

Final Report

Mayor's 2025 Growth Advisory Committee



CITY OF BAINBRIDGE ISLAND
280 MADISON AVENUE NORTH • BAINBRIDGE ISLAND, WA • 98110-1812
PHONE: (206) 842-2552 • FAX: (206) 780-0955 • EMAIL: pcd@ci.bainbridge-isl.wa.us
www.ci.bainbridge-isl.wa.us

Final Report
2025 Growth Advisory Committee
Acknowledgments

CITY OF BAINBRIDGE ISLAND

Mayor Darlene K. Kordonowy

2025 Growth Advisory Committee

- Charlie Averill,
Planning Commission Liaison
- Tim Bailey, *Chair 2007*
- Tom Bartuska
- Jim Cairns
- Patty Fielding, *Chair 2006*
- Kat Gjovik, *HHHS Liaison*
- Jeanne Huber
- Lisa Macchio
- Donna McKinney,
Planning Commission Liaison
- Kim McCormick Osmond,
Planning Commission Liaison
- Jon Quitslund
- Dan Taylor
- Liz Taylor
- John Waldo
- Neva Welton

City Staff

- Larry K. Frazier, AICP, *Planning Director*
- Greg L. Byrne, AICP, *Planning Director*
- Libby Hudson, *Long Range Planning Manager*
- Kathy Cook, *Senior Planner*
- Steve Morse, *Associate Planner*
- Peter Namtvedt Best, *Associate Planner*

CONSULTANTS/GUEST SPEAKERS

Eric Schmidt

Principal, Cascade Design Collaborative

Celine Gihring

Planning Services Manager
Washington State Ferries

Keith Grellner

Assistant Director of Environmental Health
Kitsap County Health District

Randal Samstag

Corollo Engineers

Patrick Condon

Landscape Architecture Professor
University of British Columbia

Julie Bassuk

Makers Architecture & Urban Design

Gerald Hansmire

Makers Architecture & Urban Design

Jessica Clark

Makers Architecture & Urban Design

Chris Mefford

Community Attributes

The Committee's Mission

Create options that accommodate the 2025 population allocation in a manner that preserves community values and incorporates the principles of the City's Comprehensive Plan and the State Growth Management Act. Build flexibility into these options, so that they can evolve to respond to changing circumstances and population growth beyond 2025.

Table of Contents

Executive Summary	
I. Introduction.....	1
II. The Committee’s Approach.....	3
III. The Growth Management Preferred Option	9
IV. Implementing the Preferred Option	13
V. Other Options Considered by the Committee	15
VI. Conclusions.....	19
VII. The Tool Box	21
VIII. Analytical Maps.....	
Figure 1: Planning Sub Areas.....	
Figure 2: Generalized Zoning.....	
Figure 3: Island-wide, Parcel Specific Potential Capacity	
Figure 3a: Winslow Development Potential	
Figure 4: Green Infrastructure	
Figure 5: Urban Infrastructure.....	
Figure 6: Road Infrastructure	
IX. Appendices.....	
Appendix A: Preliminary Report – Population Allocation Study	
Appendix B: Comprehensive Plan Vision Statement.....	
Appendix C: Evaluation Criteria.....	
Appendix D: Neighborhood Service Centers	

The Mayor's
2025 Growth Advisory Committee
Final Report

EXECUTIVE SUMMARY

Mayor Darlene K. Kordonowy

Committee Members

Charlie Averill	Donna McKinney
Tim Bailey*	Kim McCormick Osmond
Tom Bartuska	Jon Quitslund
Jim Cairns	Dan Taylor
Patty Fielding*	Liz Taylor
Kat Gjovik	John Waldo
Jeanne Huber	Neva Welton
Lisa Macchio	

*Committee Chair



City of Bainbridge Island Staff

Greg L. Byrne, AICP, Planning Director
Larry K. Frazier, AICP, Planning Director
Libby Hudson, Long Range Planning
Kathy Cook, Long Range Planning
Steve Morse, Long Range Planning
Peter Namtvedt Best, Long Range Planning

May 2007

The Committee's Mission

Create options that accommodate the 2025 population allocation in a manner that preserves community values and incorporates the principles of the City's Comprehensive Plan and the State Growth Management Act. Build flexibility into these options, so that they can evolve to respond to changing circumstances and population growth beyond 2025.

Executive Summary

The Planning Challenge

The Washington Growth Management Act (GMA) requires cities to manage anticipated future growth through comprehensive planning. Based on a statutory process involving both state and county input, Bainbridge Island is estimated to achieve a population of 28,660 people by 2025, an increase of 6,900 people over the 2004 population of 21,760 people. The GMA requires cities to ensure that their land-use regulations permit enough building to accommodate the estimated population. Mayor Darlene Kordonowy appointed the 2025 Growth Advisory Committee to develop recommendations on how to accommodate our projected growth in a way that satisfies the mandates of the GMA, the spirit of the Comprehensive Plan, and the community's values and visions.

Bainbridge Island's current growth management strategy is to target 50% of its growth into Winslow, 5% into the three Neighborhood Centers, and the remaining 45% into the Open Space Residential area, which constitutes the vast majority of the Island's land. These areas are depicted on the attached map. In one sense, the Committee's work was easy, because our present zoning regulations provide far more overall capacity than is required to accommodate our projected 2025 growth. But because most of that capacity is in the Open Space Residential area, the present zoning regulations could have the unintended consequence of pushing much more growth into the outlying areas than the formula anticipated, imperiling our open space areas and the overall character of the Island.

The Committee realized that growth will occur in one of two ways – dispersed in a relatively uniform fashion, or clustered in a few areas. The Committee unhesitatingly and unanimously prefers the clustered-growth option, believing that clustered housing can promote affordability, a variety of housing types, elder-friendly living and transit options. Clustered growth can also reduce infrastructure costs and lessen growth pressures on areas where growth is inappropriate. The Committee's work was chiefly about looking at both sides of the coin – where growth should be clustered, where it should be discouraged, and what considerations guide those determinations.

Recommendation – Cluster Growth in Winslow and Neighborhood Centers.

The Committee recommends that the City immediately initiate a study to develop an Island-wide Open Space Conservation Plan that analyzes existing open space, identifies future opportunities and prioritizes the preservation of additional open space. The plan should be completed within 12 months and include implementation and funding strategies. The plan should identify areas that should be preserved for community or environmental reasons and include strategies to prioritize and protect those areas from development in the future. Identification of open space opportunities in the Winslow area, and strategies for their protection, should be given high priority.

The Committee recommends that a majority of the new growth be clustered in Winslow, both by increasing the permitted density for large multifamily projects in the close-in Mixed Use Town Center (MUTC), and by encouraging (in exchange for community benefits) clustered single family and smaller multifamily building in the areas of Winslow that surround the MUTC (the Winslow Frame). The Committee also recommends clustered housing in the three existing Neighborhood Centers, and in new Neighborhood Centers that might emerge. The Committee believes that the Island-wide Open Space Conservation Plan should be developed before zoning regulations are changed to accommodate additional density, but also believes that because of the necessary interrelationship of growth-areas and open-space areas, development of those planning efforts should occur simultaneously. Availability of water, infrastructure and transit services are other critical considerations.

It is important to note that the Committee's work, like the GMA itself, deals with planning, and does not control the choices people make. The estimated population is not a quota – more or fewer people may come to the Island. An owner of property in areas targeted for increased density may choose not to divide and develop, or more people than the plan might prefer could choose to build on large lots in the Open Space Residential Area.

Planning does, however, affect the choices available to people. The Committee believes that by encouraging clustered housing and making that choice more widely available than is presently the case, fewer people will choose the option of living on large lots in a dispersed pattern.

Preferred Option – Primary Components

The primary components of the Preferred Option are described below.

1. Over time, the City would cluster growth at a higher density than provided by current zoning in Winslow and the three Neighborhood Centers. For the Winslow and Neighborhood Center areas, this option would have greater capacity for growth than is provided in the other options.
2. To promote the development of Winslow as a vibrant economic, cultural and social center, and to facilitate building a meaningful supply of affordable housing, increases in the residential density throughout Winslow are recommended. The boundary of the Winslow Frame area would be redefined to align with existing water and sewer service to provide for efficient development.
3. Density increases in the Winslow Frame area would be contingent on developers paying fees to finance amenities, providing open space, providing affordable housing, or supporting other important community goals. This could be achieved by establishing planning mechanisms that would make higher levels of density available in return for providing community benefits and that would encourage smaller single family or multifamily residences, as opposed to larger multifamily complexes. Accessory dwelling units (ADUs) also would be allowed to comprise a separate tax unit, so that they can be sold separately from the main unit. This recommendation is intended to encourage the construction of ADUs, which can be a significant source of affordable housing.

4. Density increases in existing Rolling Bay and Island Center Neighborhood Centers would be encouraged through City initiation of special planning processes for the Neighborhood Centers in Rolling Bay and Island Center, to identify areas for clustered development and determine the infrastructure needed to support development. This process also should address mechanisms for retaining and preserving open space in the vicinity. The City also could begin to identify other areas where clustered development would be appropriate within another twenty-year planning period. Criteria for the designation of emerging Neighborhood Centers could involve location of a public transit hub, geographic factors and feasibility of water and sewer infrastructure. Lynwood Center would continue to develop as currently planned.

Preferred Option - Sequenced Implementation

To be effective, new policies designed to cluster growth and promote a variety of housing types will require coordination of planning efforts and a sequenced approach to implementation. The Committee recommends the following sequenced steps:

1. Within 12 months, the City will develop and adopt an Island-wide Open Space Conservation Plan. The Winslow area portion of the Open Space Plan will be given a high priority because a majority of new growth is recommended to go into the Winslow area.
2. As part of the 2007 Comprehensive Plan amendment cycle, the City will amend the Winslow Master Plan to establish that: (1) a majority of growth on the Island should occur in the Winslow area; (2) the boundaries of the Winslow Frame are realigned with existing public water and sewer service areas; and (3) clustered growth should occur in the Neighborhood Centers.
3. After the Winslow Tomorrow code amendments regulating density in the Winslow Core District are adopted, the City would amend policies of the Winslow Master Plan and implement zoning policies that would: (1) allow higher density in the Winslow Frame area and promote single family housing in exchange for open space and public amenity commitments; and (2) promote higher density in the form of mixed-use and multifamily residential development in the MUTC and High School Road districts. All planning for density and clustered development throughout Winslow would be carried out in tandem with development of the Island-wide Open Space Conservation Plan, including planning for open space, recreational opportunities and trails.
4. The City would initiate special planning processes for the three existing Neighborhood Centers to identify areas for clustered development and determine necessary infrastructure needs. This process should also address mechanisms for retaining and preserving open space in the vicinity of the Neighborhood Centers.

The Committee's Guiding Principles

During their work, the Committee reached agreement on a number of important issues:

- Although the charge under the GMA is to plan for estimated population growth through 2025, the Committee took a longer view. One of the principal concerns was that while we must plan for twenty years, what is actually built pursuant to those plans may last for 50 years or more.
- Change is essential to the vitality in a community and some types of growth are healthy. With the goal of developing a plan that honors and preserves the Island’s values, the Committee considered the type, quality and character of growth that is desirable.
- The intent of any strategy is not only to concentrate growth in appropriate areas, but to preserve the “green” of the Island. An essential first step is to immediately undertake an Island-wide Open Space Conservation Plan that identifies existing open space areas, future opportunities and areas to be conserved. The plan should be completed within the next 12 months, must include implementation strategies and will succeed only if appropriate funding is allocated to support it.
- The Committee agrees that an Island-wide comprehensive water management plan with an emphasis on conservation and recycling is an essential tool in planning for the future. One of the City’s highest priorities should be to complete efforts to obtain more conclusive data on the location and condition of the Island’s aquifers, including identifying aquifer recharge areas and monitoring and managing water supply and demand.
- Clustering growth should be encouraged because we want to preserve the green spaces, small-scale farming and non-urban “feel” of as much of the Island as possible.
- For all of the alternatives, the Committee assumes that the Winslow Tomorrow code amendments will be adopted, which currently propose a 50%-60% increase in FAR levels for the Core District.
- The City must take the lead in encouraging socioeconomic diversity on the Island, by ensuring a variety of housing choices to meet the needs of present and future residents in all economic segments and by promoting plans, projects and proposals that create a significant amount of affordable housing.
- The City will need to plan for and find a way to fund the necessary infrastructure that supports areas planned for new growth—principally roads, sewer and water.
- The City must encourage low impact development, green building methods and other innovative programs and initiatives that reduce community development impacts to the natural and built environment.

Other Growth Management Options Considered

The Committee developed and evaluated three other options, in addition to the Preferred Option, for managing Island growth. A summary of those options is set forth below.

Option 2: Retain Existing Zoning

Growth would continue under existing zoning, with no change to existing land use designations.

Option 3: Retain Current Growth Formula as Strategy

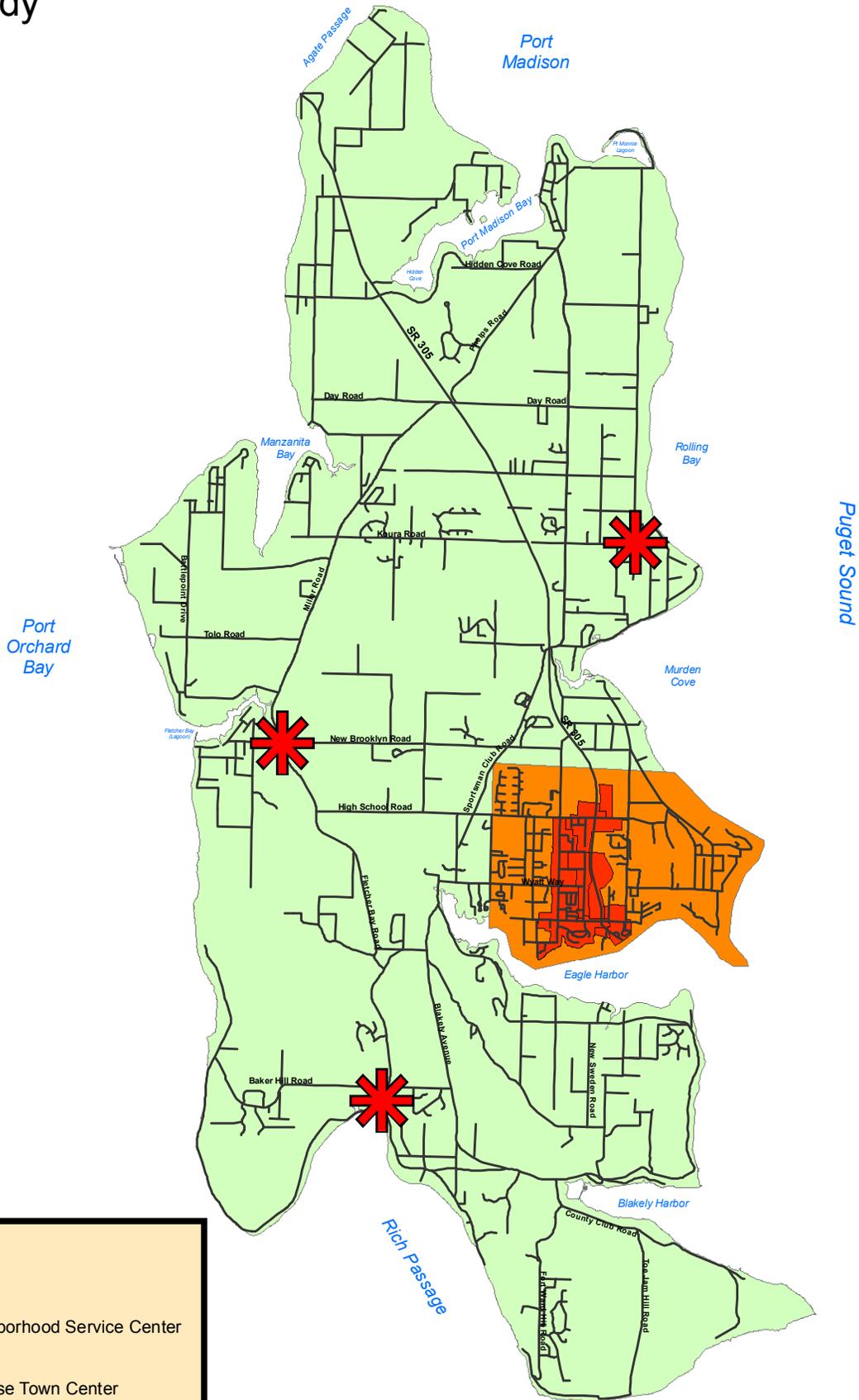
The City would maintain the growth pattern in the Comprehensive Plan of 50% of new growth in Winslow, 5% in the three Neighborhood Centers, and the remaining 45% in the Open Space Residential areas.

Option 4: Expand Growth Opportunities Only in Winslow

The plan would call for increasing capacity only in Winslow. Zoning increases would be required in the MUTC and Winslow Frame to accommodate the anticipated growth for the twenty-year planning horizon.

Many of the strategies to carry out the vision of each option could apply to more than one option. Details of the strategies are discussed in “The Tool Box” section at the end of the Committee’s full report.

Planning Sub Areas 2025 Study



Legend

-  Neighborhood Service Center
-  Mixed Use Town Center
-  Frame
-  Open Space Residential



Final Report

Mayor's 2025 Growth Advisory Committee



CITY OF BAINBRIDGE ISLAND
280 MADISON AVENUE NORTH • BAINBRIDGE ISLAND, WA • 98110-1812
PHONE: (206) 842-2552 • FAX: (206) 780-0955 • EMAIL: pcd@ci.bainbridge-isl.wa.us
www.ci.bainbridge-isl.wa.us

I. INTRODUCTION

The Challenge—Planning Under the Growth Management Act

The Washington Growth Management Act (GMA) requires all cities in Washington’s fast-growing counties, including Kitsap County, to plan each ten years for the growth the City is projected to receive in the ensuing twenty years. Population estimates are produced by the Washington State Office of Financial Management (OFM), in consultation with each county, and coordinated with the cities within that county. The intent of the GMA requirement is to ensure that projected population growth is accommodated in a manner that reduces sprawl and encourages growth in areas that can provide urban services, such as public sewer and water.¹ Under the GMA, jurisdictions must review their zoning capacity to ensure that they will permit enough housing to accommodate the projected growth, and must commit to providing the necessary infrastructure that supports the growth—principally roads, sewer and water. Pursuant to that mandate, Bainbridge Island must demonstrate that it can accommodate 28,660 residents by the year 2025, an approximate increase of 6,900 new residents from our 2004 population of 21,760 people.

As required by the GMA, the City adopted its Comprehensive Plan in 1994 as a guide for growth. The Comprehensive Plan includes a growth strategy aimed at ensuring that population growth and new development are accommodated in a manner that preserves the Island’s valued characteristics of open spaces, winding roads, agricultural areas, distinctive harbors and small communities. The goal of this strategy is to direct 50% of new growth in the Winslow area, 5% in the three Neighborhood Centers and the remaining 45% Island-wide in Open Space Residential (OSR) areas. These areas are depicted in Figure 1. The Winslow area is divided into two subareas, the Mixed Use Town Center (MUTC) and the Frame area.

In 2005, City staff analyzed the adequacy of the existing Comprehensive Plan growth strategies in accommodating the projected population growth through the year 2025. This analysis indicated that although there is ample capacity Island-wide to accommodate the expected twenty-year growth, the growth strategies would need to be adjusted to continue to direct growth to the desired target areas identified in the Comprehensive Plan. (Please refer to Appendix A for more information.)

Formation of the 2025 Growth Advisory Committee

The 2025 Growth Advisory Committee was appointed in 2006 by Mayor Darlene Kordonowy and charged with developing recommendations to manage the projected population growth in accordance with the GMA, while still preserving and enhancing the Island’s valued characteristics of community, open space, natural landscapes and agricultural land. This effort included analyzing the growth strategies in the Comprehensive Plan and determining whether alternative approaches for accommodating growth would be desirable. The Committee’s charge was not limited to determining where future growth should be concentrated. Addressing the

¹ All cities required to plan under the GMA are defined as Urban Growth Areas, “within which urban growth shall be encouraged,” RCW 36.70A.110(1). The committee proceeded on the basis that no specific level of density is required for any portion of Bainbridge Island so long as the Island can accommodate its allocated target population of 6,900 new residents by 2025.

other side of the question—how to preserve open space, the Island’s “green infrastructure” and other community values—was considered to be of equal importance.

The Committee’s work, like the GMA itself, deals with planning, not with the choices people make. Planning does, however, affect the choices available to people. The allocation of 6,900 people is a projection only, and in no sense a quota—only time will tell how the Island’s population will change, and how effectively change is accommodated. And while the City may try to promote a certain pattern of development, no one can be compelled to develop property in one way, not another, or to live in one place, not another. We may encourage a majority of the growth to be in Winslow, but all of the new Islanders—or none of them—may actually choose to live downtown. Furthermore, because the Open Space Residential areas have a growth capacity significantly beyond the 45% designated in the Comprehensive Plan strategy, the pace of development there may not be affected by a program of incentives and disincentives alone.

The Committee’s Vision, Mission and Challenges

The work of the 2025 Growth Advisory Committee was informed by the Vision Statement in the City’s Comprehensive Plan. (See Appendix B). The Committee also adopted a mission statement to guide their work:

Create options that accommodate the 2025 population allocation in a manner that preserves community values and incorporates the principles of the City’s Comprehensive Plan and the State Growth Management Act. Build flexibility into these options, so that they can evolve to respond to changing circumstances and population growth beyond 2025. Actively solicit public participation throughout our work, and explicitly address public perspectives in all options.

The Committee agreed that their recommended policy strategies should address the following challenges:

- Develop options that preserve the valued characteristics that make the Island a unique and desirable place to live, including open space, critical areas, agricultural and pastoral lands, greenways, and forests.
- Develop options and create incentives that will provide a balanced range of living choices within a population that is diverse in age, ethnicity, family income, sources of livelihood and other aspects.
- Develop options that nurture community.
- Develop options that are viable in light of environmental, legislative, economic, social, demographic, legal and political realities and that also balance the community values stated in the Comprehensive Plan and the GMA planning goals.
- In planning for growth, consider the inter-relationship of existing residents, increasing population, existing infrastructure, new infrastructure to accommodate growth, and cost.

II. THE COMMITTEE'S APPROACH

Understanding the Current Situation

The Committee began their work with an intensive “self-education” phase to learn about State and City policies and regulations that must be considered in planning for growth, as well as relevant issues such as infrastructure, local and regional transportation, and housing and demographics. Topics included:

- ***The Growth Management Act:*** The Committee reviewed the history, purpose, goals and requirements of the GMA. The group had extensive discussions regarding the City’s status as an “all-Island urban growth area” and the planning challenges that this brings.
- ***The Comprehensive Plan:*** The Committee reviewed the Vision Statement, Overriding Principles and Framework Goals and Policies of the Comprehensive Plan, as well as the current growth strategy.
- ***Open Space:*** The Committee reviewed the goals and policies that guide the protection of open space, the existing open space within the City, the level of protection that is afforded to each type, and possible tools for protecting open space. Currently, the City’s Comprehensive Plan identifies a Transfer of Development Rights (TDR) program as a primary tool for preserving open space. In 2006, the City undertook a review of the TDR program, and the Committee met several times with the consultants charged with this effort.
- ***Water Resources:*** The Committee met with staff from the Public Works Department to learn about the City’s water resources and sewer, water and stormwater management, ongoing efforts to update data and the Island’s water and sewer purveyors. Information was also provided on the Winslow sewer facility.
- ***Septic Issues:*** The Committee met with Kitsap County Health District personnel to learn how on-site sewage systems relate to existing and future growth. This included information on the regulatory considerations for new development and the primary design factors for on-site systems. The Committee also learned about alternative sewage systems, such as package plants, and how they might be utilized in clustered development.
- ***Island-wide Transportation:*** The Public Works staff provided an overview of the Island’s transportation systems. This included information on goals and policies of the Transportation Element, Island-wide Transportation Study, the Non-Motorized Transportation Plan, functional road classifications, roadway standards, levels of service, and connectivity issues.
- ***Housing and Demographics:*** Topics included the affordable housing requirements in the GMA, goals and policies in the Housing Element of the Comprehensive Plan, and the City’s previous and current affordable housing efforts. Members of the Community Housing Coalition (CHC) presented information on the housing market and the gap between household incomes and housing costs, as well as demographic data related to population, employment

and income. This session also included a discussion of the changing demographics on the Island, and the unique challenges of planning for an aging population.

- ***The Work of Other City Committees and Commissions:*** The Committee hosted an “intercommittee” workshop to learn about the activities of other City groups and consider how to integrate their work in planning for the future. Participants included the Arts and Humanities Council, Bainbridge Island Land Trust, Community Forestry Commission, Community Housing Coalition, Harbor Commission, Health Housing and Human Services Council, Historic Preservation Commission, Non-Motorized Transportation Committee, Open Space Commission, Park and Recreation District, Road Ends Committee, Trust for Working Landscapes, Watershed Council, and Winslow Tomorrow.
- ***Community Engagement:*** The Committee hosted two community meetings and also participated in a public meeting on the City’s TDR program.

Other City Planning Efforts

The Committee also considered how other City initiatives would affect the Committee’s work, including the Winslow Tomorrow planning and proposed code amendments and new Island-wide affordable housing proposals under development by the Community Housing Coalition. The Winslow Tomorrow amendments, which propose to increase levels of development in the Core District of the Mixed Use Town Center, were considered during the Committee’s work and their adoption was assumed. At the time of this Report, density increases associated with proposed affordable housing requirements had not been finalized. Therefore, adjustments to the Committee’s recommendations may be needed when the City adopts a final affordable housing program.

Establishing a Baseline

The Committee familiarized themselves with the following data provided by City staff:

Land Use and Zoning: Land uses on Bainbridge Island are primarily residential with some commercial, light manufacturing, recreation, agriculture and open space. There are approximately 200 acres of agricultural land on Bainbridge Island. Of the 17,428 acres on the Island, over 90% is zoned for single family residential density, the majority at 1 dwelling unit per 2.5 acres. Less than 1% is zoned for multifamily development, and approximately 6% is zoned Mixed Use Town Center. Only 36 acres—less than—1% are zoned for Neighborhood Centers.

Open Space: There are currently 2,324 acres of open space—about 13.33% of the Island’s total land area—which fall into the following categories:

State Parks	153.8 acres
B.I. Park District	1,080.4 acres
City Parks	13.2 acres
City-owned Open Space	219.3 acres
Private Reserves	398.0 acres
Open Space Tracts within Subdivisions	459.5 acres

Current and Projected Population: The City’s estimated population for the year 2025 is 28,660 people. The population for the year 2004—the year that the 2025 population allocation was received—was 21,760 people. The difference between the 2004 population and the estimated population for the year 2025 therefore is 6,900 people.

The following chart illustrates the City’s existing Comprehensive Plan growth strategy as it applies to the population growth projection of 6,900 new residents by the year 2025.

2025 Population Growth Targets by Area	
50% to Mixed Use Town Center and Frame area	3,450 people
45% to Remainder of Island ‘s Residential Areas	3,105 people
5% to Neighborhood Service Centers	345 people

Future Capacity Under the Existing Comprehensive Plan Growth Strategy:

In September 2005, in preparation for the 2025 study, City staff conducted preliminary analysis based on 2004 population data to determine the adequacy of the existing Comprehensive Plan growth strategies in accommodating the projected population growth of an additional 6,900 people by the year 2025. The analysis, summarized in the table below, analyzed capacity in terms of both residents and the estimated dwelling units required to accommodate them and was updated with 2006 data. Household sizes are estimated at 2.5 persons per single family residence and 1.7 persons per multifamily residences. (These are standard figures used by the Office of Financial Management.)

The analysis indicated that while there is more than enough capacity Island-wide to accommodate the projected growth, the growth strategies should be reviewed to accommodate the projected twenty-year growth in a manner that is consistent with the vision in the Comprehensive Plan. The following table reflects the capacity analysis under existing zoning by growth target area using the 2006 population, estimated at 22,600.

2006 Capacity Analysis

Comprehensive Plan Growth Target Area	2025 Population Allocation by Area (existing growth strategy)	Capacity to Accommodate new Population	Surplus	Shortfall
Island-wide Open Space Residential Areas	45% of New Growth 2,727 people	11,238 people	8,511 people	
Winslow Master Plan Area (MUTC + Frame)	50% of new growth 3,030 people	5,636 people	2,606 people	
<i>Frame area</i>	25% of new growth 1,515 people	1,166 people		349 people
<i>Mixed Use Town Center Districts (MUTC)</i>	25% of new growth 1,515 people	4,470 people	2,955 people	
Neighborhood Centers	5% of the new growth 303 people	263 people		40 people

Historic Growth Rate

Since 1990, the Island's net increase in population has averaged 2.25%, with a high of 3.63% in 1996 and a low of .87% in 2002. Between the years 2000 and 2006, the net increase dropped to 1.88%.

Developing Evaluation Criteria

The Committee developed evaluation criteria for measuring alternative approaches to accommodating population growth. The evaluation criteria are drawn from the goals and policies in the Comprehensive Plan and the GMA principles. The criteria are intended to measure various alternatives against specific goals relating to the environment, preserving green open space, water resources, sustainability, housing diversity, preserving neighborhoods, concentrating growth, enhancing Winslow, and transportation and circulation. The criteria are included in Appendix C.

Mapping as an Analytical Tool

To assist the Committee in their work, City staff prepared a number of maps, some of which were then overlaid with others to determine both areas suitable for retaining as open space and areas that have growth potential. The maps, which are included at the end of this report, are:

Figure 1: *Planning Sub Areas—The Mixed Use Town Center, Frame area, Neighborhood Centers and Open Space Residential areas*

Figure 2: *Generalized Zoning Map*

Figure 3: *Island-wide Parcel Specific Capacity - Under Existing Zoning*

Figure 3a: *Winslow Development Potential - Under Existing Zoning*

Figure 4: *Green Infrastructure Map* - showing open space opportunities and natural systems that the community values and should be protected. This map also shows land areas that have development constraints, such as critical areas, dedicated open space, park land and other land not available for further development.

Figure 5: *Urban Services Infrastructure Map* - showing the existing public sewer, water and transportation systems that support growth and development.

Figure 6: *Road Infrastructure Map* – Showing the arterial and collector streets.

The Committee's Guiding Principles

Despite the considerable diversity of views on many topics, Committee members ultimately reached agreement on a number of important issues, and those agreements informed these recommendations.

First, although the City's specific charge under the GMA is to draft a plan demonstrating how the City will accommodate 6,900 additional residents by 2025, the Committee took a longer view. One of our principal concerns was that while we must plan for twenty years, what is actually built pursuant to those plans may last for 50 years or more. While we recognize that

future committees may develop different ideas that reflect the needs of an evolving community, we also did not want to take short-sighted actions that would rule out desirable outcomes in the future. Therefore, one of the considerations to which we subjected our various proposals was to see what impact they would have if the Island's population continues to grow.

Second, the Committee agreed that it was not enough to simply look at the amount of projected growth. Rather, we believe that change is essential to vitality in a community and therefore concluded that some types of growth are healthy. We considered the type, quality and character of growth that is desirable, or at least tolerable, with the goal of developing a plan that honors and preserves the Island's character, environment and values.

Third, the Committee affirmed that the intent of any strategy adopted by the City is not just to concentrate growth in areas where urban services exist, but also to preserve the "green" in the remainder of the Island. The Committee is recommending that an essential first step that must occur before the Preferred Option is fully implemented is to immediately undertake an Island-wide open space study that culminates in a coordinated Island-wide Open Space Conservation Plan, which identifies existing open space and future opportunities and prioritizes the preservation of additional open space. Because the Winslow area will experience increased development with implementation of the Winslow Tomorrow recommendations, and because the Committee's Preferred Option calls for increased density throughout the Mixed Use Town Center and Frame area, the open space study should prioritize analysis of the need for increased open space and recreational opportunities in Winslow. A timeline should be established and necessary resources allocated to ensure that the plan is completed within 12 months. The plan must include implementation strategies, such as TDR programs and mitigation banks, and will be successful only if appropriate funding is allocated to support it. The City should also continue to support the efforts of private organizations such as the Bainbridge Island Land Trust and of public organizations such as the Open Space Commission to preserve farmland, passive recreation areas, trails and other open space opportunities.

Fourth, there has been persistent concern within the community that, in the near future, population growth may endanger the Island's finite water supply. While the GMA recognizes that water is a limiting factor, and requires every applicant for a building permit to demonstrate that water is available, the Committee believes that this approach is not sufficient. An Island-wide comprehensive water management plan, which includes conservation strategies, is an essential tool in planning for growth. Completion of the efforts now under way to obtain more conclusive data on the Island's aquifers and recharge zones, and to monitor and manage the supply and demand, should be one of the City's highest priorities. The City should also take the lead in emphasizing and educating the community on the importance of water conservation.

Fifth, the Committee also agreed that:

1. Growth should be clustered rather than spread evenly across the Island, because we want to preserve the green spaces, small-scale farming and non-urban "feel" of as much of the Island as possible.

2. For all of the alternatives, the Committee assumes the Winslow Tomorrow code amendments will be adopted, anticipating a 50%-60% increase in FAR levels for the Core District. The MUTC must continue to grow into an economically viable, pedestrian-friendly place.
3. The City must take the lead in encouraging socioeconomic diversity on the Island, by ensuring a variety of housing choices to meet the needs of present and future residents in all economic segments. Clustered housing should be encouraged in suitable areas to help promote affordability, a variety of housing types, transit options and elder-friendly living; and to reduce infrastructure costs and moderate growth pressures in other areas.
4. The City must encourage low impact development, green building methods, and other innovative programs and initiatives that reduce community development impacts to the natural environment.

Outcomes of the Committee's Work

The Committee's work resulted in four options to accommodate the 2025 population allocation, and the selection of a Preferred Option based on public input and evaluation. The Preferred Option and proposed implementation measures are included in Sections III and IV. The Committee, working with City staff, will present the Preferred Option and a Tool Box of proposed implementation strategies to the Planning Commission, City Council and the public. The four options share the following essential components:

- The City will develop an Island-wide Open Space Conservation Plan;
- The Winslow Tomorrow code amendments will be adopted;
- The City will continue the water supply studies currently underway and develop an Island-wide water management and conservation plan;
- The City will look for ways to make growth pay more of its own way;
- The City will develop and maintain a successful affordable housing program that addresses both affordability and diversity of housing choices. Encouraging clustered development and increasing the supply of accessory dwelling units (ADUs) are examples of the "tools" that could be used in this program; and
- The City will need to plan for and find a way to fund the necessary infrastructure that supports areas planned for new growth—principally roads, sewer and water.

III. THE GROWTH MANAGEMENT PREFERRED OPTION

Cluster Growth in Winslow and in Neighborhood Centers

The majority of new growth would be clustered in Winslow and the Neighborhood Centers, by increasing the permitted density for residential development in the portion of the MUTC located outside the Core District, and by encouraging clustered single family and smaller multifamily development, in exchange for community benefits, in the Winslow Frame area. There would be no separate population allocation for the Neighborhood Centers and no distinction between the MUTC and Frame area. Clustered housing is recommended in the three existing Neighborhood Centers, and in any new Neighborhood Centers that might emerge. Growth could continue throughout the Open Space Residential areas as allowed under current zoning.

As discussed in the Committee's guiding principles, as part of this option the City would develop an Island-wide Open Space Conservation Plan that identifies existing open space and future opportunities, and prioritizes the preservation of open space. This open space conservation plan should be developed before zoning regulations are changed to accommodate additional density, but the Committee believes that because of the necessary interrelationship of growth areas and open space areas, development of these planning efforts should occur simultaneously.

The Preferred Option is driven by encouraging clustered housing in suitable areas to help promote affordability, a variety of housing types, transit options and elder-friendly living, to reduce infrastructure costs and to minimize growth pressures in unsuitable areas that should remain as open space. The Preferred Option includes the following recommendations:

1. The City would cluster a majority of growth in Winslow and the three Neighborhood Centers.
2. To promote the development of Winslow as a vibrant economic, cultural and social center, and to facilitate building a meaningful supply of affordable housing, increases in the residential density throughout Winslow are recommended. The boundary of the Winslow Frame area would be redefined to align with existing water and sewer service to provide for efficient development.
3. Density increases in the Winslow Frame area would be contingent on developers paying fees to finance amenities, providing open space, providing affordable housing, or supporting other important community goals. This could be achieved by establishing planning mechanisms that would make higher levels of density available in return for providing community benefits and that would encourage smaller single family or multifamily residences, as opposed to larger multifamily complexes. Accessory dwelling units (ADUs) also would be allowed to comprise a separate tax unit, so that they can be sold separately from the main unit. This recommendation is intended to encourage the construction of ADUs, which can be a significant source of affordable housing.
4. Density increases in existing Rolling Bay and Island Center Neighborhood Centers would be encouraged through City initiation of special planning processes for the Neighborhood

Centers in Rolling Bay and Island Center, to identify areas for clustered development and determine the infrastructure needed to support development. This process also should address mechanisms for retaining and preserving open space in the vicinity of the Neighborhood Centers. The City also could begin to identify other areas where clustered development would be appropriate. Criteria for the designation of emerging Neighborhood Centers could involve location of a public transit hub, geographic factors and feasibility of water and sewer infrastructure. Lynwood Center would continue to develop as currently planned.

Implications

Growth pattern:

- **Open Space Residential Areas:** The pace of building in the Open Space Residential areas might slow because potential buyers would have more options in Winslow and the Neighborhood Centers.
- **Neighborhood Centers:** Lynwood Center could continue to build out. During this planning horizon, neighborhood planning would begin to develop Rolling Bay and Island Center into full centers with clustered housing and a variety of businesses and services. The City could also begin to identify a few additional centers where development could be clustered in the future, in accordance with the Island-wide open space and conservation plan and public transit routes.
- **Winslow** (Mixed Use Town Center + Winslow Frame area): The MUTC would develop at a higher density than the Winslow Frame, but all of Winslow would see density increases. In addition, the boundary of the Winslow Frame would be redefined to align with areas currently served by existing urban services.

Adaptability Over Time

- This option identifies a long-term growth strategy that emphasizes the benefits of compact development and preservation of open space.
- Long-term planning would focus on the Winslow area, existing Neighborhood Centers and future center sites.
- To keep areas slated for clustered growth from being developed at a lower density in the interim, the City could consider strategies described in “The Tool Box.”
- As more growth goes into the Winslow area and the Neighborhood Centers, the City will continue to face decisions about whether the growth should be accommodated by increasing building heights and footprints or by expanding zoning boundaries. If the boundaries expand outward, the City would need a strategy to keep these areas from merging or it would sacrifice the vision of having compact centers surrounded by open space.

Affordability:

- This option promotes clustered development, where services are less costly to provide, which may lead to construction of more affordable housing if the right incentives are in place. Possible strategies are included in “The Tool Box.”
- Offering an incentive for constructing ADUs in the Frame area could increase the stock of affordable, for-purchase housing.

Winslow as Town Center:

- The allowable density of the entire MUTC would be increased.
- More efficient land use could occur within the Winslow Frame because the boundary of the Winslow Frame area would be aligned with existing urban services boundaries (sewer and water), allowing clustered housing to occur where urban services can be provided efficiently.
- Density increases in the Frame area would be contingent on developers providing community benefits, such as paying fees to finance amenities, providing affordable housing, or supporting other important community goals. This could be achieved by establishing a “floating FAR” mechanism, in which development could utilize an FAR structure similar to what is used in the MUTC, with higher levels of density available in return for providing community benefits. This may result not just in more compact, denser development, but in a variety of home sizes that is typical of FAR-based development.
- The City would continue to actively encourage a mixture of commercial and residential development within the MUTC.

Neighborhood Centers:

- The City would initiate special planning processes for Rolling Bay and Island Center to allow for more robust development of these Neighborhood Centers, including long-range planning to provide the needed infrastructure.
- The City could also begin to identify other areas as possible future Neighborhood Centers.
- Expansion and eventual merging of these Neighborhood Centers into an expanse of dense development should be avoided. Strategies are suggested in “The Tool Box.”
- To keep future Neighborhood Centers from being prematurely developed at low densities in a way that precludes compact development later, the City could consider strategies described in “The Tool Box,” such as “shadow” zoning or a system where investors or the City buy development rights as an investment that will pay off when compact growth occurs.

Water Resources:

- The City would continue studies aimed at obtaining a better understanding of how much water is available and where. It would need to factor this information into its plans for future Neighborhood Centers.
- New growth would be focused in areas that provide public water and sewer.

Transportation:

- Because there would be no growth in the Open Space Residential areas once existing building capacity is exhausted, the City could estimate future traffic and make appropriate plans for that area.
- Traffic would increase as the existing Neighborhood Centers develop at higher intensities, and as new Neighborhood Centers are created.
- Efficient, frequent public transportation would be more feasible.
- Traffic within Winslow would increase due to the added population, but resulting congestion would make walking and public transit more desirable transportation options.

IV. IMPLEMENTING THE PREFERRED OPTION

Sequenced Implementation

The Committee agreed that to be effective, new policies designed to cluster growth and promote a variety of housing types will require coordination of planning efforts and a sequenced approach to implementation. The Committee recommends the following sequenced steps:

1. Within 12 months, the City will develop and adopt an Island-wide Open Space Conservation Plan. The Winslow portion of the Open Space Plan will be given a high priority because a majority of new growth is recommended to go into the Winslow area.
2. As part of the 2007 Comprehensive Plan amendment cycle, the City will amend the Winslow Master Plan to establish that: (1) a majority of growth on the Island should occur in the Winslow area; (2) the boundaries of the Winslow Frame are realigned with existing public water and sewer service areas; and (3) clustered growth should occur in the Neighborhood Centers.
3. After the Winslow Tomorrow code amendments regulating density in the Winslow Core District are adopted, the City would amend policies of the Winslow Master Plan and implement zoning that would: (1) allow higher density in the Winslow Frame area and promote single family housing in exchange for open space and public amenity commitments; and (2) promote higher density in the form of mixed-use and multifamily residential development in the MUTC and High School Road districts. All planning for density and clustered development throughout Winslow would be carried out in tandem with development of the Island-wide Open Space Conservation Plan, including planning for open space, recreational opportunities and trails.
4. The City would initiate special planning processes for the three existing Neighborhood Centers to identify areas for clustered development and determine necessary infrastructure needs. This process should also address mechanisms for retaining and preserving open space in the vicinity of the Neighborhood Centers.

V.
OTHER OPTIONS CONSIDERED BY THE COMMITTEE

Option 2: The “No Zoning Changes” Option

Under this alternative, growth would continue under existing zoning, with no zoning changes made within this twenty-year planning horizon (through 2025). Change on the Island would still occur, however, because the City has considerable growth potential under existing zoning.

1. Because the current zoning is adequate to accommodate the growth allocation through 2025, the City would alter the Comprehensive Plan’s growth formula (50% in Winslow, 5% in Neighborhood Centers, and the remaining 45% in Open Space Residential areas) and let growth occur according to current zoning capacity.
2. The City would not actively plan for growth beyond what existing zoning allows, but would continue to gather information about how much additional growth the Island can support.
3. Because most vacant lots are in the Open Space Residential areas, most growth would occur here.
4. Lynwood Center would continue to build out as approved in its adopted neighborhood plan. The two Neighborhood Centers that are not currently served by public sewer, Island Center and Rolling Bay, could develop within their existing limited boundaries.
5. With no change to existing zoning, Winslow would develop to its current capacity outside of the Core District, and would develop in the Core District to the capacity provided by the Winslow Tomorrow amendments.

Implications

- If growth continues at its present rate, this alternative would delay difficult decisions for only a few years. The GMA requires the City to update its twenty-year plan every ten years to reflect actual growth and fresh projections. This option provides no guidance for what the City should do when it approaches build-out.
- Because most new growth would occur in the Open Space Residential areas, where people are most likely to drive to services, and commercial development would remain where it is now, there would likely be traffic increases Island-wide.
- Prices for undeveloped land and single family homes would continue to climb, and opportunities to provide affordable workforce housing would continue to be limited.
- If the City eventually decided to concentrate development in certain areas of the Island, fewer large, undeveloped parcels would be available to accommodate that concentration.
- Outside of the Core District, which would develop as envisioned by the Winslow Tomorrow planning process, the limited supply of vacant land available today within Winslow likely would be developed at present zoned capacity, and redevelopment of those parcels may not occur for 50 years or more.

Option 3: “Retain Comprehensive Plan Formula as Strategy”

Under this option, the City would maintain the growth pattern in the City’s Comprehensive Plan: 50% of future growth in Winslow, 5% in the three Neighborhood Centers, and the remaining 45% in Open Space Residential areas.

1. The City would gradually increase density in each area to accommodate projected growth.
2. Because the City has more buildable lots in the Open Space Residential areas than are needed to accommodate growth there through 2025, only Winslow and the Neighborhood Centers would be considered for higher-density zoning at this time.
3. Because the City would expect additional growth in all areas in the future, the City would begin planning now for how that might occur in a way that protects community values to the greatest extent possible.
4. In Winslow, the City would need to decide whether to retain the current approach of targeting up to half the Winslow growth to the MUTC and up to half to the outlying Frame area, or whether to dissolve the distinction between MUTC and Frame and allocate the additional growth anywhere within Winslow.
5. In the Open Space Residential areas, existing zoning provides more growth capacity than the formula calls for through 2025. In this planning period, the City would not increase density here, but it could, at least in theory, lower density or impose additional restrictions that have that effect. If existing zoning stays intact, these areas might grow faster than the formula anticipated.
6. Lynwood Center would continue to build out, which would accommodate most of the growth targeted to the Neighborhood Centers. The City could expand the boundaries of Lynwood Center slightly, and/or increase density within the current boundaries of the neighborhood, or begin planning for more robust development of Rolling Bay and/or Island Center.

Implications

- It would be feasible to either expand the area designated as “Winslow” or keep the existing boundaries of Winslow and provide for increased development capacity through zoning increases that allow for smaller lots, taller buildings or increased building size.
- Since the Neighborhood Centers would eventually expand into villages with clustered housing and commercial services, the City would need to take steps now to make sure land surrounding the Centers is not fully developed at relatively low densities. Possible strategies are included in the “Tool Box.”
- Over time, continuing to target 45% of new growth to the Open Space Residential areas could require upzoning, which could give property owners some possibility of dividing property and passing buildable lots on to their children but would increase density in the Open Space Residential areas and reduce the amount of green space in those areas.
- Because this alternative provides a predictable growth curve for Winslow and the Neighborhood Centers, the City would be able to plan ahead to ensure that they have adequate infrastructure (sewer/septic and water).

Option 4: “Expand Growth Opportunities Only in Winslow”

Under this option, the City’s long-term growth plan would call for increasing zoning capacity only in Winslow and only within Winslow’s current boundaries. Existing zoning would prevail in all other areas.

1. The City would cluster growth in the MUTC and Frame to the greatest extent possible. For this planning period, the increases within these areas would be the same as under the Preferred Option.
2. There would be no corresponding increase in density in the Neighborhood Centers.
3. Development in Open Space Residential areas could continue as allowed by current zoning.
4. The Comprehensive Plan would be amended to reflect the long-term growth pattern of concentrating development, emphasizing pedestrian and transit oriented development in Winslow.

Implications

- As with all of the alternatives, growth in Open Space Residential areas could continue based on existing zoning capacity. But once existing and allowable lots are developed, this option essentially freezes development in outlying areas.
- Lynwood Center could continue to build out as allowed under its adopted plan. Rolling Bay and Island Center could develop only within their existing boundaries. The City would not identify locations for new Neighborhood Centers.
- The MUTC could develop at a higher density than the Winslow Frame, but all of Winslow would see density increases.
- This option provides assurance that growth will stay clustered in one compact area rather than become scattered across the Island in villages that eventually could grow together. It also focuses growth where people are closer to services and more able to walk for their daily errands and social activities.
- By focusing growth in the Winslow area, this option also provides support for downtown businesses and minimizes the chances that small businesses will open in areas where there aren’t enough potential customers to make the businesses viable.

VI. CONCLUSION

As noted previously, the work of the 2025 Growth Advisory Committee is intended to provide the City with a guide for managing growth in a manner that will protect the values of the community and encourage new growth to occur in areas most appropriate for further development. We don't yet know the Island's "carrying capacity," but the Committee and the City's planners are confident that it will not be reached within the next twenty years. We also assume that development will continue and the population will grow after 2025. Considering our limited supply of land and other resources, it is essential that we honor the principle of sustainability: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

Estimated population figures are only educated guesses into the future. Our Island may experience growth at a slower or faster rate than anticipated. We must consider that as we grow we also retain the valued characteristics of our Island—open spaces, winding roads, agricultural areas, distinctive harbors and small communities. In order to do that we must put strategies in place now to respond to growth and the pressures associated with it. To be effective, new policies designed to protect open space, cluster growth and promote a variety of housing types will require coordination of planning efforts and a sequenced approach to implementation.

VII. THE TOOL BOX

The Committee compiled the following strategy proposals and examples of ways in which the City could implement some of the planning recommendations. While these are just a few of the tools available to the City, they are the ones that the Committee repeatedly discussed that seemed to have the most support and applicability to the options discussed.

Create incentive zoning

Rather than granting blanket density increases to encourage growth in certain areas, the City would grant the increases only when landowners qualify by providing features that benefit the community. In other words, the City would use the added density as an incentive to encourage development that includes affordable housing, high-quality open space, community gardens or other amenities. Landowners who elected not to provide these features would be held to existing zoning.

- ***Increasing FAR Through a Bonus Program.*** As currently provided in the MUTC, any proposed options to increase the FAR level in the MUTC should be tied to a bonus density program stipulating that FAR increases are contingent on developers providing community benefits such as affordable housing, fees to finance amenities in Winslow, or contributing to Island-wide open space or other community goals.
- ***Creating an FAR Overlay District.*** Currently, the Frame area density is established by traditional “units per acre” zoning. In the MUTC, levels of development are established through Floor Area Ratio (FAR) zoning. FAR zoning limits the size of buildings rather than the number of units per acre, and can encourage a variety of unit sizes, whereas “units per acre” zoning can typically yield larger units. Creating an FAR overlay district in the Frame area, in which development could be based on FAR in return for providing a community benefit (for example, affordable housing), could result in a wider diversity of housing choices as well as denser, clustered development in an area where urban services are available.
- ***Expanding Open Space and Critical Areas Protection.*** In outlying areas of the Island, the City could use incentive zoning as a component of an open space conservation plan. Developers could get added density in areas not slated for permanent protection by going beyond what’s already required by the Critical Areas Ordinance to protect sensitive lands or by developing trails open to the public.
- ***Encouraging Clustered Development Through the Transfer of Development Rights.*** An Island-wide Open Space Conservation Plan could identify priority areas suitable for designated sending areas of a revised transfer of development rights (TDR) program. This would strengthen the sending areas by prioritizing areas that are valued by the community for open space retention. The development rights could then be transferred to promote growth in appropriate receiving areas, such as Neighborhood Centers. (See both “*Protect open space from future development*” and “*Encourage growth in Neighborhood Centers.*”)
- ***Encouraging Low Impact Development.*** Standards intended to reduce the impact of development on the land and provide more efficient use of infrastructure could be implemented (or even required in some cases) for new development and subdivisions. Incentives could be used to encourage the use of low impact development standards. Any cottage housing ordinance should require the use of low impact standards.

Ensure affordable housing

The 2025 Committee agrees with the Community Housing Coalition that several strategies could be powerful tools for ensuring permanently affordable housing on Bainbridge Island:

- ***Creating a Community Land Trust.*** A community land trust holds title to land for the common good and makes it available to individuals through long-term land leases. Income-qualified individuals can buy homes on the land, but because the trust owns the land, the houses sell at a lower price initially and do not rise in value as fast as houses on private land. On resale, the price stays affordable and only income-qualified buyers may purchase the homes. If the City grants developers extra density in return for building affordable units, it should require participation in a community land trust to ensure that the units remain affordable over the long term.
- ***Encouraging Accessory Dwelling Units.*** Also known as ADUs or mother-in-law units, these help cluster development and are one way to create modest growth in neighborhoods where there is already a house on each lot. The City currently allows ADUs in all zones. A wide array of strategies could encourage more of them:
 - Allowing ADUs to comprise a separate tax unit so they can be sold independently of the main house.
 - Working with the Health District to adjust requirements for septic fields when ultra-efficient appliances are installed in both the main and accessory dwellings.
 - Launching a campaign to raise awareness of the benefits of ADUs and to promote them as a way for many people on the Island to be part of the solution in creating affordable housing.
 - Providing technical, architectural or financial assistance to build new ADUs or to create them by dividing large houses into separate units.
 - Reducing property taxes or deferring building permit fees over a number of years when units are rented to income-eligible people.
- ***Promoting Cottage Housing.*** Cottage housing is another way to increase density in existing neighborhoods while still preserving their single family character. These projects typically consist of a cluster of small houses with a shared central space. Cottages typically range from 800 to 1,000 square feet, and the typical density is 10 to 11 units per acre. The Ericksen Avenue Cottages on Bainbridge Island are an example of this kind of housing. Cottage housing is typically used on infill lots in established neighborhoods.

Protect open space from future development

The Island-wide Open Space Conservation Plan will identify priority areas that should not be developed and suggest ways to retain and protect these areas. Among the possible strategies:

- ***Transferring Development Rights.*** On Bainbridge Island, the Comprehensive Plan calls for transferring development rights away from priority wetlands, critical groundwater recharge areas and agricultural land, and into Winslow or the Neighborhood Centers. However, no one has ever taken advantage of this tool, although the City has made progress on some of the original goals through other means, such as purchase of development rights, the open-space bond, the new Critical Areas Ordinance, and conservation easements. Consultants hired by the city in 2006 suggested a program to transfer development rights might succeed if it were reinvented as part of an Island-wide conservation and open space plan.
 - Instead of narrowly defining areas where the development rights could be bought or used, a new program could apply more broadly.

- A Transfer of Development Rights bank could be developed, funded and implemented by the City.

The Committee’s preferred option envisions additional Neighborhood Centers—or villages—on the Island in the future. A program of transferring development rights could be one of the most effective tools for creating a ring of protected land around each Neighborhood Center. It would be most effective if a Neighborhood Center could obtain additional density only by purchasing development rights from property ringing the center, and then transferring those rights into the Neighborhood Center.

- ***Outright purchase.*** This is the most expensive option, but it gets results, as shown by the success of the \$8 million open space bond passed by voters in 2001. Funds received from the purchase of bonus FAR (or other types of zoning density) in new developments are another source of funding for the City to purchase open space.
- ***Requiring design review for short plats.*** The City currently encourages new subdivisions to cluster development through the Flexible Lot Subdivision standards, but not all the policies apply to smaller scale subdivisions. Most of the growth in outlying areas of the Island occurs on existing lots or on property that is being divided into only two lots through the short platting process. The City could require some level of design review or low impact development standards for short plats and/or building permits to ensure that the impact on the environment is as low as possible, for example by clustering house sites in one cleared area, sharing driveways, preserving wildlife corridors, maintaining views or tree cover along roads, etc.

Preserve land for future development

Where the City wants clustered development in the future, it could take steps now to make sure that the land is not fully developed at relatively low density. Possible approaches:

- ***Shadow Platting.*** Require “shadow zoning” before any new low-density development occurs in these areas so that the buildings don’t get in the way of later, denser development. (This is similar to what is now required for backup septic field space.)
- ***Prohibit subdivisions in areas targeted for future growth.*** This is a variation on the strategy above. In areas targeted for greater density, prohibit subdivisions at lower than the allowed or planned density, and set up a program where investors or the City could buy development rights from owners who want to cash out now; the investors would be repaid when the land is ultimately developed at a higher density. Existing houses in these areas could still be bought and sold in the conventional way.

Provide more density in Winslow

- ***Use FAR in the Winslow Frame.*** In the single family zones of the Winslow Frame, the City could give landowners the option to develop their property under Floor Area Ratio (FAR) zoning, as discussed under “*Incentive Zoning.*”
- ***Increase FAR in MUTC.*** In the Mixed Use Town Center, where FAR zoning already is in effect, the City could significantly increase the FAR and also therefore the allowable size of buildings, and require that all projects include affordable housing.
- ***Discourage commercial uses in the Frame.*** The City should continue to reserve the Frame area for residential uses. Allowing commercial development here (apart from home-based businesses) could siphon business from the existing commercial districts. The existing commercial area along Sportsman Club Road could continue to develop and evolve with

Neighborhood-Center-type services for people within walking distance and for students and parents coming and going from the schools.

Encourage growth in Neighborhood Centers

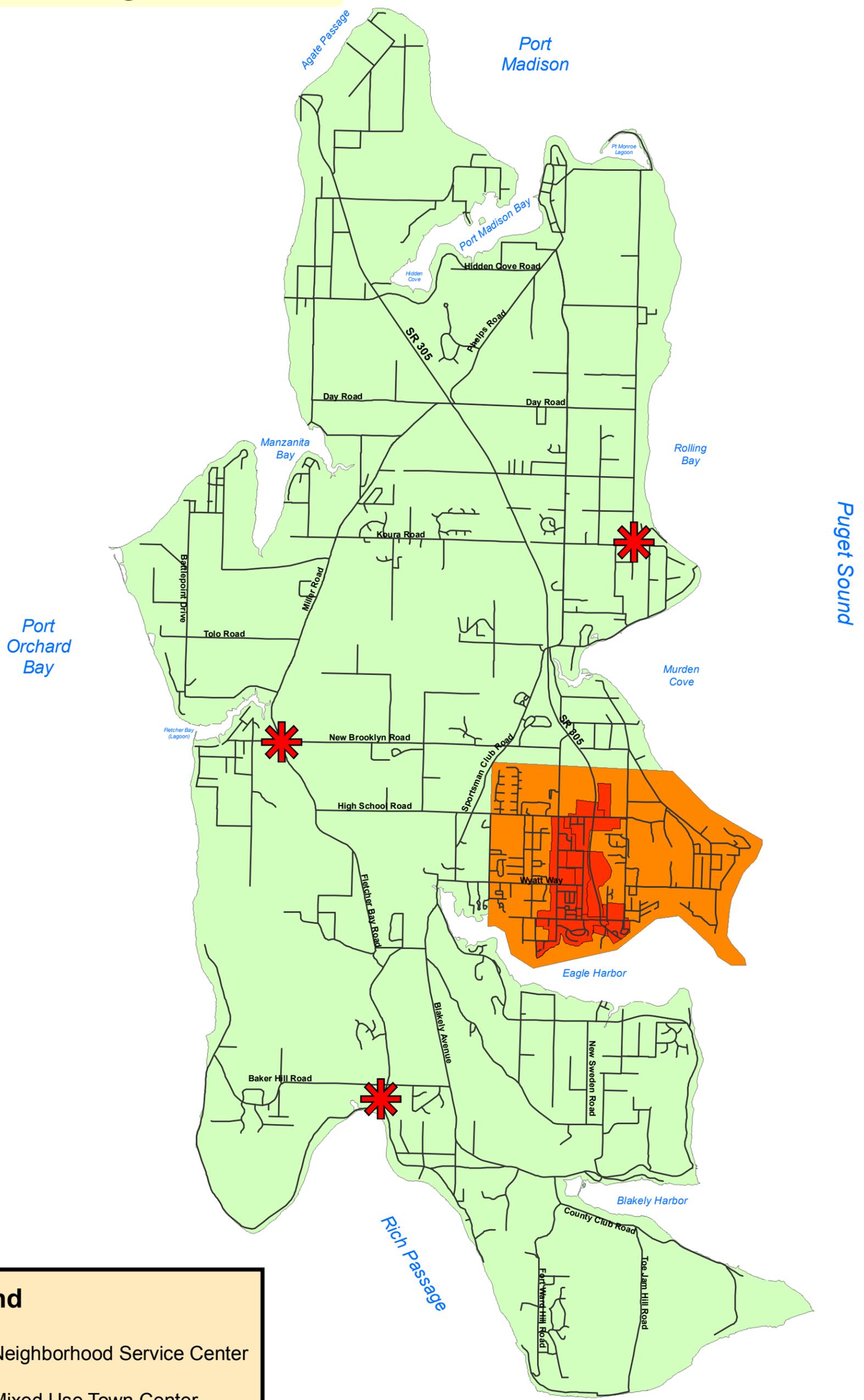
- ***Special Planning Area Process in Neighborhood Centers.*** The current Comprehensive Plan identifies three Neighborhood Centers and states that the request of one landowner can trigger the Special Planning Area (SPA) planning process, which is intended to promote them as vibrant community centers. Lynwood Center has an adopted plan, but no plan is in effect in Rolling Bay or Island Center. If the City wants to direct growth into these centers, the 2025 Committee recommends that the City designate a radius around them of roughly half a mile for future clustered housing and a mixed-use village center. Each Neighborhood Center would be required to undertake a SPA planning process for that area. The City could choose a planning deadline consistent with the perceived need for commercial development and additional housing opportunities – as short as two years, or perhaps as long as ten years. The City would also undertake long-range planning to provide the needed infrastructure.
- ***Identify future Neighborhood Centers.*** Under the Committee’s Preferred Option, other areas will be identified in the future as Neighborhood Centers. Criteria for such designation could involve suitability for mass transit (e.g., the Day Road area), geographic dispersion (e.g., Seabold or Eagledale), or feasibility of providing infrastructure (e.g., Sportsman Club Road or Fort Ward). As part of its work, the Committee identified the characteristics of a successful Neighborhood Center, attached as Appendix D. This appendix also includes a map showing potential emerging centers for sustainable community development.
- ***Use Transfer of Development Rights program to encourage growth in Neighborhood Centers.*** A revised Transfer of Development Rights (TDR) program could be effective in promoting growth capacity in the Centers if it is the only mechanism available for receiving additional density in the Center. The sending areas for the development rights could be identified areas around the Centers that will promote protecting a ring of open space around the Centers. (See “*Protecting open space*”)
- ***Use package sewage treatment facilities to serve planned growth in Neighborhood Centers.*** Today small-scale membrane treatment facilities that utilize on-site infiltration can serve 30-80 households. They are an alternative to extending sewer lines and upgrading larger public sewage treatment facilities. These package waste-disposal plants could be utilized as the necessary infrastructure serving the growth of the Neighborhood Centers. The land area needed for infiltration for the package treatment facility could be incorporated into the open space areas ringing the center.

Protect water resources

As discussed above, the City should investigate the feasibility of small-scale package waste-disposal systems as a way of facilitating clustered development in and around the Neighborhood Centers. These systems provide recharge of ground water, unlike the sewage treatment plants that currently operate on the Island and discharge to the Puget Sound.

VIII.
ANALYTICAL MAPS

Planning Sub-Areas



Legend

-  Neighborhood Service Center
-  Mixed Use Town Center
-  Frame
-  Open Space Residential

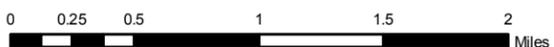
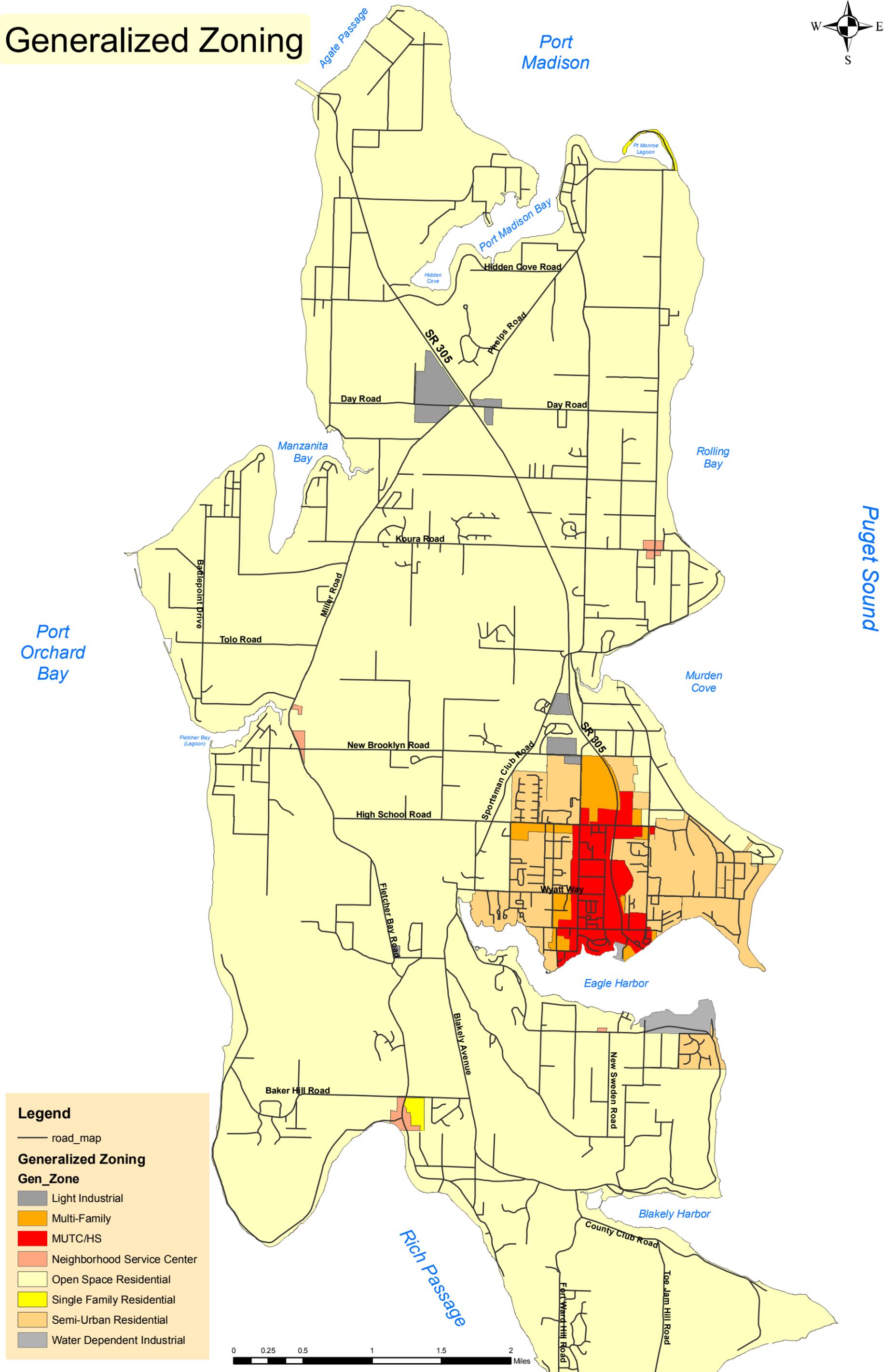


Figure 1: Planning Sub Areas

Generalized Zoning



Legend

— road_map

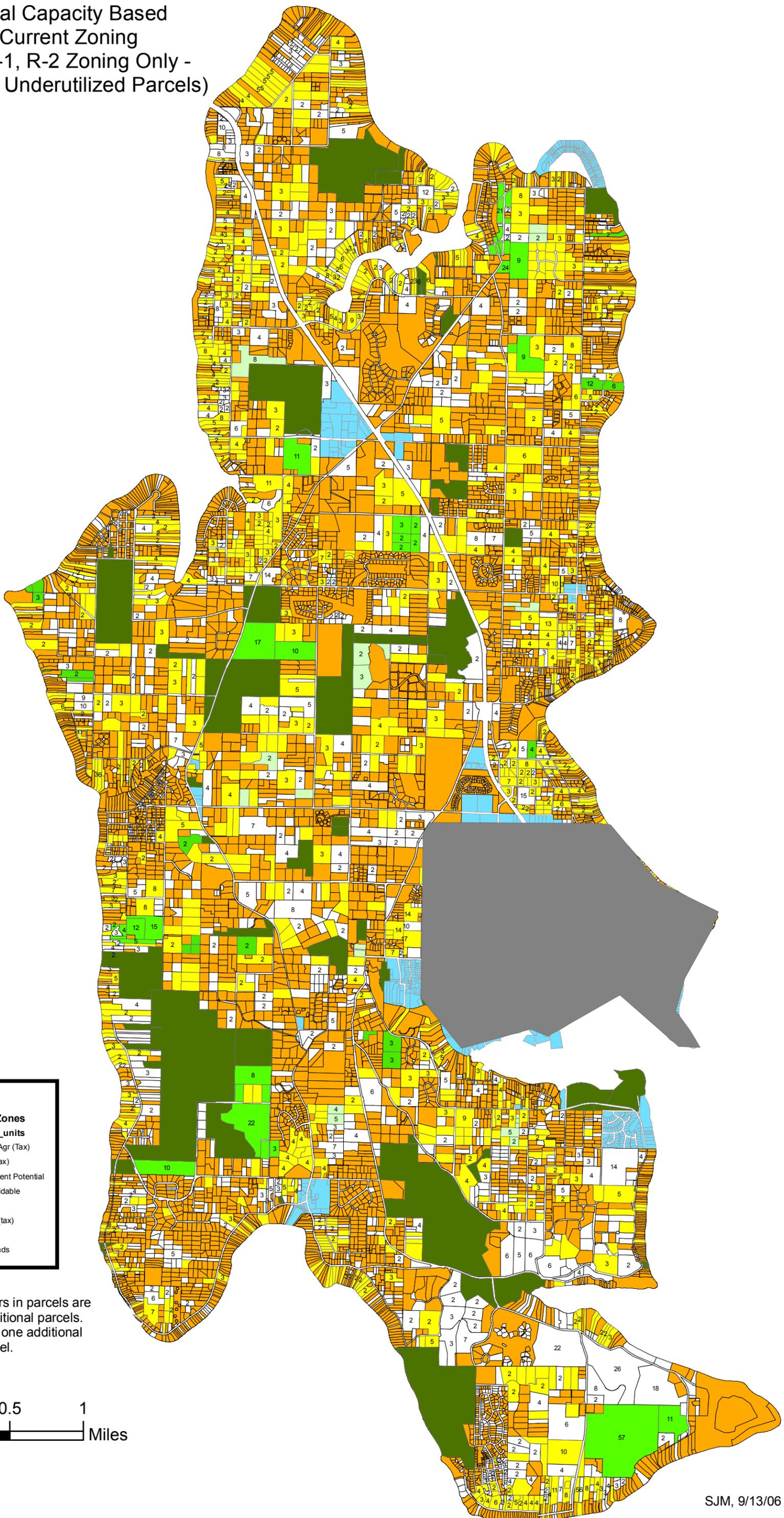
Generalized Zoning

Gen_Zone

- Light Industrial
- Multi-Family
- MUTC/HS
- Neighborhood Service Center
- Open Space Residential
- Single Family Residential
- Semi-Urban Residential
- Water Dependent Industrial

Figure 2: Generalized Zoning

Potential Capacity Based
on Current Zoning
(R-0.4, R-1, R-2 Zoning Only -
Vacant and Underutilized Parcels)

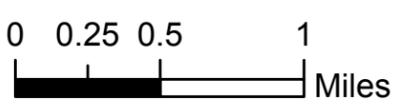


Legend

R-0.4, R-1, R-2 Zones
Cor_Pro_Cl, Add_units

- Open Space Agr (Tax)
- Forestland (Tax)
- No Development Potential
- SFR - Subdividable
- Vacant
- Open Space (tax)
- Other Zoning
- Protected Lands

Note: Numbers in parcels are potential additional parcels. If no number, one additional potential parcel.



SJM, 9/13/06

Figure 3: Island-wide, Parcel Specific Potential Capacity

Green Infrastructure

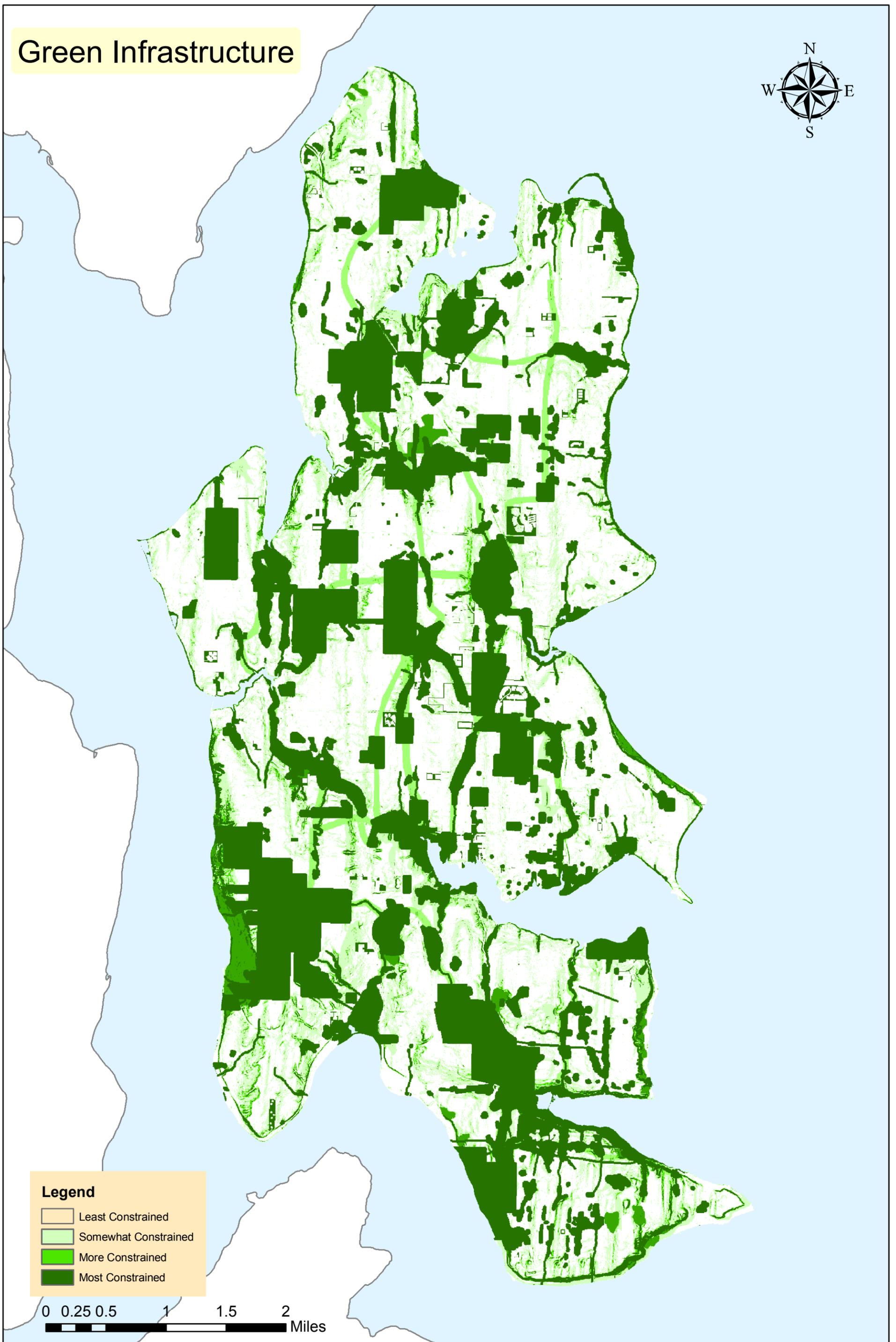


Figure 4: Green Infrastructure

Urban Infrastructure

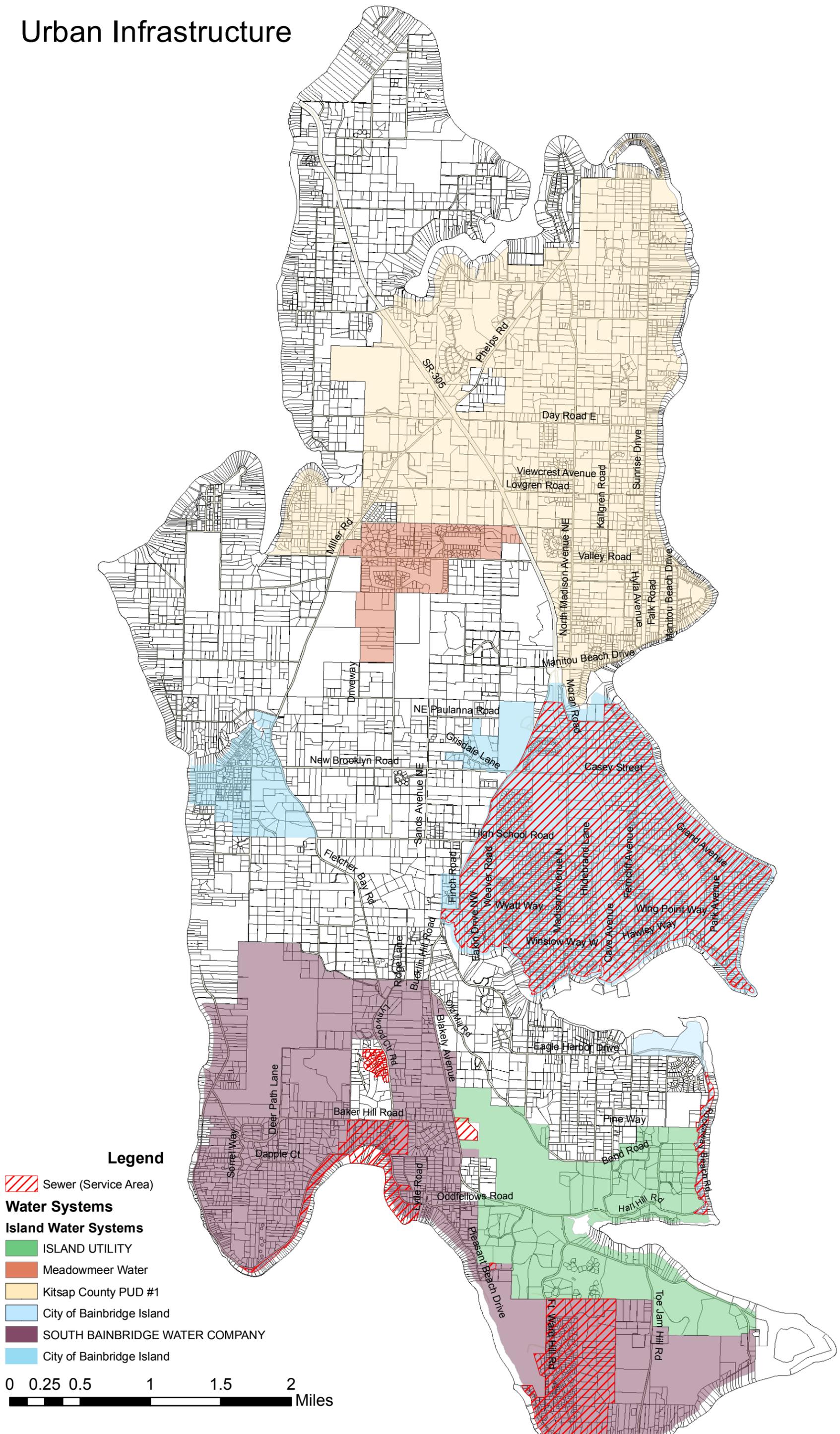


Figure 5: Urban Infrastructure



FUNCTIONAL ROAD CLASSIFICATIONS

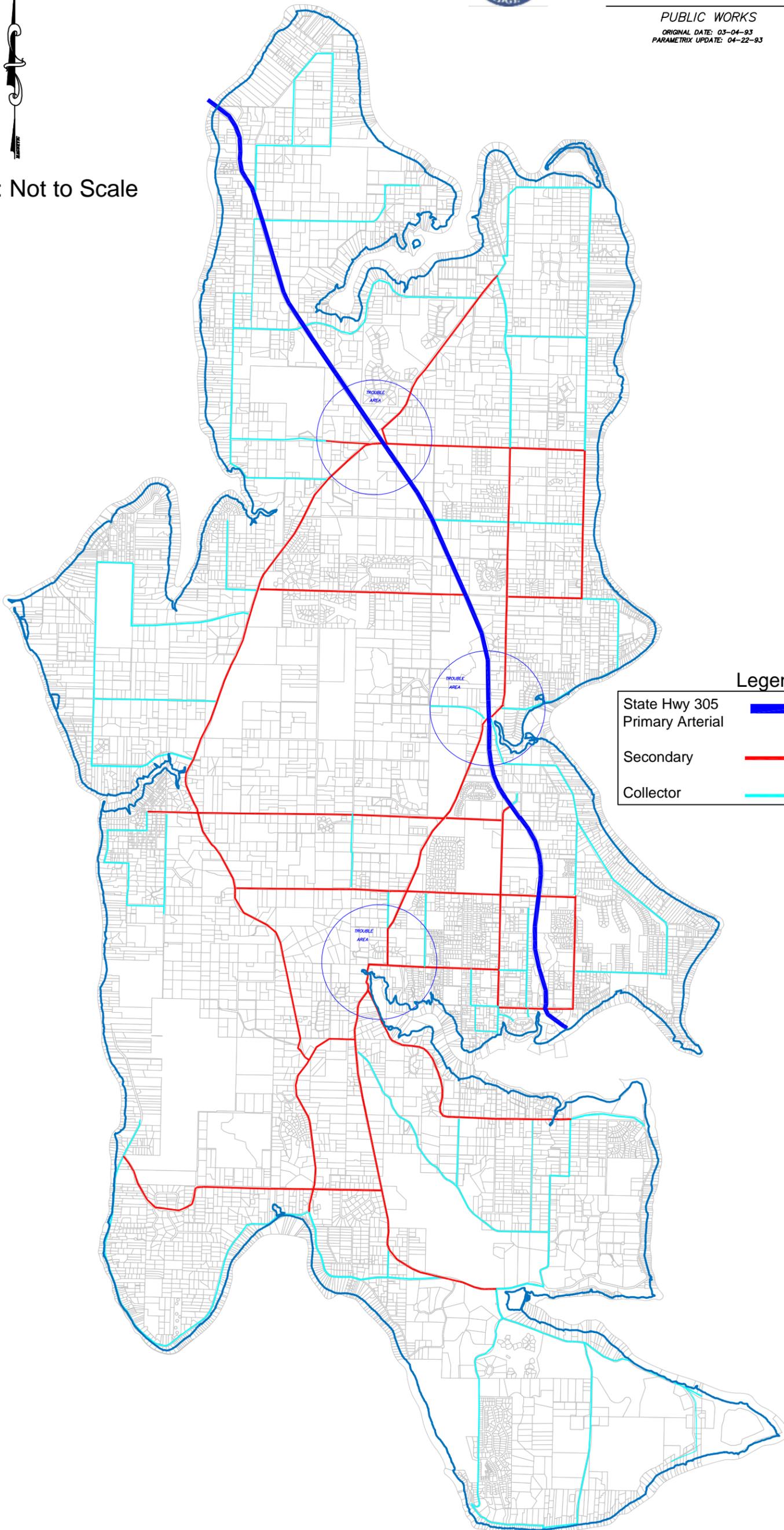
CITY OF BAINBRIDGE ISLAND

PUBLIC WORKS

ORIGINAL DATE: 03-04-93
PARAMETRIX UPDATE: 04-22-93



Scale: Not to Scale



Legend

State Hwy 305		ROW: 150'
Primary Arterial		ROW: 60'
Secondary		ROW: 60'
Collector		ROW: 50'

Figure 6: Road Infrastructure

APPROVED BY ORDINANCE 94-29
CERTIFIED TO BE A TRUE COPY

IX.
APPENDICES

Appendix A

Preliminary Report Population Allocation Study

City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT



Population Allocation Study
for the Year 2025
PRELIMINARY REPORT

Phase I: Research and Analysis
September 2005



Introduction

Planning for Growth in the Next Twenty Years - The GMA Challenge

The Growth Management Act (GMA), passed by the State Legislature in 1990 (RCW 36.70A), was enacted in response to a growing realization that some of the qualities that make Washington State a desirable place to live were at risk because of development patterns resulting from uncoordinated and unplanned growth. The basic intent of the GMA is to require the fastest growing counties and cities to develop planning strategies to accommodate growth for twenty year planning horizons.

As required by the GMA, the City adopted its Comprehensive Plan in 1994 as a guide for growth into the year 2012. In 2004 the City completed a review of the Comprehensive Plan goals and policies, updating them as necessary. As part of our continuing mandate under the GMA, the City of Bainbridge Island is now charged with planning to accommodate the expected growth we will receive by the year 2025. The City's estimated population for the year 2004 is 21,760 people, and the projected population for the year 2025 is estimated to be 28,660 people. Therefore, the growth strategies in our Comprehensive Plan must accommodate 6,900 new residents in the next twenty years.

Community Vision

Our community has a vision for its future, in which population growth and new development are accommodated in a manner that preserves the Island's valued characteristics of open spaces, winding roads, agricultural areas, distinctive harbors and small communities. As expressed in our Comprehensive Plan, this vision includes a pedestrian-oriented urban and commercial center, Winslow. It also identifies the three Neighborhood Service Centers of Rolling Bay, Island Center, and Lynwood Center. The community's vision recognizes that while growth will occur throughout the Island, these distinct centers are designated for urban growth. Planning for growth will help conserve the Island's environmental resources and protect other natural amenities, such as trails, wildlife corridors and landscape buffers.

The Growth Strategy in the Comprehensive Plan

The City's Comprehensive Plan establishes a strategy to accommodate growth in a manner that is consistent with the Island's character and community vision. The Plan directs 50% of projected growth to the greater Winslow area, where urban growth and public services already exist (with half of that amount, or 25% of the total Island growth, concentrated in the downtown Mixed Use Town Center). Another 5% of the growth is targeted for the three Neighborhood Service Centers -- Rolling Bay, Island Center, and Lynwood Center. The remaining 45% of the growth would be distributed to the remainder of the Island's residential areas.

The following chart illustrates the City’s existing growth strategy as it applies to the population growth projection of 6,900 new residents by the year 2025.

Population Estimates	
2004 Population – 21,760 people	
2025 Population – 28,660 people	Difference – 6,900 people

2025 Population Growth Targets by Area	
50% to Winslow Study Area	3,450 people
5% to Neighbor Service Centers (NSC)	345 people
45% to Remainder of Island ‘s Residential Areas	3,105 people

2025 Population Allocation Study

Now that the City has received its 2025 population growth projections, the City is initiating a Population Allocation Study to assure that our growth strategies can accommodate the additional growth. This project will result in amending the Comprehensive Plan with two main goals in mind:

- A. Plan for and accommodate the City of Bainbridge Island growth projections for the 2025 population growth allocation; and
- B. Address the GMA directive to encourage urban growth where facilities such as sewer, water and transportation are adequate to meet service needs.

Study Design

The study is designed in three parts:

- ***Phase I*** includes the preliminary analysis of the existing Comprehensive Plan growth strategies and the new growth projections to determine whether areas of the Plan are not sufficient to accommodate the anticipated twenty year population growth to the year 2025.
- ***Phase II*** includes development of alternative growth strategies that will accommodate the 2025 population estimate and address the GMA directive to encourage urban densities where facilities are adequate to meet service needs. This phase includes coordinating with the *Winslow Tomorrow* project and soliciting extensive community input on the alternative strategies. Phase II will culminate with the selection of a preferred alternative to accommodate the growth.
- ***Phase III*** is the implementation phase of the project and will include a detailed analysis of the selected alternative and the associated infrastructure needed to support the growth scenario, such as sewer, water and transportation facilities. This phase will also include environmental review and the processing of necessary amendments to the Comprehensive Plan to accomplish the adoption of the selected alternative.

Phase I Research and Analysis

This report presents the preliminary analysis of the adequacy of the existing Comprehensive Plan growth strategies in accommodating the projected population growth of an additional 6,900 people by the year 2025.

The preliminary analysis indicates that some adjustments to the growth strategies are necessary in order to meet the requirements of the GMA and accommodate the twenty year growth expected for the Island. Areas within the Winslow Study Area and outside of the MUTC/High School Road districts and the three Neighborhood Service Centers have the greatest shortfall, needing to accommodate an additional population of approximately 500 people to meet the 2025 growth projection for these areas. In addition, the analysis indicates that the MUTC/ High School Road districts can only marginally accommodate the growth targeted for these areas.

The following table summarizes the preliminary analysis contained in this report.

Comprehensive Plan Growth Target Area	2025 Population Allocation for Area	Capacity to Accommodate Population Growth	Surplus/Shortfall
Island-wide Open Space Residential Areas (Outside of Winslow Study Area and NSC)	45% of Growth Allocation or 3,105 people	5,630 people	Surplus of 2,525 people
Winslow Study Area	50% of Growth Allocation, or 3,450 people	2,986 people	Shortfall of 464 people
This Study Area includes:			
▪ Outside MUTC/ HSR	25% of Growth or 1,725 people	1,230 people	Shortfall of 495 people
▪ MUTC/ HSR	25% of Growth or 1,725 people	1,756 people	Surplus of 31 people
Neighborhood Service Centers (NSC)	5% of the Growth Allocation, or 345 people	263 people	Shortfall of 82 people

Capacity Analysis

The capacity analysis answers the following question: Does the City have the capacity to accommodate the new growth projections under the existing growth strategy and existing zoning? This question is broken down into the three growth target areas as outlined in the Comprehensive Plan: A) the Island-wide open space residential areas outside of Winslow and the Neighborhood Service Centers, B) the greater Winslow area and the downtown Mixed Use Town Center/High School Road Districts, and C) the Neighborhood Service Centers (NSC). The assumptions that were used in performing this analysis are included as Appendix A.

A. Island-wide Open Space Residential Areas (Outside Winslow and Neighborhood Service Centers) - Population Growth Allocation of 3,105 by the Year 2025 (Much of this area is not served by public sewer.)

The following questions guided the capacity analysis:

- What is the current population?
- What residential land remains undeveloped?

Staff analyzed the undeveloped land to determine the additional residential development capacity that exists within the various zoning districts of the residential areas outside of Winslow and the NSC. Assuming a standard single-family housing size of 2.5 people per household, a total of 1,242 new dwelling units are needed to accommodate an additional population of 3,105.

Population Growth Targeted for Open Space Residential Areas (Outside of Winslow & NSC)	Standard Household Size for a Single-Family Dwelling Unit	Dwelling Units Needed to Accommodate Estimated Growth for Areas Outside Winslow and NSC
3,105 New Residents	2.5 People	1,242 dwelling Units

This preliminary analysis indicates that the existing undeveloped land outside of Winslow and the NSC can easily accommodate the new growth allocation for this area, even after discounting for wetland density calculations on those properties that are affected by existing wetland areas. The following table compares how many new units could be accommodated in each of the zones under the current Critical Areas Ordinance (CAO), and how this number would be affected if density calculations on wetlands are permitted under the revised CAO. (This issue is currently being considered by the City Council.)

(Please note that once it became apparent that the existing undeveloped land provided surplus development capacity, staff did not evaluate other types of land, for example, under-developed land.)

Island-wide Residential Areas (Outside of Winslow and the NSC) Vacant Land Only		
Zoning	Potential Units Under Current CAO Regulations	Potential Units If Wetland Density Is Allowed
R-0.4	860	880
R-1	555	572
R-2	828	856
R-4.3 (Bill Point)	3	3
R-6	6	6
Total	2,252	2,317

B. Winslow Study Area and the Mixed Use Town Center - Population Growth Allocation of 3,450 by the Year 2025 (This area is served by public sewer.)

The following questions guided the capacity analysis for Winslow:

- What is the current estimated 2004 population for Winslow?
- What land is currently vacant or under-developed in Winslow, by district?
- What properties might redevelop to a higher density?

Under the Comprehensive Plan, 50% of the anticipated population growth for the Island is targeted to the Winslow Study Area. Half of that amount, or 1,725 new residents, is to be concentrated in the downtown Mixed Use Town Center and High School Road Districts (MUTC/HSR). The other half, another 1,725 new residents, is directed to the Winslow Study Area outside of the MUTC/HSR.

Current zoning the Winslow Study Area, outside of the MUTC/HSR, allows for both single-family and multifamily residential development. To estimate how much new development potential could be accommodated in this area, staff assumed that all vacant land in the multifamily zones would develop at full density, all vacant parcels in the single-family zones would develop at full density (unless otherwise encumbered by critical areas), and that larger parcels in the single-family zones would subdivide at full potential (unless encumbered by critical areas.) The following table shows the potential number of new units and corresponding population that could be accommodated in the subject area. The assumed household size is 1.7 persons per multifamily residence and 2.5 persons per single-family residence.

Winslow Study Area Outside of MUTC/HSR Population Growth Allocation (2004-2025): 1,725 New Residents		
Type of Units	Number of Units	Estimated Population
Single-Family Residence	302	755 people
Multifamily	279	475 people
Total	581	1,230 people

This preliminary analysis shows that of the 1,725 new residents targeted for this area, approximately 1,230 could be accommodated under existing zoning. This leaves a shortfall of approximately 500 new residents. Accommodating this additional growth would require approximately 200 additional new single-family residential units, or approximately 295 new multifamily units, or some combination thereof. These additional units cannot be accommodated under the existing land use designations of this area.

Mixed Use Town Center/High School Road Districts (MUTC/HSR)

As stated above, the 2025 population allocation for this area is 25% of the projected total Island growth, or 1,725 new residents. All the units in this area are multifamily, and are therefore provided with an average household size of 1.7 persons per unit. An estimated 1,015 new units will be needed in the MUTC/HSR to accommodate the population growth allocation through 2025.

Population Growth Allocation for MUTC/HSR (2004-2025)	Standard Household Size for a Multifamily Dwelling Unit	Dwelling Units Needed to Accommodate the Estimated Growth for MUTC/HSR
1,725 New Residents	1.7 People	1,015 Dwelling Units

To determine the additional multifamily units and associated population growth that can be accommodated in the MUTC/HSR, staff first reviewed the multifamily and mixed-use projects in process. There are currently 440 new residential units that have not yet been occupied, but are in the application, permitting and construction phase. (Some of these units are associated with major projects, such as Harbor Square – 180 units; Island Crossing – 60 units; and Madison Square North – 30 units.)

Staff also reviewed the undeveloped and under-developed land in the MUTC/HCR that would be likely to develop or redevelop with multifamily residences. Based on this review, staff estimates that there is the potential for approximately 593 additional multifamily units in the MUTC/HSR. That brings the total number to 1,033 new multifamily units. To estimate the development and redevelopment potential of properties, staff assumed that most future projects would include residential development at a minimum density equal to the base density for the district, and that certain parcels would develop at higher than base density, in accordance with surrounding development patterns. This assumption does not account for the possibility that some properties might develop below base density or others might develop as strictly commercial developments. Therefore, staff advises that the estimated 1,033 new multifamily units would marginally provide for the projected population increase.

Estimated Multifamily Units in the MUTC		
Multifamily Units in Process	440 Units	748 New Residents
Multifamily Units Projected for Future Construction	593 Units	1008 New Residents
Total Estimated Units	1,033 Units	1,756 New Residents

There are several large relatively undeveloped parcels that contribute a significant portion of the estimated units. Two parcels provide about 43% of this growth: A parcel to the north of Harbor Square could provide an estimated 180 units (assuming development density at the same rate as the Harbor Square project); and the former John Nelson Park, could provide an estimated 75 units (assuming development density at the same rate as the adjacent Winery project.)

The rest of the development potential comes primarily from redevelopment of parcels that are presently occupied with single-family residences or from parcels with older commercial buildings (about 74 parcels.)

Since floor area ratio (FAR) is used to determine the allowed square footage of residential development in the Mixed Use Town Center and High School Road Districts, the number of units achieved in the future is dependent on the square footage of the units being developed. Staff has completed a study that assesses the size of multifamily units developed recently within Winslow to determine an average square footage size for multifamily development as high, medium and low unit sizes.

- **Low = <800 sq. ft.**
- **Medium = 800-1200 sq. ft.**
- **High = >1200 sq. ft.**

This study can help convert FAR to an estimated multifamily unit number as projected for the future residential development in the Mixed Use Town Center. The high, medium and low unit sizes can be used in future modeling to project growth potential in the MUTC/HSR. The study is attached as Appendix B.

Please note that no new population was assigned to the Winslow Way Commercial area (Madison to Ericksen). Zoning in this area provides for residential and mixed-use development and could accommodate additional residential units to add to the potential; however, this preliminary study assumed that no new residential development would occur in this area.

Another issue that has been identified in this preliminary study is the difficulty in determining how the Ericksen Avenue district might redevelop in the next twenty years, due to the special characteristics of this area. Many of the properties are small in size and are impacted by the environmental constraints of the Winslow Ravine, located along the eastern edge of the district. This area also has a number of historic houses and the footprint of new buildings is restricted to assure compatibility with the historic character of the neighborhood, which will affect redevelopment potential. Another consideration in redevelopment is the concern for transportation, including the opening of the Ericksen/Hildebrand connection. Further study is needed to obtain a more accurate picture of how this area might redevelop under the Plan.

C. Neighborhood Service Centers - Projected Population Growth of 345 by the Year 2025

The following questions guided the capacity analysis:

- What land area is included in these neighborhood service areas?
- What is the current population of the NSC?
- What land remains undeveloped?

The number of potential residential units that could be accommodated in the three Neighborhood Service Center areas (Lynwood Center, Island Center, and Rolling Bay) is highly dependent on the definition of what land area is included in the analysis. For Lynwood Center, the area was defined through the Lynwood Center Special Planning Area process, completed in 1997. The Island Center Special Planning Area process has been put on hold, in part so that it can be re-examined in the context of the 2025 population analysis. Therefore, only the land zoned NSC was included in this analysis. Rolling Bay has not been processed as a Special Planning Area, and therefore is also defined as only the area with NSC zoning.

Lynwood Center NSC – This area is served by public sewer. The Lynwood Commons project has the potential for an additional 30 units of multifamily residential development. The R-5 zoning area, located within the Special Planning Area boundaries, has the potential for 70 single-family residences. The plans for the Serenity House property could add to the amount of multifamily potential in the area. Wetlands located within the subject area and west of the Lynwood Center Road will reduce the potential for development. There are eleven vacant parcels that could produce one single-family residence per parcel.

Island Center NSC – This area is not served by public sewer. The potential to accommodate additional population depends on the definition of land area. If it includes only land zoned as NSC, very little, if any, residential development can be expected. Lack of sewer service limits the density of development in this area.

Rolling Bay NSC – This area is not served by public sewer. One vacant 2-acre parcel could be used for mixed-use development, but without sewer, growth potential is limited. It’s assumed that this parcel will develop at a density similar to the parcel to the north and produce 4 single-family residences. The rest of the parcels zoned NSC are developed and would be unlikely to redevelop without sewer service.

The following table shows the potential number of new units and corresponding population that could be accommodated in the Neighborhood Service Center areas. The assumed household size is 1.7 persons per multifamily residence and 2.5 persons per single-family residence.

NSCs	Single-Family Units/Additional Population	Multifamily Units/Additional Population
Rolling Bay	4 units = 10 new residents	0
Lynwood	81 units = 202 new residents	30 units = 51 new residents
Island Ctr.	0	0
Total	85 units = 212 new residents	30 units = 51 new residents

The 2025 population growth allocation for the three Neighborhood Service Centers is 345 new residents. The above preliminary analysis shows that under current zoning, the NSCs could provide a total of 115 new units, accommodating approximately 263 new residents. Therefore, the shortfall in the NSCs is 82 new residents, which would require 33 new single-family residences, or 48 new multifamily residences, or some combination thereof. Existing zoning cannot accommodate these units.

Conclusion

This preliminary study indicates that the existing growth strategy in our Comprehensive Plan of accommodating 45% of the projected growth within the Island-wide residential areas located outside of the Winslow Study Area and NSCs is realistic. However, adjustments to the Plan are necessary to accommodate the additional growth targeted to the Winslow Study Area and the three Neighborhood Service Areas. The area located within the Winslow Study Area and outside of the MUTC/High School Road districts has the greatest shortfall, needing to accommodate an additional population of approximately 500 people to meet the 2025 growth projection for this area. In addition, although the preliminary analysis indicates that the MUTC/ High School Road districts can marginally accommodate the anticipated growth, the analysis assumes that most properties will develop with a residential component (except for properties located along Winslow Way) and that the residential densities will be similar to adjacent densities or at the base density, both of which may not be the case with future development.

The analysis also indicates that the three Neighborhood Service Centers cannot accommodate the full amount of anticipated growth, needing to accommodate an additional population of 82 people. If not served by a sewer system, these NSC areas cannot easily accommodate additional growth. Further geographical definition of what constitutes the Neighborhood Service Centers (especially Island Center and Rolling Bay) is needed to address the capacity for these areas.

The properties situated along Ericksen Avenue also warrant additional study and analysis to determine development potential since these properties 1) are relatively small; 2) are affected by the environmental constraints of the Winslow Ravine; 3) include potentially historic structures; and 4) are affected by transportation concerns.

This preliminary analysis will be refined and expanded upon as the Population Allocation Study progresses. Future steps will also include developing alternative growth strategies and selecting of a preferred alternative. The preferred alternative will be analyzed in detail, along with the associated infrastructure needed to support the growth scenario, such as sewer, water and transportation facilities. Finally, the necessary amendments to the Comprehensive Plan to accomplish the adoption of the selected alternative will be developed and processed.

**Population Allocation Study
for the Year 2025
*PRELIMINARY REPORT***

**Phase I: Research and Analysis
September 2005**

**APPENDIX A
Assumption for Determining
Potential Dwelling Units**

ASSUMPTIONS FOR DETERMINING POTENTIAL DWELLING UNITS

The assumptions focused on four different areas on the Island:

1. Open Space Residential Areas (OSR) [Island-wide areas that are not in the Neighborhood Services Centers or the Winslow Study Area]
2. Winslow Study Area (WSA) [not including the Mixed Use Town Center and the High School Road Districts]
3. Mixed Use Town Center and the High School Road Districts (MUTC)
4. Neighborhood Service Centers (NSC)

General Assumptions

1. The population growth for the year 2025 is based on the growth projection provided to and approved by the Kitsap Regional Coordinating Council.
2. The 2000 population is derived from the 2000 US Census data. Based on this census data, population estimates are provided to the Office of Financial Management (OFM) for approval every year. The population for the year 2005 is based on these OFM estimates.

A. Bainbridge Island Population for the year 2000 = 20,308
 Bainbridge Island Population Estimate for 2005 = 22,200

B. Winslow Study Area population for the year 2000

Mixed Use Town Center/High School Road Districts	1,178
Area outside MUTC/HSR	<u>3,368</u>
Total population for Winslow Study Area	4,846

Winslow Study Area Population Growth from 2000 to 2005

Mixed Use Town Center/High School Road Districts	294
Area outside MUTC/HSR	<u>606</u>
Total population growth for Winslow Study Area	900

Winslow Study Area 2005 Population

Mixed Use Town Center/High School Road Districts	1,472
Area outside MUTC/HSR	<u>3,974</u>
Total population for Winslow Study Area	5,746

3. Household size for single family residential development is assumed to be 2.5 persons per house. Household size for multifamily residential is assumed to be 1.7 persons per house.

1. Open Space Residential Areas (OSR) [Island-wide areas that are not in the Neighborhood Services Centers or the Winslow Study Area]

- A. The OSR areas were evaluated using the County Assessor’s land use information to determine the number of parcels that are undeveloped.
- B. Areas with very small parcels, such as Fletcher Bay, were reviewed to determine if more than one parcel was associated with a house. If two parcels were associated with one house and one was actually listed as vacant, the status of that parcel was changed to “developed.”
- C. All remaining vacant parcels were assigned at least one dwelling unit potential. Parcels large enough to be subdivided using the current zoning were assumed to yield as many parcels as allowed by the zoning and the corresponding potential dwelling units were included.
- D. Only vacant land was evaluated. An evaluation of under-developed land was not necessary since it was apparent that there are more than enough potential dwelling units available to meet the 2025 population growth allocated to this area.
- E. The Bainbridge Island study determining dwelling unit potential for the Island differs from the Kitsap County Updated Land Use Capacity Analysis (ULCA) in that Kitsap County looked at various methods of assessing vacant land and considered redevelopment or underutilization of land, while the Bainbridge study reviewed only vacant land in the OSR areas of the Island.

2. Winslow Study Area [not including the Mixed Use Town Center and the High School Road Districts (MUTC)]

This area includes both multi-family zoning and single family residential zoning. Unlike the approach used in the OSR areas, under-developed parcels were considered in the Winslow Study Area (as well as in the areas described in sections 3 and 4 below).

- A. ***Wing Point Golf Course Area, current density ranges from 2 to 3.5 dwelling units to the acre (du/ac)*** – Mainly newer housing; lots are primarily divided to the size allowed by current zoning. The following assumptions were used for this area:
 - 1) The golf course will not be converted to housing.
 - 2) All vacant lots that are subdivided will be developed to the base density potential.
 - 3) Vacant or under-developed parcels large enough to be subdivided using the current zoning were assumed to yield as many parcels as allowed by the zoning and the corresponding potential dwelling units were included.
- B. ***East of Grand Avenue, current density ranges from 2 to 8 du/ac*** – Mainly shoreline parcels with high bank. Older subdivisions are located east of Grand Avenue down to the shoreline. The current average size of these lots is about 2 acres. Some of these parcels

located east of Grand Avenue have been subdivided to create two lots. The following assumptions were used for this area:

- 1) About one half of the longer lots east of Grand Avenue will subdivide into two parcels in the next 20 years.
- 2) All the vacant lots will be developed.

C. ***West of MUTC, current density ranges from 2.9 to 4.3 du/ac*** – Most of this area has been subdivided to the current zoning density. There are two large parcels (one in the R-2.9 district that is 8.9 acres and one in the R-4.3 district that is 4.6 acres). The following assumptions were used for this area:

- 1) All lots will be developed to full density potential under the current zoning.
- 2) The two large undeveloped parcels will develop to full density potential under current zoning.

D. ***Multi-Family Zoning, current density ranges from 8 to 14 du/ac*** – Limited areas east of Grow Avenue and east of Madison Avenue, North of High School Road.

- **East of Grow Avenue, north of Winslow Way, current density ranges from 8 to 14 du/ac**

The following assumptions were used for this area:

- 1) All vacant parcels will develop to full density potential.
- 2) The U.S. Navy property will develop to full density potential. (Note: the total is reduced to reflect the loss of existing units.)
- 3) Property at the northwest corner of Grow and Wyatt Way is now owned by a developer and will likely be redeveloped at a density of 14 du/ac. The property includes seven parcels totaling approximately 2.83 acres in size and will likely yield 39 additional units.

- **East of Madison, north of High School Road, current density ranges from 8 to 14 du/ac**

The following assumptions were used for this area:

- 1) Two parcels with total area of 18.4 acres in size, located south of the Sakai Village, have been issued development permits at five units per acre (the parcels are zoned R-8, but there is a large wetland on the eastern portion of the parcels). This project will yield 93 dwelling units.
- 2) A third large parcel, 13.3 acres in size, also located south of the Sakai Village properties will likely redevelop to a density similar to the Sakai Village properties, at a density of 8 du/ac.

3. Mixed Use Town Center and the High School Road Districts (MUTC)

The following assumptions were used for this area:

- A. There are seven overlay districts in this area. All development in these districts is controlled by floor area ratio (FAR). Each overlay district has different floor area ratios. Density bonuses are also available in each district, allowing for an increase in FAR. This makes it much more difficult to assign a number of units to a parcel as it is not possible to know what FAR may be used and the size of the units developed. In addition, development in these districts may be a mix of residential and commercial, or strictly commercial without a residential component, making it difficult to predict future development. As part of the process of estimating the number of units, a study of recent multi-family developments was conducted to learn what size units were being developed. The study examined 367 recent multi-family dwelling units and determined that the average size was 1,300 square feet, with a range of unit sizes between 700 square feet and 2,300 square feet. Since there was a wide range of unit sizes and relatively unpredictable development options for this area, the assumption used was that vacant or under-developed properties would develop at a density similar to recent surrounding development, including use of density bonuses. For example, the five acre parcel located in the Ferry District north of the Harbor Square project (5 acres in size, developed with 180 units at a density of 36 du/ac), was assumed to develop at the same density as the Harbor Square property; and the property located in the Gateway District north of the Vineyard project (former John Nelson Park property, 4.88 acres in size), was assumed to develop at the same density as the Vineyard property (15.5 units per acre).
- B. No housing was allocated for properties located in the High School Road II District as it was determined that the proximity to Highway 305 and the retail lumber yard were deterrents to residential development.
- C. Determining development potential on Ericksen Avenue south of Wyatt Way was challenging. This area has many historic houses and the footprint of new buildings is restricted to assure compatibility with the historic character of the neighborhood, which will affect redevelopment potential. The Ericksen Cottage project was used as the assumption model for density in this area. The presence of the Ravine located along the eastern edge of this district may also impact future development. (Note: A more extensive study of this area is needed.)
- D. This study assumes that no new residential development will occur in the Winslow Way Commercial area (along Winslow Way, between Madison Avenue and Ericksen Avenue.)

4. Neighborhood Service Centers (NSC)

- A. Lynwood Center - The expected development is based on the Lynwood Center Special Planning Area plan that was developed in 1997 for this Neighborhood Service Center.
- B. Island Center – All areas zoned as NSC are developed and little additional potential for providing additional residential development is available. In addition, since sewer is not available in this area there is low redevelopment potential for additional residential units.
- C. Rolling Bay – The lack of public sewer availability impacts development in this area. There is one parcel located at the northwest corner of Valley and Sunrise that is zoned NSC and largely undeveloped with only a convenience store. If this parcel were to redevelop, it is assumed that it would be with a commercial use, rather than a residential use, since sewer is not available. Another 2.1 acre parcel directly to the north may develop similarly to the adjacent 2.9 acre parcel which produced six homesites (R-2). All developed parcels are unlikely to redevelop in the next 20 years as the buildings were constructed fairly recently or are occupied by a well established use.

Winslow Study Area Population Areas



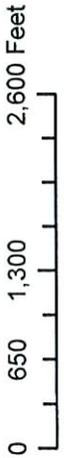
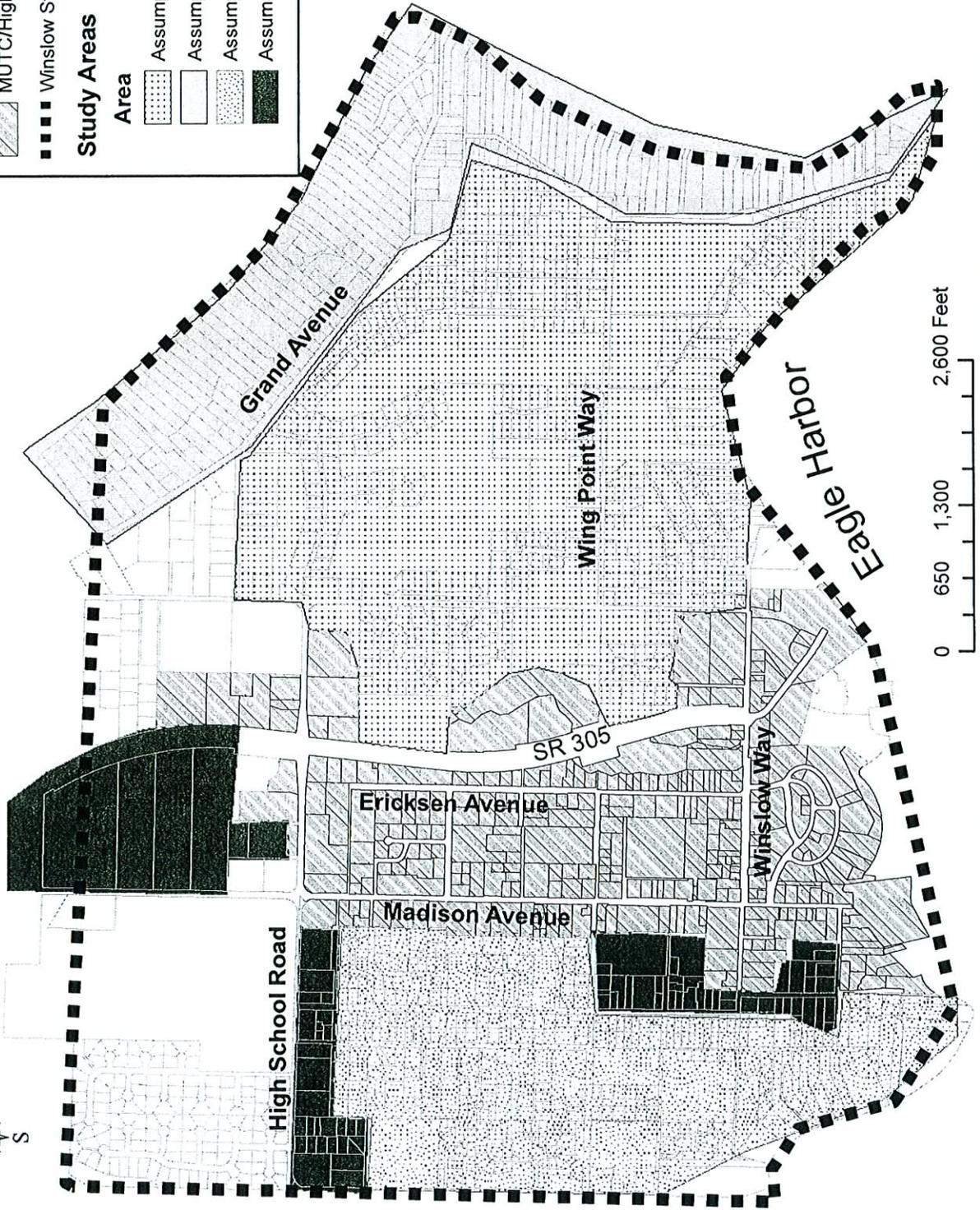
Legend

- Rest of Winslow Study Area
- MUTC/High School Road Districts
- Winslow Study Area

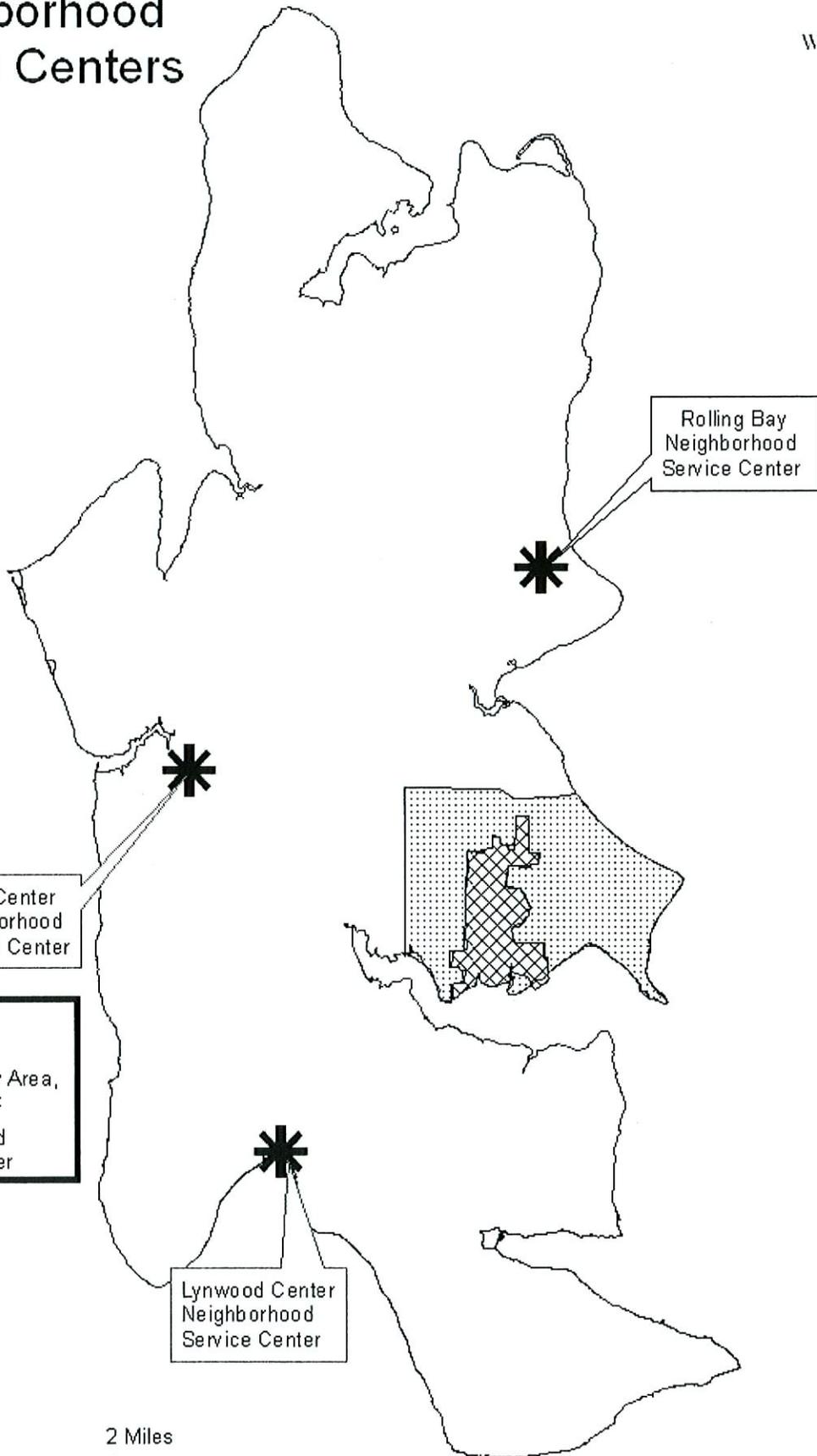
Study Areas

Area

- Assumption 2(A)
- Assumption 2(B)
- Assumption 2(C)
- Assumption 2(D)



Neighborhood Service Centers



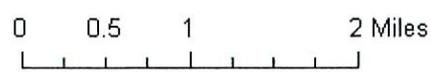
Island Center
Neighborhood
Service Center

Rolling Bay
Neighborhood
Service Center

Lynwood Center
Neighborhood
Service Center

Legend

- MUTC/HSR
- Winslow Study Area, Outside MUTC
- Neighborhood Service Center



**Population Allocation Study
for the Year 2025
*PRELIMINARY REPORT***

**Phase I: Research and Analysis
September 2005**

**APPENDIX B
Survey of Multifamily Unit Sizes in the Mixed Use
Town Center and High School Road Districts**

Survey of Multifamily Unit Sizes in the Mixed Use Town Center and High School Road Districts

For the Mixed-Use Town Center and High School Road districts, levels of development are established by “Floor Area Ratio” (FAR), rather than the standard “dwelling units per acre,” which is used to establish density in the Island’s other residential zones. The FAR method provides an overall level of intensity for a site, without specifying a maximum number of dwelling units. Floor area ratio refers to a figure that expresses the total allowable floor area as a multiple of the lot area. For example, if a lot is 40,000 square feet and the residential FAR for that district is .5, then the total residential square footage allowed on the lot would be 20, 000 sq. ft. (40,000 sq. ft. x .5 FAR = 20,000 sq. ft. of development). The resulting 20,000 sq. ft. of residential development could then be configured as five 4,000 square-foot units, or ten 2,000 square-foot units; or twenty 1,000 square-foot units, or a mix of unit sizes, and so on, provided that lot coverage, parking requirements and other development standards are complied with. The residential units could also be detached residences, contained within one building or distributed in several buildings.

Using FAR in areas where an urban texture and a mixture of uses is desired provides flexibility to design a project to address a particular site. The use of FAR also allows the market to determine the number and size of units in a development.

Because FAR is used to determine the allowed square footage of residential development in the Mixed Use Town Center and High School Road Districts, the number of units achieved in the future is dependent on the square footage of the units being developed.

The attached spreadsheet assesses the size of multifamily units developed recently within the downtown Mixed Use Town Center and High School Road districts and defines an average square footage size for multifamily development as high, medium and low unit sizes.

- **Low = <800 sq. ft.**
- **Medium = 800-1200 sq. ft.**
- **High = >1200 sq. ft.**

This study can help convert FAR to an estimated multifamily unit number as projected for the future residential development in the Mixed Use Town Center. The high, medium and low unit sizes can be used in future modeling to project growth potential in the Mixed Use Town Center and High School Road districts.

Project Name(*already built)	Total Units			Unit Size			
	L-units	M-units	H-units	L-Unit Size	M-Unit Size	H-Unit Size	
Winery, #12257		2			807		
262502-2-053-2007		1			817		
Hwy 305		1			920		
3.02 ac, MUTC-G			4			1286	
BRFAR:0.5, MRFAR:1.0		4			1024		
Act. RFAR: 0.54			4			1270	
			4			1269	
			2			2091	
			2			1639	
			2			2069	
			2			2031	
			3			1369	
			3			1645	
			1			1703	
			1			1402	
			1			1415	
			1			1440	
			1			1544	
			1			2157	
			1			2123	
			1			1337	
			2			1540	
			1			1522	
Total Units= 45	0	8	37	Av. Unit Size	0.0	930.9	1560.1
*Madison Square, #12016							
262502-2-020-2007		2			1195		
818 Mad. N (Wallace & Knechtel)			2			1672	
39,440 sq ft, MUTC-M			2			1252	
Total Units= 8	0	2	6	Av Unit Size	0	1195	1522.3
BRFAR:0.4,MRFAR:0.6							
BMUFAR:0.5, MMUFAR:1.0							
Act. FAR:0.25 R							
Madison Square N, #12926							
262502-2-127-2009	8				590		
8144-000-000-0000	8				740		
Hildebrand & Ericksen		6			800		
2.35 ac, HS-I		8			930		
Total Units= 30	16	14	0	Av Unit Size	665	874.3	0
BRFAR:0.3,MRFAR:0.6							
BMUFAR:0.3, MMUFAR:1.0							
Act. FAR:0.23R, 0.28 C							
Harbor Sq., #11277							
262502-3-009-2000			26			1487	
Winslow Way & Cave			8			1478	
4.55 ac, MUTC-FTD			1			2151	
Base FAR: 0.4R,0.5MU		30			870		
Max FAR: 1.1 R, 1.5 MU		8			872		
Act FAR: 1.11 R, 0.11C		17			1126		
		12			1153		
	8				603		
	26				712		
Total Units= 136	34	67	35	Av Unit Size	686.4	985.9	1503.9

Project Name(*already built)	Total Units			Unit Size		
	L-units	M-units	H-units	L-Unit Size	M-Unit Size	H-Unit Size
<i>Note: Harbor Square will have 44 additional units that have not been submitted for a building permit at the time of this report.</i>						
Seabreeze, #11795		1			906	
262502-3-090-2000		1			831	
Bjune & Madison			1			1323
38,360 sq ft, MUTC-C			1			1253
BRFAR: 0.4, MRFAR:1.0			1			1303
BMUFAR:1.0, MMUFAR:1.5	1			466		
Act FAR: 0.96 R, 1.4 MU			1			1426
<i>Note: The Seabreeze replaced an existing apt. bldg, eliminating 6 apts. Therefore, it adds a total of net 5 units to the MUTC.</i>			1			2026
			1			1369
			1			1268
			1			2235
Total Units= 11	1	2	8	Av Unit Size	466	868.5
Lavon/Ravine, #12486			30			1308
4118-001-004-0104 (+4 more)			12			1344
Total Units= 42	0	0	42	Av Unit Size	0	1318.3
Winslow Wy E						
6.5 ac total, MUTC-C&G						
Core BRFAR:0.4,MRFAR:1.0						
Gate BRFAR:0.5,MRFAR:1.0						
*Wood Ave. TH/Mad Gard., #11480		8			800	
272502-4-096-2001			7			1920
Total Units= 15	0	8	7	Av Unit Size	0	800
Wood & Winslow						
38,360 sq ft, MUTC-C						
BRFAR: 0.4, MRFAR:1.0						
Act. RFAR=0.57						
*Rosebud Bldg, #11216			2			1820
4110-000-018-0009			4			1462
Total Units= 6	0	0	6	Av Unit Size	0	1581.3
115 Madrona Ln.						
7639 sq ft, MUTC-C						
BRFAR: 0.4, MRFAR:1.0						
Act. RFAR=1.24						
*Island Apts, #11127	12			790		
262502-2-123-2003		12			1015	
Camelia Loop	5			792		
1.76 ac, MUTC-M	4			774		
BRFAR:0.4, MRFAR:0.6	4			767		
Total Units= 37	25	12	0	Av Unit Size	784.2	1015
Act. FAR: 0.44						0
Alliance MU, #12902		9			1148	
272502-4-019-2005 etc.			3			1366
298 Winslow Wy W			3			1400
2.43 ac, MUTC-C			3			1316

Appendix B

Comprehensive Plan Vision Statement

VISION STATEMENT

Bainbridge Island is a cohesive community with a distinctive urban center and individual settlements. Winslow is the heart of the Island. It is the place where all residents come to transact daily commerce and to meet for social activities. Its vibrant, pedestrian-oriented core should be enhanced as a center for the Island's commercial activity, a common area or center where the local community can meet. The neighborhood service centers of Rolling Bay, Island Center, and Lynnwood Center offer small-scale commercial and service activity outside Winslow. These areas would remain much as they are, with some in-fill development.

Outside of Winslow and the service centers, Bainbridge Island should preserve its pastoral heritage, which is rooted in its open spaces, winding roads, and small-scale agricultural establishments. It should preserve the distinctive qualities of its harbors and small communities. New development should be compatible with the natural landscape.

Bainbridge Island is economically linked to Seattle; however, the artistic, cultural and entrepreneurial spirit of its residents should be encouraged by providing opportunities for environmentally-sound businesses and home occupations.

The Island's natural amenities should be linked through corridors of green--trails, wildlife corridors, and landscape buffers along scenic roads and major arterials. Public access to the shoreline should be improved and the shoreline should be protected from overdevelopment. Development should not be haphazardly imposed upon the landscape, but should be sensitive to its natural environs, recognizing the natural carrying capacity of Bainbridge as an Island, based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level. Foremost, Bainbridge Island should preserve the diversity of one of its most precious resources--its people. The Island should remain a place where the business people, artists, farmers and long-time residents can all find a place to live.

Appendix C

Evaluation Criteria

EVALUATION CRITERIA...draft/TJB(15 April 06)...rev/PBF (20 April 06)

References: P: BI Principles; CP: BI Comp Plan; GMA: GMA Goals; WT: Winslow Tomorrow Challenges

Appreciably changed/new wording *

New criteria: **

EVALUATION CRITERIA:	Alt. A	Alt. B	Alt. C	Alt. D
<p>Environment: Preserve the special character of BI.</p> <ol style="list-style-type: none"> 1. Preserve open space and natural landscape. 2. Preserve environmentally sensitive areas. 3. Minimize environmental impacts. 4. Preserve/encourage agriculture 5. Retain open space and habitat areas 6. Reduce sprawl. 7. Preserve historic resources. 8. Other... 				
<p>Water: Protect water resources.</p> <ol style="list-style-type: none"> 1. Minimize impacts on ground water resource 2. ** Optimize future for sustaining island aquifer system 3. ** Identify water/sewer impacts with increased density development options 4. ** Identify island-wide waste management issues from development options 5. Other... 				
<p>Diversity: Foster diversity of the residence.</p> <ol style="list-style-type: none"> 1. Foster diversity of residents within and across neighborhoods. 2. Preserve/encourage cultural and economic diversity across the island. 3. Build a complete community with cultural connections to Winslow. 4. Other... 				
<p>Villages/Neighborhoods: ** Preserve unique character of existing neighborhoods</p> <ol style="list-style-type: none"> 1. Encourage small service centers (villages) 2. Preserve historic resources 3. ** Preserve neighborhood values 4. ** Encourage neighborhood-specific services 5. * Preserve green and open spaces within neighborhoods. 6. Other... 				
<p>Winslow: *Maintain Winslow as center for culture, community, commerce and urban residence</p> <ol style="list-style-type: none"> 1. * Foster urban growth in Winslow optimizing the balance of mixed-use 2. Preserve historic resources. 3. ** Optimize residential opportunities within Winslow and immediate MUTC 4. ** Encourage all-island connectivity to Winslow 5. Other... 				

Alt. A: Shift growth out of WSA and NSC and increase growth in OSR. 50-/05-/45+

Alt. B: Allow growth as is in outlying OSR with additional growth in Winslow. 50+/05-/45

Alt. C: Keep existing formula. 50/05/45

Alt. D: New growth in NSC & Winslow with varying % in each area (70/20/10?) (60/10/30?) 50+/05+/45-

EVALUATION CRITERIA:	Alt. A	Alt. B	Alt. C	Alt. D
<p>Housing: Preserve a reasonable use of land for all owners.</p> <ol style="list-style-type: none"> 1. * Provide a variety of housing choices across the island. 2. ** Optimize opportunities for entry level housing across the island. 3. * Encourage affordable owned and rental housing options. 4. Other... 				
<p>Island-wide circulation and Transportation: Reduce reliance on autos and encourage pedestrian and bike oriented communities.</p> <ol style="list-style-type: none"> 1. ** Optimize intra- and inter- neighborhood circulation. 2. ** Provide energy-efficient, convenient, dependable transportation to/from Winslow and High School shopping areas across the island 3. * Provide efficient transportation alternatives to the automobile across the island. 4. ** Discourage alternatives to 305 for through-island (non-resident) traffic 5. Other... 				
<p>Economics: Recommend options that foster financially sound development in light of community size and character.</p> <ol style="list-style-type: none"> 1. Address costs and benefits to property owners. 2. Foster environmentally sound neighborhood home occupations and businesses. 3. Support natural resource based industries within neighborhoods. 4. Other... 				
<p>Sustainability: Balance development with environmental resources at sustainable level-P5.</p> <ol style="list-style-type: none"> 1. ** Consider triggers for compromise in water, environment, natural habitat, island character with development options. 2. ** Codify ongoing investigation required to insure sustainability and “red flags” to compromise 3. Other... 				
<p>Culture (arts, humanities and sciences, education, etc.): Document opportunities for cultural impacts with all options as they are identified</p>				
<p>Governance (achieve all the above): Provide adequate public facilities, services and utilities, maximize safety</p> <ol style="list-style-type: none"> 1. Encourage citizen participation...-GMA11. 2. Provide adequate public facilities and utilities, maximize safety...CP14 3. Protect property rights-GMA6. 				
<p>Others:</p>				

Alt. A: Shift growth out of WSA and NSC and increase growth in OSR. **50-/05-/45+**
Alt. B: Allow growth as is in outlying OSR with additional growth in Winslow. **50+/05-/45**
Alt. C: Keep existing formula. **50/05/45**
Alt. D: New growth in NSC & Winslow with varying % in each area (70/20/10?) (60/10/30?) **50+/05+/45-**

Appendix D

Neighborhood Service Centers

Why Neighborhood Service Centers?

Why Neighborhood Service Centers (NSC) are needed throughout the Island and critical for the success of Winslow as well as the entire Island?

We need local, active, and pedestrian friendly NSC areas through out the Island in order to provide easily accessible neighborhood services outside of Winslow and opportunities for providing more housing within each NSC area without impacting the important ecological and community character elements. Improved NSC areas will reduce traffic impacts and trips into Winslow area by offering opportunities for local NSC service areas around the Island.

Characteristics for a healthily NSC on B.I. can be defined by looking at and analyzing why we use and enjoy Lynnwood Center NSC. Most of these elements also already exist or could easily be developed within the Rolling Bay NSC and Island Center NSC. Elements presently missing in Rolling Bay and/or in Island Center are identified below.

Lynnwood Center elements that define a healthy NSC can be defined as followed: (not prioritized)

1. a population of about 3,000 or more within the service area – folks who drive through or to the Center daily and has about 300 population within ¼ mile radius
2. a mix of local services – food, auto or gardening or another services,
3. access to public parks and /or waters edge close-by,
4. includes cultural activities/ buildings – Lynnwood theatre,
5. is considered and today still expresses some part of BI history,
6. visible and accessible parking opportunities in small clusters,
7. additional public amenities beyond access to water and/or parks – close to schools, churches etc.
8. direct transit parking and connection to WSF terminal,
9. a physical character that is imaginable or memorable – creates an emotional attachment to the place, - missing in Island Center
10. planned with the community and developed by a long time island resident. With the community in mind as well as a reasonable profit- missing in Rolling Bay, missing in Island Center
11. includes utility services in place, electrical, sewer and water , - elements missing in Rolling Bay, elements missing in Island Center
12. includes a mix of single and multi-family (or cottage) but not over the density of 8DU/acre - missing in Rolling Bay, missing in Island Center.

A conceptual framework for allocation of the 2025 population could follow these actions;

1. Study how to slightly increase the densities within the frame area and the MUTC/HSR areas to implement the vision and values envisioned by Winslow Tomorrow project in order to meet about 70% of the 2025 population requirement. Expand infrastructure that is close by and improve the “sense of place” for “Winslow”. Suggest that the frame study area that encircles Eagle Harbor and Winslow MUTC and extend North to New Brooklyn Madison intersection area.

2. Study how to improve community services, some additional housing and design character in Rolling Bay and Island Center to further attract users to their service areas and complete their missing elements identified above. Also allow some modest cluster cottages and/or multi-family or mixed use – with or without sewer to meet 5 - 10% of the 2025 population allocation.

3. Study how to slightly increase (10% -15%) the densities in the North End/Seabold area and Central area to begin to create an identifiable new NSC area. This allocation would be targeted toward this area through zoning and other plans and policies actions in order that t over 25 – 50 yrs a new NSC service area and sufficient population would develop. The center of this area will be determined by an analysis of the ecological, infrastructure and community patterns that have been identified through the GIS mapping.

4. Study how the remaining 10% of the residential allocation could be allowed through out the remainder of the NSC areas where ecological and community patterns are not impacted.

Emerging Centers for Sustainable Community Development



Legend

Commercial Centers Type

-  Historic - Proposed
-  Major Commercial - Existing
-  NSC - Proposed
-  NSC - Existing
-  Off Island - Existing

Service Areas ToBreak

-  Less than 1/2 Mile
-  1/2 to 1 Mile
-  1 Mile to 1 1/2 Miles
-  1 1/2 Mile to 2 Miles
-  2 Miles to 2 1/2 Miles
-  2 1/2 Miles to 3 Miles

 Shoreline

