



**PLANNING COMMISSION SPECIAL MEETING
THURSDAY, MAY 1, 2025**

BAINBRIDGE ISLAND CITY HALL
COUNCIL CHAMBERS
280 MADISON AVENUE N.
BAINBRIDGE ISLAND, WASHINGTON

AND

ZOOM WEBINAR
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/82944915514](https://bainbridgewa.zoom.us/j/82944915514)
OR TELEPHONE: US: +1 253 205 0468
WEBINAR ID: 829 4491 5514

AGENDA

1. CALL TO ORDER/LAND ACKNOWLEDGMENT - 6:00 PM

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the Suquamish, "People of Clear Salt Water." Expert fishermen, canoe builders and basket weavers, the Suquamish live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, the Suquamish live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

2. AGENDA APPROVAL / CONFLICTS DISCLOSURE - 6:05 PM

3. PUBLIC COMMENT INSTRUCTIONS - 6:10 PM

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing pcd@bainbridgewa.gov. Members of the public who wish to provide public comment in-person at a Planning Commission meeting should sign up to speak on the sign-in sheet by the Chamber doors. The Planning Commission Chair will call the people signed up on the sign-in sheet, and speakers will have up to three minutes to speak from the podium. Please speak directly into the microphone, which is adjustable. A timer on the screen will indicate when 3 minutes (or such other time set by the Chair) has elapsed. Orderly behavior and civility in remarks is expected with no clapping or booing, and no yielding of one person's time to another person.

Guidelines for public comment are provided. Remote public comment is allowed with advance notice to the Planning & Community Development Department by noon on the date of the meeting at pcd@bainbridgewa.gov, provided that all remote commenters shall be required to display their true name and to keep their camera turned on to show their true uncovered face while delivering their comments.

Public comment is not accepted during the balance of the Planning Commission meeting, unless a public hearing or public participation meeting is on the agenda.

Public Comment Instructions -

[Instructions_for_Providing_Public_Comment_for all PC agendas 20250103.pdf](#)

4. UNFINISHED BUSINESS - 6:20 PM

Continued Discussion on Winslow Subarea Plan

[Winslow 050125 PC Slides.pdf](#)

5. FOR THE GOOD OF THE ORDER - 7:50PM

6. ADJOURNMENT - 7:55 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.



Planning Commission meetings are wheelchair accessible. Assist listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the Planning & Community Development Department at (206) 780-3750 or pcd@bainbridgewa.gov by noon on the day preceeding the meeting.

Public Comment may be limited to allow time for the Commissioners to deliberate. To provide additional public comment, email your comment to pcd@bainbridgewa.gov or mail it to Planning and Community Development, 208 Madison Avenue North, Bainbridge Island, WA 98110.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: May 1, 2025

ESTIMATED TIME: 10 Minutes

AGENDA ITEM: Public Comment Instructions -

AGENDA CATEGORY: Discussion

PROPOSED BY: Planning &
Community Development

PREVIOUS PLANNING COMMISSION REVIEW DATE(S):

PREVIOUS COUNCIL REVIEW DATE(S):

RECOMMENDED MOTION:

Discussion Only

ATTACHMENTS:

[Instructions_for_Providing_Public_Comment_for all PC agendas 20250103.pdf](#)



PLANNING & COMMUNITY DEVELOPMENT DEPARTMENT

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing pcd@bainbridgewa.gov. For members of the public who wish to provide public comment in-person, at a Planning Commission meeting:

1. Sign up to speak on the sign-in sheet by the Chamber doors. The Planning Commission Chair will call the people signed up on the sign-in sheet
2. Speakers will have up to three minutes to speak from the podium. Please speak directly into the microphone, which is adjustable. A timer on the screen will indicate when 3 minutes (or such other time set by the Chair) has elapsed, and there is no yielding of one person's time to another person.
3. Orderly behavior and civility in remarks is expected with no clapping or booing, Guidelines for public comment are provided.
4. Remote public comment is allowed with advance notice to the Planning & Community Development Department by noon on the date of the meeting at pcd@bainbridgewa.gov, provided that all remote commenters shall be required to display their true name on Zoom.
5. Public comment is not accepted during the balance of the Planning Commission meeting, unless a public hearing or public participation meeting is on the agenda.

Instructions for Providing Public Comment Remotely

1. Contact the Planning & Community Development Department at pcd@bainbridgewa.gov no later than Noon on the day of the meeting. State which meeting you would like to make a public comment and provide your true name.

IMPORTANT: No remote public comment will be accepted without first registering at the email address above.

2. Join the Zoom webinar by following the link posted on the agenda and on the City's website calendar. Sign into Zoom. You will need to enter and display your true name on Zoom.
3. The Chair will indicate when it is time for you to make a public comment.

Excerpts from the Governance Manual regarding public comment (although “City Council” is mentioned below, this information applies equally to Planning Commission):

5.6 Respect and Decorum

It is the duty of the Presiding Officer and Councilmembers to maintain dignity and respect for their offices, City staff, and the public. While the Council is in session, the Councilmembers shall preserve civility, order and decorum. No member of the public shall, by conversation or otherwise, delay, disrupt, or interrupt the proceedings of the Council, nor engage in any of the prohibited behavior described below. Councilmembers and the public shall obey the proper orders of the Presiding Officer of the meeting.

5.6.1 Orderly Behavior and Civility in Remarks

Any person disrupting the business of the Council, either while addressing the Council or attending the proceedings, shall be asked to leave, or be removed from the meeting. Continued disruptions may result in a point of order by the Presiding Officer or a Councilmember pursuant to the Council’s parliamentary rules, or a recess, forced removal, or adjournment as described elsewhere in this manual. Disruptive behavior includes, but is not limited to, the following:

- (a) Speaking without being recognized by the Presiding Officer.
- (b) Continuing to speak after the allotted time has expired.
- (c) Speaking on an item at a time not designated for discussion by the public of that item, such as speaking on a quasi-judicial item at a time other than during a public hearing or closed record proceeding on the matter.
- (d) Throwing objects.
- (e) Speaking on an issue that is not a public topic, in violation of Section 9.12.2.
- (f) Speaking in favor of or in opposition to a ballot proposition or a candidate for public office, provided, that public comment is allowed when the City Council is considering taking a collective position in favor of or in opposition to a ballot proposition as authorized in RCW 42.17A.555.
- (g) Impersonating a City Councilmember or a member of the City staff.
- (h) Shouting or otherwise engaging in loud or boisterous behavior.
- (i) Continuing to make repetitive remarks after being requested not to do so by the Presiding Officer or a majority of the City Council.
- (j) Attempting to engage the audience rather than the Council, e.g., asking audience members to stand, clap, boo or otherwise express collective support or opposition to any matter.

- (k) Booing, hissing, or otherwise disrupting the comments of another speaker.
- (l) Using racial slurs or other slurs directed at the color, creed, religion, ancestry, gender, sexual orientation, gender expression or identity, national origin, citizenship or immigration status, or mental, physical, or sensory disability of any individual or group, under circumstances where such words constitute “fighting words” under constitutional law.
- (m) Refusing to modify conduct after being advised by the Presiding Officer that the conduct is disrupting the meeting or disobeying any other lawful order of the Presiding Officer or a majority of the City Council.

5.6.2 Permission Required to Address the Council

Persons other than Councilmembers and Administration shall be permitted to address the Council only upon recognition and introduction by the Presiding Officer of the meeting.

.....

9.12.2 Subjects – Whether or Not on the Current Agenda

Public comments received during the public comment period may be on any public topic, whether or not on the agenda, but a comment on the subject that is covered by a public hearing at that meeting must be made during the period of the public hearing. All public comment shall be made consistent with Section 5.6.

9.12.3 Use of Microphones

Comments shall be made directly into the microphone, as it is necessary for the public record and for the audience to hear all proceedings. No comments shall be made from any other location.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: May 1, 2025

ESTIMATED TIME: 90 Minutes

AGENDA ITEM: Continued Discussion on Winslow Subarea Plan

AGENDA CATEGORY: Review and Recommendation

PROPOSED BY: Planning & Community Development

PREVIOUS PLANNING COMMISSION REVIEW DATE(S):

January 9, 13, 30; February 13, 27; March 5, 13, 27; April 2, 10, 24, 2025

PREVIOUS COUNCIL REVIEW DATE(S):

Monthly updates to City Council, including March 25 and April 22, 2025.

RECOMMENDED MOTION:

Review and recommend development standards for the Ferry and High School zones. Review and recommend boundaries for residential zones (R-zones) as time allows.

SUMMARY:

This agenda item will begin with a review of the Winslow Subarea Plan (WSP) Vision, both the current *Vision* dating from the existing 2006 Winslow Subarea Plan, and the DRAFT updated Vision for the WSP, that emerged from a variety of public engagement events (2023). The Planning Commission will then review the City's affordable housing requirements for the Comprehensive Plan and Winslow Subarea Plan updates, and what affordable housing tools can be considered through this process, as informed by the recent City Housing Action Plan (HAP).

At the 3/5, 3/13, 3/27, and 4/2 meetings, the Planning Commission agreed on preliminary boundaries for the High School Road, Ferry, Core, and Transition (now named Madison and Ferncliff) zoning districts by modifying the "Draft Preferred Alternative" map. The Planning Commission did not complete its discussion on building form, FAR or building height for these zones.

The Planning Commission will then discuss proposed building heights and Floor Area Ratios (FAR) for the mixed use zones (Ferry, High School, Central Core, Madison & Ferncliff).

BACKGROUND: The Planning Commission is reviewing and making recommendations on a preferred land use alternative for the Winslow Subarea Plan. A working outer boundary for the Winslow Subarea was recommended by the Planning Commission at their February 27, 2025 meeting. Throughout March and April, the Planning Commission has been discussing zoning district boundaries, working from more dense to less dense, in addition to

discussing a variety of related land use issues.

Additional information about the Winslow Subarea Plan can be found on the project website:
<https://cityofbainbridgeisland.civilspace.io/en/projects/winslow-subarea-plan-update>

ATTACHMENTS:

[Winslow 050125 PC Slides.pdf](#)



Prepared for:
*Planning Commission
Meeting*

May 1, 2025

Review Winslow Subarea Plan Vision & Affordable Housing Information

Development Standards for Mixed Use Zoning Districts

The vision for Winslow (as refined by *Winslow Tomorrow*, a community-based planning effort) is that:

- The Island is a complete community: Winslow develops as a sustainable, affordable, diverse, livable and economically vital downtown. Development is allowed in a manner that encourages environmentally and economically sound growth, and also protects and conserves resources and lifestyles that would otherwise be impacted in outlying areas of the Island.
- Winslow Way is the Centerpiece of Downtown: Pedestrians gather on a street with vibrant retail and attractive places. A simple streetscape retains small-town character and a “sense of place.”
- The Town Grows “Green”: Downtown grows softer, greener, taller and more vibrant.
- The Town Center Remains Vital: People choose to live in a pedestrian-supportive town center where they find a range of housing choices and convenient services.
- Transportation Choices are Available: Visitors travel to town on foot, on bicycles, in boats, using transit or in cars. Drivers are encouraged to “park once” and become pedestrians.
- The Walk-About Experience Invites Discovery: An organic grid of eclectic lanes, alleys, paths and trails encourages exploration. Visitors discover diverse businesses and unique neighborhoods where culture, history and the natural environment are celebrated.
- The Cultural & Civic Campus is Alive: People are drawn downtown to enjoy events and performances at City Hall, theatres, museums, galleries and the market.
- The Ravine is Celebrated: Crossing the ravine recalls the bridge that once connected the historic towns of Hawley and Madrone. Trails along the ravine link neighborhoods to town and the waterfront.
- Greenways are Established: A series of green spaces connect the community, define character and protect resources.
- The Harbor is Connected: Winslow is experienced as a waterfront town: well connected to Eagle Harbor by activities, trails, views, lanes and design details.
- The Waterfront is Engaging: People are drawn to waterfront parks, restored shorelines and beaches by activities and attractive lanes, pathways and watercourses. Pritchard Park, Waterfront Park and the Hall Property are linked by land and the Waterfront Trail.
- History is Preserved: Our awareness of history is increased through interpretive and preservation programs.

EMERGING VISION

The project team has synthesized all learnings from analysis, community outreach and engagement into an emerging vision, drafted below. The members of the public and various agencies will have opportunities to help craft this vision further.



The Winslow Subarea plan envisions a **VIBRANT AND COMPLETE COMMUNITY** with a **UNIQUE SENSE OF PLACE**, that remains the **VITAL CENTER FOR ISLANDERS** and **VISITORS**.



The community strives for **THRIVING LOCAL BUSINESSES**, entrepreneurs, and **ART AND CULTURAL INSTITUTIONS** to benefit the whole community and create **ECONOMIC VITALITY**.



The Community increases in **RESILIENCE** by balancing environmental goals, social imperatives, and new development. The community fosters **DIVERSITY AND INCLUSION** by creating **DIVERSE HOUSING OPTIONS** which are **AFFORDABLE AND ACCESSIBLE** to all, creating a welcoming environment and offering opportunities for civic engagement.



PRESERVATION and **ENHANCEMENT OF ECOLOGICAL RESOURCES**, networks of open spaces and access to enhanced **AMENITIES** and **COMMUNITY RESOURCES** are key priorities for the community.



The community prioritizes safe, efficient **MULTIMODAL TRANSPORTATION** options and leverages technology to improve services, promote accessibility to **ALL AGES AND ABILITIES** while investing in **PEDESTRIAN-FRIENDLY GREEN INFRASTRUCTURE** and alternative transportation modes.

Revised February 13, 2023

Prepared for:



Final Report

ECONorthwest
ECONOMICS • FINANCE • PLANNING

Park Place
1200 Sixth Avenue
Suite 615
Seattle, WA 98101
206-823-3060

Updated 5/24/2023

HOUSING ELEMENT

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2016 COMPREHENSIVE PLAN

HOUSING ELEMENT



Affordable Housing Task Force Final Report



July 11, 2018

City of Bainbridge Island Transfer of Development Rights and Inclusionary Zoning Assessment

February 2019

Prepared for:

City of Bainbridge Island

FINAL REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

FORT&RRA
FOR THE PEOPLE. FOR THE LAND. FOREVER.

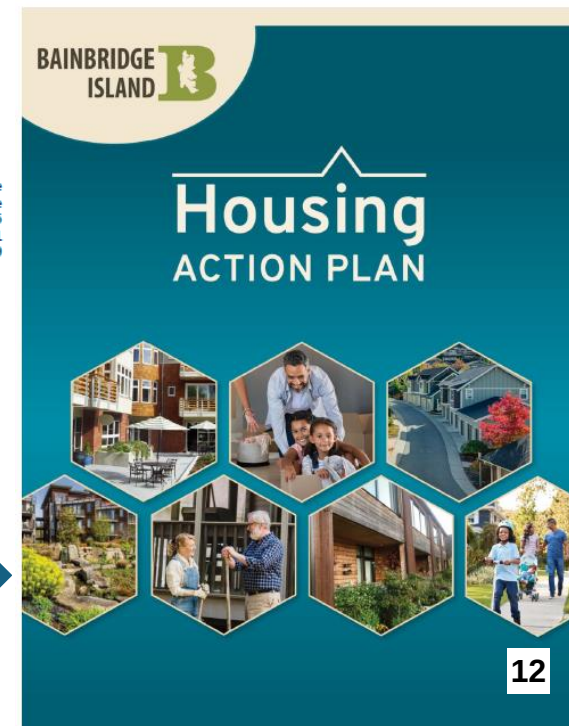
Park Place
1200 Sixth Avenue
Suite 615
Seattle, WA 98101
206.388.0079

Housing Element 2017,
Revised 2023

Affordable Housing
Task Force Final
Report, July 2018

TDR & Inclusionary
Zoning final Report,
February 2019

Housing Needs
Assessment (Nov.
2022) informs
Housing Action Plan
(June 2023)



By The Numbers: Bainbridge Affordable Housing Units (1220 Allocation

	Extremely Low Income	Very Low Income	Low Income	Moderate Income	Middle Income	Above Middle	Total
<u>Bainbridge Island HB 1220 Allocation</u>	<u>543</u>	<u>324</u>	<u>272</u>	<u>140</u>	<u>138</u>	<u>560</u>	<u>1,977</u>

Middle Income and Above Middle – 560 + 138 = 698

- Existing capacity (Alt. 1) of provided for in Winslow and Outside Winslow (see DEIS 3.2 Housing)
- 592 in Winslow & 1902 outside Winslow (see Alt. 1 information in DEIS Table 3.1-2)



Total Extremely and Very Low-Income Housing Required- 543 + 324 = 867

- Will require a variety of affordable housing tools to produce, such as subsidies, density, availability of affordable housing financing, public land (e.g. City 625 Winslow Way project)

Total Low Income and Moderate- 272 + 140= 412

Household Income as % of Area Median Income (AMI)	
0-30%	Extremely Low Income
>30-50%	Very Low Income
>50-80%	Moderate Low Income
>80-100%	Moderate Income
>100-120%	Middle Income
>120%	High Income

Affordable Housing Tools to Improve and/or Add

NOTE: HAP Action Matrix Reviewed at January 30th Planning Commission Mtg

Action		Affordability Level			Staff Notes
		<80%	80-120%	>120%	
1.1	Multifamily Tax Exemption Program				Not enough data to create projection; action anticipated to be used in concert with other tools.
1.2	Fee Exemption				This action does not produce new housing; action anticipated to be used in concert with other tools.
1.3	Inclusionary Zoning	115	115		Average of Alt 2 and Alt 3 from Table 3.2-13, assumes 10% IZ units split between low & moderate income units in denser zones
2.1	Trust Fund				This action does not produce new housing.
2.2	City-owned Land	285			Estimate for two projects -- 625 Winslow and Suzuki Property (R-14 Zone in Alt. 3)
2.3	Affordable Housing Developers	18			Ericksen Community (HRB project) in pipeline. Data does not exist to project future developments.
2.4	Levy	1180	0	0	Note that this number is the average of the range given (conservative: 53 units per year; optimistic: 105 units per year), and assumes the levy is in effect for 15 years.
3.1	Anti-displacement				This action does not produce new housing.
3.2	Human Services				This action does not produce new housing.
3.3	Rehab / Improvement Non-Profits				This action does not produce new housing.
3.4	Supply Tracking				This action does not produce new housing.
4.1	Local Partnerships				Not enough data to create projection; action anticipated to be used in concert with other tools.
4.2	Update Code for Small Housing				This action does not produce new housing, but instead will be part of implementing regulations for preferred alternative densities.
4.3	Affordable Housing Non-Profits				Not enough data to create projection
4.4	Social Impact Fund				Not enough data to create projection
5.1	Middle Housing Code		380	65	These numbers are the average estimate of Alt 2 and Alt 3 capacity in Transition, R-8 and R-14 zones (DEIS Table 3.2-7), plus half the NC moderate density capacity.
5.2	Multi-plexes				Not enough data to create projection.
6.1	HDDP				Not enough data to create projection.
6.2	Co-location (eg religious facilities)	20			Estimated units from Finch Green (pipeline project); no other data exists to create projection.
7.1	ADU Code		215		Note that this reflects ADUs citywide (average of Alts 2 and 3), 40 of which are estimated to be in Winslow residential zones. Also include half the NC moderate density capacity.
7.2	ADU Guidebook				Action would be used in conjunction with the above
7.3	Cottage Housing				Not enough data to create projection.
7.4	Tiny Homes				Not enough data to create projection.
7.5	Track Short-Term Rentals				This action does not produce new housing.
8.1	Transitional Housing Code				This action does not produce new housing.
8.2	Affordable Housing Access				This action does not produce new housing.
8.3	Accessibility				This action does not produce new housing.
9.1	Increase Density in Centers			2627	This represents capacity for all units in Winslow (average of Alt. 2 and 3)-- DEIS Table 3.1-2. Note significant overlap with other tools.
9.2	Tax Increment Financing				Not enough data to create projection; action anticipated to be used in concert with other tools
9.3	Parking Code				Not enough data to create projection; action anticipated to be used in concert with other tools

Note: Development projects can utilize more than one action resulting in units being counted potentially multiple times; for this reason, no sums are included.

Inclusionary Zoning – Requires developers to set aside percent of units as affordable. Can be off set by offering FAR and Height Increases.

In-Lieu Fee - Requires developers to set aside funds to build affordable units. Can be off set by offering FAR and Height Increases.

Affordable Housing Overlay – Allows increase in FAR and Height in exchange for AH at certain income levels.

Housing Affordability by Size

Multifamily Housing

Middle Housing

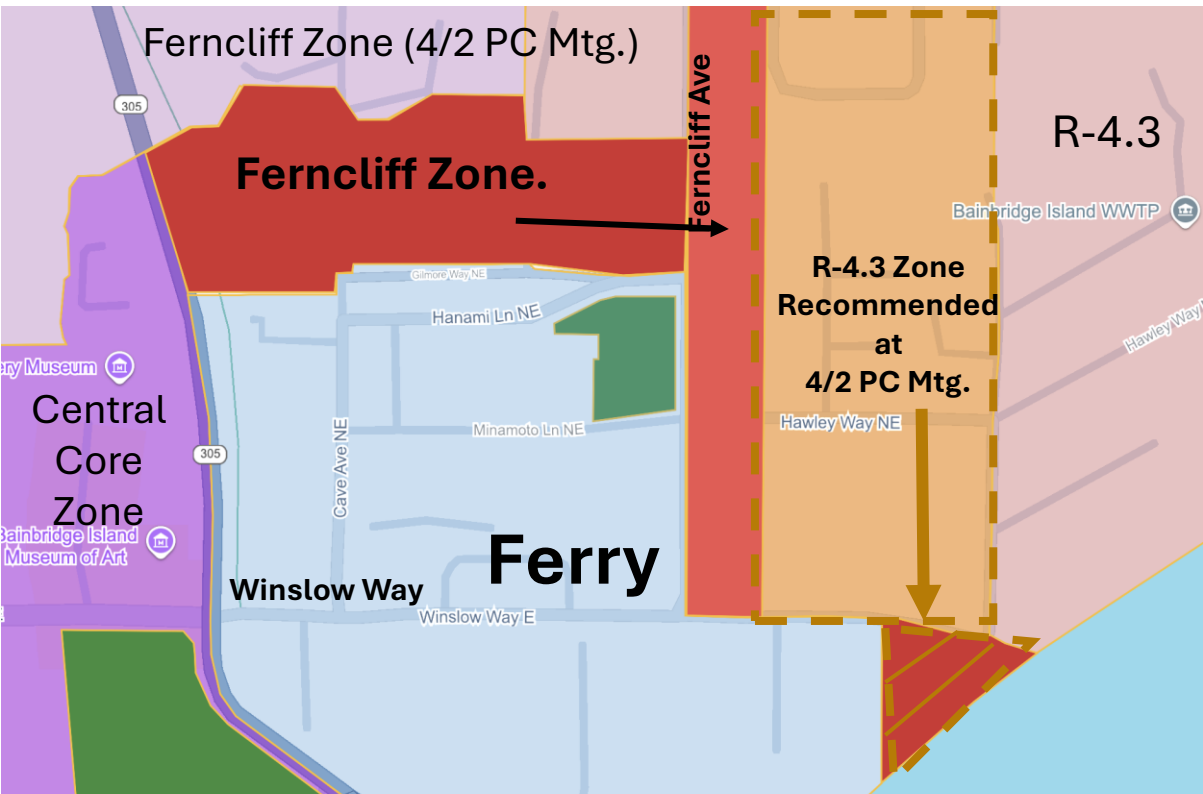
Cottage Housing

Co-Housing

ADU

Development Standards in the Winslow Subarea Floor Area Ratio (FAR) Zones

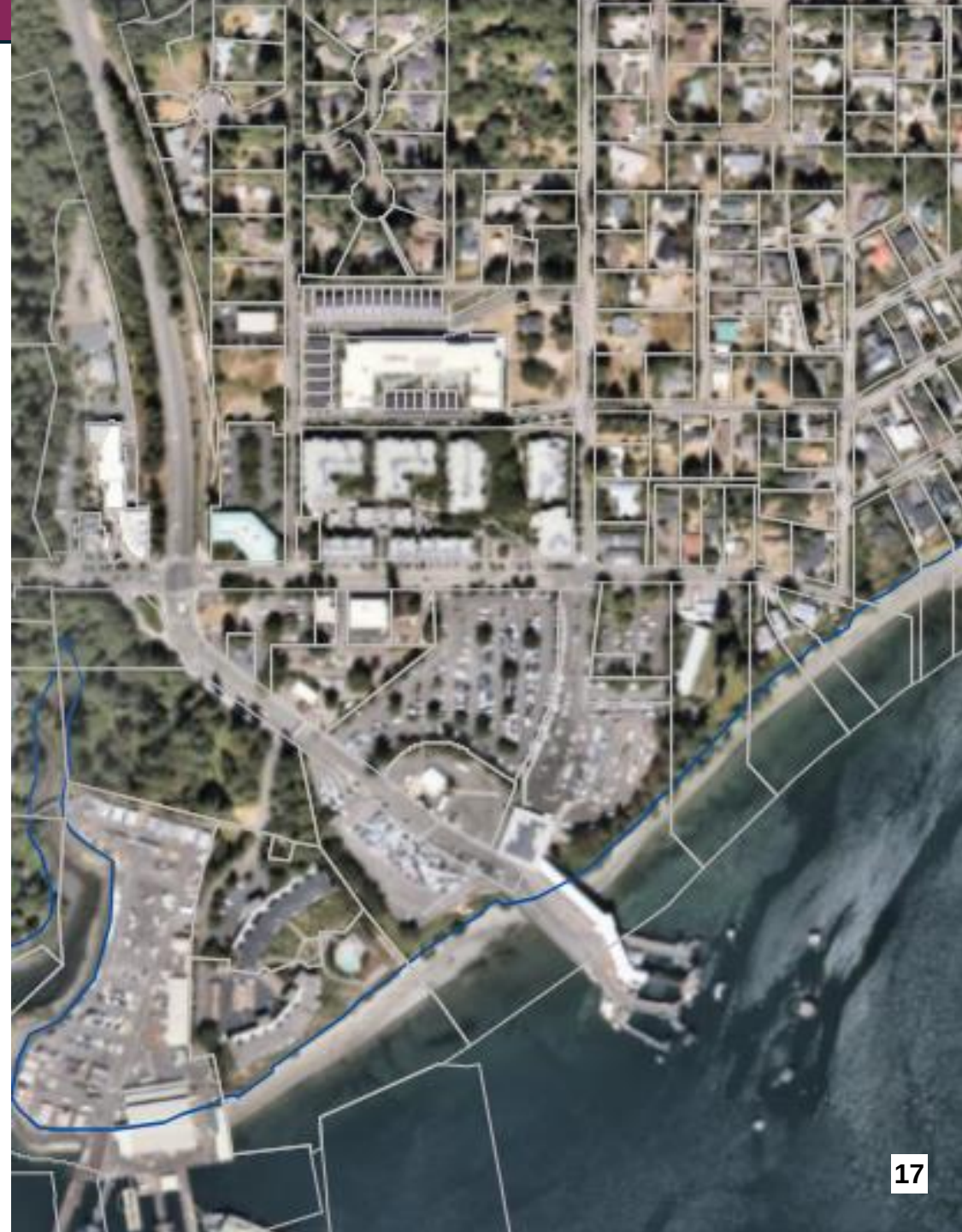
Draft Alternative Ferry Zone (3/13 Planning Commission Boundary)



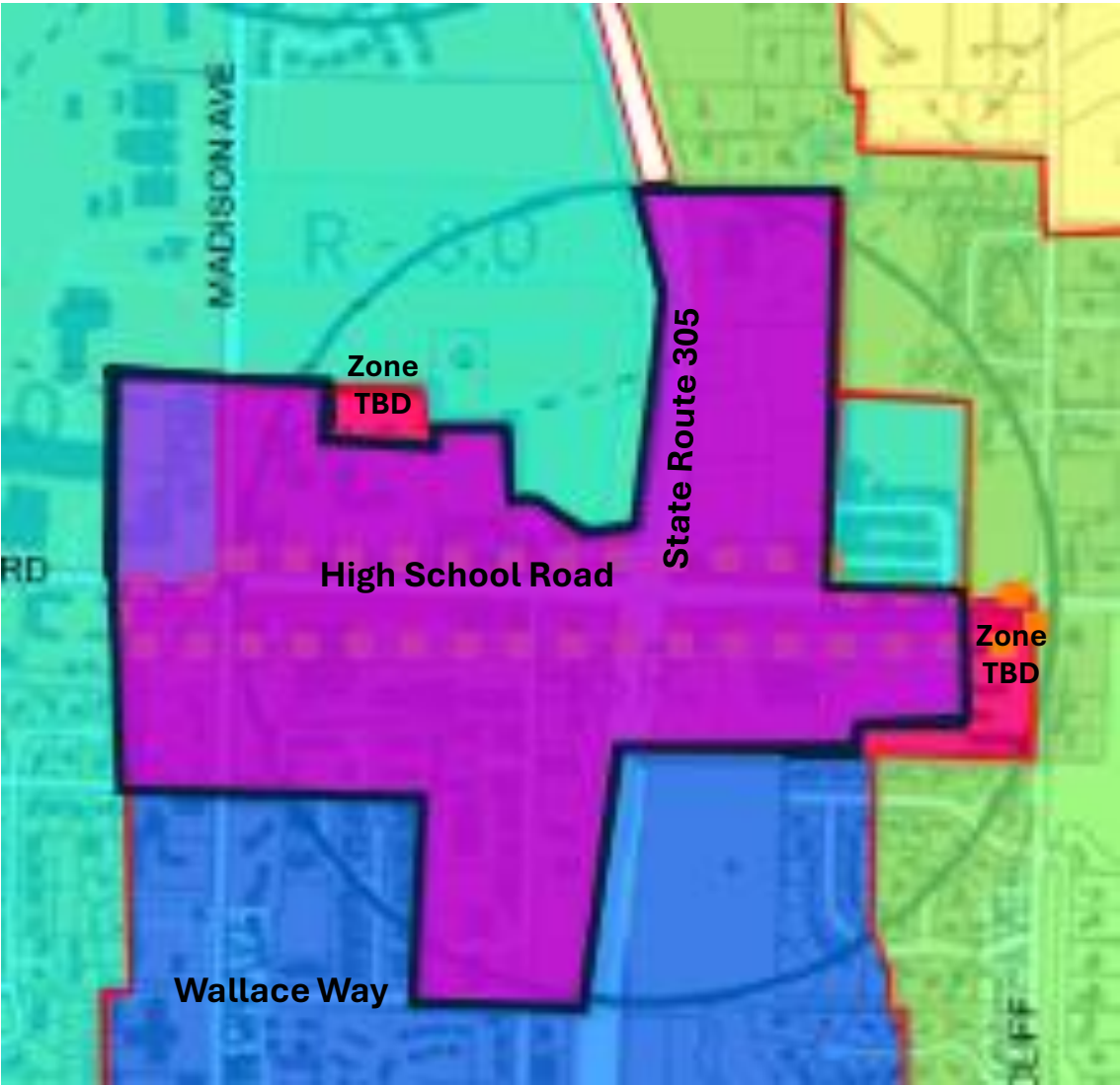
Ferry Zone Development Standards		
	Alt. 1 existing	Draft Pref. Alt.
Mixed Use Density Floor Area Ratio (FAR)	0.5 (base) 1.4 (max)	3.0
Max. Building Height	45 ft	65 ft



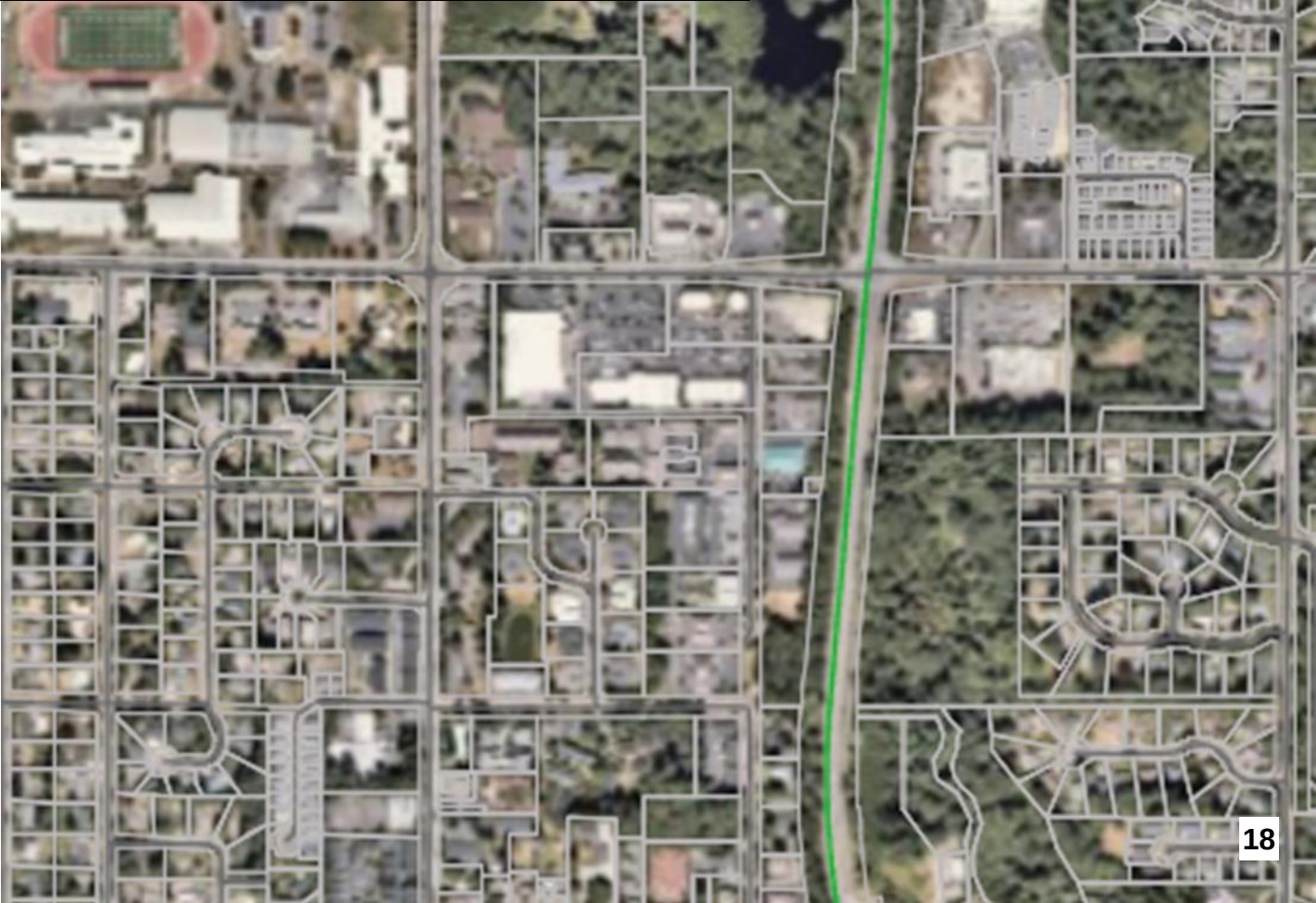
Existing Ferry Zone



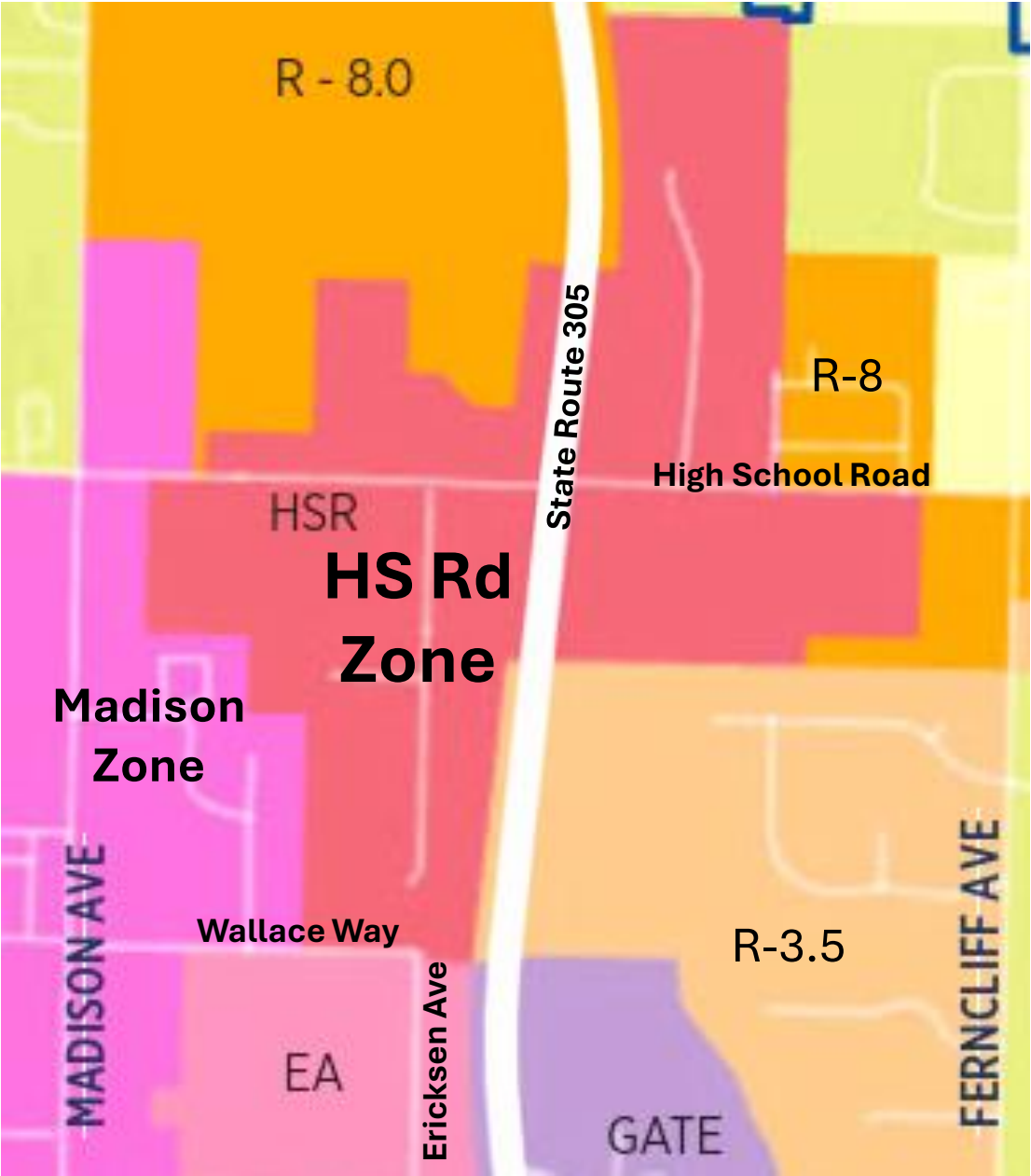
Draft Alternative High School Rd Zone (3/5 Planning Commission Boundary)



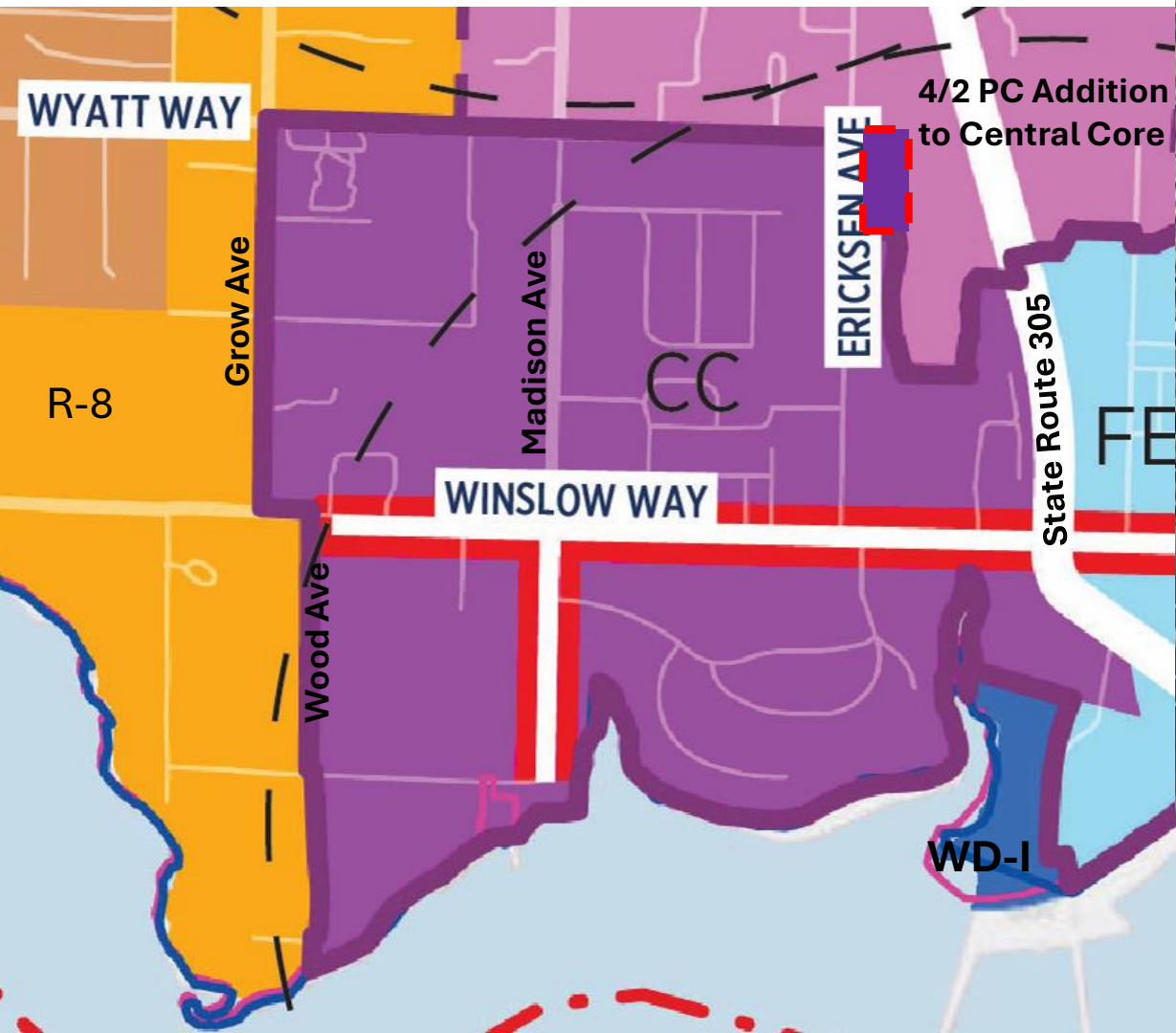
HS Road Zone Development Standards		
	Alt. 1 existing	Draft Pref. Alt.
Mixed Use Density Floor Area Ratio (FAR)	0.3 (base) 0.9 (max)	2.5
Max. Building Height	45 ft	65 ft



Existing High School Rd Zone

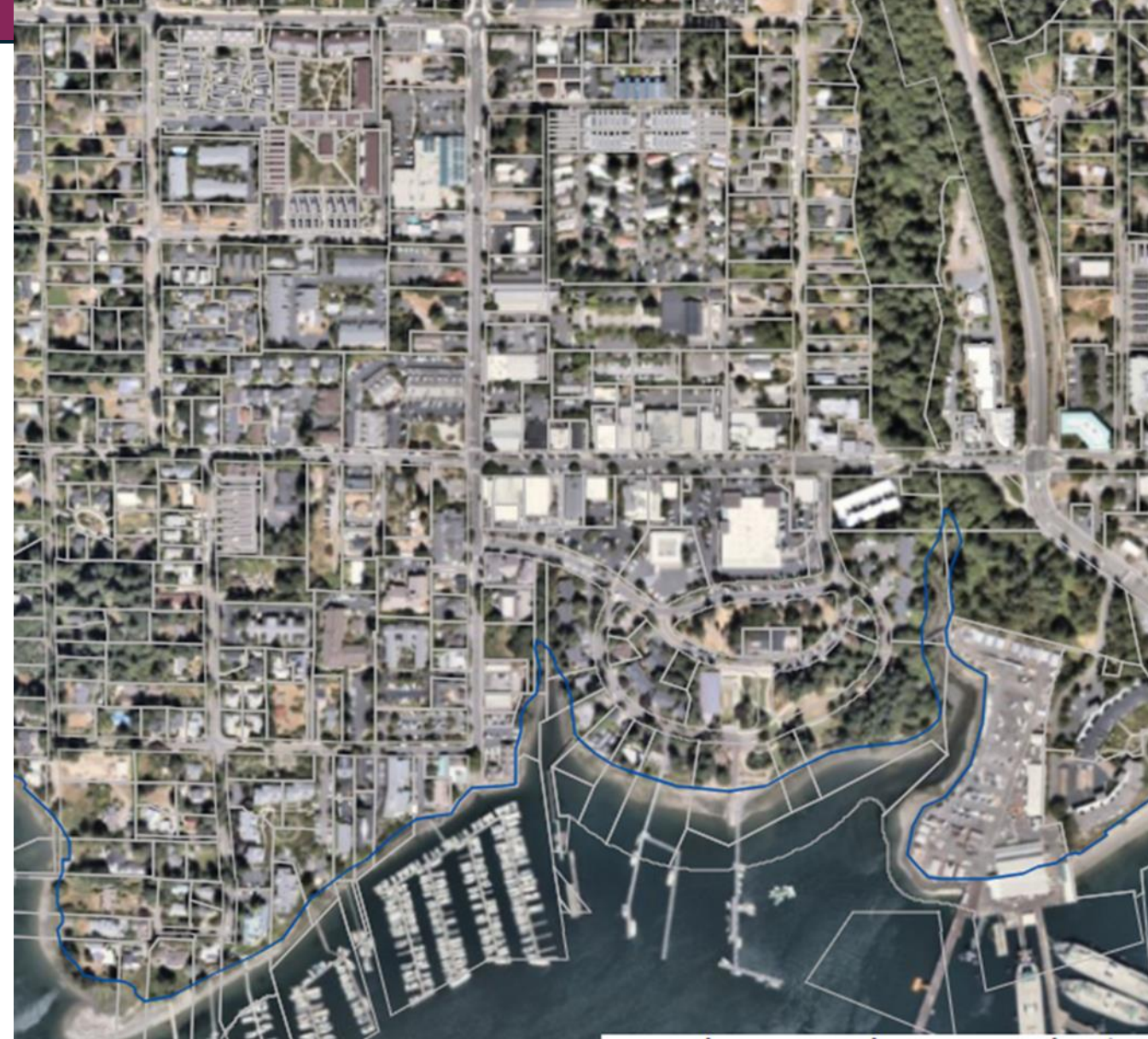
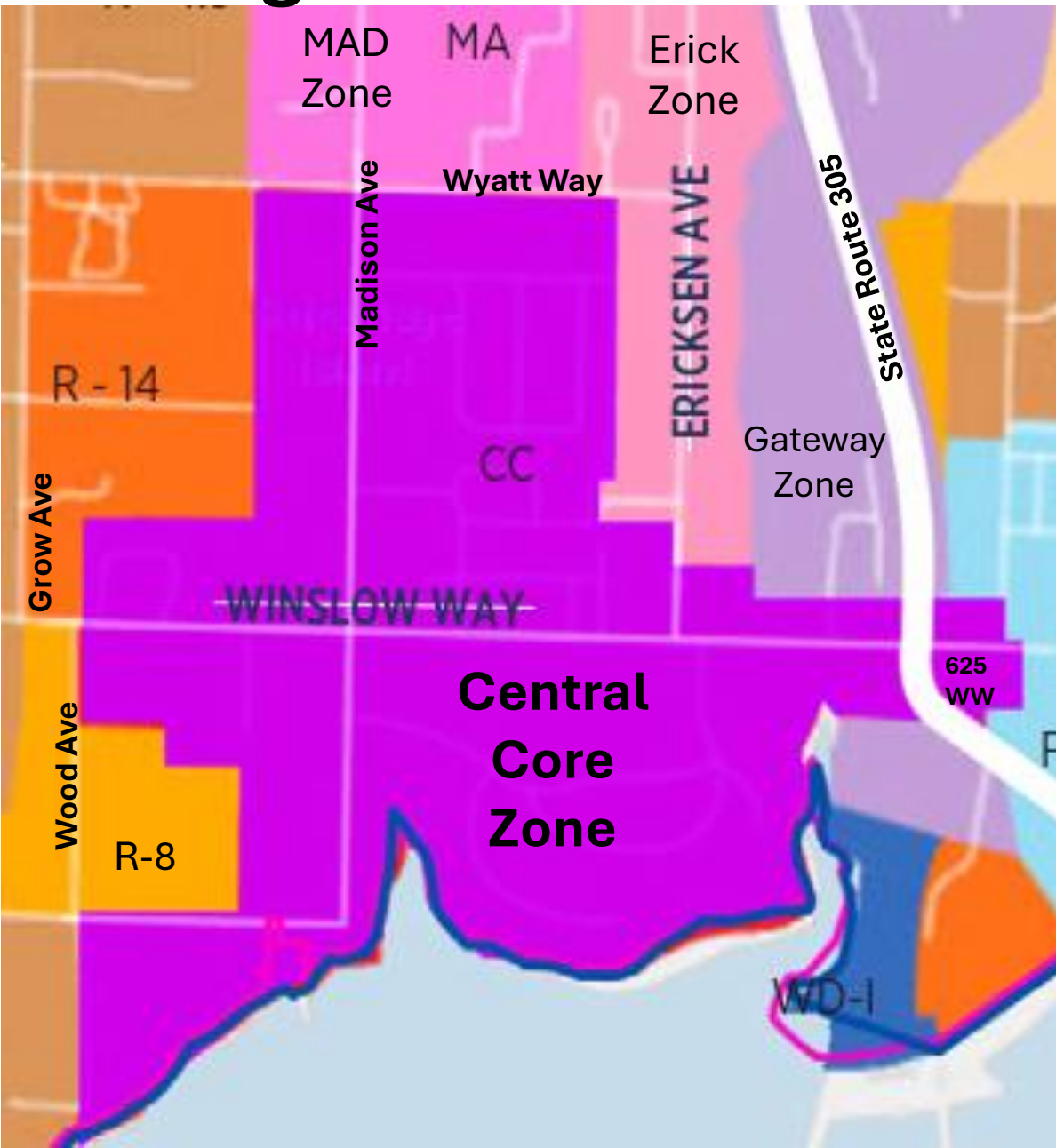


Draft Alternative Central Core Zone (4/2 Planning Commission Boundary)

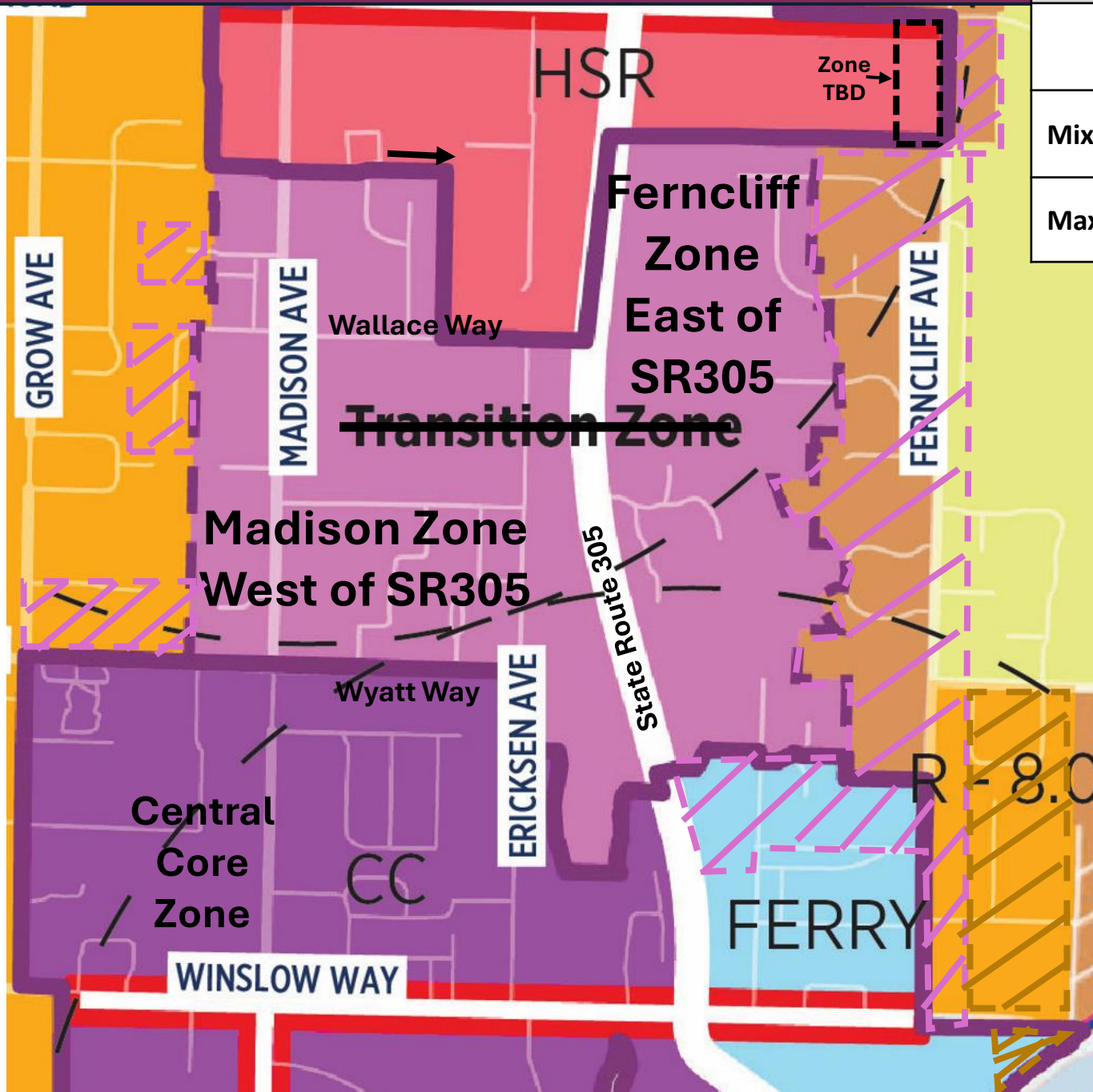


Central Core Zone Development Standards		
	Alt. 1 existing	Draft Pref. Alt.
Mixed Use Density FAR	1.0 (base) 1.5 (max)	2.0
Max. Building Height	45 ft	55 ft ²⁰

Existing Central Core Zone



Draft Alternative Madison & Ferncliff Zones

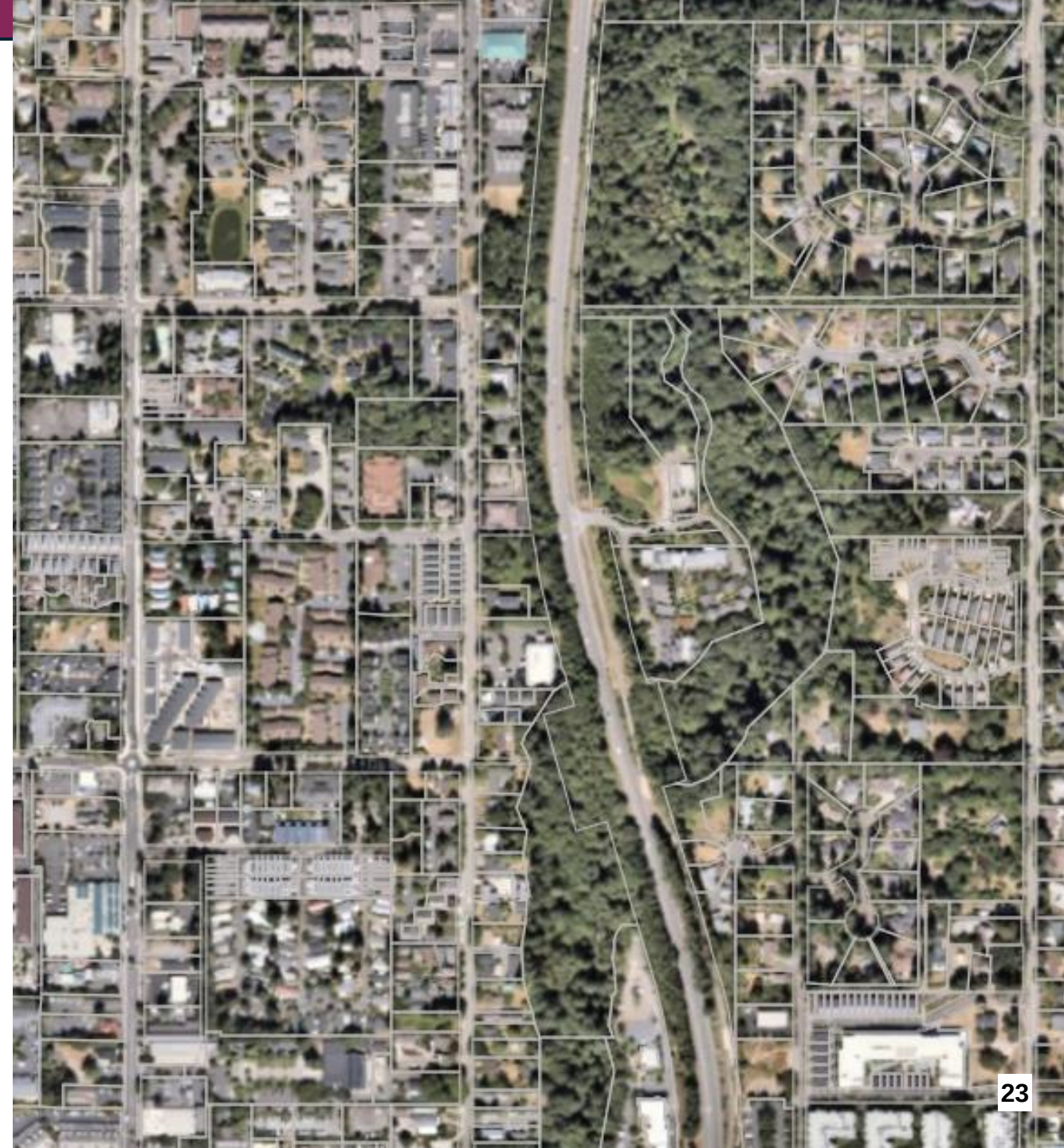
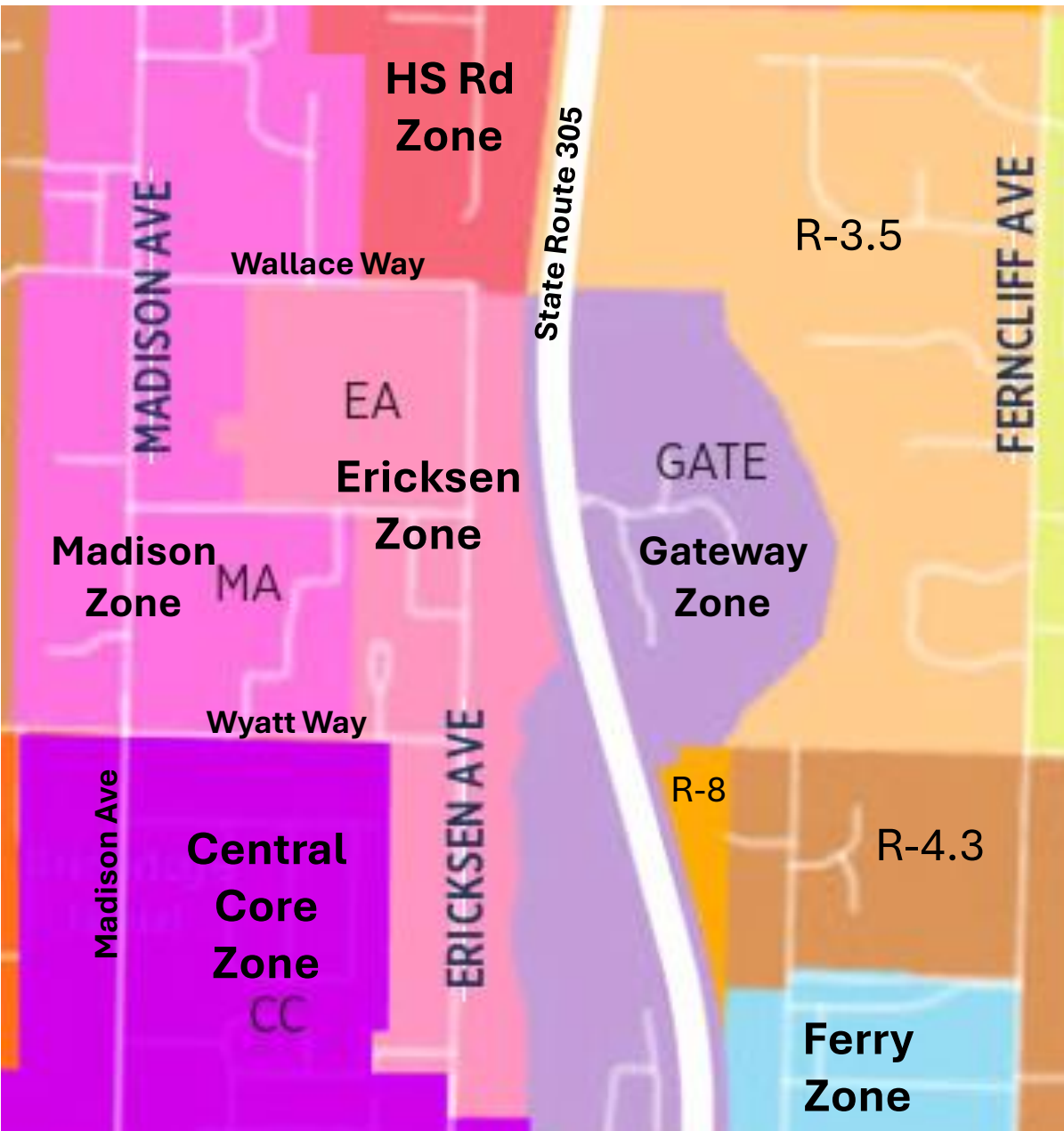


Madison & Ferncliff Zones Development Standards		
	Alt. 1 existing	Draft Pref. Alt.
Mixed Use Density FAR	0.5 (base) 0.9/1.0 (max)	1.2
Max. Building Height	35/45 ft	45 ft

Madison &
Ferncliff Zone
Additions
Recommended at
4/2 PC Mtg.

R-4.3 Zone
Recommended
at
4/2 PC Mtg.

Existing Transition Area Zoning



Online City Resources

Existing Comprehensive Plan (Elements, FLUM, Appendices)

<https://www.bainbridgewa.gov/162/Comprehensive-Plan>

Existing Winslow Subarea Plan

<https://www.bainbridgewa.gov/431/Winslow-Subarea-Plan>

Winslow Subarea Plan & Comprehensive Plan Updates

<https://cityofbainbridgeisland.civilspace.io/en/projects/winslow-subarea-plan-update>

<https://cityofbainbridgeisland.civilspace.io/en/projects/2024-comprehensive-plan-periodic-update>

Housing Action Plan

<https://cityofbainbridgeisland.civilspace.io/en/projects/housing-action-plan>

Affordable Housing Task Force & ECONorthwest Inclusionary Zoning Reports

<https://www.bainbridgewa.gov/1189/Affordable-Housing>