PLANNING DIRECTOR'S REPORT

No report from the Planning Director. Commissioner Sullivan and Chair Blossom had questions regarding the CPA process.

7) **FOR THE GOOD OF THE ORDER**

8) **ADJOURNMENT**

The meeting adjourned at 8:11 PM

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Ben Deines, Acting Chair

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Maria Dozeman, Administrative Specialist

DRAFT



# PLANNING COMMISSION RECORDED MOTION

<b>Planning Commission Meeting Date:</b>	<b>October 13, 2022</b>
<b>Project Proposal Name and Number:</b>	<b>Ordinance 2022-XX</b>
<b>Decision Maker:</b>	<b>City Council</b>

**Planning Commission Role and Responsibility:** Pursuant to [BIMC 2.16.180](#), Planning commission review and recommendation is required for amendments to BIMC Chapter 2.16, and BIMC Titles [16](#), [17](#), and [18](#), area-wide rezones initiated by the city, or area-wide rezones associated with a privately initiated amendment to the comprehensive plan.

**Planning Commission Action:**

1. In making a recommendation, the planning commission shall consider applicable decision criteria of this chapter, all applicable law, the comprehensive plan, public comment, and any necessary documents and approvals.
2. The planning commission shall issue a written recommendation that contains (a) a statement recommending that the proposed amendment be approved, approved as amended, or denied, and (b) a statement of facts upon which the recommendation is based and the conclusions derived from those facts.
3. The planning commission’s written recommendation and other documents upon which its decision is based shall be immediately transmitted to the city council and department director.

**Findings of Fact and Reasons for Action**

- The Planning Commission received a copy of the proposed 6-year, 2023-28 Capital Improvement Plan (CIP\_ and a presentation on the plan from the Public Works Director.
- The Public Works Director outlined how the projects included in the proposed CIP were consistent with the policies in the City’s 2018 Comprehensive Plan, including the those found in the Capital Facilities Element, the Utilities Element, and the Transportation Element.
- The Planning Commission had the opportunity to ask questions about the projects included in the proposed CIP, and their relationship to the Comprehensive Plan.
- The Planning Commission agreed with the staff findings that the proposed CIP was consistent with the Comprehensive Plan.

**Recommendation:**

**Motion:** I move to recommend the 2023-28 Capital Improvement Plan as consistent with the 2018 Comprehensive Plan with the additional recommendation that City Council look for additional funding sources or other ways to prioritize the budget in order to fund as fully as possible Sustainable Transportation Plan Scenario 2 as consistent with the Comprehensive Plan - in particular Guiding Principle Number 7.

**Mover/2<sup>nd</sup>: Deines/Sullivan**

	Approve the ordinance.
X	Approve the ordinance as amended.
	Deny the ordinance.

**Planning Commission Record of Vote:**



# PLANNING COMMISSION RECORDED MOTION

Commissioner	Support	Oppose	Absent	Abstain
Blossom		X		
Mathews	X			
Subramanian			X	
Birtley			X	
Deines	X			
Schaab	X			
Sullivan	X			
<b>Total</b>				

**CITY OF BAINBRIDGE ISLAND PLANNING COMMISSION**

Date: 10/20/22

Planning Commission Chair (Acting)

Date: 10/20/2022

Administrative Specialist,  
Planning and Community Development



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** October 27, 2022

**ESTIMATED TIME:**

**AGENDA ITEM:** (6:10 PM) Instructions for Providing Public Comment

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Maria Dozeman

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

**PREVIOUS COUCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

Review these instructions if you would like to provide public comment during the meeting.

**SUMMARY:**

**BACKGROUND:**

**ATTACHMENTS:**



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** October 27, 2022

**ESTIMATED TIME:** 60 Minutes

**AGENDA ITEM:** Haggar Scribner Properties Comprehensive Plan Amendment (CPA) application (PLN 52152 CPA)

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Jennifer Sutton

**PREVIOUS PLANNING COMMISSION**

**REVIEW DATE(S):** August 11, 2022

**PREVIOUS COUCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

Presentation and discussion.

**SUMMARY:**

This Planning Commission study session on the Haggar Scribner Properties Comprehensive Plan Amendment (CPA) is an opportunity for the applicant to present their CPA application to the Planning Commission, and for staff to present analysis. Planning Commission questions and public comment are encouraged.

This CPA application requests both land use map changes and policy amendments to the Comprehensive Plan and Winslow Subarea Plan to create a new overlay district called the “Civic + Cultural Connection Overlay” in the Mixed Use Town Center (MUTC). The proposed new overlay district would apply to two properties totaling 1.22 acres at 187 Ericksen Avenue.

The two properties are currently designated as MUTC- Central Core Overlay District. If approved, this application would result in map amendments to both the Comprehensive Plan Future Land Use Map (Figure LU-5 of Land Use Element) and Winslow Subarea Plan Figure 2.4 to add the Civic + Cultural Connection Overlay district, and policy changes to support this new district.

Staff has reviewed this CPA for consistency with the decision criteria BIMC 2.16.190.H and recommends denial of this CPA application at this time, in acknowledgement that work is beginning on the Winslow Subarea Plan Update project. The ideas and changes that are described in this CPA application are worthy of consideration, but should be evaluated through the Winslow Subarea Plan Update project.

After the Planning Commission completes its study session on the Haggar Scribner Properties CPA, the next step for this application is to hold a public hearing. Public hearings on all five CPA applications are planned for November 10, 2022. Ultimately, the Planning Commission must make a recommendation of approval, conditional approval, or denial to the City Council.

**BACKGROUND:** The City of Bainbridge Island accepts requests to amend the Comprehensive Plan every three years. CPA applications were accepted between January and February 2022 for this current cycle, and five CPA applications were received. The CPA review process is outlined in BIMC 2.16.190, and decision criteria primarily relate to quantifying potential adverse impacts on community resources and public services. The Planning Commission's role is to review and hold a public hearing on each CPA and make a recommendation to approve, deny, or approve with modification, to the City Council.

**ATTACHMENTS:**

## MEMORANDUM

**Date:** October 21, 2022  
**To:** Planning Commission  
**From:** Jennifer Sutton, AICP, Senior Planner  
**Subject:** Haggar Scribner Properties Comprehensive Plan Amendment (CPA) application (PLN 52152 CPA)

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### I. MEETING PURPOSE

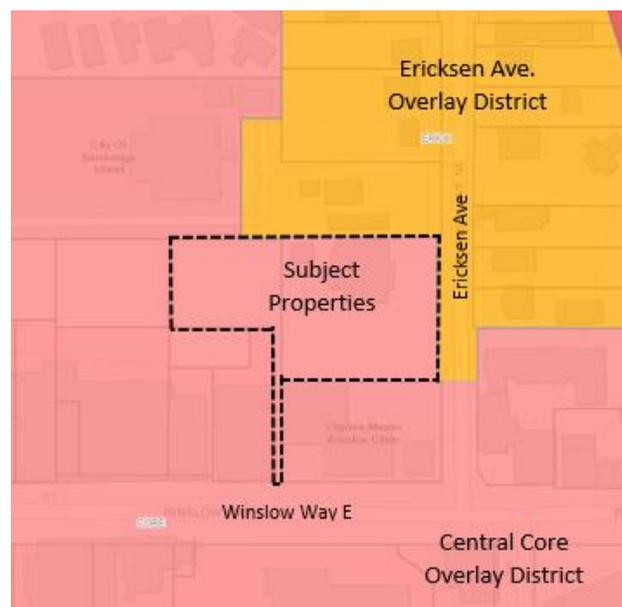
This Planning Commission study session on the Haggar Scribner Properties CPA is an opportunity for:

- The applicant to present their CPA application to the Planning Commission;
- City staff to present its analysis of the CPA application;
- Planning Commissioners to ask questions; and
- Initial public comment on the CPA application. The City had mailed postcards to properties in the surrounding area with notification about the application and Planning Commission meeting dates. Further public comment will be accepted at the November 10, 2022, public hearing.

### II. SUMMARY OF HAGGAR SCRIBNER PROPERTIES COMPREHENSIVE PLAN AMENDMENT

The City accepts requests to amend the [Comprehensive Plan](#) every three years; for this cycle, applications were accepted between January and February 2022.

This comprehensive plan amendment (CPA) application (see attached materials) requests both land use map changes and policy amendments to the Comprehensive Plan and Winslow Subarea Plan to create a new overlay district called the “Civic + Cultural Connection Overlay” in the Mixed Use Town Center (MUTC). The proposed new overlay district would apply to two properties totaling 1.22 acres at 187 Ericksen Avenue. The two properties are currently designated as MUTC- Central Core Overlay District. If approved, this application would result in map amendments to both the Comprehensive Plan [Future Land Use Map \(Figure LU-5 of Land Use Element\)](#) and [Winslow Subarea Plan Figure 2.4](#) to add the Civic + Cultural Connection Overlay district, and policy changes to support this new district as follows:



## City Comprehensive Plan

### Proposed Revisions:

#### [Land Use Element Policy LU-7.3 Central Core Overlay District](#)

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

### Proposed Additions to [Land Use Element](#):

#### [Policy LU-7.8 Civic + Cultural Connection Overlay District](#)

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

### Proposed Additions to [Cultural Element](#):

#### [Policy CUL-1.8](#)

Prioritize Civic and Cultural core enhancements on and around the City's property in Winslow.

#### [Policy CUL-3.7](#)

Support the expansion and enhancement of the Bainbridge Island Historical Society Museum and its grounds through public and private partnerships.

### Proposed Additions to the Winslow Subarea Plan; [Chapter 2 Land Use](#)

#### [Civic + Cultural Connection Overlay District](#)

[Policy 2-12.1](#) – Require below-grade parking to further the goals of making the Winslow downtown a pedestrian oriented town center where residents and visitors are encouraged to 'Park-First' and do their business on foot.

[Policy 2-12.2](#) – Offset the cost of below-grade parking by providing increased FAR. Encourage a diversity of housing to create a multi-generational and multi-income downtown core.

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

[Policy 2-12.4](#) – Encourage mixed-use development to enhance the livability and vitality of Winslow as well as increasing tourist opportunities for visitors. Or encourage culturally oriented uses to bolster the civic and cultural heart of downtown.

[Policy 2-12.5](#) – In addition to the specific policies listed for this overlay district, comply with policies 2-6.1 and 2-6.3 for the Central Core Overlay District.

Existing Winslow Subarea Plan Land Use Policies included with CPA application for reference:

*Policy 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 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.

**Not Included in CPA Application: Updating Development Standards ([BIMC Table 18.12.020-3](#))**

This CPA application outlines that the request for a new *Civic + Cultural Connection Overlay District* should have higher Floor Area Ratio (FAR) and maximum building height than the current *Central Core Overlay District* designation of the subject properties. Development regulations for the MUTC district only exist in the municipal code, and are not found in either the Comprehensive Plan or Winslow Subarea Plan, so the information provided by the applicant about suggested development regulations is not being evaluated as part of this application; however, the applicant had indicated that they will apply for “Legislative Review of Development Regulations” should the City Council ultimately opt to approve this CPA application. The suggested standards are shown below for context and would be thoroughly evaluated at the time of application for legislative review of development regulations.

Excerpt BIMC Table 18.12.020-3: Current & Suggested Development Standards for Subject Properties			
Development Standard		Central Core Overlay (Current)	Civic + Cultural Connection Overlay (Suggested)
Base FAR Max.	Commercial	0.6	2.5 FAR for residential, commercial, or mixed use development (see [2] suggested changes below)
	Residential	0.4	
	Mixed Use [2]	1.0	
Bonus FAR Max.	Residential	1.0	
	Mixed Use [2]	1.5	
Building Height	Base	35 feet	
	Bonus	45 feet (with underbuilding parking)	55 feet (with underbuilding parking)
Existing Footnote [2] In mixed use development, the established FAR in the residential and commercial components shall not be exceeded.			
<b><i>The applicant requests additional flexibility for or elimination of this footnote due to market conditions.</i></b>			

Please note the technical definitions of terms used in the above table can be found in [BIMC 18.12.050](#)<sup>1</sup>.

<sup>1</sup>Condensed definitions of relevant terms:

**Floor Area** is measured as the total area of all floors within the exterior vertical walls of a building. (If any room has a sloping ceiling, no portion of the room measuring less than five feet in height is counted.)

**Floor Area Ratio (FAR)** is a figure that expresses the total floor area as a multiple of the lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area prior to removal of lot area for dedication. Portions of parking located underground or underneath occupiable space are not counted in floor area ratio calculations, nor are listed historic structures. A 5,000 square foot building on a 10,000 square foot lot equates to a 0.5 FAR, no matter how many stories a building has. A one-story 5,000 square foot building has the same 0.5 FAR as a two-story building with 2,500 square feet per story in this example.

### III. EXISTING CONDITIONS

The subject properties are located at 187 Ericksen Avenue, however only one property fronts on Ericksen Avenue, and the 2<sup>nd</sup> property is behind (to the west). The front property is 0.81 acres in size and has long been developed with a building, approximately 5,426 sq. ft. in size (approximately 0.15 FAR) and likely originally used as a residence. The first floor has long been used as a commercial retail business (see photo at left below). For several years it has been the home of Pastiche Antiques. There is an apartment on the second floor of the building. The western subject property is 0.41 acres in size has no building and has a gravel parking lot approximately 13,000 square feet in size. This property also includes a narrow panhandle that serves as access south to Winslow Way West. See photo at right below.



**Land Use:** At this time, the MUTC is made up of 5 different overlay districts. The subject properties are located in the MUTC/Central Core Overlay District. The table below shows the adjacent district and uses to the subject properties.

Designation Adjacent to Subject Properties		Specific Property Uses
North	Ericksen Avenue Overlay District	Bainbridge Island Historical Museum
South	Central Core Overlay District	The Orchard commercial building
East	Ericksen Avenue Overlay District	Office & residential buildings
West	Central Core Overlay District	City-owned parking lot

The Winslow Subarea Plan was adopted in 1998 and was last updated in 2006. The current Winslow Subarea Plan applies to an area identified as the Winslow Study Area, encompassing approximately 1,527 acres north of Eagle Harbor on Bainbridge Island (see [Figures 2.2 and 2.3 in the Land Use Chapter of the WMP](#)). Winslow is the largest of the City’s *designated centers*.

**Transportation:** There is an existing sidewalk and paved shoulder along the Ericksen Avenue frontage of the subject properties. The [Islandwide Transportation Plan](#) has outlined future bike and sidewalk facilities that would be constructed through City capital projects or as conditions of a development permit. On March 22, 2022, the City Council adopted the [Sustainable Transportation Plan](#) and identified Scenario 2, “Connecting Centers” as the preferred implementation plan. The “Connecting Centers” plan calls for improvements to the bike facility along Ericksen Avenue.

Additionally, the subject properties are approximately 0.3 miles from the ferry terminal, which is served by Kitsap Transit. Scheduled routes connect destinations around the Island as well as to Poulsbo and Silverdale. The properties are connected via public sidewalks and informal pathways to the adjacent museum and to the northwest, to Bainbridge Performing Arts and City Hall.

**Utilities:** *Drinking water* at the subject properties is provided by the City.

*Public Sewer* at the subject properties is provided by the City of Bainbridge Island. See attached memo from Public Works Engineering Manager Paul Nylund for additional information.

**Natural Resources:** The subject properties are not on or adjacent to the City's *shoreline* areas.

There are no identified *critical areas* upon or adjacent to the subject properties.

#### IV. STAFF ANALYSIS

The subject properties are within the City's most dense overlay district under today's regulations; they are located where the City is currently focusing development and is likely to continue to focus development over time. Therefore, the concepts expressed in the application are clearly worthy of consideration.

Critically, though, an update to the Winslow Subarea Plan is already underway. The City issued a *Request for Proposals* in the summer and selected a consulting team led by LMN Architects for the project. The City Council approved a contract and scope of services for the project at their meeting on [October 11, 2022](#). Work on the project will begin in late October 2022 and is estimated to last approximately one year. The scope includes reviewing zoning, development standards, boundaries, and other regulations that relate to the proposal for a Civic and Cultural Connection Overlay.

#### V. DECISION CRITERIA + STAFF RECOMMENDATION

There are five decision criteria to evaluate for Comprehensive Plan Amendments, outlined in [BIMC 2.16.190.H](#). The criteria and staff analysis are below.

**Decision Criteria. The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:**

**1. Compliance with Law. Amendments to the comprehensive plan shall comply with the Growth Management Act and other state and federal laws.**

*Staff Response:* This CPA application would comply with federal laws and would be supported by other GMA goals to focus future development generally and particularly housing within centers or urban areas to prevent sprawl.

**2. Resources.**

**a. The city must have the resources, including staff and budget, necessary to implement the proposal.**

**b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.**

**c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.**

*Staff Response:* The City does not have the staff resources to pursue multiple avenues such as would be the case if the CPA application were approved at the same time the Winslow Subarea Plan is underway. The CPA proposal itself is unlikely to have significant adverse impacts on community resources, as it would promote infill development, but will need to be studied in the context of the entire Winslow Subarea planning effort to fully gauge possible impacts to public facilities and services.

**3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.**

*Staff Response:* As described in the application materials, this CPA application would be supported by the City's general growth strategy to focus development in designated centers (see [Land Use Element Goals 4-7 and supporting policies](#) of the Comprehensive Plan). However, creating a new MUTC Overlay district, or any other changes to the land use designations in the greater Winslow area, are ideas that can and should be evaluated through the Winslow Subarea Plan Update project.

**4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.**

*Staff Response:* This CPA does not impact and is not impacted by the other four CPA applications under consideration during the 2022 CPA cycle.

**5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.**

*Staff Response:* The CPA proposal itself is unlikely to have significant adverse impacts on public health, safety, and welfare, as it would promote infill development. Creating a new MUTC Overlay district, or any other changes to the land use designations in the greater Winslow area, are ideas that can and should be evaluated through the Winslow Subarea Plan Update project.

**Staff Recommendation:** Staff recommends **DENIAL** of this CPA application at this time in acknowledgement that work is beginning on the Winslow Subarea Plan Update project. The ideas and changes that are described in this CPA application are valid, timely, and should be evaluated through the Winslow Subarea Plan Update project. City staff recommends that through that project, the City consider whether changes to existing Winslow boundaries and land use districts are necessary in order to fulfill existing and future goals for the greater Winslow area.

## VI. NEXT STEPS

After the Planning Commission completes its study session on the Haggar Scribner Properties CPA, the next step for this application is to hold a public hearing. Public hearings on all five CPA applications are planned for November 10, 2022. Ultimately, the Planning Commission must make a recommendation of approval, conditional approval, or denial to the City Council.

## VII. ATTACHMENTS

- Haggar Scribner Subarea CPA Application (City Permit File [PLN52152 CPA](#))
- Haggar Scribner Survey
- CPA Application Site Plan and Narrative application document
- October 5, 2022 additional narrative submitted by Haggar Scribner agent, Kim McCormick Osmond
- COBI Department of Public Works Memorandum



## Land Use Application

Supporting documents are required for project review.  
See the [Administrative Manual for Planning Permits](#) and [Fee Schedule](#) for permit submittal requirements and fees.

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

Property Owner(s)	Site Address	Parcel Numbers
HAGGAR SCRIBNER PROPERTIES, LLP	187 ERICKSEN AVE NE BAINBRIDGE ISLAND, WA 98110	262502-3-047-2004; 262502-3-053-2005

Select Application Type **COMPREHENSIVE PLAN AMENDMENT**

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

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

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

### Project Name and Description

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

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

City of Bainbridge Island  
Department of Planning & Community Development  
280 Madison Ave N  
Bainbridge Island, WA 98110  
[PermittingSubmittal@bainbridgewa.gov](mailto:PermittingSubmittal@bainbridgewa.gov)



### Project Contacts

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

**Property Owner** HAGGAR SCRIBNER PROPERTIES, LLP

**Mailing Address:** HAGGAR SCRIBNER PROPERTIES LLP, P.O. BOX 10220, C/O WINDERMERE, BAINBRIDGE ISLAND, WA 98110

---

**Email:** THAGGAR@MSN.COM

**Phone:** 206-817-2250

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

HENRY ZIMMERMAN, ZGF ARCHITECTS LLP

**Mailing Address:** 925 FOURTH AVE, STE 2400, SEATTLE, WA 98104

---

**Email:** HENRY.ZIMMERMAN@ZGF.COM

**Phone:** 206-245-7091

#### Statement of Affirmation REQUIRED

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

TOM HAGGAR, MANAGING PARTNER, HSP LLP  
Owner Name - Print

*Thomas D. Hagggar*  
Owner Name - Signature

Feb 23, 2022  
Date

\_\_\_\_\_  
Owner Name - Print

\_\_\_\_\_  
Owner Name - Signature

\_\_\_\_\_  
Date

HENRY ZIMMERMAN, ZGF ARCHITECTS LLP  
Agent Name and Business Name - Print

*Henry Zimmerman*  
Agent Name - Signature

2022-02-23  
Date

City of Bainbridge Island  
Department of Planning & Community Development  
280 Madison Ave N  
Bainbridge Island, WA 98110  
[PermittingSubmittal@bainbridgewa.gov](mailto:PermittingSubmittal@bainbridgewa.gov)

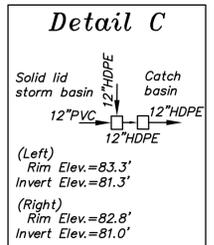
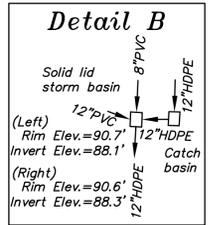
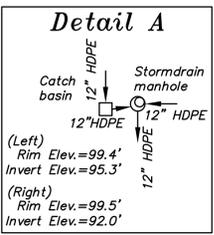
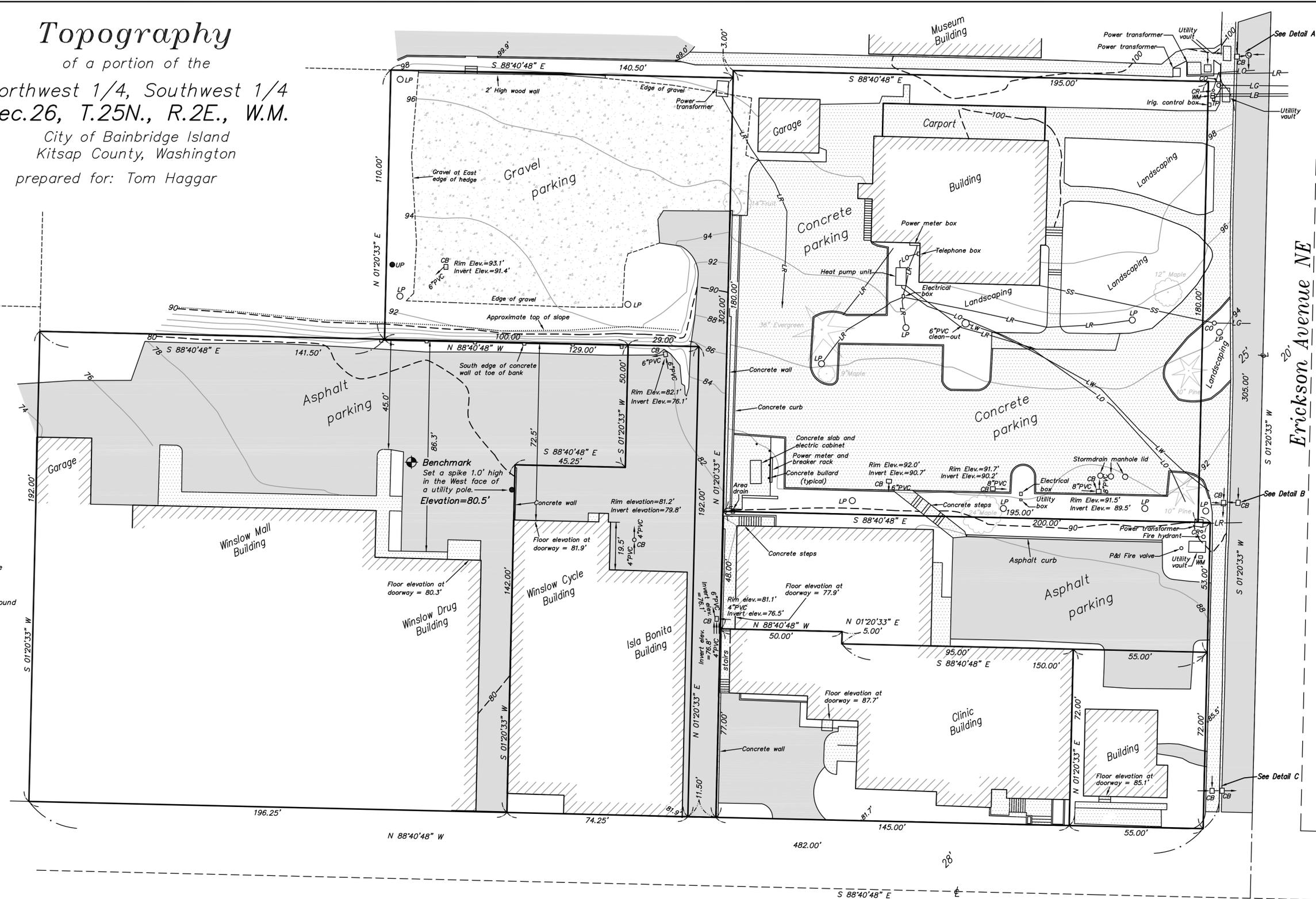
# Topography

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

Scale: 1" = 20'  
 Assumed

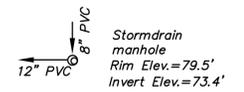
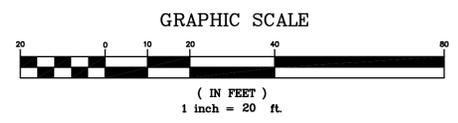
- Legend**
- = Evergreen tree
  - = Deciduous tree
  - COO = Sewer cleanout
  - CR O = Cable riser
  - WM < = Water meter
  - TP □ = Telephone pedestal
  - CB □ = Catch basin
  - LP O = Light pole
  - UP ● = Utility pole
  - LB — = Underground locate blue stripe
  - LG — = Underground locate green stripe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

- = Areas of asphalt paving
- = Areas of concrete surface
- = Areas of gravel surface
- 99.9' = Spot elevation



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

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



**ADAM & GOLDSWORTHY, INC.**  
 LAND SURVEYING

1015 NE HOSTMARK ST. (360)779-4299  
 POULSBORO, WA 98370 (206)842-9598  
 DATE 03/04/15 FIELD BOOK 1027,1029,1323  
 DRAWING 5587T SHEET 1/1



# CIVIC + CULTURAL CONNECTION OVERLAY

COMPREHENSIVE PLAN AMENDMENT PROPOSAL 2022

CITY OF BAINBRIDGE ISLAND  
02.28.2022



OWNER

Haggar Scribner  
Properties LLP

ARCHITECT

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

LANDSCAPE ARCHITECT

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

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

# 01 INTRODUCTION

## TEAM

### OWNER:

Haggar Scribner Properties LLP

### ARCHITECT:

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

### LANDSCAPE ARCHITECT:

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

### PROPOSED OVERLAY DISTRICT PARCELS:

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

### POTENTIAL PARCELS ADDED TO OVERLAY DISTRICT PROPOSED:

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

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

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

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

## INTRODUCTION

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

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

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

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

### PARCELS, FROM LEFT TO RIGHT:

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



VICINITY MAP

## NATURE AND REASON FOR THE PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

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

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

- **Floor Area Ratio (FAR) of 2.5,**

- **an additional 10 feet in height** (45'-0" base height / 55'-0" bonus height with below-grade parking,) and

- **flexibility in, or removal of, the use-mix-ratio between residential and commercial for a mixed-use project.**

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

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

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

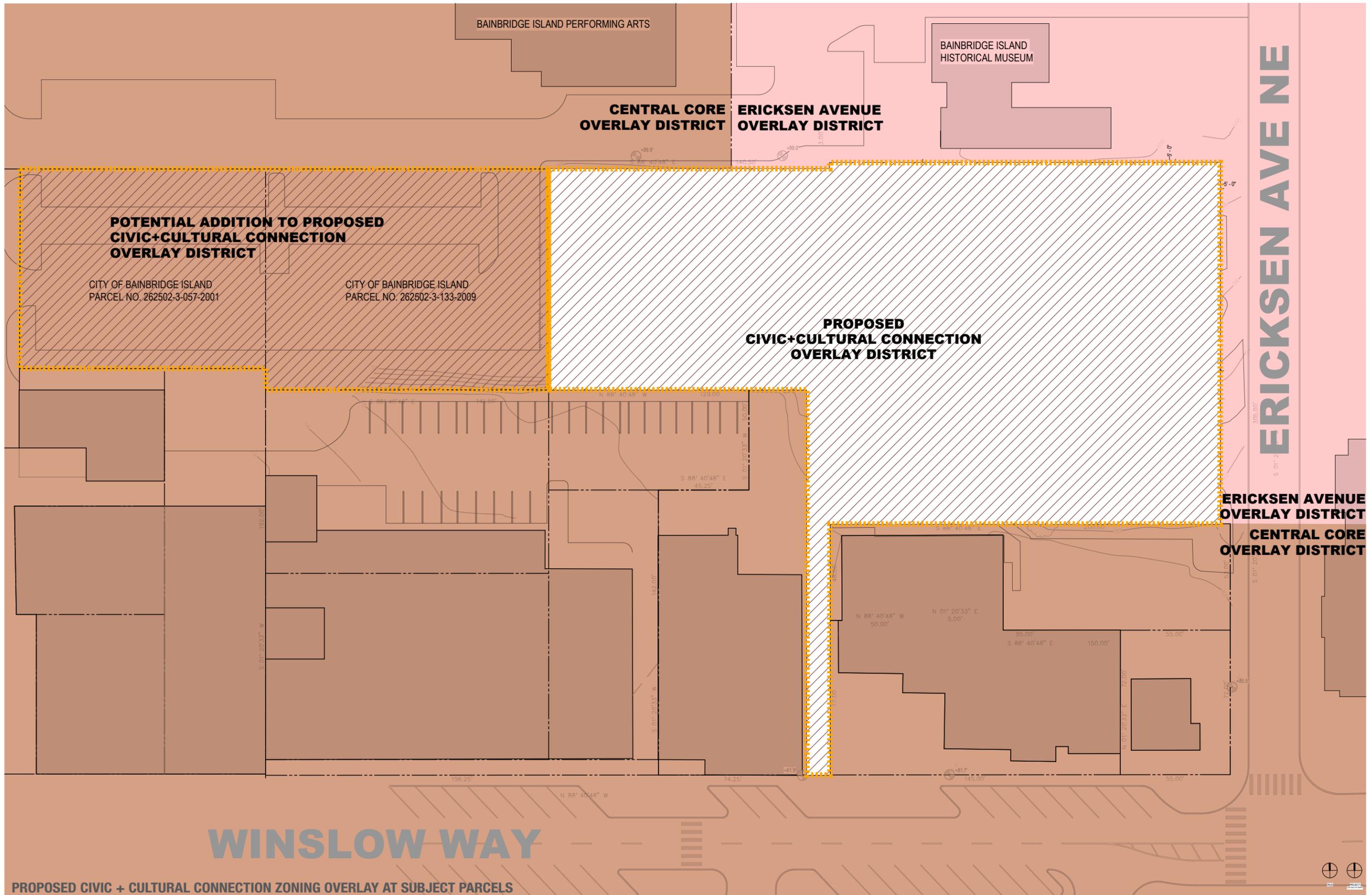
1. Accommodating needed multifamily rental housing density and variety—including aging-in-place apartments, work-live spaces, and appropriately-priced workforce housing for the ‘missing-middle’ —in an ‘infill’ location in Winslow
2. Accommodating that density off Winslow Way, allowing the ‘Historic small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

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

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

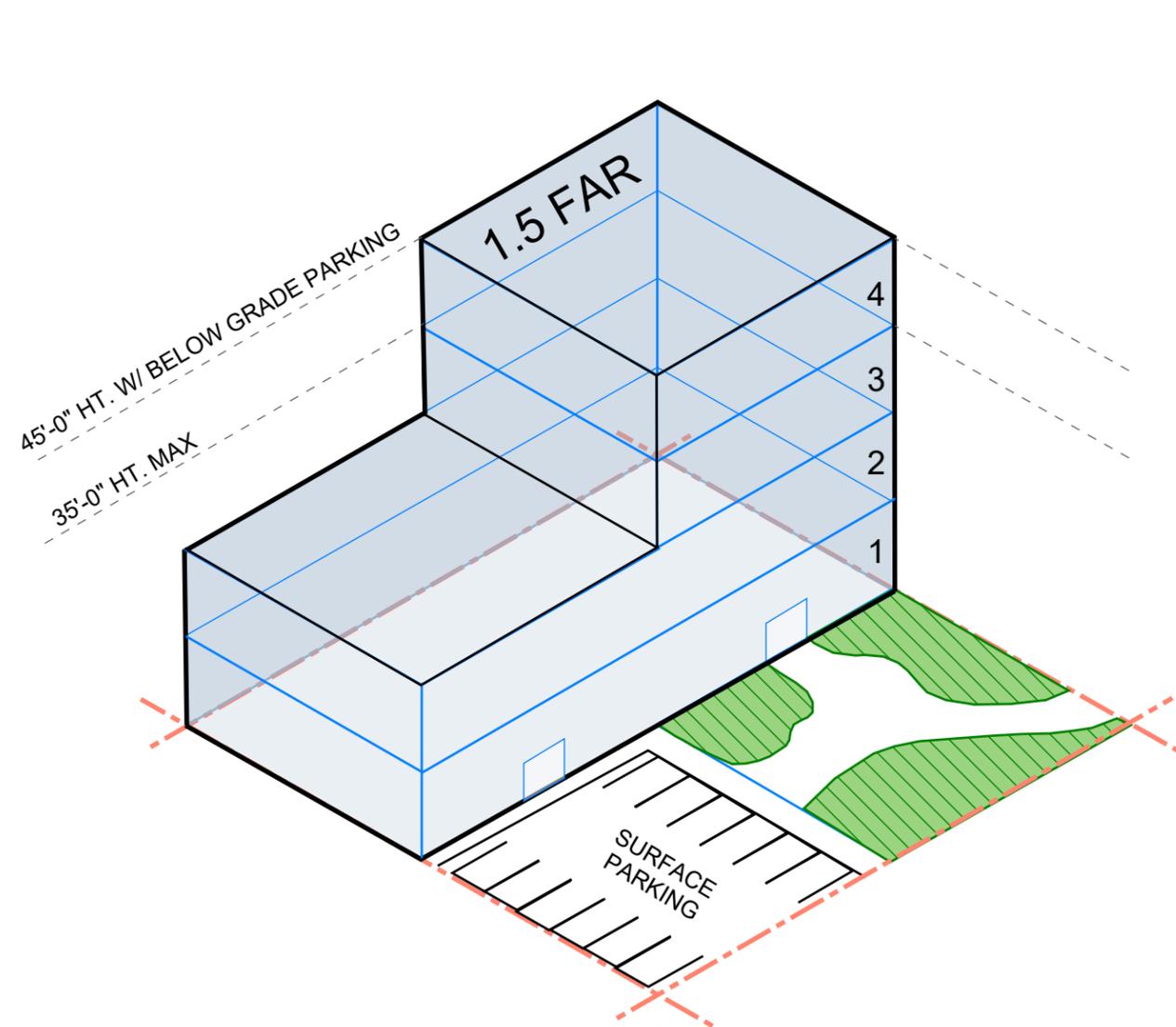




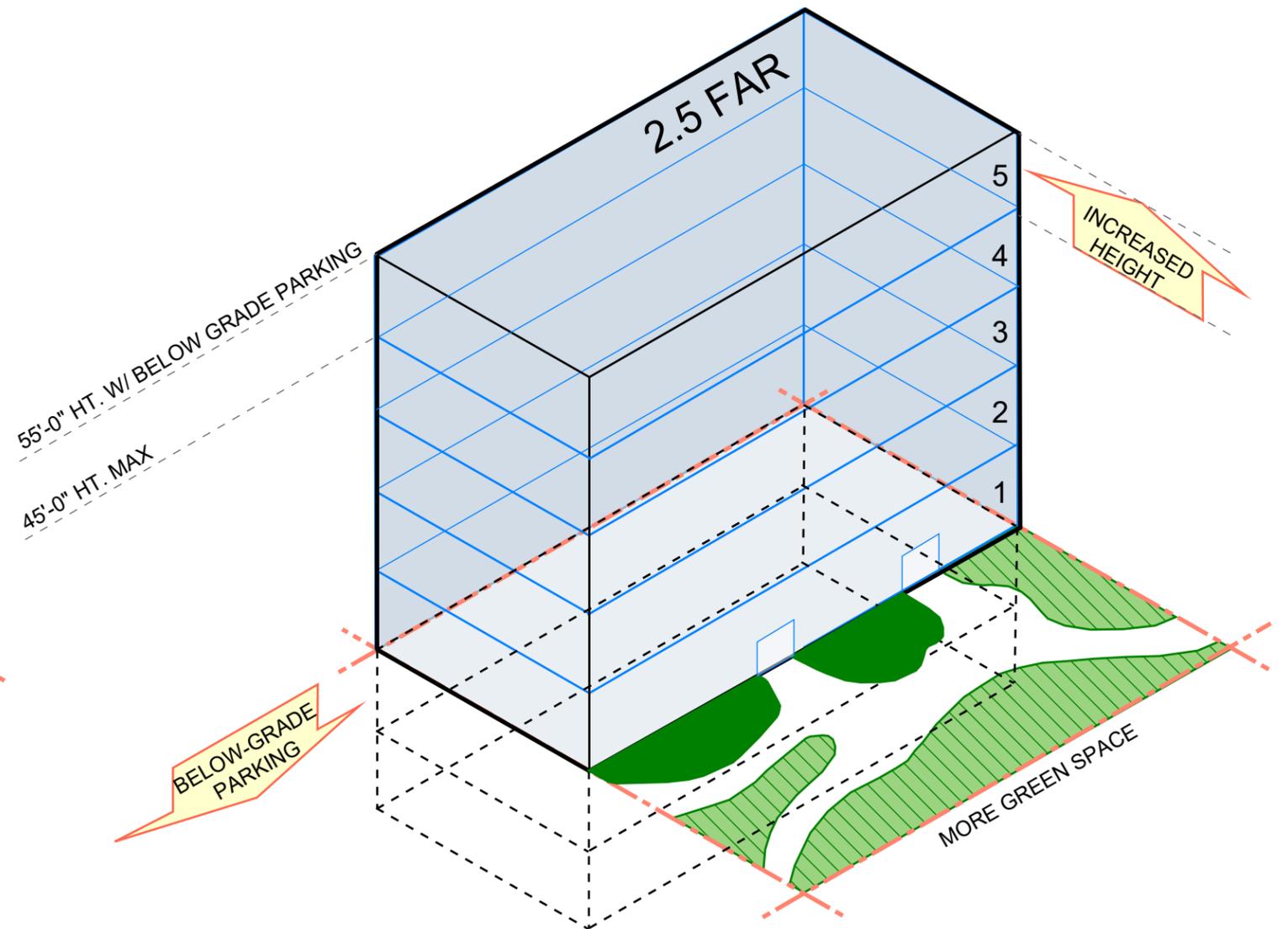


PROPOSED CIVIC + CULTURAL CONNECTION ZONING OVERLAY AT SUBJECT PARCELS

**PROPOSED CIVIC + CULTURAL CONNECTION OVERLAY  
ZONING CRITERIA**



Current Baseline FAR and Height Limit at Subject Parcels



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

## PROPOSED AMENDATORY LANGUAGE / SPECIFIC SUGGESTED CHANGES TO THE PLAN

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

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

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

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

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

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

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

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

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

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

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

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

*Included for reference;*

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

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

Suggested modifications to the Comprehensive Plans Cultural Element:

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

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

# 02 ALLOCATING DENSITY / PRESERVING ISLAND CHARACTER AND RESOURCES

## ALLOCATING DENSITY

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

## PRESERVING THE ISLAND'S RURAL CHARACTER AND NATURAL RESOURCES

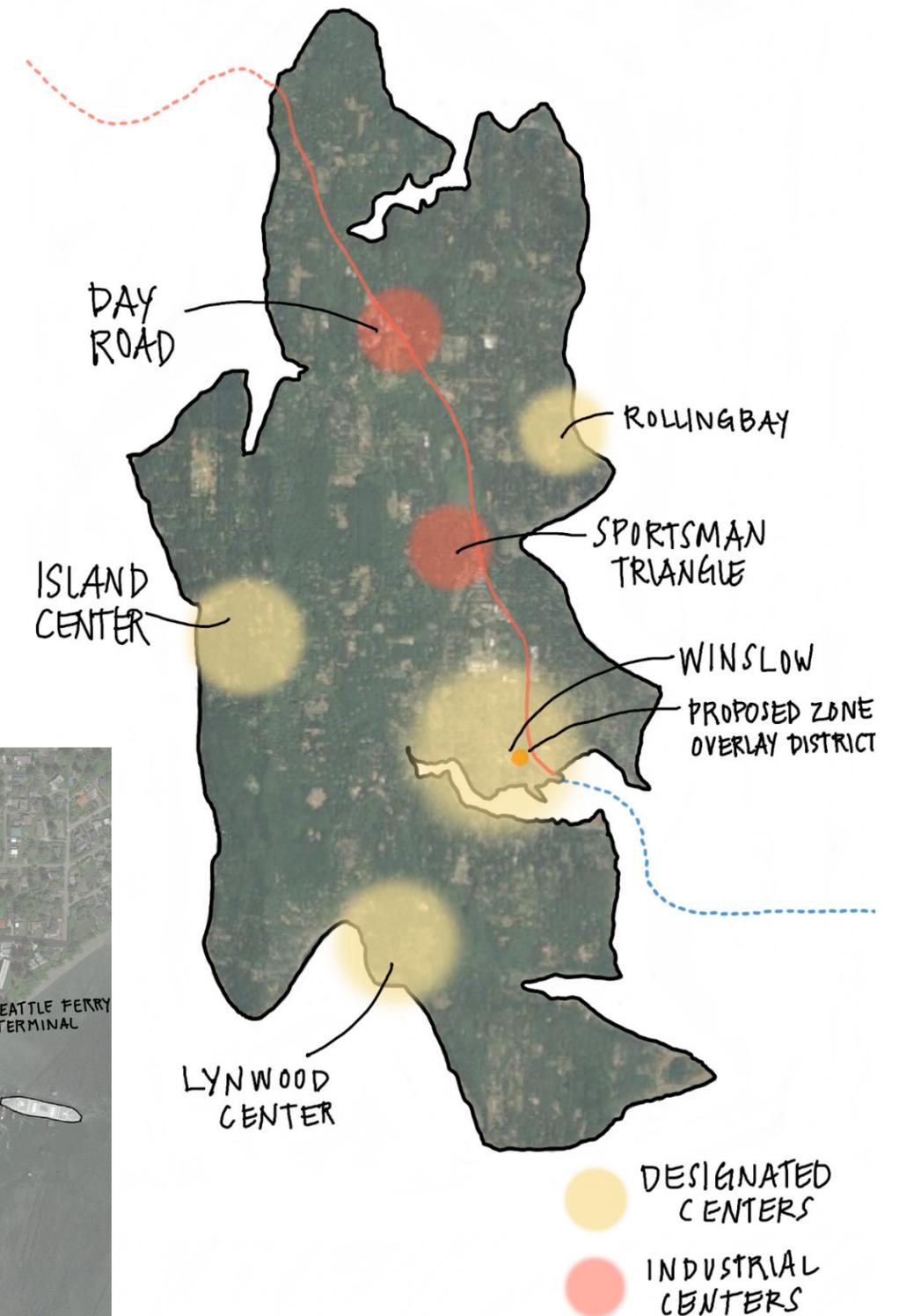
Protecting and preserving the environment on the Island is heralded as one of the special characteristics of the Island that draws people from all over and makes Bainbridge a model community. At odds with increasing density, however, is preserving the small-town character of Winslow Way. Increases in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

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

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



EAGLE HARBOR CONTEXT MAP



BAINBRIDGE NEIGHBORHOOD CENTERS

Focus growth in already dense areas



**ARTIST'S SKETCH**

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

# 03 WALKABILITY OF WINSLOW / 'PARK-FIRST'

## WALKABILITY OF WINSLOW

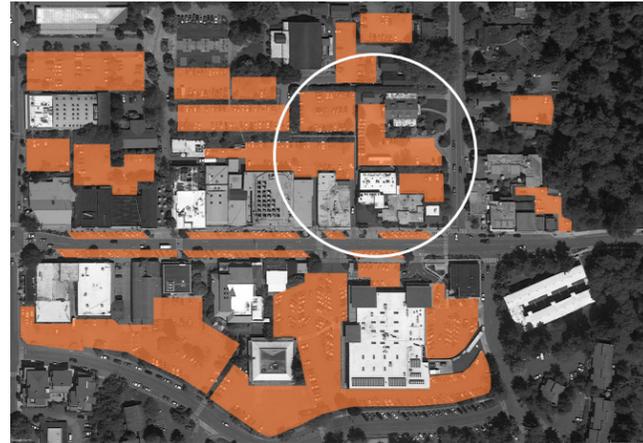
Maintaining, promoting and increasing the pedestrian orientation of Winslow is critical to the success of this small-town community and another defining special characteristic. Currently, most parking in Winslow is surface parking that occupies a significant amount of space that could otherwise be dedicated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

## 'PARK-FIRST'

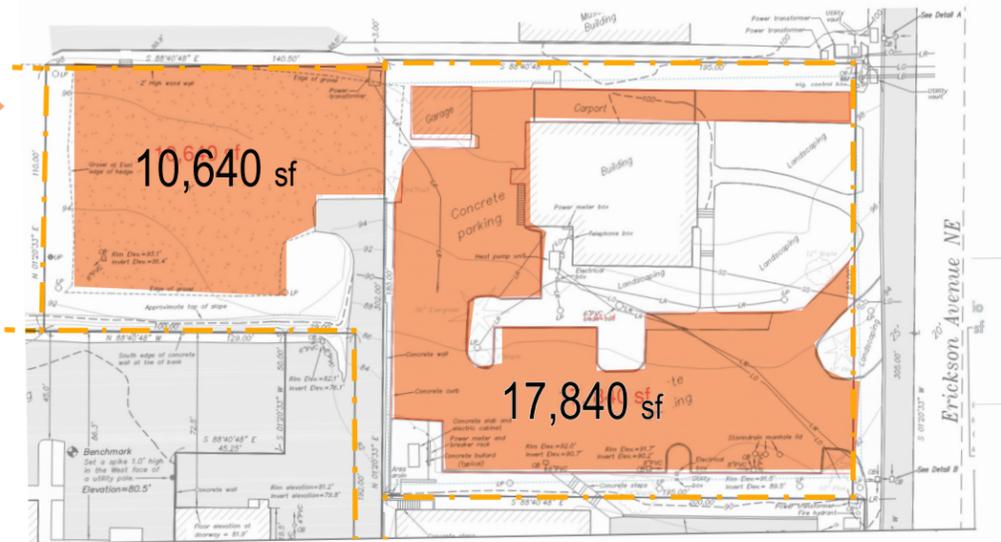
The subject parcels of this amendment were identified in a 2007 study by the City of Bainbridge Island and LMN architects 'Winslow Core Parking Feasibility Study' as well as Chapter 6 of the Winslow Master Plan, as an ideal location for a parking structure combined with the city's parcel to the west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

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

EXISTING SURFACE PARKING IN WINSLOW'S CENTRAL CORE



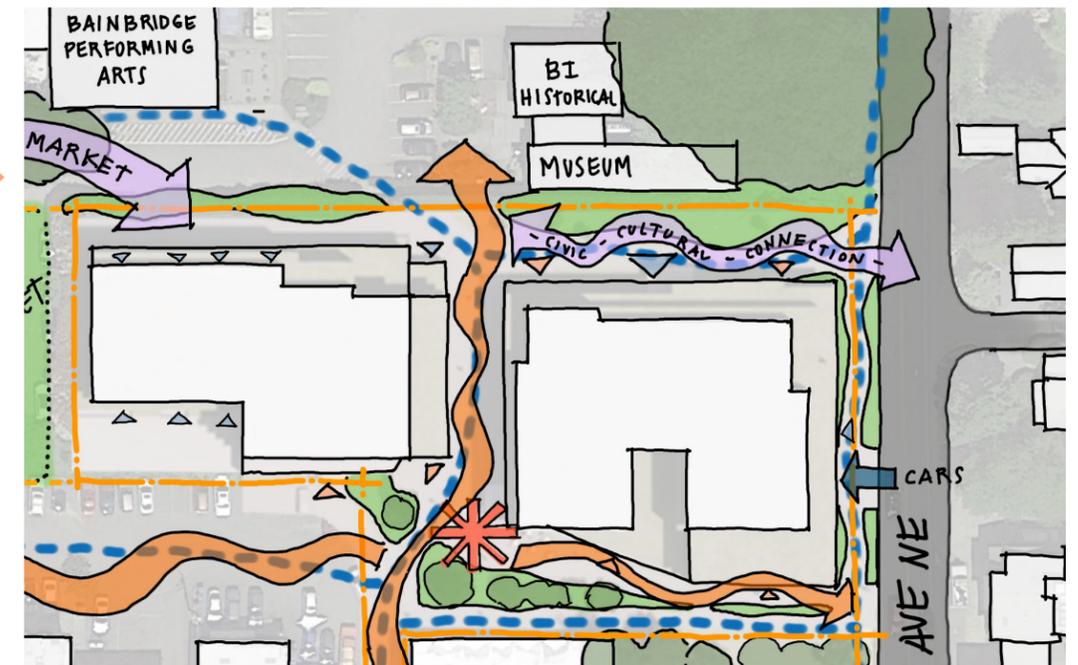
BEFORE: ABOVE GRADE PARKING; 28,500 SF



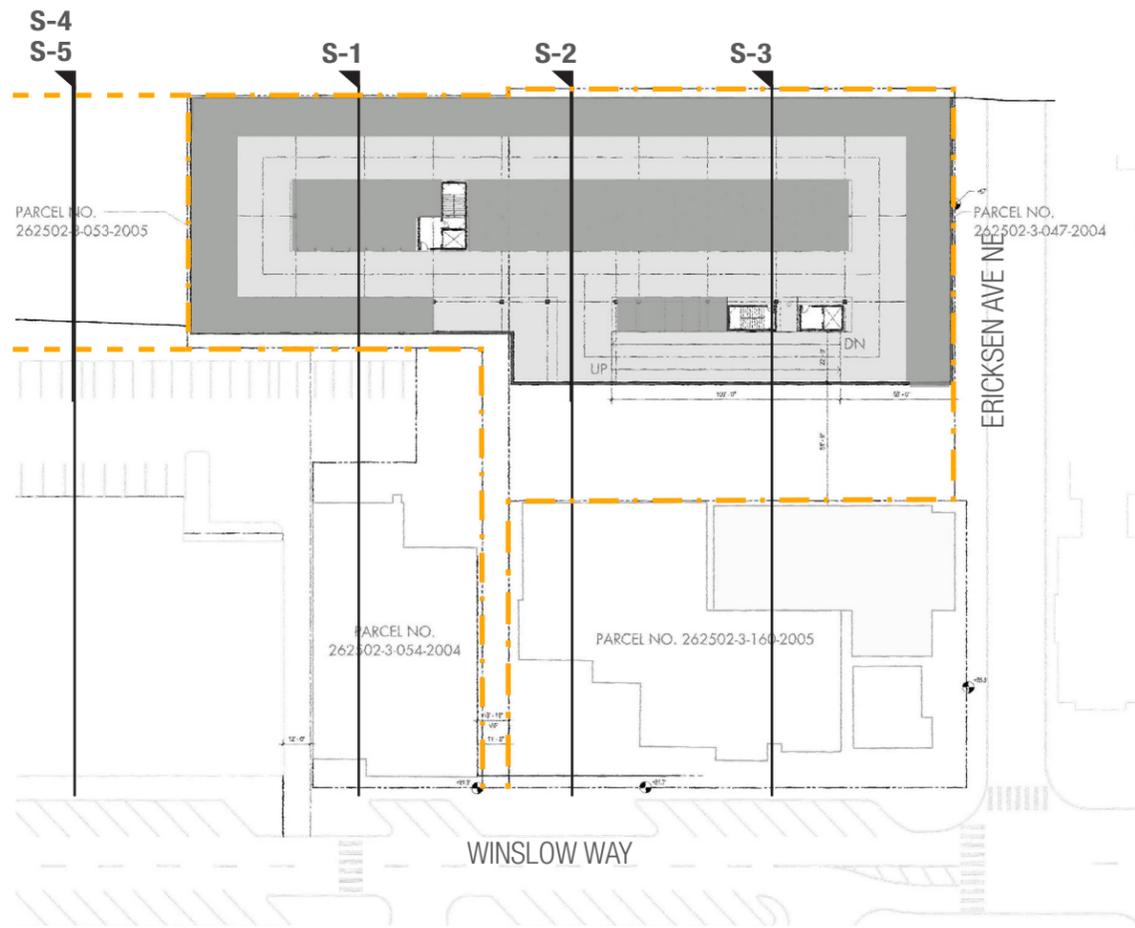
POTENTIAL SURFACE PARKING IN WINSLOW'S CENTRAL CORE WITH ZONING OVERLAY



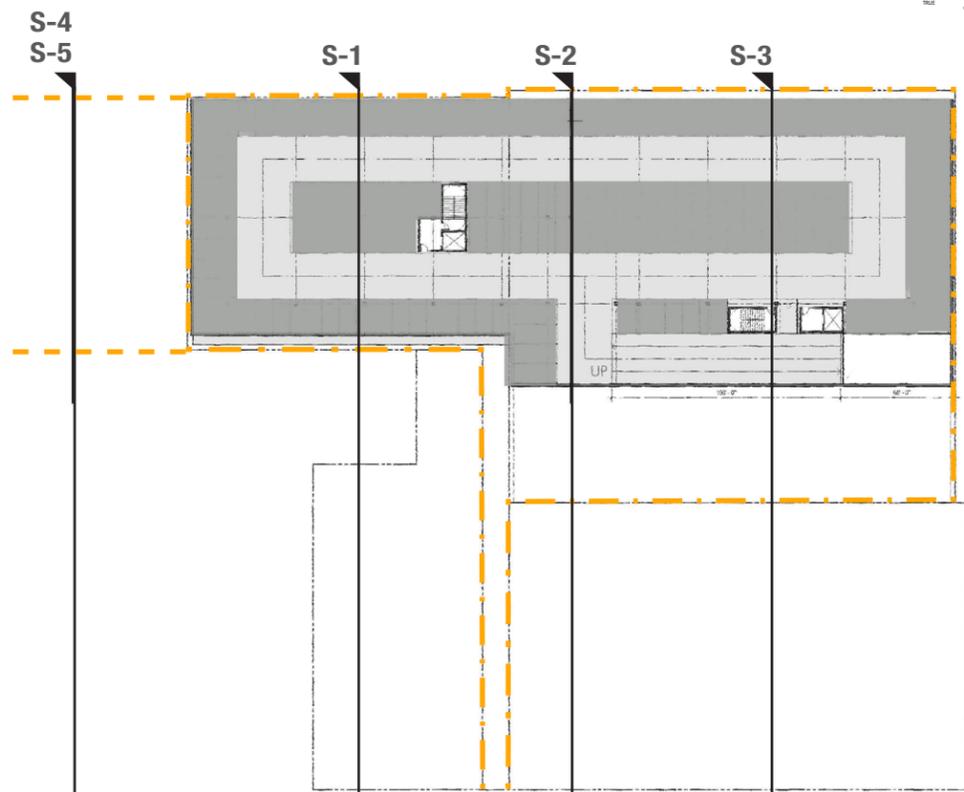
AFTER: BELOW GRADE PARKING



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

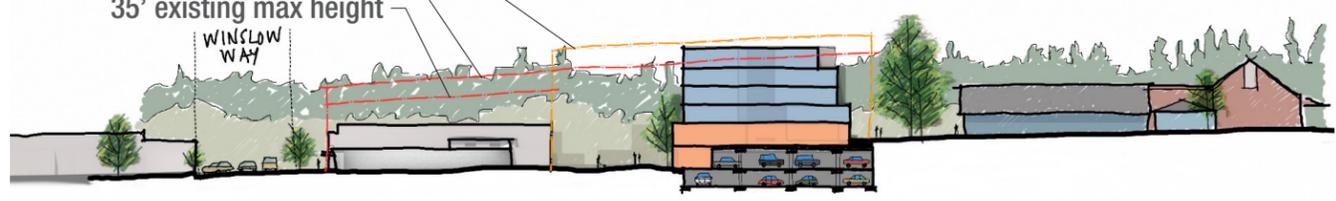


CONCEPTUAL BELOW-GRADE PARKING PLAN; LEVEL P1

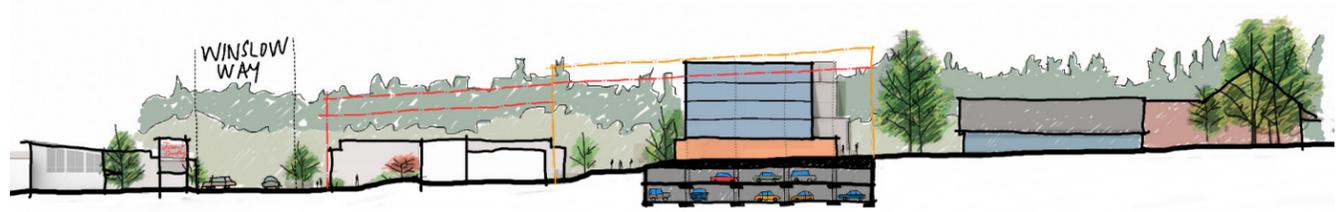


CONCEPTUAL BELOW-GRADE PARKING PLAN; LEVEL P2

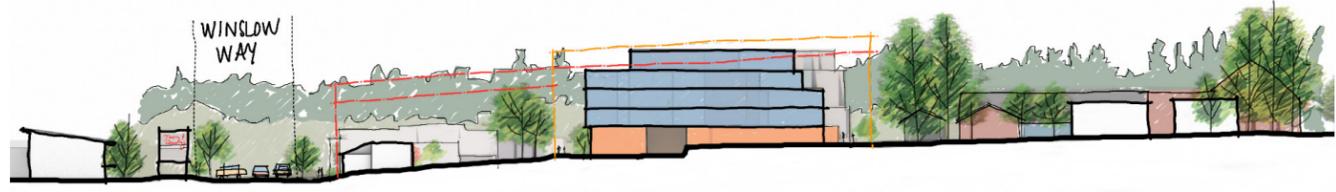
55' proposed max height w/ bonus  
 45' existing max height w/ bonus  
 35' existing max height



S-1



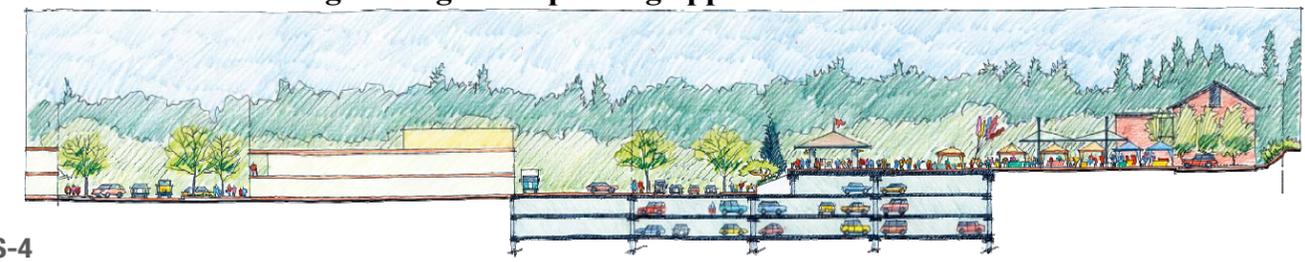
S-2



S-3

SECTION OPPORTUNITIES ON SUBJECT PARCELS IN PROPOSED ZONING OVERLAY

Cross-section showing underground parking opportunities in 2010.



S-4

Cross-section showing underground parking opportunities in 2025.



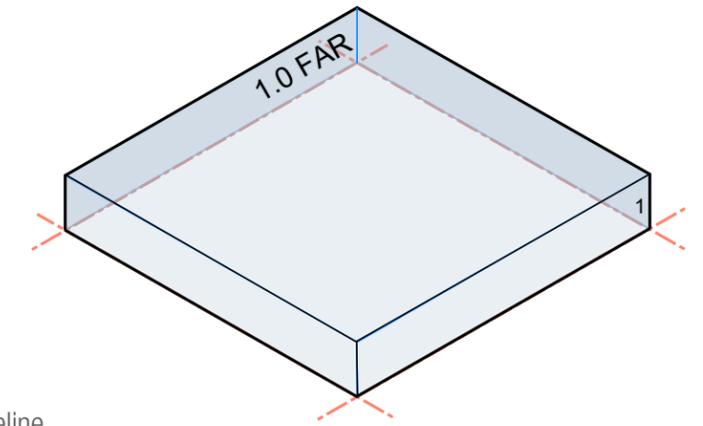
S-5

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

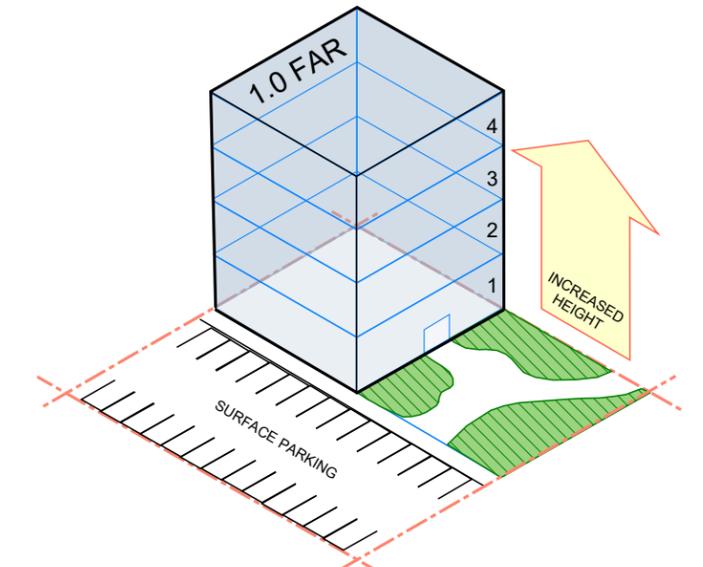


**ARTIST'S SKETCH**

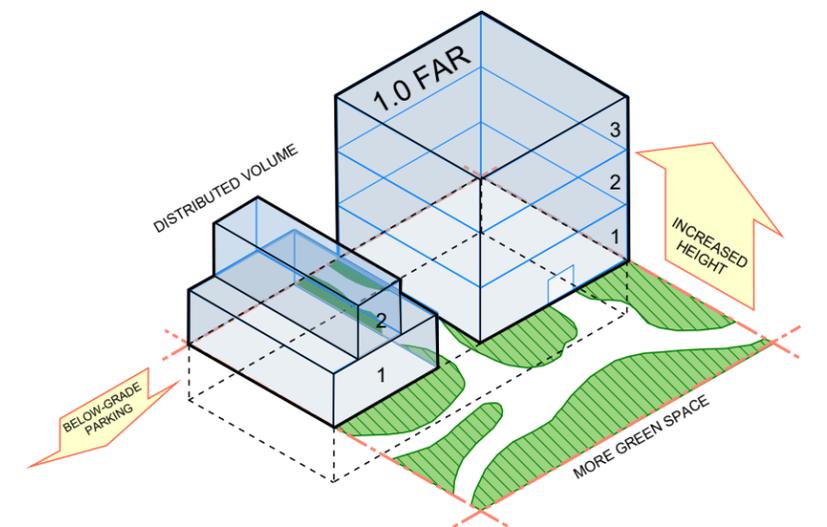
View from The Orchard/Former Virginia Mason Clinic looking north at pedestrian connections and potential project massing in proposed zoning overlay



Baseline

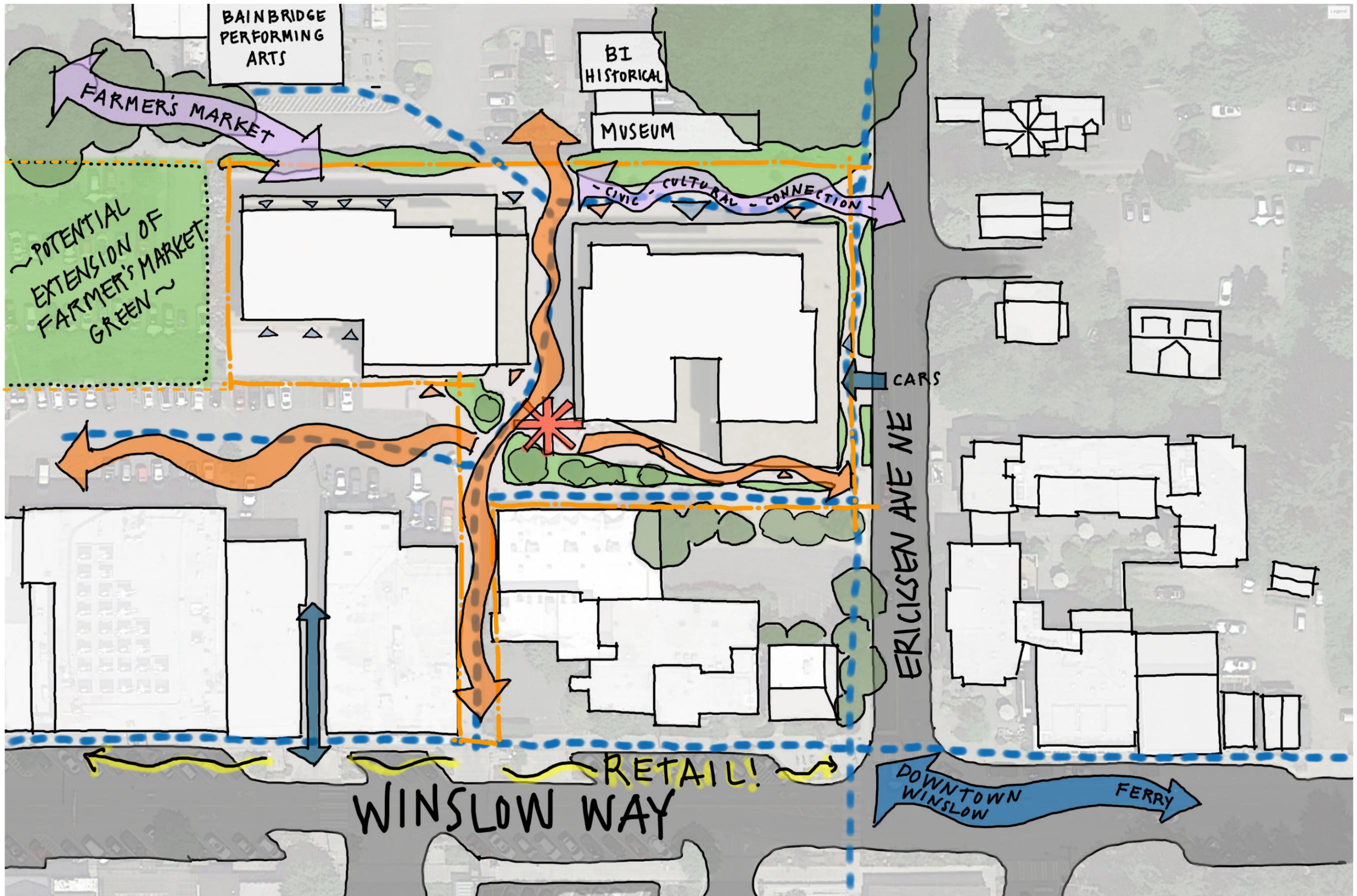


Increased Height allows for other uses at grade



Underground parking allows for more pedestrian oriented development opportunities

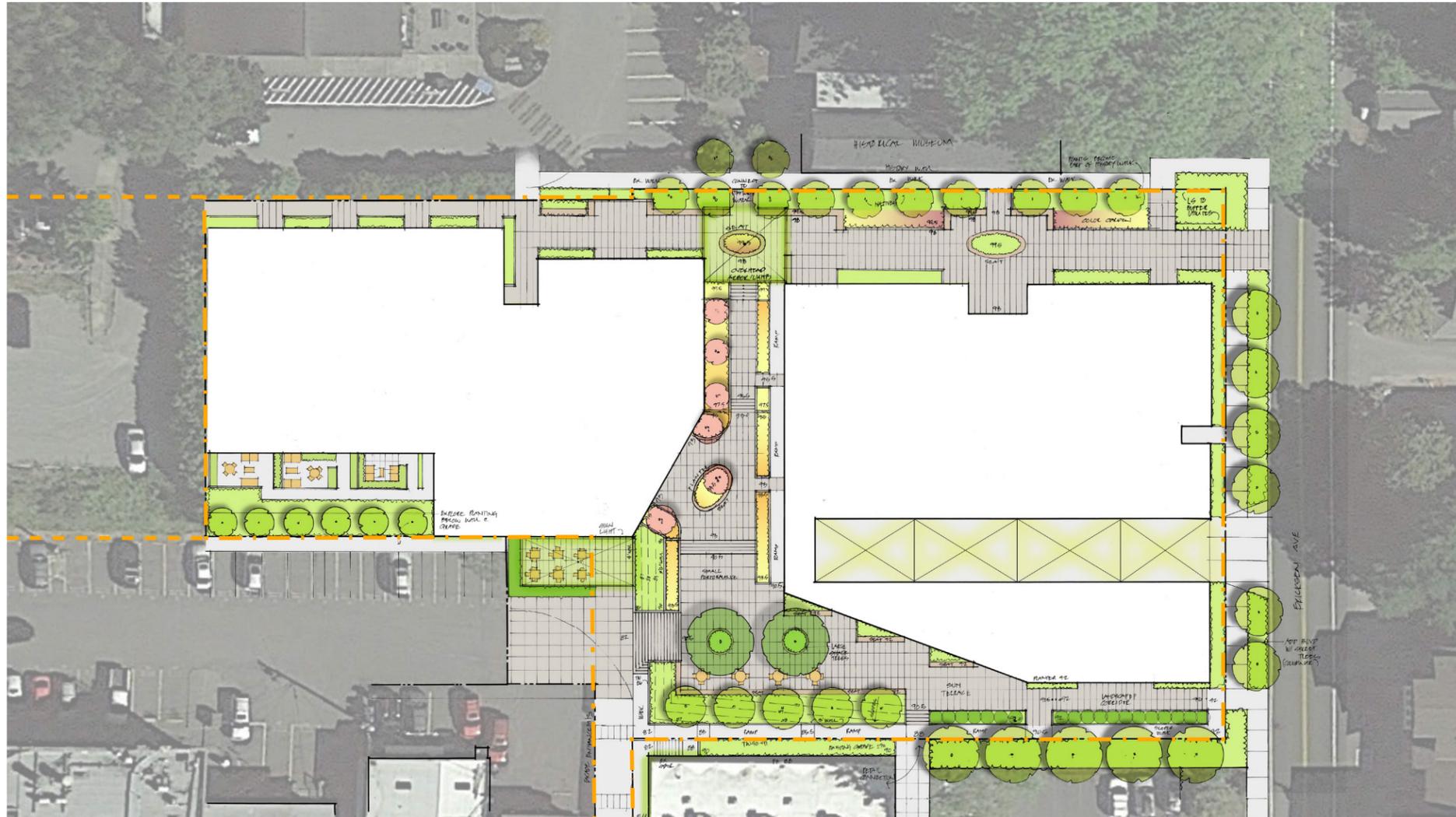
**ZONING IMPLICATIONS ON SUBJECT PARCELS**



ZONING OVERLAY OPPORTUNITIES

# WALKABILITY OF WINSLOW

## Potential site design opportunities in proposed zoning overlay



POTENTIAL LANDSCAPE PLAN SHOWN W/ PROPOSED OVERLAY DISTRICT



# 04 SUPPORTING ARTS, CULTURE, HISTORY AND VISITORS

## ARTS CULTURE HISTORY AND VISITORS

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

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

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

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



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



**POTENTIAL PROMENADE**



**ARTIST'S SKETCH**

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

# 05 APPROACH TO HOUSING VITALITY IN WINSLOW

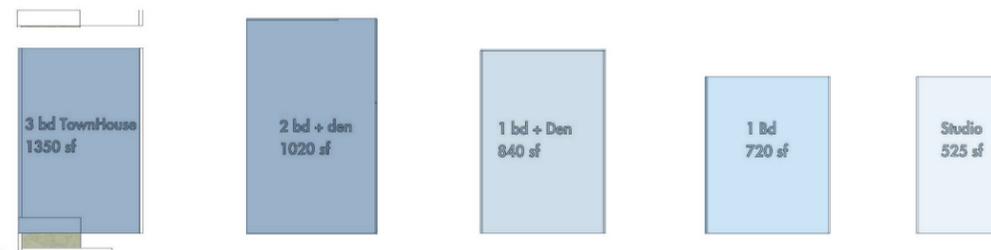
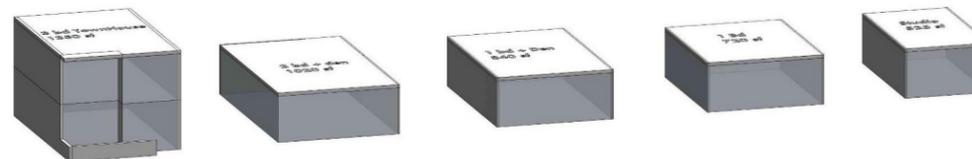
## APPROACH TO HOUSING VITALITY IN WINSLOW

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

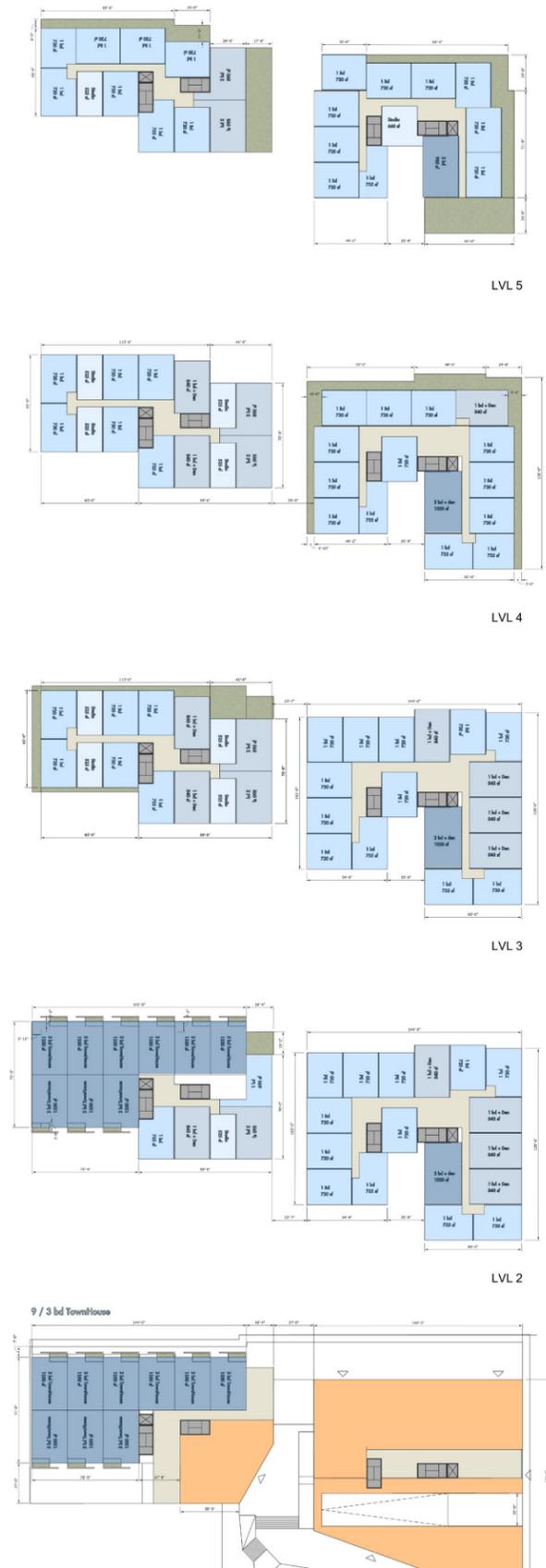
(Guiding Policy 1.2, Guiding Principle #3, Guiding Policy 3.1, Guiding Principle #6, Guiding Policy 6.2, Policy LU 4.1, Policy LU 5.1, Policy LU 5.7, Policy LU 6.2, GOAL LU-7, Policy LU 7.3, Policy EC 5.2, GOAL HO-1, Policy HO 1.3, Policy HO 1.4, Policy HO 1.5, GOAL HO-3, Policy HO 3.1, Policy HO 3.7,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



PROPOSED OVERLAY DISTRICT FOSTERS PLANNED TOGETHERNESS



MULTIFAMILY RENTAL UNIT VARIETY



OPPORTUNITIES FOR HOUSING VARIETY WITHIN PROPOSED ZONING OVERLAY

# APPENDIX A COMPLIANCE WITH BIMC 2.16.190.H

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**densities generally lower the per capita cost to provide urban governmental services.**

(b) **Densities should be higher in areas with a high local transit level of service.** Generally, a minimum of seven to eight dwelling units per acre is necessary to support local urban transit service. Higher densities are preferred around high-capacity transit stations.

(c) The areas and densities within an urban growth area must be sufficient to accommodate the portion of the twenty-year population that is allocated to the urban area. Urban densities should allow accommodation of the population allocated within the area that can be provided with adequate public facilities during the planning period.

(d) Counties and cities should establish significantly higher densities within regional growth centers designated in RCW 47.80.030; in growth and transportation efficiency centers designated under RCW 70.94.528; and around high-capacity transit stations in accordance with RCW 47.80.026. Cities may also designate new or existing downtown centers, neighborhood centers, or identified transit corridors as focus areas for infill and redevelopment at higher densities.

(e) **Densities should allow counties and cities to accommodate new growth predominantly in existing urban areas and reduce reliance on either continued expansion of the urban growth area, or directing significant amounts of new growth to rural areas.**

(f) The densities chosen should accommodate a variety of housing types and sizes to meet the needs of all economic segments of the community. The amount and type of housing accommodated at each density and in each land use designation should be consistent with the need for various housing types identified in the housing element of the comprehensive plan. (emphasis added).

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

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

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

# APPENDIX B COMPREHENSIVE PLAN GOALS AND POLICIES

## COMPREHENSIVE PLAN - APPENDIX OF GOALS AND POLICIES IN THE CONTEXT OF THE PROPOSAL

### TABLE OF CONTENTS:

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

### 1. GUIDING PRINCIPLES

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

- b. **Guiding Principle #2** - Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient *groundwater* for future generations.
  - i. **Guiding Policy 2.1** - Manage the water resources of Bainbridge Island for the present and the future, recognizing that the Island's finite *groundwater* resources [*aquifers*] are the sole source of our residents' water supply and are critical perennial sources for our surface waters and the ecosystems they support.
    1. **Proposal Context:** *Through the mitigation of sprawl by concentrating density in the island's neighborhood center's the project set's an example for future development, as well as following the long-range planning goals in this Comprehensive Plan, that will preserve more open space and aquifer recharge area throughout the island.*
  - ii. **Guiding Policy 2.2** - As part of long-range land use planning, consider the impacts of future development to the quality and quantity of water that will be available to future Islanders and to the natural environment. Maintain sustainable *groundwater* withdrawal, protect aquifer recharge areas, guard against seawater intrusion and prevent adverse impacts to water quality from surface pollution.
    1. **Proposal Context:** *Through the mitigation of sprawl by concentrating density in the island's neighborhood center's the project set's an example for future development, as well as following the long-range planning goals in this Comprehensive Plan, that will preserve more open space and aquifer recharge area throughout the island.*
- c. **Guiding Principle #3** - Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.
  - i. **Guiding Policy 3.1** - Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote plans, projects and proposals to create *affordable housing*.
    1. **Proposal Context:** *Project seeks to provide housing to fill a need – Aging-in-place housing. Currently, most who seek to sell their houses and downsize, move off the island. Project seeks to retain these residents who already have Bainbridge Island Values to help strengthen the community and provide greater continuity in citizenship.*
  - ii. **Guiding Policy 3.3** - Support, protect and enhance the value of the arts and humanities as essential to education, quality of life, economic vitality, the broadening of mind and spirit, and as treasure in trust for our descendants.
    1. **Proposal Context:** *Proposal aims to use the increased density and height to allow below grade parking to work economically which would in turn allow greater pedestrian realm enhancements and offer the ability to create open space that could link to and enhance adjacent properties. The adjacency to Civic and Cultural amenities on the city's property would allow these public realm enhancements to have more of an impact on the public at large.*
- d. **Guiding Principle #4** - Consider the costs and benefits to Island residents and property owners in making *land use* decisions.
- e. **Guiding Principle #5** - The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

- i. **Guiding Policy 5.1** - Regulate all development on the Island consistent with the long-term health and carrying capacity of its natural systems.
  - 1. **Proposal Context:** *Accommodating Growth in the Island's Town Center supports the preservation of open space by concentrating density. Moreover, developing an infill lot meets third-party recommendations for how Winslow needs to add density. [clarify]*
- f. **Guiding Principle #6** - Nurture Bainbridge Island as a *sustainable community* by meeting the needs of the present without compromising the ability of future generations to meet their own needs.
  - 1. **Proposal Context:** *The increased density proposed on the subject parcel, not only serves a current need on the island, but will allow more continuity in residency for future generations on the island. Developing density on the subject parcels will act as infill development in Winslow which is needed currently to increase population in a sustainable manner while avoiding sprawl and development of peripheral parcels that could be preserved as rural open space.*
  - ii. **Guiding Policy 6.2** - Promote an equitable social environment on the Island by addressing basic human needs including *affordable housing*, personal health and safety, mobility and increased access to human services, civic and cultural amenities.
    - 1. **Proposal Context:** *The proposal seeks to enhance mobility and access on the site and encourage an accessible pedestrian and bicycle oriented downtown Winslow core by pushing parking below grade and increasing height to allow more open space at grade.*
  - iii. **Guiding Policy 6.3** - Promote economic *sustainability* and work to provide economic opportunities for all community residents.
    - 1. **Proposal Context:** *By reinforcing the Winslow core with new commercial space, and more residents to support downtown businesses, the project would help anchor Winslow for generations to come.*
- g. **Guiding Policy 7.2** - Adaptation: Minimize or ameliorate the impacts of *climate change* on our community and our Island's ecosystems through climate-informed policies, programs and development regulations.
  - i. **Proposal Context:** *Multi-family housing with increased density is more efficient and sustainable than single-family housing. Not only does it use less land, but it is more efficient to heat and cool with less perimeter wall area and is more materially efficient per square foot of livable area.*
- h. **Guiding Principle #8** - Support the Island's *Guiding Principles* and Policies through the City's organizational and operating budget decisions.
  - i. **Guiding Policy 8.1** - Promote good governance and an Island culture of citizenship, stewardship and civic engagement.
    - 1. **Proposal Context:** *By filling the need for Aging-in-place housing, those citizens that would, in the past, move away from the island, will now have an option to stay. These same citizens are often more invested in the community and interested in maintaining the core values that are put forth in this comprehensive plan.*
  - ii. **Guiding Policy 8.3** - Grow a diversified and vibrant local economy.
    - 1. **Proposal Context:** *By supporting new commercial space and increasing the residents in the Winslow Town Center, not only will new businesses be attracted but more residents will be supplied to support those businesses.*

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

## 2. LAND USE ELEMENT

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

- ii. **Policy LU 4.1** - Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure* while increasing conservation, protection and restoration on the Island, including shorelines, especially where there is interaction between the fresh and saltwater environments.
      - 1. **Proposal Context:** *Proposal seeks to increase density and development in designated population centers, specifically Winslow, to develop into more 'urban' areas in order to support preservation of the rest of the island.*
- d. **GOAL LU-5** - Focus Urban Development in *Designated Centers*. The Plan focuses residential, commercial, and industrial growth in Winslow and other *designated centers* with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, and Sportsman Triangle. Collectively, Winslow, the Neighborhood Centers, and the two industrial centers constitute Bainbridge Island's *designated centers*. This is a change from the 1994 and 2004 Plans both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012 and accommodate 5% of population growth in the Neighborhood Centers. The balance of the growth was to be absorbed throughout the remainder of the Island.
  - 1. **Proposal Context:** *It is important to acknowledge Winslow as the Primary Town Center and urban area on the island and the one deserving of the most density and future growth. It has the greatest density of services, businesses, and public transportation congruence that allow it to accommodate and thrive from this growth with the least impact on the rest of the island. The density proposed for the subject parcels serves the long-range goals of the comprehensive plan by following the existing goals and policies and marrying the with a forward-thinking ownership group that wants to sustainably develop a parcel the encourages*
- e. **Policy LU 5.1** - Winslow is the urban core of the Island while the Neighborhood Centers are smaller-scale mixed-use centers. In order to achieve the *goals* of the *GMA* this Plan:
  - i. Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner. *Proposal Aligned*
  - ii. Provides a vibrant, pedestrian-oriented core. *Proposal Aligned*
  - iii. Reduces sprawl. *Proposal Aligned*
  - iv. Provides choice of housing location and lifestyle. *Proposal Aligned*
  - v. Maintains and protects environmentally sensitive and resource lands. *Proposal Aligned*
  - vi. Encourages the retention of open space. *Proposal Aligned*
  - vii. Maintains and enhances fish and wildlife habitat. *Proposal would not affect this either way.*
- f. **Policy LU 5.6** - Create mechanisms for retaining and preserving *open space* near *designated centers*.
  - i. **Proposal Context:** *Proposal seeks to create public realm enhancements by creating a synergistic pocket park / or Cultural Promenade that grows the existing pocket park in front of the BI Historical Museum and acts as a gateway to the City property from Ericksen Ave.*
- g. **Policy LU 5.7** - Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.
  - i. **Proposal Context:** *Not only does the proposal seek to develop a project that the island and town are proud to have for a long time, but the project also seeks to encourage residents to stay on the island as their lives transition into new and different chapters. Flexibility in the design of the shell of the project will permit it to be altered and change uses in the future without being torn down.*
- h. **Policy LU 5.8** - Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.
  - i. **Proposal Context:** *By developing density in the Winslow Town center, near goods and services, the need to drive is largely eliminated and walking is encouraged. Density is needed in the town center.*
- i. **Policy LU 5.11** - Commercial and residential *density* within *designated centers* may be increased through the use of:
  - i. *Affordable housing.*
  - ii. *TDRs (transferable development rights).*
  - iii. Contributions to public *infrastructure* and public amenities in excess of what is required to mitigate the impacts of development.
    - 1. **Proposal Context:** *By developing a below-grade parking garage in the project will seek to accommodate and offset parking elsewhere in Winslow.*
  - iv. Transfer of residential *density* within the MUTC and the High School Road Districts or within neighborhood centers.
  - v. Preservation of on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
  - vi. Locating ferry-related parking under building.
- j. **GOAL LU-6** - Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the conversion of undeveloped land into sprawling development.
  - 1. **Proposal Context:** *The proposal is redeveloping land in urban areas as 'infill' development that will increase the sustainability and density of the neighborhood centers. Note LU-6 is mostly targeted at more peripheral and rural areas.*
  - ii. **Policy LU 6.1** - *Land use* designations reflect the priority of Bainbridge Island to remain primarily residential and agricultural with nonresidential development concentrated in the *designated centers*.
    - 1. **Proposal Context:** *Proposal seeks to develop Mixed-Use in the Winslow Town Center.*
  - iii. **Policy LU 6.2** - Promote dense residential and commercial development and encourage human activity within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing* and absorb growth that would otherwise be scattered in outlying areas. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.
    - 1. **Proposal Context:** *Project is proposing to increase residential and commercial density in the heart of the Central Core Overlay of the MUTC, where walkability and the pedestrian downtown can be taken advantage of. Parking will be provided below-grade to preserve the pedestrian realm and enhance connections at grade while accommodating more parking to reduce pressure in Winslow.*
- k. **GOAL LU-7** - The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop and work. The Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential *density* of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

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

### 3. ECONOMIC ELEMENT

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

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

### 4. ENVIRONMENTAL ELEMENT

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

## 5. WATER RESOURCES ELEMENT

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

## 6. HOUSING ELEMENT

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

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

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

## 7. TRANSPORTATION ELEMENT

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

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

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

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

## 8. CAPITAL FACILITIES ELEMENT

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

## 9. UTILITIES ELEMENT

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

## 10. CULTURAL ELEMENT

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

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

## 11. HUMAN SERVICES ELEMENT

- a. No applicable sections found.

## 12. APPENDIX A – ECONOMIC PROFILE

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

## 13. APPENDIX B – HOUSING NEEDS ASSESSMENT

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

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

## 14. APPENDIX C – ISLAND-WIDE TRANSPORTATION PLAN

a.

## 15. APPENDIX D – WINSLOW MASTER PLAN

### a. WMP Ch. 2 – Land Use

i.

### b. WMP Ch. 3 – Housing

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

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

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

### c. WMP Ch. 4 – Open Space and Trails

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

### ii. Goal WMP 4-1

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

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

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

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

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

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

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

- a. Not applicable.

# APPENDIX C SUBJECT PARCEL SURVEY

## Topography

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

Scale: 1" = 20'  
 Assumed

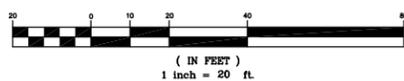
- Legend**
- = Evergreen tree
  - = Deciduous tree
  - CO = Sewer cleanout
  - CR = Cable riser
  - WM = Water meter
  - TP = Telephone pedestal
  - CB = Catch basin
  - LP = Light pole
  - UP = Utility pole
  - LB = Underground locate blue stripe
  - LG = Underground locate green stripe
  - LO = Underground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

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



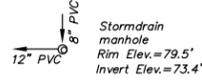
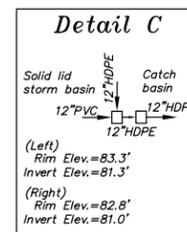
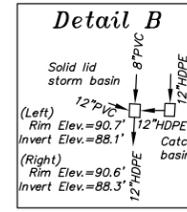
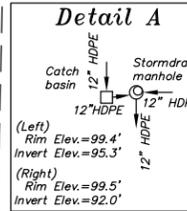
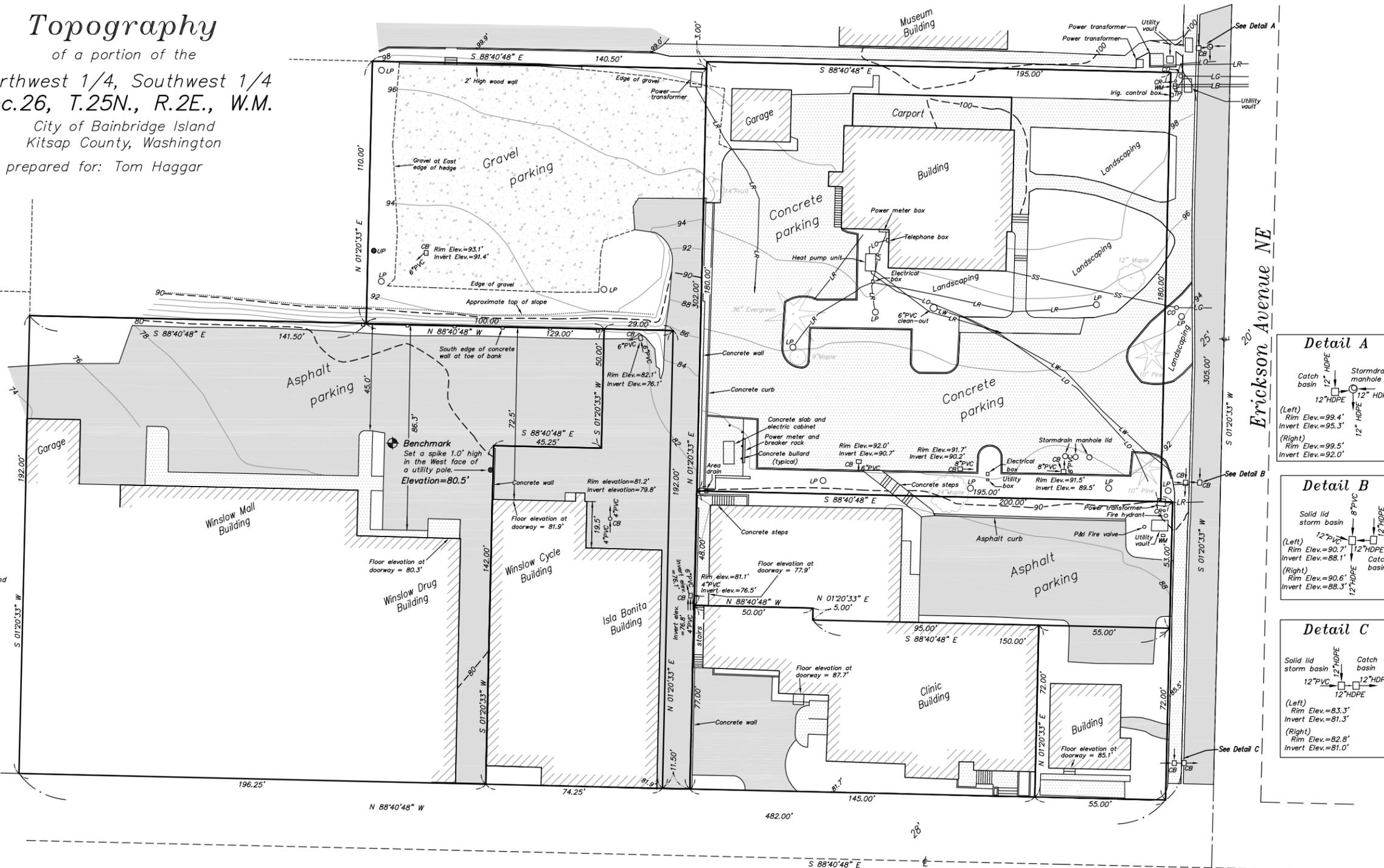
City of Bainbridge Island  
 Vertical Control Network  
 Bench Mark No. TBM0435  
 Chiseled "X" in top Northwest bolt  
 of a fire hydrant in the Northeast quadrant of  
 the intersection of Erickson Ave. and Winslow Way.  
 Elevation = 85.65'

GRAPHIC SCALE



**Notes**

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



**ADAM & GOLDSWORTHY, INC.**  
 LAND SURVEYING  
 1015 NE HOSTMARK ST. (360)779-4299  
 POULSBO, WA 98370 (206)842-9598  
 DATE 03/04/15 FIELD BOOK 1027,1029,1323  
 DRAWING 5587T SHEET 1/1

# APPENDIX D REFERENCED STUDIES

# Winslow Core Parking Feasibility Study

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**WORKING DRAFT**

September 6, 2007



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

# Parking Structure Feasibility Study

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1. Executive Summary
2. Purpose of Study
3. Design Program Requirements
4. Demand Estimates
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    1. City Hall, BPA, Museum
    2. Potential future civic building
  - B. Fee-in-lieu program
  - C. Core area businesses
5. Site Options
  - A. City alone
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6. Access and Circulation
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  - C. Access and Circulation Considerations
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10. Financing Options
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13. Feasibility Planning Team
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  - A. Design Program
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# 1. Executive Summary

## Background

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

The key elements of the feasibility study were identified as:

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

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

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

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

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

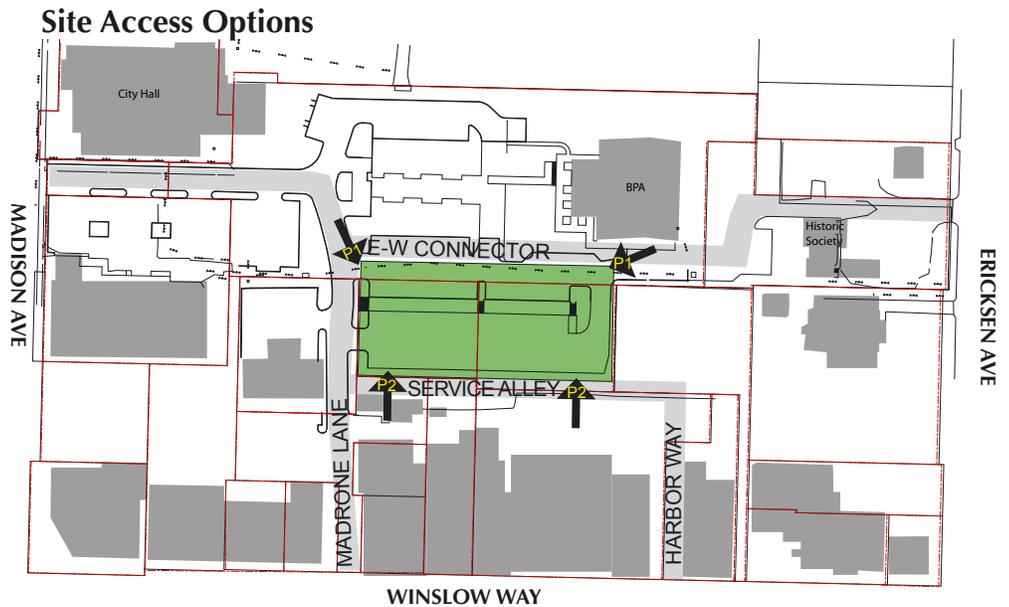
## Demand Estimates

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

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

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





### Madison Avenue

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

### Winslow Way

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

### Madrone Way

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

### Service Alley

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

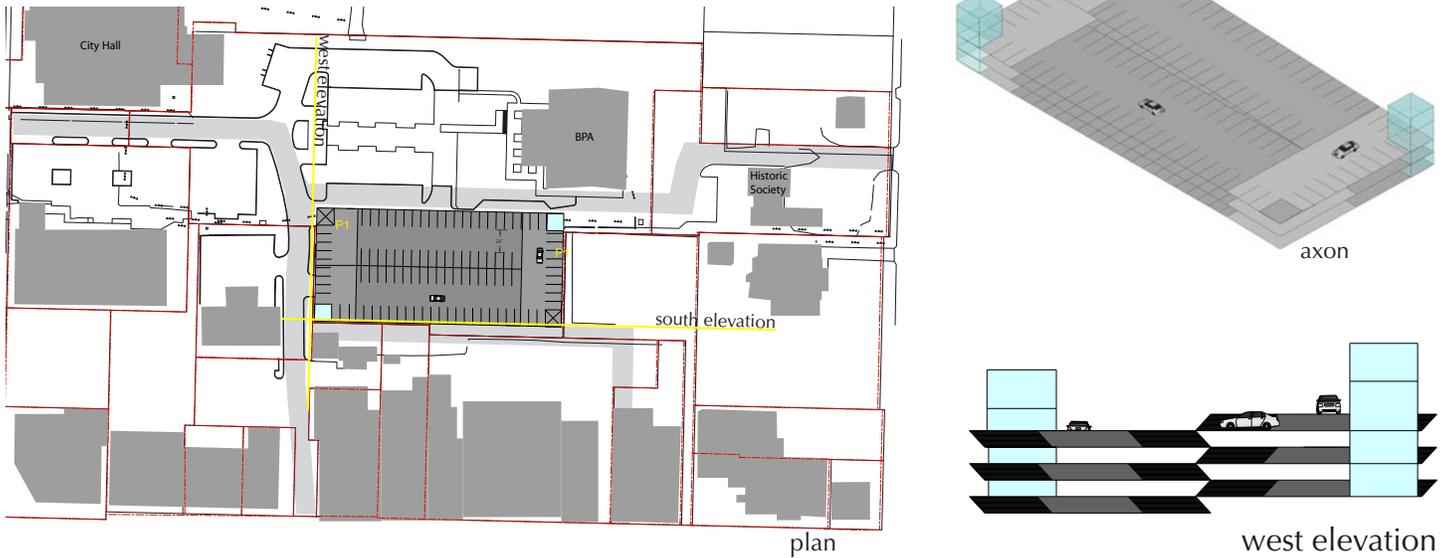
### Madison to Ericksen Connector

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

## Parking Structure Configuration

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

### DECK RAMP



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

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

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

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

### **Preliminary Financing Analysis**

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

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

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

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

### **Project Delivery**

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

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

### **Next Steps**

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



## 2. Purpose of Study

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

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

### A Public-Private Partnership is performing the study

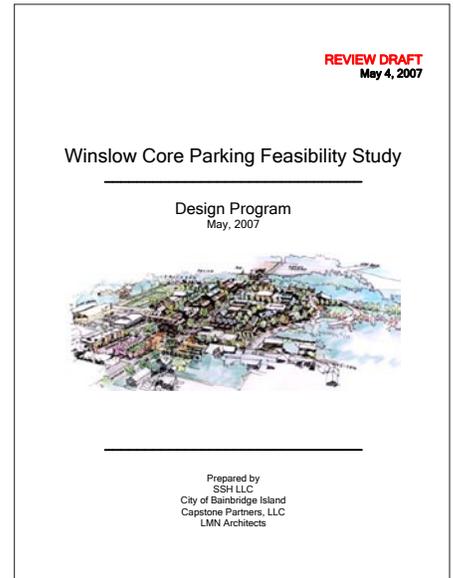
Two property owners with downtown properties adjacent to the City-owned land have joined together with the City to undertake a feasibility study that will evaluate the potential for developing underground parking on their properties. Because of the adjacency, the City and the private property owners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

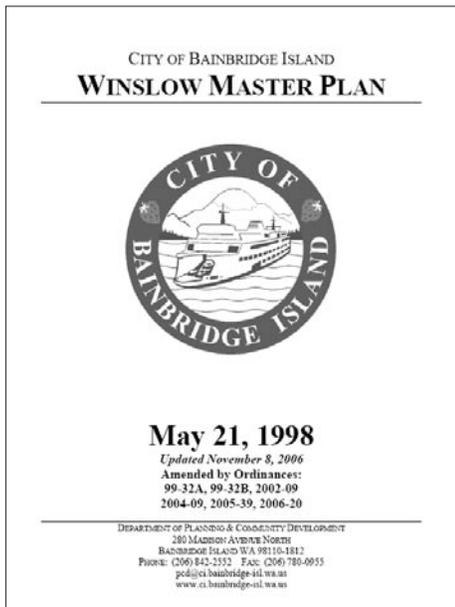
### The Feasibility Study is Limited to Parking

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

### Purpose of Feasibility Study

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





### **Overall Land Use Goal WMP 2-1**

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

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

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

### **WMP Chapter 5: Public Facilities**

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

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

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

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

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

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

### Winslow Tomorrow Executive Summary-Parking Recommendations

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

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

#### Actions

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

#### Priority parking projects include:

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

#### Possible sites on public land are:

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



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

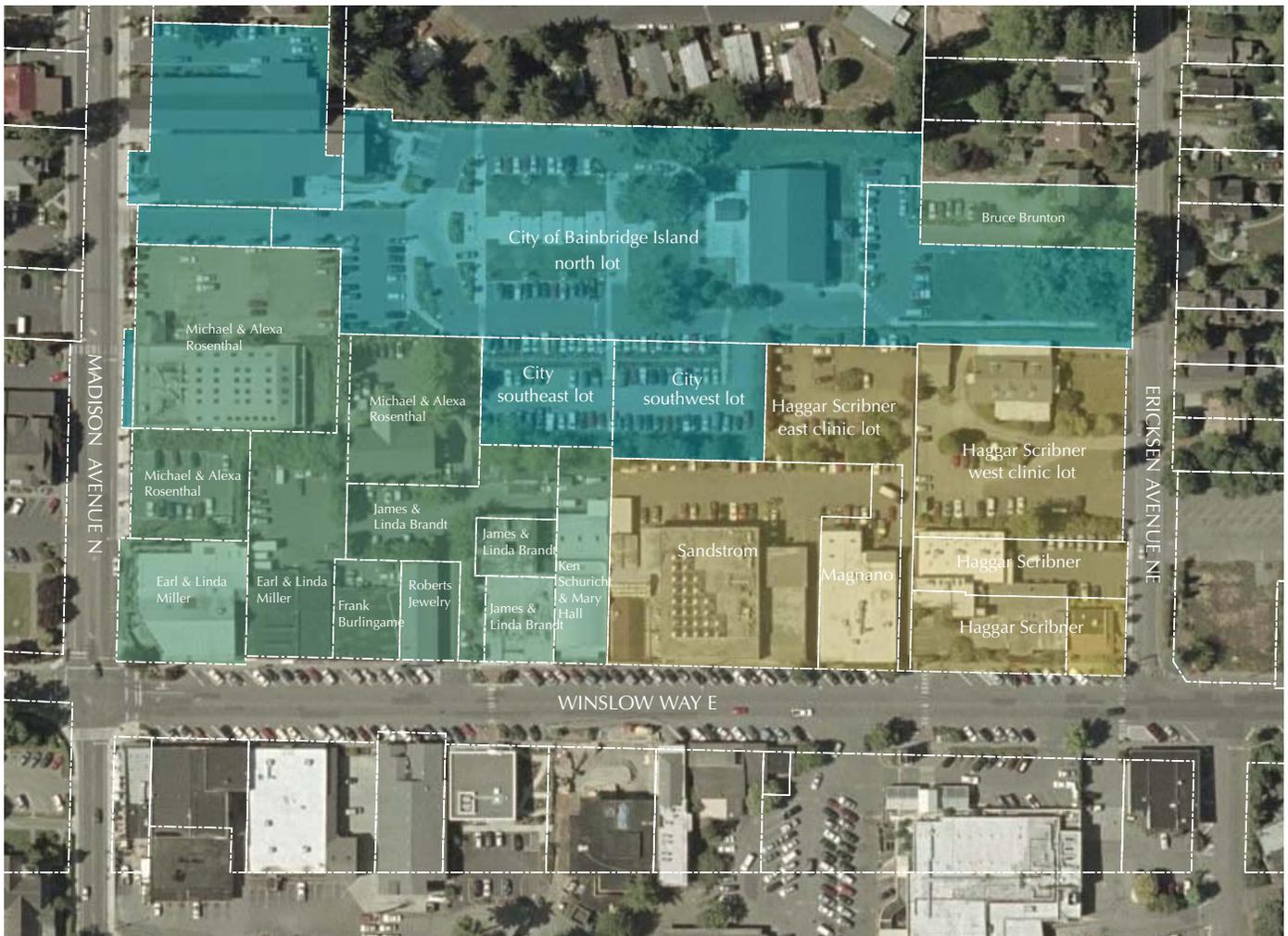
Final Recommendations

## Feasibility Study Participants

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

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

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



### 3. Design Program Requirements

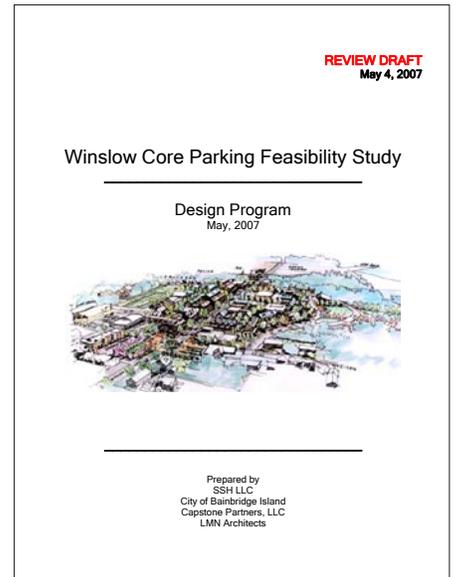
#### General Study Goals

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

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

#### Property-Specific Goals

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



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

## 2. Haggar-Scribner Properties

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

## 3. Sandstrom Properties

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

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

## 4. Demand Estimates

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

- A. Civic Campus employees and visitors**, including:
  1. City Hall, Bainbridge Performing Arts, and the Historical Museum
  2. Potential future civic building occupants and visitors
- B. Core area business employees, customers, and visitors**
- C. Participants in the City Fee-in-lieu program**
- D. Commuter Parking:** At least as a short-term revenue strategy, allowing this user group might help alleviate the carrying costs for excess inventory

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

### A. Civic Campus

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

PARKING STALLS PROJECTED - 1998 CITY HALL PERMIT	<b>150</b>
CURRENT SUPPLY	<b>129</b>

#### FEASIBILITY STUDY - PROJECTED CIVIC CAMPUS NEED

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

30	BPA SPACES <sup>1</sup>
31	Additional BPA Need <sup>2</sup>
61	BPA NEED

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

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

- <sup>1</sup> - 30 spaces required per the COBI 1998 Permit
- <sup>2</sup> - Revised Parking Code - Theaters require 1 stall per 4 seats. BPA advertises 245 seats which would trigger a 61 stall requirement. This leaves the facility underparked by 31 spaces.

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

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

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

## **C. Fee-in-lieu program**

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

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

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

## 5. Site Options

The following options will be discussed:

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

### A. City Only:

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

#### 1. Current City-owned Property:

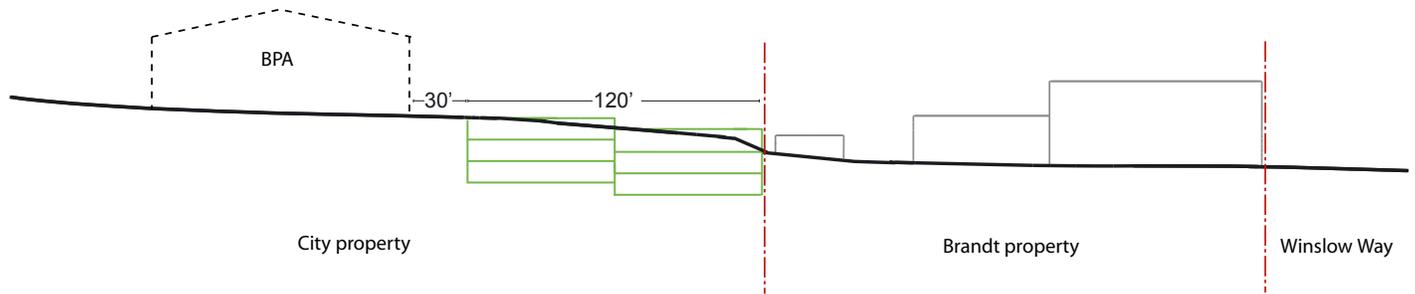
The first design studies began by utilizing property already owned by the City and now used for parking. The design studies began by assuming the structure would be located at or near the South property line for the parcels identified in the previous section as the City Southeast lot and the City Southwest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

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

### CITY NORTH:PLAN



## CITY NORTH: section



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

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

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

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

This protrusion creates two issues.

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

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

## 2. Southward Expansion of City-controlled Property

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

### CITY SOUTH: plan and section



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

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

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

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

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

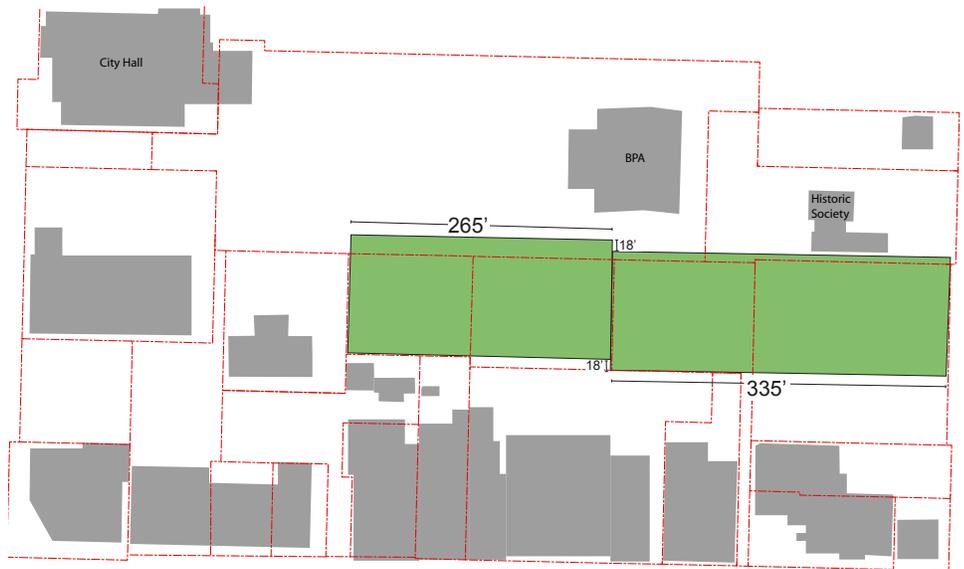
### 3. Future Northward Expansion of the City parking

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

### B. Partnership with Adjacent Private Properties: City + Clinic

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

#### CITY + CLINIC NORTH



#### CITY + CLINIC SOUTH



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

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

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

## 6. Access and Circulation

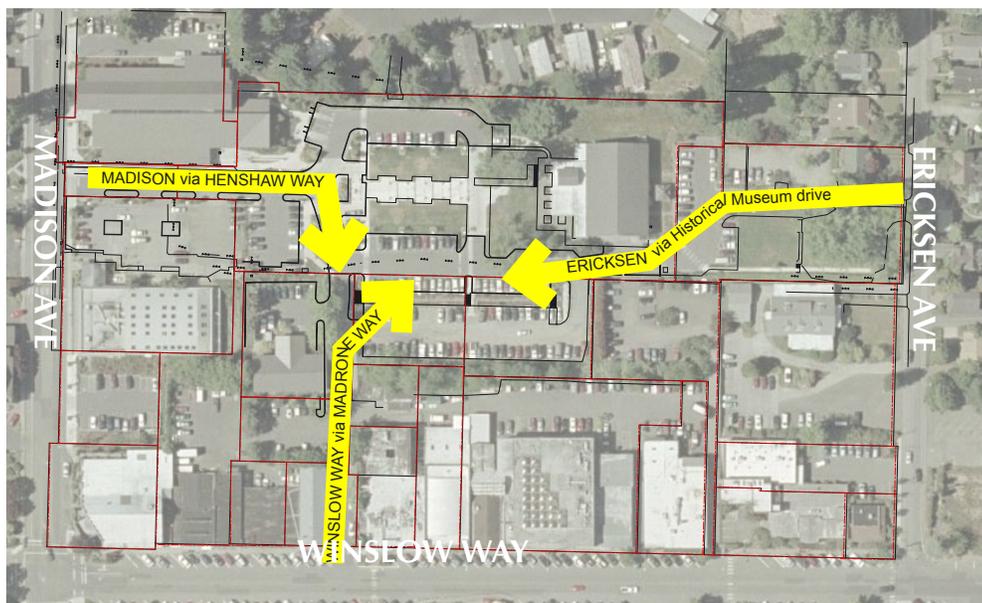
### A. Core Area Circulation

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

### B. Site Ingress and Egress

1. Existing Site access is provided

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



2. Parking Structure Access Options

Options for improving access to the new parking structure include:

a. Madison Access

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

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

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

c. Alley

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

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

d. Madrone Lane

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

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

e. E-W Connection to Ericksen

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



## C. Access Alternatives for the new parking structure



### 1. City-only parking structure

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



### 2. City + Clinic parking structures

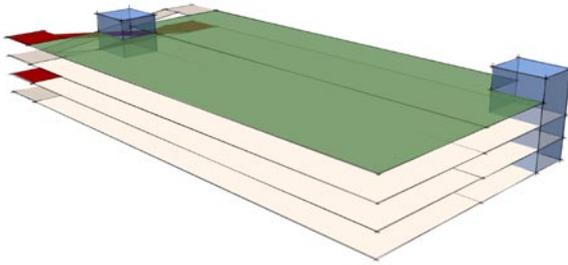
- If the Clinic parking structure is developed concurrent with the City parking structure, direct access to Ericksen to the new parking structure could be achieved.
- Access from Winslow Way, directly into the joint parking structure is achievable via development of the new Harbor Way. Additionally,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

## 7. Configuration Alternatives

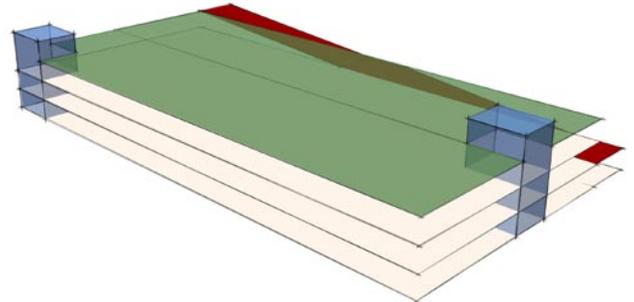
### A. Options Reviewed

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

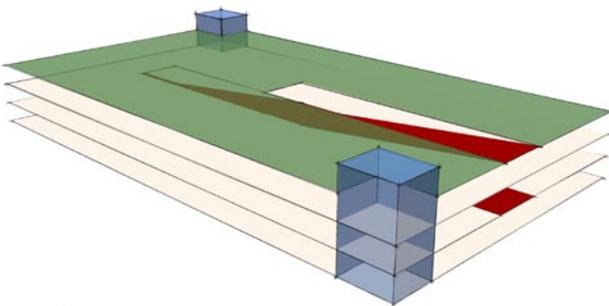
END SPLIT RAMP



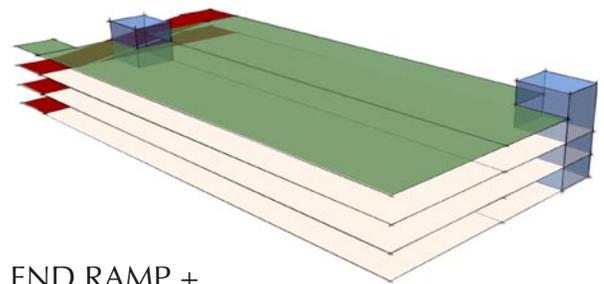
SIDE RAMP



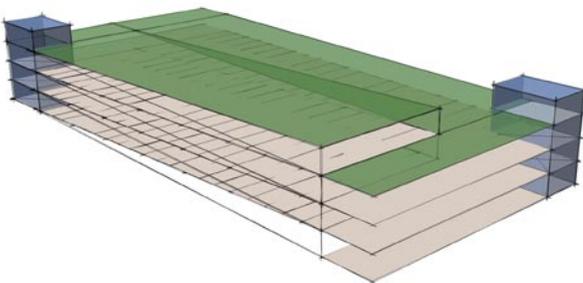
MID RAMP



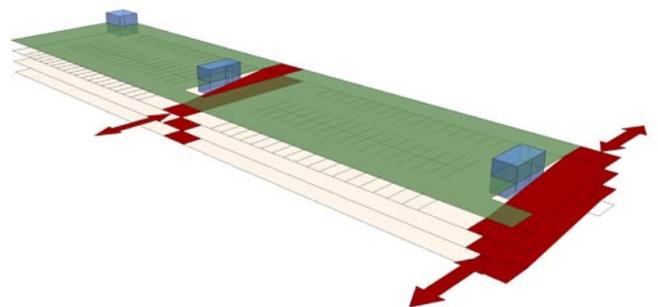
END RAMP



DECK RAMP



END RAMP +



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

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

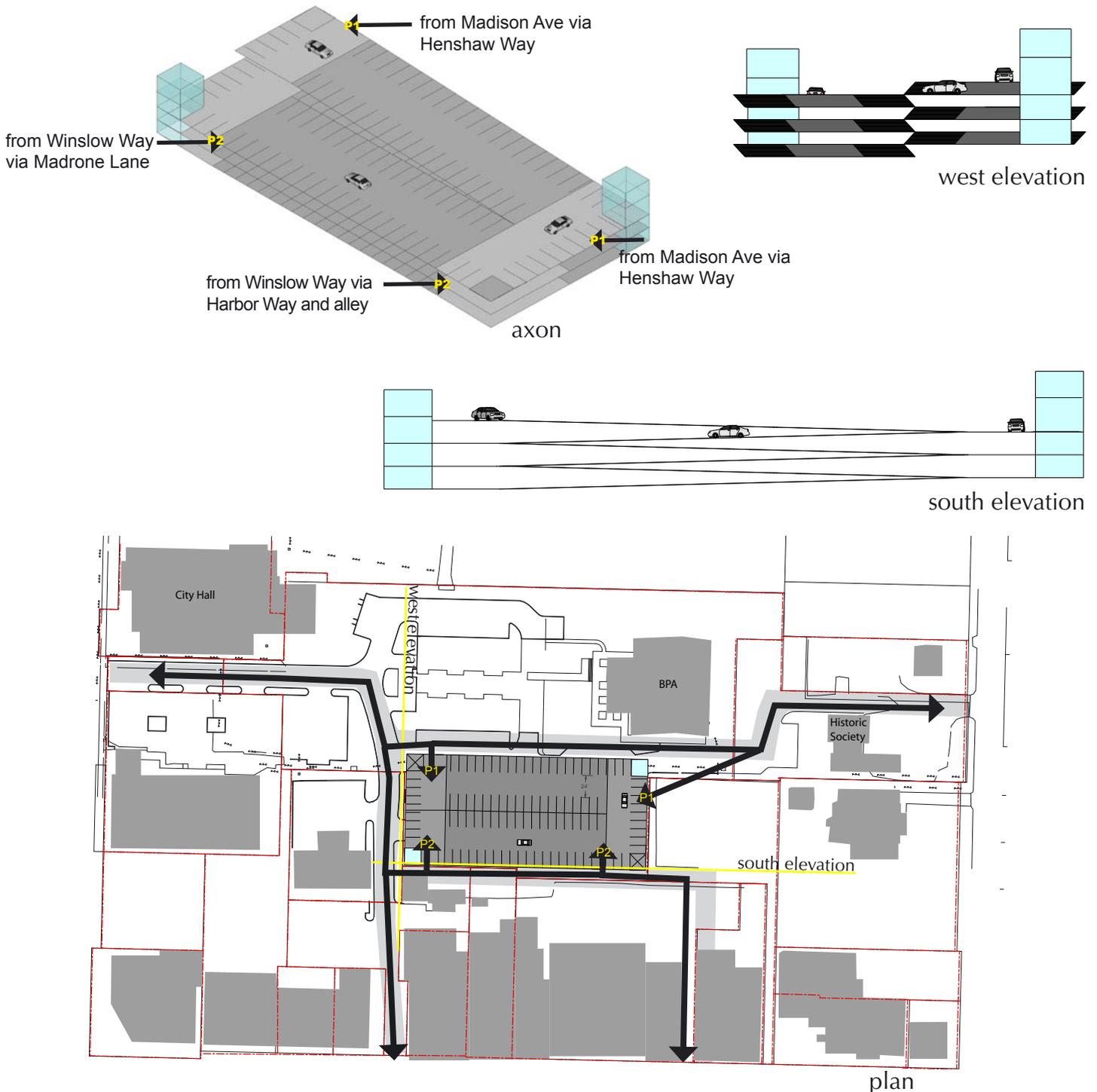
Based on a comparative evaluation of the multiple alternatives, a number of options were rejected and two configuration options were selected for more detailed exploration:

1. Deck Ramp
2. Split Ramp

# 1. Deck Ramp

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

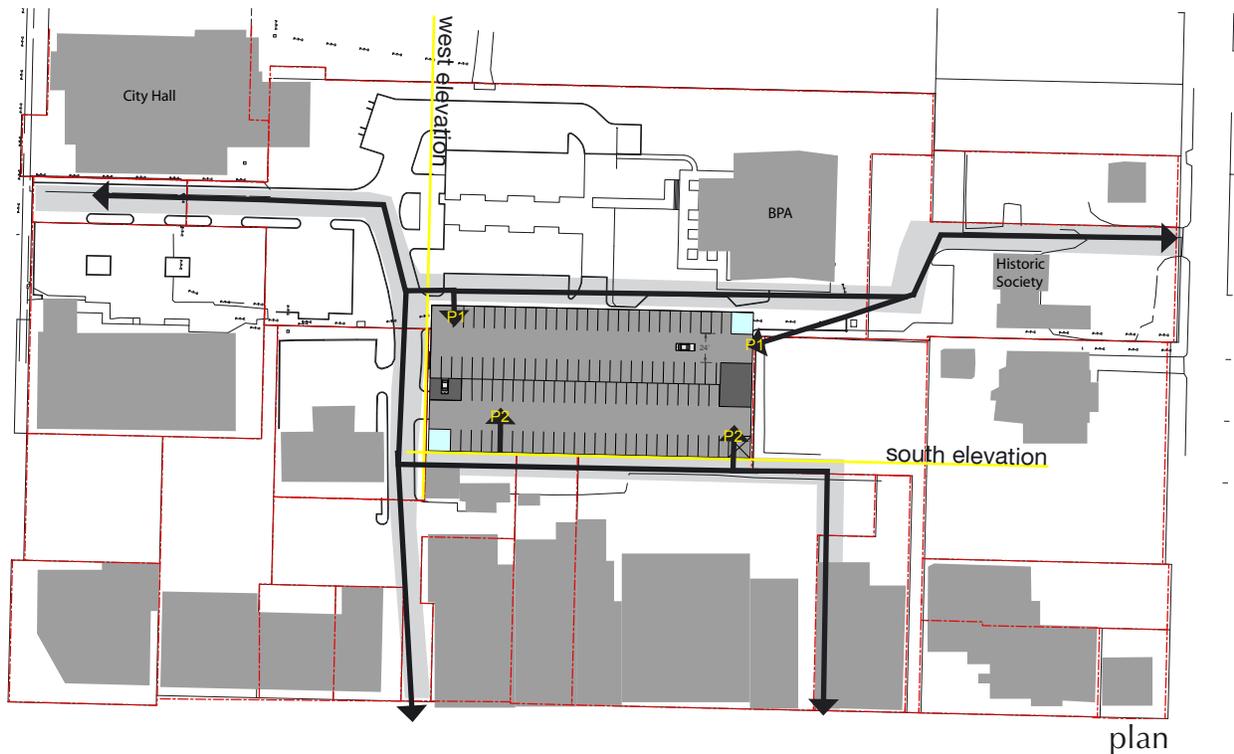
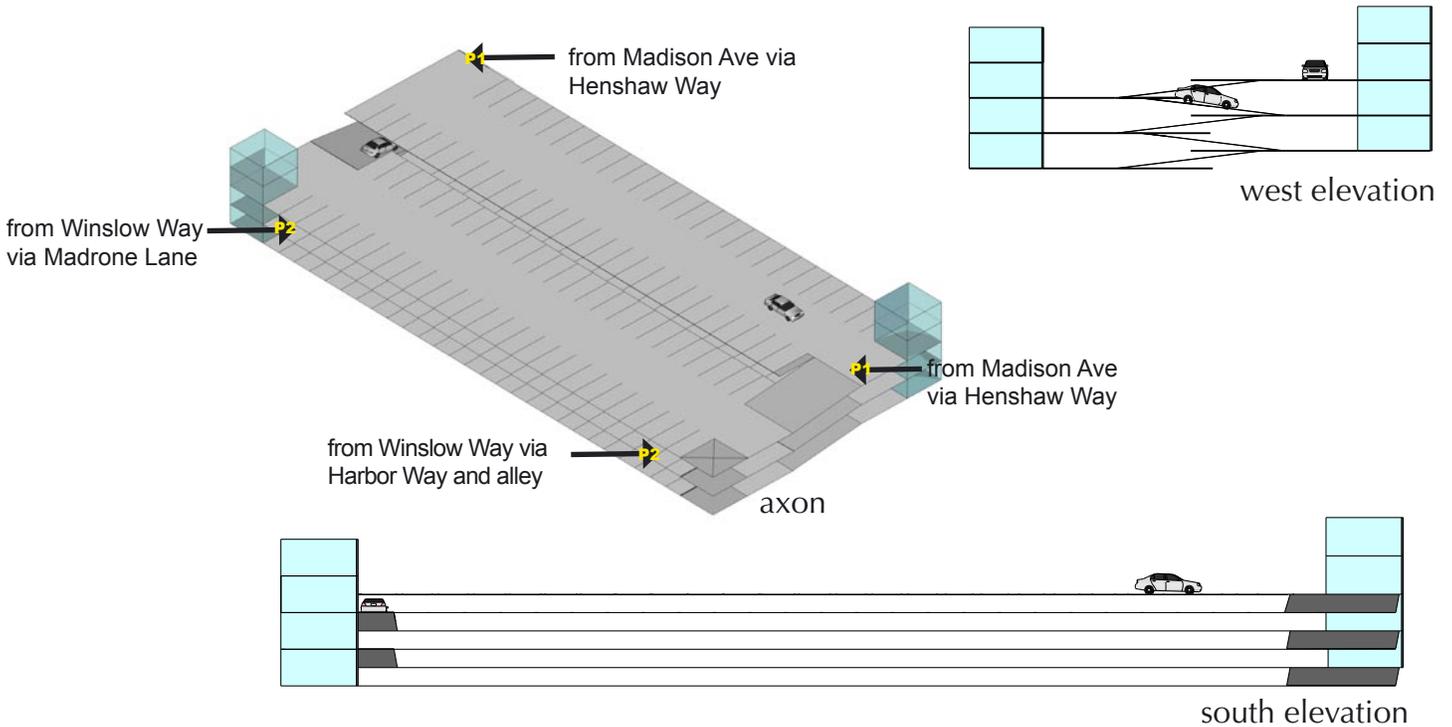
DECK RAMP (rooftop not shown)



## 2. Split Ramp

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

SPLIT RAMP (rooftop not shown)

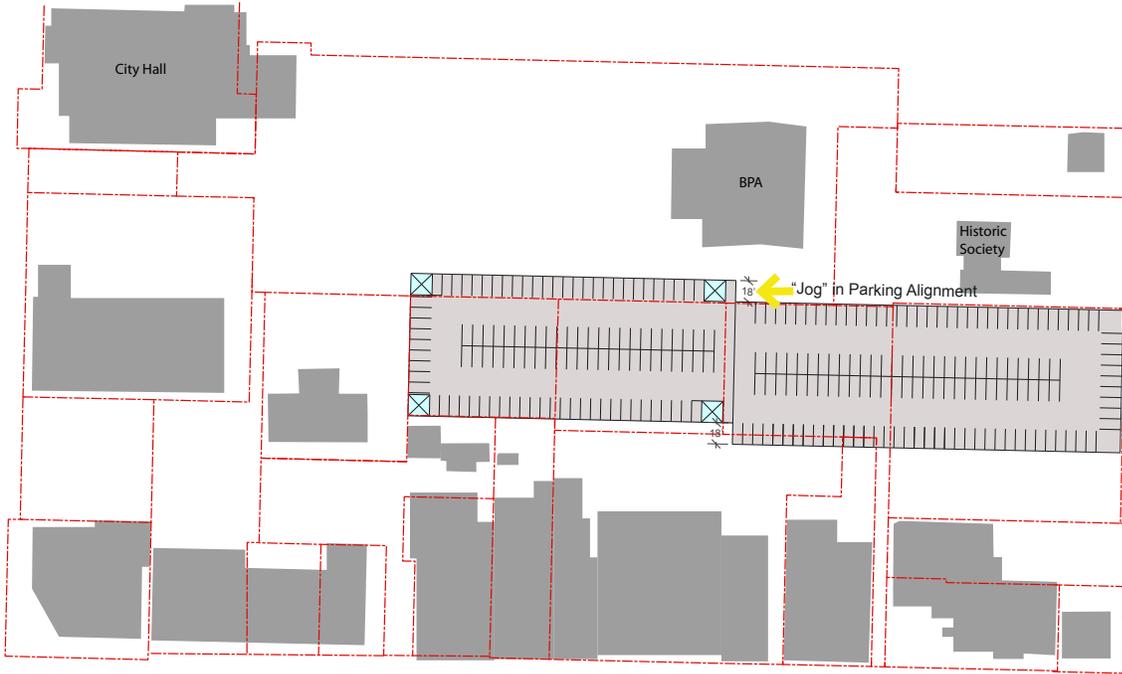


B. Site Implications affecting configuration

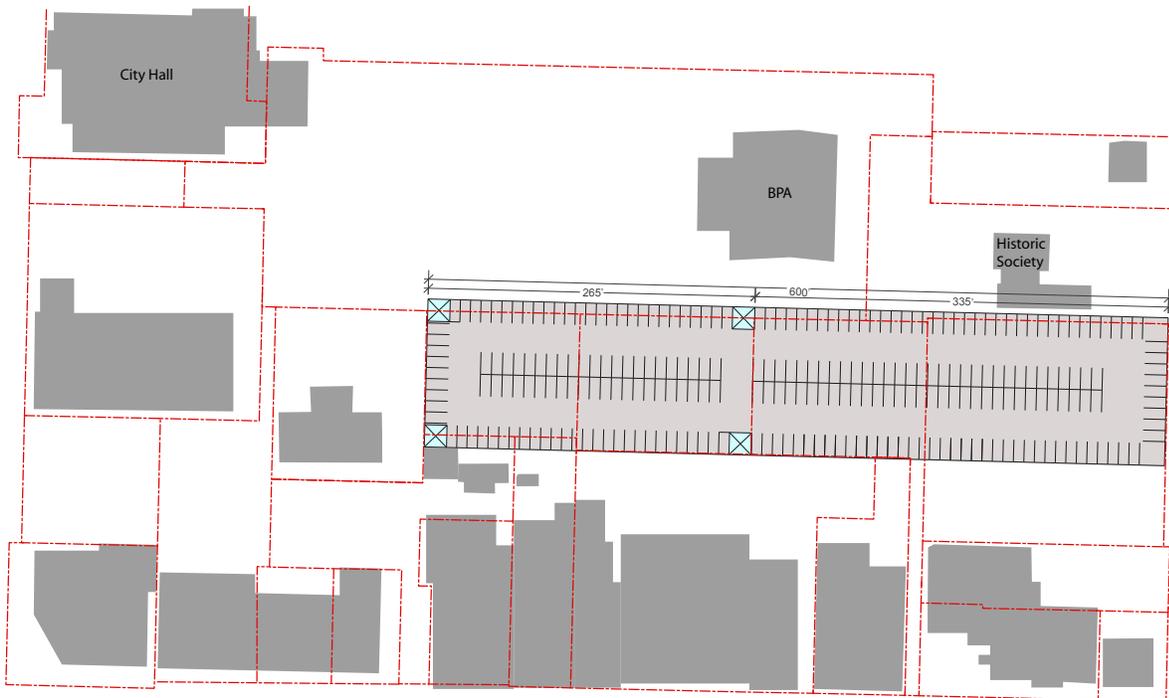
As discussed in the Site Options section, above, the City portion of the garage can be located entirely on City property, or can be located by acquiring use of some of the privately owned land to the South.

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

CITY + CLINIC NORTH



CITY + CLINIC SOUTH



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

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

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

### C. Rooftop Use

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

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

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



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

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

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

## D. Configuration Alternatives Under current analysis

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

### 1. Deck Ramp

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

### 2. Split Ramp

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

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

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

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

## **E. Construction Specification Assumptions**

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

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

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

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

## 8. Urban Planning Considerations



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

### 1. Access

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

### 2. Circulation

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

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

### 3. Connectivity

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

### 4. Opportunities for Public Amenities

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



## 9. Development Cost Estimates

### Rough Order-of-Magnitude Estimate of Costs

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

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

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

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

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

#### A. Construction costs

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

#### B. Administrative costs

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

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

# Winslow Parking Feasibility Study

## Estimate of Administrative Costs

### 1. Hard Cost

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

### 2. Schematic Estimate of Administrative Costs

Architect/Structural Engineer	6.00%	\$770,580
Civil Engineering	1.00%	\$128,430
Landscaped/Plaza Architect	1.00%	\$128,430
Surveying		\$25,000
Geotechnical Engineering		\$25,000
Graphic/Signage Design		\$20,000
Project Management	4.00%	\$513,720
Plan Check/Building Permits	2.00%	\$256,860
Utility Connection Fees		\$20,000
Electric Service connection		\$15,000
Concurrency requirements		\$100,000
Legal/Title Fees (incl demising agreements)		\$50,000
Taxes and Insurance	2.00%	\$256,860.00
Reproduction, mail, delivery		\$20,000
Contingency	5.00%	\$642,150
Signage		\$50,000
Bonds	1.50%	\$192,645
Washington State Sales Tax	8.90%	\$1,143,027
<b>Total</b>		<b>\$4,357,702</b>

Note: does not include construction period financing

### 3. Soft Costs as a percentage of hard cost

33.93%

### C. Project Development Costs

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

<i>Scheme</i>	<i>Spaces</i>	<i>Development cost</i>	<i>Cost per space</i>
<b>Deck Ramp</b>			
<i>City-only</i>			
Rooftop parking	436	\$17,208,707	\$39,470
Rooftop plaza	327	\$12,906,531	\$39,470
<i>City + Clinic</i>			
Rooftop parking	1,016	\$33,178,412	\$32,656
Rooftop plaza <sup>1</sup>	909	\$29,048,534	\$31,957
Offset rooftop parking	988	\$33,331,819	\$33,737
Offset rooftop plaza <sup>1</sup>	878	\$29,283,387	\$33,352

<b>Split Ramp</b>			
<i>City-only</i>			
Rooftop parking	416	\$17,006,673	\$40,881
Rooftop plaza	312	\$12,755,005	\$40,881
<i>City + Clinic</i>			
Rooftop parking	1,000	\$32,673,240	\$32,673
Rooftop plaza <sup>1</sup>	894	\$28,708,708	\$32,113
Offset rooftop parking	960	\$32,862,579	\$34,232
Offset rooftop plaza <sup>1</sup>	856	\$28,864,182	\$33,720

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

### D. Rooftop Plaza assumptions

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

## E. Ancillary project costs

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

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

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

Estimates are based on Privately-commissioned delivery

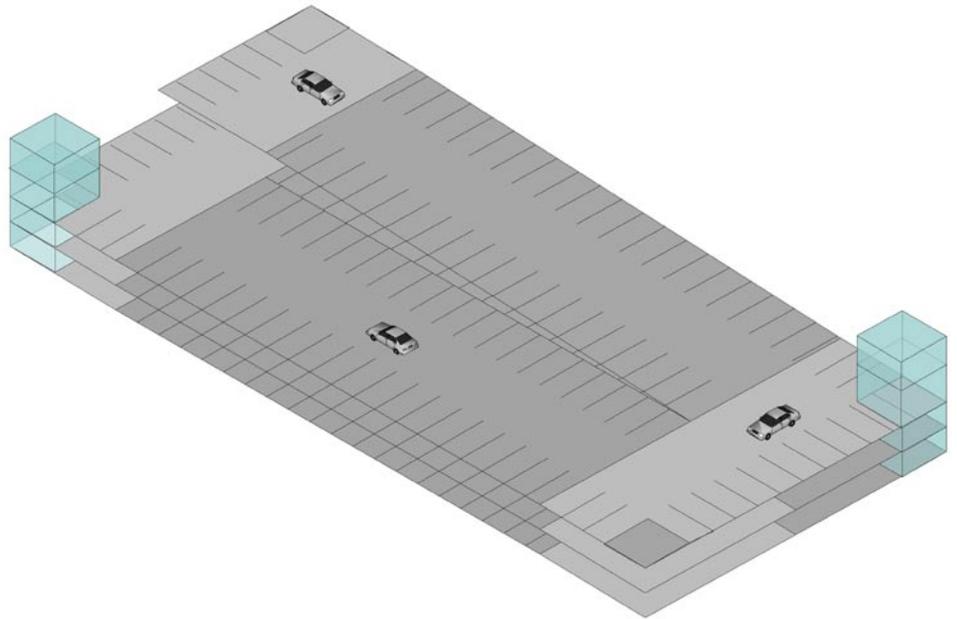
It should be noted that these cost estimates are based on a privately contracted development delivery. Public delivery may add to the development costs for a number of reasons, including the following possible factors suggested by JTM construction:

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

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

## Cost Conclusions

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



## 10. Financing

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

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

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

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

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

**DEVELOPMENT SUMMARY**

	DECK RAMP				SPLIT RAMP				+W/SHIFT & ROOFTOP PLAZA			
	WIROOFTOP PARKING	WIROOFTOP PLAZA	+WIROOFTOP PARKING	+WIROOFTOP PLAZA	WIROOFTOP PARKING	WIROOFTOP PLAZA	+WIROOFTOP PARKING	+WIROOFTOP PLAZA	WIROOFTOP PARKING	WIROOFTOP PLAZA	+WIROOFTOP PARKING	+WIROOFTOP PLAZA
<b>TOTAL STALLS</b>	<b>436</b>	<b>327</b>	<b>1,016</b>	<b>909</b>	<b>988</b>	<b>878</b>	<b>416</b>	<b>312</b>	<b>1,000</b>	<b>894</b>	<b>960</b>	<b>856</b>
TOTAL PUBLIC STALLS	436	327	436	327	436	436	416	312	416	312	416	416
TOTAL PRIVATE SPACES	0	0	580	582	552	442	0	0	584	582	544	544
<b>HARD COST ESTIMATE - ENTIRE FACILITY</b>	<b>\$12,842,319</b>	<b>\$14,230,000</b>	<b>\$24,760,009</b>	<b>\$26,276,271</b>	<b>\$24,874,492</b>	<b>\$26,451,535</b>	<b>\$12,691,547</b>	<b>\$14,089,854</b>	<b>\$24,383,015</b>	<b>\$25,995,603</b>	<b>\$24,524,313</b>	<b>\$26,111,628</b>
CIVIC PLAZA PORTION - COSTS												
SURFACE LEVEL		\$1,387,681		\$1,387,681		\$1,387,681		\$1,387,681		\$1,387,681		\$1,387,681
25% OF SHELL STRUCTURING EXPENSE - 1		\$3,210,580		\$3,210,580		\$3,210,580		\$3,172,887		\$3,172,887		\$3,172,887
CIVIC PLAZA SHARE OF COSTS		\$4,598,261		\$4,598,261		\$4,598,261		\$4,571,194		\$4,571,194		\$4,571,194
HARD COSTS - PARKING FACILITY	\$12,842,319	\$9,631,739	\$24,760,009	\$21,678,010	\$24,874,492	\$21,853,274	\$12,691,547	\$9,518,660	\$24,383,015	\$21,424,409	\$24,524,313	\$21,540,434
HARD COST - PER STALL	\$29,455	\$29,455	\$24,370	\$23,848	\$25,177	\$24,890	\$30,509	\$30,509	\$24,383	\$23,965	\$25,546	\$25,164
SOFT COSTS (34%) (Sales Tax, Architecture, Engineering, Permits, Project Management, etc.)	\$4,366,388	\$3,274,791	\$8,418,403	\$7,370,523	\$8,457,327	\$7,430,113	\$4,315,126	\$3,236,344	\$8,290,225	\$7,284,299	\$8,338,266	\$7,323,748
SUB - TOTAL - CONSTRUCTION COSTS	\$17,208,707	\$12,906,531	\$33,178,412	\$29,048,534	\$33,331,819	\$29,283,387	\$17,006,673	\$12,755,005	\$32,673,240	\$28,708,708	\$32,862,579	\$28,864,182
CONSTRUCTION COSTS - PER STALL	\$39,470	\$39,470	\$32,656	\$31,957	\$33,737	\$33,352	\$40,881	\$40,881	\$32,673	\$32,113	\$34,232	\$33,720
PUBLIC PORTION - CONSTRUCTION COSTS	100%	100%	43%	36%	44%	50%	100%	100%	42%	35%	43%	36%
	\$17,208,707	\$12,906,531	\$14,237,980	\$10,449,803	\$14,709,183	\$14,541,637	\$17,006,673	\$12,755,005	\$13,592,068	\$10,019,147	\$14,240,451	\$10,520,590
<b>FINANCING COSTS</b>												
BOND ISSUANCE COSTS (1.5%)	\$258,131	\$193,598	\$213,570	\$156,747	\$220,638	\$218,125	\$255,100	\$191,325	\$203,881	\$150,287	\$213,607	\$157,809
TOTAL PUBLIC FINANCED AMOUNT	\$17,466,838	\$13,100,129	\$14,451,550	\$10,606,550	\$14,929,821	\$14,759,761	\$17,261,773	\$12,946,330	\$13,795,949	\$10,169,434	\$14,454,058	\$10,678,399
ANNUAL DBT SERVICE	\$40,062	\$40,062	\$33,146	\$32,436	\$34,243	\$33,853	\$41,495	\$41,495	\$33,163	\$32,594	\$34,745	\$34,226
	\$1,054,004	\$790,503	\$872,052	\$640,033	\$900,912	\$890,651	\$1,041,630	\$781,222	\$832,491	\$613,656	\$872,203	\$644,368
ANNUAL D/S - PER STALL	\$2,417	\$2,417	\$2,000	\$1,957	\$2,066	\$2,043	\$2,504	\$2,504	\$2,001	\$1,967	\$2,097	\$2,065
<b>FINANCING TERMS</b>												
AMORTIZATION SCHEDULE	30	30	YEARS									
RATE	4.75%	4.75%										

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

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

PARKING STALLS PROVIDED	436	327		
CURRENT DEMAND MOVED TO FACILITY	169	169	39%	52%
SUPLUS PROVIDED FOR OTHER USERS	267	158	61%	48%
<b>FACILITY FINANCING COSTS</b>	<b>\$14,451,550</b>	<b>\$10,606,550</b>		
ANNUAL DEBT SERVICE EXPENSE	\$872,052	\$640,033		
CURRENT CIVIC CENTER DEMAND PORTION	\$338,020	\$330,781	39%	52%
OTHER USER PORTION	\$534,032	\$309,251	61%	48%
POTENTIAL SOURCES OF FUNDS				
FEE IN-LIEU	\$33,146			PER STALL - DEPENDING ON FACILITY TYPE CONSTRUCTED
SPECIAL ASSESSMENT	\$2,000			PER STALL /YEAR FROM AN ANNUAL ASSESSMENT
FUTURE FACILITY	SAME AS ABOVE			- SHOULD PAY TO REPLACE ANY DISPLACED PARKING
OPEN TO COMMUTER USAGE	TBD			
PARKING CHARGES				
CHARGE - ONLY ON-STREET SPACES (\$1 / HR)	\$258,524	\$258,524	30%	40%
CHARGE - ALL SPACES (ON-STREET AND GARAGE) (\$1 / HR ON-STREET -- \$0.50 / HR - GARAGE)	\$316,550	\$292,862	36%	46%

## 11. Conclusions and Recommendations

### A. Conclusions

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

### B. Feasibility Team Recommendations

#### 1. Recommended Site Option

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

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

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

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

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

#### 2. Recommended Configuration Option

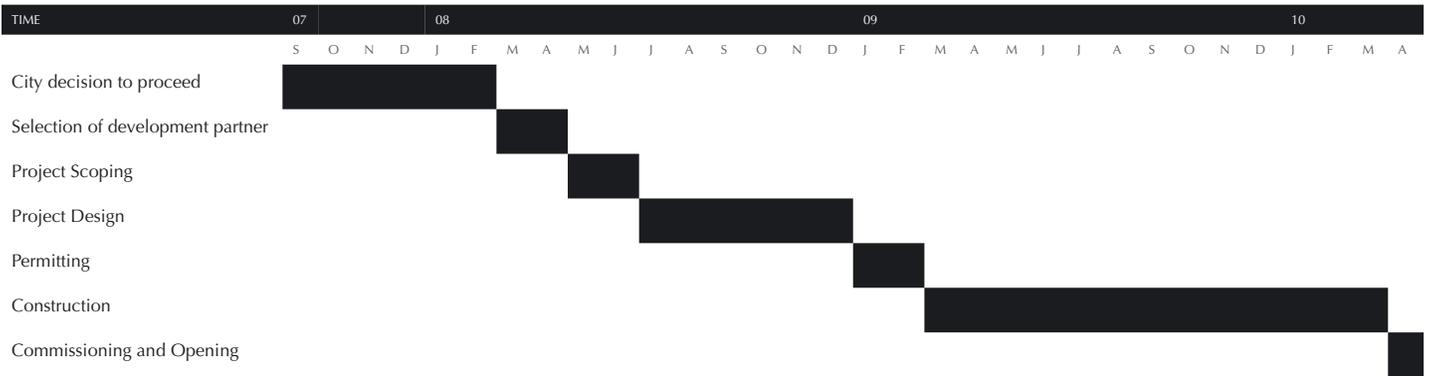
The Planning team recommends the Deck Ramp configuration alternative for the following reasons:

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

### C. Proposed Project Delivery Schedule

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

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



## 12. Next Steps

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

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

## Appendices

- A. Design Program
- B. Interim Report

## Study Participants

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### **EDAW**

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### **Heery International**

Michael Romero

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# City of Bainbridge Island

## Transfer of Development Rights and Inclusionary Zoning Assessment

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February 2019

Prepared for:  
City of Bainbridge Island

**FINAL REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

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# Executive Summary

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

## Improving Market Conditions but Development Still Has Challenges

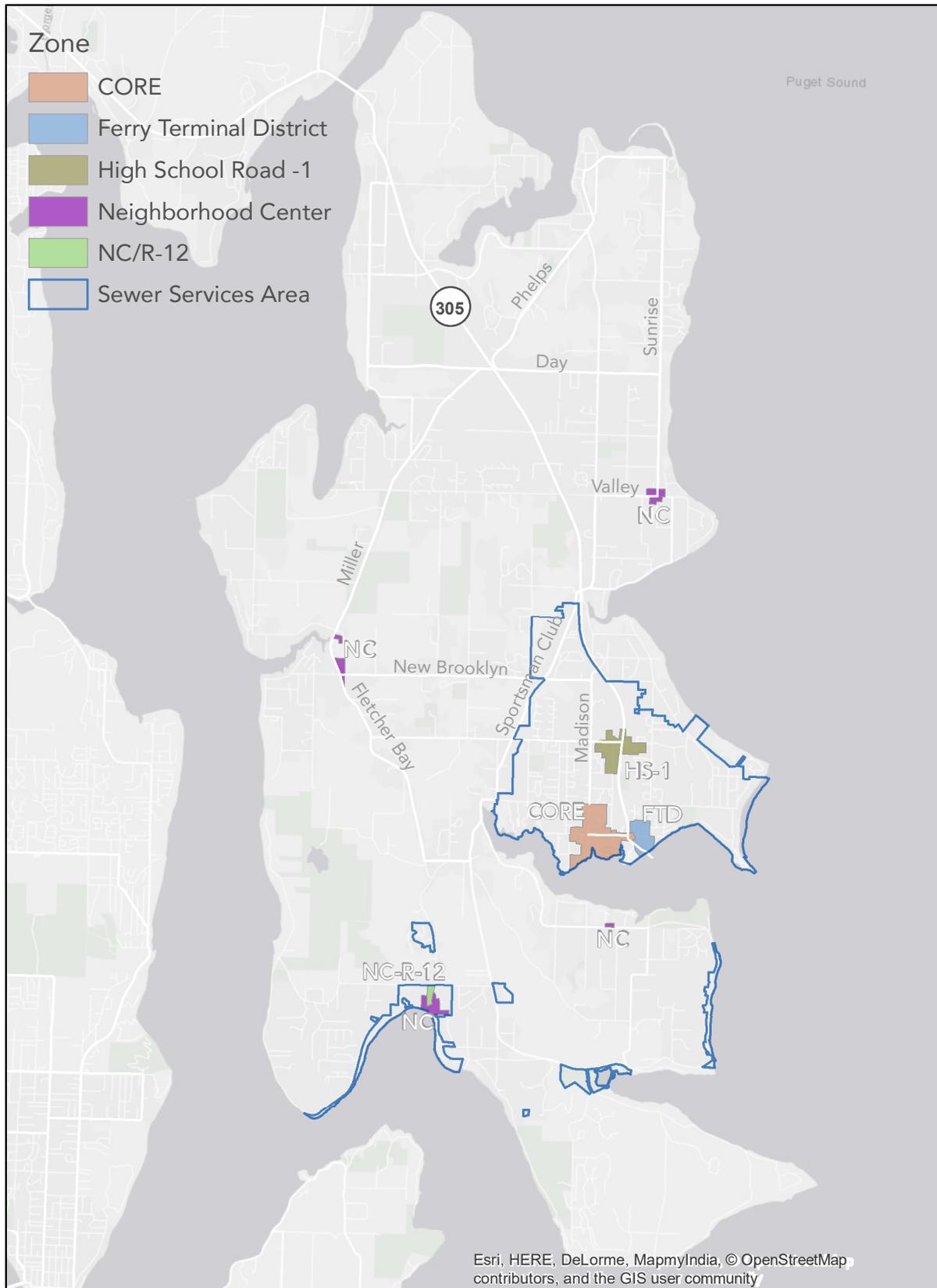
Bainbridge Island has realized increasing growth and stronger market fundamentals, particularly during the last five years. Apartment vacancies have declined, and average rents have increased. The median sales price for a home in Bainbridge Island has also increased from \$719,000 in 2009 and reached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

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

## Development Code Presents Challenges for New Growth

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

### Exhibit 1. Zones Analyzed



Source: City of Bainbridge Island, ECONorthwest

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

## Zoning Changes are Necessary to Incentivize Affordable Housing and TDR Use

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

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

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

## Strategic Options for Incorporating Public Benefits

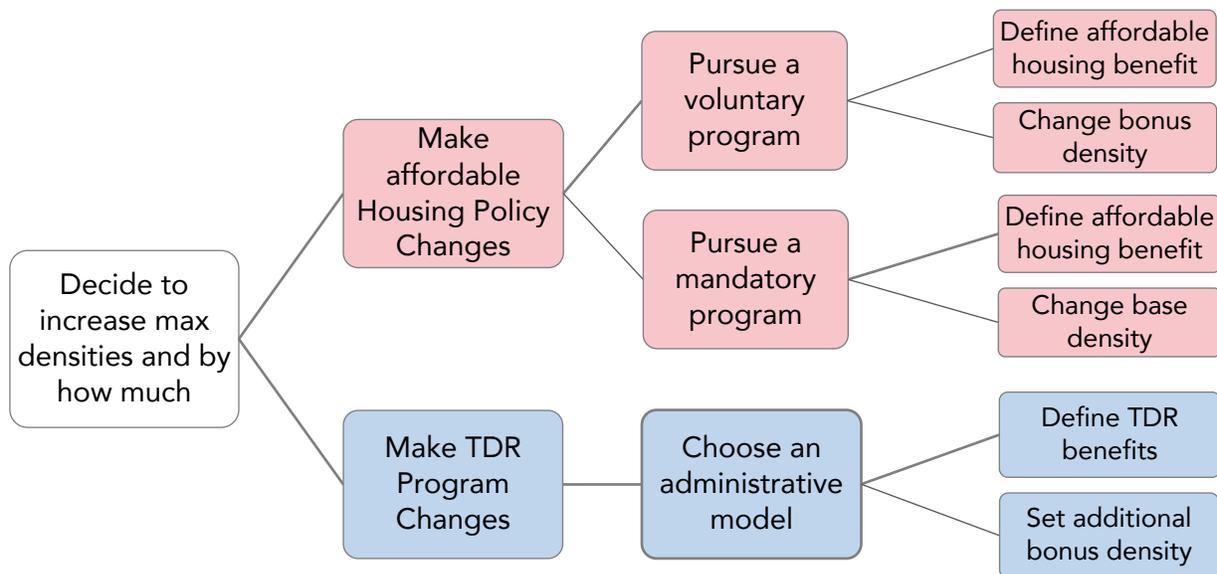
In addition to making the zoning changes described above, the City has several options to increase the provision of affordable housing units and/or purchase of TDR credits through how it defines the public benefits required to realize the incentives offered. The current TDR and affordable housing incentives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

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

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

determine what level of density is needed to support the provision of those public benefits<sup>1</sup>. For example, a higher share of affordable units—10 percent compared to 5 percent—will require a higher level of density allowed so that projects are financially viable and get built. Thus, the base and bonus density limits for each approach will also differ.

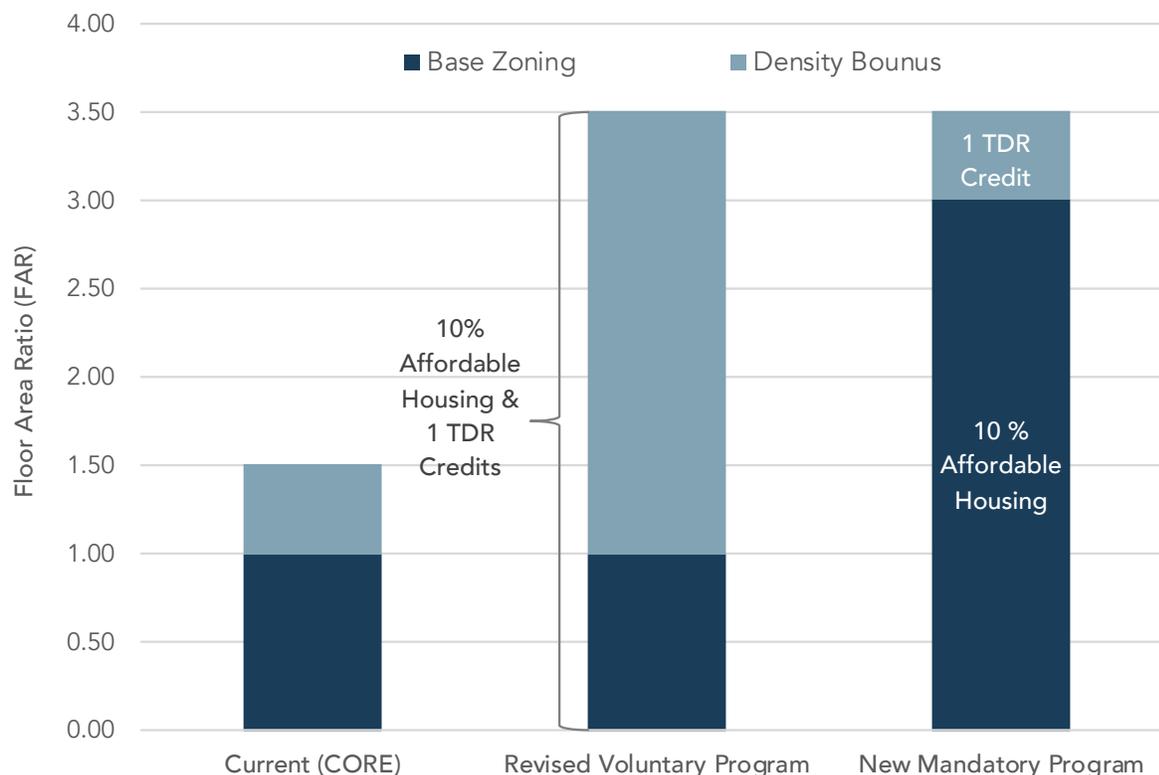
**Exhibit 2. Strategic Options Decision Tree**



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

<sup>1</sup> RCW 36.70A.540

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



Source: ECONorthwest

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

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

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

## Other Tools, such as MFTE, can Support Incentive Programs

The City has a variety of other incentives it can use to ensure development feasibility as part of an incentive program in addition to increasing zoning capacity. Direct subsidies, tax abatements, and reduced parking requirements, which was mentioned above, are the most impactful. The Multi-Family Tax Exemption (MFTE) program<sup>2</sup> is the one of the best options in Washington State that is available to the City. The Affordable Housing Task Force also recommended the City adopt an MFTE program (Recommendations 1C).

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

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

## Trade-off Between Incentive Maximums and Public Benefits

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

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

Exhibit 4 shows the maximum building scale and density assumed, the number of affordable housing units created (assuming 10 percent of units designated as affordable<sup>3</sup>), and the range of acres conserved (depending on the zoning of the sending site<sup>4</sup>).

---

<sup>2</sup> RCW 84.14

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

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

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

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

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

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

Source: ECONorthwest

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

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

**Considerations and Recommendations**

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

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

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

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

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

**Exhibit 5. Recommended Maximum Bonus Density and Height Limits**

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

Source: ECONorthwest

*Key Questions:*

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

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

*What zones do you want to increase capacity?*

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

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

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

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

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

*Key Questions:*

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

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

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

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

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

*Key Questions:*

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

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

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

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

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

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

# 1 Introduction

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

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

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

Key study questions:

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

## 1.1 Previous Efforts

### Transfer of Development Rights

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

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

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

### Affordable Housing

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

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

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

<sup>6</sup> 2018 Affordable Housing Task Force Final Report, page 1

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

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

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

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

## 1.2 Report Organization

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

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

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

## 2 Policy Context

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

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

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

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

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

## 2.1 Zoning Summary

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

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

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

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

\*Infrastructure available

\*\*Mixed use building

Source: City of Bainbridge Island

### Incentives for Using the TDR Program

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

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

<sup>8</sup> BIMC 18.12.030.D Bonus Density in NC District.

## Incentives for Providing Affordable Housing

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

- **Residential Density Bonus Provisions.** The City allows increased density (through more units or floor area) above the base requirements with the provision of affordable housing units.
  - Residential Zones: Residential subdivisions in residential zones can receive a density bonus<sup>9</sup> (one additional unit per acre) for every affordable unit provided above the base density requirements. Housing developments can receive density increases up to 50 percent above the base limit. All additional (or bonus) units must be affordable to households at or below the defined low-income threshold (51-80 percent of area median income, or AMI).
  - Neighborhood Centers: Projects within designated Neighborhood Centers can receive a density bonus of an additional one to two units per acre by providing affordable housing for low income households (51-80 percent of AMI).
  - Winslow Mixed-Use and High School Road Districts: Projects within either of these two districts may receive bonus floor area above the base Floor Area Ratio (FAR) up to the maximum FAR limit for additional floor area dedicated to affordable housing units. The level and mix of affordability depend on the overall size of the project. Projects less 10,000 square feet have to provide units affordable to at least moderate-income households (81-95 percent of AMI). Larger projects, those over 60,000 square feet, must provide at least 10 percent of the bonus area for at least low-income households 60 percent for moderate income households, and the remaining 30 percent of the bonus area for middle income households (96-120 percent of AMI).
- **Housing Design Demonstration Projects (HDDP).** The HDDP is an optional development process that provides more flexible design standards as well as density bonuses for residential housing projects that provide a diversity of unit sizes, meet green building standards, and incentivizes designated affordable units.

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

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

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<sup>9</sup> BIMC 18.21

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

## 2.2 Transfer of Development Rights

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

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

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

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

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

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

## 2.3 Affordable Housing

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

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

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

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

## 3 Existing Conditions

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

### 3.1 Program Utilization

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

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

### 3.2 Real Estate Market Conditions

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

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

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

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

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

### 3.3 Stakeholder Interviews

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

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

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

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

## 4 Development Analysis

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

### 4.1 Approach

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

**Exhibit 7. Financial Feasibility Development Equation**

Value (What the project could sell for when finished)

- Costs

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

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Feasibility (+/-)

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

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

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

## Key Financial Assumptions

The pro forma analysis used several key assumptions<sup>10</sup> to calculate financial feasibility. Appendix B lists the specific assumptions for each prototype.

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

## Building Types and Zones Analyzed

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

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

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

**Exhibit 8. Current or Existing Development Standards of Zones Analyzed**

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

\*Infrastrure available

\*\*Mixed use building

Source: City of Bainbridge Island

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

## Exhibit 9. Building Types Analyzed

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

Source: ECONorthwest

## Scenarios Analyzed

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

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

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

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

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

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

## 4.2 Feasibility Comparison

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

**Exhibit 10. Current Feasibility of Development by Zone**

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

Source: ECONorthwest

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

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

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

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

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

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

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

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

Source: ECONorthwest

## Development Analysis Summary

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

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

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

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

## 5 Policy Options

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

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

### Voluntary or Mandatory Affordable Housing Program

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

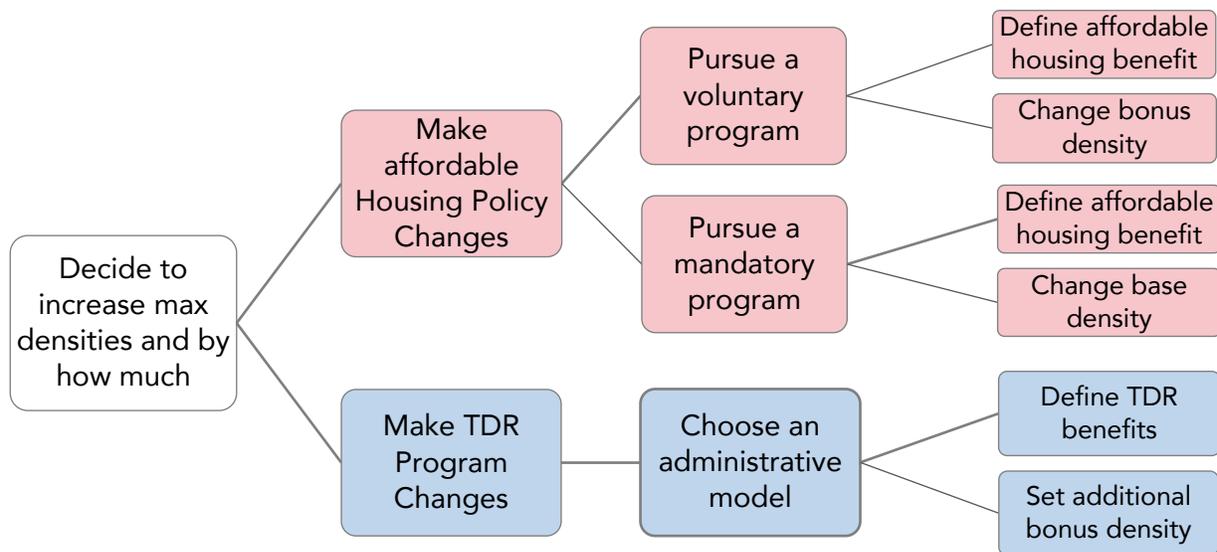
Exhibit 12 outlines the decision tree for making these policy decisions. For the affordable housing incentive program, an important, initial step is whether the City makes provisions for affordable housing voluntary or mandatory. The City currently has a voluntary program for affordable housing. However,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

Subsequent steps will need to define the public benefit for affordable housing and TDR purchases required. The amount of affordable housing provided or TDR credits purchased determine what level of density is needed to support the provision of those public benefits<sup>11</sup>. For example, a higher share of affordable units—10 percent compared to 5 percent—will require a higher level of density allowed so that projects are financially viable and get built. Thus, the base and bonus density limits for each approach will also differ.

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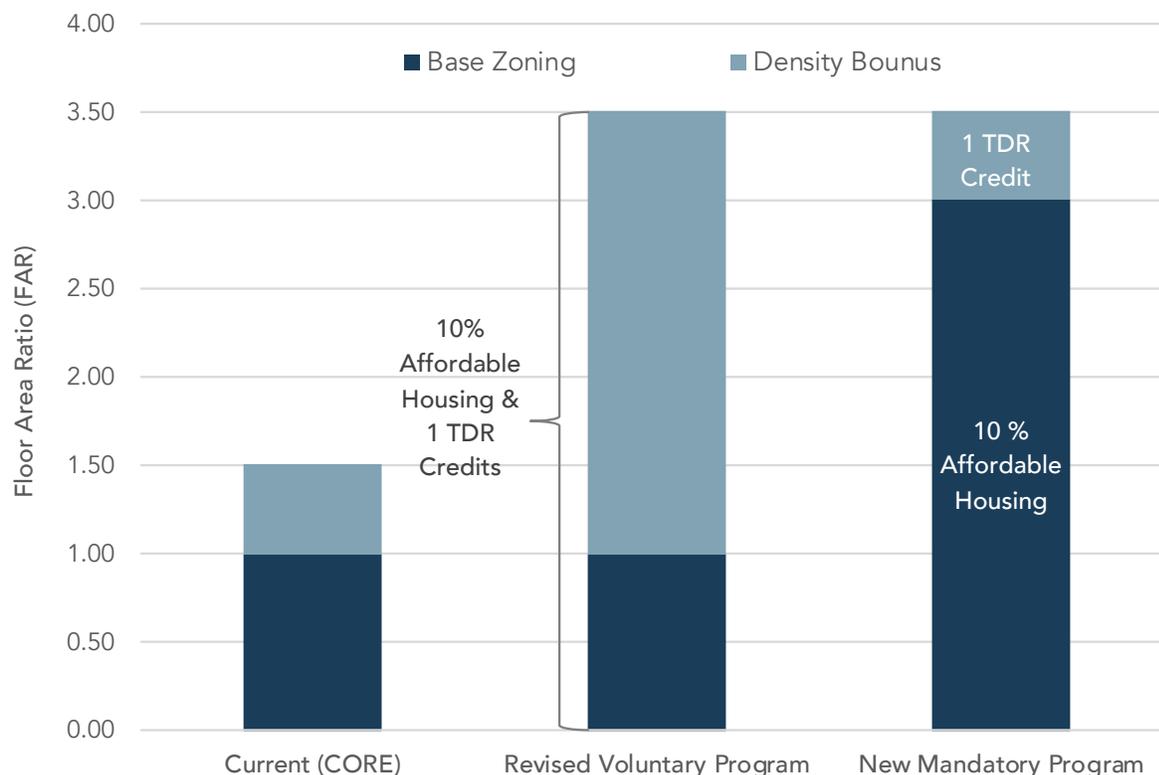
<sup>11</sup> RCW 36.70A.540

**Exhibit 12. Strategic Options Decision Tree**



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

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



Source: ECONorthwest

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

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

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

## Other Tools, such as MFTE, can Support Incentive Programs

The City has a variety of other incentives it can use to ensure development feasibility as part of an incentive program in addition to increasing zoning capacity. Direct subsidies, tax abatements, and reduced parking requirements, which was mentioned above, are the most impactful. The Multi Family Tax Exemption (MFTE) program<sup>12</sup> is the one of the best options in Washington State that is available to the City. The Affordable Housing Task Force also recommended the City adopt an MFTE program (Recommendations 1C).

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

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

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<sup>12</sup> RCW 84.14

## Trade-off Between Incentive Maximums and Public Benefits

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

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

Exhibit 4 shows the maximum building scale and density assumed, the number of affordable housing units created (assuming 10 percent of units designated as affordable<sup>13</sup>), and the range of acres conserved (depending on the zoning of the sending site<sup>14</sup>).

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

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

Source: ECONorthwest

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

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

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

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

# 6 Considerations and Recommendations

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

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

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

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

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

**Exhibit 15. Recommended Maximum Bonus Density and Height Limits**

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

Source: ECONorthwest

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

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

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

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

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

# Appendix A – Real Estate Market Analysis

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## Introduction

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

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

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

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

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

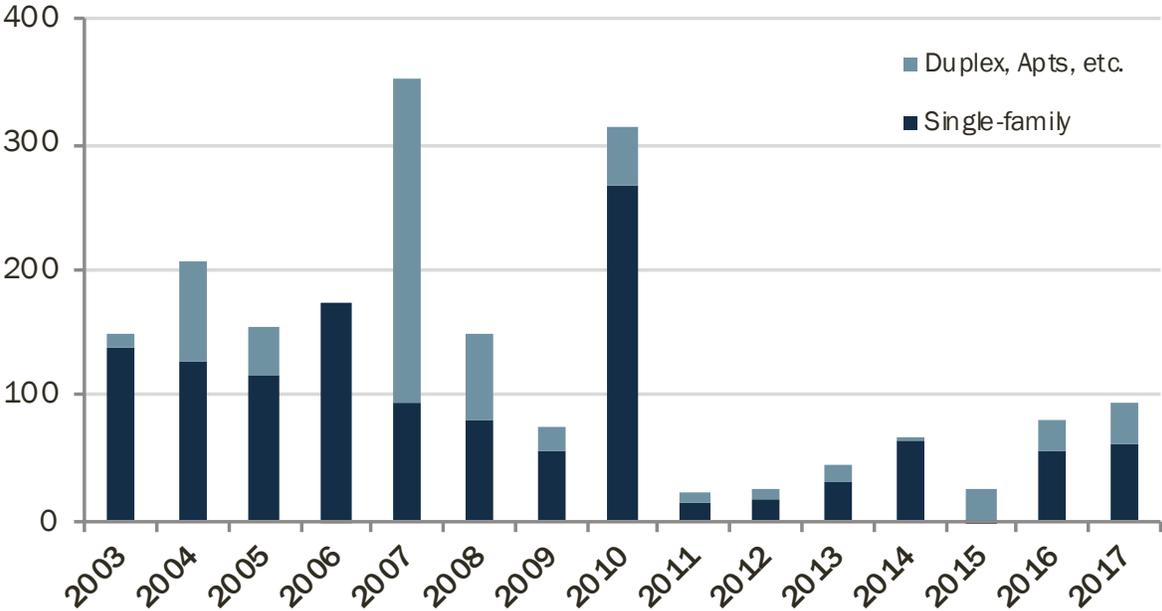
# Market Analysis

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

## Improving market conditions have spurred new real estate investment

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

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



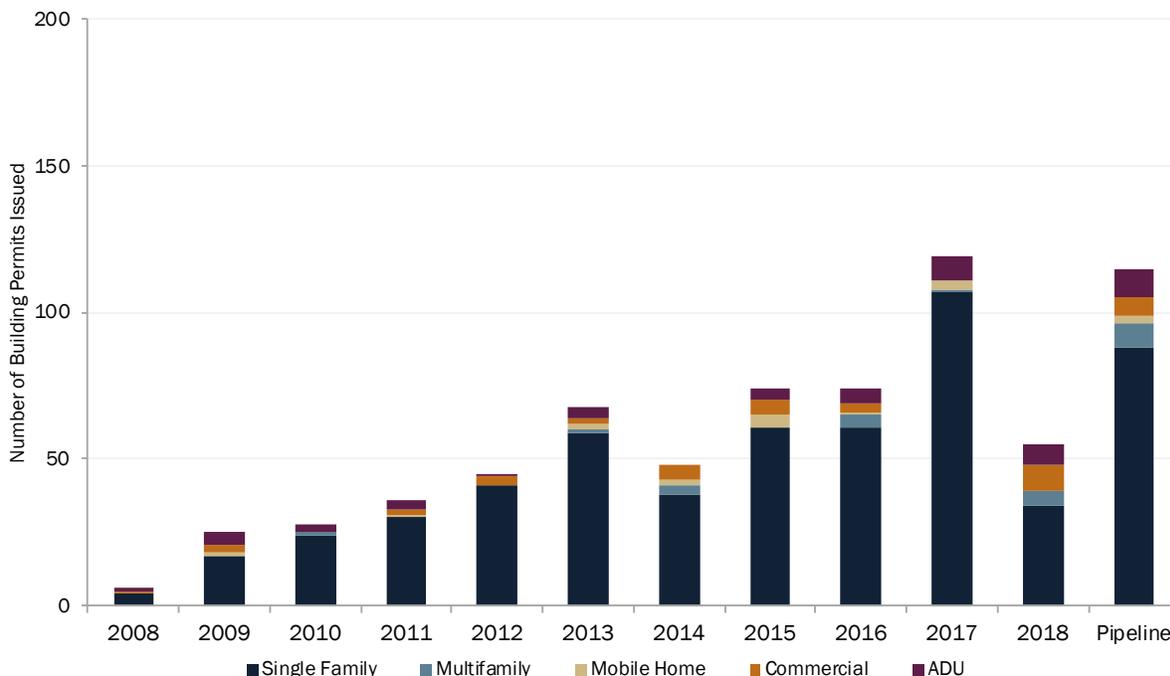
Source: Washington Office of Financial Management, 2018  
 \* Note, the 2010 estimate is likely excessively large to account for underestimates in previous years and to match the 2010 Census totals.

## Building Permits Activity is Increasing

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

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

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

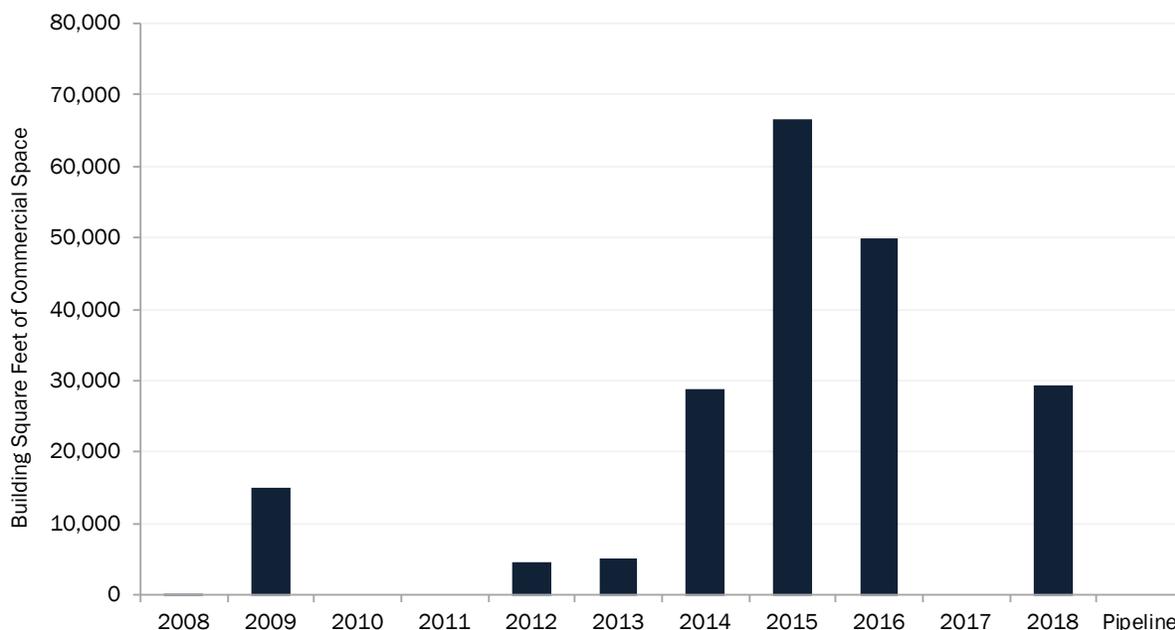


Source: City of Bainbridge Island

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

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

### Exhibit 19. Commercial Space Permitted, 2008-2018

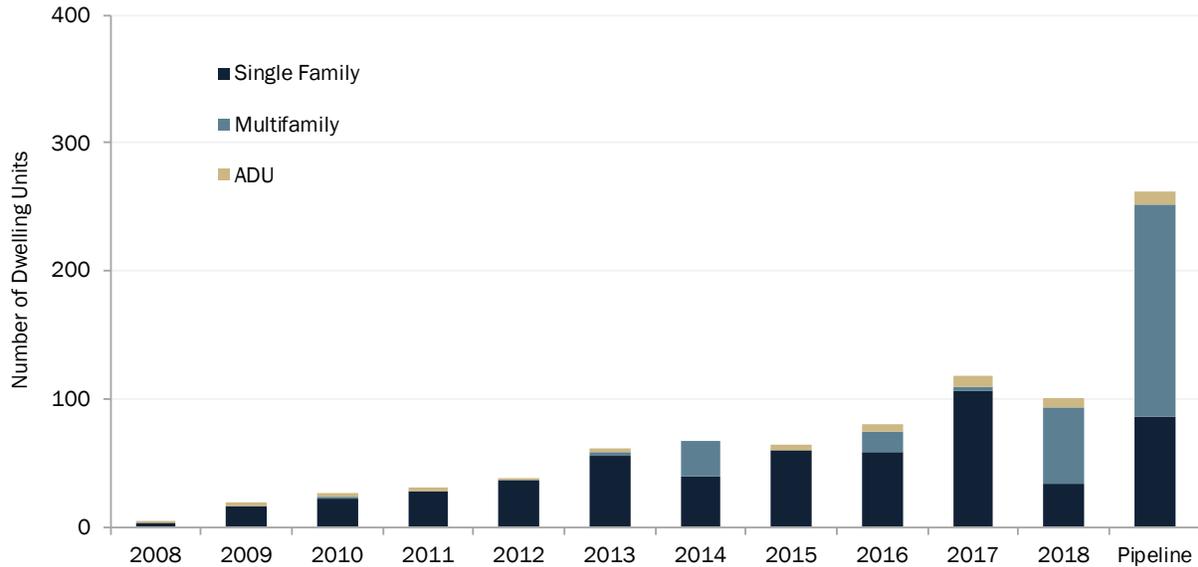


Source: City of Bainbridge Island

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

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

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

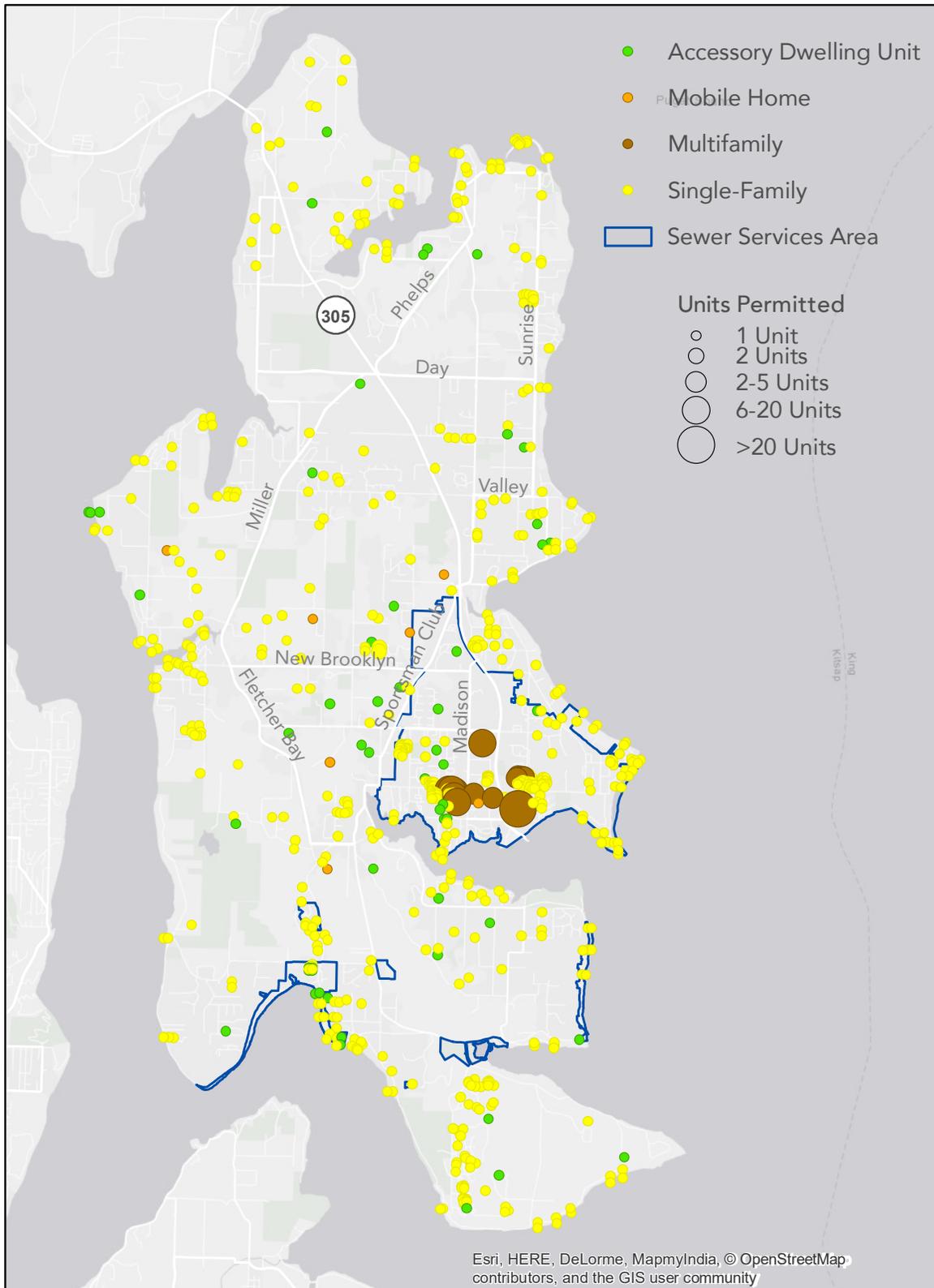


Source: City of Bainbridge Island

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

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

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

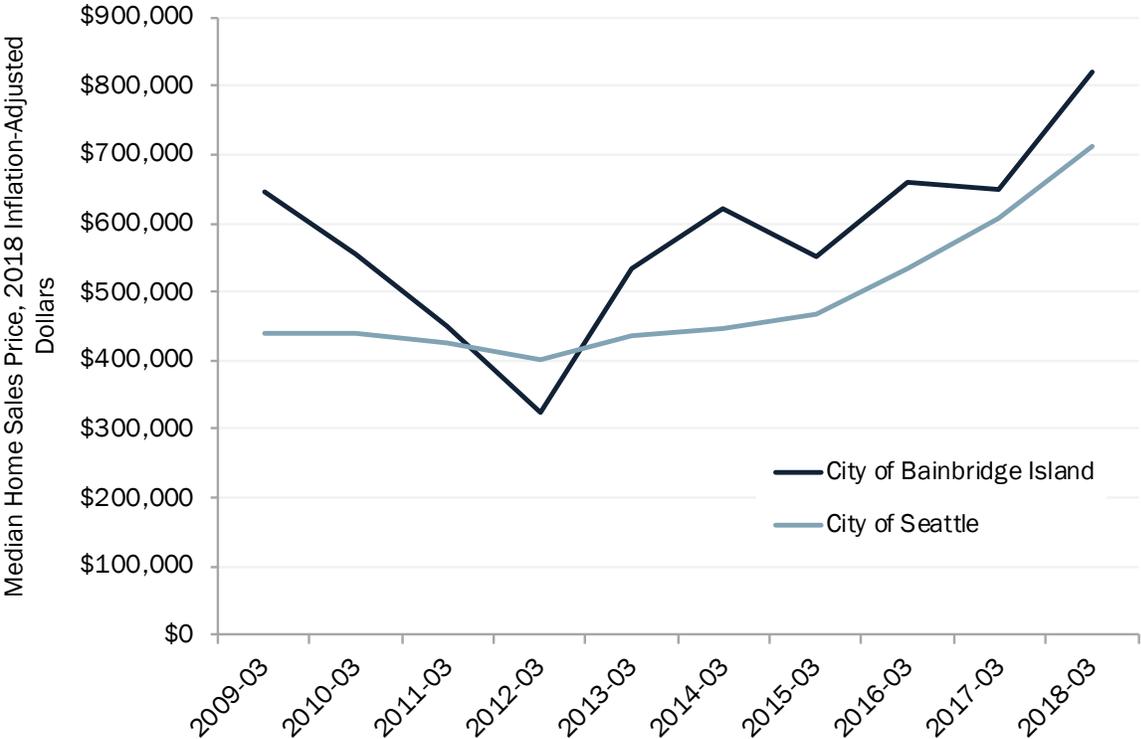


Source: City of Bainbridge Island

### Large Increase in Home Prices

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

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



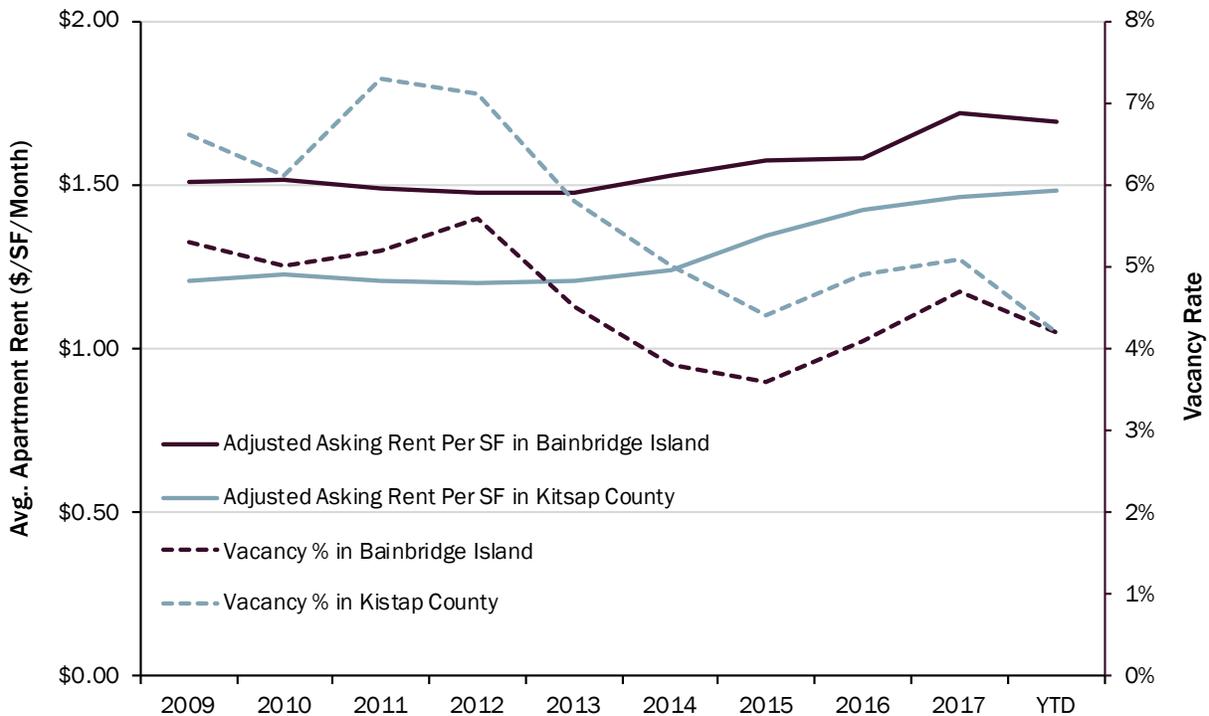
Source: Property Radar, 2018 & Zillow Research, 2018.

## Apartment Market has Strong Fundamentals

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

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

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



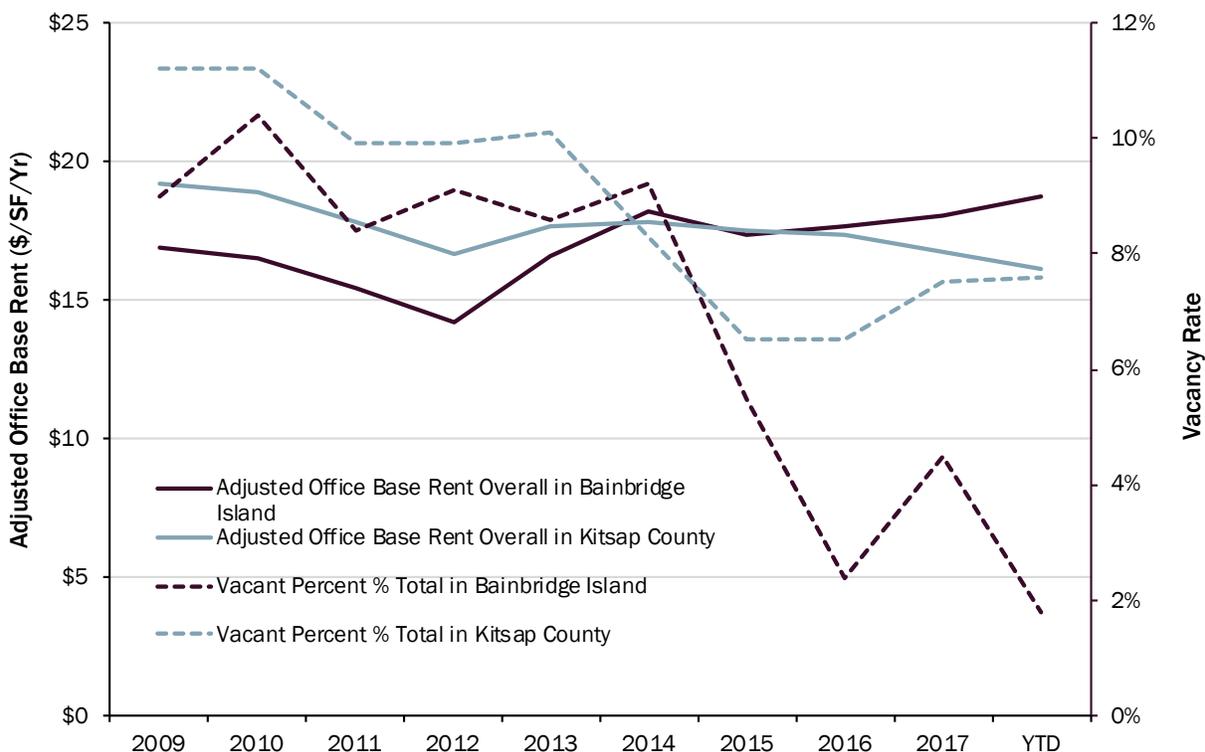
Source: CoStar, 2018

## Office Market is Improving

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

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

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



Source: CoStar, 2018.

# Recent Development Examples

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

## Office Developments

### Bainbridge Island CrossFit

9440 Sportsman Club Rd NE, Bainbridge Island

Year Built: 2017  
Stories: 2  
Size: 12,000 SF  
Rent: \$13.00- \$16.00 / NNN  
Current Tenants: CrossFit



### Island Gateway

204 Ravine Ln NE, Bainbridge Island

Year Built: 2010  
Stories: 3  
Size: 37,626 SF  
Rent: \$20.00 – 24.00 / SF  
Vacancy Rate: 0%  
Current Tentants: NA



## Multifamily Developments

### Bainbridge Landing

259 Ferncliff Ave., Bainbridge Island

Year Built: Under construction (delivers April 2019)

Units: 107

Stories: 4 | Buildings: 8

Parking: Ground-level and surface parking

Total Floor Area: 100,000 SF

Average Unit Size: 763 SF

Unit Mix: 70% (1-Bed)

30% (2-Bed)



### Grow Community – Condos (The Tsuga)

221 Wyatt Way NE, Bainbridge Island

Year Built: 2015

Units: 15

Stories: 3 | Buildings: 1

Rent: NA

Total Floor Area: 21,174 SF

Parking: Ground-level and Surface Parking

Average Unit Size: 1,412 SF

Unit Mix: 100% (1-Bed)



## Single Family Developments

### Grow Community - Townhomes

Ambrose Lane NW, Bainbridge Island

Year Built: 2013

Square Feet: 1,500 – 1,800

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



### Winslow Grove

NE Winslow Grove Court, Bainbridge Island

Year Built: 2018

Square Feet: 3,000 – 4,200

Sales Price: + \$1.1 million



These project examples indicate:

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

## Demand Outlook

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

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

### Outlook by Use

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

As land values increase in Bainbridge Island, the market for single-family homes will increasingly be for both smaller housing forms (such as townhomes and small-lot homes) and larger, higher-end homes to justify the higher cost of land.

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

## Implications for Development Incentives

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

### Winslow has the most potential for future development

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

### Neighborhood Centers have Limited Potential Due to a Lack of Infrastructure

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

### Residential uses have the best opportunity for utilizing development incentives

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

### Residential projects will want to maximize density

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

## Appendix B – Pro Forma Assumptions

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

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

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

# Appendix C – Median Income Limits



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

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



# WINSLOW MASTER PLAN ANALYSIS

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AN ANALYSIS BY

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PLANNING IN CONTEXT**

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# EXECUTIVE SUMMARY

## OVERVIEW

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

## HISTORICAL CONTEXT

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

## **OBJECTIVES**

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

## **METHODS AND FINDINGS**

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

# INTRODUCTION

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

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

# PURPOSE AND SCOPE

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

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

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

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

---

# AUDIENCE AND CLIENT

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

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

# PROCESS AND METHODOLOGY

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

## **RESEARCH: "SITE" VISIT**

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

## **RESEARCH: HISTORY AND CONTEXT**

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

## **COMMUNICATION PROCESS: CLIENT AND TEAM MEETINGS**

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

## **EXECUTING SEWER SERVICE AND CONNECTIVITY ANALYSIS**

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

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

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

## **EXECUTING DENSITY AND GROWTH ANALYSIS**

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

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

**Executing the density and growth analysis required three different components:**

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

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

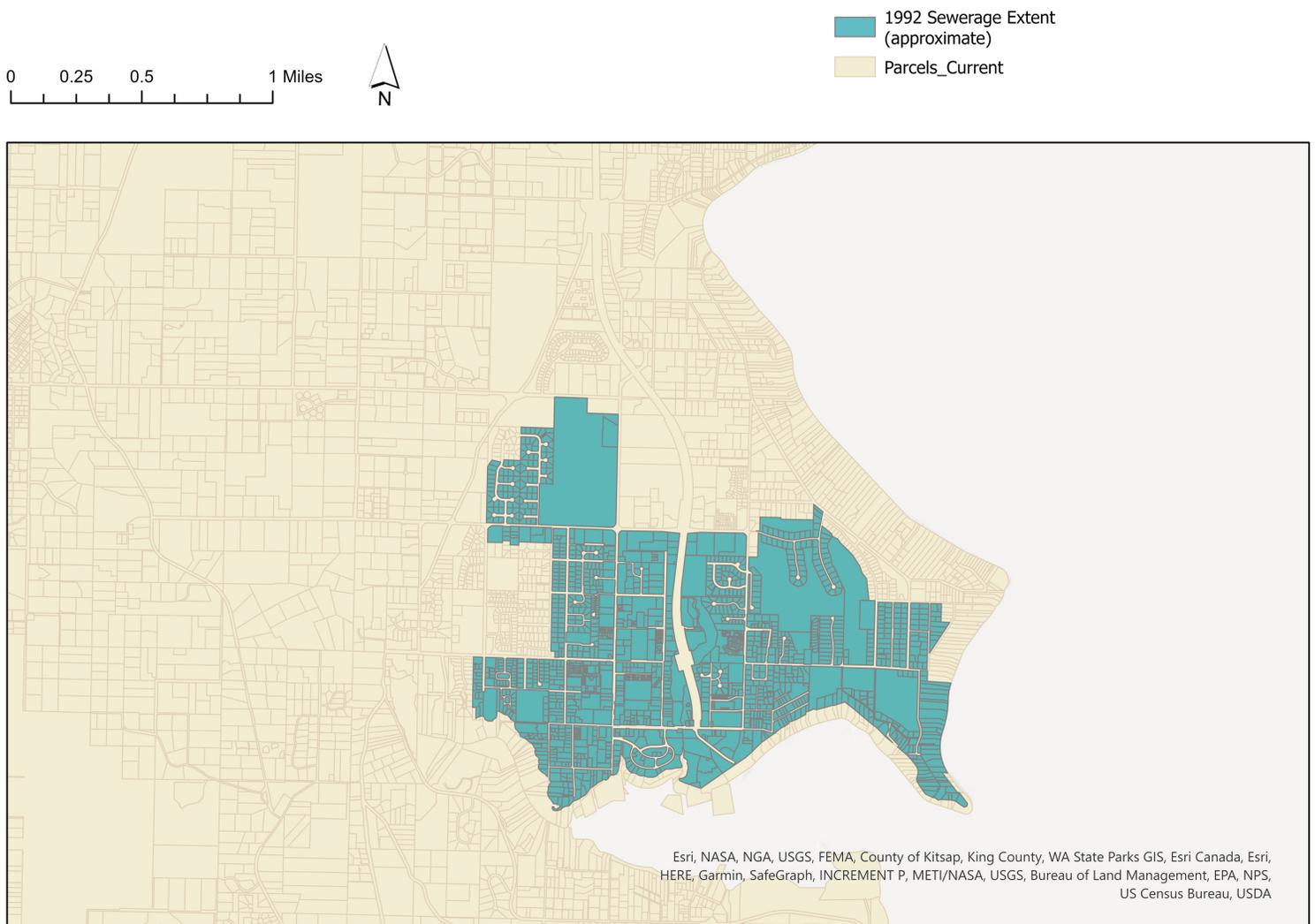
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# **RESULTS AND RECOMMENDATIONS FOR FUTURE DEVELOPMENT**

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# SEWER SERVICE

## 1992 Winslow Sewer Services Extent Map



*Fig. 1. 1992 Winslow Sewer Services Extent Map*

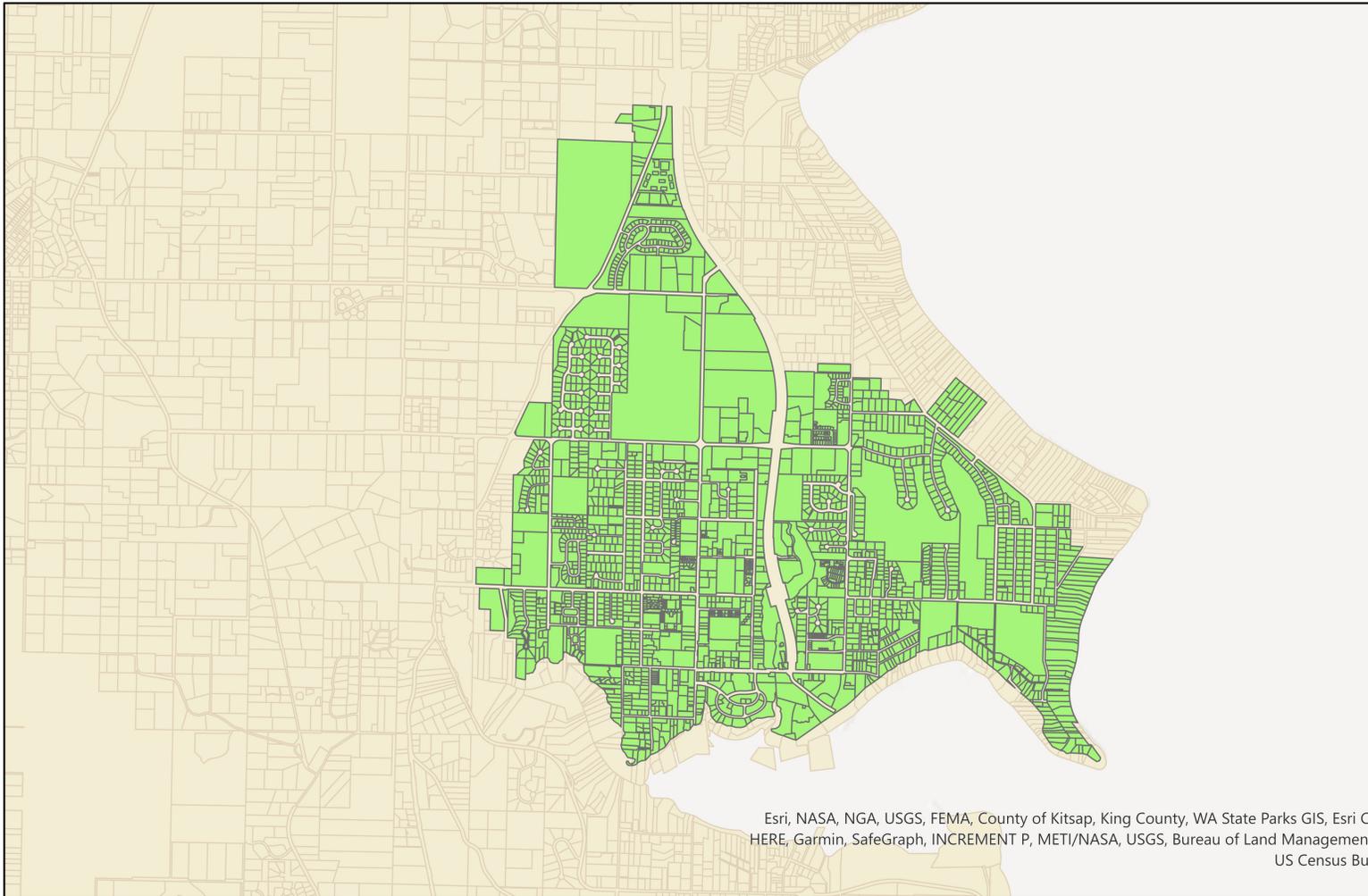
The 1992 Winslow Sewer Services extended basically to the boundaries of the historic Winslow area excluding the Rotary Park and the nearby area, with an addition of the Bainbridge High School.

# 2015 Winslow Sewer Services Extent Map

## Legend

- 2015 Sewerage Extent
- Parcels\_Current

0 0.25 0.5 1 Miles



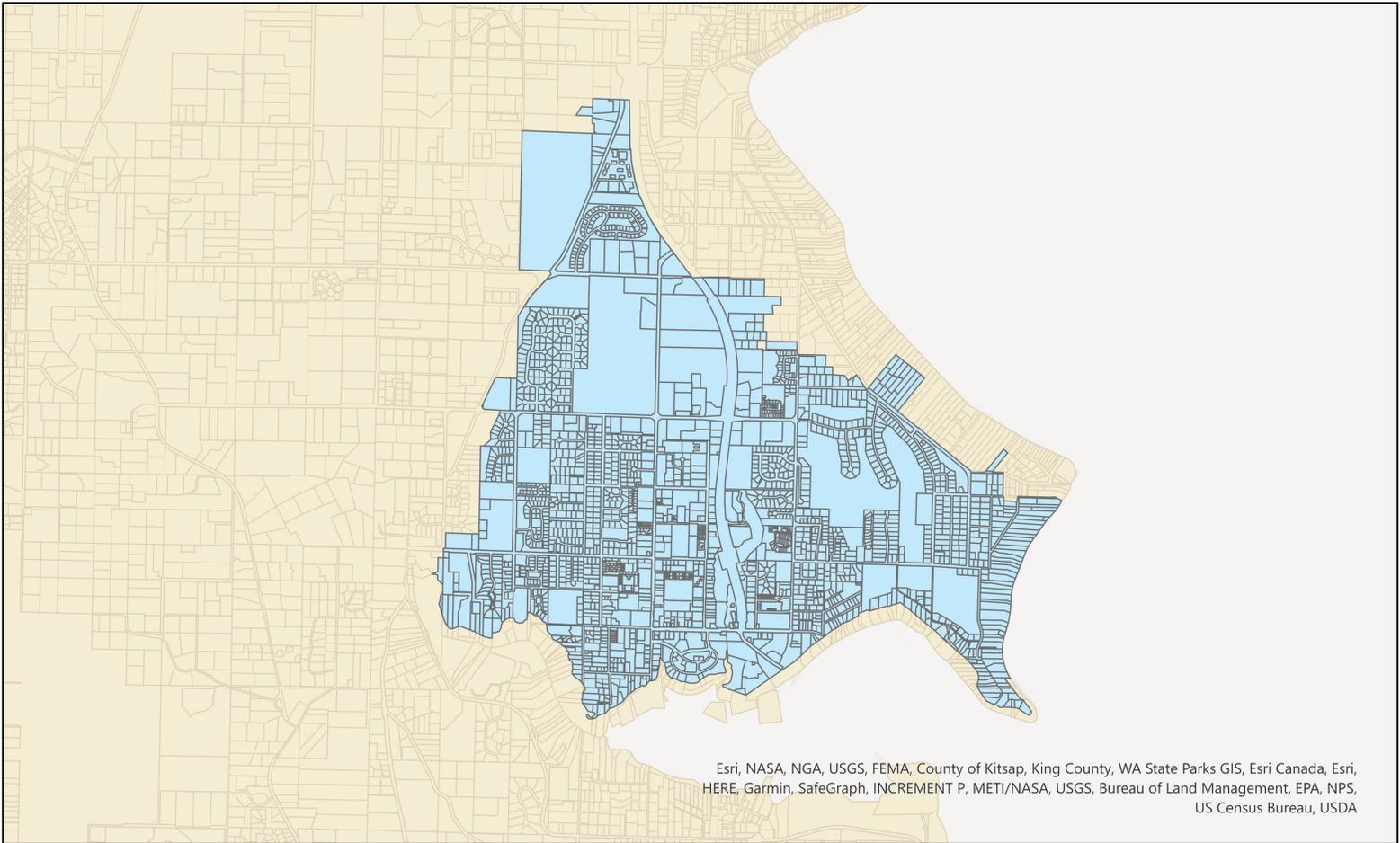
*Fig. 2. 2015 Winslow Sewer Services Extent Map*

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

# 2021 Winslow Sewer Services Extent Map

## Legend

- 2021 Sewerage Extent
- Parcels\_Current



Esri, NASA, NGA, USGS, FEMA, County of Kitsap, King County, WA State Parks GIS, Esri Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

*Fig. 3. 2021 Winslow Sewer Services Extent Map*

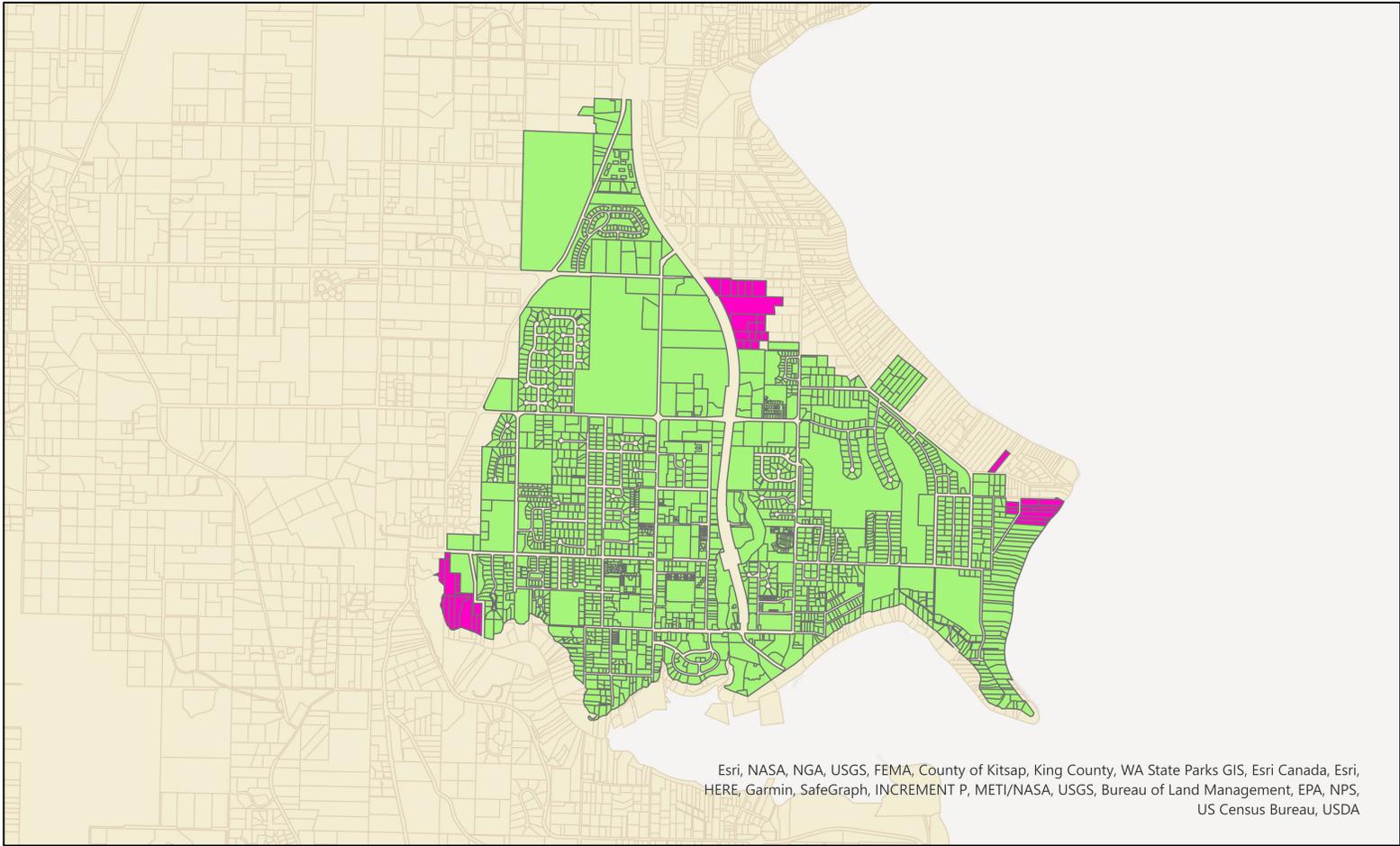
The 2021 Winslow Sewer Services expanded in the northeast, southeast, and southwest corners.

# Winslow Sewer Services Expansion Since 2015

## Legend

- 2015 Sewerage Extent
- Parcels\_Current
- Expansion Since 2015

0 0.25 0.5 1 Miles



Esri, NASA, NGA, USGS, FEMA, County of Kitsap, King County, WA State Parks GIS, Esri Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

Fig. 4. Winslow Sewer Services Expansion Since 2015

# 1992, 2015 and 2021 Winslow Sewer Services Extents Map



## Legend

- 1992 Sewerage Extent (approximate)
- 2015 Sewerage Extent
- 2021 Sewerage Extent
- Parcels\_Current

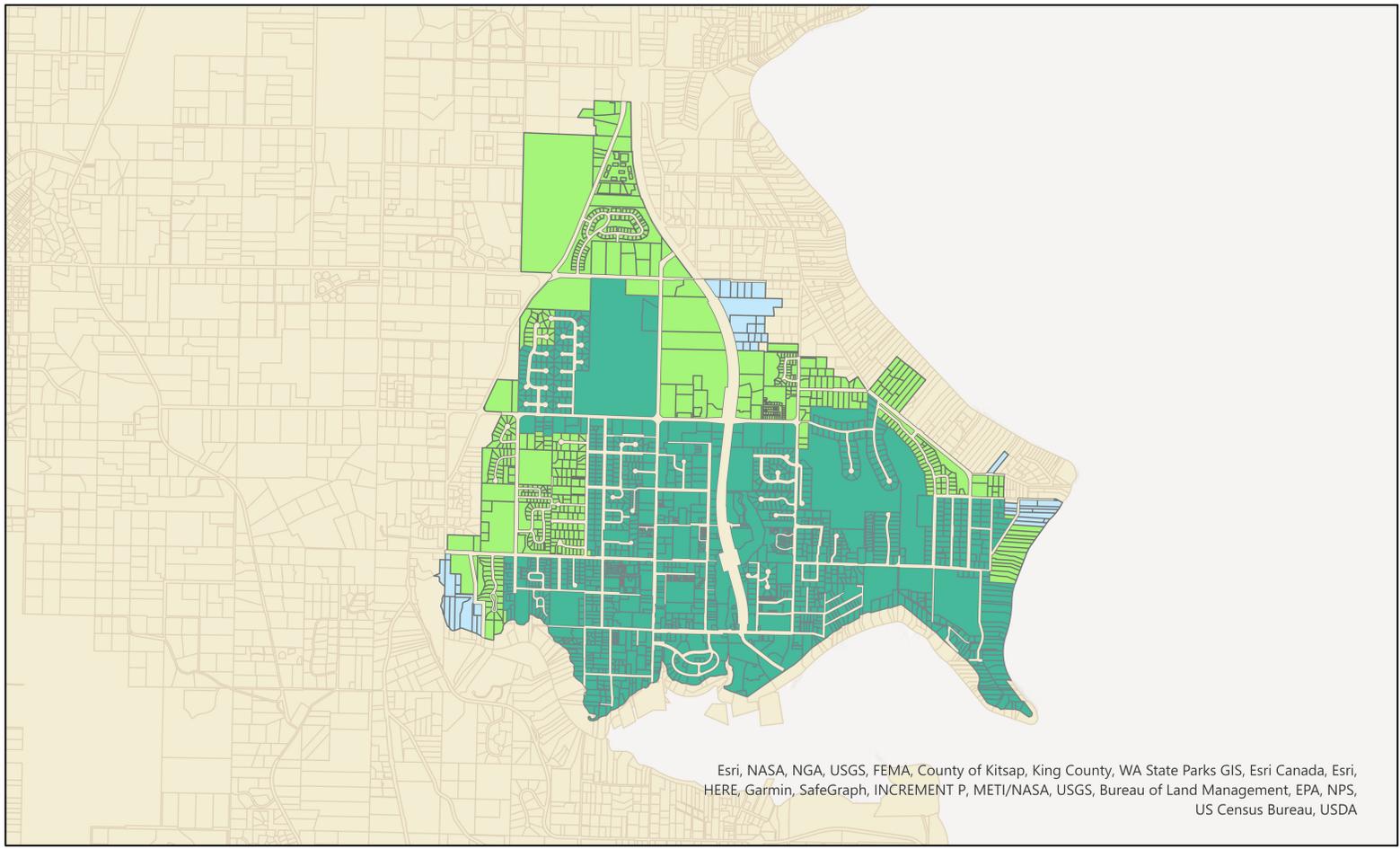


Fig. 5. 1992, 2015, and 2021 Winslow Sewer Services Extents Map

### Evolutions of the Winslow Sewer Services Summary:

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

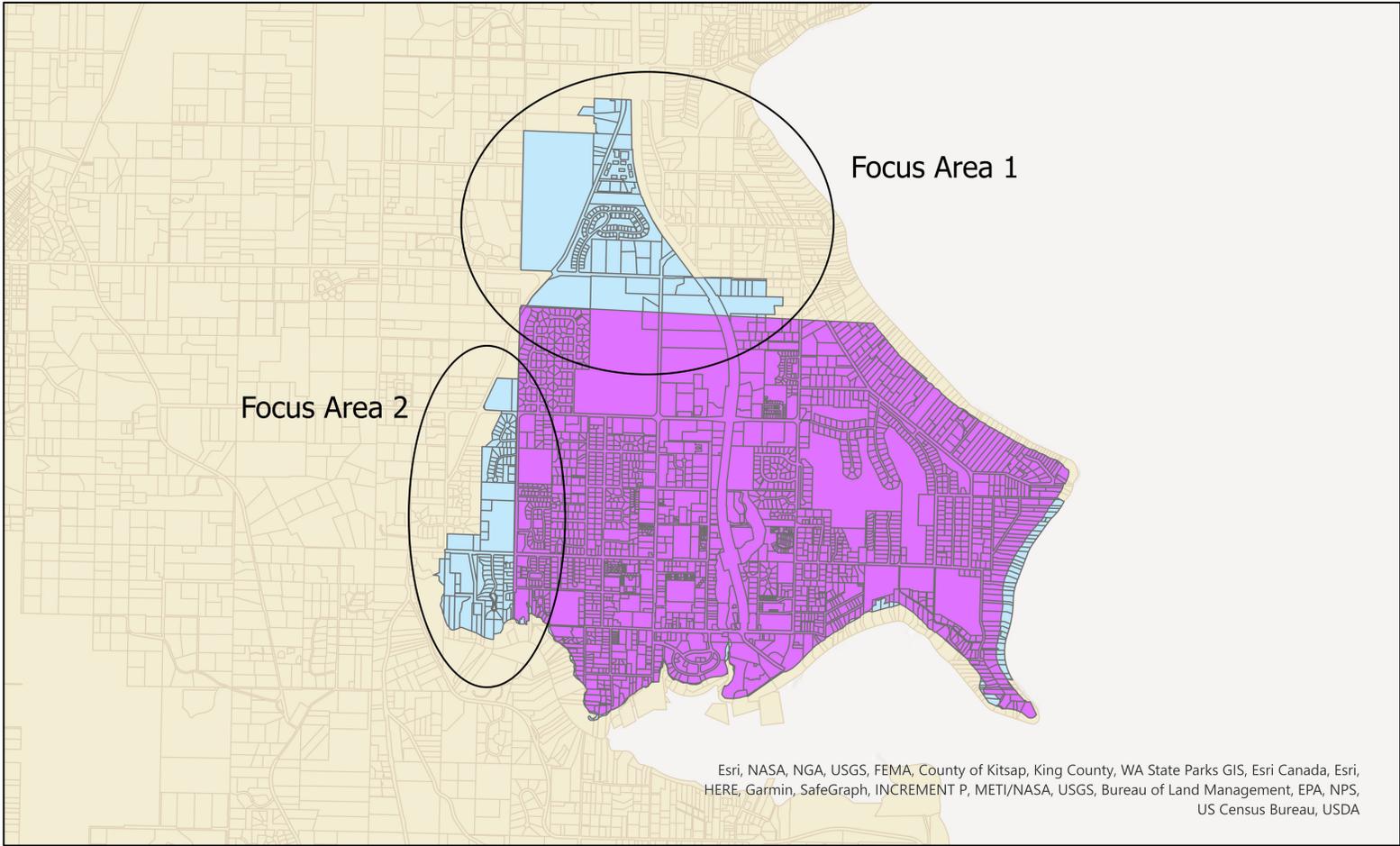
2015-2021: expansion in the northeast, southeast, and southwest corners.

# Winslow Master Plan Area Overlaying 2021 Winslow Sewer Services Extent

## Legend

- Winslow Master Plan Area
- 2021 Sewerage Extent
- Parcels\_Current

0 0.25 0.5 1 Miles



Esri, NASA, NGA, USGS, FEMA, County of Kitsap, King County, WA State Parks GIS, Esri Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

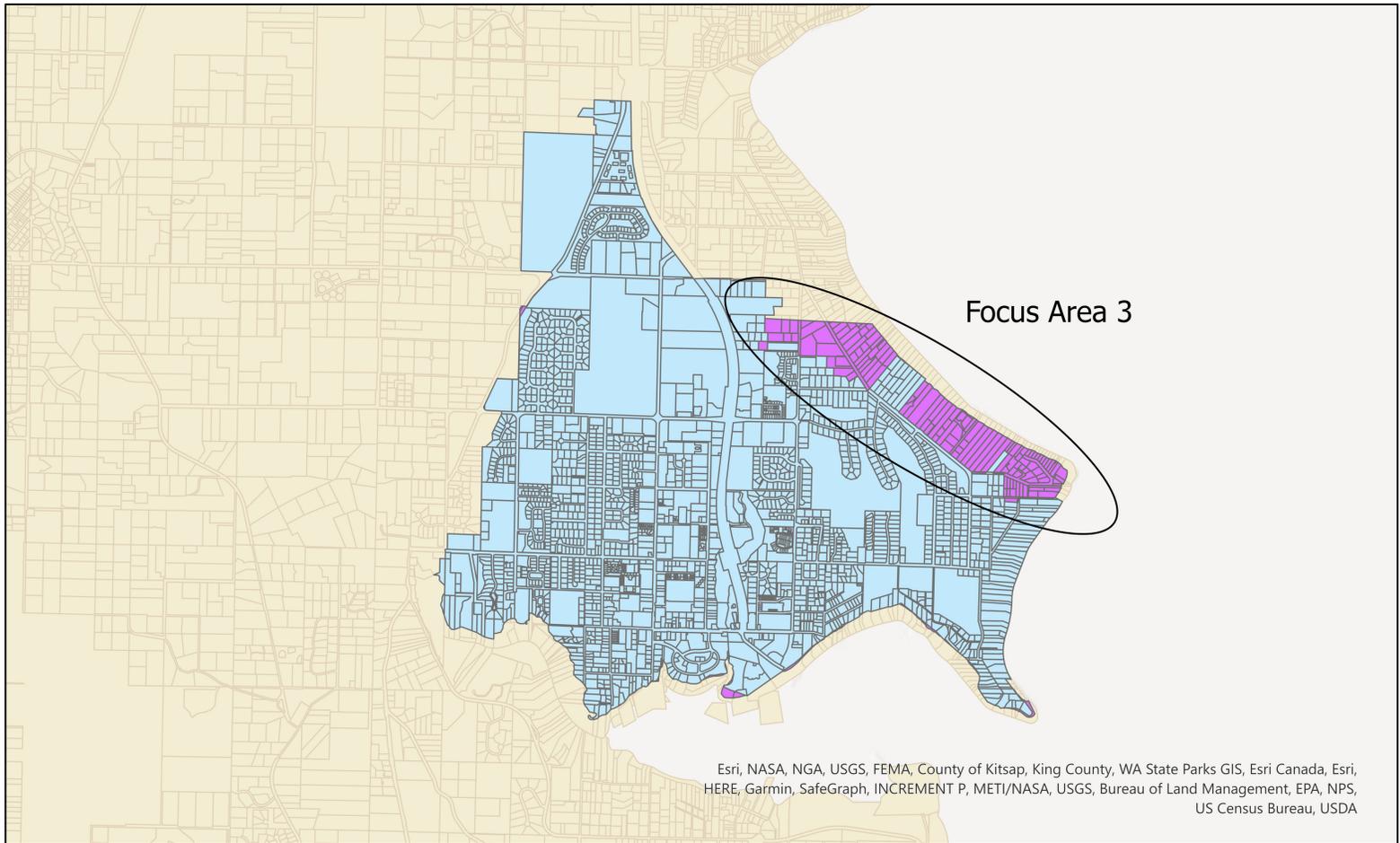
Fig. 6. Winslow Master Plan Area Overlaying 2021 Winslow Sewer Services Extent

# 2021 Winslow Sewer Services Extent Overlaying Winslow Master Plan Area

## Legend

- Winslow Master Plan Area
- 2021 Sewerage Extent
- Parcels\_Current

0 0.25 0.5 1 Miles



Esri, NASA, NGA, USGS, FEMA, County of Kitsap, King County, WA State Parks GIS, Esri Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

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

## Focus Area 1 Land Use Classification Map

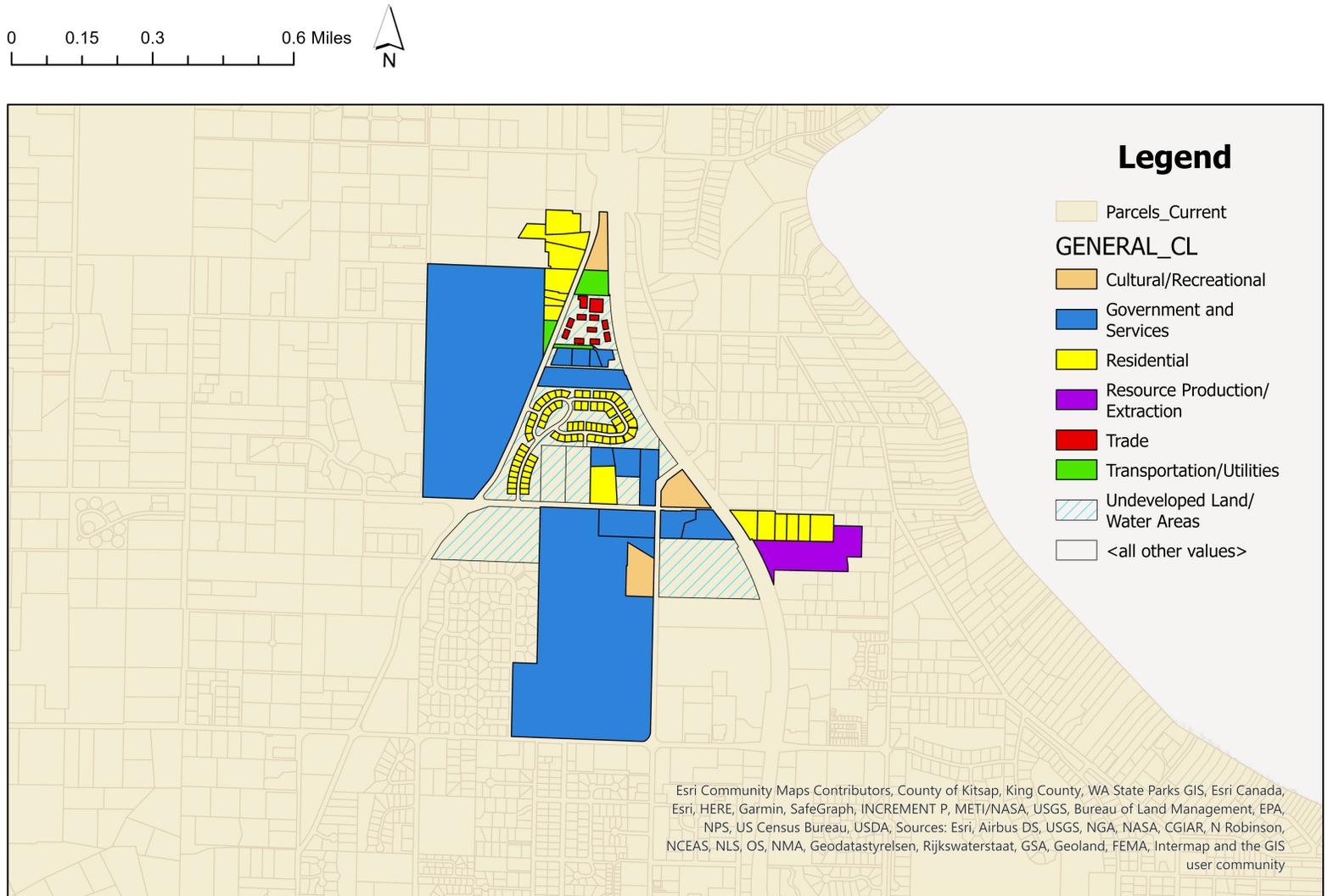


Fig. 8. Focus Area 1 Land Use Classification Map

### MAJOR ASSETS IN FOCUS AREA 1

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

## Focus Area 2 Land Use Classification Map

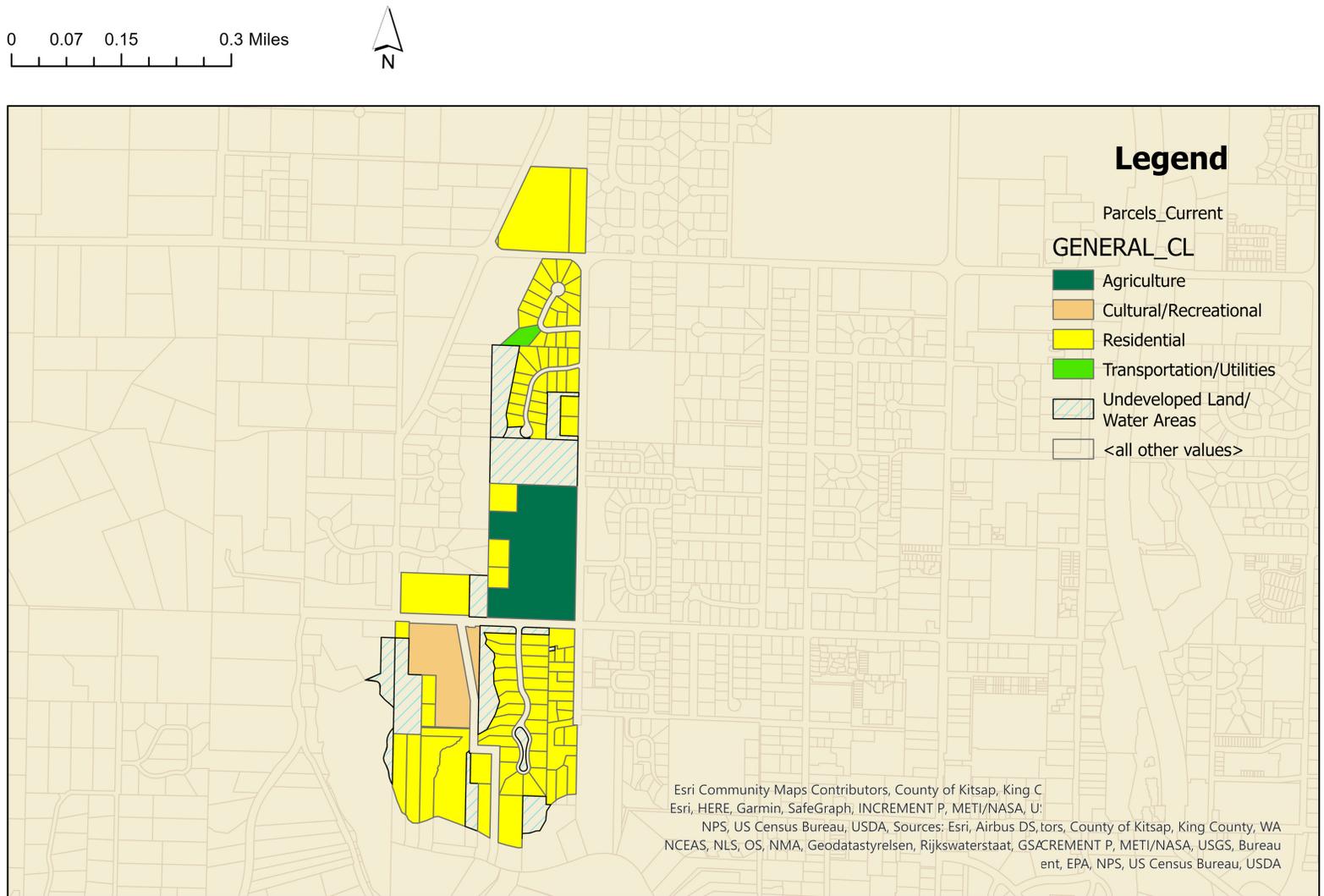


Fig. 9. Focus Area 2 Land Use Classification Map

### MAJOR ASSETS IN FOCUS AREA 2

St. Barnabas Episcopal Church

## Focus Area 3 Land Use Classification Map

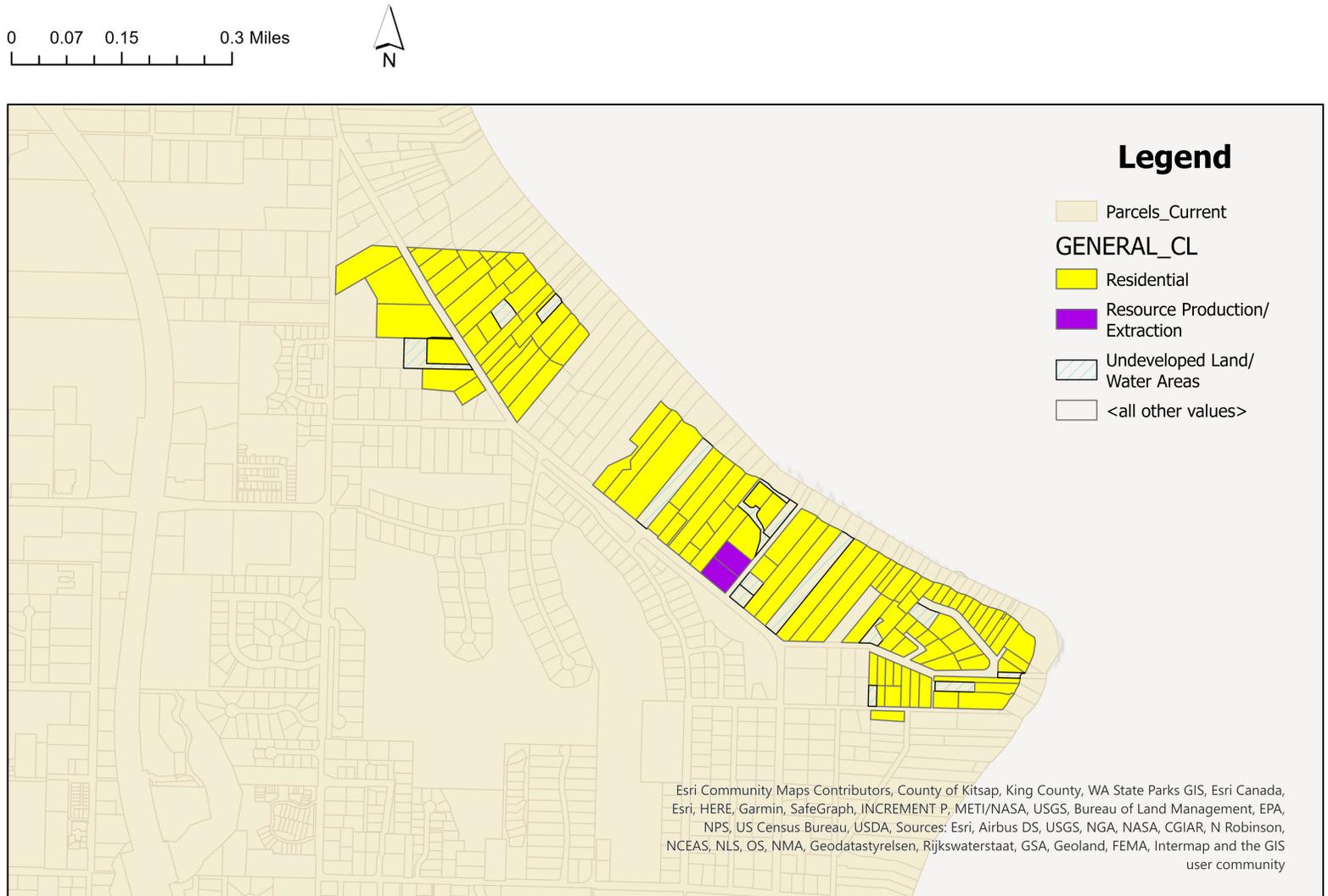


Fig. 10. Focus Area 3 Land Use Classification Map

### MAJOR ASSETS IN FOCUS AREA 3

(Omitted)

# CONNECTIVITY

## Presence of Sidewalks in Winslow, Bainbridge Island



Date: November 8th 2021  
Map Author: UW CEP 460 Team

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

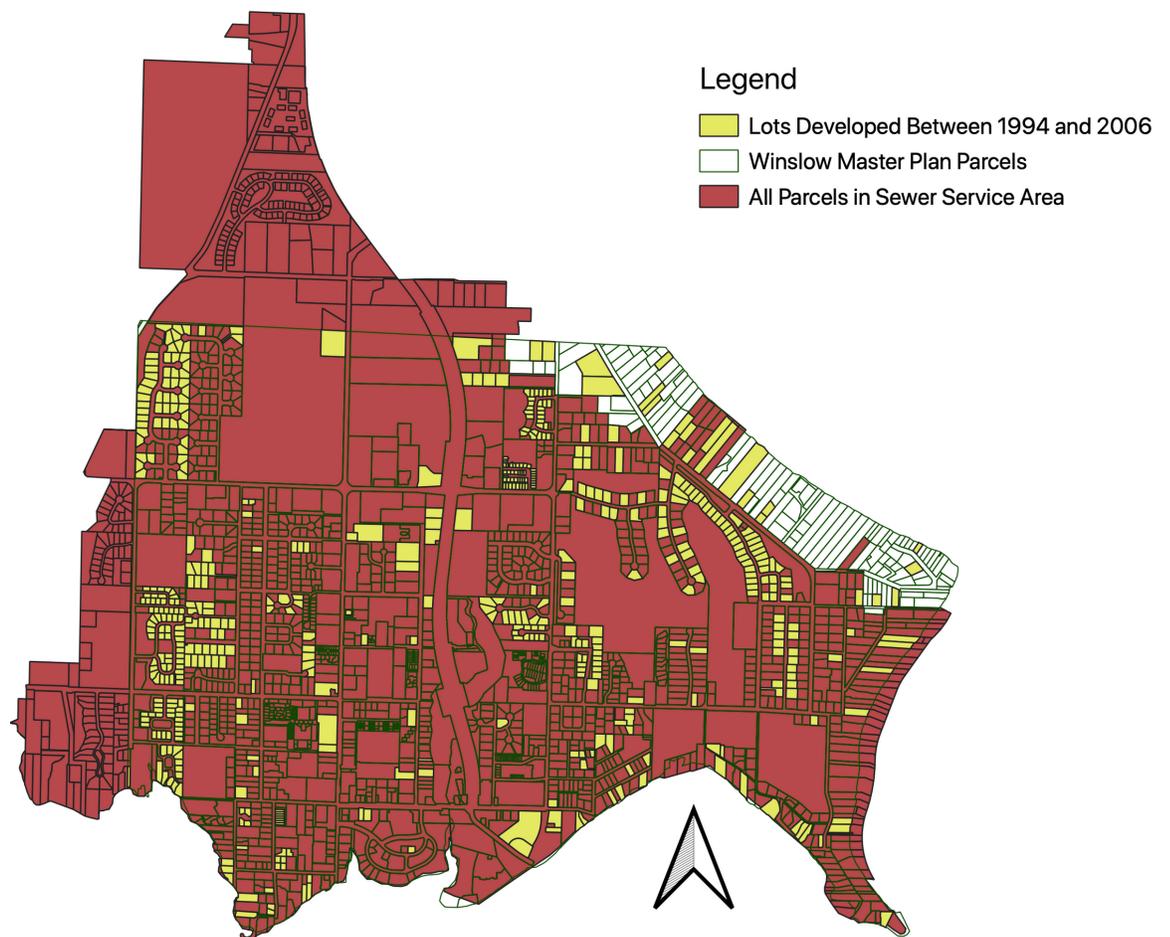
Fig. 11. Presence of Sidewalks in Winslow, Bainbridge Island

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

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

# DENSITY AND GROWTH ANALYSIS

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



Date Created: November 17 2021  
Map Author: UW CEP 460 Team  
Data Source: City of Bainbridge Island

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

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

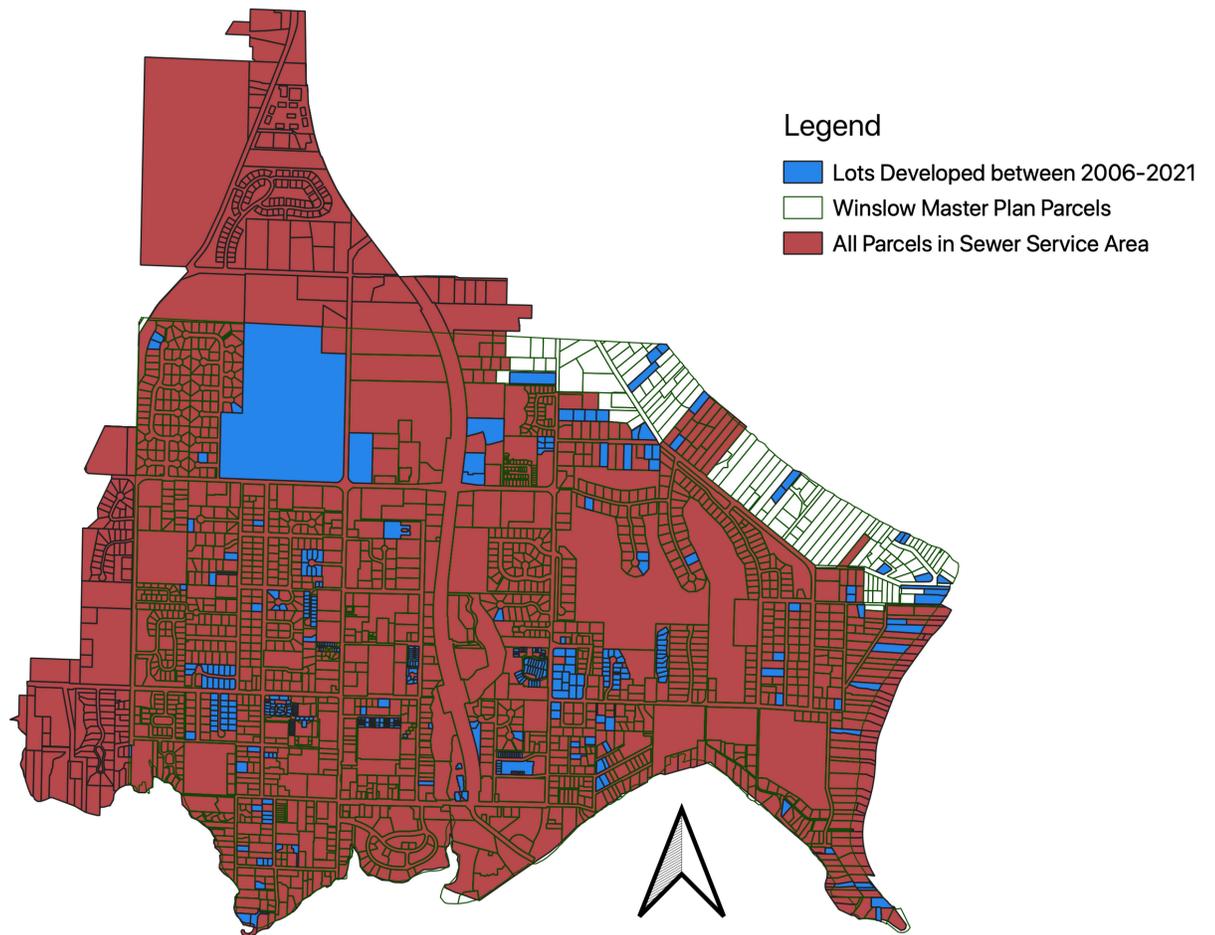
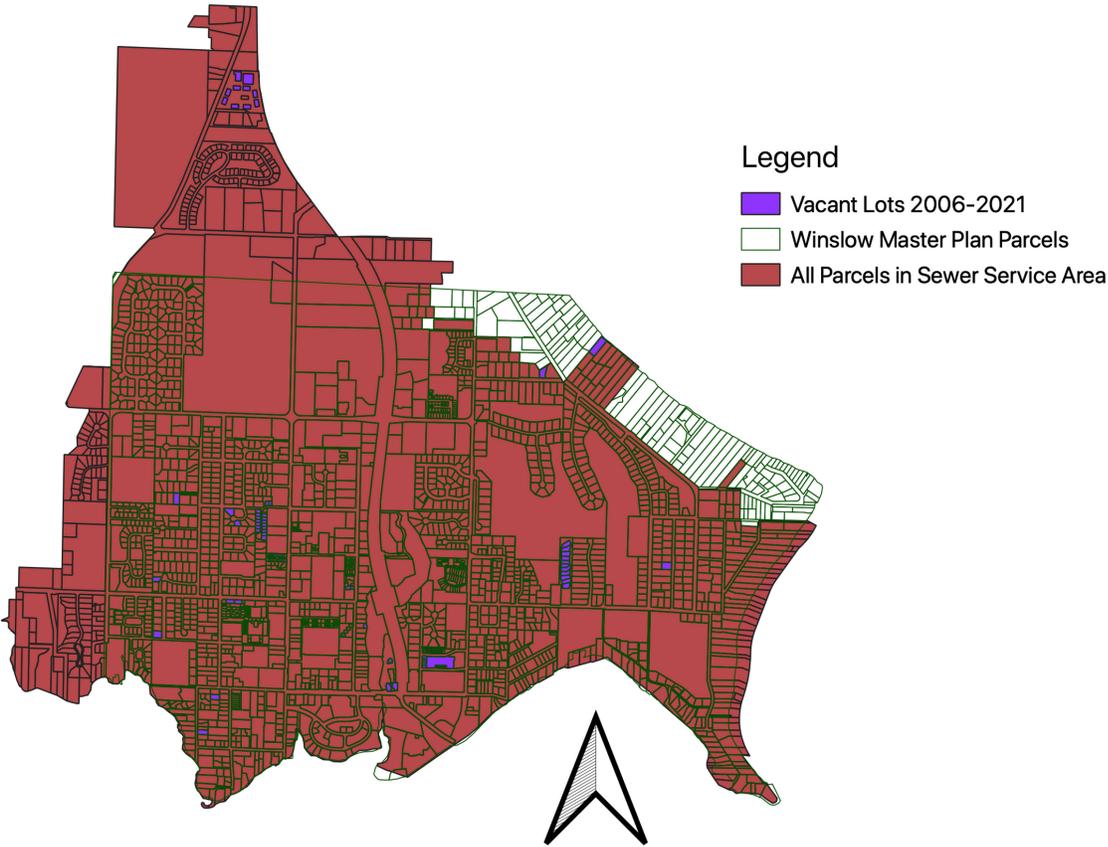


Fig. 13. Lots Developed Between 2006-2021 Both Within and Outside the Winslow Sewer Service Area

Vacant Lots in Winslow Sewer Service Area,  
2006-2021



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

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

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

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

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

# TABLES

**Master Plan Study Area Summary Table 2006-2021**

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

*Fig. 15 Master Plan Area Lot Summary Table*

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

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

Fig. 16 Sewer Service Area Lot Summary Table

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

## People moving into Bainbridge per year

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

*Fig. 17 Yearly Population Growth Over Five Year Course*

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

# FLOOR AREA RATIO (FAR) FINDINGS

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

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

Fig. 18. Growth Analysis Formula Summary Table

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

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

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

*Fig. 19 Remaining Carrying Capacity A Result Table*

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

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

*Fig. 19. Remaining Carrying Capacity B Result Table*

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# CONCLUSION

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

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

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October 5, 2022

Jennifer Sutton  
Senior Planner  
Bainbridge Island Department of Planning and Community Development  
280 Madison Avenue North  
Bainbridge Island, WA 98110

Re: Haggar Scribner Comprehensive Plan Policy Amendment – Civic and Cultural Connection Overlay

Dear Ms. Sutton,

My client, Haggar Scribner Properties, LLP, has proposed a Comprehensive Plan Amendment seeking establishment of a Civic and Cultural Connection Overlay (CCCO) in the Winslow Core as a matter of policy, which is scheduled to be discussed by the Planning Commission at a study session on October 27, 2022. The attached statement is intended to provide you and the Planning Commissioners with additional information regarding the CCCO, including the public benefits it would provide and the ways in which it would support the goals and policies in both the Comprehensive Plan and the Winslow Master Plan (now Winslow Subarea Plan). The statement also includes a brief description of a conceptual project that the Haggar Scribner ownership group is considering exploring further if the CCCO is approved.

Please let me know if you have any questions or would like to discuss the attached statement, or if we can provide you with any additional information regarding the CCCO. As always, thank you for your assistance with this amendment.

All the best,

*Kimberly McCormick Osmond*

Kimberly McCormick Osmond

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## Comprehensive Plan Amendment – Civic and Cultural Overlay

### 1) Create Civic and Cultural Connection Overlay (CCCO) Within Winslow Core

#### a. Basis for the Amendment

Haggar Scribner Properties LLP, a partnership owned by members of the Haggar, Scribner, Nakata and Allen families (HSP), is proposing establishment of a Civic and Cultural Connection Overlay (CCCO) within the Winslow Core to revitalize downtown Winslow by supporting development of a uniquely situated, pivotal site in the Core that is currently used primarily for surface parking. The HSP vision is to establish a multi-use project within the proposed CCCO on two parcels owned by HSP that would provide substantial urban open space, green spaces and multiple inviting pedestrian connections between City Hall, the Bainbridge Performing Arts Center, the City Plaza, the Bainbridge Historical Museum, Madison Avenue, Ericksen Avenue, the Bainbridge Art Museum, Winslow Way, the Bainbridge Waterfront and the ferry. Development of the CCCO would create a more vibrant and diverse downtown community supporting residents and visitors alike with added walkable connectivity, businesses and outdoor areas, enhance multi-modal and pedestrian transportation in the urban core, and provide a variety of housing types that include affordable housing.

The HSP ownership group has a long history on Bainbridge Island and in downtown Winslow, with over 600 years of combined island residency within the group and a proven track record of commitment to the Island and downtown Winslow. They have worked to preserve Winslow’s history and uniqueness as evidenced by the recent redevelopment of the old Winslow Clinic building into the Orchard, and the complete renovation of Town and Country Market. They have a shared vision of downtown Winslow as the heart of the Island, and are committed to downtown, the Bainbridge Island community and a sustainable future for all of Bainbridge Island.

Potential development within the CCCO would provide much needed and diverse housing, including affordable housing, housing suitable for aging in place, workforce housing (including potentially work-live space), “missing middle” housing, and multi-use commercial and retail uses, located on a corner site that is the “missing link” in connectivity and provides a “front door” to the City’s civic and cultural complex. The CCCO is close to essential goods and services, including the Senior Center, Town and Country, Helpline House, bus routes, restaurants, shopping, personal and professional services, and all that downtown Winslow Way currently offers, and is an ideal place for a diversity of housing, commercial, and retail uses. It is walkable to the ferry, Winslow Way and Madison Avenue, complies with the economic element of the Comprehensive Plan, does not require the loss of any native vegetation and will provide substantial tax benefits to the entire island.

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As described more fully below, creation of the CCCO aligns with and supports the goals of the Comprehensive Plan and the Winslow Master Plan (now the Winslow Subarea Plan or WSP) as a matter of policy. Growth and development in the Winslow Core are occurring more slowly than anticipated in the Comprehensive Plan and WSP. Meanwhile, land availability to meet the demand for more density in the Core is reduced, and the objectives for the Winslow Core are not being met. The unique nature and location of the parcels to be included in the CCCO, and the public benefits that would result, support creation of the CCCO. As frequently recognized by the City and its advisors, provision of the public benefits envisioned by development in the CCCO would require the consideration of changes to FAR and building height to make it financially and practically viable, and those changes are consistent with the goals and policies of both the Comprehensive Plan and the WSP.

b. What the Amendment Seeks As A Matter of Policy

1. Establish single FAR in CCCO – remove existing separate FAR limits for residential and commercial uses in mixed-use buildings. [Recommended in ECONorthwest/Forterra study]
2. Increase FAR – current maximum FAR with bonus in Core for mixed use is 1.5 – [Increase recommended in ECONorthwest/Forterra study]
3. Increase maximum height – current maximum height in Core is 45’ if underground parking – [Increase recommended in ECONorthwest/Forterra study]
4. Adjust parking requirements [suggested reduction to 1.0 space/unit and maintain reduction of .5 space/unit for areas within .5 miles of ferry, thereby allowing .5 space/unit within .5 mile of ferry, as recommended in ECONorthwest/Forterra study]

2) Conceptual Potential Project Elements

HSP has a concept for a project in the proposed CCCO that seeks to optimize the connective potential of critically located parcels in the Winslow downtown core, a once-in-a-generation opportunity, enabling the evolution of Winslow towards a more pedestrian-oriented downtown. By creating new pedestrian connections in both the north-south and east-west directions, the project will stitch itself into Winslow’s long-term tapestry, strengthening the vitality of civic, cultural and commercial elements of the Island community. The concept emphasizes liberal use of open space that strategically encourages pedestrian flow through the core, seeks to avoid barriers to pedestrian traffic and achieves the City’s goals with a financially viable building design.

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A proposed north-south alley extension enables connections from Waterfront Park to the BI Historical Museum, BI Performing Arts, and the civic plaza, creating a new cultural gateway. The building leverages preservation and sustainable reuse improvements at "The Orchard" to the south to enable both the new alleyway extension and its completion through to the civic plaza, as well as the existing north-south flag lot alley between Isla Bonita and the Orchard. The project honors the Bainbridge Island Historical Museum site and "park" to the north with considered setbacks at both the lower and upper levels which provide consideration and appropriately scaled transition.

An east-west pedestrian corridor connects retail and pedestrian experiences from "The Winslow" at the corner of Ericksen Ave NE and Winslow Way, all the way west to Marche and Mora Iced Creamery on Madrone Lane N. This pedestrian "promenade" focus also enhances the civic, retail, and housing potential of the City-owned parking lot properties east of the civic plaza. In addition, an enhanced east-west alley or "promenade" provides synergy and critical pedestrian mass for existing and new "off Winslow Way" businesses and provides new pedestrian experience while complementing the strong Winslow Way pedestrian experience.

Building volumes potentially would be broken into two or more massing increments, to enable a gateway to the north, BIPA and BI Historical Museum and the civic plaza. This massing adjustment also serves to enable massing along Ericksen Ave to serve as a transition from more commercial Winslow Way to the more residential upper Ericksen Ave NE. Key pedestrian moments are enhanced with retail frontages at Ericksen Ave NE and the East-West alley extension or "promenade". Pedestrian experiences are enhanced on the north face with retail and residential uses to bring people and activities to these frontages and additional vitality to the civic and cultural center of the Island. Development of the structure envisions balconies and upper-level terraces as a means of providing activity and activation as well as additional green space on upper portions of the building.

Environmentally responsible design and construction practices will be incorporated wherever feasible. In addition to the ample green space and reduced carbon footprint associated with multimodal transportation and concentration of housing in a pedestrian-friendly environment, ownership is tentatively considering a broad range of sustainable building components, including possibly mass timber construction and liberal use of natural materials.

### 3) Public Benefits Proposed by CCCO

- a. Provide a diversity of housing types and multi-family housing in the heart of Winslow
  1. Affordable housing
  2. Workforce housing
  3. Aging in place housing

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- b. Enhance and link pedestrian connections between Winslow Way and existing civic and cultural amenities located in the “civic center” of Winslow – the Bainbridge Historical Museum, Bainbridge Performing Arts, City Hall, City Community Plaza, Bainbridge Art Museum
- c. Enhance pedestrian connections between the civic center, Winslow and the waterfront
- d. Create a more authentic downtown core with residential density next to essential goods and services and mass transit.
- e. Create potential for a “Post Alley” type pedestrian corridor behind and north of Winslow Way.
- f. Eliminate large surface parking areas in the downtown core and replace them with pedestrian open and green spaces.
- g. “Park Once”
- h. Provide an elevated, south facing landscaped public terrace looking towards Eagle Harbor
- i. Locate density off Winslow Way, keeping historic small town character
- j. Provide multi-modal transit access in a bicycle-supportive location, with expanded and enhanced east/west connection from Ericksen to Madrone and along the southside of the Bainbridge Historical Museum
- k. Utilize sustainable, healthy low carbon building materials, such as mass timber, where feasible and reduce body carbon inside proposed buildings

#### 4) Comprehensive Plan Goals and Policies Supporting the CCCO

Downtown Winslow is described in the Comprehensive Plan as follows:

**“Winslow Town Center** - The Winslow Master Plan . . . 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*.”

The Comprehensive Plan recommends that any increases over current density should further specify public purposes:

“The Kitsap County 2014 Buildable Lands Report showed that the Island has sufficiently zoned land in 2016 to accommodate the anticipated population and employment growth through the year 2036. Therefore, any localized increase in *density* over current zoning *should* further one or more of these public purposes:

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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."

The Goals and Polices in the Comprehensive Plan support the CCCO vision for the Winslow Core and the Island. They include:

a. **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*.

1. **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.

2. **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.

3. **Policy LU 5.8**

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

4. **Policy LU 5.11**

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

- Affordable housing.

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- 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.

- b. **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.**

## 1. 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.

- c. **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.**

## 1. 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.

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## 2. Policy LU 7.2

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

## 3. 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.

### d. GOAL LU-4 ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY

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

#### 1. 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.

#### 2. Policy LU 4.3

Updating the Winslow Master 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.

### e. GOAL EC-5 - JOBS/HOUSING BALANCE

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

### f. GOAL EC- 8 - RETAIL AND SERVICES

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

#### 1. Policy EC 8.1

Reinforce Winslow as the mixed-use center for commerce and exchange by fully implementing the Winslow Master Plan.

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## 2. Policy EC 8.3

Promote locally owned and independent businesses with standards that foster unique development

### g. GOAL EC-9 - SERVICES SECTOR

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

#### 1. Policy EC 9.1

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

#### 2. Policy EC 9.2

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

### h. GOAL EC- 11 - TOURISM

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

#### 1. Policy EC 11.1

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

#### 2. Policy EC 11.2

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

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

#### 1. Policy EC 6.7

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

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

#### 1. Policy EC 11.1

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

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

## 1. Policy HO 4.2

Increase the efficiency of the review process and revise development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow 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*.

- 5) 2006 Winslow Master Plan (now called Winslow Subarea Plan or WSP) Goals and Policies Support the CCCO

The WSP also supports creation of the CCCO and proposed development within that overlay district. They include:

### a. Overall Land Use Goal WMP 2-1

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

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

### b. Goal WMP 2-3: Maintain and Enhance Community Character in the Mixed-Use Town Center and High School Road Districts

#### 1. Policy WMP 2-3.1

Promote architecture that encourages green building, natural light, ventilation and rooftop gardens.

#### 2. Policy 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.

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## 3. Policy 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.

## 4. Policy WMP 2-3.6

Enhance the livability of the downtown with trees and small gardens on the streets, along paths and in courtyards.

## 5. Policy 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:

- Utilize FAR levels, development standards and incentives to encourage development and redevelopment along Bjune Drive.
- Actively work to acquire land, easements and permits needed to extend the Waterfront Trail and develop a ravine trail.
- Develop new facilities for visitors, residents and the community, including public road ends, beaches, concessions, docks, marinas and mooring.
- 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.

## c. Goal WMP 2-4: Sustain and Enhance the Economic Vitality of the Mixed-Use Town Center and High School Road Districts

### 1. Policy WMP 2-4.1

Establish policies, programs and development standards that facilitate business expansion and private reinvestment.

### 2. Policy 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.

### 3. Policy WMP 2-4.3

Develop an organizational structure in city government as needed to implement the long-term vision for Winslow.

### 4. Policy WMP 2-4.4

Integrate sustainable solutions that address economic, social and ecological concerns into land use planning and building processes.

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d. **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.**

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.

## 1. Policy 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 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;
- 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 critical areas to another parcel within the Mixed-Use Town Center or High School Road Districts; and
- Relocating existing surface commuter parking to underbuilding (Ferry Terminal District

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only).

## 2. Policy WMP 2-5.3

The bonus FAR provisions may be changed based on future conditions without amending the Master Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow Master Plan, and provided that changes are made in coordination with a study of the necessary infrastructure, particularly transportation.

### **Policies for Specific Districts**

Specific land use policies in the MUTC and High School Road Districts are as follows:

#### **Central Core Overlay District**

### 1. Policy 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.

### 2. Policy 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.

### 3. Policy WMP 2-6.3

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

### 4. Policy 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.

### **MASTER PLAN HOUSING POLICIES**

**Housing Distribution** - The Master Plan assumes the Comprehensive Plan target - that the Winslow study area will accommodate approximately 1,500 new housing units and the Master Plan establishes a subtarget that up to 50% of this new residential development will be concentrated within the Mixed-Use Town Center and the High School Road Districts. The change from dwelling units per acre to FAR could result in additional housing.

- a. **Goal WMP 3-1: Promote and facilitate the provision of diverse and affordable housing choices in a manner that encourages socio-economic diversity.**

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## 1. Policy WMP 3-1.1

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

## 2. Policy 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.

### Open Space and Trails

#### a. 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.

#### 1. WMP 4-1.2

Prime public viewpoints, view corridors, and road-ends should be designated and either preserved or enhanced.

#### 2. WMP 4-1.4

Increase and improve the public space in the Farmer's Market Square between City Hall and the Bainbridge Performing Arts Center.

#### b. Goal 4-3: Encourage maintenance and use of existing trails and development of additional trail connections to complement sidewalk and roadway connections.

#### 1. 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 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 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.

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- 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.

**c. Goal 4-4: Improve streets so that they are a part of the open space network, with sidewalks or paths as appropriate.**

**1. 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.

**2. 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.

**3. 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.

**4. 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.

**5. 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.

**6) Support for Proposed Amendment From Other COBI-Commissioned Studies**

The policy changes included in the proposed CCCO amendment have been recommended in other studies commissioned by the City that apply to the Winslow Core. They include:

**a. ECONorthwest/Forterra 2019 Study**

1. Central question #1 – whether additional zoning capacity creates enough value to cover the additional cost of construction and operations and still provide public benefits

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2. Central question #2 – whether increasing density limits, raising height limits and reducing parking requirements creates enough value to cover additional costs of construction and operations and still provide a defined percent of affordable units.
  3. Recommendations:
    - a. Maximum bonus density for Core of 4.5 FAR (3.5 base + 1.0 bonus). Current FAR in BIMC is 1.0 base + .5 bonus.
    - b. Maximum bonus height in Core of 55-85 ft. Current maximum height in BIMC is 45 feet.
    - c. Density in Core of 196 units/acre [for comparison, an FAR of 1.5 produces 24-60 units/acre]
    - d. Remove separate FAR limits for residential and commercial uses in mixed-use buildings, and establishing one new FAR for entire building by zone.
    - e. Reduce parking requirements to 1.0 space/unit. Maintain reduction of .50 for areas within .50 miles of ferry, allow .50 space/unit within .50 mile of ferry
  4. Findings:
    - a. On Bainbridge, in higher density zoned areas, price for property is relative higher due to underlying economic conditions and accentuated by limited number of developable sites in City’s designated centers served by water/sewer infrastructure.
    - b. Development analysis indicates City would need to allow a substantial increase in FAR for sizeable provision of affordable housing or any other public benefit under current market conditions
    - c. Increasing construction costs and land prices make current market more challenging for new development to be economically viable.
    - d. Current density bonus incentives increase the value for each building type but do not create enough value to capture public benefits
- b. University of Washington 2021 Study – Winslow Master Plan Analysis
1. There is pressing need for development in Winslow to meet the social and economic needs of the town.
  2. Balancing competing desires such as accommodating growth while preserving a “small town charm” has put many

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development projects on hold and created tensions among stakeholders.

3. The Winslow transportation system relies on automobiles and public transportation and non-motorized systems are not well developed. Lack of connectivity and accessible sidewalks decreases walkability of the area and incentivizes the use of cars. Adding more sidewalks and identifying bike lanes makes streets safer for pedestrians, increases safety and promotes other forms of transportation.



Department of Public Works - Engineering

## Memorandum

Date: October 19, 2022  
To: Jennifer Sutton, Long Range Planner, PCD  
From: Paul Nylund, P.E., Engineering Manager, Public Works PCN  
Subject: PLN52152 – Haggar Scribner Properties Comprehensive Plan Amendment Comment Memorandum

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### Project Description

The proposed Comprehensive Plan Amendment seeks to revise zoning regulations to create a new overlay district within the Winslow Subarea that applies to 2 properties totaling 1.22 acres located at 187 Ericksen Avenue. The proposed overlay district would include policies that require below grade parking, provide increased FAR density to offset the cost of that parking, permit increased building height and encourage mixed-use development within the overlay.

### Recommendation

Public works staff reviewed the above-referenced project materials received by the City and considered the Decision Criteria for Comprehensive Plan Amendments (BIMC 2.16.190.H), specifically criteria number 2, Resources. Public works has identified some areas of concern as noted below. While acknowledging those concerns, Public Works expects those issues to be evaluated during the Winslow Subarea Plan Update process that started this month. Therefore, we concur with Planning and Community Development staff in recommending Denial of the CPA at this time, while acknowledging that the ideas and changes proposed are valid and should be evaluated through the Winslow Subarea Plan Update commencing in late October 2022 and slated for completion by late October 2023.

### Background

1. The proposed overlay district lies entirely within the City's water service area. There are no known capacity issues in the vicinity that would be created or exacerbated by the resultant increased density. Broadly, the 2023-2028 Capital Improvement plan includes several water resiliency and conveyance improvement projects meant to improve the overall quality and capability of the City's domestic potable water distribution and delivery system. These improvements generally support increased density across the water service area, including the proposed overlay district.

2. The proposed overlay district lies entirely within the City's sanitary sewer service area. There are some known historic conveyance/blockage issues in the vicinity that could be exacerbated by an increase in density but are also generally resolvable through increased periodic maintenance/repair efforts. Like the water distribution system, the 2023-2028 Capital Improvement plan is broadly focused on basic improvements in conveyance efficiency (pump stations) and treatment capacity (Waste Water Treatment plant upgrades) and reflects the General Sewer Plan as adopted in the Comprehensive plan. The City is currently focused on improving the overall quality and capability of its sanitary sewer collection, conveyance and treatment facilities. These improvements generally support increased density across the sanitary service area, including the proposed overlay district.
3. The proposed overlay district is located just NW of the intersection of Ericksen Ave NE and Winslow Way NE, roads that are classified as a collector and secondary arterial, respectively. A recent Traffic Impact Analysis (June 2022) for a nearby commercial development proposal modeled that intersection as having a Level of Service (LOS) D, both currently and with the future project. LOS D (on a scale of A-F) is near failing in terms of required intersection LOS as stipulated in the Island Wide Transportation Plan adopted by the Comprehensive Plan. The intersection itself is problematic in several ways, and there is no simple or easy resolution available to increase the Level of Service (or decrease the impact of higher density). Increased density as proposed by this overlay district would likely exacerbate the issue and while there is not currently any project in the Capital Improvement Plan to address this future problem, individual projects that impact this intersection will continue to be evaluated and could be required to provide developer funded mitigation for this intersection. Any mitigation proposed would necessarily come from a professional transportation engineer and would be evaluated and approved by Public Works Engineering. In addition, traffic density (vehicular, non-motorized and pedestrian) across the Winslow Subarea beyond this intersection is also a general concern and will very likely be a significant issue discussed in depth during the upcoming Winslow Subarea Plan Update project.



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** October 27, 2022

**ESTIMATED TIME:** 30 Minutes

**AGENDA ITEM:** (7:40 PM) Revised Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Jennifer Sutton

**PREVIOUS PLANNING COMMISSION**

**REVIEW DATE(S):** August 11, and September 8, 2022

**PREVIOUS COUCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

Discussion only.

**SUMMARY:**

On September 19, 2022, the applicant submitted a REVISED application to the City, scaling back to only a policy request, with no changes to development standards. The revised policy would indicate that the City would consider a change from units per acre to FAR for Lynwood Center NC properties in the future.

Staff recommends APPROVAL of this REVISED CPA application, and further recommends that the following policy should be added to both the Land Use and Housing Elements of the City’s Comprehensive Plan as shown below:

Policy LU 9.5 and Policy HO 4.9

The City may allow FAR based zoning in the Lynwood Center Subarea for parcels designated Neighborhood Center (NC) & NC-R-12 to promote housing diversity and affordability.

Planning Commission public hearings are planned for all five CPA applications on November 10, 2022. Ultimately, the Planning Commission must make a recommendation of approval, conditional approval, or denial to the City Council.

**BACKGROUND:** The City of Bainbridge Island accepts requests to amend the Comprehensive Plan every three years. Comprehensive Plan Amendment (CPA) applications were accepted between January and February 2022 for this current cycle, and five CPA applications were received. The CPA review process is outlined in BIMC 2.16.190, and decision criteria primarily relate to quantifying potential adverse impacts on community resources and public services.

The Lynwood Center Subarea Plan (Subarea Plan) was adopted in 1997, and includes residential density limits for the greater Lynwood Center Neighborhood Center (NC) area that are also codified in city code. The original CPA application requested both map and policy amendments to the Subarea Plan to change the residential density regulations for the Neighborhood Center properties from units per acre to floor area ratio (FAR) for base and bonus density provisions.

Staff analysis of the original application showed that there could be a substantial increase in the amount of residential development allowed in the Lynwood NC area by changing to FAR density standard, and that the City does not have any additional sewer capacity in the South Island Sewer Area. City staff had initially recommended denial of the original application due to this lack of additional sewer capacity.

**ATTACHMENTS:**



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

**Date:** October 21, 2022  
**To:** Planning Commission  
**From:** Jennifer Sutton, AICP, Senior Planner  
**Subject:** **REVISED** Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)

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I. MEETING PURPOSE

This second Planning Commission study session on the Lynwood Center CPA is an opportunity for:

- the applicant to present their REVISED CPA application to the Planning Commission;
- City staff to present its analysis of the REVISED CPA application;
- Planning Commissioners to ask questions; and
- Public comment on the REVISED CPA application. Further public comment will be accepted at the November 10, 2022 public hearing.

II. BACKGROUND ON ORIGINAL LYNWOOD CENTER COMPREHENSIVE PLAN AMENDMENT APPLICATION

On September 8, 2022, the Planning Commission had an initial study session on the Lynwood Center CPA application (attached). The original application requested both map and policy amendments to the [Lynwood Center Subarea Plan](#) to change the residential density regulations for the Neighborhood Center properties from *units per acre* to *floor area ratio (FAR)* for base and bonus density provisions to encourage affordable housing. Please note the technical definitions of terms used in this memo can be found in [BIMC 18.12.050](#)<sup>1</sup>.

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<sup>1</sup>Condensed definitions of relevant terms:

**Floor Area** is measured as the total area of all floors within the exterior vertical walls of a building. (If any room has a sloping ceiling, no portion of the room measuring less than five feet in height is counted.)

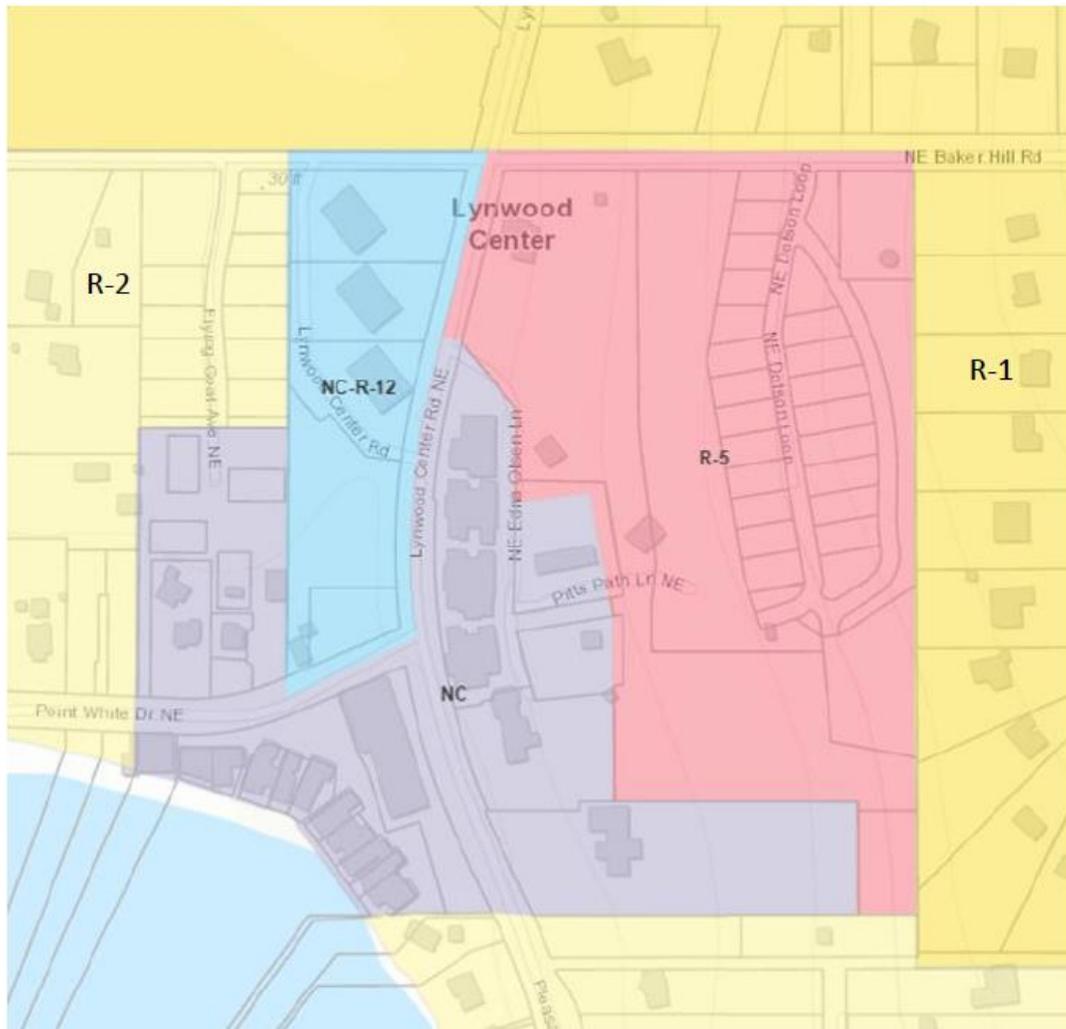
**Floor Area Ratio (FAR)** is a figure that expresses the total floor area as a multiple of the lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area prior to removal of lot area for dedication. Portions of parking located underground or underneath occupiable space are not counted in floor area ratio calculations, nor are listed historic structures. A 5,000 square foot building on a 10,000 square foot lot equates to a 0.5 FAR, no matter how many stories a building has. A one-story 5,000 square foot building has the same 0.5 FAR as a two-story building with 2,500 square feet per story in this example.

The staff analysis of the original application showed that there could be a substantial increase in the amount of residential development allowed in the Lynwood NC area by changing to FAR density standard. At this time, the City does not have any additional sewer capacity in the South Island Sewer Area, and City staff had initially recommended denial of the original application due to the current lack of additional sewer capacity. (See [September 8, 2022 Planning Commission packet](#) for additional information, including a summary of existing conditions in the Lynwood Center NC area, and information from the City Department of Public Works regarding area utilities. A video of the September 8, 2022, meeting can be viewed on the [City's website](#).)

### III. REVISED LYNWOOD CENTER COMPREHENSIVE PLAN AMENDMENT APPLICATION

On September 19, 2022, the applicant submitted a REVISED application to the City, scaling back the policy request to indicate that a change from *units per acre* to *FAR* should be considered in the future but would not be changed through this CPA application. See REVISED policy request below and attached REVISED project request and narrative.

**Proposed Policy (Land Use – Housing Elements)** The City ~~may shall~~ Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.



Lynwood Center Area Existing Land Use Designations

#### IV. STAFF ANALYSIS

The original CPA application considered by staff and the Planning Commission on September 8, 2022, proposed a policy to convert NC density standards from *units per acre* to *FAR*. As the applicant pointed out in their application, the *FAR* standard is more likely to yield smaller, multifamily, and more affordable units compared to the units per acre standard. The City did not dispute that assertion. However, given that the change, the *FAR* standard could have resulted in a substantial increase in the number of units on NC-designated properties, the City recommended denial of the original application due to lack of additional sewer capacity in the area.

The REVISED proposed policy scales back the request so that the Lynwood Center NC density standard would not be changed through this CPA. The revision to the proposed policy, from **shall** to **may**, instead plants the seed that the City should *consider* changing the density standard to *FAR* in the Lynwood Center NC area.

The idea to converting the City's NC areas to a *FAR* density standard as a way to increase affordable and multifamily units was first raised in 2019 when the City commissioned an [analysis](#) of its current affordable housing program. In addition, earlier this year, the City embarked on a [Housing Action Plan \(HAP\)](#) project to identify actions that can help Bainbridge Island promote more housing, more housing diversity, and affordability. Evaluating whether particular development standards, including density regulations, should be updated to increase affordability will be part of the HAP, and this could include strategies for the NC areas. Ultimately, the City will adopt and implement a set of housing-related strategies by adopting a Final HAP, currently due by the end of June, 2023.

#### V. DECISION CRITERIA + REVISED STAFF RECOMMENDATION

There are five decision criteria to evaluate for Comprehensive Plan Amendments, outlined in [BIMC 2.16.190.H](#). The criteria and staff analysis of how the criteria can be applied to the REVISED CPA application are below.

**Decision Criteria. The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:**

**1. Compliance with Law. Amendments to the comprehensive plan shall comply with the Growth Management Act and other state and federal laws.**

*Staff Response:* This REVISED CPA application would comply with federal laws and be supported by other GMA goals to promote affordable housing and to focus growth within centers or urban areas to prevent sprawl.

**2. Resources.**

**a. The city must have the resources, including staff and budget, necessary to implement the proposal.**

**b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.**

**c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.**

*Staff Response:* The City would have the resources to implement the REVISED CPA application at this time, which would involve updating the City's Land Use and Housing Elements to add the new policy. In the future, when the City considers implementing additional strategies to promote multifamily and affordable housing, at the end of the HAP project (see discussion above), capacity of public facilities will have to be evaluated prior to any change in development standards that could increase the number of new units.

**3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.**

*Staff Response:* This REVISED CPA application is supported by the City’s growth strategy to focus development in designated centers (see [Goals and Policies 4, 5 and 9 of the Land Use Element](#) of the Comprehensive Plan) and other Land Use and Housing Element goals and policies to promote and build more multifamily, small and affordable housing units.

**4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.**

*Staff Response:* This CPA does not impact and is not impacted by the other four CPA applications under consideration during the 2022 CPA cycle.

**5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.**

*Staff Response:* This REVISED CPA application would add a new policy to the Land Use and Housing Elements of the City’s Comprehensive Plan, and would not adversely affect public health, safety, or welfare. Compatibility with adjacent development would be required and evaluated during design review should there be a future site-specific development project in any area.

***Staff Recommendation: LU 9.5 & HO 4.9***

Staff recommends **APPROVAL** of this REVISED CPA application, and further recommends that the following policy should be added to both the Land Use and Housing Elements of the City’s Comprehensive Plan as shown below:

**Policy LU 9.5 and Policy HO 4.9**

The City may allow FAR Based zoning in the Lynwood Center Subarea for parcels designated Neighborhood Center (NC) & NC-R-12 to promote housing diversity and affordability.

The application is supported by the City’s growth strategy to focus development in designated centers (see Goals and Policies 4, 5 and 9 of the Land Use Element of the Comprehensive Plan) of the and other Land Use and Housing Element goals and policies to promote and build more multifamily, small, and affordable housing units. In addition, the City is currently considering how to increase affordable housing through the City Housing Action Plan project and through the upcoming 2044 Comprehensive Plan periodic update. Therefore, further work on the issue of affordability in the City’s NC areas raised by the proposed new policy will continue.

**VI. NEXT STEPS**

After the Planning Commission completes its study session on the REVISED Lynwood Center CPA, the next step for this application is to hold a public hearing. Public hearings on all five CPA applications are planned for November 10, 2022. Ultimately, the Planning Commission must make a recommendation of approval, conditional approval, or denial to the City Council.

**VII. ATTACHMENTS**

September 19, 2022, Revision to CPA Application and Narrative

Original Lynwood Center Subarea CPA Application (City Permit File [PLN52180 CPA](#))

# HOUSING DIVERSITY & AFFORDABILITY

## Proposed Comprehensive Plan Change

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### Proposed Policy (Land Use-Housing Elements)

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

### Why? Benefits of FAR Zoning

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

### How? Fit with Existing Regulations

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

### What? Supports Housing and Land Use Elements

- Achieves limited density increases within Designated Neighborhood Center while maintaining community character
- Increased housing options (rentals, smaller living units) for individuals and families with modest or fixed incomes within the community.
- Promotes opportunity for those who work in the community to live or remain in the community.
- Reduces environmental impacts of off island workforce car commuting onto the Island.

# HOUSING DIVERSITY & AFFORDABILITY

- Supports the long-term viability of local businesses, and those who provide for local community daily, workers that define our “Special Island Character.”

## Supporting Comp Plan Policies

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

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

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

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

# HOUSING DIVERSITY & AFFORDABILITY

The proposed Land Use Policy Comp Plan Language Change offers stakeholders such as:

- The City Council
- The Planning Commission
- The CoBI Planning & Public Works Staff
- The Housing Action Plan Committees
- Community Members

the immediate opportunity to develop, propose, consider, and adopt, more specific Zoning Code Ordinance Language, that could be used to appropriately regulate FAR Zoning Methodology in the Lynwood NC Zones.

Specific Zoning Code Ordinance Language for regulating FAR Zoning is still yet to be developed and would go through the established public process to allow all stakeholders to propose and address important relative technical issues such as, parking, transportation safety, utility service capacities, and qualified affordability criteria, which a change to FAR based Zoning would affect.

However, without a Comp Plan Land Use Policy Language Change now, the opportunity to even consider FAR Zoning in the Lynwood NC Zones, is deferred for a minimum of 3 years, to the next Comp Plan change cycle. Given the urgent need to consider all possible methods of providing affordable housing in the community it seems irresponsible to defer the consideration of an FAR option yet another 3 years.

The below summarizes the differences between the existing Dwelling Unit Count Zoning Methodology vs. a Proposed FAR Controlled Zoning Methodology option. Note that FAR based zoning must still comply with other elements of the Zoning Code such as, but not limited to:

- Lot Coverage Limits
- Height Limits
- Setback Limits
- Parking and Landscape Requirements
- Environmental and SMP Regulations
- Mixed use requirements
- Fire and life safety codes.

As a baseline comparison:

*An FAR =1.05 would constrain a future proposed building size to the SAME Bldg envelope/volume extents (height limit, setbacks, lot coverage) as is currently allowed under the existing dwelling unit count based zoning in the NC Zones, as follows:*

# HOUSING DIVERSITY & AFFORDABILITY

For a theoretical 1.0 acre (43,560 sf) site Currently Zoned “NC R-12”

- Existing allowed Lot Coverage = 35% x 43,560 sf = 15,246 sf of bldg footprint is currently allowed
- Existing allowed Height Limit = 35’ (3 stories) = 15,246 sf bldg footprint allowed x 3 stories allowed = 45,738 sf of bldg area currently allowed
- 12 dwelling units currently allowed

If FAR =1.05 were applied in future:

- 1.0 acre (43,560 sf) x FAR 1.05 = 45,738sf max bldg area allowed, same as max bldg area as allowed under existing zoning regulations.
- Max allowed lot coverage = 35% x 43,560 sf = 15,246 sf of bldg footprint allowed, same as max lot coverage as allowed under existing zoning regulations.
- Height limit, 35’, same max height as allowed under existing zoning regulations.
- POSSIBLE maximum practical dwelling unit count = 41 dwelling units\*\* (=2.3x existing dwelling unit counts allowed)
  - \*\*Assumptions:
    - ~1,000 sf of gross bldg area per each (small dwelling unit), includes common stairs, elevators, circulation, mech, elec rooms, totaling ~20% of the total gross area, leaving 800nsf/dwelling unit living space.
    - Dedicating a minimum of 10% of the total building area ~4,600sf to commercial spaces per existing mixed-use requirements in the NC Zone.
- This example FAR=1.05 regulated building would remain compliant with existing zoning envelope standards
  - 35% lot coverage
  - 35’ height limit

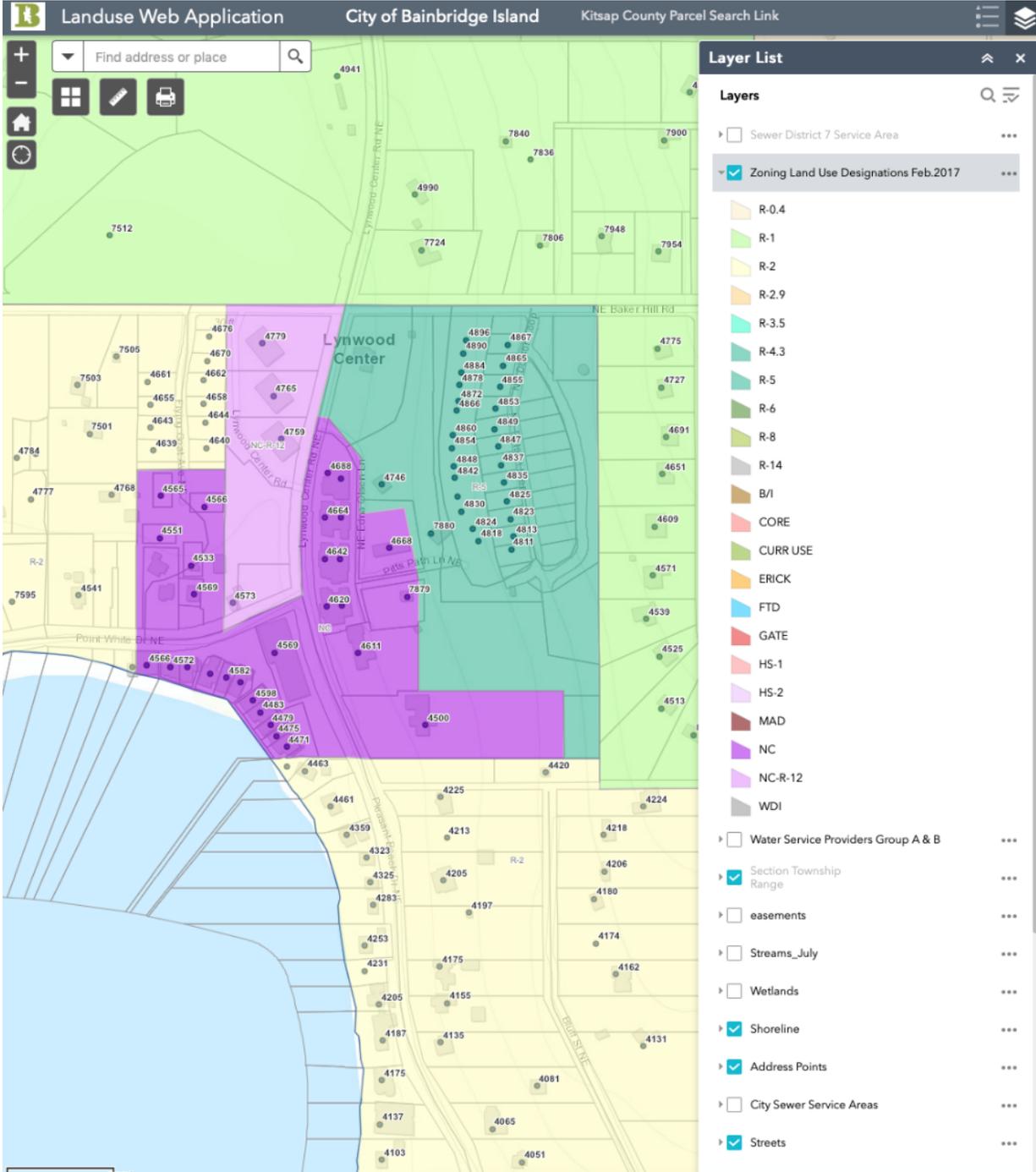
This example is for reference only. Final applicable FAR quantities remain to be determined during a separate public Zone Code Ordinance Amendment process and could only apply to Qualified Affordable Housing Projects proposed in the Lynwood NC Zone. A “Qualified Affordable Housing Project” could include requirements such as:

- Defined specific income level qualifications for residents (i.e.- 80% of AMI, 100% of AMI, etc...)
- Specific quantities of dwelling units (i.e.- 50% of units, 100% of units, etc...) in a proposed project must include income qualification for rental or purchase.

# HOUSING DIVERSITY & AFFORDABILITY

## Appendix

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





## Land Use Application

Supporting documents are required for project review.

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

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

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

**Property Owner(s)**

**Site Address**

**Parcel Numbers**

Non-project specific

NC Zone, Lynwood Center Subarea

**Select Application Type**

~~Adjustments to Approved Land Use - Major~~

**Select Application Type**

Comprehensive Plan Amendment

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

No

### Project Name and Description

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

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

City of Bainbridge Island  
 Department of Planning & Community Development  
 280 Madison Ave N  
 Bainbridge Island, WA 98110  
[PermittingSubmittal@bainbridgewa.gov](mailto:PermittingSubmittal@bainbridgewa.gov)



### Project Contacts

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

**Applicant**  
~~Property Owner~~ Indigo Architecture & Interiors (Jeb Thornburg)

Mailing Address: PO BOX 10549, Bainbridge Island, WA 98110

Email: jebt@beingindigo.com

Phone: 206.909.0864

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

Mailing Address: \_\_\_\_\_

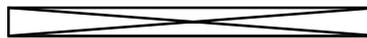
Email: \_\_\_\_\_

Phone: \_\_\_\_\_

#### Statement of Affirmation REQUIRED

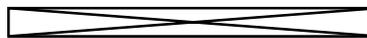
I affirm, under penalty of perjury, that all answers, statements, and information submitted with this application are correct and accurate to the best of my knowledge. ~~I also affirm that I am the owner or designated agent of the subject site. Further, I grant permission to any and all employees and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

  
~~Owner Name - Print~~  
Applicant

  
Owner Name - Signature

2.28.22  
Date

\_\_\_\_\_  
Owner Name - Print

  
Owner Name – Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Agent Name and Business Name - Print

  
Agent Name - Signature

\_\_\_\_\_  
Date

City of Bainbridge Island  
Department of Planning & Community Development  
280 Madison Ave N  
Bainbridge Island, WA 98110  
[PermittingSubmittal@bainbridgewa.gov](mailto:PermittingSubmittal@bainbridgewa.gov)

# HOUSING DIVERSITY & AFFORDABILITY

## Proposed Comprehensive Plan Change

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### **Proposed Policy (Land Use-Housing Elements)**

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

### **Why? Benefits of FAR Zoning**

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

### **How? Fit with Existing Regulations**

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

### **What? Supports Housing and Land Use Elements**

- Achieves limited density increases within Designated Neighborhood Center while maintaining community character
- Increased housing options (rentals, smaller living units) for individuals and families with modest or fixed incomes within the community.
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# HOUSING DIVERSITY & AFFORDABILITY

## Supporting Comp Plan Policies

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

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## Example Comparison of Existing Unit Count Methodology vs. Proposed FAR

Theoretical 1.0 ac (43,560 sf) site

### EXISTING NC R-12

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

### PROPOSED FAR = 1.05

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

\*Note: small units would naturally be more affordable

# HOUSING DIVERSITY & AFFORDABILITY

## **Example of Potential Prescribed Affordable Housing Incentive (future ordinance)**

BASE FAR = 1.05

- 35% lot coverage
- 35' height limit

FAR WITH 50% AFFORDABLE UNITS = FAR 1.25

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

## **Example of Potential Prescribed Affordable Housing Incentive (continued)**

FAR WITH 100% AFFORDABLE UNITS = FAR 1.5

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

# HOUSING DIVERSITY & AFFORDABILITY

## Appendix

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

