

## **Comprehensive Plan**

### **Introduction**

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

### **Land Use Element**

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

Policy LU 8.1 The High School Road District includes a diversity of types of shopping and employment. A variety of commercial uses are allowed which offer goods and services for the convenience of Island residents.

Policy LU 8.2 Promote pedestrian-oriented mixed use and residential development to offer a variety of housing types and sizes.

### **Economic Element**

#### **JOBS/HOUSING BALANCE**

##### **GOAL EC-5**

Provide a variety of affordable housing choices so that more people who work on Bainbridge Island can live here. The Housing Element of the comprehensive plan provides several options for the development of affordable housing on the Island.

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

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

#### **SERVICES SECTOR**

##### **GOAL EC-9**

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

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

## Housing Element

### Introduction

Decent and safe housing is a basic human need increasingly unavailable to many Americans, including many Bainbridge Island residents and workers. The Washington State Growth Management Act (GMA) provides direction for cities to address these needs in the Housing Element of the Comprehensive Plan. Many of the Plan's Guiding Principles and Policies carry this direction forward to be addressed in various Elements, including Housing.

The HNA (Housing Needs Assessment) analysis of Workforce Housing Affordability indicates that there is a gap in housing affordable for the Island's workforce in service professions (e.g., restaurant workers, bank tellers, retail clerks, school bus drivers). Many of these workers are obliged therefore to commute from less-expensive off-Island housing, which increases their transportation costs, congestion on SR 305 and greenhouse gas emissions.

### Housing Vision 2036

Bainbridge Island in the year 2036 provides a broad diversity of housing. The broadest variety of housing types including rental homes, exists within the compact, walkable, transit-served, mixed-use designated centers. These include small detached homes on small lots, attached and detached accessory dwelling units, cottage housing, common-wall duplexes, triplexes and row houses, and stacked units on the upper floors of mixed-use, mid-rise buildings.

### GOAL HO-1

Make steady progress toward the following aspirational targets for increasing the diversity of housing types and the supply of affordable housing.

Policy HO 1.1 Decrease to 20% or less the number of cost burdened families living in rental housing (down from 40%).

Policy HO 1.2 Decrease to 18% or less the number of cost burdened families owning homes (down from 34%).

Policy HO 1.3 Increase rental housing units to at least 11% of total housing units (up from 7%).

Policy HO 1.4 Increase the Island's percentage of multifamily homes to 18% or more of all homes (up from 16%).

Policy HO 1.5 Increase the number of senior housing units to 600 or more (up from 344.) HOUSING VISION 2036 GOALS & POLICIES 2/28/17 2016 COMPREHENSIVE PLAN HO-4 HOUSING ELEMENT

Policy HO 1.6 Change today's 89/11% housing split between the Mixed Use Town Center and Neighborhood Centers to 80/20% by 2036.

Policy HO 1.7 Achieve a jobs-housing balance of .8 (up from 0.59).

## GOAL HO-2

Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the targets set forth in Policies HO 1.1 through HO 1.7.

Policy HO 2.1 The Housing report shall address the following aspects of housing:

1. Housing trends in general both regionally and on Bainbridge Island.
2. The number and location of housing types constructed or active applications in the permit process in the preceding two years.
3. An evaluation of the effectiveness of the City's measures and identification of additional or revised measures or targets.
4. The vacancy rate for rental apartments.
5. The number of cost burdened and extremely cost burdened households.
6. The status of efforts to address housing needs at the regional level.
7. The housing availability for special needs or difficult to serve populations.
8. The condition of the local housing market and the number of new housing units publicly and privately funded.
9. The use of density bonuses and the number of for-purchase affordable housing units provided in new developments.
10. A description of the various initiatives supporting affordable housing including activities of community non-profit organizations and local and regional entities.
11. Programs of housing repair and renovation that improve accessibility.
12. An analysis of how property taxes impact housing affordability.
13. If insufficient progress is made toward meeting the targets in Policies HO 1.1 through HO 1.7, determine what actions are not working and make adjustments.

Policy HO 2.2 Make the Biennial Housing Reports available to the public in various ways such as notice in the local newspaper, on the City's web page and on local media outlets. This Biennial Housing Report will be part of a comprehensive update of the Housing Needs Assessment in order to inform the next state-mandated update of the Comprehensive Plan in 2024.

## GOAL HO-3

Promote and maintain a variety of housing types to meet the needs of present and future Bainbridge Island residents at all economic segments in a way that is compatible with the character of the Island

and encourages more socio-economic diversity. Partner with community non-profit organizations and local and regional private and public entities in carrying out the following policies.

Policy HO 3.1 Encourage innovative zoning regulations that increase the variety of housing types and choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods. Examples of innovative approaches are cottage housing development, conservation villages, stacked or common-wall housing, tiny houses and accessory dwelling units. Housing types are illustrated in: Figs. HO-1 through HO-3 (detached housing); Figs. HO-4 through HO-6 (attached housing); and Figs. HO-7 through HO-9 (stacked housing). Fig. HO-1 Single-family Home Fig. HO-2 Cottage Housing Fig. HO-3 Tiny House/ADU Fig. HO-4 Duplex Fig. HO-5 Row House Fig. HO-6 Zero Lot Line Fig. HO-7 Garden Apartment Fig. HO-8 Mixed-use, Mid-rise Fig. HO-9 Micro Units 2/28/17 2016 COMPREHENSIVE PLAN HO-6 HOUSING ELEMENT Fig. HO-10 Live-aboard Unit

Policy HO 3.2 Recognize that the City shares a housing and employment market as well as a transportation network with the larger region. Therefore, the City should work with the Kitsap Regional Coordinating Council and other regional entities to develop an equitable and effective countywide planning policies and other strategies to locate, finance and build affordable housing.

Policy HO 3.3 Designate the appropriate staff or organizational entity to assist and advise the community, landowners and private and public entities about options for affordable housing, financing strategies and funding sources.

Policy HO 3.4 Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials and the community at large to assist in meeting affordable housing goals and implementing strategies.

Policy HO 3.5 Support the efforts of community non-profit housing organizations and local and regional public and private entities in developing and managing affordable housing on Bainbridge Island.

Policy HO 3.6 Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as tiny houses, micro units and cottage housing.

Policy HO 3.7 Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers. Allow the creation of small lots (e.g., in the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200 square feet).

#### GOAL HO-5

Maintain the existing stock of affordable and rent-assisted housing, in partnership with community non-profit organizations and local and regional public and private entities.

Policy HO 5.1 Develop a continuing strategy to maintain the Rural Development Agency and HUD subsidies on existing rent-assisted housing. The primary strategy shall be to support Housing Kitsap and non-profit organizations such as Housing Resources Bainbridge to purchase the units through the provisions of the 1990 Housing Act.

Policy HO 5.2 In the event of the potential loss of privately-owned subsidized housing, work with the appropriate public agencies and local non-profits to pursue the preservation of the subsidized units or relocation assistance for the residents.

Policy HO 5.3 Support water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

#### GOAL HO-6

Facilitate the provision of a diverse affordable housing stock in all geographic areas of the community.

Policy HO 6.1 Encourage housing created by agencies such as a community land trust.

Policy HO 6.2 In order to provide for permanently affordable housing pursue effective strategies to reduce the land cost component of affordable housing which may include alternative land use zoning, density bonuses and other incentives.

Policy HO 6.3 Maintain an innovative housing program and clarify or adopt new flexible permit processes in all designated centers to promote an increase in the supply, diversity and access to housing including affordable housing.

Policy HO 6.4 Create a new conservation villages permit process to apply outside of designated centers to increase housing choices including affordable housing and requiring green building practices while better conserving open space.

Policy HO 6.5 Develop regulations and provide incentives to construct affordable housing for farm workers on or near farmlands.

Policy HO 6.6 Consider the merits of programs and regulations pioneered by other communities to discourage the land, energy and natural resource consumptive pattern of large single-family homes. Adopt amendments to City programs and development regulations as appropriate.

Policy HO 6.7 Support the development of livable neighborhoods.

#### GOAL HO-7

Promote and facilitate the provision of rental and for-purchase housing that is affordable to income-qualified households with a variety of income levels.

Policy HO 7.1 Exempt from City impact fees and other administrative development fees housing developments where all units are limited to residents in specified income groups.

Policy HO 7.2 All income-qualified rental housing units created as a result of the policies of this Housing Element shall remain affordable to income-qualified households for a period of not less than 50 years from the time of first occupancy.

Policy HO 7.3 Explore measures and the merits of source-of-income discrimination controls.

## GOAL HO-9

Explore the use of the City's bonding capacity and pursue other resources to support the creation of affordable housing.

Policy HO 9.1 The City recognizes the need to provide financing assistance for affordable housing. Accordingly, the City will actively pursue public and private funds that may include but are not limited to, real estate excise tax, grants and other available resources.

Policy HO 9.2 The City in partnership with local agencies producing affordable housing, may issue a General Obligation Bond to increase the production of housing affordable to households at or below 80% of median income for Kitsap County.

Policy HO 9.3 Consider the issuance of Limited Tax General Obligation Bonds (also called councilmanic bonds or non-voted debt) to support the development of housing affordable to households at or below 80% of median income for Kitsap County.

Policy HO 9.4 Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of affordable housing.

Policy HO 9.5 Consider the options for making City-owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.

## HIGH PRIORITY ACTIONS

HO Action #1 Set targets for increasing the supply of moderately priced and affordable housing, measure progress, and if insufficient progress is being made toward meeting the housing targets, determine what actions are not working and make appropriate adjustments.

GOAL HO-1 Make steady progress toward the following aspirational targets for increasing the diversity of housing types and the supply of affordable housing.

GOAL HO-2 Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the targets set forth in Policies HO 1.1 through HO 1.7.

HO Action #2 Amend the City's development code to facilitate an increase in the diversity of housing types and supply of affordable housing.

Policy HO 3.6 Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as tiny houses, micro units and cottage housing.

Policy HO 4.2 Increase the efficiency of the review process and revise development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Area Master Plan to encourage the transformation of these areas from auto-oriented, low-rise, homogeneous commercial land use districts into walkable, transit-served, mid-rise, mixed-use neighborhood with affordable housing.

Policy HO 6.3 Maintain an innovative housing program and clarify or adopt new flexible permit processes in all designated centers to promote an increase in the supply, diversity, and access to housing, including affordable housing.

Policy HO 6.4 Create a new conservation villages permit processes to apply outside of designated centers to increase housing choices, including affordable housing and requiring green building practices, while better conserving open space.

HO Action #3 Partner with other jurisdictions, the development community, and nonprofit organizations to increase the diversity of housing types and supply of affordable housing.

Policy HO 3.4 Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials and the community at large to assist in meeting affordable housing goals and implementing strategies.

Policy HO 4.3 Partner with non-profit or for-profit housing sector to create new multifamily housing in designated centers including a percentage of affordable housing, through the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4 Partner with the for-profit sector to create affordable housing through the targeted use of the multifamily property tax exemptions in designated centers.

Policy HO 9.5 Consider the options for making City- owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.

HO Action #4 Consider actions that can be taken to reduce financial barriers that inhibit the desired increase in diverse and affordable housing.

Policy HO 5.2 In the event of the potential loss of privately-owned subsidized housing, work with the appropriate public agencies and local non-profits to pursue the preservation of the subsidized units or relocation assistance for the residents.

Policy HO 7.1 Exempt from City impact fees and other administrative development fees housing developments where all units are limited to residents in specified income groups.

Policy HO 9.2 The City in partnership with local agencies producing affordable housing, may issue a General Obligation Bond to increase the production of housing affordable to households at or below 80% of median income for Kitsap County.

Policy HO 9.3 Consider the issuance of Limited Tax General Obligation Bonds (also called councilmanic bonds or non-voted debt) to support the development of housing affordable to households at or below 80% of median income for Kitsap County.

HO Action #5 Create a short-term (60-90 days) citizen affordable housing task force to consider the revised Housing Element and provide specific recommendation for near term action.

Policy HO 3.3 Designate the appropriate staff or organizational entity to assist and advise the community, landowners and private and public entities about options for affordable housing, financing strategies and funding sources.

HO Action #6 Review and revise City regulations related to permissible live-aboard capacity in City marinas.

Policy HO 5.3 Support Water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

### **MEDIUM PRIORITY ACTIONS**

HO Action #7 Focus additional city and other financial resources to help increase the supply of affordable housing.

Policy HO 9.4 Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of affordable housing.

Policy HO 7.1 Exempt from City impact fees and other administrative development fees housing developments where all units are limited to applicants of specified income groups.

HO Action #8 Look for ways to reduce the cost of multifamily housing, particularly affordable housing.

Policy HO 4.5 Remove barriers to the creation of new multi-family housing, particularly affordable housing through a variety of actions such as the adoption of regulations that “right-size” parking requirements, reduce certain impact fees, and the encourage the use of parking management programs to enable the more efficient use of parking.

### **OTHER PRIORITY ACTIONS**

HO Action #9 Identify ways to achieve local results with and through regional actions.

Policy HO 3.2 Recognize that the City shares a housing and employment market, as well as a transportation network, with the larger region. Therefore, the City should work with the Kitsap Regional Coordinating Council and other regional entities to develop equitable and effective county-wide planning policies and other strategies to locate, finance and build affordable housing.