



**PLANNING COMMISSION REGULAR MEETING  
THURSDAY, JULY 24, 2025**

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

AND

ZOOM WEBINAR  
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/81285913438](https://bainbridgewa.zoom.us/j/81285913438)  
OR TELEPHONE: US: +1 253 205 0468  
WEBINAR ID: 812 8591 3438

**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 REVIEW / DISCLOSURE OF CONFLICTS - 6:05 PM**

**3. PLANNING COMMISSION MEETING MINUTES - 6:10 PM**

Review and approve meeting minutes.

**3.a Minutes** 5 Minutes

[Planning Commission Minutes 20250710-Draft.pdf](#)

**4. PUBLIC COMMENT INSTRUCTIONS - 6:15 PM**

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing [pcd@bainbridgewa.gov](mailto: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](mailto: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.

**4.a Public Comment Instructions - 6:15 PM** 10 Minutes

[Instructions\\_for\\_Providing\\_Public\\_Comment\\_for all PC agendas 20250103.pdf](#)

**5. PLANNING DIRECTOR'S REPORT - 6:25 PM**

**5.a Relay City Council July 15, 2025 direction to the Planning Commission regarding the Affordable Housing Project at 625 Winslow Way** 15 Minutes

[DRAFT Ordinance No. 2025-21 Development Standards for Aff Housing.pdf](#)

**6. UNFINISHED BUSINESS - 6:40 PM**

**6.a Continued Discussion on the updates to the Winslow Subarea Plan and island wide Comprehensive Plan with facilitation from Planning Consultant Joe Tovar** 90 Minutes

[7.21.25 J. Tovar MEMO to PC.pdf](#)

[Existing and Proposed Winslow Related Goals and Policies.pdf](#)

[June 20 Winslow goals and policies submitted by PC Chair Birtley.pdf](#)

[AHA\\_Prefered\\_Alternative\\_Concept\\_Schaab\\_20250718.pdf](#)

[Existing and Proposed Winslow Related Goals and Policies - PC Reviewed Approved as of 2025-07-24.pdf](#)

[July 22 City Council Motions.pdf](#)

[Interim Ferry and HS Zone Capacity Summary.pdf](#)

**7. FOR THE GOOD OF THE ORDER - 8:10 PM**

**8. ADJOURNMENT - 8:15 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](mailto: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](mailto: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 Regular Meeting Agenda Bill

**MEETING DATE:** July 24, 2025

**ESTIMATED TIME:** 5 Minutes

**AGENDA ITEM:** Minutes

**AGENDA CATEGORY:** Minutes

**PROPOSED BY:** Planning &  
Community Development

**PREVIOUS PLANNING COMMISSION REVIEW DATE(S):**

**PREVIOUS COUNCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

I move to approve the July 10, 2025, minutes, as presented.

**ATTACHMENTS:**

[Planning Commission Minutes 20250710-Draft.pdf](#)



## Planning Commission Regular Meeting July 10, 2025

### Meeting Minutes

#### 1) **CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW -**

Vice Chair Sarah Blossom called the meeting to order at 6:05 pm and read the Land Acknowledgement. Present in Chambers were Commissioners Sarah Blossom, Ben Deines, Criss Garcia, Alex Preudhomme, and Peter Schaab. Also present were Planning & Community Development Director Patty Charnas, Senior Planner Peter Best, Associate Planners Joanne Mendenhall & Victoria Lewelling, and City Council Liaison Jon Quitslund. Chair Ariel Birtley and Commissioner Sean Sullivan were absent & excused.

#### 2) **AGENDA REVIEW/ DISCLOSURE OF CONFLICTS -**

There were no conflicts disclosed.

**MOTION:** I move to approve the agenda.

**Schaab/Garcia:** The motion carried unanimously, 5-0.

#### 3) **PLANNING COMMISSION MEETING MINUTES -**

3a. Minutes

[Cover Page](#)

[PC Meeting Minutes 20250626 - Draft.pdf](#)

**MOTION:** I move to approve the June 26, 2025, meeting minutes, as presented.

**Schaab/Deines:** The motion carried unanimously, 5-0.

#### 4) **PUBLIC COMMENT INSTRUCTIONS -**

Public Comment Instructions -

[Cover Page](#)

[Instructions\\_for\\_Providing\\_Public\\_Comment\\_for all PC agendas 20250103.pdf](#)

Public comment received.

## 5) **PLANNING DIRECTOR'S REPORT -**

PCD Director Charnas provided updates to the Planning Commission meetings: (1) Chair and Vice-Chair agreed to Planning Commission meetings concluding no later than 9:30pm and moving the Director's Report to follow Public Comment. Director Charnas introduced Consultant Joe Tovar, who will be assisting with the Winslow Subarea Plan and Comprehensive Plan Update. Mr. Joe Tovar introduced himself to the Planning Commissioners and provided background/ experience information.

## 6) **PUBLIC HEARING -**

6a. Consider Ordinance No. 2025-18 Relating to Noise Variance Procedures – Planning,  
[Cover Page](#)  
[City Presentation\\_ORD2025-18\\_7.10.25.pptx](#)

Vice Chair Blossom opened the Public Hearing at 6:23 pm and introduced Planning & Community Planner Victoria Lewelling who provided information/updates on Ordinance 2025-18 relating to Noise Variance Procedures for Planning. Public Hearing closed at 6:24pm.

**MOTION:** I move to approve Ordinance No. 2025-18 to the City Council.  
**Garcia/Schaab:** The motion carried unanimously, 5-0.

## 7) **NEW BUSINESS -**

7a. Fort Ward Building 16 - Historic Preservation Program review of exterior renovations for access to two multi-family units.  
[Cover Page](#)  
[BLD29379\\_City Presentation.pdf](#)  
[BLD29379\\_Architectural Plans\\_Exterior Alterations.pdf](#)

Vice Chair Blossom introduced Associate Planner - Joanne Mendenhall to provide City presentation on Historic Preservation Program review for Fort Ward Building 16. Applicant Jason McClennan provided a presentation re: proposed architectural plans for Fort Ward Building 16.

**MOTION:** I move to issue a Certificate of Review and a Certificate of Appropriateness for the proposed exterior renovations on Fort Ward Building 16.  
**Garcia/Deines:** The motion carried unanimously, 4-0, with Vice Chair Blossom abstaining.

## 8) **UNFINISHED BUSINESS -**

[Continued Discussion on Winslow Subarea Plan](#)  
[Cover Page](#)  
[Existing and Proposed Winslow Related Goals and Policies for July 10 PC meeting.pdf](#)  
[June 20 Winslow goals and policies submitted by PC Chair Birtley.pdf](#)  
[Existing and Proposed Winslow Related Goals and Policies – PC Approved as of 2025-07-10.pdf](#)

Senior Planner Peter Best provided update regarding Winslow Subarea Comprehensive Plan discussion. Planning Commission discussion (live edit) regarding proposed language updates.

Goals/Policies to be approved as presented, unless otherwise amended per PC motion.

**MOTION:** I move to amend the language of Policy LU.1.C. to replace the word 'designate' with 'consider designating'.

**Blossom/Garcia:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt the proposed Goal WSP Goal LU1 and associated policies as presented with updated language.

**Deines/Schaab:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Overall Land Use Goal WMP 2-1 replacing the language 'efficient' with 'responsible' in the context of the use of land.

**Garcia/Schaab:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt proposed WSP Goal LU.2 and associated policies as shown on the screen (as presented).

**Deines/Schaab:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Goal WMP 2-2, and its associated policies as presented with the right to reserve renaming geographic areas through final recommendation and to direct staff to consider additional policy language to supplement the Comprehensive Plan review process with subsequent development standards to support District specific goals.

**Schaab/Deines:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Goal WMP 2-3, and associated policies as presented.

**Schaab/Deines:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Proposed WSP Goal LU 3, and associated policies as presented.

**Schaab/Deines:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Goal WMP 2-4, and associated policies as presented.

**Schaab/Deines:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Proposed WSP Goal LU 4, and associated policies as presented.

**Schaab/Garcia:** The motion carried unanimously, 5-0.

**MOTION:** I move to adopt Proposed WSP Goal LU 6, and associated policies (with the understanding that REAC & Equity staff will review LU 6.A) as presented.

**Schaab/Deines:** The motion carried unanimously, 5-0.

**9) FOR THE GOOD OF THE ORDER -**

No comments offered.

**10) ADJOURNMENT - 9:02 PM**



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Regular Meeting Agenda Bill

**MEETING DATE:** July 24, 2025

**ESTIMATED TIME:** 10 Minutes

**AGENDA ITEM:** Public Comment Instructions - 6:15 PM

**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](mailto: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](mailto: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](mailto: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.

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#### **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 Regular Meeting Agenda Bill

**MEETING DATE:** July 24, 2025

**ESTIMATED TIME:** 15 Minutes

**AGENDA ITEM:** Relay City Council July 15, 2025 direction to the Planning Commission regarding the Affordable Housing Project at 625 Winslow Way

**AGENDA CATEGORY:** Report

**PROPOSED BY:** Planning &  
Community Development

**PREVIOUS PLANNING COMMISSION REVIEW DATE(S):**

**PREVIOUS COUNCIL REVIEW DATE(S):**  
July 15, 2025

**RECOMMENDED MOTION:**  
Information only.

### SUMMARY:

On July 15, the City Council received a presentation on the Preliminary Master Development Plan from the Low-Income Housing Institute (LIHI) for the proposed City affordable housing project at 625 Winslow Way. As part of the presentation, LIHI further described how the preliminary project design required modest changes to City code standards for density (floor area ratio, FAR), building height, or parking requirements. The project is currently located in the Central Core zone and is proposed to be changed to the "Ferry" zone through the update to the Winslow Subarea Plan.

The preliminary Planning Commission recommendations for FAR and building height for the Ferry zone through the update to the Winslow Subarea Plan would enable the proposed affordable housing project. Completing that work to adopt revised development standards through the update to the Winslow Subarea Plan is several months away. In order to be substantially through its permitting process and pursue local, state and private, non-profit funding, the project is scheduled to begin its permitting process by Fall 2025. Permit applications are only accepted if proposed projects are permissible in code.

At the close of its discussion on July 15, the City Council approved the following motion: I move to forward a request for revised development regulations to the Planning Commission for development of an ordinance for City Council consideration.

Staff has prepared Draft Ordinance No. 2025-21 that provides FAR, building height and other standards through the addition of footnotes to the zoning table that apply only for 100%affordable housing projects in the applicable zoning districts. The Planning Commission will be scheduled to formally review Draft Ordinance No. 2025-21 in August, including scheduling and holding a public hearing in support of their recommendation to the City Council.

**BACKGROUND:** On May 13, 2025, the City Council unanimously adopted Resolution No. 2025-10, approving a Development Agreement between the City and LIHI for the development of an affordable housing project on a one acre site owned by the city. LIHI is proposing to develop a 92-unit 100 percent affordable housing project consisting of 38 one-bedroom units, 13 two-bedroom units, 18 three-bedroom units, 14 studio units, 4 live work units, and 5 open one units. Parking is below grade with access from Winslow Way near the northeast corner of the project. Commercial space (approximately 2,978 Sq. Ft.) is reserved on the first floor at Winslow Way and SR 305. Project concepts have been discussed with the Chair of the City's Design Review Board.

During development of a conceptual plan, the need to increase Floor Area Ratio and a need to slightly increase allowable building height were identified. Bringing parking standards into conformance for typical standards for affordable housing projects, consistent with the state's general guidance, will help the financial feasibility of the project.

The 625 Winslow Way East property is located in the Central Core zoning district at this time, but is proposed to be changed to the Ferry zone through the update to the Winslow Subarea Plan (WSP). The Planning Commission is considering increasing building height and FAR in the Ferry zone through the update to the WSP, but that project won't be completed for several more months.

LIHI hopes to submit a Major Site Plan application prior to the end of the third calendar quarter, and simultaneously apply for funding. I

**ATTACHMENTS:**

[DRAFT Ordinance No. 2025-21 Development Standards for Aff Housing.pdf](#)

## **ORDINANCE NO. 2025-21**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, amending BIMC Section 18.12.020 related to affordable housing projects in the Ferry and Central Core zoning districts.

**WHEREAS**, the Bainbridge Island City Council has identified affordable housing as a City priority and is committed to expanding the supply of housing on the Island that serves lower income households, particularly families with children, employees of Bainbridge Island businesses and public agencies, and seniors who might otherwise be displaced from the community; and

**WHEREAS**, the City is the owner of two adjacent parcels of real property located at 625 Winslow Way East and 180 Olympic Drive in the City of Bainbridge Island, which the City intends to merge into a single parcel of land (the “Land”); and

**WHEREAS**, the Land has been identified by the City as an ideal location for a significant supply of affordable rental housing greatly needed in the community, and the City desires to have the Land developed and operated as an affordable housing project (the “Project”); and

**WHEREAS**, on April 22, 2024, the City issued a Request for Qualifications from established affordable housing developers capable of developing and operating a mixed use development with affordable housing units above and a ground floor commercial or other non-residential use component, and based on the City’s review of the Statements of Qualification, the City selected Low Income Housing Institute (LIHI) as its preferred affordable housing developer.

**WHEREAS**, LIHI and the City executed a nonbinding term sheet on December 13, 2024, setting forth the parties’ expectations concerning the construction and operation of the Project and providing a framework for further binding agreements, including a Development Agreement under which the Project will be designed and financing will be sought, and a long-term Ground Lease and Regulatory Agreement, under which the Project will be constructed and operated as affordable housing for a period of not less than 75 years, and up to 99 years if required by the financing sources; and

**WHEREAS**, LIHI and the City Manager have negotiated the terms of the Development Agreement and the Development Agreement; and

**WHEREAS**, the City Council has considered the terms of the Development Agreement and determined that entering into the Development Agreement will further the Council’s goal of providing affordable housing for those who live and work in Bainbridge Island and is therefore in the best interests of the City and its residents and businesses; and

**WHEREAS**, on May 13, 2025, the City Council unanimously adopted Resolution No. 2025-10, approving a Development Agreement between the City and LIHI for the Project; and

**WHEREAS**, on July 15, 2025, the City Council received a presentation on a Preliminary Master Development Plan from LIHI for the proposed Project, and further discussed whether to enable the one-hundred percent affordable housing project by updating floor area ratio (FAR), building height, and parking development standards for such projects; and

**WHEREAS**, at the close of its discussion on July 15, 2025, the City Council approved a motion forwarding a request for revised development regulations to the Planning Commission for development of an ordinance for City Council consideration; and

**WHEREAS**, on XXX, 2025, the Planning Commission considered the draft amendments; and

**WHEREAS**, on XXX, 2025, the Planning Commission held a public hearing on the draft amendments and after closing the public hearing, continued discussion of the ordinance, and recommended XXXX to the City Council; and

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN AS FOLLOWS:**

**Section 1.** Table 18.12.020-3 of the Bainbridge Island Municipal Code is hereby amended as shown in Exhibit A.

**Section 2. Severability.** Should any section, paragraph, sentence, clause, or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

**Section 3.** This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this day of 2025

APPROVED by the Mayor this day of 2025.

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Ashley Mathews, Mayor

ATTEST / AUTHENTICATE:

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Christine Brown, MMC, City Clerk

FILED WITH THE CITY CLERK: , 2025  
PASSED BY THE CITY COUNCIL: , 2025  
PUBLISHED: , 2025  
EFFECTIVE DATE: , 2025  
ORDINANCE NO: 2025-21

DRAFT

## DRAFT EXHIBIT A

### 18.12.020 Tables of dimensional standards.

Tables 18.12.020-2 and 18.12.020-3 set forth applicable dimensional standards. Where a property is located in more than one zone district, units permitted by density calculations within each zone district must be constructed on the portion of the property located within that zone district and required setbacks for each zone district must be met. Permitted densities are not “blended” across the zone district line.

**EXCERPT** Table 18.12.020-3 Dimensional Standards for Mixed Use Town Center and “Other” Zone Districts

| ZONING DISTRICT                                                                                | Winslow Mixed Use Town Center                                                         |                        |                         |                 |                                                       | HSR I and II | NC                                                                     | B/I | WD-I |
|------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------|------------------------|-------------------------|-----------------|-------------------------------------------------------|--------------|------------------------------------------------------------------------|-----|------|
|                                                                                                | Central Core Overlay [8]                                                              | Madison Avenue Overlay | Ericksen Avenue Overlay | Gateway Overlay | Ferry Terminal Overlay [See BIMC 18.12.030.C and [8]] |              |                                                                        |     |      |
| DIMENSIONAL STANDARD                                                                           |                                                                                       |                        |                         |                 |                                                       |              |                                                                        |     |      |
| MAXIMUM FAR (Floor Area Ratio) [1]                                                             |                                                                                       |                        |                         |                 |                                                       |              |                                                                        |     |      |
| Basic Maximum                                                                                  |                                                                                       |                        |                         |                 |                                                       |              |                                                                        |     |      |
| Commercial and Other Nonresidential Uses                                                       | 0.6                                                                                   | 0.4                    | 0.3                     | 0.15            | 0.1                                                   | 0.3          | No max.; limited by other standards                                    |     |      |
| Residential                                                                                    | 0.4                                                                                   | 0.4                    | 0.3                     | 0.5             | 0.4                                                   | 0.3          | No FAR limit: R-2 standards apply                                      |     |      |
| Mixed Use [2]                                                                                  | 1.0                                                                                   | 0.5                    | 0.5                     | 0.5             | 0.5                                                   | 0.3          | No max.; limited by other standards                                    |     |      |
| Maximum with Bonus                                                                             | Bonus densities require compliance with BIMC 18.12.030.E and 18.21.050 as applicable. |                        |                         |                 |                                                       |              |                                                                        |     |      |
| Residential                                                                                    | 1.0                                                                                   | 0.6                    | 0.6                     | 1.0             | 1.1                                                   | 0.6          | Bonus densities require compliance with BIMC 18.12.030.D               | N/A | N/A  |
| Affordable Housing Development on Property Owned or Controlled by a Religious Organization [7] | 1.1                                                                                   | 0.8                    | 0.75                    | 1.25            | 1.2                                                   | 0.75         | Bonus densities require compliance with BIMC 18.21.050 and 18.12.030.D | N/A | N/A  |
| Mixed Use [2]                                                                                  | 1.5                                                                                   | 1.0                    | 0.9                     | 1.0             | 1.2 (1.4 pursuant to note [3])                        | 0.9          |                                                                        | N/A | N/A  |

**DRAFT EXHIBIT A**

| ZONING DISTRICT                                                          | Winslow Mixed Use Town Center        |                                          |                         |                 |                                                                                    | HSR I and II | NC     | B/I    | WD-I                                                                        |
|--------------------------------------------------------------------------|--------------------------------------|------------------------------------------|-------------------------|-----------------|------------------------------------------------------------------------------------|--------------|--------|--------|-----------------------------------------------------------------------------|
|                                                                          | Central Core Overlay [8]             | Madison Avenue Overlay                   | Ericksen Avenue Overlay | Gateway Overlay | Ferry Terminal Overlay [See BIMC 18.12.030.C and [8]]                              |              |        |        |                                                                             |
| <b>DIMENSIONAL STANDARD</b>                                              |                                      |                                          |                         |                 |                                                                                    |              |        |        |                                                                             |
| <b>MAXIMUM BUILDING AND STRUCTURE HEIGHT [5]</b>                         |                                      |                                          |                         |                 |                                                                                    |              |        |        |                                                                             |
| <b>Note: Bonus may not be available in the shoreline jurisdiction</b>    |                                      |                                          |                         |                 |                                                                                    |              |        |        |                                                                             |
| <b>Base</b>                                                              | 35 ft.; 25 ft. max. south of Parfitt | 25 ft.; 35 ft. north of High School Road | 25 ft.                  | 35 ft.          | BIMC 18.12.030.C standard height north of Winslow Way; 35 ft. south of Winslow Way | 35 ft.       | 35 ft. | 35 ft. | 35 ft. except that Chapter 16.12 BIMC applies within shoreline jurisdiction |
| <b>Bonus 1 if parking under building [6]</b>                             | 45 ft.; 35 ft. south of Parfitt      | 35 ft.; 45 ft. north of High School Road | 35 ft.                  | 45 ft.          | BIMC 18.12.030.C optional height north of Winslow Way; 45 ft. south of Winslow Way | 45 ft.       |        |        |                                                                             |
| <b>Bonus 2 for Nonresidential Uses with Major Conditional Use Permit</b> |                                      |                                          |                         |                 |                                                                                    |              | 45 ft. | 45 ft. | 45 ft.                                                                      |

[1] If the existing FAR for a developed property as of May 21, 1998, is higher than the base FAR for that district, then the existing FAR will be considered the base FAR for that developed property. Total FAR may not be exceeded.

[2] In mixed use development, the established FAR in the residential and commercial components shall not be exceeded. For the residential FAR bonus provisions for qualifying housing design demonstration project, refer to the bonus density provisions in BIMC 2.16.020.S.8.

[3] In mixed use development in the ferry terminal district, an additional 0.2 FAR is permitted in accordance with BIMC 18.12.030.E.2. The additional FAR may be applied to either the residential or commercial component of the mixed use development.

[4] When property adjoins a single-family residential zone, building setback shall be in accordance with the landscape ordinance perimeter landscaping requirements.

## DRAFT EXHIBIT A

[5] When property adjoins a lower density residential zone, except in the ferry terminal district, north of Winslow Way, for the first 30 feet of the building from the property line of an adjoining lower density residential zone, the building height shall be the building height of the adjoining lower density residential zone. Optional building height allowed in the adjoining lower density residential district through a conditional use permit may be requested for projects within the mixed use town center and high school road zones through the site plan review process. For building height requirements in the ferry terminal district, north of Winslow Way, reference BIMC 18.12.030.C.

[6] The bonus height is available when parking is located underground or under the occupiable space of the planned building. If parking is located under 50 percent or less of the occupiable space, the bonus may only be used for a portion of the building footprint twice as large as the area with parking located beneath.

[7] The bonus density is available when provisions of BIMC 18.21.050 are met and all bonus FAR is applied to the residential component of the mixed use development.

[8] In the Ferry and Central Core Overlay Districts, the maximum FAR for development projects with 100% of residential units designated as affordable housing is 3.0 and the maximum building height for such projects is 65 feet. A maximum of 10% of the project's proposed FAR may be devoted to commercial or other nonresidential uses allowed within the districts, without the limitation described in footnote 2. The minimum parking requirement for such affordable housing projects in these downtown zones is 0.5 space per unit for the residential units, notwithstanding the minimum requirements of BIMC 18.15.020. The electric vehicle charging requirements described in BIMC Table 18.15.020-3 and the minimum parking requirements for any commercial or nonresidential uses must be met by such projects.



## Planning Commission Regular Meeting Agenda Bill

**MEETING DATE:** July 24, 2025

**ESTIMATED TIME:** 90 Minutes

**AGENDA ITEM:** Continued Discussion on the updates to the Winslow Subarea Plan and island wide Comprehensive Plan with facilitation from Planning Consultant Joe Tovar

**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; May 1, 8, and 22; June 5, 12, 24; July 10, 2025

**PREVIOUS COUNCIL REVIEW DATE(S):**

Monthly updates to City Council, including June 24 and July 22, 2025.

**RECOMMENDED MOTION:**

Review and discuss current and potential goals and policies for the Winslow Subarea and Comprehensive Plans related to the mixed use areas of Winslow, an area currently known as the Mixed Use Town Center and High School Road districts, and Winslow residential areas.

Confirm next steps and materials for Winslow Subarea Plan review for the August 7, 2025 Special Planning Commission meeting.

**SUMMARY:**

**NOTE:** Planning Commission agenda item amended Monday, July 21, 2025 to add information from Planning Commissioner Peter Schaab and memo from consultant Joe Tovar.

At their July 10, 2025 meeting, the Planning Commission was introduced to expert planning consultant Joe Tovar who will be facilitating the commission's work on completing the updates to the Winslow Subarea Plan and to the island wide Comprehensive Plan. The commission continued its discussion on existing and proposed goals and policies for the Winslow Subarea Plan with consideration for goals and policies updates in the Comprehensive Plan. The Planning Commission reviewed the document, notating goals/policies that they would want to have more in depth review. On July 24, the Planning Commission will pick up where it left off at the bottom of page 6 of the document, reviewing goals and policies, with suggested deletions or modifications integrated into the consolidated redlined document. Currently, reflecting the commission's work to date, red text and comments indicate where the Planning Commission wanted more in depth discussion, or where there was an update based on feedback. The newly proposed goals and policies are highlighted in magenta. The Commission requested that the "Civic + Cultural Overlay" Comprehensive Plan policy amendment request be added to this

consolidated document; this CPA policy request is highlighted in aqua.

Chair Birtley had contributed ideas for goals and policies that are separately attached.

On June 26, 2025, the Planning Commission approved two motions to request direction from the City Council regarding whether and how to consider further changes to Winslow zoning districts beyond the Commission's preliminary recommendations for the Ferry and High School Road zones. The City Council will discuss this request at its July 22, 2025 meeting. City staff and the Planning Commission can discuss the outcome of that meeting on July 26, 2025. City Council agenda materials can be found on the city website:

<https://bainbridgewa.gov/1101/City-Council-Agendas>

**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, April, May, and June, 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.

At their June 5, 2025 Special Meeting, the Planning Commission continued its discussion of downtown Winslow geographies and development standards with a focus on the boundaries of the Central Core zone and the areas to the north and west of the Central Core zone, currently identified as the "Madison" zone. The Planning Commission then discussed properties/ areas previously noted as TBD, and approved motions regarding the zoning for those TBD areas. An updated map documenting the boundary decisions approved by the Planning Commission at the June 5, 2025 special meeting was included in the June 12, 2025 Planning Commission meeting materials.

Additional information about the Winslow Subarea Plan can be found on the project website:

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

Some sections of an updated Winslow Subarea Plan have been drafted, and can be found on the project website under "Supporting Documents".

**ATTACHMENTS:**

[7.21.25 J. Tovar MEMO to PC.pdf](#)

[Existing and Proposed Winslow Related Goals and Policies.pdf](#)

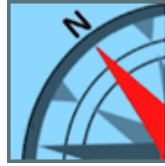
[June 20 Winslow goals and policies submitted by PC Chair Birtley.pdf](#)

[AHA\\_Preferred\\_Alternative\\_Concept\\_Schaab\\_20250718.pdf](#)

[Existing and Proposed Winslow Related Goals and Policies - PC Reviewed Approved as of 2025-07-24.pdf](#)

[July 22 City Council Motions.pdf](#)

[Interim Ferry and HS Zone Capacity Summary.pdf](#)



## MEMORANDUM

DATE: July 21, 2025

TO: Planning Commission

FROM: Joseph W. Tovar, FAICP

SUBJ: Critical Path for Planning Commission work on the Winslow Subarea Plan, Citywide Comprehensive Plan, and Development Regulations

### **I. Background**

At the July 24 Planning Commission meeting we have reserved agenda time to begin our discussion of this subject. As you know, the Growth Management Act required all 82 cities in Kitsap, King, Pierce, and Snohomish counties to update their comprehensive plans and development regulations by December of 2024. As of today, Bainbridge is one of the few cities that is over six months past the adoption deadline. Outlined below is a recommended critical path designed to enable the Planning Commission to move the City toward the finish line.

### **II. The Growth Management Act (GMA) context for these updates**

I would like to start our discussion on Thursday with a quick overview of what the GMA updates actually require. I believe my remarks can possibly dispel misunderstandings and focus us on the nature and specific level of detail that the update requires.

1. 1990 to 2020 - Growth Management Act (GMA) selected provisions adopted prior to the 2021 legislative session
  - a. RCW 36.70A.020 Planning Goals – Urban growth (1), limit sprawl (2), timely permit process (7), public participation (11)
  - b. RCW 36.70A.040 – consistency and implementation of plan is required
  - c. RCW 36.70A.030 Definitions – comprehensive plans and development regulations
  - d. RCW 36.70A.130 - Periodic Update Cycle applies to both comprehensive plans and development regulations
  - e. RCW 36.70A.210 – Countywide Planning Policies

2. 2021 to 2025 - GMA provisions adopted beginning in the 2021 session
  - a. HB 1220 – Housing Goal and Element requirements, required capacity for income bands, permanent supportive housing, emergency housing, identify and begin to undo racially disparate impacts, and non-regulatory strategies
  - b. HB 1293 – Design review process – requires clear and objective standards
  - c. SB 5559 – Unit lot subdivisions – requires clear and objective standards
  - d. SB 5148 - Housing Accountability Act
  - e. HB 1110 – Middle Housing – although Bainbridge Island is exempt from this bill, it may be instructive if the City pursues a middle housing strategy
3. Relationship of GMA planning to other State Land Use Laws
  - a. Shoreline Management Act (SMA)
  - b. State Environmental Policy Act (SEPA)

### **III. A proposed draft schedule, milestones, and actions**

In order to make significant progress, two things are required. First will be additional agenda time. Second will be applying agenda practices that help make efficient use of that agenda time and the discipline to stick to those practices. We understand that we are asking a lot of you to take on an extra meeting in each of the coming three months. We would not be asking this if we didn't see an urgent need. This is a very important project at a critical time for the community.

At this point, we have identified agenda topics for just the first two meetings. More details will emerge after we receive some clarification of direction from the City Council; as you make further decisions on the goals and policies already under discussion; and how you decide to proceed on the regulatory pieces including but not necessarily limited to the FAR and zone boundaries issues.

|         |                                                                                                                                                                                                                                                                                                                                                                                                                        |
|---------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| July 24 | <ul style="list-style-type: none"> <li>○ Review City Council's July 22 direction to the Planning Commission</li> <li>○ Begin discussion of critical path, agendas, milestones, and actions</li> <li>○ Review Commissioner Schaab's Comprehensive Plan "AHA" Preferred Alternative Concept and determine if it merits further discussion</li> <li>○ Revise as needed and affirm balance of the critical path</li> </ul> |
| Aug 7   | <ul style="list-style-type: none"> <li>○ Refine critical path work program, agendas, topics, milestones, actions</li> <li>○ Review Commissioner Birtley's proposed additional Goals and Policies</li> <li>○ If appropriate, continue review of the "AHA" preferred alternative concept</li> </ul>                                                                                                                      |
| Aug 14  | TBD                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Aug 28  | TBD                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Sep 4   | TBD                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Sep 11  | TBD                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Sep 25  | TBD                                                                                                                                                                                                                                                                                                                                                                                                                    |

|        |                                                                                                                                                                        |
|--------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Oct 2  | TBD                                                                                                                                                                    |
| Oct 9  | TBD                                                                                                                                                                    |
| Oct 23 | TBD                                                                                                                                                                    |
| Nov 1  | Target date for draft of final recommendation to Council on updates to the Winslow Subarea Plan, the Citywide Comprehensive Plan, and Development Regulations for both |

#### IV. Suggested agenda practices

In my view, no revisions to the Planning Commission's agenda structure are needed. However, I do have several recommendations that I would like you to discuss and consider. The intent of these suggestions is to expedite the Commission's discussion, deliberation and resolution of issues on your agendas, especially during this time of urgent need over the next three months.

1. As is the case with any deliberative body, the Planning Commission consists of diverse individuals, each of whom have different professional and life experiences, opinions, analytical skills and communication styles. That breadth of perspective is what makes for a robust dialogue about different policy choices. While seeking agreement on issues is a worthwhile objective, candid and collegial disagreement is healthy.
2. It is important to take sufficient time to understand one another's views and conclusions about the best way to resolve a specific issue - but it is actually counter-productive to spend too much time on an issue in the hopes of reaching unanimity. It is entirely appropriate for a Commissioner to make a motion to vote on an issue even if it is clear that some number of others do not agree. Once a motion is made and voted on, the work of the Commission continues. That is how agendas are completed.
3. **I suggest that for the interim three months, the Commission consider spreading around the responsibilities of chairing the meetings.** It is difficult to anyone to chair the meeting and be a full and equal participant in the dialogue on the merits of specific issues under review. Perhaps a third Commissioner could serve as a tertiary acting chair for the coming three months and rotate the chairing responsibilities with the Chair and Vice-Chair. In that way, the opportunities could be increased for more active participation by all Commissioners in the policy dialogue and additional Commissioners could gain some experience in running a meeting.
4. If after reviewing the agenda packet a Commissioner has a question that I could answer, I would like to invite them to reach out to me for clarification before the meeting. I can take phone calls or TEAMS meetings and am actually in City Hall several days a week for an in-person meeting if desired. After such meetings, I could then share any information with the other Commissioners.

## Goals/Policies for Winslow Subarea Plan

### Legend

**Red** represents text flagged for review by the Planning Commission on 6/26/2025.

**Green** represents text approved by the PC on 7/10/2025.

**Yellow highlighting** represents text held in a “parking lot” for further PC review.

**Pink highlighting** represents new policies proposed by staff/consultants.

**Blue highlighting** represents changes proposed by the Civic + Cultural Overlay District Comp Plan Amendment application.

### CURRENT WINSLOW SUBAREA PLAN LAND USE CHAPTER

**NEW Proposed WSP Goal LU 1** Establish boundaries and districts that align with the Islandwide, Winslow, and regional economic, cultural, and environmental goals.

**Policy LU 1.A** Focus future development where infrastructure already exists, in service of creating a dense, walkable, mixed-use town center environment that achieves the Island’s climate and equity goals.

**Policy LU 1.B** Modify mixed use zoning overlays into unique districts that reflect the different neighborhoods and building form that make up the Winslow subarea.

**Policy LU 1.C** Consider designating mixed use areas of Winslow as a Countywide Growth Center, in coordination with the Kitsap Regional Coordinating Council.

**Policy LU 1.D** Assign accountability in city government as needed to implement the long-term vision for Winslow by proactively working to implement future action/implementation for items that are not implemented concurrently with adoption of the Subarea Plan.

**Commented [JS1]:** New policy proposed by the Planning Commission on July 10.

### Overall Land Use Goal WMP 2-1

Strengthen Winslow—the Island’s commercial, cultural and commuter hub—as a sustainable, affordable, diverse, livable and economically vital community, by:

- Encouraging downtown living;
- Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;
- Promoting the ~~efficient~~ responsible use of land;
- Encouraging the retention and expansion of retail that serves the needs of community members and visitors;
- Providing opportunities for business expansion and private reinvestment;

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- Promoting development that is sustainable and supports community values;
- Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile.

**NEW Proposed WSP Goal LU 2 Winslow land use densities and building forms should support transit, community amenities, and affordable housing to create a more inclusive, diverse, and resilient community.**

**Policy LU 2.A** Adopt heights and densities in mixed use zones to facilitate dense, multifamily housing.

**Policy LU 2.B** Update City policies and regulations to support housing goals.

**Policy LU 2.C** Require a minimum FAR in the mixed-use zones of Winslow. Consider requiring a minimum density in the R-8 and R-14 zones of Winslow.

**Policy LU 2.D** Implement a form-based code.

**Goal WMP 2-2: Ensure the compatibility of new and existing development in the Winslow Town Center. ~~Mixed-Use Town Center and High School Road Districts~~**

**Policy WMP 2-2.1:** To promote compatibility between and within districts of the ~~Mixed-Use Town Center and High School Road districts~~ Winslow Town Center, variations in development standards and design guidelines may be provided within districts.

**Policy WMP 2-2.2:** Periodically review the City's adopted design standards to ensure that the standards are supporting planned development outcomes guidelines remain sensitive to the individual character of the districts.

**Policy WMP 2-2.3:** Minimize driveways and encourage use of joint driveways and design new alleys where possible through development review.

**Policy WMP 2-2.4:** A full-screen vegetative buffer shall be maintained along SR 305. A similar screen should be provided within the SR 305 right-of-way. This requirement would not apply to the interior renovation of existing buildings.

**Policy WMP 2-2.5:** Establish transition standards for other boundaries abutting less intense districts.

**Goal WMP 2-3: Maintain and enhance community character in the Winslow Town Center**

**Policy WMP 2-3.1:** Promote architecture that encourages green building, natural light, ventilation and rooftop gardens.

**Policy WMP 2-3.2:** Through the use of design guidelines, development standards and incentives, promote the development of courtyards that create a pattern of linked public and private gardens and gathering places, providing opportunities for pedestrian movement.

**Policy WMP 2-3.3:** Through the use of design guidelines, development standards and incentives encourage stepped-back buildings that result in a softer street edge, the retention and

**Commented [PB2]:** Further work on: Consider an additional policy to supplement the Comp plan review process with a subsequent development standards to support district specific goals.

**Commented [PB3]:** Renaming geographic areas is reserved and may be done through final PC recommendation.

**Commented [PB4]:** Update terms to new WSP context

**Commented [PB5R4]:** "Winslow Town Center" (an existing Comp Plan term) will be used. If needed, the "Residential Zones" can be distinguished from the "Mixed Use" zones.

enhancement of visual connections to Eagle Harbor and the creation and preservation of sun-filled public gathering spaces.

**Policy WMP 2-3.4:** Preserve, protect, adapt and restore sites, buildings and trees of historic significance.

**Policy WMP 2-3.5:** Retain and expand the historic pattern of narrow pedestrian passages between buildings or properties by recognizing desired connections in the City's Islandwide Mobility Plan.

**Policy WMP 2-3.6:** Enhance the livability of the downtown with trees and small gardens on the streets, along paths and in courtyards.

**Policy WMP 2-3.7:** Maintain the City Public Art Program as a way to integrate public art in the downtown and continue to coordinate with Arts & Humanities Bainbridge to retain the *Bainbridge Creative District* designation.

**Policy WMP 2-3.8:** Enhance the experience of Winslow as a waterfront town that is connected to Eagle Harbor by activity, trails, views, lanes and design features:

- Actively work to acquire land, easements and permits needed to extend the Waterfront Trail and develop a ravine trail.
- Coordinate with the business and marina communities to develop new facilities for visitors, residents and the community, including public road ends, beaches, concessions, docks, marinas and mooring.

• **Study Plan for a future water taxi connection between the Winslow and Eagledale waterfronts.**

- Improve water quality through restoration projects, management practices and environmentally responsible building techniques.
- Retain views of the harbor from public lands and streets.

**NEW Proposed Policy WMP 2-3.9:** Continue to coordinate with local nonprofits in support of community events, such as July 4<sup>th</sup> activities and the winter holiday boat parade.

**NEW Proposed WSP Goal LU 3** Provide zoning for employment growth in alignment with the City's job target and to support a robust local economy.

**Policy LU 3.A** Implement active ground floor use requirements along identified corridors in mixed use zones to expand commercial opportunities for local arts and cultural organizations and promote new retail, personal services, and other businesses.

**Policy LU 3.B** Promote essential services and uses that provide for the needs of daily living throughout Winslow, with a prioritization on those uses and services that reduce the number of non-Winslow trips required for current and future residents to thrive.

**Goal WMP 2-4: Sustain and enhance the economic vitality of the Winslow Town Center**

**Policy WMP 2-4.1:** Establish policies, programs and development standards that facilitate business expansion and private reinvestment.

**Commented [PB6]:** Consider keeping stronger language

**Commented [JS7R6]:** Staff suggest leaving "consider" as the verb here, and to have further discussion during the transportation and capital facilities focused meetings.

**Commented [PB8R6]:** Hold in "parking lot" for consideration with transportation plan/element

**Policy WMP 2-4.2:** To stimulate investment in the downtown, create an organizational and funding structure that encourages partnerships and participation by the property owners, developers, businesses and island residents.

**Policy WMP 2-4.3:** Develop an organizational structure in city government as needed to implement the long-term vision for Winslow, and proactively work to implement future action/implementation for items that are not implemented concurrently with adoption of the Subarea Plan.

**Policy WMP 2-4.4:** Integrate sustainable solutions that address economic, social and ecological concerns into land use planning and building processes.

#### NOTE

**NEW Proposed WSP Goal LU 4** Update development standards to increase predictability and clarify “by-right” clarity of zoning regulations in Winslow.

**Policy LU 4.A** Allow maximum density and building height per zone, while clarifying requirements that affect development planning, such as parking or affordable housing requirements.

**Policy LU 4.B** Reduce or eliminate parking minimums in downtown mixed use zones within accessible distance of transit. Consider parking maximums.

**Policy LU 4.C** Make community expectations around building character and form clear and understandable through development regulations and predictable permit processes.

**Policy LU 4.D** Consider whether a public parking facility is necessary near the Winslow Way retail area or Washington State Ferry terminal.

**NEW Proposed WSP Goal LU 5** Ensure new development contributes positively to and enhances the built and natural environment of Winslow.

**Policy LU 5.A** Preserve the small town feel of the Core, Madison, and Ferncliff districts by requiring lower building heights or stepbacks, adjacent to the street and enforcing standards that create and maintain a pedestrian and local storefront scale.

**Policy LU 5.B** Ensure the area near the ferry terminal is a welcoming gateway to Bainbridge Island, including public space, art and signage that fosters inclusivity and diversity.

**Policy LU 5.C** Consider how to preserve existing, important territorial views from public spaces.

**NEW Proposed WSP Goal LU 6** Increase diversity, equity, inclusion, and belonging in the Winslow subarea through the built environment.

**Policy LU 6.A** Center underrepresented and historically marginalized groups who do not feel welcome in Winslow in current and future planning processes, partnering with the Race Equity Advisory Committee on planning processes for collaboration on community engagement.

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**Commented [PB9]:** New Goal or Policy: Assign accountability in city government as needed to implement the long-term vision for Winslow.

New Sub policy: proactively work to implement future action/implementation for items that are not implemented concurrently with adoption of the Subarea Plan

Staff: Research existing Comp Plan implementation action language for source text.

**Commented [JS10R9]:** Staff suggest adding these new policies at the beginning of the Land Use Section under Goal 1. See above in 7/24/25 Planning Commission Draft.

**Commented [PB11]:** Implementation needs to be predictable (form based code, street frontage guidelines)

**Commented [JS12R11]:** Staff suggest additional language be added to Policy WMP 2-4.3.

**Commented [PB13]:** Important to keep this word and not imply expansion

**Commented [JS14R13]:** Language added to proposed Goal LU 4.

**Commented [PB15]:** Consider environment, street frontage, human scale

**Commented [PB16R15]:** Hold in “parking lot” - staff/consultant to provide context (and likely a clarified draft policy) to PC for further consideration.

**Commented [PB17]:** Consider pairing public parking facilities with affordable housing or other beneficial uses. Structured (not surface).

**Commented [PB18]:** Staff: Refer to REAC and Equity Manager for review/revision and report back to PC.

**Commented [JS19R18]:** City staff provided proposed Goal 6 and its policies to City Equity and Inclusion Manager to coordinate REAC review.

**Policy LU 6.B** Encourage affordable housing development throughout Winslow utilizing all tools available such that housing inequities impacting people of color and lower income households are reduced and, over time, eliminated.

**Policy LU 6.C** Foster a variety of housing types in residential and mixed use areas that accommodate cultural and generational shifts in housing needs, welcomes new residents, and supplies housing for generations to come, including options for both renting and home ownership.

**NOTE:** Information in other DRAFT WSP chapters (Existing Conditions, Synthesis, etc. provide information about development standards, so staff is proposing striking most of existing Goal 2.5 and its policies.

**Goal WMP-2-5: Determine density and intensity of development in the Mixed-Use Town Center and High School Road Districts through the Floor Area Ratio (FAR) method:**

Discussion: Floor area ratio refers to a figure that expresses the total allowable floor area in relation to the total lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area. For example, if a lot is 25,000 square feet and the FAR is 1.0, then the total square footage allowed would be:  $25,000 \times 1 = 25,000$  sq. ft. A development of 1 FAR could have up to 25,000 sq. ft. of development that could be commercial or residential.

Although density is frequently defined by dwelling units per acre in suburban communities that are comprised of single-use districts, it is less useful in areas where a mixture of uses is desired. Using FARs provides flexibility to design a project to address a particular site. The use of FAR allows the market to determine the number and size of units and the mix in the type of development. (Conventional density limits can discourage affordability since smaller, less expensive units count the same as larger, more expensive ones.)

It is possible to relate FAR to a range of achievable units per acre, as follows:

0.4 FAR would produce 8-20 units per acre

0.8 FAR would produce 16-40 units per acre

1.5 FAR would produce 24-60 units per acre

The unit range results from the variety of unit sizes that can occur.

Parking requirements also influence the number of units that a site could accommodate. The form of parking also affects the extent to which a development actually reaches the densities suggested by each range. Surface parking coupled with larger average unit sizes would tend to produce the lower end of the range, while structured parking coupled with smaller average unit sizes would allow the higher end to be possible.

FAR allows uses to be weighted according to the characteristics of a particular district. For example, one district might allow an FAR of 0.4 for commercial and 0.4 for residential, while another might allow 0.4 for commercial and 0.8 for residential. Each development would be a unique blend of uses and unit sizes.

**Commented [PB20]:** Provide similar useful conversion where appropriate.

**Commented [PB21R20]:** Consider graphical example

**Commented [PB22R20]:** Hold in "parking lot" for final document layout.

**Policy WMP 2-5.1:** Establish base floor area ratio levels for commercial, residential and mixed-use development (FAR) for each of the five overlay districts in the MUTC and the High School Road Districts, in coordination with a study of the necessary infrastructure, particularly transportation.

**Policy WMP 2-5.2:** Establish maximum FAR levels of development beyond the base for each of the districts through the use of bonus FAR provisions. The bonus FAR provisions are a means of advancing specific Comprehensive Plan policies and community values. Bonus FAR may be achieved by:

- Preserving open space, agricultural land and critical areas, through participation in a Transfer of Development Rights (TDR) program or contribution to a land preservation effort;
- Providing public open space that is visibly accessible to the public, with adequate access from a public corridor;
- Contributing toward or providing public amenities (above and beyond what is required to mitigate the impacts of the project itself) that serve the community and enhance the livability and vitality of Winslow. Public amenities may include, but are not limited to, pedestrian connections; on-site places for public gathering; streetscape improvements; public art; and other public benefits as determined by the City;
- Preserving exceptional and/or legacy trees or trees within designated greenways;
- Preserving historic structures;
- Providing affordable housing;
- Utilizing green building and low impact development techniques;
- Creation of permanent open space on parcels that contain critical areas, by transferring development potential from the critical areas to another parcel within the Mixed-Use Town Center or High School Road Districts; and
- Relocating existing surface commuter parking to underbuilding (Ferry Terminal District only).

Priorities among the bonus FAR provisions may be established in the zoning code through the level of bonus that can be achieved through each of the provisions, and by phasing implementation of the provisions.

**Policy WMP 2-5.3:** The bonus FAR provisions may be changed based on future conditions without amending the Master Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow Master Plan, and provided that changes are made in coordination with a study of the necessary infrastructure, particularly transportation.

**Planning Commission stopping point on 7/10/2025**

### Policies for Specific Districts

Specific land use policies in the Winslow Town Center:

#### **Central Core Overlay District Policy**

**WMP 2-6.1:** Establish FARs and development standards that support mixed-use development at a level that encourages downtown living with a variety of housing sizes and types, provides

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**Commented [PB23]:** Hold in "parking lot" for discussion with district preferred alternatives, standards and potential bonus programs.

**Commented [PB24R23]:** Staff: Bring back broadened language with a list of items that we want to protect/create, including with incentives. Primarily a rephrasing of Policy 2-5.2

**Commented [PB25]:** The PC stopped here during 7/10/2025 meeting. Remainder of document is still pending PC review.

**Commented [PB26]:** Consider more context on historic winslow and waterfront

**Commented [JS27R26]:** See discussion of Existing Conditions in Winslow in the DRAFT WSP Existing Conditions Section, posted to the WSP project website.

commercial and retail services that meet the needs of the community, and enhances the vitality of the downtown.

**Policy WMP 2-6.2:** Encourage the retention and development of ground floor retail on Winslow Way, Madison Avenue, Bjune Drive and other appropriate areas, and establish the implementing FAR levels and development regulations.

**Policy WMP 2-6.3:** Increase the vitality of the civic plaza — currently comprised of the Farmers’ Market, BPA and City Hall — by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities.

**Policy WMP 2-6.4:** Design Winslow Way as the community’s “living room” -- the stage for community gatherings and a gallery to showcase art and gardens. The central section of Winslow Way should function as a civic plaza, with artistic gathering spaces and unique design features.

**Land Use Element Policy LU 7.3 Central Core Overlay District** The Central Core is the most densely developed district within the Mixed Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. *Mixed-use development* within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

**Commented [PB28]:** Consider moving district level policies into WSP and not duplicate in CP elements

**NOTE: Civic + Cultural Connection Overlay Comprehensive Plan Amendment (CPA) request shown below noted by “Aqua” highlighting.**

**Commented [PB29]:** Discuss as part of WSP district policies

**Land Use Element Policy LU 7.3 Central Core Overlay District** The Central Core is the most densely developed district within the Mixed Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. *Mixed-use development* within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

**Land Use Element Policy LU 7.8 Civic + Cultural Connection Overlay District** The Civic + Cultural Connection Overlay is a densely developed district within the Mixed-Use Town Center. Within this Overlay District, mixed-use development is encouraged, pedestrian site porosity and dedicated public rights-of-way to enhance the walkability of Winslow are encouraged. Below-grade parking is encouraged. Developments are encouraged to thoughtfully meet the Civic and Cultural center of Bainbridge and provide public enhancements and gateways.

**NOTE: Current Madison, Ericksen & Gateway Districts Proposed for 2025 WSP Updated Draft MADISON and FERNCLIFF zones**

#### **Ericksen Overlay District Policy**

**WMP 2-7.1:** Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, while preserving the unique and historical features of the Ericksen Avenue neighborhood.

**Land Use Element Policy LU 7.4 Ericksen Avenue Overlay District** The purpose of this Overlay District is to preserve the unique and historical features of the neighborhood and to provide for a mix of residential and small-scale non-residential development. Retail development is permitted only on the ground floor, while residential and office development is permitted on the upper floors. Historic (pre-

**Commented [PB30]:** Consider keeping Ericksen district or integrate into design standards.

**Commented [JS31R30]:** Further discussion warranted.

Existing and Proposed Winslow Related Land Use, Housing and Open Space Goals & Policies  
July 24, 2025 Planning Commission Discussion

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1920) single-family residential structures on Ericksen may be converted to non-residential use, provided that the structure is preserved. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. New buildings shall employ traditional building forms, roof shapes, and relationship of building to street to be compatible with the historic structures on Ericksen Avenue.

#### **Madison Overlay District**

**Policy WMP 2-8.1:** Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, with retail located on the ground floor.

**Land Use Element Policy LU 7.5 Madison Avenue Overlay District** The purpose of this Overlay District is to provide for a mix of residential and small-scale non-residential development. All retail and office development greater than one story above grade shall include a residential component. Retail development is permitted only on the ground floor.

NOTE: The “Madison” policies can be further amended once the preferred land use alternative is firmed up regarding the presence of “Active ground floor corridors.”

**Commented [PB32]:** Consider removing. Urban residential. May be addressed in development standards.

#### **Gateway Overlay Policy**

**WMP 2-9.1:** Establish FARs and development standards that provide for commercial, multifamily, and tourist-oriented uses while ensuring protection of the natural character of the Ravine.

**Policy WMP 2-9.2:** Development within the district should include provisions for pedestrian access to adjoining parcels and neighborhoods, and as part of the pedestrian link to the ferry terminal and waterfront.

**Policy WMP 2-9.3:** Implement policies to restore and protect the habitat, forest and water resources of the Ravine and provide for non-motorized public access.

**Land Use Element Policy LU 7.6 Gateway Overlay District** The corridor along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island, and new uses should enhance its role as the gateway while also protecting the Winslow Ravine.

**Commented [PB33]:** Consider keeping gateway zone or make a general policy focused on the ravine.

**Commented [PB34R33]:** New ferry district may be acting as the gateway now

**Commented [JS35R33]:** The Gateway zone was consolidated into some of the Central Core zone and the previously proposed “Transition” zone, which is considered to become the Planning Commission proposed “Ferncliff” zone. Further Planning Commission discussion necessary.

**Commented [PB36R33]:** WMP 2-9.1 and 2-9.2 are redundant to policies in remaining districts in gateway area.

WMP 2-9.3 is redundant to center-wide ravine policy.

LU 7.6 should be converted into a center-wide policy.

**Commented [PB37]:** Consider changing to “should”

**Commented [JS38R37]:** Updated policy to be prospective.

#### **Ferry Terminal Overlay District**

**Discussion:** The Ferry Terminal Overlay District — currently dominated by parking — ~~could~~ **is** ~~planned to~~ undergo significant change as it transforms from surface parking lots for commuters to a new pedestrian and transit oriented, mixed-use neighborhood. ~~Although the Core District is designated for the most intense development in the Mixed Use Town Center, n~~ New development in the Ferry Terminal District should complement the character and vitality of the Core District. Higher density housing is appropriate for this area because of its proximity to the ferry and downtown and because it is a prime view location. Parking for both commuters and new development may be integrated within (or under) housing or in adjacent garages.

**Policy WMP 2-10.1:** Establish FARs and development standards that provide for a pedestrian/transit oriented, mixed-use neighborhood with higher density residential development, commercial development, and some retail, while protecting the adjacent residential neighborhoods.

**Policy WMP 2-10.2:** Enhance the district's status as the "gateway" to Winslow by maximizing opportunities for visual and physical access to the shoreline while protecting, reclaiming and sustaining high quality, native shoreline vegetation. Civic and public uses, and protection for any sites important to local tribes should be provided along the waterfront.

**Policy WMP 2-10.3:** The area south of Winslow Way is intended to redevelop as a transit and pedestrian friendly mixed-use neighborhood, with small blocks served by a network of streets, alleys, public open space and pedestrian walkways.

**Policy WMP 2-10.4:** Allow additional parking spaces in structured parking in the Ferry Terminal District for use by non-commuter ferry passengers in off-peak hours (e.g., after 9:00 a.m.), when constructed in conjunction with replacement of an equivalent amount of existing surface ferry parking in structure.

**Policy WMP 2-10.5:** Any redevelopment of the ferry terminal and/or related transit services should maximize public open space and minimize the development footprint, and should provide shoreline views, a public plaza and a pedestrian accessible waterfront.

**Discussion:** The transit center should address multimodal users and should integrate access to the public plaza and shoreline. "Stacking" of vehicle holding, transit and terminal activities is preferred.

**Policy WMP 2-10.6:** Commuter parking located in the Ferry Terminal Overlay District shall be limited in number and/or area to achieve the following objectives:

- Protect the character of the district from being further dominated by parking;
- Encourage the redevelopment of the district;
- Limit traffic impacts; and
- Encourage transit, non-motorized, and other travel methods as alternatives to low occupancy vehicles.

~~Policy WMP 2-10.7: North of Winslow Way, the City shall protect adjacent residential neighborhoods from adverse impacts associated with development by establishing transition standards, such as landscaped buffers, lower height limits, small-scale buildings and other appropriate measures:~~

**Land Use Element Policy LU 7.7 Ferry Terminal Overlay District** This District is intended to provide an attractive setting for ferry and associated transportation-oriented uses, and to serve as the entry point for Winslow. This District is also a new mixed-use neighborhood that complements the character and vitality of the Core District, serving both neighborhood residents and commuters.

#### ~~High School Road District I and High School Road II Policy~~

~~Policy WMP 2-11.1: Establish FARs and development standards that provide for a variety of commercial uses that complement downtown Winslow and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area. In I High School Road II, retail uses shall be limited to 14,400 sq. ft. (See Land Use Element Policy W 5.3.)~~

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

**Commented [PB39]:** Consider adding recognition to tribal sites

**Commented [JS40R39]:** Staff added language related to tribal sites. Note that shoreline permits that require work on the shoreline have conditions of approval related to protections of tribal sites.

**Commented [PB41]:** Consider removing this geographic limitation

**Commented [PB42R41]:** Staff recommends removing it.

**Commented [PB43]:** Replacement?

**Commented [JS44R43]:** Fixed.

**Commented [PB45]:** Consider this as applicable farther north to the transition between ferry and ferncliff.

**Commented [PB46R45]:** Staff recommend deleting this policy for the same reason as deletion of WMP 2-2.5 - Transition standards already in place.

**Commented [PB47]:** Need new policies to align with HSR discussions. Equity considerations for drive throughs.

**Commented [PB48R47]:** Review new vision statement

**Commented [JS49R47]:** Suggest deletion of Policy WMP 2-11.1 because Land Use Element Policies for HS Road area are more recent to recognize walkability and housing.

**Commented [PB50]:** Consider intent in new HSR policies/standards

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

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



Fig. LU-10 High School Road Area

**Policy LU 8.3** Auto-oriented uses and drive-through businesses that benefit from access to SR 305 shall be limited to the yellow dashed area shown in Fig. LU-10.

**Policy LU 8.4** To visually screen development year-round, properties with frontages along SR 305 shall provide a vegetated buffer along the highway that includes the preservation and protection of existing vegetation. Access to these properties should not be directly from SR 305.

**Policy LU 8.5** The properties designated on the Land Use Map as High School Road District II are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet requires a conditional use permit. This portion of High

School Road is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and *should* have less intense uses than the remainder of the High School Road district.

Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.

**Policy LU 8.6** To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk and placement.
- Landscaping including screening of parking lots and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.
- *Open space*.
- Road access and internal circulation including pedestrian connections, developing more pedestrian crossings and requiring parking in the rear wherever possible.
- Signage.
- Additional *transit* stops on both sides of SR 305.

**NOTE: Civic + Cultural Connection Overlay Comprehensive Plan Amendment (CPA) request shown below**

**Commented [PB51]:** Circle back to these as part of a CC district discussion

**Policy WMP 2-12.1** – Encourage below-grade parking to further the goals of making the Winslow downtown a pedestrian oriented town center where residents and visitors are encouraged to ‘Park-First’ and do their business on foot.

**Policy WMP 2-12.2** – Provide increased FAR to encourage a diversity of housing to create a multigenerational and multi-income downtown core.

**Policy WMP 2-12.3** – Permit increased height to allow for additional pedestrian open and green space at the ground plane, encourage pedestrian thoroughfares where opportunities align with comprehensive plan goals with the goal of increasing the pedestrian orientation of Winslow.

**Policy WMP 2-12.4** – Encourage mixed-use development to enhance the livability and vitality of Winslow as well as increasing tourist opportunities for visitors. Or encourage culturally oriented uses to bolster the civic and cultural heart of downtown.

**Policy WMP 2-12.5** – In addition to the specific policies listed for this overlay district, comply with policies 2-6.1 and 2-6.3 for the Central Core Overlay District.

**NOTE: Civic + Cultural Connection Overlay Comprehensive Plan Amendment (CPA) request for Comprehensive Plan Cultural Element shown below**

**Policy CUL-1.8:** Prioritize Civic and Cultural core enhancements on and around the City’s property in Winslow.

**Policy CUL-3.7:** Support the expansion and enhancement of the Bainbridge Island Historical Society Museum and its grounds through public and private partnerships.

#### **NEW Proposed Human Services and Sustainability Goals and Policies**

**NEW Proposed WSP Goal HS 1** **Ensure** all Bainbridge residents can find care and support in Winslow.

**Policy HS 1.A** Winslow is a hub that supports the well-being of all community members and ensures they have the ability to meet their basic physical, economic, and social needs.

**Policy HS 1.B** Winslow is a center on the Island where families, neighbors, schools, and organizations all work together to help young people flourish on the island.

**Policy HS 1.C** Recognize the unique needs of older adults, and maintain and improve the quality of life for community members 50 years and older.

**NEW Proposed WSP Goal SU 1** **Reduce greenhouse gases (GHGs) emissions per capita by focusing growth where services and infrastructure already exist, while preserving and enhancing access to nature.**

**Commented [PB52]:** Consider adopting even if CCCO does not get adopted.

**Commented [PB53R52]:** Bake into DNA of CC policies

**Commented [PB54]:** “Ensure” might be too strong.

**Commented [PB55]:** Consider moving up to universal CP level.

**Commented [PB56R55]:** Staff recommends moving up to City-wide level.

**Policy SU 1.A** Support dense development in the updated Winslow Subarea to achieve climate goals via zoning and development standards, and minimize any zoning changes in the Conservation Area that would increase development capacity where services and infrastructure are lacking.

**Policy SU 1.B** Make the best use of already developed areas by encouraging infill, and decrease the amount of impervious surface per new housing unit added over time utilizing parking reductions, multimodal infrastructure investments, and other programmatic and regulatory methods.

**Policy SU 1.C** Promote connections to sewer and water for remnant properties within the subarea that are not currently served by public infrastructure.

**Policy SU 1.D** Preserve and enhance access to green space, open space, natural areas, and other natural amenities in collaboration with public and private partners.

**NEW Proposed WSP Goal SU 2** Promote new “green” buildings in Winslow.

**Policy SU 2.A** Require some type of green building certification for new buildings over a certain scale, use, or location, as allowed by state law.

**Policy SU 2.B** Encourage renewable energy integration and access in new projects and redevelopment.

**NEW Proposed WSP Goal SU 3** Increase resilience and climate readiness for Winslow residents, businesses and visitors.

**Policy SU 3.A** Balance between built, ecological, and social priorities on Bainbridge Island to ensure that the built environment is utilized to its fullest extent to contribute to a resilient community, and that any future green building requirements do not become cost prohibitive.

**Policy SU 3.B** Sustainably manage and restore neighborhood tree canopy levels to enhance biodiversity, decrease localized heat island effects, stabilize geologically hazardous areas, and increase the functions and values of critical areas and their buffers.

**Policy SU 3.C** Integrate implementation of the Winslow Subarea Plan and Bainbridge Island Climate Action Plan as necessary.

**NOTE**

**Commented [PB57]:** Consider adding “public benefit”. Need to be cognizant of capacity.

**Commented [JS58R57]:** Staff reply, additional details not necessary here because the City sewer plan, goals and policies should have specificity.

**Commented [PB59]:** Consider more clear/specific (remove “some type of”) (add “innovative”)

**Commented [PB60R59]:** Also consider costs associated with certification

**Commented [PB61R60]:** Staff added language related to cost considerations to SU 3.A

**Commented [PB62]:** Consider adding ecological, indigenous cultural significance

**Commented [JS63R62]:** Note cultural resources added to Policy WMP 2-10.2 above.

## CURRENT WINSLOW SUBAREA PLAN HOUSING CHAPTER GOALS & POLICIES

See also Citywide Comprehensive Plan [Housing Element](#)

**Goal WMP 3-1: Promote and facilitate the provision of diverse and affordable housing choices in a manner that encourages socio-economic diversity.**

**Policy WMP 3-1.1:** Through FAR levels, development standards and incentives, encourage a variety of housing sizes and types that meet the needs of a broad range of households, including smaller units suitable for small families, single individuals and senior citizens.

**Policy WMP 3-1.2:** The ~~bonus FAR~~ program established for the ~~Mixed Use Town Center and High School Road districts~~ Winslow Town Center may include a provision that allows bonus FAR to be achieved in exchange for providing for-rental and for-purchase income-qualified housing.

**Policy WMP 3-1.3:** Recognizing that rental and homeownership opportunities are important components of a diverse community and healthy residential market, develop programs and incentives to encourage a healthy balance between rental and owner occupied units.

### Mobile Home Park

~~**Policy WMP 3-1.4:** The City shall continue to coordinate with the Islander Mobile Home Park board regarding any future changes, with respect to the 2004 Agreement that enabled the mobile home park to remain. The existing mobile home park situated to the north of the BPA provides an existing source of affordable housing. Because the site is zoned for higher intensity residential/commercial use, it is possible that the housing could be lost. Several mechanisms should be established to encourage the preservation of affordable housing on the site: (1) the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and (2) allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.~~

**Commented [PB64]:** Likely need to reframe for update

**Commented [JS65R64]:** Staff recommendation: revisit goal once proposed housing tools are firmed up depending on Planning Commission preferred alternative.

**Commented [PB66]:** Consider in context of increases of FAR in CC district

## CURRENT WINSLOW SUBAREA PLAN OPEN SPACE & TRAILS CHAPTER

### GOALS & POLICIES

**NOTE:** Staff suggest striking introductory language below. The concepts in this overview are covered in proposed new chapters *Existing Conditions, Synthesis & Vision* ([see Draft under Supporting Documents on WSP Update project website](#)) and a future “Preferred Alternative” chapter.

#### Overview

In order to create a sustainable community in Winslow, ecological connections must be strengthened and enhanced. Development of Winslow will include an open space network consisting of a combination of small pocket parks and larger parks, private open space and portions of the natural systems such as the Ravine and drainage facilities that would be used for passive recreation and trails to provide for the needs of the residents of Bainbridge Island in the future, and for those who live, work or shop in Winslow.

**Open Space Goal WMP 4-1** Incorporate open space and green spaces throughout Winslow by:

- enhancing existing parks and developing new parks;
- providing street trees, small gardens and other landscaping that provides visual relief and enhances the character;
- providing a series of green spaces, plazas and corridors that connect the community, define character and protect resources; and
- celebrating and connecting the town to the Harbor and the Ravine.

**WMP 4-1.1:** Development standards, design guidelines, and incentives should be provided to encourage retention or development of open space, public gathering spaces and parks.

**WMP 4-1.2:** Prime public viewpoints, view corridors, and road ends should be designated and either preserved or enhanced.

**NEW Proposed WSP Goal OS 1** Coordinate with the Bainbridge Island Metro Park and Recreation District (BIMPRD) to preserve and expand the park and open space network to strengthen livability as growth occurs.

**Policy OS 1.A** Close gaps in the public open space network as identified in a updated open space framework and other adopted plans through development review and support for the BIMPRD.

**Policy OS 1.B** Enhance existing parks by enhancing access when adjacent private development occurs.

**Policy OS 1.C** Support the BIMPRD to balance recreation space needs with habitat preservation and restoration, ensuring a diverse array of natural and recreational experiences are available to all people residents, workers, and visitors.

**Commented [PB67]:** Identify the specific language that replaced the strikethrough language.

**Commented [JS68R67]:** See Draft Winslow Subarea Plan on the City's project webpage, Existing Conditions section on page 30 and Synthesis & Vision section pages 54-58)

**Commented [JS69]:** Staff proposed for removal as it is duplicative to Goal WMP 2-3 and many of its policies.

**Commented [PB70]:** Consider “all people”

**Commented [JS71R70]:** Staff revised.

**Policy OS 1.D** Enhance public access to water through coordination with other agencies on wayfinding and City road end improvements.

#### **The Ravine**

**Policy WMP 4-1.3:** the Ravine should be preserved as open space and low impact trails should be developed to provide access to this green space. Habitat and water quality in the Ravine should be restored by eliminating invasive species such as English Ivy and designing appropriate stormwater facilities. (Figure 4.2 provides an illustration of the trail.)

#### **Market Square**

**Policy WMP 4-1.4:** ~~Increase and improve~~ Continue to maintain and improve the public space in the Farmer's Market Square between City Hall and the Bainbridge Performing Arts Center.

**Goal WMP 4-2:** ~~As new growth is concentrated in the Winslow area, there will be a need for centrally-located parks and gathering places for passive recreation; therefore, usable parks throughout the Winslow area should be created or enhanced.~~

**Policy WMP 4-2.1:** ~~Improve and enhance existing parks in the downtown area.~~

#### **Waterfront Park**

**Policy WMP 4-2.2:** Winslow should be experienced as a waterfront town, well-connected to Eagle Harbor by activity, trails, views, lanes and design details. An attractive Waterfront Park will connect Winslow to the waterfront, drawing people from the central retail area to the harbor and showcasing the waterfront character of the community. To achieve this connection, the Waterfront Park Master Plan should be updated and implemented.

**Policy WMP 4-2.3:** ~~New parks should be acquired ranging from pocket parks (approximately 10,000 s.f.) to sites up to 1 acre or larger.~~

**NOTE:** Staff suggesting deleting these trail policies from the open space section for consolidating in Transportation section, to be renamed mobility, to prevent duplication and note additional details in the Islandwide Mobility Plan.

**Commented [PB72]:** Consider with gateway district comments

**Commented [PB73R72]:** Removed gateway policy in lieu of this broader policy.

**Commented [JS74]:** Work on a Waterfront Park Plan has been completed and improvements made.

**Commented [PB75]:** Provide explanation for why these are struck

**Commented [JS76R75]:** Revised.

**Commented [JS77R75]:** Goal WMP 4-2 and Policy WMP 4-2.1 covered by proposed new goal and policy OS 1 and it's policies, recognizing that generally, the BIMPRD is the lead agency on parks.

**Commented [PB78]:** Consider Grow park dedication as case study

**Commented [PB79]:** Hold for review with Transportation policies

**From: Planning Commission Chair Ariel Birtley**

**Date: June 12, 2025**

**RE: Goals and Policies for the Winslow Subarea Plan**

- **Affordable Housing Overlay Zone**
- **Middle Housing Overlay Zone**
- **Form Based Code**
- **Promoting Controlled Density Through Human-Scaled Urban Design**
- **Sustainable Urbanization and Density Through Stewardship and Land Preservation**
- **Creating Connected and Accessible Walksheds for Vibrant, Pedestrian-Friendly Communities**
- **Strategic Housing Development Near Essential Services for Accessible, Sustainable Communities**

## **Affordable Housing Overlay Zone**

### **Goal:**

To provide equitable access to affordable housing within designated urban zones by creating an Affordable Housing Overlay Zone (AHOZ) that supports the development of affordable, sustainable, and inclusive housing options. This zone will facilitate the creation of affordable housing units through incentives, flexible design standards, and streamlined approval processes, while ensuring that developments contribute to the social, environmental, and economic vitality of the community.

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### **Policy:**

#### **1. Purpose and Intent:**

The purpose of the Affordable Housing Overlay Zone (AHOZ) is to promote the development of affordable housing in areas of high demand and limited affordable housing supply. The policy aims to ensure that affordable housing development is integrated into the community, supports diverse populations, and provides economic opportunities for lower-income residents.

#### **2. Incentives for Affordable Housing Development:**

Developers within the AHOZ will be eligible for incentives, such as:

- Increased density allowances and flexible zoning standards.
- Reduced parking requirements based on proximity to transit.

- Expedited permitting processes.
- Access to financial incentives, grants, or tax credits where available.

These incentives will make affordable housing projects more financially viable for developers while ensuring the long-term affordability of the housing units.

### **3. Affordable Housing Definition and Requirements:**

- Affordable housing shall be defined as housing where the rent or mortgage payment does not exceed x% of the area median income (AMI) for the targeted income group.
- At least x% of the total units in any new development within the AHOZ shall be designated as affordable housing, with a focus on families, seniors, and individuals earning up to 80% AMI, though lower thresholds may be encouraged based on market conditions and needs assessments.

### **4. Design and Sustainability Standards:**

Developments within the AHOZ will be required to meet specific design and sustainability standards to ensure that affordable housing is of high quality, energy-efficient, and harmonizes with the surrounding community. These standards will include:

- Sustainable building practices, such as the use of energy-efficient materials and renewable energy sources.
- High-quality design that ensures visual and environmental compatibility with the neighborhood.
- Integration of green spaces, community areas, and amenities to support the well-being of residents.

### **5. Community Engagement and Partnerships:**

Developers will be encouraged to collaborate with local community organizations, affordable housing advocates, and residents in the planning and development process. Public participation will be prioritized to ensure that the needs and concerns of the community are addressed and that the development benefits local residents.

### **6. Monitoring and Accountability:**

The City will establish a monitoring system to ensure compliance with affordability commitments. Regular assessments will be conducted to track the availability of affordable housing units and evaluate the effectiveness of the AHOZ.

### **7. Long-Term Affordability Preservation:**

The policy will require that affordable housing units remain affordable for a minimum of 50 years, with mechanisms in place for the long-term preservation of affordability. This

may include the use of land trusts, deed restrictions, or other tools that prevent the conversion of affordable units to market-rate housing.

**8. Equity and Inclusion:**

All affordable housing developments within the AHOZ must prioritize equity and inclusion, ensuring that projects are accessible to diverse populations, including low-income households, people of color, and people with disabilities.

**9. Review and Updates:**

The policy will be reviewed annually to assess its impact on affordable housing production and to make adjustments as necessary to meet the community's evolving needs.

## **Middle Housing Overlay Zone –**

### **Goal:**

To facilitate the development of middle housing within designated urban areas by creating a Middle Housing Overlay Zone (MH-OZ) that encourages the construction of a diverse range of housing types—such as duplexes, triplexes, fourplexes, townhomes, courtyard clusters, Garden Apartments, Low -Rise multi Family (3-4stories) and cottage clusters. This zone aims to increase housing options, support housing affordability, and promote sustainable, walkable, and vibrant neighborhoods, while preserving community character and fostering equitable growth.

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### **Policy:**

**10. Purpose and Intent:**

The Middle Housing Overlay Zone (MH-OZ) is established to address the growing demand for housing options that are affordable, accessible, and diverse in character. The policy seeks to promote the development of middle housing types in areas well-served by infrastructure, transit, and amenities, offering flexible and scalable housing solutions while fostering neighborhood diversity and sustainability.

**11. Eligible Housing Types:**

The MH-OZ will allow for the development of the following middle housing types:

- **Duplexes and Triplexes**
- **Fourplexes**
- **Townhouses**

- **Cottage Clusters**  
These housing types will be permitted in areas designated as part of the overlay zone, providing greater flexibility and diversity in housing options that fit within existing neighborhoods.
- **Garden Apartment Units**
- **Courtyard Clusters**

## **12. Density and Zoning Flexibility:**

- Developments within the MH-OZ will be permitted increased density allowances compared to standard zoning, subject to specific conditions that ensure compatibility with surrounding uses.
- Zoning regulations will allow for reductions in setbacks, height limits, and parking requirements, where appropriate, to facilitate the development of middle housing types.

## **13. Affordability Requirements:**

- A portion of the new middle housing units will be required to be affordable, with affordability defined as housing that is affordable to households earning x% of the area median income (AMI).
- Developers will be encouraged to prioritize the provision of affordable units, with incentives for the inclusion of units affordable to lower-income households or for longer-term affordability preservation.

## **14. Design and Compatibility Standards:**

- While the goal is to promote a diversity of housing types, developments within the MH-OZ will be required to adhere to design standards that ensure compatibility with the existing neighborhood character, such as:
  - Scaled building designs that reflect the surrounding neighborhood's massing and aesthetics.
  - Materials and finishes that align with the architectural style of the area.
  - Landscaping, tree canopy preservation, and green space requirements that enhance the visual appeal and environmental quality of the neighborhood.

## **15. Incentives and Financial Tools:**

- To encourage the development of middle housing, developers within the MH-OZ will be eligible for various incentives, including density bonuses, expedited permitting, reduced fees.
- Developers may also receive incentives for projects that include green infrastructure, renewable energy solutions, or other sustainability features.

#### **16. Sustainability and Environmental Standards:**

- All middle housing developments in the MH-OZ must comply with sustainability and environmental standards, focusing on energy efficiency, water conservation, and low-carbon building materials.
- Developments should also incorporate stormwater management systems that promote sustainability and reduce environmental impact.

#### **17. Community and Stakeholder Engagement:**

- Developers will be required to engage with local communities and stakeholders early in the planning process, ensuring that the perspectives and needs of residents are addressed.
- Public meetings and community workshops will be encouraged to gather input and ensure that developments align with community desires and aspirations while also contributing to the neighborhood's evolution.

#### **18. Transportation and Accessibility:**

- Housing developments in the MH-OZ will be located within walking distance of transit services, schools, parks, and commercial centers to promote walkability, reduce car dependency, and support sustainable transportation options.
- Parking requirements will be adjusted to reflect proximity to transit, with a goal of reducing the parking burden and promoting shared parking arrangements where appropriate.

#### **19. Equity and Inclusivity:**

- The MH-OZ will prioritize inclusivity by ensuring that middle housing is accessible to all income levels, family structures, and populations, including those with disabilities.
- Special attention will be given to ensuring that middle housing development reflects the needs of historically underserved communities, including people of color, low-income residents, and those with other marginalized identities.

## **20. Monitoring and Reporting:**

- The City will monitor the effectiveness of the MH-OZ in producing middle housing and meeting affordability goals. Annual reports will be made publicly available, outlining the progress of the program, including the number of units produced, the affordability levels of those units, and the overall impact on housing availability.

## **21. Periodic Review and Adjustment:**

- The policy will be reviewed every five years to evaluate its effectiveness in achieving its goals, including meeting the housing needs of the community, promoting diversity, and enhancing sustainability. Adjustments will be made as necessary based on market conditions, community feedback, and lessons learned from ongoing implementation.

## **Goal: Promoting Controlled Density Through Human-Scaled Urban Design**

To encourage the development of higher-density, human-scaled urban environments that balance efficient land use with livability by allowing for reduced lot coverage, the inclusion of courtyards, and the reduction of parking requirements. Drawing inspiration from the Haussmannian block model, this policy seeks to foster a built environment that prioritizes open space, walkability, and vibrant community interaction while supporting a range of uses and housing types in a denser, more sustainable urban form.

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## **Policy:**

### **22. Purpose and Intent:**

The goal of this policy is to increase urban density by facilitating well-designed, human-scale development that maximizes land use while maintaining a high quality of life for residents. By allowing reduced lot coverage, creating courtyards, and reducing parking requirements, the policy promotes efficient, mixed-use, and pedestrian-friendly environments similar to the Haussmannian model found in historic European cities. These changes will enhance the character and sustainability of urban neighborhoods, support diverse housing options, and improve connectivity.

### **23. Reduced Lot Coverage:**

- To promote the efficient use of land while preserving green space and open areas, developers will be permitted to reduce the maximum lot coverage typically required under standard zoning. This will allow for greater flexibility in building

design, enabling more space for courtyards, landscaping, and communal areas that enhance the urban environment.

- Lot coverage reductions will be tied to the inclusion of courtyards, green roofs, or other open space features that contribute to the visual and environmental quality of the development.

#### **24. Courtyards and Open Space:**

- Courtyards, open spaces, and communal areas will be encouraged and prioritized in new developments. These spaces will provide outdoor areas for relaxation, socialization, and environmental sustainability, improving the overall livability of dense urban environments.
- Courtyards will be integrated within developments and should be designed to maximize natural light, promote social interaction, and support green infrastructure such as rain gardens, trees, or edible landscaping.
- Developments that incorporate significant courtyards or open space will be eligible for density bonuses or other incentives, ensuring that the inclusion of such features is financially viable.

#### **25. Reduced Parking Requirements:**

- Parking requirements will be reduced to support denser development and more walkable, transit-oriented neighborhoods. The reduction in parking requirements will be particularly targeted for areas that are well-served by public transit and within walking distance to amenities such as shops, schools, and parks.
- Developers will be encouraged to use shared or underground parking arrangements, where possible, to minimize the land area dedicated to parking and allow more space for buildings and green open space.
- For projects that are located in high-transit or high-density areas, additional reductions in parking requirements will be permitted, with a focus on promoting alternative modes of transportation such as biking, walking, and public transit.

#### **26. Integration of Mixed-Use Development:**

- The policy encourages mixed-use development, with residential, commercial, and community-oriented spaces integrated within the same buildings or blocks. This will increase activity on the street level, reduce the need for automobile travel, and create more vibrant and active neighborhoods.
- A mix of uses can include retail, offices, restaurants, and public spaces on the lower floors, with residential units or other uses on the upper floors. This vertical

integration will promote walkability and make urban living more convenient and sustainable.

#### **27. Pedestrian and Community-Friendly Design:**

- Development under this policy will prioritize pedestrian safety and accessibility by ensuring wide sidewalks, safe crossings, and direct connections to public transportation hubs. The focus will be on creating spaces that encourage walking and cycling, which reduces dependency on cars and enhances neighborhood livability.
- Design standards will require active street frontages to engage pedestrians and create vibrant, street-level experiences that enhance the urban environment. Blank walls and parking lot facades will be discouraged, while transparent storefronts and accessible entrances will be encouraged.

#### **28. Sustainability and Environmental Design:**

- Developments must adhere to environmental standards that support sustainability, such as the use of green building materials, rainwater harvesting, energy-efficient systems, and renewable energy sources. The inclusion of green roofs, permeable paving, and native landscaping will be encouraged to reduce the environmental footprint of new developments.
- Courtyards and open spaces should also integrate sustainable features such as stormwater management systems, urban agriculture, and biodiversity support, making the built environment more resilient to climate change.

#### **29. Incentives and Flexibility:**

- To promote the goals of this policy, developers will be eligible for density bonuses, reduced development fees, expedited permitting, and other financial incentives for including courtyards, reducing parking, and providing other public benefits.
- Projects that exceed the minimum required courtyards or open space thresholds may be eligible for additional height or floor area ratio (FAR) bonuses.
- Design flexibility will be provided to developers to ensure that the buildings meet the needs of the community while also adhering to sustainability and aesthetic standards.

#### **30. Monitoring and Evaluation:**

- The policy will be monitored through regular reviews of development outcomes, including the amount of open space provided, parking reductions, and density achieved. Adjustments will be made as needed to ensure that the policy remains effective in promoting vibrant, sustainable, and walkable neighborhoods.
- Community feedback and engagement will be an integral part of the evaluation process, ensuring that new developments meet the needs and expectations of the residents.

## **Goal: Encouraging Flexible and Context-Sensitive Urban Design Through Future Form-Based Code Adoption**

To establish a framework that allows the city to consider the adoption and implementation of form-based codes in the future, enhancing the built environment by prioritizing the design, function, and character of buildings and public spaces. This goal aims to create urban environments that are more pedestrian-friendly, context-sensitive, and responsive to the needs of the community, while fostering sustainable growth, improved public spaces, and higher-quality urban development.

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### **Policy:**

#### **31. Purpose and Intent:**

The purpose of this policy is to lay the groundwork for the potential future adoption of form-based codes (FBC) to guide urban development in the city. Form-based codes focus on regulating the physical form, appearance, and function of buildings, public spaces, and streetscapes, with an emphasis on fostering walkable, well-designed neighborhoods. This policy intends to provide the city with the flexibility to evaluate and implement form-based codes in targeted areas or city-wide based on growth needs, community goals, and urban design principles.

#### **32. Definition and Framework for Form-Based Codes:**

- **Form-Based Codes (FBC)** will be defined as zoning regulations that prioritize the physical design and relationship of buildings to their surrounding environment over the use of land. These codes typically include guidelines for building massing, height, setbacks, lot frontage, and streetscape features to promote a more coherent and aesthetically pleasing urban form.
- The framework will outline a process for identifying areas where form-based codes could be implemented, including a set of principles that guide urban design, scale, and mixed-use development.

#### **33. Criteria for Future Consideration of Form-Based Codes:**

- **Community Engagement:** Form-based codes will be considered for adoption in areas where there is substantial community support, particularly from residents, businesses, and local stakeholders. Comprehensive public outreach and consultation will be essential to ensure that the community's vision is integrated into the future code.
- **Urban Design Objectives:** The city will evaluate areas where form-based codes can address specific urban design objectives, such as enhancing walkability, improving public spaces, fostering mixed-use development, and preserving historic character.
- **Urban Revitalization and Infill Development:** Form-based codes will be considered for areas undergoing redevelopment, infill, or revitalization to ensure new construction complements and enhances existing neighborhood character while facilitating higher-density, sustainable growth.
- **Transit-Oriented Development (TOD):** The city will prioritize considering form-based codes in areas well-served by transit, where encouraging higher-density, mixed-use, and pedestrian-oriented development is a priority for increasing transit ridership and reducing automobile dependency.

#### 34. Implementation Process for Form-Based Codes:

- **Pilot Programs:** The city will consider initiating pilot projects in select neighborhoods or corridors where the principles of form-based codes could be tested. These pilot programs will be designed to assess the effectiveness of form-based codes in enhancing neighborhood quality, supporting desired growth, and meeting community needs.
- **Evaluation and Adjustments:** Any pilot projects or initial areas designated for form-based codes will be subject to regular evaluations. Feedback from residents, businesses, and stakeholders will guide potential revisions to the form-based code before it is rolled out on a broader scale.
- **Comprehensive Planning Integration:** The city will integrate the consideration of form-based codes into its broader comprehensive planning process. This will involve alignment with housing, transportation, sustainability, and equity goals to ensure that form-based code adoption supports the city's long-term vision.

#### 35. Collaboration with Stakeholders:

- **Consultation with Experts:** The city will consult with urban designers, architects, planners, and other relevant experts to ensure that form-based codes reflect best practices in urban design, functionality, and sustainability.

- **Interdepartmental Coordination:** Collaboration between the planning, transportation, public works, and community development departments will be essential to align form-based code regulations with infrastructure planning, environmental goals, and city services.
- **Business and Property Owner Involvement:** Property owners and businesses in areas designated for potential form-based code implementation will be actively involved in the planning process, ensuring that the new regulations support economic growth and property value while promoting neighborhood enhancement.

### 36. Incentives for Form-Based Code Adoption:

- **Development Incentives:** To encourage private investment in areas where form-based codes are adopted, the city will provide development incentives such as density bonuses, reduced parking requirements, or expedited permitting for projects that meet the criteria of the form-based code.
- **Public-Private Partnerships:** The city will explore opportunities for partnerships with developers and community organizations to share the cost of infrastructure improvements, public spaces, and other amenities that align with the goals of form-based code implementation.

### 37. Design Guidelines and Standards:

- **Building and Streetscape Design:** Form-based codes will include detailed design guidelines that regulate building aesthetics, massing, architectural style, façade treatments, landscaping, and street furniture. These guidelines will ensure that new developments are consistent with the city's character and promote a cohesive urban environment.
- **Public Space Standards:** The policy will ensure that form-based codes address the integration of high-quality public spaces such as parks, plazas, and pedestrian corridors. Standards will promote designs that encourage social interaction, public art, and outdoor activities.
- **Pedestrian and Bicycle Accessibility:** The city will focus on designing streets and buildings that are accessible to pedestrians and cyclists, with the goal of enhancing walkability, connectivity, and non-motorized transportation options.

### 38. Monitoring and Review:

- The city will establish a system for tracking the implementation and performance of form-based codes, including metrics on building design quality, urban livability, pedestrian traffic, and economic impact.

- Periodic reviews and updates will be conducted to ensure that form-based codes remain responsive to evolving community needs, changing market conditions, and new urban design trends.

### 39. Education and Outreach:

- **Public Education Campaigns:** The city will provide educational resources to inform residents, developers, and other stakeholders about the benefits of form-based codes and how they differ from traditional zoning. This will include workshops, online resources, and public meetings.
- **Design Charrettes and Workshops:** The city will organize design charrettes and workshops to allow the community to collaboratively engage in the design process, helping to define the vision and principles that will guide the adoption of form-based codes.

## Sustainable Urbanization and Density Through Stewardship and Land Preservation

### Goal:

To promote sustainable urbanization and increased density in a way that honors the natural environment, ensures the stewardship of land, and prioritizes the preservation of natural resources and cultural heritage. This goal seeks to balance growth with respect for the land's ecological, historical, and cultural significance, ensuring that urban development enhances the well-being of both people and the planet.

### Policy:

#### 1. Purpose and Intent:

The purpose of this policy is to guide urbanization and density in a manner that integrates responsible land stewardship and environmental sustainability. The city will prioritize development that minimizes ecological impact, enhances environmental quality, and fosters a connection to the natural landscape. By respecting the land and its resources, the policy aims to create communities that are not only vibrant and thriving but also resilient and in harmony with their surroundings.

#### 2. Proactive Land Stewardship:

- **Sustainable Site Development:** All new developments will adhere to sustainable design practices that preserve and restore natural habitats, protect biodiversity, and reduce the urban heat island effect. This includes utilizing green building materials, energy-efficient systems, and low-impact stormwater management solutions.

- **Ecological Preservation Zones:** Areas of high ecological value, such as wetlands, forests, riparian zones, and wildlife corridors, will be designated as preservation zones, and urban development will be directed away from these sensitive areas.
  - **Native Landscaping:** Developments will be encouraged to use native plant species, drought-tolerant vegetation, and low-maintenance landscaping to preserve local ecosystems and reduce water usage.
3. **Balanced Density and Growth:**
- **Contextual Density Planning:** Density increases will be planned in a manner that respects the surrounding natural and built environment. Zoning and land use changes will be designed to integrate new development smoothly with existing neighborhoods, avoiding overburdening infrastructure or over-developing sensitive areas.
  - **Cluster Development:** Where appropriate, urbanization will focus on clustered development patterns that preserve open space, agricultural land, and natural landscapes. These clusters will provide higher density in select areas while preserving surrounding green spaces for community use and environmental health.
  - **Vertical Growth and Mixed-Use:** To reduce the expansion of urban sprawl, higher-density housing and mixed-use developments will be encouraged in existing urban centers and along transit corridors. This approach promotes walkability, reduces automobile dependence, and preserves undeveloped land for agriculture, recreation, and natural areas.
4. **Cultural and Historical Land Respect:**
- **Cultural Heritage Protection:** Urban development will respect and integrate cultural heritage sites, including indigenous lands, historic landmarks, and significant landscapes, into planning and design processes. Preservation of these areas will be a priority in all development proposals.
  - **Community Involvement in Land Use Decisions:** The city will foster inclusive engagement processes that allow all community members, including indigenous groups and local stakeholders, to contribute to land use decisions. Ensuring the voices of those with deep connections to the land are heard will guide sustainable and culturally sensitive growth.
5. **Sustainable Resource Management:**
- **Water Conservation:** Urban development will prioritize water conservation strategies, including rainwater harvesting, water-efficient landscaping, and the reduction of impervious surfaces to promote natural water infiltration and protect water quality.
  - **Energy-Efficient Buildings:** New developments will adhere to high standards of energy efficiency, incorporating renewable energy systems, passive design principles, and energy-efficient technologies to reduce carbon footprints and energy demand.
  - **Waste Reduction and Recycling:** Developers will be required to incorporate waste reduction, recycling programs, and composting facilities within new developments to promote a circular economy and minimize environmental impact.

## 6. Preservation of Green Infrastructure:

- **Green Spaces and Parks:** Green spaces, parks, and public recreation areas will be a central element of urban planning, ensuring that new developments provide access to nature and outdoor activities for residents. These spaces will also support biodiversity, mitigate air pollution, and offer respite from urban life.
- **Green Infrastructure Integration:** Stormwater management will rely on green infrastructure solutions such as bioswales, permeable pavements, and green roofs to improve water quality, enhance urban biodiversity, and contribute to the beauty of urban areas.

## 7. Climate Resilience and Adaptation:

- **Climate-Responsive Design:** Urban development will consider the local climate and environmental conditions, adopting strategies for climate resilience such as heat island mitigation, flood resilience, and drought-resistant landscaping.
- **Long-Term Environmental Stewardship:** The city will encourage development that aligns with long-term sustainability goals, emphasizing environmental stewardship across generations. This includes climate action planning, protecting wildlife habitats, and reducing the carbon footprint of urban growth.

## 8. Monitoring and Accountability:

- **Environmental Impact Assessments:** All new development projects will undergo environmental impact assessments to evaluate potential effects on land, water, air quality, and ecosystems. This process will identify mitigation strategies and ensure that development adheres to environmental preservation goals.
- **Sustainability Metrics and Reporting:** The city will establish metrics to track the effectiveness of land stewardship policies, monitoring air and water quality, biodiversity levels, energy consumption, and other key indicators. Regular reports will be made public to ensure transparency and accountability.

## 9. Education and Awareness:

- **Public Education on Sustainability:** The city will offer educational programs to engage residents in sustainable living practices, including water and energy conservation, waste reduction, and the importance of local biodiversity.
- **Incentives for Sustainable Practices:** The city will offer incentives such as tax credits, grants, and technical assistance for developers and residents who adopt sustainable, land-friendly practices in their projects.

## Creating Connected and Accessible Walksheds for Vibrant, Pedestrian-Friendly Communities

### Goal:

To create connected, accessible, and vibrant walkable neighborhoods by developing and enhancing **walksheds**—areas within walking distance of key destinations such as transit hubs, parks, schools, and commercial centers. This goal aims to reduce car dependency, promote sustainable transportation options, and improve the overall quality of life by making neighborhoods more pedestrian-friendly and accessible for all residents.

## Policy:

### 1. Purpose and Intent:

The purpose of this policy is to establish a framework for creating and expanding **walksheds**—the areas surrounding key urban destinations where residents can easily access services, amenities, and transportation options on foot. This policy focuses on enhancing the pedestrian environment, ensuring safety, accessibility, and connectivity, while fostering vibrant, walkable neighborhoods that prioritize people over cars.

### 2. Walkshed Definition:

A **walkshed** is defined as the area within a **quarter-mile** (about a 5-10 minute walk) of key destinations such as:

- **Transit Hubs** (bus stops, train stations, ferry terminals)
- **Parks and Green Spaces**
- **Schools and Community Centers**
- **Commercial Areas** (shops, restaurants, services)
- **Healthcare and Social Services**

### 3. Walkability Standards and Design:

- **Pedestrian Infrastructure:** Developments within walksheds will include high-quality pedestrian infrastructure, such as wide, well-maintained sidewalks, safe crosswalks, and clear signage to promote easy navigation.
- **Connectivity and Access:** A focus will be placed on ensuring seamless connections between key destinations, with direct, continuous routes free of barriers. Walking routes will be designed to be safe, well-lit, and accessible to people of all abilities.
- **Safe Crossings:** Strategic placement of pedestrian crossings at key intersections will prioritize pedestrian safety. The city will ensure adequate crossing times, traffic calming measures, and appropriate signage at busy intersections.
- **Universal Accessibility:** All walksheds will comply with ADA (Americans with Disabilities Act) standards to ensure that sidewalks, crosswalks, and other pedestrian infrastructure are accessible to individuals with disabilities, including ramps, tactile paving, and appropriate curb heights.

### 4. Land Use and Zoning Integration:

- **Mixed-Use Development:** Zoning within walksheds will encourage mixed-use development, with residential, commercial, and community spaces integrated to allow residents to access daily needs without the need for a car.
- **Incentives for Walkable Projects:** Developers within walksheds will be encouraged to incorporate pedestrian-friendly designs such as active ground-floor uses, public seating, and green spaces that enhance the walkability and vibrancy of the area. Density bonuses or reduced parking requirements may be granted to encourage projects that prioritize walkability.

### 5. Transit Integration:

- **Transit-Oriented Design:** Walksheds will be closely linked with transit infrastructure, ensuring that key public transit stations are easily accessible on foot. The city will prioritize the development of transit corridors that connect major hubs and high-density areas, encouraging a shift towards public transportation use.
  - **Last-Mile Connectivity:** The city will work to improve the connection between transit stations and surrounding neighborhoods through pedestrian-friendly routes, bike-share stations, and micro-mobility options (e.g., scooters).
6. **Green Infrastructure and Streetscape Enhancements:**
- **Green Streets:** Streets within walksheds will include green infrastructure such as street trees, rain gardens, and vegetative buffers to provide shade, reduce heat islands, improve air quality, and create more attractive, inviting spaces for pedestrians.
  - **Public Plazas and Spaces:** New developments within walksheds will incorporate public plazas, pocket parks, and green spaces to foster community engagement and provide rest areas for pedestrians.
7. **Community Engagement and Planning:**
- **Inclusive Design Process:** Community input will be central to the design of walksheds. The city will engage local residents, businesses, and community organizations to ensure that walkshed planning meets the needs of diverse populations and respects neighborhood character.
  - **Neighborhood-Specific Plans:** The city will develop customized walkshed plans that address the unique needs of each neighborhood, accounting for factors such as existing infrastructure, local land use, and community priorities.
8. **Pedestrian Safety and Maintenance:**
- **Regular Maintenance:** Sidewalks and pedestrian infrastructure within walksheds will be regularly maintained to ensure that they are free from obstacles, such as potholes, debris, or snow/ice in winter. A dedicated program for sidewalk repairs and upkeep will be prioritized in high-use areas.
  - **Pedestrian Safety Education:** The city will provide educational campaigns to raise awareness about pedestrian safety and promote walking as a healthy, sustainable, and safe transportation option.
9. **Monitoring and Evaluation:**
- **Walkshed Impact Assessment:** The city will regularly evaluate the effectiveness of walkshed development through metrics such as pedestrian traffic counts, reductions in car dependency, and improvements in overall health outcomes.
  - **Ongoing Feedback:** Continuous community feedback will be solicited to refine and improve the design and functionality of walksheds, ensuring that they remain vibrant, safe, and accessible for all users.
10. **Partnerships and Funding:**
- **Public-Private Partnerships:** The city will explore partnerships with local businesses, developers, and organizations to fund and support walkshed development. These partnerships may include contributions to the improvement of pedestrian infrastructure or collaborative efforts to create public spaces.

- **Grant Opportunities:** The city will pursue state and federal grants that support sustainable urban design, pedestrian safety, and transit-oriented development to fund the creation and enhancement of walksheds.

## **Strategic Housing Development Near Essential Services for Accessible, Sustainable Communities**

### **Goal:**

To promote the development of housing in proximity to essential services, transportation options, and community amenities, fostering walkable, accessible, and sustainable neighborhoods. This goal aims to reduce reliance on automobiles, enhance community engagement, and improve the overall quality of life for residents by ensuring that housing is conveniently located near schools, healthcare, shopping, parks, and public transit.

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### **Policy:**

#### **1. Purpose and Intent:**

The purpose of this policy is to guide the location of new housing developments in areas that are well-served by essential services and public infrastructure. By promoting housing near services such as schools, healthcare facilities, retail centers, parks, and transit options, the policy seeks to create more connected and sustainable communities while reducing transportation costs and environmental impacts.

#### **2. Location Criteria for Housing:**

- **Proximity to Services:** New housing developments will be prioritized in areas within walking distance (typically within a half-mile or 10-minute walk) to essential services, including schools, healthcare centers, grocery stores, retail areas, public parks, and other community amenities.
- **Access to Transit:** Housing will be located in areas with good access to public transit, such as bus stops, train stations, and bike-share hubs. Developments will be encouraged in transit-oriented districts where frequent, reliable transit services connect residents to key destinations across the city.
- **Integration with Mixed-Use Development:** Zoning and development standards will encourage mixed-use neighborhoods, where residential, commercial, and community services are integrated within the same area. This will reduce the need for long commutes and foster a more vibrant, community-oriented environment.

#### **3. Walkability and Pedestrian Connectivity:**

- **Pedestrian-Friendly Infrastructure:** Housing developments must be linked to services by well-designed, safe, and accessible pedestrian pathways. Sidewalks, crosswalks, and bike lanes will be prioritized to ensure ease of access for people walking or cycling to nearby services.

- **Traffic Calming and Safe Routes:** Traffic calming measures, such as reduced speed limits, curb extensions, and enhanced pedestrian crossings, will be implemented to make walking and cycling to services safer and more appealing.
  - **Neighborhood Design:** The design of new housing will incorporate connectivity to surrounding services through direct, walkable routes, reducing reliance on cars and encouraging active transportation options.
4. **Affordable Housing and Services Accessibility:**
- **Equitable Access:** Housing located near essential services will prioritize equitable access for all residents, particularly low- and moderate-income populations. This ensures that those who need services the most can live in close proximity to them without facing barriers such as high housing costs or limited availability.
  - **Incentives for Affordable Housing:** Developers of affordable housing will be encouraged to build in locations near services through incentives such as density bonuses, tax credits, or relaxed parking requirements, ensuring that lower-income residents have access to the amenities they need.
5. **Encouraging Transit-Oriented Development (TOD):**
- **Mixed-Income Housing:** TOD areas will be designed to incorporate a mix of housing types, including affordable, market-rate, and workforce housing. This will help ensure that people of all income levels can benefit from the accessibility and convenience of living near transit and services.
  - **Development Near Transit Hubs:** Housing developments will be prioritized in areas within a 10-minute walk of major transit hubs, such as train stations, metro stops, or high-frequency bus routes. This strategy will help to create transit-connected neighborhoods that promote sustainable transportation and reduce traffic congestion.
6. **Environmental and Sustainability Considerations:**
- **Green Spaces and Urban Ecology:** Housing located near services will also incorporate green infrastructure such as parks, open spaces, green roofs, and urban gardens, contributing to environmental sustainability and providing recreational areas for residents.
  - **Energy-Efficient Housing:** New housing near services will be designed to be energy-efficient, with the integration of sustainable technologies such as solar panels, energy-efficient appliances, and low-impact building materials, further reducing residents' carbon footprints.
7. **Community Engagement and Collaboration:**
- **Engagement with Local Stakeholders:** Housing development projects near services will involve community input to ensure that local residents' needs and preferences are reflected in the planning process. This will include holding public meetings and workshops to discuss housing options and the integration of services.
  - **Partnerships with Service Providers:** The city will collaborate with healthcare providers, schools, and other essential service organizations to align housing development with the capacity and availability of services in the area. This will ensure that new developments are supported by adequate infrastructure and services.

## 8. Monitoring and Adjustments:

- **Tracking Housing and Service Accessibility:** The city will establish metrics for monitoring the success of housing development near services, including accessibility levels, walkability scores, transit ridership, and resident satisfaction. These metrics will be used to adjust zoning and planning policies to ensure that housing remains effectively located near key services.
- **Regular Updates to Plans:** Housing development strategies will be periodically reviewed and updated to adapt to changing demographics, transportation networks, and service needs. Adjustments will be made to ensure that housing continues to be built in areas that provide residents with easy access to essential services.

# Comprehensive Plan

## "AHA" Preferred Alternative Concept

**FOR DISCUSSION ONLY - NOT A FORMAL RECOMMENDATION OR ADOPTED PLAN**

Drafted by Planning Commissioner Peter Schaab /// 7.18.25

*Pre-read copy*

# General Sentiment and Goal of This Document

Based on the last 6+ months of discussions, I've come to the following conclusions:

1. The island does have a finite carrying capacity that needs careful and consistent monitoring, but it's not so limited that we can't fulfill our legal and moral obligations to foster development of more affordable housing
2. Affordable housing is best realized as integrated into a market-rate development, rather than as a standalone development that can exacerbate cultural, environmental, and physical separation between people on different points of the economic spectrum
3. We should not upzone any area of the island without controls to ensure the maximum reasonable amount of affordable housing is built
  - a. An upzoning without at least basic controls will likely result in nearly 100% market-rate housing under current market conditions
  - b. However, the fear that a bunch of supertall dense market-rate housing will appear as soon as the zoning map is changed in any way is overblown, and at worst disingenuous
4. It's clear that we have to update our zoning map and associated development standards simultaneously with the Comprehensive Plan update to meet the requirements of HB 1220
5. Considering our time constraints, we should focus on the geographical areas most conducive to affordable housing and defining within them the minimum necessary detail to ensure that denser development (compared to what's possible under 2024 standards) results in more affordable housing, or at the very least, additional funds for future affordable housing

This document was created to propose a potential framework of how to move forward from our current discussions of goals and policies, with defined zoning standards/boundaries, deliverables, and program details based on my personal perspective. **It is not meant to shut down further discussion, but rather to propose a clear baseline for further discussions so our remaining Comp Plan efforts are focused and expedient.**

*NOTE: This document was created prior to the 7/22/25 City Council meeting where the Council is expected to provide direction to the Planning Commission regarding whether to continue to consider revised development standards beyond the Ferry and High School districts. This document assumes a direction to consider revised standards for other Winslow districts, but some of the concepts presented here could still be useful if the direction is instead to only focus on Ferry and High School.*

# Proposed Deliverables to Focus On

## Focus Now

*Must do to complete Comp Plan within 2025*

### 1. Goals & policies updates

- a. Set strong goal/policy to convert Winslow (and perhaps Neighborhood Centers) to form-based code within 1-2 years of Comp Plan adoption

### 2. New zoning map

- a. Controlled upzone of Core, Ferry, High School, Madison, Ferncliff and notional “Sakai” transition zones
  - i. Referred collectively as “AHA Overlay” (essentially an Affordable Housing Overlay Zone)
  - ii. 2024 “bonus” zoning becomes new “base” zoning with mandatory 10% affordable housing
  - iii. New “bonus” zoning (henceforth referred to as “AHA” standards) only accessible by participating in the notional AHA Program, which requires minimum of 30% affordable housing
  - iv. Set FAR, height, lot coverage/open space, and parking requirements only
- b. Maintain all zones outside of AHA Overlay at current standards
- c. Little to no change to zones outside of Winslow
  - i. Minor boundary changes for Lynwood (NC-R-12 → NC) and Day Rd B/I (remove single parcel)
  - ii. Consider aligning FAR framework w/ Winslow “transition” zones so NC can use AHA Program

### 3. Future land use map will be defined by final zoning map

### 4. Define minimum necessary details of initial AHA (“Affordable Housing Advantage”) program to launch alongside new zoning map

- a. Sliding scale of AMI ranges that must be served depending on overall share of units that are affordable
- b. Set formula/framework/fee schedule for In Lieu fee program for 10% mandatory inclusionary zoning
  - i. In Lieu fees seed city’s Affordable Housing Trust Fund
- c. Set formula/framework/payment schedule for city’s per-unit financial contribution for projects utilizing AHA “bonus” zoning standards
- d. Requirement for private developer to partner with nonprofit or other affordable housing organization to access “bonus” zoning standards

## Focus Later

*Very important for the future of the island but not mandatory for Comp Plan adoption; prioritize for 2026 work*

### 1. Convert to form-based code

- a. Gives residents and developers a greater sense of control and clarity as to what the future building forms of the island will look like
- b. Consider some density increases in Winslow zones outside of AHA Overlay to enable more creative use of parcels beyond large single-family homes

### 2. Develop more robust “v2” of AHA Program that creates/enhances:

- a. MFTE rules to expand levels of income served (per HAP Action 1.1)
- b. New TDR framework (if useful)
- c. Other actions outlined in Housing Action Plan as well as new ideas not yet considered

### 3. District-level conceptual plans for Ferry and High School

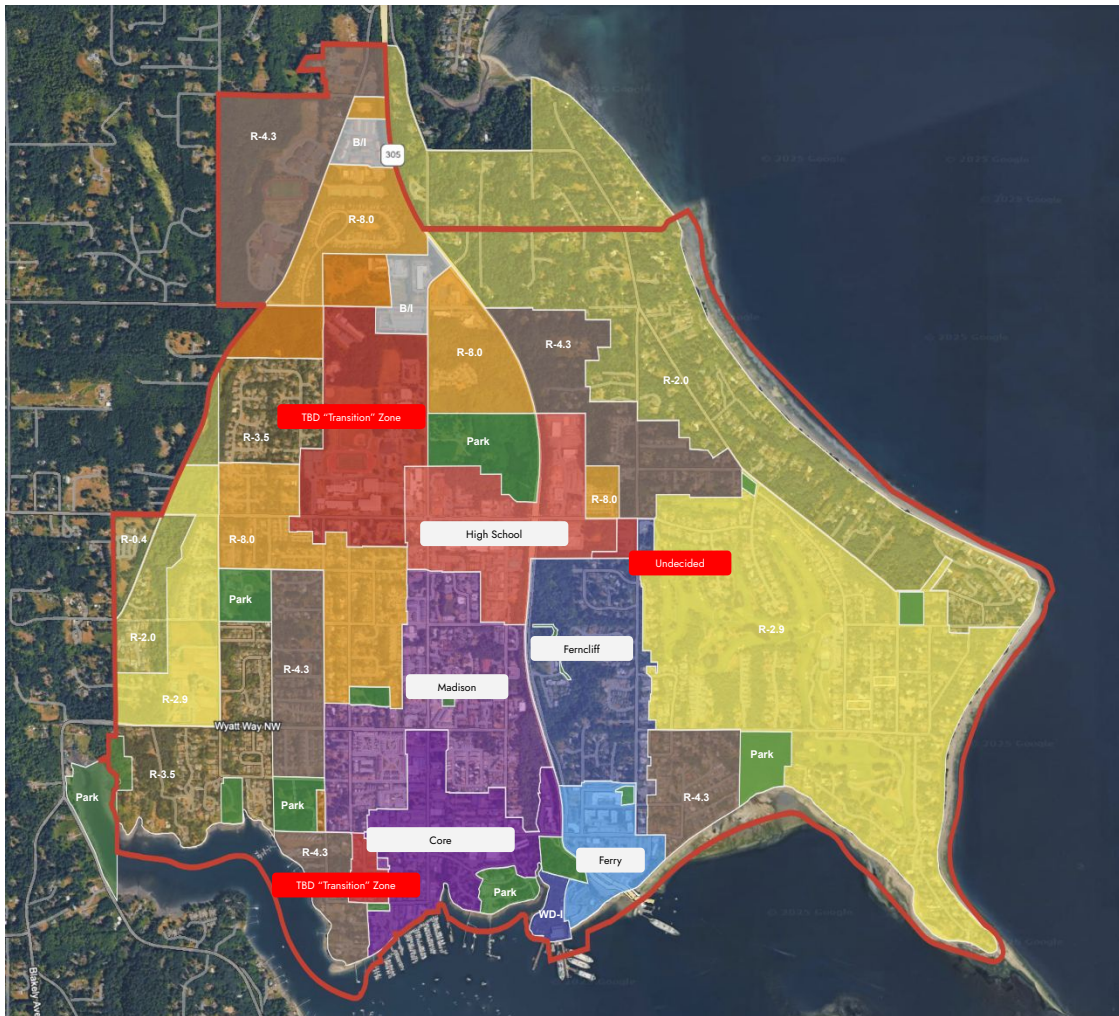
# **Proposed Zoning Maps & Development Standards**

Based on current zoning framework (FAR, units/acre, overall height limit, etc.); should be converted to Form Based Code after Comp Plan adoption

## Context: Current Planning Commission progress on Preferred Alternative

As of last discussions in June before Commission transitioned to working on goals & policies

*None of the R-Zones, with the exception of Hawley and the area surrounding the Heron Rookery, have been discussed or altered from what was presented in the January 2025 Draft Preferred Alternative*



[illegible]

The graph shows two linear functions representing distance over time. The x-axis is labeled "Time (hours)" and the y-axis is labeled "Distance (miles)".

- The red line, labeled "Red car", starts at the origin (0,0) and passes through the point (10, 100).
- The purple line, labeled "Purple car", starts at the point (0, 50) and passes through the point (10, 100).

The two lines intersect at the point (10, 100).

- **Core** Urban Center
- **Ferry** Urban Center
- **High School** Urban Center
- **Madison** Urban Transition
- **Ferncliff** Suburban Transition
- **Sakai** Suburban Transition

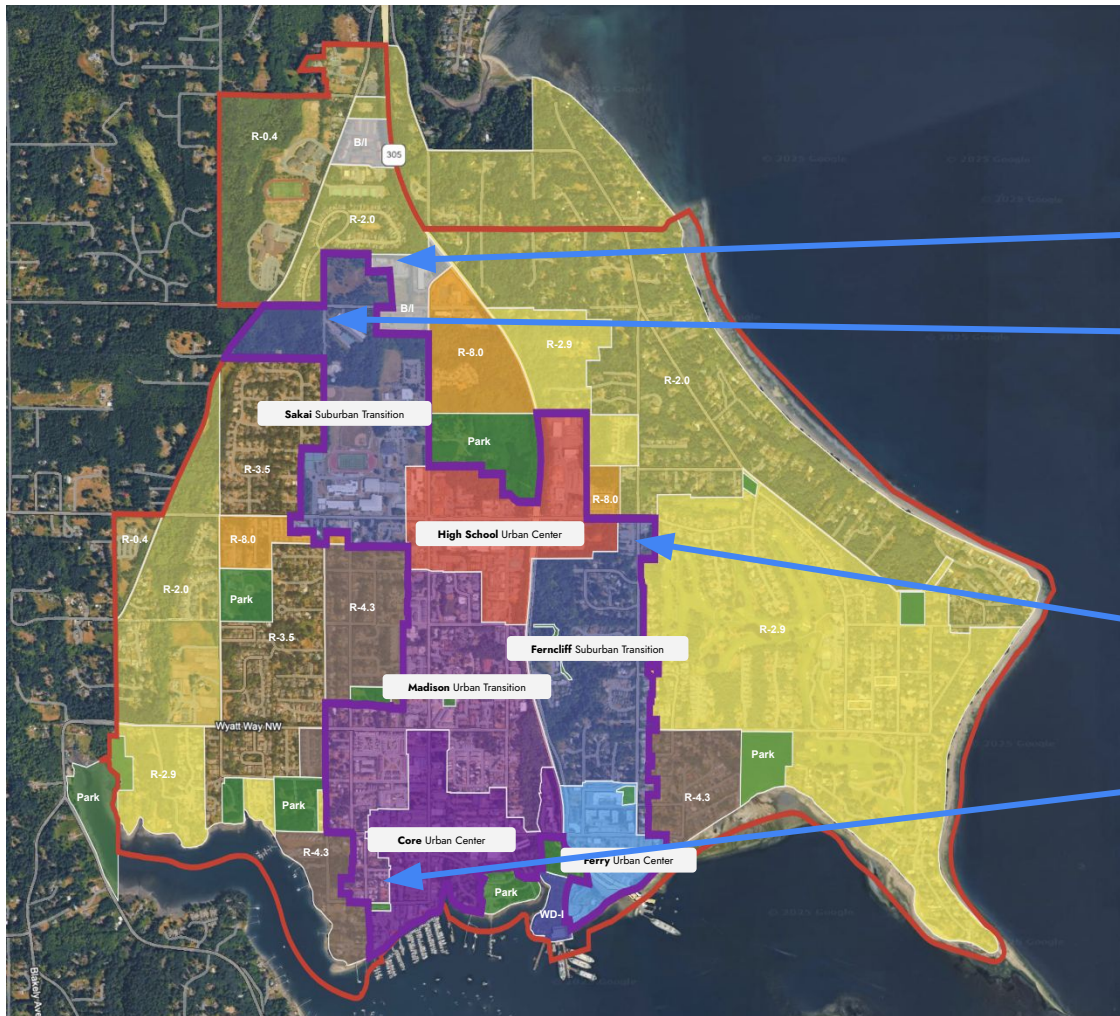
**This is the only area where density is increased compared to 2024 zoning.**

**“Base” zoning standards are increased to match 2024 “bonus” standards, but developers must allocate at least 10% of a multifamily development to affordable housing. In other words, this area now has 10% mandatory inclusionary zoning.**

**New “AHA” zoning standards, which allow for significant FAR and height increases** (along with other benefits such as reduced parking requirements), become the new “bonus” standards and are **only available when private developers partner with nonprofits to allocate at least 30% of units to affordable housing.**

All zones **outside of the “AHA” boundary** are maintained at **2024 zoning standards, not DEIS Preferred Alternative standards**. An exception could be carved out for developers that wish to calculate density in FAR equivalent to current units/acre, but these permits would need special review by the Planning Commission or other designated group.

## Other Changes Compared to Current Planning Commission Draft



Maintains B/I zoning for The Farm

Converts “TBD Transition Zone” north of HS Rd to “Sakai Suburban Transition” zone and expands it to include:

- Convert current B/I zones adjacent to North Town Woods (proposed in the Draft Preferred Alternative to become R-14) to a mixed-use FAR-based zone
- Convert Suzuki Property from current R-2 (proposed by Draft PrefAlt to become R-14) to mixed-use FAR-based zone

Includes “Undecided” parcel (Island Terrace Apartments) in Ferncliff Suburban Transition zone

Includes “TBD Transition Zone” parcels (between Core and R-4.3 zone surrounding Heron Rookery) in Madison Urban Transition zone

# “Character Notes” for Winslow Mixed-Use Districts

The following list is ordered from most intensely developed to least intensely developed; only including districts within AHA Overlay zone

- **Ferry Urban Center**
  - Most intense level of development
  - Corresponds roughly to a “transect” classification of T-5.5
  - Gateway to the island, Kitsap Peninsula, and Olympic Peninsula
  - Serves both commuters and tourists
  - Hotels/Resorts permitted
  - Leverages its dramatic views
- **High School Urban Center**
  - 2nd most intense
  - Corresponds roughly to a “transect” classification of T-5.5
  - Key services for residents, not tourists
  - Efficient vehicular/non-motorized connections
- **Core Urban Center**
  - 3rd most intense
  - Corresponds roughly to a “transect” classification of T-5.0
  - Heart of the island
  - Mix of activities and services for both residents and tourists
- **Madison Urban Transition**
  - Lower intensity “bridge” between Core and High School
  - Corresponds roughly to a “transect” classification of T-4.5
  - Protects historical characteristics of Ericksen Ave and environmental integrity of the Ravine
  - As walkable and bikeable as Winslow, High School, and Ferry
  - Small corridors scattered throughout provide “surprise”
  - Commercial focused on ground floor along key corridors like Madison, Ericksen, and Wyatt
- **Ferncliff Suburban Transition**
  - Lower intensity “bridge” between Ferry and High School
  - Lower intensity than Madison with more emphasis on maintaining existing tree cover and established subdivisions
  - Corresponds roughly to a “transect” classification of T-4.0
  - Commercial focused on parcels closest to Ferry and High School; predominantly a residential district
- **Sakai Suburban Transition**
  - Replaces Planning Commission’s current “TBD transition zone” and absorbs Suzuki property as well as two B/I parcels that Draft Preferred Alternative proposed changing to R-14
  - Lower intensity than Ferncliff
  - Corresponds roughly to a “transect” classification of T-4.0
  - Connecting corridor between High School Urban Center and Sportsman Triangle activities/services
  - Pathways through forests connect schools and moderately dense “villages”
  - Foster light mixed-use development that reflects the creative and entrepreneurial spirit of adjacent existing locations like BARN, The Farm, and Coppertop

# \*WORK IN PROGRESS\* Standards for Winslow Mixed-Use Districts

|                                     |                                                                 |           |           |            |                        |                           |                              | Housing Forms Permitted ( <a href="#">see link for examples</a> ) ***Applies to new construction only*** |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|-------------------------------------|-----------------------------------------------------------------|-----------|-----------|------------|------------------------|---------------------------|------------------------------|----------------------------------------------------------------------------------------------------------|-----------|------------------|-------------------|-----------|---------------|-------------------------------------|-------------------|-----------------|----------------------|-------------------------------|------------------------------|
| Zone/District                       | Proposals                                                       | Framework | Max FAR   | Max Height | Max Lot Coverage       | Minimum Public Open Space | Minimum Parking Requirements | Mid-Rise Multifamily                                                                                     | Live-Work | Triplex: Stacked | Multiplex: Medium | Townhouse | Cottage Court | Courtyard Building / Bungalow Court | Fourplex: Stacked | Duplex: Stacked | Duplex: Side-By-Side | Accessory Dwelling Unit (ADU) | Detached Single-Family House |
| Ferry Urban Center T-5.5            | Current Standards                                               | Base      | 0.5       | 35 ft      | 75%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | Bonus     | 1.4       | 45 ft      | 75%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     | Jan'25 Preferred Alternative                                    | Base      | 3.0       | 65 ft      | Not Provided           |                           |                              | ✓                                                                                                        | ✗         | ✗                | ✗                 | ✗         | ✗             | ✗                                   | ✗                 | ✗               | ✗                    | ✗                             | ✗                            |
|                                     | "AHA" Preferred Alternative                                     | Base      | 1.5       | 45 ft      | 75%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | AHA       | 4.0       | 65 ft      | 100%                   |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
| High School Urban Center T-5.5      | Current Standards                                               | Base      | 0.3       | 35 ft      | 50%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | Bonus     | 0.9       | 45 ft      | 50%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     | Jan'25 Preferred Alternative                                    | Base      | 2.5       | 65 ft      | Not Provided           |                           |                              | ✓                                                                                                        | ✓         | ✓                | ✓                 | ✗         | ✗             | ✗                                   | ✗                 | ✗               | ✗                    | ✗                             | ✗                            |
|                                     | "AHA" Preferred Alternative                                     | Base      | 1.5       | 45 ft      | 50%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | AHA       | 4.0       | 55 ft      | 100%                   |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
| Core Urban Center T-5.0             | Current Standards (based on Core District)                      | Base      | 1.0       | 35 ft      | 100% (35% in Ericksen) |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | Bonus     | 1.5       | 45 ft      | 100% (35% in Ericksen) |                           |                              | ✓                                                                                                        | ✓         | ✓                | ✓                 | ✓         | ✗             | ✗                                   | ✗                 | ✗               | ✗                    | ✗                             | ✗                            |
|                                     | Jan'25 Preferred Alternative                                    | Base      | 2.0       | 55 ft      | Not Provided           |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     | "AHA" Preferred Alternative                                     | Base      | 1.5       | 45 ft      | 100%                   |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | AHA       | 2.0       | 55 ft      | 100%                   |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
| Madison Urban Transition T-4.5      | Current Standards (based on Madison Overlay District)           | Base      | 0.5       | 25 ft      | 35%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | Bonus     | 1.0       | 35 ft      | 35%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     | Jan'25 Preferred Alternative                                    | Base      | 1.2       | 45 ft      | Not Provided           |                           |                              | ✗                                                                                                        | ✓         | ✓                | ✓                 | ✓         | ✓             | ✓                                   | ✗                 | ✗               | ✗                    | ✓                             | ✗                            |
|                                     | "AHA" Preferred Alternative                                     | Base      | 1.0       | 35 ft      | 35%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | AHA       | 1.2       | 45 ft      | 50%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
| Ferncliff Suburban Transition T-4.0 | Current Standards (based on Gateway Overlay District -- R-3.5?) | Base      | 0.16      | 25 ft      | 25%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | Bonus     | n/a       | 30 ft      | n/a                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     | Jan'25 Preferred Alternative                                    | Base      | 1.2       | 45 ft      | Not Provided           |                           |                              | ✗                                                                                                        | ✓         | ✓                | ✓                 | ✓         | ✓             | ✓                                   | ✗                 | ✗               | ✗                    | ✓                             | ✗                            |
|                                     | "AHA" Preferred Alternative                                     | Base      | 0.5       | 35 ft      | 25%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | AHA       | 1.2       | 45 ft      | 35%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
| Sakai Suburban Transition T-4.0     | Current Standards (based on R-2.9)                              | Base      | 0.13      | 25 ft      | 25%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | Bonus     | n/a       | 30 ft      | n/a                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     | Jan'25 Preferred Alternative (R-8/14)                           | Base      | 0.37-0.64 | 35-40 ft   | 25-50%                 |                           |                              | ✗                                                                                                        | ✓         | ✓                | ✓                 | ✓         | ✓             | ✓                                   | ✓                 | ✓               | ✓                    | ✗                             | ✗                            |
|                                     | "AHA" Preferred Alternative                                     | Base      | 0.5       | 35 ft      | 25%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |
|                                     |                                                                 | AHA       | 1.0       | 45 ft      | 35%                    |                           |                              |                                                                                                          |           |                  |                   |           |               |                                     |                   |                 |                      |                               |                              |

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# Intro to “Affordable Housing Advantage” (AHA) Program

Outline of Version 1; More robust Version 2 to come after Comp Plan adoption

# Affordable Housing Advantage (AHA) Program Summary

**The AHA Program is an incentive and standards framework that developers must work within if they wish to utilize the new “AHA” development standards.** The following summarizes a notional “version 1” of the program to adopt at the same time as the Comprehensive Plan, but further refinements and benefits should be developed after adoption to make it a more robust program.

## Minimum requirements for the AHA Program...

- Must be a multifamily development (with or without commercial component)
- Must partner with a non-profit affordable housing developer or public housing agency
- Must meet the minimum allocation standards of AHA-30, AHA-60, or AHA-90 (see table on next slide)
  - This sliding scale is meant to ensure each project accommodates residents of specific AMI ranges *in proportion to* the AMI-specific capacity allocations defined by HB 1220
  - In general, the higher the overall % of affordable units, developers would only be mandated to accommodate higher AMI ranges; this is meant to balance lower revenue from market-rate units with incrementally more revenue from units serving higher AMI ranges
- Must ensure affordability for minimum 30-50 years

## Benefits of participating in the AHA Program...

- Increased FAR and height limits
- Reduced or eliminated parking standards
- Expedited and reduced cost of permitting
- Access to funding sources available to non-profit affordable housing developers or public housing agencies
- Per-unit monetary contribution from COBI Affordable Housing Trust Fund

## If a developer chooses not to participate in the AHA Program...

- Their project will be limited to new “base” density standards, which generally match 2024 “bonus” standards
- Multifamily projects will still need to allocate 10% of units to affordable housing (see table on next slide)

## If a developer chooses not to allocate 10% of units to affordable housing...

- Developer must pay a per-unit “in lieu fee” to the COBI Affordable Housing Trust Fund
  - The Affordable Housing Trust Fund will in turn be used to pay out per-unit incentives to developers participating in the AHA Program

# AHA Program Details - General

## Sliding scale of share of units that must be affordable

| Zoning Program | % of overall units that are affordable | Overall AMI Range that must be served       | % of overall units that must be allocated to specific AMI ranges |                    |                    |                   |                   |             |
|----------------|----------------------------------------|---------------------------------------------|------------------------------------------------------------------|--------------------|--------------------|-------------------|-------------------|-------------|
|                |                                        |                                             | (Non-PSH) 0-30                                                   | 31-50              | 51-80              | 81-100            | 101-120           | 121+        |
| Base           | 10% - 29%                              | 31-120                                      | Not Mandated                                                     | 3%                 | 3%                 | 2%                | 2%                | 90%         |
| AHA-30         | 30% - 59%                              | 0-80                                        | 5%                                                               | 15%                | 10%                | Not Mandated      | Not Mandated      | 70%         |
| AHA-60         | 60% - 89%                              | 31-100                                      | Not Mandated                                                     | 25%                | 20%                | 15%               | Not Mandated      | 40%         |
| AHA-90         | 90% - 100%                             | 51-120                                      | Not Mandated                                                     | Not Mandated       | 45%                | 25%               | 25%               | 10%         |
|                |                                        | <u>Income Classification</u>                | Extremely Low                                                    | Very Low           | Low                | Moderate          | Middle            | Upper       |
|                |                                        | <u>Housing Classification</u>               | Supportive Services                                              | Affordable Housing | Affordable Housing | Workforce Housing | Workforce Housing | Market Rate |
|                |                                        | <u>2024 Income Limit (Single Household)</u> | \$25,150                                                         | \$41,900           | \$67,050           | \$79,600          | \$100,550         | \$100,550+  |

## Program options/benefits

| Zoning Program | Eligible For                                   |                                   |                    |                  |                                            |
|----------------|------------------------------------------------|-----------------------------------|--------------------|------------------|--------------------------------------------|
|                | In Lieu Fee to avoid building affordable units | MFTE                              | Reduced Permit Fee | Expedited Permit | Per-Unit Contribution from City Trust Fund |
| Base           | ✓                                              | ✓*if not utilizing In-Lieu option | ✗                  | ✗                | ✗                                          |
| AHA-30         | ✗                                              | ✓                                 | ✓                  | ✓                | ✓                                          |
| AHA-60         | ✗                                              | ✓                                 | ✓                  | ✓                | ✓                                          |
| AHA-90         | ✗                                              | ✓                                 | ✓                  | ✓                | ✓                                          |

# AHA Program Details - In Lieu Fee

The AHA In Lieu Fee option is designed to provide flexibility for developers subject to the new mandatory 10% inclusionary zoning requirement within Winslow mixed-use districts. Its primary goal is to provide an additional source of income for the Affordable Housing Trust Fund in the event a developer chooses not to build a minimum of 10% affordable units.

## Assumptions for calculations *(illustrative only; not based on Bainbridge-specific conditions)*

- The maximum housing expense affordable to a household making the area median income is \$1,500 per month.
- The project is a 100-unit rental development with an average unit size of 1,000 square feet.
- The jurisdiction policy is that 10 percent of rental units must be affordable to those making 50 percent of AMI.
- The capitalization rate is 5 percent.
- The cost to construct one unit of housing is \$250,000.
- Monthly operating expenses (e.g., owner-paid utilities, fire insurance, and trash removal) are \$5,000 per unit per year.

## In Lieu Fee calculation methods *(example only)*

| <b>Affordability Gap Method</b><br>“Difference between <u>fair market price of unit</u> and what renters/owners in each AMI range can afford”                                                                                                                                                                                                  | <b>Production Cost Method</b><br>“Difference between <u>cost of developing affordable unit</u> and what renters/owners in each AMI range can afford”                                                                                                                                                                                                                                                                                                                                                                          | <b>Indexed Based on Project Characteristics</b><br>“Product of a square foot charge and the gross floor area; per-project framework”                                                                                                                                                            |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Rent loss per unit per month: <math>\\$1,500 - \\$750 = \\$750</math></li><li>• Rent loss per year: <math>\\$750 \times 12 = \\$9,000</math></li><li>• Rent loss divided by capitalization rate: <math>\\$9,000 / 0.05 = \\$180,000</math></li><li>• <b>In-lieu fee per unit = \$180,000</b></li></ul> | <ul style="list-style-type: none"><li>• Maximum housing expense per month: \$750</li><li>• Operating, administrative, and maintenance expenses: \$5,000 (annually); \$417 (monthly)</li><li>• Net operating income per month: <math>\\$750 - \\$417 = \\$333</math></li><li>• Net operating income per year: <math>\\$333 \times 12 = \\$3,996</math></li><li>• Capitalized value: <math>\\$3,996 / 0.05 = \\$79,920</math></li><li>• <b>In-lieu fee per unit: <math>\\$250,000 - \\$79,920 = \\$170,080</math></b></li></ul> | <ul style="list-style-type: none"><li>• Total square footage: 100 units x 1,000 sq. ft. = 100,000 sq. ft.</li><li>• Square footage x fee rate: <math>100,000 \times \\$10.82 = \\$1,082,000</math></li><li>• <b>In-lieu fee per unit: <math>\\$1,082,000 / 10 = \\$108,200</math></b></li></ul> |

## Goals/Policies for Winslow Subarea Plan

### Legend

**Red** represents text flagged for review by the Planning Commission on 6/26/2025.

**Green** represents text approved by the PC on 7/10/2025.

**Yellow highlighting** represents text held in a “parking lot” for further PC review.

**Pink highlighting** represents new policies proposed by staff/consultants.

**Blue highlighting** represents changes proposed by the Civic + Cultural Overlay District Comp Plan Amendment application.

### CURRENT WINSLOW SUBAREA PLAN LAND USE CHAPTER

**NEW Proposed WSP Goal LU 1** Establish boundaries and districts that align with the Islandwide, Winslow, and regional economic, cultural, and environmental goals.

**Policy LU 1.A** Focus future development where infrastructure already exists, in service of creating a dense, walkable, mixed-use town center environment that achieves the Island’s climate and equity goals.

**Policy LU 1.B** Modify mixed use zoning overlays into unique districts that reflect the different neighborhoods and building form that make up the Winslow subarea.

**Policy LU 1.C** Consider designating mixed use areas of Winslow as a Countywide Growth Center, in coordination with the Kitsap Regional Coordinating Council.

**Policy LU 1.D** Assign accountability in city government as needed to implement the long-term vision for Winslow by proactively working to implement future action/implementation for items that are not implemented concurrently with adoption of the Subarea Plan.

**Commented [JS1]:** New policy proposed by the Planning Commission on July 10.

### Overall Land Use Goal WMP 2-1

Strengthen Winslow—the Island’s commercial, cultural and commuter hub—as a sustainable, affordable, diverse, livable and economically vital community, by:

- Encouraging downtown living;
- Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;
- Promoting the ~~efficient~~ responsible use of land;
- Encouraging the retention and expansion of retail that serves the needs of community members and visitors;
- Providing opportunities for business expansion and private reinvestment;

*Existing and Proposed Winslow Related Land Use, Housing and Open Space Goals & Policies  
August 7, 2025 Planning Commission Discussion*

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- Promoting development that is sustainable and supports community values;
- Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile.

**NEW Proposed WSP Goal LU 2 Winslow land use densities and building forms should support transit, community amenities, and affordable housing to create a more inclusive, diverse, and resilient community.**

**Policy LU 2.A** Adopt heights and densities in mixed use zones to facilitate dense, multifamily housing.

**Policy LU 2.B** Update City policies and regulations to support housing goals.

**Policy LU 2.C** Require a minimum FAR in the mixed-use zones of Winslow. Consider requiring a minimum density in the R-8 and R-14 zones of Winslow.

**Policy LU 2.D** Implement a form-based code.

**Goal WMP 2-2: Ensure the compatibility of new and existing development in the Winslow Town Center, Mixed-Use Town Center and High School Road Districts**

**Policy WMP 2-2.1:** To promote compatibility between and within districts of the ~~Mixed-Use Town Center and High School Road districts~~ Winslow Town Center, variations in development standards and design guidelines may be provided within districts.

**Policy WMP 2-2.2:** Periodically review the City's adopted design standards to ensure that the standards are supporting planned development outcomes guidelines remain sensitive to the individual character of the districts.

**Policy WMP 2-2.3:** Minimize driveways and encourage use of joint driveways and design new alleys where possible through development review.

**Policy WMP 2-2.4:** A full-screen vegetative buffer shall be maintained along SR 305. A similar screen should be provided within the SR 305 right-of-way. This requirement would not apply to the interior renovation of existing buildings.

~~**Policy WMP 2-2.5:** Establish transition standards for other boundaries abutting less intense districts.~~

**Goal WMP 2-3: Maintain and enhance community character in the Winslow Town Center**

**Policy WMP 2-3.1:** Promote architecture that encourages green building, natural light, ventilation and rooftop gardens.

**Policy WMP 2-3.2:** Through the use of design guidelines, development standards and incentives, promote the development of courtyards that create a pattern of linked public and private gardens and gathering places, providing opportunities for pedestrian movement.

**Policy WMP 2-3.3:** Through the use of design guidelines, development standards and incentives encourage stepped-back buildings that result in a softer street edge, the retention and

**Commented [PB2]:** Further work on: Consider an additional policy to supplement the Comp plan review process with a subsequent development standards to support district specific goals.

**Commented [PB3]:** Renaming geographic areas is reserved and may be done through final PC recommendation.

**Commented [PB4]:** Update terms to new WSP context

**Commented [PB5R4]:** "Winslow Town Center" (an existing Comp Plan term) will be used. If needed, the "Residential Zones" can be distinguished from the "Mixed Use" zones.

enhancement of visual connections to Eagle Harbor and the creation and preservation of sun-filled public gathering spaces.

**Policy WMP 2-3.4:** Preserve, protect, adapt and restore sites, buildings and trees of historic significance.

**Policy WMP 2-3.5:** Retain and expand the historic pattern of narrow pedestrian passages between buildings or properties by recognizing desired connections in the City's Islandwide Mobility Plan.

**Policy WMP 2-3.6:** Enhance the livability of the downtown with trees and small gardens on the streets, along paths and in courtyards.

**Policy WMP 2-3.7:** Maintain the City Public Art Program as a way to integrate public art in the downtown and continue to coordinate with Arts & Humanities Bainbridge to retain the *Bainbridge Creative District* designation.

**Policy WMP 2-3.8:** Enhance the experience of Winslow as a waterfront town that is connected to Eagle Harbor by activity, trails, views, lanes and design features:

- Actively work to acquire land, easements and permits needed to extend the Waterfront Trail and develop a ravine trail.
- Coordinate with the business and marina communities to develop new facilities for visitors, residents and the community, including public road ends, beaches, concessions, docks, marinas and mooring.

• Study Plan for a future water taxi connection between the Winslow and Eagledale waterfronts.

- Improve water quality through restoration projects, management practices and environmentally responsible building techniques.
- Retain views of the harbor from public lands and streets.

**NEW Proposed Policy WMP 2-3.9:** Continue to coordinate with local nonprofits in support of community events, such as July 4<sup>th</sup> activities and the winter holiday boat parade.

**NEW Proposed WSP Goal LU 3** Provide zoning for employment growth in alignment with the City's job target and to support a robust local economy.

**Policy LU 3.A** Implement active ground floor use requirements along identified corridors in mixed use zones to expand commercial opportunities for local arts and cultural organizations and promote new retail, personal services, and other businesses.

**Policy LU 3.B** Promote essential services and uses that provide for the needs of daily living throughout Winslow, with a prioritization on those uses and services that reduce the number of non-Winslow trips required for current and future residents to thrive.

**Goal WMP 2-4: Sustain and enhance the economic vitality of the Winslow Town Center**

**Policy WMP 2-4.1:** Establish policies, programs and development standards that facilitate business expansion and private reinvestment.

**Commented [PB6]:** Consider keeping stronger language

**Commented [JS7R6]:** Staff suggest leaving "consider" as the verb here, and to have further discussion during the transportation and capital facilities focused meetings.

**Commented [PB8R6]:** Hold in "parking lot" for consideration with transportation plan/element

**Policy WMP 2-4.2:** To stimulate investment in the downtown, create an organizational and funding structure that encourages partnerships and participation by the property owners, developers, businesses and island residents.

**Policy WMP 2-4.3:** Develop an organizational structure in city government as needed to implement the long-term vision for Winslow, and proactively work to implement future action/implementation for items that are not implemented concurrently with adoption of the Subarea Plan.

**Policy WMP 2-4.4:** Integrate sustainable solutions that address economic, social and ecological concerns into land use planning and building processes.

**NEW Proposed WSP Goal LU 4** Update development standards to increase predictability and clarify “by right” clarity of zoning regulations in Winslow.

**Policy LU 4.A** Allow maximum density and building height per zone, while clarifying Clarify any requirements that affect development planning, such as parking or affordable housing requirements.

**Policy LU 4.B** Reduce or eliminate parking minimums in downtown mixed use zones within accessible distance of transit. Consider parking maximums.

**Policy LU 4.C** Make community expectations around building character and form clear and understandable through development regulations and predictable permit processes.

**Policy LU 4.D** Consider whether a public parking facility is necessary near the Winslow Way retail area or Washington State Ferry terminal.

**NEW Proposed WSP Goal LU 5** Ensure new development contributes positively to and enhances the built and natural environment of Winslow.

**Policy LU 5.A** Preserve the small town feel of the Core, Madison, and Ferncliff districts by requiring lower building heights or stepbacks, adjacent to the street and enforcing standards that create and maintain a pedestrian and local storefront scale.

**Policy LU 5.B** Ensure the area near the ferry terminal is a welcoming gateway to Bainbridge Island, including public space, art and signage that fosters inclusivity and diversity.

**Policy LU 5.C** Consider how to preserve existing, important territorial views from public spaces.

**NEW Proposed WSP Goal LU 6** Increase diversity, equity, inclusion, and belonging in the Winslow subarea through the built environment.

**Policy LU 6.A** Center underrepresented and historically marginalized groups who do not feel welcome in Winslow in current and future planning processes, partnering with the Race Equity Advisory Committee on planning processes for collaboration on community engagement.

**Policy LU 6.B** Encourage affordable housing development throughout Winslow utilizing all tools available such that housing inequities impacting people of color and lower income households are reduced and, over time, eliminated.

**Commented [PB9]:** Implementation needs to be predictable (form based code, street frontage guidelines)

**Commented [JS10R9]:** Staff suggest additional language be added to Policy WMP 2-4.3.

**Commented [PB11]:** Important to keep this word and not imply expansion

**Commented [JS12R11]:** Language added to proposed Goal LU 4.

**Commented [PB13]:** Consider environment, street frontage, human scale

**Commented [PB14R13]:** Hold in “parking lot” - staff/consultant to provide context (and likely a clarified draft policy) to PC for further consideration.

**Commented [PB15]:** Consider pairing public parking facilities with affordable housing or other beneficial uses. Structured (not surface).

**Commented [PB16]:** Staff: Refer to REAC and Equity Manager for review/revision and report back to PC.

**Commented [JS17R16]:** City staff provided proposed Goal 6 and its policies to City Equity and Inclusion Manager to coordinate REAC review.

**Policy LU 6.C** Foster a variety of housing types in residential and mixed use areas that accommodate cultural and generational shifts in housing needs, welcomes new residents, and supplies housing for generations to come, including options for both renting and home ownership.

**NOTE:** Information in other DRAFT WSP chapters (Existing Conditions, Synthesis, etc. provide information about development standards, so staff is proposing striking most of existing Goal 2.5 and its policies.

**Goal WMP 2-5: Determine density and intensity of development in the Mixed-Use Town Center and High School Road Districts through the Floor Area Ratio (FAR) method:**

Discussion: Floor area ratio refers to a figure that expresses the total allowable floor area in relation to the total lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area. For example, if a lot is 25,000 square feet and the FAR is 1.0, then the total square footage allowed would be:  $25,000 \times 1 = 25,000$  sq. ft. A development of 1 FAR could have up to 25,000 sq. ft. of development that could be commercial or residential:

Although density is frequently defined by dwelling units per acre in suburban communities that are comprised of single-use districts, it is less useful in areas where a mixture of uses is desired. Using FARs provides flexibility to design a project to address a particular site. The use of FAR allows the market to determine the number and size of units and the mix in the type of development. (Conventional density limits can discourage affordability since smaller, less expensive units count the same as larger, more expensive ones.)

It is possible to relate FAR to a range of achievable units per acre, as follows:

0.4 FAR would produce 8-20 units per acre

0.8 FAR would produce 16-40 units per acre

1.5 FAR would produce 24-60 units per acre

The unit range results from the variety of unit sizes that can occur.

Parking requirements also influence the number of units that a site could accommodate. The form of parking also affects the extent to which a development actually reaches the densities suggested by each range. Surface parking coupled with larger average unit sizes would tend to produce the lower end of the range, while structured parking coupled with smaller average unit sizes would allow the higher end to be possible.

FAR allows uses to be weighted according to the characteristics of a particular district. For example, one district might allow an FAR of 0.4 for commercial and 0.4 for residential, while another might allow 0.4 for commercial and 0.8 for residential. Each development would be a unique blend of uses and unit sizes.

**Policy WMP 2-5.1:** Establish base floor area ratio levels for commercial, residential and mixed-use development (FAR) for each of the five overlay districts in the MUTC and the High School Road Districts, in coordination with a study of the necessary infrastructure, particularly transportation.

*Existing and Proposed Winslow Related Land Use, Housing and Open Space Goals & Policies*  
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**Commented [PB18]:** Provide similar useful conversion where appropriate.

**Commented [PB19R18]:** Consider graphical example

**Commented [PB20R18]:** Hold in "parking lot" for final document layout.

**Policy WMP 2-5.2:** Establish maximum FAR levels of development beyond the base for each of the districts through the use of bonus FAR provisions. The bonus FAR provisions are a means of advancing specific Comprehensive Plan policies and community values. Bonus FAR may be achieved by:

- Preserving open space, agricultural land and critical areas, through participation in a Transfer of Development Rights (TDR) program or contribution to a land preservation effort;
- Providing public open space that is visibly accessible to the public, with adequate access from a public corridor;
- Contributing toward or providing public amenities (above and beyond what is required to mitigate the impacts of the project itself) that serve the community and enhance the livability and vitality of Winslow. Public amenities may include, but are not limited to, pedestrian connections; on-site places for public gathering; streetscape improvements; public art; and other public benefits as determined by the City;
- Preserving exceptional and/or legacy trees or trees within designated greenways;
- Preserving historic structures;
- Providing affordable housing;
- Utilizing green building and low impact development techniques;
- Creation of permanent open space on parcels that contain critical areas, by transferring development potential from the critical areas to another parcel within the Mixed-Use Town Center or High School Road Districts; and
- Relocating existing surface commuter parking to underbuilding (Ferry Terminal District only).

Priorities among the bonus FAR provisions may be established in the zoning code through the level of bonus that can be achieved through each of the provisions, and by phasing implementation of the provisions.

**Policy WMP 2-5.3:** The bonus FAR provisions may be changed based on future conditions without amending the Master Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow Master Plan, and provided that changes are made in coordination with a study of the necessary infrastructure, particularly transportation.

### Policies for Specific Districts

Specific land use policies in the Winslow Town Center:

#### **Central Core** ~~Overlay District Policy~~

**WMP 2-6.1:** Establish FARs and development standards that support mixed-use development at a level that encourages downtown living with a variety of housing sizes and types, provides commercial and retail services that meet the needs of the community, and enhances the vitality of the downtown.

**Policy WMP 2-6.2:** Encourage the retention and development of ground floor retail on Winslow Way, Madison Avenue, ~~Bjune Drive~~ and other appropriate areas, and establish the implementing FAR levels and development regulations.

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**Commented [PB21]:** Hold in "parking lot" for discussion with district preferred alternatives, standards and potential bonus programs.

**Commented [PB22R21]:** Staff: Bring back broadened language with a list of items that we want to protect/create, including with incentives. Primarily a rephrasing of Policy 2-5.2

**Commented [PB23]:** Consider more context on historic winslow and waterfront

**Commented [JS24R23]:** See discussion of Existing Conditions in Winslow in the DRAFT WSP Existing Conditions Section, posted to the WSP project website.

**Policy WMP 2-6.3:** Increase the vitality of the civic plaza — currently comprised of the Farmers’ Market, BPA and City Hall — by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities.

**Policy WMP 2-6.4:** Design Winslow Way as the community’s “living room” -- the stage for community gatherings and a gallery to showcase art and gardens. The central section of Winslow Way should function as a civic plaza, with artistic gathering spaces and unique design features.

**Land Use Element Policy LU 7.3 Central Core Overlay District** The Central Core is the most densely developed district within the Mixed Use Winslow Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. Mixed-use development within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

**NOTE: Civic + Cultural Connection Overlay Comprehensive Plan Amendment (CPA) request shown below noted by “Aqua” highlighting.**

**Land Use Element Policy LU 7.3 Central Core Overlay District** The Central Core is the most densely developed district within the Mixed Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. Mixed-use development within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

**Land Use Element Policy LU 7.8 Civic + Cultural Connection Overlay District** The Civic + Cultural Connection Overlay is a densely developed district within the Mixed Use Town Center. Within this Overlay District, mixed-use development is encouraged, pedestrian site porosity and dedicated public rights-of-way to enhance the walkability of Winslow are encouraged. Below-grade parking is encouraged. Developments are encouraged to thoughtfully meet the Civic and Cultural center of Bainbridge and provide public enhancements and gateways.

**NOTE: Current Madison, Ericksen & Gateway Districts Proposed for 2025 WSP Updated Draft MADISON and FERNCLIFF zones**

#### ***Ericksen Overlay District Policy***

**WMP 2-7.1:** Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, while preserving the unique and historical features of the Ericksen Avenue neighborhood.

**Land Use Element Policy LU 7.4 Ericksen Avenue Overlay District** The purpose of this Overlay District is to preserve the unique and historical features of the neighborhood and to provide for a mix of residential and small-scale non-residential development. Retail development is permitted only on the ground floor, while residential and office development is permitted on the upper floors. Historic (pre-1920) single-family residential structures on Ericksen may be converted to non-residential use, provided that the structure is preserved. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. New buildings shall employ traditional building forms, roof shapes, and relationship of building to street to be compatible with the historic structures on Ericksen Avenue.

**Commented [PB25]:** Consider moving district level policies into WSP and not duplicate in CP elements

**Commented [JS26R25]:** 7./24 Consider moving up, Schaab returning with suggested language.

**Commented [PB27]:** Discuss as part of WSP district policies

**Commented [PB28]:** Consider keeping Ericksen district or integrate into design standards.

**Commented [JS29R28]:** Further discussion warranted.

**Commented [JS30R28]:** Add Ericksen Avenue street frontage to list of urban street frontages to consider standards for. Ericksen Avenue classified as “Neighborhood Mixed Use” Street Type in Chapter 5 of Design for Bainbridge.

### Madison Overlay District

**Policy WMP 2-8.1:** Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, with retail located on the ground floor.

**Land Use Element Policy LU 7.5 Madison Avenue Overlay District** The purpose of this Overlay District is to provide for a mix of residential and small-scale non-residential development. All retail and office development greater than one story above grade shall include a residential component. Retail development is permitted only on the ground floor.

NOTE: The "Madison" policies can be further amended once the preferred land use alternative is firmed up regarding the presence of "Active ground floor corridors."

### Gateway Overlay Policy

**WMP 2-9.1:** Establish FARs and development standards that provide for commercial, multifamily, and tourist-oriented uses while ensuring protection of the natural character of the Ravine.

**Policy WMP 2-9.2:** Development within the district should include provisions for pedestrian access to adjoining parcels and neighborhoods, and as part of the pedestrian link to the ferry terminal and waterfront.

**Policy WMP 2-9.3:** Implement policies to restore and protect the habitat, forest and water resources of the Ravine and provide for non-motorized public access.

**Land Use Element Policy LU 7.6 Gateway Overlay District** The corridor along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island, and new uses should enhance its role as the gateway while also protecting the Winslow Ravine.

### Ferry Terminal Overlay District

**Discussion:** The Ferry Terminal Overlay District — currently dominated by parking — could is planned to undergo significant change as it transforms from surface parking lots for commuters to a new pedestrian and transit oriented, mixed-use neighborhood. Although the Core District is designated for the most intense development in the Mixed Use Town Center, a New development in the Ferry Terminal District should complement the character and vitality of the Core District. Higher density housing is appropriate for this area because of its proximity to the ferry and downtown and because it is a prime view location. Parking for both commuters and new development may be integrated within (or under) housing or in adjacent garages.

**Policy WMP 2-10.1:** Establish FARs and development standards that provide for a pedestrian/transit oriented, mixed-use neighborhood with higher density residential development, commercial development, and some retail, while protecting the adjacent residential neighborhoods.

**Policy WMP 2-10.2:** Enhance the district's status as the "gateway" to Winslow by maximizing opportunities for visual and physical access to the shoreline while protecting, reclaiming and sustaining high quality, native shoreline vegetation. Civic and public uses, and protection for any sites important to local tribes should be provided along the waterfront.

**Policy WMP 2-10.3:** The area south of Winslow Way is intended to redevelop as a transit and pedestrian friendly mixed-use neighborhood, with small blocks served by a network of streets, *Existing and Proposed Winslow Related Land Use, Housing and Open Space Goals & Policies*

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**Commented [PB31]:** Consider removing. Urban residential. May be addressed in development standards.

**Commented [JS32R31]:** 7/24 Commission Schaab will return with suggestions for Madison District, including adding reference to middle housing.

**Commented [PB33]:** Consider keeping gateway zone or make a general policy focused on the ravine.

**Commented [PB34R33]:** New ferry district may be acting as the gateway now

**Commented [JS35R33]:** The Gateway zone was consolidated into some of the Central Core zone and the previously proposed "Transition" zone, which is considered to become the Planning Commission proposed "Ferncliff" zone. Further Planning Commission discussion necessary.

**Commented [PB36R33]:** WMP 2-9.1 and 2-9.2 are redundant to policies in remaining districts in gateway area.

WMP 2-9.3 is redundant to center-wide ravine policy.

LU 7.6 should be converted into a center-wide policy.

**Commented [JS37]:** Check to see if concepts in WMP 2-9.2 and 3 is already addressed in Ferry policies, and if not, then add to ferry policies.

**Commented [JS38R37]:** Pedestrian connections to neighborhood, Ferry and waterfront covered in Ferry policies WMP 2-10.1, 10.2 & 10.3. C.

**Commented [PB39]:** Consider changing to "should"

**Commented [JS40R39]:** Updated policy to be prospective.

**Commented [PB41]:** Consider adding recognition to tribal sites

**Commented [JS42R41]:** Staff added language related to tribal sites. Note that shoreline permits that require work on the shoreline have conditions of approval related to protections of tribal sites.

**Commented [PB43]:** Consider removing this geographic limitation

**Commented [PB44R43]:** Staff recommends removing it.

alleys, public open space and pedestrian walkways. Consider adding parking maximums to support transit oriented development.

**Policy WMP 2-10.4:** Allow additional parking spaces in structured parking in the Ferry Terminal District for use by non-commuter ferry passengers in off-peak hours (e.g., after 9:00 a.m.), when constructed in conjunction with replacement of an equivalent amount of existing surface ferry parking in structure.

**Policy WMP 2-10.5:** Any redevelopment of the ferry terminal and/or related transit services should maximize public open space and minimize the development footprint, and should provide shoreline views, a public plaza and a pedestrian accessible waterfront.

**Discussion:** The transit center should address multimodal users and should integrate access to the public plaza and shoreline. “Stacking” of vehicle holding, transit and terminal activities is preferred.

**Policy WMP 2-10.6:** Commuter parking located in the Ferry Terminal ~~Overlay~~ District shall be limited in number and/or area to achieve the following objectives:

- Protect the character of the district from being further dominated by parking;
  - Encourage the redevelopment of the district;
  - Study and limit traffic and parking impacts; and
- Encourage transit, non-motorized, and other travel methods as alternatives to low occupancy vehicles.
    - Encourage below-grade parking over above grade parking structures. Any above grade parking structures should be “wrapped” with retail space.

**Policy WMP 2-10.7:** Encourage innovative methods to physically deconflict pedestrian and motorized uses where possible for safety.

**Policy WMP 2-10.7:** North of Winslow Way, the City shall protect adjacent residential neighborhoods from adverse impacts associated with development by establishing transition standards, such as landscaped buffers, lower height limits, small-scale buildings and other appropriate measures:

**Land Use Element Policy LU 7.7 Ferry Terminal Overlay District** ~~This District is intended to provide an attractive setting for ferry and associated transportation-oriented uses, and to serve as the entry point for Winslow. This District is also a new mixed-use neighborhood that complements the character and vitality of the Core District, serving both neighborhood residents and commuters.~~

#### **High School Road District I and High School Road II Policy**

**Policy WMP 2-11.1:** ~~Establish FARs and development standards that provide for a variety of commercial uses that complement downtown Winslow and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area. In High School Road II, retail uses shall be limited to 14,400 sq. ft. (See Land Use Element Policy W 5.3.)~~

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

**Commented [PB45]:** Replacement?

**Commented [JS46R45]:** Fixed.

**Commented [PB47]:** Consider this as applicable farther north to the transition between ferry and ferry cliff.

**Commented [PB48R47]:** Staff recommend deleting this policy for the same reason as deletion of WMP 2-2.5 - Transition standards already in place.

**Commented [PB49]:** Need new policies to align with HSR discussions. Equity considerations for drive throughs.

**Commented [PB50R49]:** Review new vision statement

**Commented [JS51R49]:** Suggest deletion of Policy WMP 2-11.1 because Land Use Element Policies for HS Road area are more recent to recognize walkability and housing.

**Commented [PB52]:** Consider intent in new HSR policies/standards

**Commented [JS53]:** Suggest addition to MUTC umbrella goal/policy re: supporting multifamily affordable housing

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

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



Fig. LU-10 High School Road Area

**Policy LU 8.3** Auto-oriented uses and drive-through businesses ~~that benefit from access to SR-305~~ shall be limited to the yellow dashed area shown in Fig. LU-10.

~~**Policy LU 8.4** To visually screen development year round, properties with frontages along SR 305 shall provide a vegetated buffer along the highway that includes the preservation and protection of existing vegetation. Access to these properties should not be directly from SR 305.~~

**Policy LU 8.5** The properties designated on the Land Use Map as High School Road District II are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet requires a conditional use permit. ~~This portion of High~~

School Road is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and *should* have less intense uses than the remainder of the High School Road district.

Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.

~~**Policy LU 8.6** To ensure visual appeal and pedestrian and bicycle safety, the land development regulations include design standards for:~~

- ~~Building height, bulk and placement.~~
- ~~Landscaping including screening of parking lots and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.~~
- ~~Lot coverage.~~
- ~~Open space.~~
- ~~Road access and internal circulation including pedestrian connections, developing more pedestrian crossings and requiring parking in the rear wherever possible.~~
- ~~Signage.~~
- ~~Additional transit stops on both sides of SR 305.~~

Planning Commission stopping point on 7/24/2025

**Commented [JS54]:** Staff check to see if this provision is in the bIMC already, or if any undeveloped HS 2 property left.

**Commented [JS55R54]:** Note: All properties in current HS Road 2 zone developed (Kitsap Bank and Walgreens north to Builders First Source. Retail size limitation in BIMC 18.09.030.D.9.b Use Specific Standards for Retail Sales.

**Commented [JS56]:** Check at MUTC/WTC level that there is reference to visual appeal are mentioned in other policies.

**Commented [JS57R56]:** Connection between visual appeal and development standards mentioned in overall goals/policies WMP Goal 2-2 and its policies, and WMP Policies 2-3.2 and 2-3.3.

**Commented [JS58]:** The PC stopped here during 7/24/2025 meeting. Remainder of document is still pending PC review on August 7, 2025.

### Legend Reminder

**Red** represents text flagged for review by the Planning Commission on 6/26/2025.

**Green** represents text approved by the PC on 7/10/2025.

**Yellow highlighting** represents text held in a “parking lot” for further PC review.

**Pink highlighting** represents new policies proposed by staff/consultants.

**Blue highlighting** represents changes proposed by the Civic + Cultural Overlay District Comp Plan Amendment application.

**NOTE: Civic + Cultural Connection Overlay Comprehensive Plan Amendment (CPA) request shown below**

**Commented [PB59]:** Circle back to these as part of a CC district discussion

**Policy WMP 2-12.1** – Encourage below-grade parking to further the goals of making the Winslow downtown a pedestrian oriented town center where residents and visitors are encouraged to ‘Park-First’ and do their business on foot.

**Policy WMP 2-12.2** – Provide increased FAR to encourage a diversity of housing to create a multigenerational and multi-income downtown core.

**Policy WMP 2-12.3** – Permit increased height to allow for additional pedestrian open and green space at the ground plane, encourage pedestrian thoroughfares where opportunities align with comprehensive plan goals with the goal of increasing the pedestrian orientation of Winslow.

**Policy WMP 2-12.4** – Encourage mixed-use development to enhance the livability and vitality of Winslow as well as increasing tourist opportunities for visitors. Or encourage culturally oriented uses to bolster the civic and cultural heart of downtown.

**Policy WMP 2-12.5** – In addition to the specific policies listed for this overlay district, comply with policies 2-6.1 and 2-6.3 for the Central Core Overlay District.

**NOTE: Civic + Cultural Connection Overlay Comprehensive Plan Amendment (CPA) request for Comprehensive Plan Cultural Element shown below**

**Policy CUL-1.8:** Prioritize Civic and Cultural core enhancements on and around the City’s property in Winslow.

**Policy CUL-3.7:** Support the expansion and enhancement of the Bainbridge Island Historical Society Museum and its grounds through public and private partnerships.

**Commented [PB60]:** Consider adopting even if CCCO does not get adopted.

**Commented [PB61R60]:** Bake into DNA of CC policies

### NEW Proposed Human Services and Sustainability Goals and Policies

**NEW Proposed WSP Goal HS 1** **Ensure** all Bainbridge residents can find care and support in Winslow.

**Commented [PB62]:** “Ensure” might be too strong.

**Policy HS 1.A** Winslow is a hub that supports the well-being of all community members and ensures they have the ability to meet their basic physical, economic, and social needs.

**Policy HS 1.B** Winslow is a center on the Island where families, neighbors, schools, and organizations all work together to help young people flourish on the island.

**Policy HS 1.C** Recognize the unique needs of older adults, and maintain and improve the quality of life for community members 50 years and older.

**NEW Proposed WSP Goal SU 1** Reduce greenhouse gases (GHGs) emissions per capita by focusing growth where services and infrastructure already exist, while preserving and enhancing access to nature.

**Policy SU 1.A** Support dense development in the updated Winslow Subarea to achieve climate goals via zoning and development standards, and minimize any zoning changes in the Conservation Area that would increase development capacity where services and infrastructure are lacking.

**Policy SU 1.B** Make the best use of already developed areas by encouraging infill, and decrease the amount of impervious surface per new housing unit added over time utilizing parking reductions, multimodal infrastructure investments, and other programmatic and regulatory methods.

**Policy SU 1.C** Promote connections to sewer and water for remnant properties within the subarea that are not currently served by public infrastructure.

**Policy SU 1.D** Preserve and enhance access to green space, open space, natural areas, and other natural amenities in collaboration with public and private partners.

**NEW Proposed WSP Goal SU 2** Promote new “green” buildings in Winslow.

**Policy SU 2.A** Require some type of green building certification for new buildings over a certain scale, use, or location, as allowed by state law.

**Policy SU 2.B** Encourage renewable energy integration and access in new projects and redevelopment.

**NEW Proposed WSP Goal SU 3** Increase resilience and climate readiness for Winslow residents, businesses and visitors.

**Policy SU 3.A** Balance between built, ecological, and social priorities on Bainbridge Island to ensure that the built environment is utilized to its fullest extent to contribute to a resilient community, and that any future green building requirements do not become cost prohibitive.

**Policy SU 3.B** Sustainably manage and restore neighborhood tree canopy levels to enhance biodiversity, decrease localized heat island effects, stabilize geologically hazardous areas, and increase the functions and values of critical areas and their buffers.

**Commented [PB63]:** Consider moving up to universal CP level.

**Commented [PB64R63]:** Staff recommends moving up to City-wide level.

**Commented [PB65]:** Consider adding “public benefit”. Need to be cognizant of capacity.

**Commented [JS66R65]:** Staff reply, additional details not necessary here because the City sewer plan, goals and policies should have specificity.

**Commented [PB67]:** Consider more clear/specific (remove “some type of”) (add “innovative”)

**Commented [PB68R67]:** Also consider costs associated with certification

**Commented [PB69R68]:** Staff added language related to cost considerations to SU 3.A

**Policy SU 3.C** Integrate implementation of the Winslow Subarea Plan and Bainbridge Island Climate Action Plan as necessary.

**NOTE**

**Commented [PB70]:** Consider adding ecological, indigenous cultural significance

**Commented [JS71R70]:** Note cultural resources added to Policy WMP 2-10.2 above.

## CURRENT WINSLOW SUBAREA PLAN HOUSING CHAPTER GOALS & POLICIES

See also Citywide Comprehensive Plan [Housing Element](#)

**Goal WMP 3-1: Promote and facilitate the provision of diverse and affordable housing choices in a manner that encourages socio-economic diversity.**

**Policy WMP 3-1.1:** Through FAR levels, development standards and incentives, encourage a variety of housing sizes and types that meet the needs of a broad range of households, including smaller units suitable for small families, single individuals and senior citizens.

**Policy WMP 3-1.2:** The ~~bonus FAR~~ program established for the ~~Mixed Use Town Center and High School Road districts~~ Winslow Town Center may include a provision that allows bonus FAR to be achieved in exchange for providing for-rental and for-purchase income-qualified housing.

**Policy WMP 3-1.3:** Recognizing that rental and homeownership opportunities are important components of a diverse community and healthy residential market, develop programs and incentives to encourage a healthy balance between rental and owner occupied units.

### Mobile Home Park

**Policy WMP 3-1.4:** ~~The City shall continue to coordinate with the Islander Mobile Home Park board regarding any future changes, with respect to the 2004 Agreement that enabled the mobile home park to remain. The existing mobile home park situated to the north of the BPA provides an existing source of affordable housing. Because the site is zoned for higher intensity residential/commercial use, it is possible that the housing could be lost. Several mechanisms should be established to encourage the preservation of affordable housing on the site: (1) the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and (2) allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.~~

**Commented [PB72]:** Likely need to reframe for update

**Commented [JS73R72]:** Staff recommendation: revisit goal once proposed housing tools are firmed up depending on Planning Commission preferred alternative.

**Commented [PB74]:** Consider in context of increases of FAR in CC district

## CURRENT WINSLOW SUBAREA PLAN OPEN SPACE & TRAILS CHAPTER

### GOALS & POLICIES

**NOTE:** Staff suggest striking introductory language below. The concepts in this overview are covered in proposed new chapters *Existing Conditions, Synthesis & Vision* ([see Draft under Supporting Documents on WSP Update project website](#)) and a future “Preferred Alternative” chapter.

#### Overview

In order to create a sustainable community in Winslow, ecological connections must be strengthened and enhanced. Development of Winslow will include an open space network consisting of a combination of small pocket parks and larger parks, private open space and portions of the natural systems such as the Ravine and drainage facilities that would be used for passive recreation and trails to provide for the needs of the residents of Bainbridge Island in the future, and for those who live, work or shop in Winslow.

**Open Space Goal WMP 4-1** Incorporate open space and green spaces throughout Winslow by:

- enhancing existing parks and developing new parks;
- providing street trees, small gardens and other landscaping that provides visual relief and enhances the character;
- providing a series of green spaces, plazas and corridors that connect the community, define character and protect resources; and
- celebrating and connecting the town to the Harbor and the Ravine.

**WMP 4-1.1:** Development standards, design guidelines, and incentives should be provided to encourage retention or development of open space, public gathering spaces and parks.

**WMP 4-1.2:** Prime public viewpoints, view corridors, and road ends should be designated and either preserved or enhanced.

**NEW Proposed WSP Goal OS 1** Coordinate with the Bainbridge Island Metro Park and Recreation District (BIMPRD) to preserve and expand the park and open space network to strengthen livability as growth occurs.

**Policy OS 1.A** Close gaps in the public open space network as identified in a updated open space framework and other adopted plans through development review and support for the BIMPRD.

**Policy OS 1.B** Enhance existing parks by enhancing access when adjacent private development occurs.

**Policy OS 1.C** Support the BIMPRD to balance recreation space needs with habitat preservation and restoration, ensuring a diverse array of natural and recreational experiences are available to all people residents, workers, and visitors.

**Commented [PB75]:** Identify the specific language that replaced the strikethrough language.

**Commented [JS76R75]:** See Draft Winslow Subarea Plan on the City's project webpage, Existing Conditions section on page 30 and Synthesis & Vision section pages 54-58)

**Commented [JS77]:** Staff proposed for removal as it is duplicative to Goal WMP 2-3 and many of its policies.

**Commented [PB78]:** Consider “all people”

**Commented [JS79R78]:** Staff revised.

**Policy OS 1.D** Enhance public access to water through coordination with other agencies on wayfinding and City road end improvements.

#### **The Ravine**

**Policy WMP 4-1.3:** the Ravine should be preserved as open space and low impact trails should be developed to provide access to this green space. Habitat and water quality in the Ravine should be restored by eliminating invasive species such as English Ivy and designing appropriate stormwater facilities. (Figure 4.2 provides an illustration of the trail.)

#### **Market Square**

**Policy WMP 4-1.4:** Increase and improve ~~Continue to maintain and improve~~ the public space in the Farmer's Market Square between City Hall and the Bainbridge Performing Arts Center.

**Goal WMP 4-2:** As new growth is concentrated in the Winslow area, there will be a need for centrally-located parks and gathering places for passive recreation; therefore, usable parks throughout the Winslow area should be created or enhanced.

**Policy WMP 4-2.1:** Improve and enhance existing parks in the downtown area.

#### **Waterfront Park**

**Policy WMP 4-2.2:** Winslow should be experienced as a waterfront town, well-connected to Eagle Harbor by activity, trails, views, lanes and design details. An attractive Waterfront Park will connect Winslow to the waterfront, drawing people from the central retail area to the harbor and showcasing the waterfront character of the community. To achieve this connection, the Waterfront Park Master Plan should be updated and implemented.

**Policy WMP 4-2.3:** New parks should be acquired ranging from pocket parks (approximately 10,000 s.f.) to sites up to 1 acre or larger.

**NOTE:** Staff suggesting deleting these trail policies from the open space section for consolidating in Transportation section, to be renamed mobility, to prevent duplication and note additional details in the Islandwide Mobility Plan.

**Commented [PB80]:** Consider with gateway district comments

**Commented [PB81R80]:** Removed gateway policy in lieu of this broader policy.

**Commented [JS82]:** Work on a Waterfront Park Plan has been completed and improvements made.

**Commented [PB83]:** Provide explanation for why these are struck

**Commented [JS84R83]:** Revised.

**Commented [JS85R83]:** Goal WMP 4-2 and Policy WMP 4-2.1 covered by proposed new goal and policy OS 1 and it's policies, recognizing that generally, the BIMPRD is the lead agency on parks.

**Commented [PB86]:** Consider Grow park dedication as case study

**Commented [PB87]:** Hold for review with Transportation policies



**CITY OF  
BAINBRIDGE ISLAND**

July 22, 2025 City Council  
meeting direction and  
feedback on  
Planning Commission  
related agenda items

Agenda Item 8.C Related to June 26 Planning Commission request for guidance; the City Council approved the following motion (6-1):

**I move that if the interim capacity analysis demonstrates that the recommended changes to the Ferry and High School Road districts meet the capacity required in HB 1220, then the Planning Commission should still consider potential changes in the other zoning districts to include form-based code regulations and middle housing.**

# Preliminary Critical Path/Work Program for the Winslow Subarea Plan, City-wide Comprehensive Plan and development regulations (Version 1)

| Dates               |                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|---------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>July 24</b>      | <ul style="list-style-type: none"> <li>○ Review City Council’s direction to the Planning Commission made at the July 22 Council meeting</li> <li>○ Begin discussion of critical path, agendas, milestones, and actions</li> <li>○ Review Commissioner Schaab’s Comprehensive plan “AHA” Preferred Alternative Concept and determine if it merits further discussion</li> <li>○ Revise as needed and affirm balance of the V.1 critical path</li> </ul> |
| <b>August 7</b>     | <ul style="list-style-type: none"> <li>○ Refine critical path work program, <b>inputting direction from Planning Commission at 7.24.25 meeting and present for discussion at the 8.7.25 meeting</b></li> <li>○ Review Commissioner Birtley’s proposed additional Goals and Policies</li> <li>○ If appropriate, continue review of the “AHA” preferred alternative concept</li> </ul>                                                                   |
| August 14           | Non-Winslow or City-wide Comprehensive Plan agenda items                                                                                                                                                                                                                                                                                                                                                                                               |
| <b>August 28</b>    | TBD                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>September 4</b>  | TBD                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| September 11        | Non-Winslow or City-wide Comprehensive Plan agenda items                                                                                                                                                                                                                                                                                                                                                                                               |
| <b>September 25</b> | TBD                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>October 4</b>    | TBD                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| October 11          | Non-Winslow or City-wide Comprehensive Plan agenda items                                                                                                                                                                                                                                                                                                                                                                                               |
| <b>October 23</b>   | TBD                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>November 1</b>   | Target date for draft of final recommendation to Council on update re: Winslow Subarea Plan and regulations                                                                                                                                                                                                                                                                                                                                            |

**Update to the Winslow Subarea Plan  
City June 2025 Interim Capacity Analysis**

|                                                   |                                             | Estimated Dwelling Units (DU)<br>Capacity 2020-2044 |
|---------------------------------------------------|---------------------------------------------|-----------------------------------------------------|
| <b>Mixed Use<br/>Zones</b>                        | <b>Central Core</b>                         | 182                                                 |
|                                                   | <b>**Ferry</b>                              | 388                                                 |
|                                                   | <b>Water-dependent Industrial<br/>(WDI)</b> | 0                                                   |
|                                                   | <b>Gateway</b>                              | 0                                                   |
|                                                   | <b>Ericksen</b>                             | 52                                                  |
|                                                   | <b>Madison</b>                              | 124                                                 |
|                                                   | <b>**High School Road</b>                   | 1,701                                               |
|                                                   |                                             |                                                     |
| <b>Winslow<br/>Area<br/>Residential<br/>Zones</b> | <b>R-14</b>                                 | 2                                                   |
|                                                   | <b>R-8</b>                                  | 48                                                  |
|                                                   | <b>R-4.3</b>                                | 16                                                  |
|                                                   | <b>R-3.5</b>                                | 44                                                  |
|                                                   | <b>R-2.9</b>                                | 18                                                  |
|                                                   | <b>R-2</b>                                  | 43                                                  |
| <b>Tota Estimated Dwelling Units</b>              |                                             | <b>2,618</b>                                        |

**\*\*NOTE: June 2025 Planning Commission Recommendations for \*\*Ferry & High School Road Zones Boundaries, Density and Building Height. All Other Winslow Zones Analyzed with Existing Zoning Boundaries/Standards**

**Dwelling Unit Estimates 2020-2044 include development projects previously categorized as “Pipeline” that have since been completed (e.g. “The Oliver” in in Madison Zone) and development projects proposed or planned but not completed.**