Contents

Part 1: Land Capacity Analysis

Policy Targets

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

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

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

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

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

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

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

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

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

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

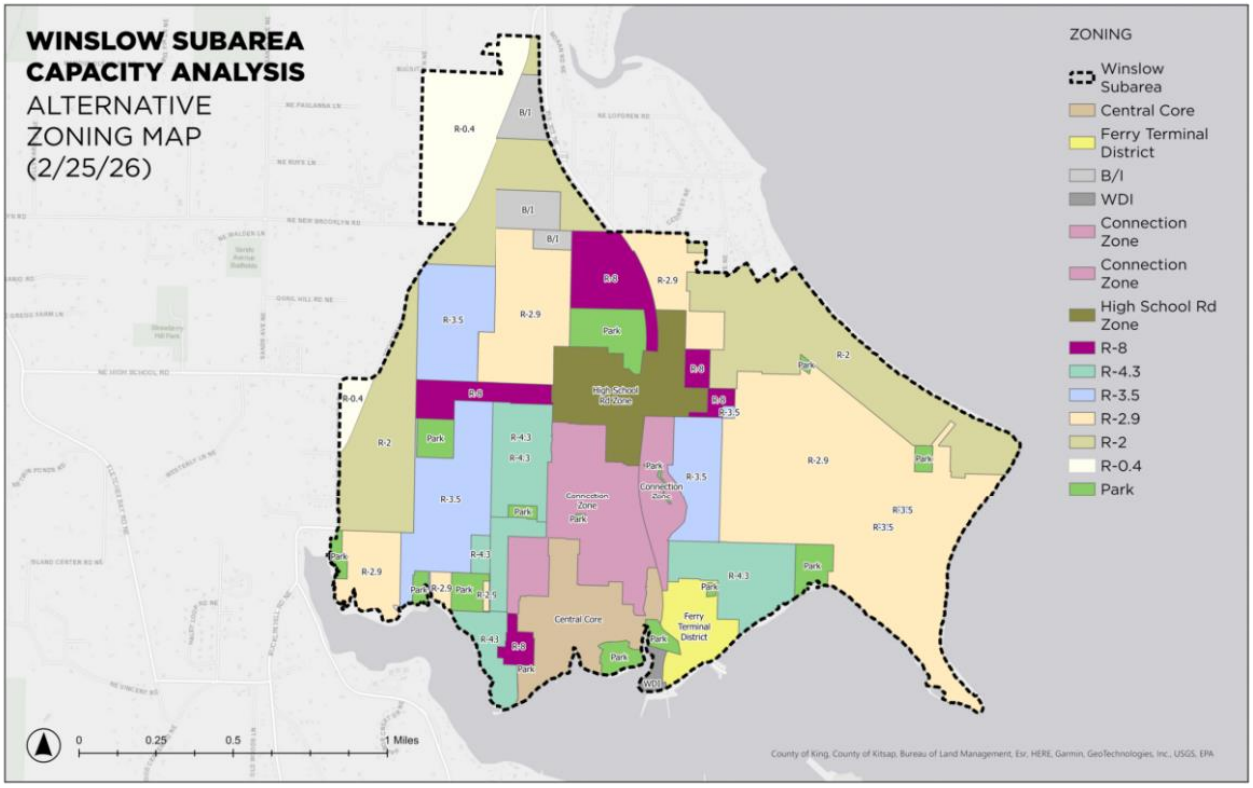
- >560 DUs at >120% AMI.
- >1,222 Low-Rise and Mid-Rise Multifamily DUs (Sum of 0-80% AMI requirements including STEP).
- For the 80–120% AMI allocation, the remaining multifamily capacity needed equals 278 dwelling units minus the citywide ADU projection. ADU production counts toward the 80–120% AMI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

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

Alternatives Analyzed

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

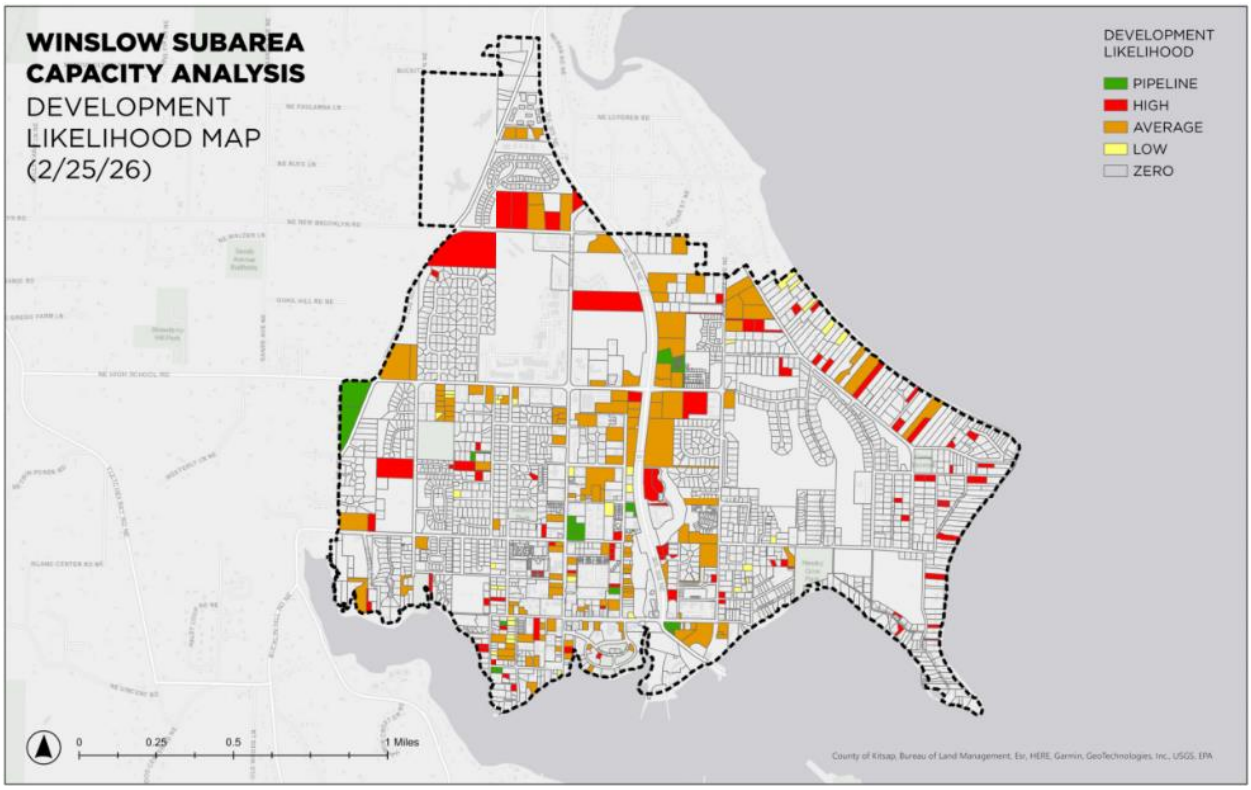
Note that for the purposes of determining development likelihood (as described later), all operations use the zoning maximum base FAR not the maximum FAR with the voluntary inclusionary zoning bonus. This is because voluntary inclusionary housing programs must balance additional cost to a developer (provision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



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

Capacity Results

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



Total projected capacity is aggregated by zone below.

Residential Projections

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

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

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

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

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

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

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

Commercial Projections

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

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

Part 2: Methodology

Comments on the BLR Appendix A Land Capacity Analysis Methodology

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

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

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

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

Modifications to the BLR Methodology for Winslow:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

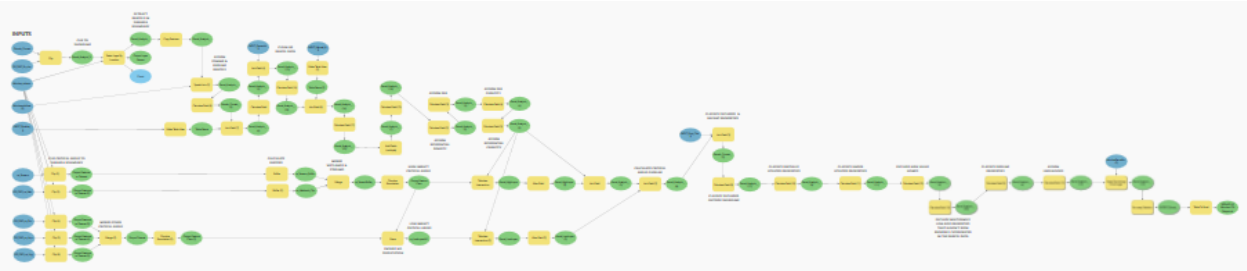
- Step 9 – Calculate Population and Job Capacity

GIS Source Data Provided by the City of Bainbridge Island:

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

Winslow Full Methodology

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



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

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

GIS Inputs:

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

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

Step-by-Step Methodology:

GIS Analysis:

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

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

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

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

Excel Analysis:

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

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

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

Appendix

Appendix A: Property Class Adjustments Table

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

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

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

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

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

Appendix B: Ownership Adjustments Table

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

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

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

Appendix C: Pipeline Parcels

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

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

Appendix D: Miscellaneous Parcel Adjustments Table

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

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