

**Comprehensive Plan Update 2004
City Council Committee Review**

**HOUSING ELEMENT
APPENDIX B**

*Housing Needs Assessment
1995*

HOUSING NEEDS ASSESSMENT

A Housing Needs Assessment provides a data profile of the community and information about the local housing stock and housing market at a given point. Based on historical trends, it can provide estimates of growth and an analysis of affordability for all income groups in the local housing market. The data for this assessment have been gathered from the 1980 and 1990 U.S. Census, the Washington State Office of Financial Management, the Puget Sound Regional Council, *The Kitsap County Comprehensive Housing Affordability Strategy*, *The City of Bainbridge Island Land Use Inventory - 1992*, *the Kitsap County Real Estate Trends Report - 1992*, Helpline House, and personal interviews. In addition, a multi-family, rental-housing survey was conducted in January of 1993. Most data shown are for the whole of Bainbridge Island which is comprised of four census tracts (Figure 1). Where significant, data for Winslow as a census *place* (historic city limits) will be included.

Population and housing projections are based on those made by the Kitsap Regional Planning Council (KRPC) in order to be consistent with the Kitsap Countywide Planning Policies. On May 3, 1994, the Central Puget Sound Hearings Board ruled that the City's Comprehensive Plan was not consistent with the KRPC population allocations. On June 7, 1995, the KRPC (under remand from the same board) amended the Countywide Planning Policies to revise: 1) the 20-year planning horizon under GMA to 1992 through 2012; and 2) the subarea population allocations to the each of the local jurisdictions wherein Bainbridge Island was allocated a total population of 24,280 by the year 2012. The new population figures are shown in Table 1.

Community Profile and Trends

Population and Household Size

The population of Bainbridge Island grew by 3532 persons between 1980 and 1990, or by 28.7% (Table 1). The number of households, however, grew by 35.5% which reflects the trend in declining household size. This trend is expected to continue through to 2012. Though the *rate* of growth of both population and numbers of households will decrease, households will grow at a faster rate than population.

HOUSING NEEDS ASSESSMENT

Table 1: Population and Household Size Revised November 2, 1995

	1980*	1990*	change	1992**	2002	change	2012***	change
Population	12,314	15,846	28.7%	16,850	20,527	21.8%	24,280	18.3%
Total HHs	4558	6177	35.5%	6740	8413	24.8%	10168	20.9%
Ave. HH Size	2.7	2.53	-0.17	2.5	2.44	-0.06	2.39	-0.05

Source: *1990 U.S. Census, **Office of Financial Management, ***KRPC

Age Distribution

The age distribution of Bainbridge Island also changed over the 1980-1990 decade. The relative number of 18 to 34 year-olds declined, somewhat (Table 2). The 35 to 59 age group has increased relative to other age groups, and may reflect the increased in-migration of people in this age group who are attracted by the small-town, rural atmosphere within reasonable commuting distance of Seattle. The percentage of those 60 and older has increased somewhat, but will increase at a faster rate as those in the 35 to 59 age group move into the 60 and over group. Significantly, though the island-wide proportion of those 60 and older is 18%, it is 28% in Winslow, where virtually all of the dedicated senior housing is located.

Table 2: Population by Age

Age Group	1980	% of Total	1990	% of Total	% change
0 to 4	729	5.9%	1046	6.6%	0.7%
5 to 17	2807	22.8%	3106	19.6%	-3.2%
18 to 34	2914	23.7%	2411	15.2%	-8.4%
35 to 59	3887	31.6%	6438	40.6%	9.1%
60+	1977	16.1%	2845	18.0%	1.9%
Total	12314		15846		

Source: 1990 U.S. Census

Racial Representation

Racial representation has changed little since 1980 (Table 3). Though the number of African Americans nearly doubled from 23 to 43, they still represent a very small proportion of the population. The number of Native Americans slightly more than doubled but still is less than 1% of the total population. Significantly, though the number of Asian/Pacific Islanders remained somewhat constant, their relative proportion of the population declined by 8%. Additionally, in 1980, 11.5% (57/495) of Asian/Pacific Islanders were over 60; in 1990, approximately 20.1% (109/522) were over 60.

Table 3: Racial Representation

	Total	White	African American	Native American	Asian/Pacific Islander	Hispanic*	Other
1980	12314	11639	23	70	482	60	40
1990	15846	15071	43	156	522	237	54
Difference	3532	3432	20	86	40	177	14

Source: 1990 U.S. Census

*Persons of Hispanic Origin are also included in other race categories.

Household Composition

Household composition changed, somewhat, between 1980 and 1990 (Table 4). The most significant changes were the higher proportions of married couples without children and non-family (unrelated persons) households. This most likely reflects two predominant trends. First, the general aging of the population, as indicated in Table 2, and, second, the increase in the formation of non-family households. This is accompanied by the comparable decline as well as the smaller increase in single male and female households (with and without children) relative to the increase in total households (35.5%). That this proportion is lower than the total for male and female-headed households *with* children may reflect the lack of affordable housing for these single-income families. For Kitsap County, as a whole, the proportion of female-headed households with children rose from 16.5% in 1980 to 18.8% of all households in 1990. By contrast, on Bainbridge Island, that proportion went from 4.2% in 1980 to 3.8% in 1990. These families are most likely looking elsewhere for suitable housing.

HOUSING NEEDS ASSESSMENT

Table 4: Households by Types

Children under 18:	Total HHs	Family Households						Non-family
		Married Couples		Male Head-no Wife		Female Head-no Husbans		(unrelated persons)
		Yes	No	Yes	No	Yes	No	
1980	4558	1509	1509	53	49	190	147	1101
1990	6177	1899	2196	63	23	238	155	1603
Difference	1619	390	687	10	-26	48	8	502
% change	35.5%	25.8%	45.5%	18.9%	-53.1%	25.3%	5.4%	45.6%

Source: 1990 U.S. Census

Housing Stock

Type

The relative proportions of single-family and multi-family housing has changed somewhat from 1980 to 1990 because of the relatively small number of multi-family units being built during that time (Table 5). In addition, there has been a dramatic increase in the number of mobile homes (up 76%). While mobile homes are still a small percentage of overall housing units, this rapid growth is an indicator of the shortage of modestly priced housing.

Table 5: Housing Units by Type Revised November 2nd, 1995

	1980	% of total	1990	% of total	add'l units	1992	% of total	2002*	% of total	add'l units	2012*	% of total	add'l units	add'l units 1992-2012
Total housing units	5010		6443		1433	7155		8664		1509	10168		1504	3013
Single family	4013	80.1%	5255	81.6%	1242	5709	79.8%	6674	77.0%	965	7657	75.3%	983	1948
Multi-family	823	16.4%	882	13.7%	59	1135	15.9%	1614	18.6%	479	2075	20.4%	461	940
Mobile homes	174	3.5%	306	4.7%	132	311	4.4%	376	4.3%	65	436	4.3%	60	125

Source: 1990 U.S. Census, *KRPC Projections

The 1992 Bainbridge Island Land Use Inventory found that there were 5,516 single-family homes, 1,064 multi-family units (including condominiums), and 311 mobile homes. Add to this the number of units already approved (331 single family, 80 multi-family), but not yet built, and there will be approximately 5,847 single-family units and 1,144 multi-family units by 1994. If added to the number that is proposed (63), the number of multi-family units (1,207) will almost equal the projected number for the year 2000. This reflects the relatively large increase in the number of multi-family units built and/or planned between 1989 and 1993.

Tenure

The number of renter-occupied housing units increased faster than the total number of occupied housing units between 1980 and 1990 (Table 6). In addition, vacancy rates are very low. In fact, virtually all multi-family units are rented as soon as notice to vacate has been given.

Table 6: Housing Units by Tenure

Total Occupied Housing Units			Owner Occupied			Renter Occupied		
1980	1990	% change	1980	1990	% change	1980	1990	% change
4,539	6,134	35.1%	3,508	4,662	32.9%	1,031	1,472	42.8%

Source: 1980, 1990 U.S. Census

The low vacancy rates are a common condition throughout Kitsap County. Vacancy rates have averaged 2% or less since early 1988, far below the market equilibrium rate commonly estimated to be 5%. This tight rental market has led to rent increases for 1990 and 1991 of 7.66% and 7.69%, respectively. Between September of 1991 and September of 1992, rents increased 4.9%.

An inventory of market-rate and rent-assisted multi-family units was conducted in January, 1993 (Tables 7 and 8). There are currently 347 market-rate and 237 rent-assisted (subsidized) multi-family units in large projects (10 or more units). In addition to these, there are approximately 160 units in duplexes, triplexes, fourplexes and projects with up to 6 units. Information was not available regarding rental status of these units. There are also 362 condominiums, the majority of which are owner-occupied but some of which are part of the rental market. This totals 1,106 multi-family units, not all of which are rented.

Table 7

Market Rate Multi-Family Units														
Project	# units	Type	Efficiency	\$ rent	Studio	\$ rent	1 Bdrm	\$ rent	2 Bdrm	\$ rent	3 Bdrm	\$ rent	Vacancy	Wait list (people)
Bainbridge Quay	70	Family	0	--	0	--	38	\$435-\$490	25	\$440-\$595	7	\$630-\$735	0%	3 to 4
Island Homestead	75	Family	0	--	0	--	0	--	75	\$750-\$770	0	--	0%	0
Eagle's Nest	40	Family	0	--	0	--	28	\$500-\$550	12	\$650-\$665	0	--	0%	0
Park View Apts.	12	Family	0	--	0	--	0	--	11	\$400	1	\$400	0%	0
Driftwood	17	Family	4	\$145-\$175	0	--	8	\$315-\$375	2	\$395-\$550	3	\$325-\$500	0%	0
Western View Terrace	28	Family	0	--	0	--	0	--	28	\$550-\$575	0	--	0%	2 to 5
Victorian Lane	10	Family	0	--	0	--	0	--	8	\$500-\$675	2	\$800	10%	0
Winslow Manor (1)	39	Senior	0	--	0	--	1	\$600	38	\$695-\$875	0	--	85%	--
Madison Ave. Retirement	56	Full Care Senior	8	\$1,100	10	\$1250-\$1450	35	\$1500-\$2000	0	--	0	--	0%	0
Total	347		12		10		110		199		13			
Rental Range (\$)				\$145-\$1100		\$1250-\$1450		\$315-\$2000		\$395-\$875		\$325-\$800		

(1) Note: Winslow Manor opened in December '92 for occupancy; some individuals may qualify for Section 8 Subsidies.

Source: Personal Interviews, January 1993

Table 8

Rent-Assisted Multi-Family Units													
Project	# units	Type	Studios	4 rent	1 Bdrm	1 rent	2 Bdrm	2 rent	3 Bdrm	3 rent	Subsidy Type	Vacancy	Wait List (people)
Rhododendron Apts.	50	Family	0	--	38	\$320 base	12	\$370 base	0	--	Farm Home-Mid-Income	0%	4 to 8
Island Terrace	48	Family	0	--	12	\$240 base	36	\$295 base	0	--	Farm-Home-Low - income	0%	10 to 15
Islandhome	10	Family	0	--	0	--	6	30% of income	4	30% of income	HUD-Sec 8-Very Low-income	0%	4 to 8
Virginia Villa	40	Senior	0	--	36	no limit to \$314 base	4	no limit to \$354 base	0	--	Farm Home-Low-income & HUD-Sec 8	0%	7 to 15
Willow Arms	60	Senior	1	30% of income	53	30% of income	6	30% of income	0	--	HUD-Sec 8	0%	10 to 12
Finch Place	29	Senior	0	--	29	\$260 base	0	--	0	--	Farm Home-Very Low-income	0%	10
Total	237		1		168		64		4				

Source: Personal Interviews, January 1983

HOUSING NEEDS ASSESSMENT

Subsidized projects operate under contracts with the government agency supplying the subsidy (Farmer's Home or HUD) and are generally 20 to 40 years in length. Below is a list of these projects and the date their contracts expire:

Project	Type of Subsidy	Expiration Date
Rhododendron Apts.	Farm Home	Now
Winslow Arms	HUD - Sec 8	4/2001
Island Terrace	Farm Home	1/2003
Finch Place	Farm Home	12/2006
Virginia Villa	Farm Home	4/2010
Islandhome	Combination	12/2031

Because Rhododendron Apartments closed on their original loan before December of 1979, they have the option to prepay their loan at any time and begin charging market rate rents. Should they choose to do so there are incentives offered by the government to keep the project in the subsidy program. In addition, local jurisdictions have priority purchase rights for such projects before they are offered on the open market through the Housing Preservation Section of the Federal Housing Act of 1990.

Home Prices

Median home prices rose sharply between 1988 and 1991, while affordability continued to decline (Table 9). In a 1990 housing affordability study, the Central Puget Sound Economic Development District found that in overall percentage terms, home prices rose almost twice as fast as income between 1985 and 1989. During the entire decade of the 1980s, the average sales price for a single family home increased 5.2% annually, while average income rose only 3.9%.

Table 9: Median Home Prices

	1988	1989	% change	1990	% change	1991	% change	1992	'88-'92 change
Kitsap County	\$72,500	\$79,500	9.7%	\$88,700	11.6%	\$105,000	18.4%	\$115,000	58.6%
Bainbridge Island	\$121,500	\$147,950	21.8%	\$180,750	22.2%	\$193,000	6.8%	\$187,500	54.3%

Source: Kitsap County Real Estate Trends Report by Richards & Associates, 1992

The median home price on Bainbridge Island for the second quarter of 1992 was \$187,500, down slightly from the high in 1991 of \$193,000. This represents an income-to-home price ratio for Bainbridge Island of 1 to 4.4, using both median household income (\$42,847) and median home price for Bainbridge. The ratio rises to 1 to 5.9 when using the Kitsap County median household income (\$32,043). A ratio of 1 to 3 is

considered affordable. Following is an affordability analysis of the median-priced home for a hypothetical, first-time home buyer with the minimum down payment.

Median price in July of 1992	\$187,500
10% down payment	18,750
Mortgage principal	\$168,750
30 year fixed rate at	8.6%
Principal and interest payment: \$1310/month	\$15,720
Homeowners insurance	350
Property taxes (approximately)	2,350
Maintenance and repairs	<u>600</u>
Total annual housing costs	\$19,020
Gross income needed	
for housing costs to equal 30% of income	\$63,400

The gross annual income needed to purchase the median-priced home on Bainbridge Island is 48% higher than the median household income for Bainbridge Island and 98% higher than that for Kitsap County. In 1991, there were 2,125 households (33%) on Bainbridge Island with incomes over \$60,000.

Housing Condition

The condition of the housing stock on Bainbridge Island is very difficult to assess without a complete field survey. Though the Kitsap County Assessor database has a field for the condition of housing units, these data are not kept in a consistent manner. A common substitute used to pinpoint possible areas of substandard housing is the age of housing found in the 1990 Census data. On Bainbridge Island there were five census block groups where greater than 25% of the housing units were built before 1940. A field survey of these areas revealed that there were no appreciable numbers of substandard units. In fact, turn-of-the-century homes, in general, are highly sought after and most have been substantially rehabilitated. A few, widely-scattered, substandard houses can be identified by windshield survey but unless a comprehensive door-to-door survey is undertaken, it is difficult to make any statements about housing condition, in general.

The most immediate concern with regard to housing condition should be the rising proportion of income expended for housing, including rents, mortgages and taxes, leaving less discretionary income to expend for repairs and maintenance. Housing that is occupied by lower income and senior households may be at greater risk of falling into disrepair in the future.

HOUSING NEEDS ASSESSMENT

Income and Housing Affordability

In order to provide consistent base data for future monitoring, income data are based on the Kitsap County median household incomes. Both the Washington State Office of Financial Management and the Puget Sound Regional Council provide yearly estimates at county level only. Median household incomes from the 1990 US Census differ as follows:

<i>Kitsap County</i>		\$32,043
Bainbridge Island (weighted average)		\$42,847
Census Tract	907	\$44,679
	908	\$49,890
	909	\$31,875
	910	\$48,944

HUD Income Categories

The Department of Housing and Urban Development (HUD) in defining the term *affordable*, has determined that families should not pay over 30% of their gross income for housing costs (including utilities and home maintenance). Section 8 of the HUD Act sets income limits by household size for five income categories based on the local median household income. The income categories and income limits based on the Kitsap County median household income and Bainbridge Island median household income from the 1990 US Census are as follows:

Extremely Low Income	<30% of median household income	\$9,613
Very Low Income	31%-50% of median household income	\$16,025
Low Income	51%-80% of median household income	\$25,634
Moderate Income	81%-95% of median household income	\$30,444
Middle Income	96%-120% of median household income	\$38,452

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC365-195-070(6)]. This term "applies to the adequacy of the housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the marketplace will guarantee adequate housing for those in the upper economic brackets but that some combination of appropriately zoned land, regulatory incentives, [and] financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

Table 10 lists the upper limits of each income category for 1990 and 1992 in Kitsap County by family size. The 1992 data are included for comparison to 1990 Census data. These income limits are used to determine eligibility for rent-assisted housing and other types of subsidies. Table 11 lists those rents and home prices considered affordable in each of the income categories by HUD standards for 1992.

Table 10

1990 HUD Section 8 Income Limits for Kitsap County

Income Category	Family size:								Average Family of <u>2.64</u>
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	
Middle: 120%	\$29,100	\$33,225	\$37,425	\$41,550	\$44,175	\$46,725	\$49,350	\$51,975	\$36,295
Moderate: 95%	\$23,038	\$26,303	\$29,628	\$32,894	\$34,972	\$36,991	\$39,069	\$41,147	\$28,733
Low: 80%	\$19,400	\$22,150	\$24,950	\$27,700	\$29,450	\$31,150	\$32,900	\$34,650	\$24,197
Very Low: 50%	\$12,100	\$13,850	\$15,550	\$17,300	\$18,700	\$20,050	\$21,450	\$22,850	\$15,099
Extremely Low: 30%	\$7,275	\$8,306	\$9,356	\$10,388	\$11,044	\$11,681	\$12,338	\$12,994	\$9,074

1992 HUD Section 8 Income Limits for Kitsap County

Income Level	Family Size:								Average Family of <u>2.64</u>
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	
Middle: 120%	\$30,600	\$34,950	\$39,300	\$43,650	\$47,175	\$50,700	\$54,150	\$57,675	\$38,138
Moderate: 95%	\$24,225	\$27,669	\$31,113	\$34,556	\$37,347	\$40,138	\$42,869	\$45,659	\$30,192
Low: 80%	\$20,400	\$23,300	\$26,200	\$29,100	\$31,450	\$33,800	\$36,100	\$38,450	\$25,425
Very Low: 50%	\$12,750	\$14,563	\$16,375	\$18,188	\$19,656	\$21,125	\$22,563	\$24,031	\$15,891
Extremely Low: 30%	\$7,650	\$8,738	\$9,825	\$10,913	\$11,794	\$12,675	\$13,538	\$14,419	\$9,534

Source: H.U.D, Washington State DCD

Table 11

**What 30% of Gross Income Will Buy
Low, Moderate, and Middle Income Families**

Affordable Monthly Rent in 1992

(Affordable total housing cost less utility allowance of 18% *)

Family size Income**	1	2	3	4	5	6
Middle (120%)	\$627	\$716	\$806	\$895	\$967	\$1,039
Moderate (95%)	\$497	\$567	\$638	\$708	\$766	\$823
Low (80%)	\$418	\$478	\$537	\$597	\$645	\$693
Very Low (50%)	\$248	\$284	\$319	\$355	\$383	\$411
Extreme Low (30%)	\$157	\$179	\$201	\$224	\$242	\$260

* Uses the average of 1992 HUD Section 8 utility allowances which is 18% of Fair Market Rents

Affordable Home Price in 1992

(With a 30 year fixed rate mortgage at 8.6% for 90% of price)

Family size Income**	1	2	3	4	5	6
Middle (120%)	\$85,804	\$101,487	\$117,169	\$132,852	\$145,560	\$158,269
Moderate (95%)	\$62,821	\$75,236	\$87,652	\$100,067	\$110,128	\$120,189
Low (80%)	\$49,031	\$59,486	\$69,941	\$80,396	\$88,868	\$97,341
Very Low (50%)	\$19,108	\$25,417	\$31,546	\$37,855	\$42,902	\$47,769
Extreme Low (30%)	\$3,064	\$6,985	\$10,906	\$14,826	\$18,004	\$21,181

Assumes fixed monthly costs of \$170 for homeowner insurance (\$20), property taxes (\$100), and home maintenance and upkeep (\$50).

** Family income categories use H.U.D. low & moderate income limits for 1992.

HOUSING NEEDS ASSESSMENT

Comparing these tables with the tables of market rents and median-priced housing, one can see that market-rate rents are, for the most part, out of the range of the extremely low, very low, and most of the low income groups. More significantly, median-priced housing is not affordable even for the middle income group whose income is up to 120% of the median household income. The table below indicates the affordable home price for the HUD income groups and the current and recent past availability of such homes on Bainbridge Island.

<u>Income Group</u>	<u>Upper Limit of Income (1990)</u>	<u>Affordable Home Price</u>
Extremely Low	\$9,613	\$28,839
Very Low	\$16,025	\$48,075
Low	\$25,634	\$76,902
Moderate	\$30,444	\$91,332
Middle	\$38,452	\$115,356

In 1990, there were 1,411 households (22.8%) in the low income or lower categories (Table 12). Nearly 40 % of the households were middle income, or lower, and could not afford to purchase the median-priced home by HUD standards. A consequence of this is that the more moderately priced housing is being acquired by the higher income groups, thus forcing the lower income groups out of the owner-occupied housing market altogether. This, in turn, puts pressure on the rental market by those who cannot find affordable housing to purchase. The result is that for those in the lowest income levels, housing of any kind becomes increasingly scarce and more persons and families are at risk of becoming homeless.

Cost Burden

In order to compensate, people are spending up to 50% and more of their income on housing. up to 50% and more. More than one-fifth of all owners and nearly one-third of all renters were spending more than 30% of their household incomes on housing in 1990 (Table 13). Over 51% of renter householders over the age of 65 are spending more than 30% of their income on rent, and approximately 60% of all households with annual incomes under \$20,000 are spending more than 30% on housing.

This means that at least 300 households, or 21.5 % of all renter households on Bainbridge Island were in need of rent assistance in 1990 as defined by HUD. This is over and above those already accommodated in rent-assisted housing and they are competing for the 237 infrequently-vacant units available on the Island (Table 9). Those not able to find subsidized housing often live in substandard or overcrowded housing. Helpline House reports that they provided emergency housing, rent, and mortgage assistance to 71 households in 1992, which was up from 56 in 1991. Of the 71 households, there were 47 singles and 14 couples, or families, that were homeless.

Many families are paying rents that are higher than the mortgage payment would be for comparable housing, but yet these families are unable to qualify for mortgage loans for various reasons (personal credit, tight financial market, etc.). Often these families are unable to accumulate enough for a down payment and closing costs because so much of their income is already devoted to rental housing. Assisting families in purchasing homes makes more rental units available.

Table 12

Household Income Characteristics - HUD Categories													
	<u>Total</u>	<u>Extremely Low</u>	<u>Very Low</u>	<u>Low Income</u>	<u>Moderate Income</u>	<u>Middle Income</u>	<u>Remaining</u>						
	<u>Households</u>	<u>Income</u>	<u>Income</u>	<u>Income</u>	<u>Income</u>	<u>Income</u>	<u>Income</u>	# HH	% of total	# HH	% of total	# HH	% of total
								# HH	% of total	# HH	% of total	# HH	% of total
1990	6177	392	6.3%	387	6.3%	632	10.2%	361	5.8%	659	10.7%	3746	60.6%
2002*	8413	530	6.3%	528	6.3%	858	10.2%	488	5.8%	900	10.7%	5098	60.6%
2012*	10168	641	6.3%	638	6.3%	1037	10.2%	590	5.8%	1088	10.7%	6162	60.6%

*Note: these are straight-line projections based on KRPC Population projections and may not reflect actual trends

Source: 1990 US Census and KRPC population projections

Table 13

Owner/Renter Cost Burden - HH paying > 30% of Income by Income Level

Owner Cost Burden																		
<u>Incomes ≤ \$10,000</u>				<u>Incomes \$10,000-\$19,999</u>				<u>Incomes \$20,000-\$34,999</u>				<u>Incomes > \$35,000</u>						
<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>Cumm. %</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>Cumm. %</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>Cumm. %</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>All Owner Households</u>
174	122	70.1%	252	139	55.2%	61.3%	628	211	33.6%	44.8%	2628	349	13.3%	22.3%	3682	821	22.3%	
Renter Cost Burden																		
<u>Incomes ≤ \$10,000</u>				<u>Incomes \$10,000-\$19,999</u>				<u>Incomes \$20,000-\$34,999</u>				<u>Incomes > \$35,000</u>						
<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>Cumm. %</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>Cumm. %</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>Cumm. %</u>	<u># HH</u>	<u>Paying > 30%</u>	<u>%</u>	<u>All Renter Households</u>
261	180	69.0%	256	127	49.6%	59.4%	425	99	23.3%	43.1%	514	38	7.4%	31.1%	1426	444	31.1%	

Source: 1990 US Census

Facilities for Groups with Special Needs

Homeless

In 1992, there were 47 single adults and 14 couples or families that were homeless for part of the year, and slept in cars or camped wherever they could find a place for the night. The homeless include long-term residents of Bainbridge Island and a third of them are women. In addition, there were over 500 households served by the food bank at Helpline and who are considered at-risk of becoming homeless. Many of these are working poor.

The only emergency shelters available for homeless families and individuals, and for victims of domestic violence who find themselves homeless, are in Seattle or Bremerton. However, most of those who were homeless preferred to sleep in their cars or camp out at Fay Bainbridge Park rather than break ties with the community. It has been shown that those homeless families who separate from their communities find it more difficult to obtain jobs and housing, and are generally homeless for longer periods.

Helpline House provides rental assistance through FEMA (Federal Emergency funds), Housing Resources Board, and Bainbridge Committee, a local non-profit emergency fund. They also provide assistance to homeless by paying camping fees and providing bedding and food.

Transitional Housing

Islandhome, built in 1992 and operated by the Bainbridge Island Inter-Parish Council Housing Resources Board, provides transitional housing for 10 families with children at no more than 30% of gross income (HUD Section 8 subsidized). The maximum stay is two years during which time at least one adult in each household is required to participate in the career development program, Stepping Stones. (This program is operated by Helpline House.) There are four 2-bedroom units and six 3-bedroom units at Islandhome. However, a growing concern now is where these families will transition to as there is a shortage of other rent-assisted housing on Bainbridge Island, especially 2- and 3-bedroom units.

Developmentally and Mentally Disabled

Along with Serenity House, a 30-bed facility in Lynwood Center, both Virginia Villa and Winslow Arms will take developmentally disabled and mentally disabled persons if they have Social Security Supplemental Income. Most of those with developmental disabilities need both rent assistance and handicap-accessible housing. Even those able to obtain Section 8 vouchers and receive Social Security Supplemental Income are not always able to find housing that is handicap accessible. (Paratransit provides special transportation services to the developmentally disabled.)

The next closest group facility for the mentally ill is in Suquamish and is operated by Kitsap Mental Health Services (KMHS). KMHS also runs the Residential Treatment Center in Bremerton with 15 beds for adults and 10 beds for adolescents. Some Section 8 vouchers are also available from the Kitsap County Consolidated Housing Authority for those in danger of becoming homeless.

Foster Child Care

There are currently 10 licensed foster care homes on Bainbridge Island and most of these may or may not be available at any particular time. The needs for foster care on the Island vary from time to time and some homes were licensed in order to provide care for a particular child at the time. There is a shelter in Bremerton for teens in crisis but the experience has been that most displaced teens would rather sleep in cars or outside rather than leave the Island. There was a group home for teens on the Island up until the early 1970s but had to close for lack of funds.

Summary of Findings

There is a general shortage of adequate affordable housing for all five income categories, but the shortage is most severe for the extremely low, very low, and low income groups. The shortage of housing for these lower income groups is evidenced by both the cost-burden data for renters and owners and the lack of vacancies and long waiting lists for rent-assisted housing.

There is also a need for modestly-priced housing that will close the affordability gap between income and housing costs for the middle, moderate, and lower income groups. The pressures caused by the affordability gap have helped to create the severe shortage of both market-rate and rent-assisted multi-family housing. At the same time, HUD and Farmers Home 515 contracts for subsidies will expire over the next 13 years, with some expiring this year (Rhododendron Apts.) when owners will be free to charge what the market will bear for rent.

The outlook is for continued population growth with an even greater increase in the number of households because of declining household size. The housing inventory must address the needs of the increasing numbers of lower income households and the increasing numbers of seniors with fixed incomes. There are approximately 350 renter households with incomes less than \$30,000 that are spending more than 30% of their income on housing (calculated from HUD income limits and Table 13-Cost Burden). By definition, these are households in need.

The percentage of multi-family units decreased during the 1980-1990 decade (from 16.4% to 13.7%) while the proportion of renter households increased resulting in a shortage of rental housing, in general. In 1990, 24% of the housing units on Bainbridge Island were renter occupied, up from 22.7% in 1980. If this trend continues there will be approximately 2220 renter households by the year 2002 and 2700 by 2012. A substantial number of these households find housing in accessory dwelling units, mother-in-law apartments and single family homes which are in the rental market but which are difficult to document (the

HOUSING NEEDS ASSESSMENT

secondary rental market). However, approximately 60% of renter households were living in multifamily units. If that proportion were to remain constant, that means 300 additional rental multifamily units will be needed by 2002, and 550 by 2012. Considering the existing unmet need, the major portion of these units should be provided sooner rather than later and should consist of more rent-assisted units than market rate units.

A large affordability gap exists for middle, moderate and low income families who wish to buy a home on Bainbridge Island. An annual gross income of \$67,929 is needed to purchase the median-priced home on Bainbridge Island (1992). That figure exceeds that Kitsap County estimated median income for 1991 (\$32,537) by \$35,392 and the Bainbridge Island estimated median income for 1991 (\$43,308) by \$24,621. Even a middle income family of four (up to 120% of median household income) will fall short by \$24,279. That same family of four could afford to buy a house that is priced at or below \$132,852. There are few such houses available for that price on Bainbridge Island. Table 12 which projects the number of households in the HUD categories, indicates that 40% of the households now and by 2012 will be in the affordable housing market. That suggests that of the approximately 2000 additional single family units projected for the year 2012, at least one-half ought to be in the affordable range for middle income families and below.

The condition of the housing stock is generally good with no area having an unusual number of substandard units. However, there may be cause for concern in the future. For homeowners who are spending greater than 30% of their incomes on housing costs, repairs may be neglected, thus threatening the condition of the general housing stock. This is especially true for seniors. Nearly 30% of those over 65 who own their own homes spend more than 30% of their income on housing, and they are likely to be living on fixed incomes and in older homes in need of repair. A program to aid these households is indicated.

There is no indication that homelessness will decline in the near future, and there is an indicated need for access to crisis shelters on Bainbridge Island to serve the needs of the temporarily homeless. There is also a need for small group homes for the physically, mentally, and developmentally disabled. The state and the county have services that be availed to manage such facilities.