



**CITY COUNCIL STUDY SESSION
TUESDAY, SEPTEMBER 16, 2025**

COUNCIL CHAMBERS
280 MADISON AVENUE NORTH
BAINBRIDGE ISLAND, WA

AND

REMOTE MEETING ON ZOOM
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/92947338351](https://bainbridgewa.zoom.us/j/92947338351)
OR TELEPHONE: US: +1 253 215 8782
WEBINAR ID: 929 4733 8351

AGENDA

- 1. CALL TO ORDER / ROLL CALL - 6:00 PM**
- 2. APPROVAL OF AGENDA / CONFLICT OF INTEREST DISCLOSURE - 6:05 PM**
- 3. REGULAR BUSINESS**
 - 3.A (6:10 PM) Receive Presentation on the 30% Design for the Kitsap Transit Park and Ride Lot at Day Road and State Route 305 - Public Works, 20 Minutes**
[KT_Park and Ride Slides 091625.pdf](#)
 - 3.B (6:30 PM) Consider Dave Ullin Open Water Marina Policy - Executive, 15 Minutes**
[DUOWM Policy Option A](#)
[DUOWM Policy Option B.docx](#)
[Presentation Liveboards 9-16-25.pdf](#)
 - 3.C (6:45 PM) Update on the Directives Provided by the City Council on December 3, 2024 Related to Policies for the Winslow Subarea and Comprehensive Plan Update -Planning, 30 Minutes**
[December 3 2024 City Council policy direction on Winslow Subarea and Comprehensive Plans.pdf](#)
[Table on City Council Policy Motions WSP and CP for 09162025.docx](#)
[DRAFT Tech Memo 4-22-2020 - Copy.docx](#)
- 4. COMMITTEE REPORTS - 7:15 PM**
- 5. ADJOURNMENT - 7:25 PM**

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small

town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

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

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

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

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

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

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

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



City Council meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the City Clerk's Office at 206-780-8604 or cityclerk@bainbridgewa.gov by noon on the day preceding the meeting.



City Council Study Session Agenda Bill

MEETING DATE: September 16, 2025 **ESTIMATED TIME:** 20 Minutes

AGENDA ITEM: (6:10 PM) Receive Presentation on the 30% Design for the Kitsap Transit Park and Ride Lot at Day Road and State Route 305 - Public Works,

SUMMARY: Kitsap Transit is planning to reconstruct the park and ride lot at the Day Road and State Route 305 intersection. The project is supported with grant funds, and is expected to be completed in 2027.

The project is currently at the 30% design stage and is expected to move forward without the construction of a roundabout at the adjacent intersection. The roundabout is a Washington State Department of Transportation project, and does not have sufficient funding to complete design and construction. The design of the park and ride lot will not preclude the construction of the roundabout in the future.

The project is being presented to the City Council in preparation for a future action by the Council to vacate and dedicate City right-of-way that will facilitate the project. The project is almost completely located within city and state rights-of-way and therefore will not be subject to a land use approval process.

AGENDA CATEGORY: Discussion

PROPOSED BY: Executive

RECOMMENDED MOTION:

I move to authorize the City Manager to bring forward at a future City Council meeting a right-of-way vacation and dedication in support of the Kitsap Transit Park and Ride at Day Road and State Route 305.

COMMUNITY ENGAGEMENT AND OUTREACH:

Kitsap Transit has completed the public engagement phase of the proposed park and ride lot.

FISCAL IMPACT:

Amount:	N/A
Ongoing Cost:	N/A
One-Time Cost:	N/A
Included in Current Budget?	false

ATTACHMENTS:

[KT_Park and Ride Slides 091625.pdf](#)

CITY OF BAINBRIDGE ISLAND, WASHINGTON

CLALLAM

JEFFERSON

MASON

KITSAPI

PIERCE

THURSTON

PORT ANGELES

PORT TOWNSEND

BREMERTON

PORT ORCHARD

SHELTON

OLYMPIA

TACOMA

ELMER

EATONVILLE

ELBE

PROJECT LOCATION

N

FILE NAME	KT24879_SF_COVER.dgn				REGION NO.	STATE	FED. AID PROJ. NO.
TIME	3:33:30 PM						
DATE	28-Aug-2025						JOB NUMBER
PLOTTED BY	CrofoJos						
DESIGNED BY	J. CROFOOT						CONTRACT NO.
ENTERED BY	J. CROFOOT						
CHECKED BY	R. PARKER						
PROJ. ENGR.	K. HOUSE						
		REVISION		DATE	BY		LOCATION NO.



PRELIMINARY PLAN

DATE _____

P.E. STAMP BOX - SEE SHEET CT1 FOR SIGNATURE

DATE _____

P.E. STAMP BOX - SEE SHEET CT1 FOR SIGNATURE

COVER SHEET

PLAN REF NO	
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G1

SHEET

OF

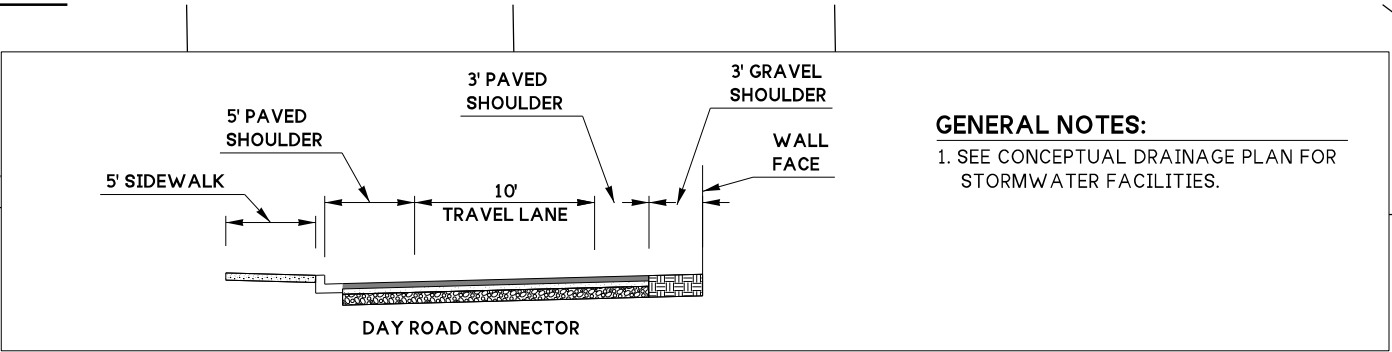
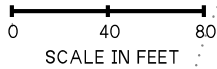
SHEETS 4

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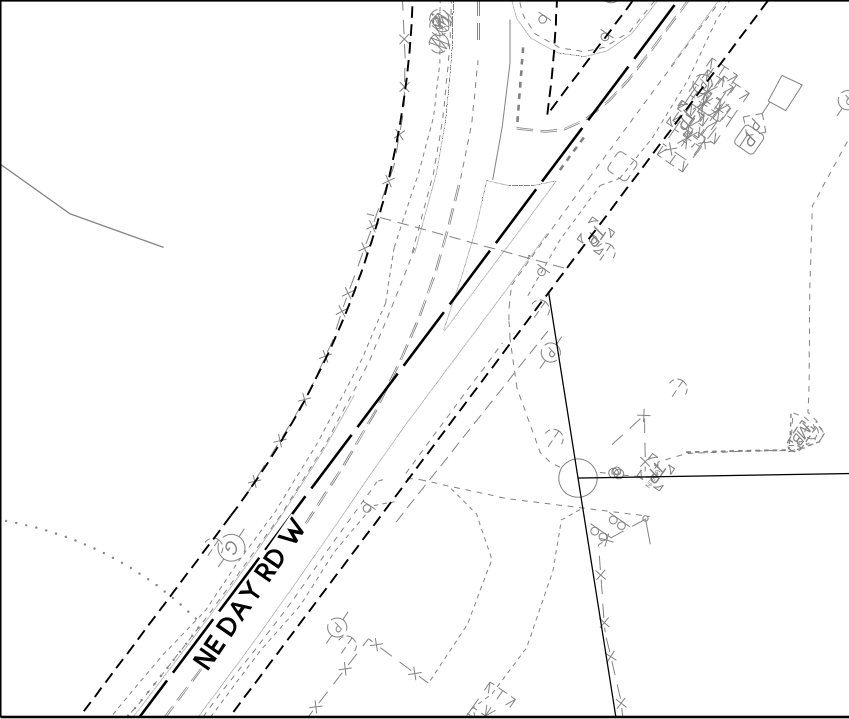
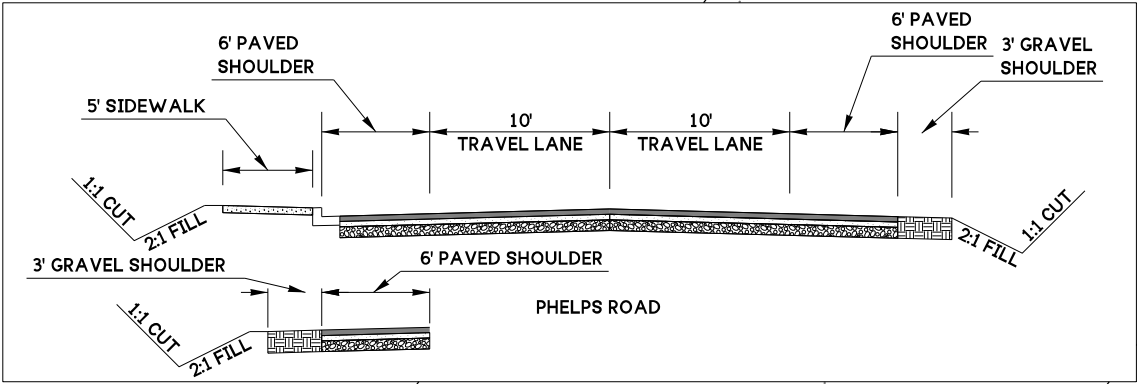
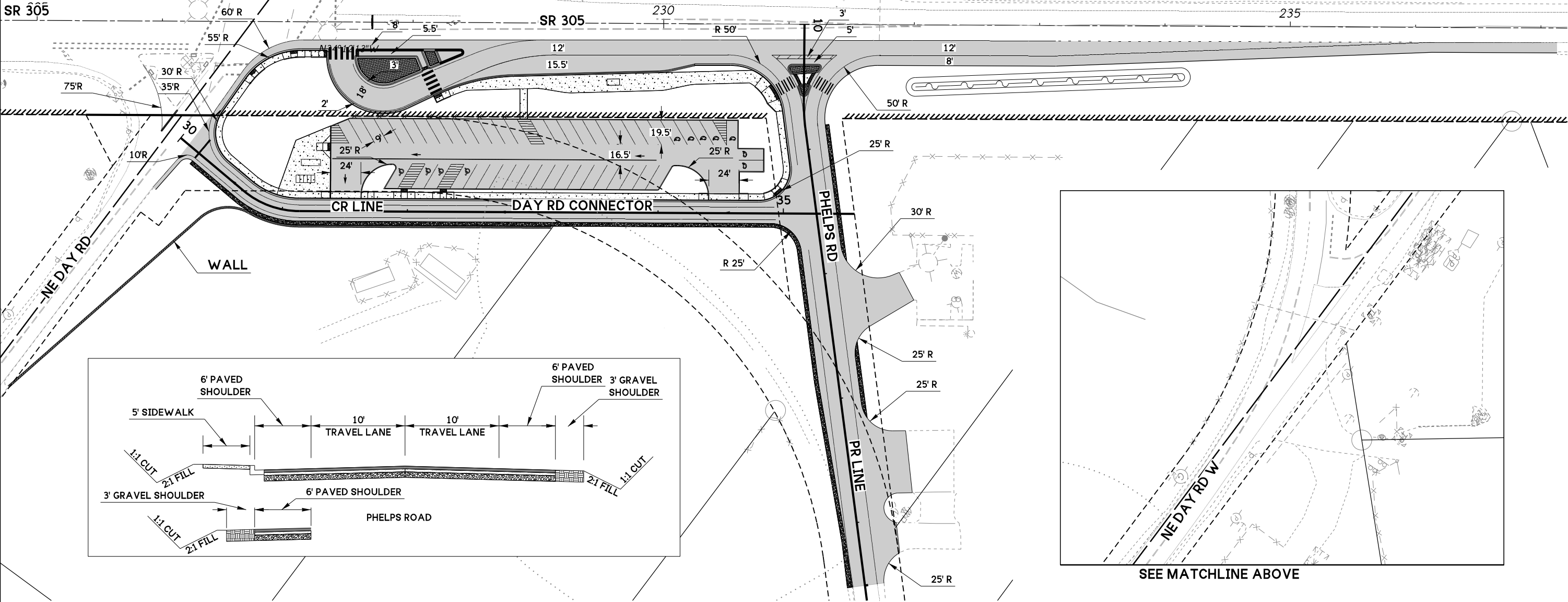
LEGEND

- WSDOT RIGHT OF WAY
- EXISTING EDGE OF PAVEMENT
- WETLAND MITIGATION BUFFER
- CITY ROW

SEE MATCHLINE BELOW



GENERAL NOTES:
1. SEE CONCEPTUAL DRAINAGE PLAN FOR STORMWATER FACILITIES.



SEE MATCHLINE ABOVE

FILE NAME					REGION NO.	STATE	FED. AID PROJ. NO.	 	 P.E. STAMP BOX - SEE SHEET CT 1 FOR SIGNATURE  P.E. STAMP BOX - SEE SHEET CT 1 FOR SIGNATURE	DAY ROAD PARK & RIDE		PLAN REF NO		
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LEGEND

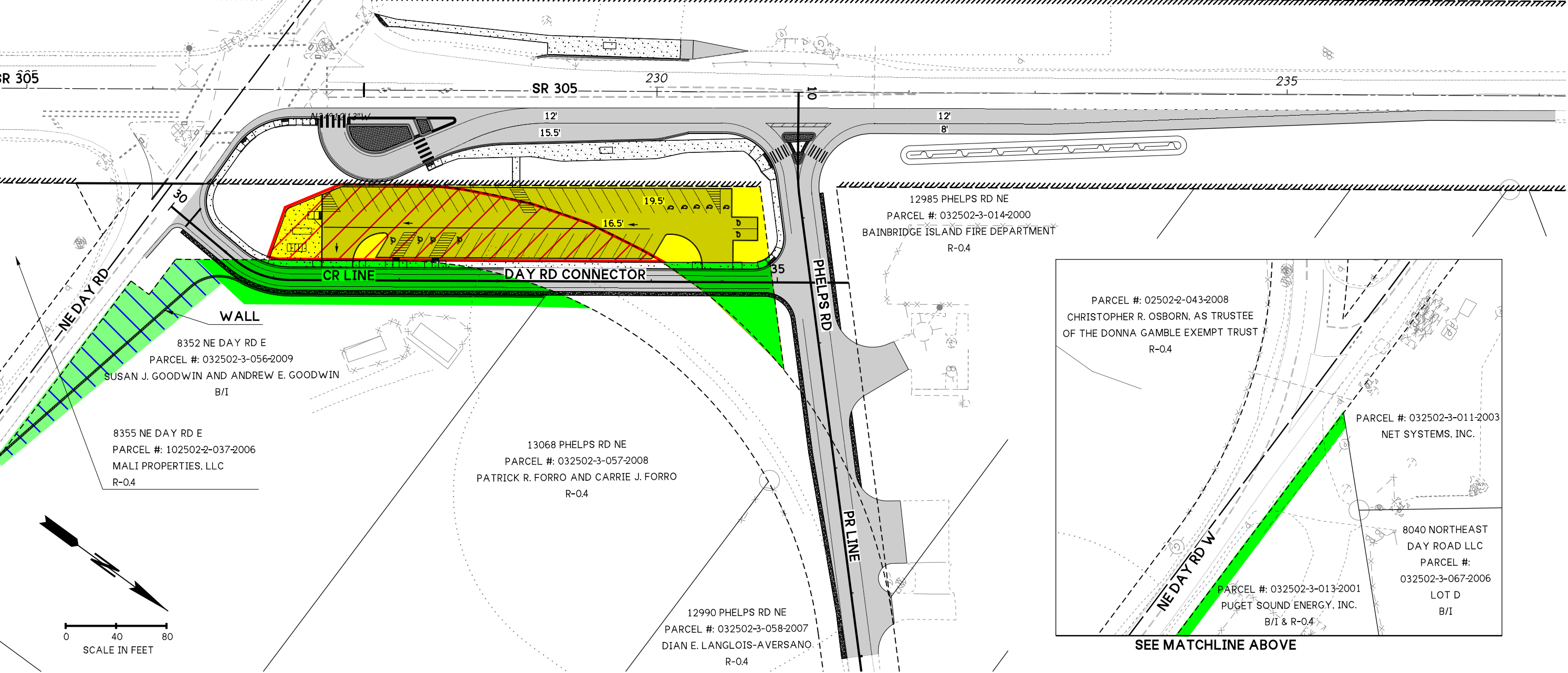
WSDOT RIGHT OF WAY

EXISTING EDGE OF PAVEMENT

WETLAND MITIGATION BUFFER

CITY ROW

PARCEL #: 102502-2-006-2003
CHRISTOPHER R. OSBORN, AS TRUSTEE
OF THE DONNA GAMBLE EXEMPT TRUST
R-0.4



Existing WSDOT Parcel, to be purchased and owned by Kitsap Transit

Existing CoBI ROW to be vacated for Kitsap Transit P&R

Property to be purchased by Kitsap Transit and turned over to City of Bainbridge Island

Property to be purchased by WSDOT and turned over to City of Bainbridge Island

FILE NAME	KT24879_SF_ROW_001.dgn	REGION NO.	STATE	FED. AID PROJ. NO.
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DESIGNED BY	R. PARKER			
ENTERED BY	J. CROFOOT			
CHECKED BY	R. PARKER			
PROJ. ENGR.	K. HOUSE			
REVISION	DATE	BY		

JOB NUMBER	
CONTRACT NO.	
LOCATION NO.	

RELINQUARY PLAN

DATE

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DAY ROAD PARK & RIDE

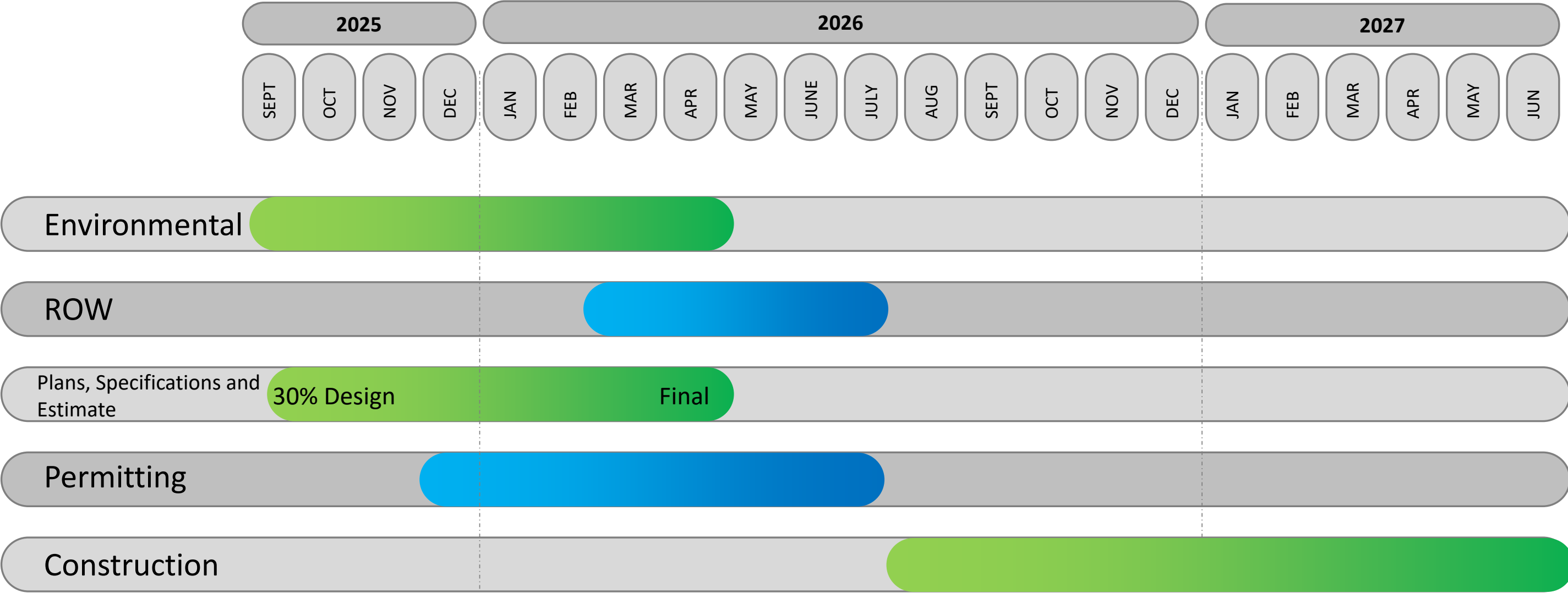
ROW EXHIBIT

PLAN REF NO

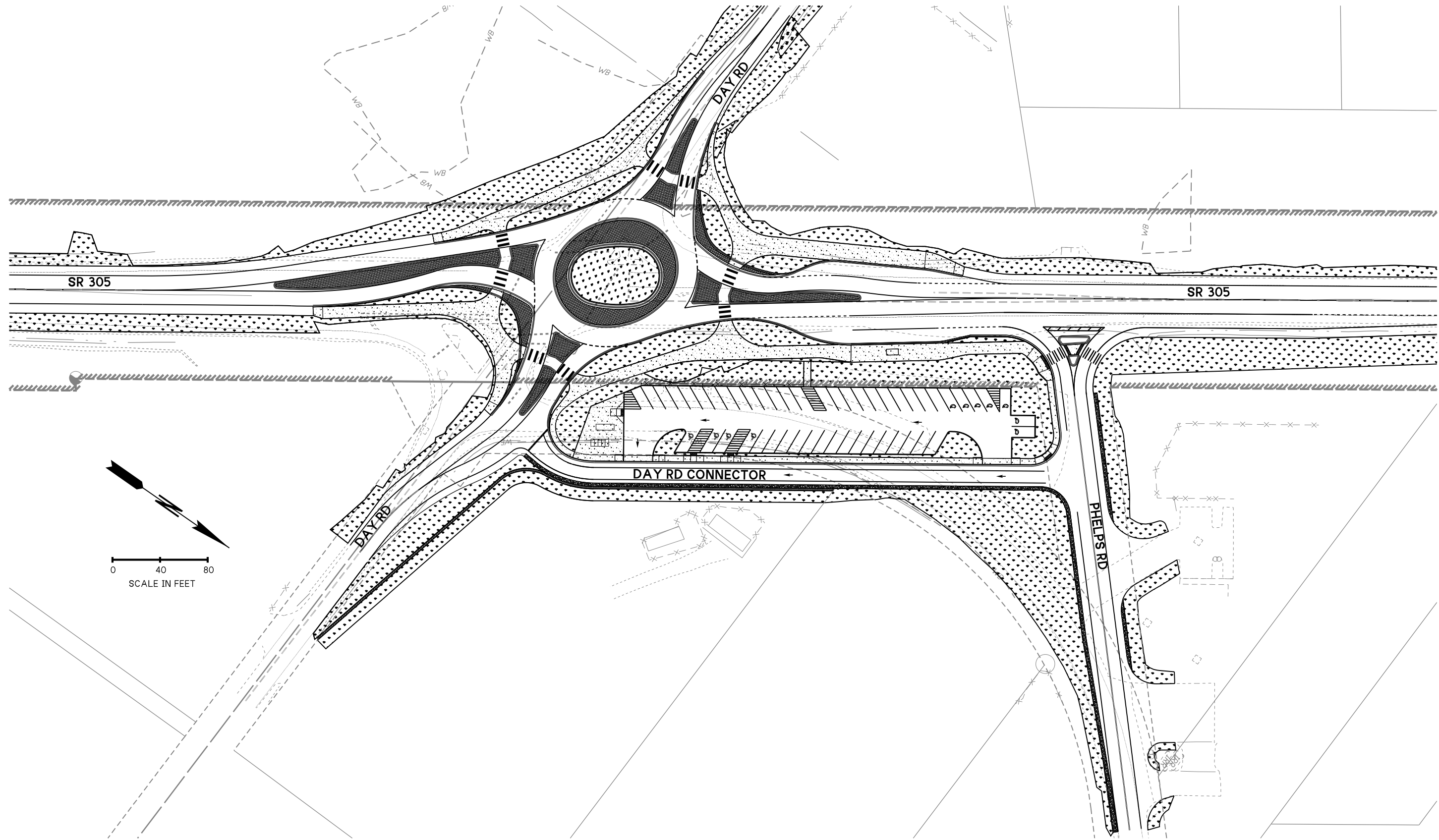
SHEET OF SHEETS

6

Proposed Day Road Park & Ride Schedule



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City Council Study Session Agenda Bill

MEETING DATE: September 16, 2025 **ESTIMATED TIME:** 15 Minutes

AGENDA ITEM: (6:30 PM) Consider Dave Ullin Open Water Marina Policy - Executive,

SUMMARY: At the May 20, 2025 Study Session, Council discussed rates to be charged to individuals who live in the City's Dave Ullin Open Water Marina (DUOWM) in Eagle Harbor. The City holds an Aquatic Lands Lease (Lease) with the Washington State Department of Natural Resources (DNR) which allows the City to provide sixteen (16) anchored buoys in a specified area in Eagle Harbor. DNR's charge to the City for its lease increased from \$36,556.80 in 2025 to \$54,850.20 to 2026. In the July 8, 2025 Business Meeting, Council directed the City Manager to introduce a new low-income moorage rate set at 40% of the standard rate, and increase the City Dock transient rate (visitors) with the 2026 Fee Schedule update. Council also provided policy guidance about how to cover this increased cost while avoiding displacement of current liveaboards in good standing.

Based on Council guidance, staff has prepared an Administrative Policy with the following:

1. Liveaboards in good standing will not be displaced
2. All 16 buoys will be prioritized for low-income applicants
3. Two waitlists will be maintained, a low-income list set at 60% Area Median Income (AMI) and a standard list
4. Once a buoy becomes available, the low-income list will be exhausted
 - Option to add a ninety-day (90) buoy vacancy period to be observed before the standard list is used

Staff requests Council confirmation of this approach so staff can inform current liveaboards and commence the leasing process for 2026, which takes place in the fourth quarter of the year.

AGENDA CATEGORY: Discussion

PROPOSED BY: Executive

RECOMMENDED MOTION:

A. I move to set policy guidance at the September 23, 2025 Regular City Council Business Meeting for the Dave Ullin Open Water Marina that establishes priority consideration for applicants at or below 60% of Area Median Income, with spaces offered on an as available basis to higher income applicants after all income-qualified applicants are considered.

B. I move to set policy guidance at the September 23, 2025 Regular City Council Business Meeting for the Dave Ullin Open Water Marina that establishes priority consideration for applicants at or below 60% of Area Median Income, with spaces offered on an as available basis to higher income applicants after all income-qualified applicants are considered and a ninety day wait period is observed.

COMMUNITY ENGAGEMENT AND OUTREACH:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND: The City maintains sixteen anchored buoys and operates moorage agreements for liveaboards in the Dave Ullin Open Water Marina based on the Lease agreement between the City and the Washington State DNR. As part of the Lease agreement, every four years the Lease rate is revalued in accordance with RCW 79.105.240 and WAC-330-123 (Revised Code of Washington and Washington Administrative Code, respectively). The four-year revaluation for 5/1/25 - 4/30/26 resulted in an increase from \$36,566 in 2024/2025 to \$66,458 in 2025/2026, but since that increase is greater than the maximum 50% allowed in the Lease, the rate has been stair-stepped to \$54,850 this year, with an anticipated increase the following year.

On July 8, 2025, Council approved a motion to:

1. Establish low-income moorage rate for those that income-qualify at or below 60% AMI. This rate will be 40% less than the Standard Rate.
2. Increase the transient (visitor) City Dock day rate, effective Jan 1, 2026.

The Standard Rate will be calculated to recover two City Costs:

1. DNR Rent
2. Annual Buoy Maintenance

Staff has drafted the Dave Ullin Open Water Marina Administrative Policy. Key aspects of this policy include:

- Current liveaboards in good standing will be given priority to renew their moorage agreement
- A waitlist is maintained if complete and eligible applications exceed the number of buoys
- Once a buoy becomes vacant:
 - Waitlist priority given to low-income (at or below 60% Kitsap County Area Median Income (AMI) applicants.
 - Option to add a ninety days buoy vacancy period after the low-income wait list has been exhausted to see if a new low-income liveaboard applies before moving to the standard waitlist.
- Standard Rate:
 - Annual Standard Rate (\$/foot/month) set by the following formula:
 - $(\text{DNR Rate} + \text{Buoy Maintenance Costs}) / \text{Total Length of all vessels}$
- Low-Income Rate (at or below 60% AMI):
 - 2026 Rate held at 2025 Rate
 - 2027 and future rates set at a 40% discount from the Standard Rate
 - Liveaboards to income-qualify annually to continue to be eligible for Low-Income rate

3. Increase City Dock Transient Moorage Rate (visitors) from \$1.20 to \$1.50 in 2026

- Median Puget Sound dock day rate is approx. \$1.50/ft/day
- Based on previous years usage, the increased revenue would cover the gap introduced by the low-income DUOWM rates for approximately two years
- Transient Moorage Rate will be recalculated annually considering factors such as
 - Applicable DNR Rate
 - Number of liveaboards at low-income moorage rate
 - Prior year City Dock activity and revenue

ATTACHMENTS:

[DUOWM Policy Option A](#)

[DUOWM Policy Option B.docx](#)

[Presentation Liveaboards 9-16-25.pdf](#)

	Administrative Policy	No.	2025-04
	Subject: Dave Ullin Open Water Marina (DUOWM) Policy	Date:	
		Authority:	City Manager

Policy Purpose:

The purpose of this policy is to prioritize liveaboards with incomes at or below 60% of Area Median Income (AMI) when offering leases at the Dave Ullin Open Water Marina (DUOWM). This policy ensures that to the greatest extent possible, economic status does not prevent residents from accessing shared maritime resources on Bainbridge Island.

Policy Scope:

The policy outlines the process for filling vacant buoys within the DUOWM. For the purposes of this policy, low-income is defined as individuals or households earning at or below 60% of the Area Median Income (AMI) for Kitsap County, as published annually by the U.S. Department of Housing and Urban Development (HUD).

Policy Application:

This policy applies to the management, assignment, and leasing of all sixteen (16) buoys for all current and future DUOWM liveaboards in good standing.

Policy Documentation:

Buoy Assignment Protocol:

Current liveaboards are given priority to renew their moorage agreement at the end of each year for the following calendar year, regardless of income. The City retains sole and exclusive discretion over its decision to extend Moorage Agreement renewals to current liveaboards, taking into account criteria such as timely payments, adherence to waste management requirements, and conduct.

Two waitlists will be maintained – a low-income waitlist (at or below 60%AMI), and a standard waitlist (greater than 60% AMI). When one of the sixteen buoys in the DUOWM becomes vacant, it will first be offered exclusively to low-income-qualified individuals on the waitlist. If no qualified low-income applicants accept the moorage agreement, the buoy will be offered to the next eligible individual(s) on the standard waitlist.

Moorage Rate Structure:

Standard Rate:

Calculated annually by adding the current DNR Rent Rate to the total Annual Buoy Maintenance Costs, then dividing the sum by total Length Overall (LOA) of all vessels, then dividing by 12 months to achieve a dollar/foot/month rate.

$$\frac{\$(DNR \text{ Annual Rate} + \text{Annual Buoy Maintenance Costs})}{\text{Total LOA of all vessels (ft)} \times 12 \text{ months}}$$

Low-Income Rate:

In 2026, the low-income rate will be held at the 2025 rate.

Beginning in 2027 and in each subsequent year, the low-income rate will be 40% of the calculated Standard Rate.

$$\text{Low Income Rate} = \text{Standard Rate} \times 60\%$$

Liveaboards will be required to submit annual proof of income eligibility to maintain moorage at the low-income rate. Acceptable documentation includes a copy of their most recent federal tax return or other verifiable income statements demonstrating that their household income remains at or below 60% AMI.

Approved By:

Blair King, City Manager

Date

	Administrative Policy	No.	2025-04
	Subject: Dave Ullin Open Water Marina (DUOWM) Policy	Date:	
		Authority:	City Manager

Policy Purpose:

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Two waitlists will be maintained – a low-income waitlist (at or below 60%AMI), and a standard waitlist (greater than 60% AMI). When one of the sixteen buoys in the DUOWM becomes vacant, it will first be offered exclusively to low-income-qualified individuals on the waitlist. If no qualified low-income applicants accept the moorage agreement, the buoy will held vacant for a period of ninety (90) days before it may be offered to the next eligible individual(s) on the standard waitlist.

Moorage Rate Structure:

Standard Rate:

Calculated annually by adding the current DNR Rent Rate to the total Annual Buoy Maintenance Costs, then dividing the sum by total Length Overall (LOA) of all vessels, then dividing by 12 months to achieve a dollar/foot/month rate.

$$\frac{\$(DNR \text{ Annual Rate} + \text{Annual Buoy Maintenance Costs})}{\text{Total LOA of all vessels (ft)} \times 12 \text{ months}}$$

Low-Income Rate:

In 2026, the low-income rate will be held at the 2025 rate.

Beginning in 2027 and in each subsequent year, the low-income rate will be 40% of the calculated Standard Rate.

$$\text{Low Income Rate} = \text{Standard Rate} \times 60\%$$

Liveaboards will be required to submit annual proof of income eligibility to maintain moorage at the low-income rate. Acceptable documentation includes a copy of their most recent federal tax return or other verifiable income statements demonstrating that their household income remains at or below 60% AMI.

Approved By:

Blair King, City Manager

Date



**CITY OF
BAINBRIDGE ISLAND**

Prepared for:
*City Council
Study Session*

Sept 16, 2025

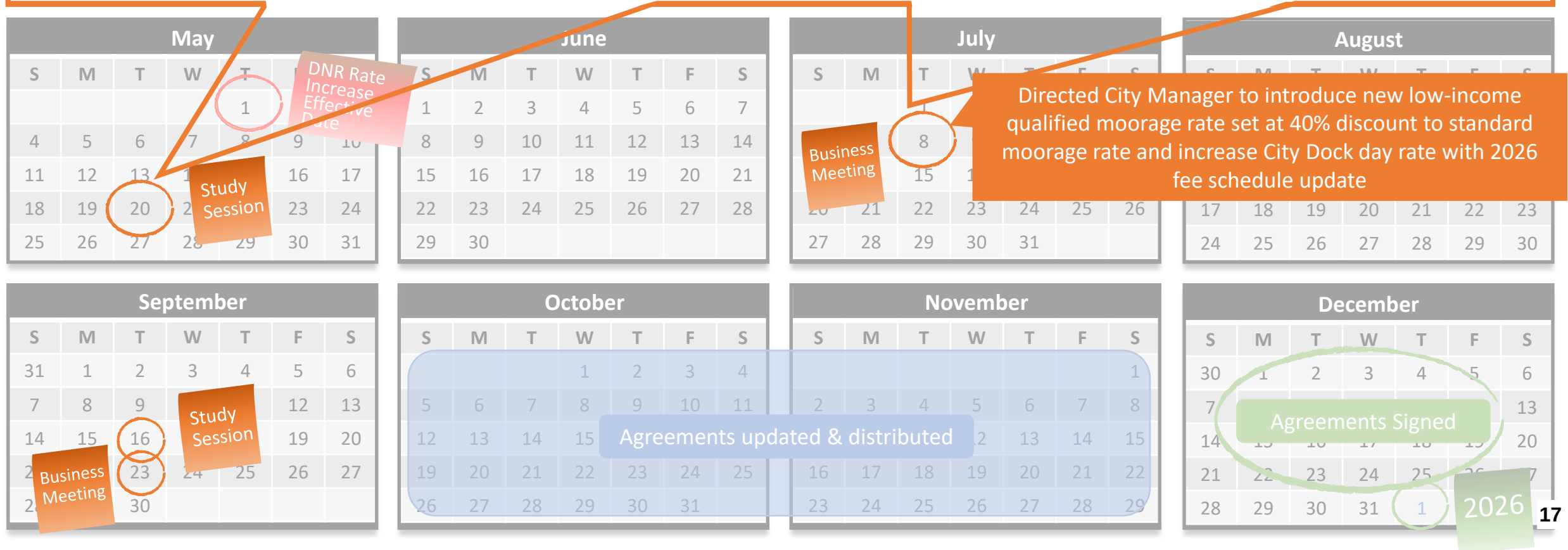


Consider Dave Ullin Open Water Marina (DUOWM) Policy

2025 Calendar of Events

Policy Objectives discussed at previous Council Meetings

- No displacement of current liveboards
- Prioritization for liveboards with low-income
- Maintain 10-16 buoys as low-income
- Can buoys count toward affordable housing?



Buoys do not count toward affordable housing



- The City leases *water space* from the DNR, and sub-leases *water space* to liveaboards
- Water space / buoys do not meet definition of a Dwelling Unit per BIMC 18.36.030 and RCW 59.18.030(10)
 - Not a building/structure nor a portion of a building/structure

Additional Considerations

- HB1220 requires planning for *new* dwelling units
- DUOWM has been official since 2012

The DUOWM Administrative Policy was drafted to be consistent with Comprehensive Plan, 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.*

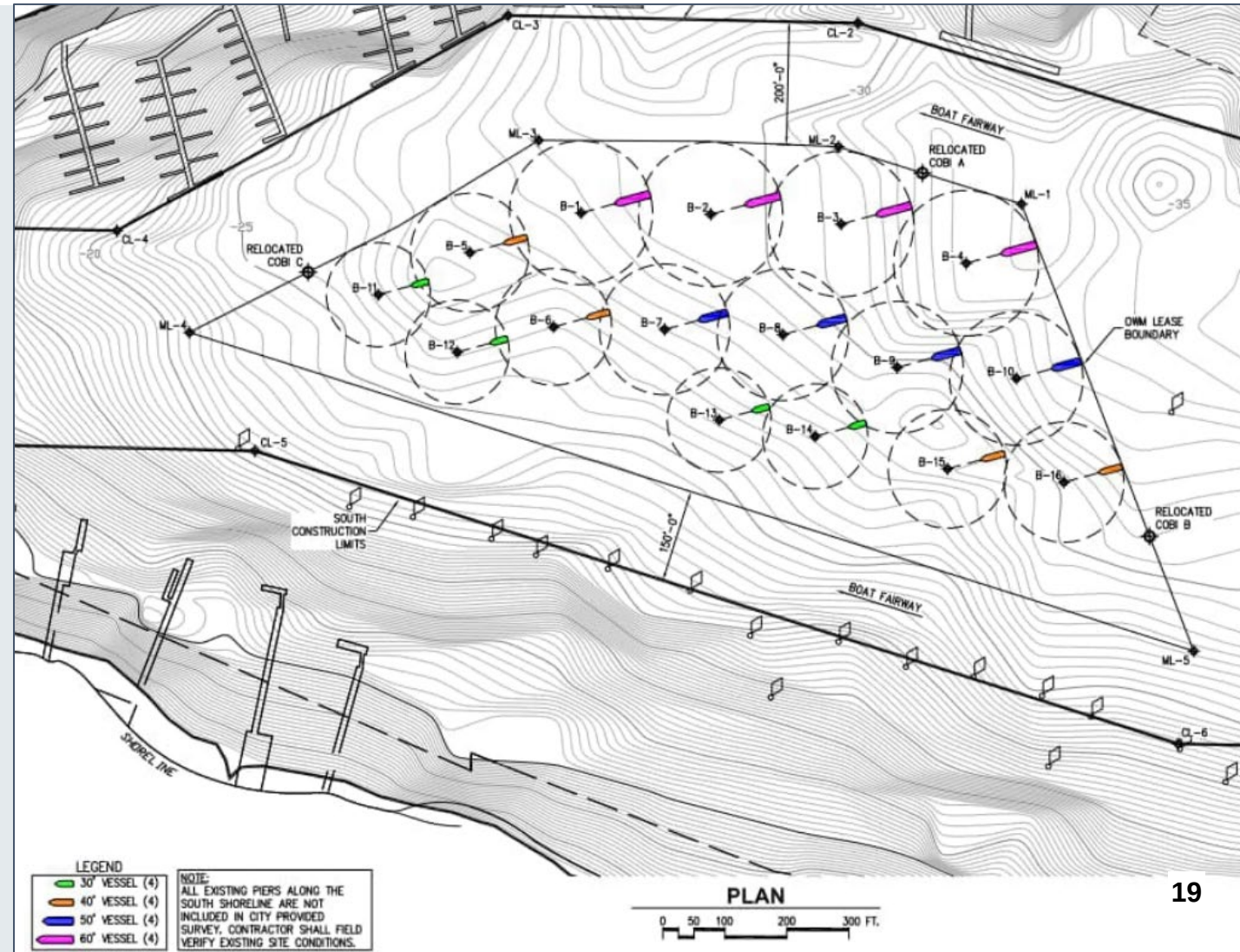
Vacant Buoy Concerns

BIPD Concerns

- Unauthorized moorage
- Vessels oversized for buoy
- Vessels abandoned by owners

Engineering Concerns

- Anchor misuse - outside of design limits
- Difficult and expensive if buoy is removed from anchor chain



DUOWM Administrative Policy drafted to prioritize affordable liveaboards

	Administrative Policy	No.	2025-04
	Subject: Dave Ullin Open Water Marina (DUOWM) Policy	Date:	
		Authority:	City Manager

Policy Purpose:

The purpose of this policy is to prioritize liveaboards with incomes at or below 60% of Area Median Income (AMI) when offering leases at the Dave Ullin Open Water Marina (DUOWM). This policy ensures that to the greatest extent possible, economic status does not prevent residents from accessing shared maritime resources on Bainbridge Island.

Policy Scope:

The policy outlines the process for filling vacant buoys within the DUOWM. For the purposes of this policy, low-income is defined as individuals or households earning at or below 60% of the Area Median Income (AMI) for Kitsap County, as published annually by the U.S. Department of Housing and Urban Development (HUD).

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Two waitlists will be maintained – a low-income waitlist (at or below 60%AMI), and a standard waitlist (greater than 60% AMI). When one of the sixteen buoys in the DUOWM becomes vacant, it will first be offered exclusively to low-income-qualified individuals on the waitlist. If no qualified low-income applicants accept the moorage

- **All 16 buoys (100%) to be prioritized as affordable**
 - *When a buoy becomes vacant, the Low-Income waitlist must be exhausted first before moving to Standard waitlist*
- **Two separate waitlists**
 1. Low-Income (at or below 60% AMI)
 2. Standard
- **Two separate rates (approved motion July 8, 2025)**
 1. Low-Income (40% discount from Standard)
 2. Standard
 - *Projected Standard rate still considered affordable by HUD definition*

Motion Options

- A. I move to set policy guidance at the September 23, 2025 Regular City Council Business Meeting for the Dave Ullin Open Water Marina that establishes priority consideration for applicants at or below 60% of Area Median Income, with spaces offered on an as available basis to higher income applicants after all income-qualified applicants are considered.
- B. I move to set policy guidance at the September 23, 2025 Regular City Council Business Meeting for the Dave Ullin Open Water Marina that establishes priority consideration for applicants at or below 60% of Area Median Income, with spaces offered on an as available basis to higher income applicants after all income-qualified applicants are considered and a ninety day wait period is observed.



City Council Study Session Agenda Bill

MEETING DATE: September 16, 2025 **ESTIMATED TIME:** 30 Minutes

AGENDA ITEM: (6:45 PM) Update on the Directives Provided by the City Council on December 3, 2024 Related to Policies for the Winslow Subarea and Comprehensive Plan Update -Planning,

SUMMARY: In late 2024, in response to requests from members of the City Council, Councilmembers were invited to provide written comments with regard to the Comprehensive Plan and Winslow Subarea Plan update. These comments were assembled into a set of ten common questions. On December 3, 2024, the Council collectively considered these questions and subsequently forwarded these policy considerations to the Planning Commission.

Tonight's presentation will be a report on the Planning Commission's progress in responding and providing recommendations to the areas of interest expressed by the City Council.

As of September 4, 2025, the Planning Commission has addressed three and a half of the ten questions. Their work on a preferred alternative continues and is being assisted by Planning Consultant Joe Tovar.

This will also serve as a monthly update on the Winslow Subarea Plan and Comprehensive Plan updates. Specific reference will also be given to the City's outstanding designation of a countywide growth center per the countywide planning policies under the Growth Management Act.

AGENDA CATEGORY: Report

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION:

Receive report.

COMMUNITY ENGAGEMENT AND OUTREACH:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND: The City is nine months overdue on its state mandated periodic update to the Comprehensive Plan. The Planning Commission was assigned the development of a preferred alternative which would identify where to plan for future population, housing and jobs targets as adopted by the Kitsap Regional Coordinating Council (KRCC). KRCC jurisdictions, including the City of Bainbridge Island, are also required to finalize their countywide growth centers. For Bainbridge Island, a subset of area in the mixed use zoning districts of the Winslow

Town Center would meet all of the requirements of a countywide growth center because of its size, population, jobs and housing units.

In December 2024, the City Council acted on ten questions presented to them whose answers would provide policy direction to staff and the Planning Commission as they worked together on a preferred alternative. The majority of motions on the ten questions delegated the responsibility for answering to the Planning Commission. One question specifically asked about the designation of a countywide growth center in Winslow.

The KRCC is now expecting a status report on the progress of designating a countywide growth center from all jurisdictions, including Bainbridge Island. Staff have opted not to provide specific updates at the KRCC Land Use Technical Advisory Committee until work on the Winslow Subarea Plan is completed.

There have been discussions but no formal action by the KRCC to limit awards of transportation dollars to only those jurisdictions that have completed their centers process. The form that is to have been filled out and submitted is attached for reference.

ATTACHMENTS:

[December 3 2024 City Council policy direction on Winslow Subarea and Comprehensive Plans.pdf](#)

[Table on City Council Policy Motions WSP and CP for 09162025.docx](#)

[DRAFT Tech Memo 4-22-2020 - Copy.docx](#)

December 3, 2024, City Council Study Session
Motions

Question 1: Should residential growth only be allocated to the Winslow Town Center (with no growth allocated to the designated Neighborhood Centers)?

MOTION: I move the Council's direction on question 1 would be that the Planning Commission should have the discretion to explore all options on this issue; however, in so doing should consider public comment, current and foreseeable availability of sewer and other infrastructure, and the climate, traffic, and other impacts of locating development a significant distance away from essential services and transit.

Hytopoulos/Fantroy-Johnson: The motion carried unanimously, 7-0.

Question 2: Should the city encourage the private developers to build some of the affordable (0-100% Area Median Income households) housing required by HB 1220 using mixed income development?

Council's consensus was "yes." No motion was made.

Question 3: If yes, should the city develop and implement a mandatory inclusionary housing zoning program in all of Winslow or only in limited areas of Winslow (e.g., High School Road, Ferry, Core Districts)?

MOTION: I move that we encourage the Planning Commission to look at mandatory inclusionary housing zoning in those areas including Winslow, High School Road, Ferry District, and Core District.

Fantroy-Johnson/Schneider: The motion carried 6 – 1.

AYES: Brenda Fantroy-Johnson, Jon Quitslund, Joe Deets, Clarence Moriwaki, Leslie Schneider, Ashley Mathews

NOES: Kirsten Hytopoulos

ABSENT: None

ABSTAIN: None

Question 4: Should maximum building heights in Winslow be increased to 45 feet in the less intense zones and 65 feet in the more intense zones or should only the most intense zones (High School Road, Ferry and Core Districts) have maximum building heights increased?

MOTION: City Council should state that Planning Commission should have the discretion to explore all options on this issue, not either or, however, in so doing should consider public comment and should be balancing the likelihood that increased height will result in more affordable housing options against the impacts of that increased height and should consider the nature and use of each zone. Height increases of the vicinity of Winslow Way between Highway 305 and Madison should be given extra scrutiny.

Hytopoulos/Schneider: The motion carried 6 – 1.

AYES: Jon Quitslund, Joe Deets, Kirsten Hytopoulos, Clarence Moriwaki, Leslie Schneider, Ashley Mathews

NOES: Brenda Fantroy-Johnson

ABSENT: None

ABSTAIN: None

Question 5: Should the Winslow subarea boundary shift to the north and west to align with the sewer service area boundary?

Council discussed question 5 and 6 together.

Question 6: Should the eastern side of the currently designated Winslow Town Center be changed so that Wing Point is no longer in the subarea?

AMENDED MOTION: At Planning Commission's discretion, the Winslow subarea boundary could shift to the north and west to align with sewer service area boundary.

Schneider/Quitslund: The motion carried unanimously, 7-0.

Council's consensus on question 6 was "no," but it was omitted from the amended motion.

Question 7: Should the capacity of the Day Road Business and Industrial Center be increased to encourage economic development?

Council opted not to pass a motion on this question at this time.

Question 8: Should density be increased in the Conservation Area to allow more housing?

AMENDED MOTION: I move that the Planning Commission consider affordable housing opportunities within the conservation area and still maintain the community and island character that conservation area represents.

Moriwaki/Quitslund: The motion carried unanimously, 7-0.

Question 9: Should the City allow more than one accessory dwelling unit (ADU) per lot in any of the following areas? Conservation Area, Neighborhood Centers, Winslow.

MOTION I move at the Planning Commission's discretion, to explore all options of this issue of accessory dwelling units of more than one accessory dwelling unit per lot in the following areas: Conservation area, Neighborhood Centers, and Winslow.

Mathews/Schneider: The motion carried 6 – 1.

AYES: Brenda Fantroy-Johnson, Jon Quitslund, Joe Deets, Clarence Moriwaki, Leslie Schneider, Ashley Mathews

NOES: Kirsten Hytopoulos

ABSENT: None

ABSTAIN: None

Question 10: Should an area within Winslow be designated a countywide growth center per the Kitsap Countywide Planning Policies?

Council's consensus was to discuss this topic at a later date.

Status Report on Winslow Subarea Plan & Comprehensive Plan Projects

No.	Staff Policy Question	December 3, 2024 City Council Motions/Direction	Planning Commission Motions	Notes
1	<i>Should residential growth only be allocated to the Winslow Town Center (with no growth allocated to the designated Neighborhood Centers?)</i>	I move the Council's direction on question 1 would be that the Planning Commission should have the discretion to explore all options on this issue; however, in so doing should consider public comment, current and foreseeable availability of sewer and other infrastructure, and the climate, traffic, and other impacts of locating development a significant distance away from essential services and transit. <i>The motion carried unanimously, 7-0.</i>	No specific motions have been made on this policy question.	The Planning Commission has been discussing mixed use zoning and densities in the Winslow area but has yet to discuss how much growth should be planned for the Neighborhood Centers.
2	<i>Should the city encourage the private developers to build some of the affordable (0-100% Area Median Income households) housing required by HB 1220 using mixed income development?</i>	Council's consensus was "YES." No motion was made.	5/1/2025 MOTION: I move to establish a Floor Area Ratio (FAR) of 4.0 (highest ratio) for the ferry district, achievable only with incentives [e.g. affordable housing], and that a lower FAR would be established for the base. <i>The motion carried unanimously.</i> 5/8/2025 MOTION: I move that the High School Road District be allowed and Incentivized Maximum of 55 feet and 4.0 FAR Incentivized Housing Allowance. <i>The motion carried unanimously.</i> 9/3/2025 MOTION: I move that the Commission recommend the base height in the (Central) Core area be as existing code of 3 stories. Provided that an additional story should be permitted for inclusion of either affordable housing or tuck under parking, and further provided that the inclusion of both affordable housing and tuck under parking would allow up to an additional two stories, and that this issue is referred to a subcommittee to prepare a more detailed proposal based upon research of what other cities have done. To create incentives, and with input from the development community. See also Question 4 below: 9/4/2025 Motions regarding High School, Ferry zone building height.	Questions 2 and 3 are related. Generally, the Planning Commission has discussed broadly incentivizing affordable housing.

Status Report on Winslow Subarea Plan & Comprehensive Plan Projects

No.	Staff Policy Question	December 3, 2024 City Council Motions/Direction	Planning Commission Motions	Notes
3	<i>If yes, should the city develop and implement a mandatory inclusionary housing zoning program in all of Winslow or only in limited areas of Winslow (e.g., High School Road, Ferry, Core Districts)?</i>	I move that we encourage the Planning Commission to look at mandatory inclusionary housing zoning in those areas including Winslow, High School Road, Ferry District, and Core District. <i>The motion carried 6 – 1.</i>	No specific motion has been made on this policy question.	Questions 2 and 3 are related. Generally, the Planning Commission has discussed broadly incentivizing affordable housing with FAR or building height. However, the Planning Commission has not ruled out mandatory inclusionary zoning in one or more zones.
4	Should maximum building heights in Winslow be increased to 45 feet in the less intense zones and 65 feet in the more intense zones or should only the most intense zones (High School Road, Ferry and Core Districts) have maximum building heights increased?	City Council should state that Planning Commission should have the discretion to explore all options on this issue, not either or, however, in so doing should consider public comment and should be balancing the likelihood that increased height will result in more affordable housing options against the impacts of that increased height and should consider the nature and use of each zone. Height increases in the vicinity of Winslow Way between Highway 305 and Madison should be given extra scrutiny. <i>The motion carried 6 – 1.</i>	9/4/2025 MOTION 1: I move that the Commission recommend the base height in the ferry area to be as existing code of 3 stories, provided that an additional story should be permitted for inclusion of either affordable housing or tuck-under parking, with stepbacks, further provided that the inclusion of both affordable housing and tuck under parking would allow up to an additional two stories. Motion 2: I move that the Commission recommend the base height in the High School District area be as existing code of 3 stories, provided that an additional story should be permitted for inclusion of either affordable housing or tuck-under parking, and further provided that the inclusion of both affordable housing and tuck-under parking would allow up to an additional two stories. This issue will be referred to a subcommittee to review and prepare a more detailed proposal, based on their research.	While the first motion is responsive to the policy question, the second motion is deferred until a subcommittee can provide a more specific proposal.
5	Should the Winslow subarea boundary shift to the north and west to align with the sewer service area boundary?	Council discussed question 5 and 6 together. At Planning Commission's discretion, the Winslow subarea boundary could shift to the north and west to align with sewer service area boundary.	2/27/2025 MOTION: I move for this Commission to adopt for future discussion purposes, the preliminary bound Winslow Subarea boundary as shown currently. We can provide that graphic. With emphasis - that this is a preliminary subarea boundary for study and is subject to change as we refine our zoning recommendations and development standard recommendations. <i>The motion carried unanimously. 5 -0</i>	The 2/27/2025, Commission Preliminary Boundary, expanded the Winslow boundary to the north and west, left the Wing Point area within

Status Report on Winslow Subarea Plan & Comprehensive Plan Projects

No.	Staff Policy Question	December 3, 2024 City Council Motions/Direction	Planning Commission Motions	Notes
6	Should the eastern side of the currently designated Winslow Town Center be changed so that Wing Point is no longer in the subarea?	<i>The motion carried unanimously, 7-0.</i>		Winslow, and expanded the boundary northeast to Yaquina Avenue.
7	Should the capacity of the Day Road Business and Industrial Center be increased to encourage economic development?	Council opted not to pass a motion on this question at this time.	No specific motions have been on this policy question.	The Planning Commission has not discussed the Day Road B/I area yet.
8	Should density be increased in the Conservation Area to allow more housing?	I move that the Planning Commission consider affordable housing opportunities within the conservation area and still maintain the community and island character that conservation area represents. <i>The motion carried unanimously, 7-0.</i>	No specific motions have been made on this policy question.	The Planning Commission has not discussed the Conservation Area yet.

Status Report on Winslow Subarea Plan & Comprehensive Plan Projects

No.	Staff Policy Question	December 3, 2024 City Council Motions/Direction	Planning Commission Motions	Notes
9	Should the City allow more than one accessory dwelling unit (ADU) per lot in any of the following areas? Conservation Area, Neighborhood Centers, Winslow.	I move at the Planning Commission's discretion, to explore all options of this issue of accessory dwelling units (ADU) of more than one ADU per lot in the following areas: Conservation area, Neighborhood Centers, and Winslow. <i>The motion carried 6 – 1.</i>	No specific motions have been made on this policy question.	While discussing Ordinance No. 2025-26, the Planning Commission acknowledged that considering more than one ADU should be discussed alongside the citywide Comprehensive Plan, which the Commission has not discussed yet.
10	Should an area within Winslow be designated a countywide growth center per the Kitsap Countywide Planning Policies?	Council's consensus was to discuss this topic at a later date.	No specific motions have been made on this policy question.	The Planning Commission has not discussed this topic, but in response to public comment, has indicated that the City Council should weigh in.



DRAFT - REQUEST FOR CENTER DESIGNATION | TECHNICAL MEMORANDUM

TO: Kitsap Regional Coordinating Council (KRCC) Land Use Technical Advisory Committee (LUTAC)
FROM: [Planning Director Name, Jurisdiction]
DATE: [date]
RE: Center Designation for the Kitsap Countywide Planning Policies (CPPs)

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A. BACKGROUND

Centers are the hallmark of Puget Sound Regional Council's (PSRC) Regional Growth Framework. The region's growth strategy identifies Centers as an integral feature for accommodating residential and employment growth. PSRC has adopted Regional Centers Framework Update (March 2018), which provides the framework, typology, policies, and criteria for Center designations.

The Kitsap Countywide Planning Policies Element C: Centers of Growth sets forth policies and procedures for Center designations within Kitsap County jurisdictions. Element C ensures consistency with PSRC's Centers Framework while identifying the local designation process.

Regional Centers are designated by Puget Sound Regional Council and included in the Kitsap Countywide Planning Policies. Countywide Centers are designated by the Kitsap Regional Coordinating Council (KRCC) and included in the Kitsap Countywide Planning Policies. Local Centers are designated in local jurisdictions' comprehensive plans. Military Installations are recognized by PSRC and KRCC.

After adoption of jurisdiction's 2024 GMA Comprehensive Plan Update, KRCC shall invite jurisdictions by second quarter 2025 to submit comprehensive plan chapters/sections or subarea plans for review to convert the candidate status to full Countywide Center status. An application, checklist or other tool may be created by KRCC to aid evaluation and confirmation. This process can occur in the year proceeding the proceeding the PSRC transportation funding cycle. This application and accompanying documentation shall constitute the Request for Center Designation for recognition in the Kitsap Countywide Planning Policies (Appendix D: List of Centers). The process for amending the KCPPs for Center Designation shall be as set forth in Element C: Centers Policy C-4 and C-5 and Policies for Update and Ratification.



Review of PSRC Regional Centers Framework Update March 2018, PSRC Designation Procedures for New Regional Centers June 2018 (for regional center designation) and Element C of the Kitsap Countywide Planning Policies is recommended when completing this form.

B. OVERVIEW

1. **Jurisdiction of Center:** [jurisdiction name]
2. **Name of Center:** [center name]
3. **Type of Center (choose one):**
 - ☐ Candidate Regional Growth Center
 - ☐ Candidate Regional Manufacturing Industrial Center
 - ☐ Countywide Growth Center
 - ☐ Countywide Industrial Center
 - ☐ Candidate Countywide Growth Center
 - ☐ Candidate Countywide Industrial Center
4. **Summary Statement for Center Designation Request:**

C. CANDIDATE REGIONAL GROWTH CENTER (RGC) DESIGNATION

(See also PSRC Regional Centers Framework for Growth March 2018 and PSRC Designation Procedures for New Regional Centers June 2018 for criteria, standards, and procedures for regional center designation).

1. **Please attach a land-use map (aerial, boundary, existing land use and future land use if different) of the Candidate RGC.**
2. **Please identify specific policy references/page numbers within the jurisdiction's current comprehensive plan regarding the Candidate RGC. Please include supporting documentation.**
3. **Does the Candidate RGC have an adopted sub-area plan specific to the Candidate RGC?** *If no, please explain the intent to create a sub-area plan for the Candidate RGC. Also allowed is a plan element or functional equivalent that provides detailed planning or analysis. If yes, please attach it as an appendix.*
4. **What is the existing and planned activity unit density?** *Calculation of activity units is pursuant to PSRC.*
5. **Please describe in detail or with attachments how the proposed Candidate RGC is consistent with the PSRC Centers Framework Update and Element C of the Kitsap CPPs. Discussion should include:**
 - How the Candidate RGC is or planning to meet the PSRC eligibility criteria;
 - Commitment as a local priority through investment as a livable center;
 - Intent for subarea planning that meets regional requirements (if subarea plan is not already drafted)
 - General analysis of infrastructure and utility capacity or planned capacity;



- General analysis of existing land uses or planned mix of land uses;
- General environmental review that the center is appropriate for dense development; and
- Planned or existing transit services.

D. CANDIDATE REGIONAL MANUFACTURING INDUSTRIAL CENTER (MIC) DESIGNATION

(See also PSRC Regional Centers Framework for Growth, March 2018 and PSRC Designation Procedures for New Regional Centers, June 2018 for criteria, standards, and procedures for regional center designation).

- 1. Please attach a land-use map of the Candidate Regional MIC map (aerial, boundary, existing land use and future land use if different).**
- 2. Please identify specific policy references/page numbers within the jurisdiction's current comprehensive plan regarding the Candidate MIC. Please include supporting documentation.**
- 3. Does this Candidate Regional MIC have an adopted sub-area plan? *If no, please explain the intent to create a sub-area plan for the Candidate Regional MIC. Also allowed is a plan element or functional equivalent that provides detailed planning or analysis. If yes, please attach it as an appendix.***
- 4. What is the existing and planned number of jobs? Has an employment growth target been adopted for the Candidate MIC?**
- 5. What is the existing and planned acres of industrial zoned land? Is it of sufficient size to adequately accommodate the targeted level of growth?**
- 6. Please describe or attach how the proposed Candidate MIC is consistent with the PSRC Centers Framework Update and Element C of the Kitsap CPPs. Discussion should include:**
 - How the Candidate MIC is or planning to meet the PSRC eligibility criteria;
 - Intent for subarea planning that meets regional requirements (if subarea plan is not already drafted);
 - General analysis of infrastructure and utility capacity or planned capacity;
 - General analysis of relevant transportation infrastructure, including freight;
 - General analysis of existing land uses or planned mix of land uses;
 - General environmental review that the center is appropriate for dense development; and
 - Planned or existing transit services, or transportation demand management (TDM) strategies anticipated.



E. COUNTYWIDE GROWTH CENTER DESIGNATION

1. Please identify specific policy references/page numbers within the jurisdiction's current comprehensive plan and attach it with this form.
2. Please describe or attach how the proposed Countywide Growth Center is a local planning and investment priority, such as:
 - Identified as a Countywide Center in a local comprehensive plan;
 - Subarea or other planning efforts;
 - Infrastructure planning, prioritization or investment.
3. Please describe or attach how the proposed Countywide Growth Center is a location for compact, mixed-use development. Discussion should include:
 - Minimum activity unit density of 10 activity units per acre, or 5 activity units per acre for Candidate Countywide Growth Center;
 - Planning and zoning for a minimum mix of uses of 20 percent residential and 20 percent employment, unless unique circumstances make these percentages not possible to achieve; and
 - Capacity and planning for additional growth.
4. Please describe or attach how the proposed Countywide Center supports multi-modal transportation. Discussion should include:
 - Transit service;
 - Pedestrian infrastructure and amenities;
 - Street pattern that supports walkability;
 - Bicycle infrastructure and amenities; and
 - Compact, walkable size of ¼ mile squared (160 acres), up to ½ mile transit walkshed (500 acres).
5. What is the existing and planned activity unit density? *Calculation of activity units is pursuant to PSRC.*



F. COUNTYWIDE INDUSTRIAL CENTERS DESIGNATION

- 1. Please identify specific policy references/page numbers within the jurisdiction's current comprehensive plan and attach it with this form.**
- 2. Please describe or attach how the proposed Countywide Industrial Center is a local planning and investment priority, such as:**
 - Identified as a Countywide Center in a local comprehensive plan;
 - Subarea or other planning efforts;
 - Infrastructure planning, prioritization or investment.
- 3. Please describe or attach how the proposed Countywide Industrial Center supports industrial sector employment. Discussion should include:**
 - Minimum 1,000 existing jobs and/or 500 acres of industrial land, or minimum 500 existing jobs for Candidate Countywide Industrial Center;
 - Defined transportation demand management strategies in place;
 - At least 75% of land area zoned for core industrial uses;
 - Industrial retention strategies in place;
 - Capacity and planning for additional growth; and
 - Important county role and concentration of industrial land or jobs with evidence of long-term demand.



G. NEXT STEPS

Completed technical memorandums will be submitted to the Land Use Technical Advisory Committee (LUTAC). LUTAC shall review the requests for Center and Candidate Center designation and supporting technical memoranda and provide a recommendation to the KRCC Board on the proposed designations.

The process for amending the Kitsap Countywide Planning Policies for Center Designation shall be as set forth in Element C: Centers Policy 4.a.v and Policies for Update and Ratification. Centers designations occur in Appendix F of the Kitsap CPPs.

H. APPENDICES

[Attach as many appendices as appropriate to support this technical memorandum]