



**PLANNING COMMISSION SPECIAL MEETING
THURSDAY, AUGUST 7, 2025**

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

AND

ZOOM WEBINAR
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/85387328629](https://bainbridgewa.zoom.us/j/85387328629)
OR TELEPHONE: US: +1 253 205 0468
WEBINAR ID: 853 8732 8629

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 / CONFLICTS DISCLOSURE - 6:05 PM

3. ELECT CHAIR AND VICE CHAIR OF THE PLANNING COMMISSION - 6:10 PM

4. PUBLIC COMMENT INSTRUCTIONS - 6:20 PM

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

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

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

- 4a. **Public Comment Instructions - 6:15 PM** 10 Minutes
[Instructions_for_Providing_Public_Comment_for all PC agendas 20250103.pdf](#)

5. **UNFINISHED BUSINESS - 6:30 PM**

- 5a. **Continued Discussion on updates to the Winslow Plan and Regulations** 2 Hours
[07.31.25 Tovar Memo to Planning Commission.pdf](#)
[WSP_and_CP_Planning_Commission_Draft_Work_Plan.pdf](#)
[Organizing for a Shared Mission.pdf](#)
[P. Schaab_Top_5_Essential_Points_of_AHA.pdf](#)
[Existing and Proposed Winslow Related Goals and Policies - PC Reviewed Approved as of 2025-07-24.pdf](#)
[Commissioner Schaab and Deines Policy Wording Suggestions.pdf](#)
[Birtley Suggestions Winslow Subarea Plan Goals and Policies.pdf](#)

6. **ADJOURNMENT - 8:30 PM**

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

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

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

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

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

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

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

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



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

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



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: August 7, 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. For members of the public who wish to provide public comment in-person, at a Planning Commission meeting:

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

Instructions for Providing Public Comment Remotely

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

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

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

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

5.6 Respect and Decorum

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

5.6.1 Orderly Behavior and Civility in Remarks

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

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

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

5.6.2 Permission Required to Address the Council

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

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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.



Planning Commission Special Meeting Agenda Bill

MEETING DATE: August 7, 2025

ESTIMATED TIME: 2 Hours

AGENDA ITEM: Continued Discussion on updates to the Winslow Plan and Regulations

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, 26; July 10 and 24, 2025

PREVIOUS COUNCIL REVIEW DATE(S):

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

RECOMMENDED MOTION:

Review Version 2 of Planning Commission Winslow Subarea Plan and Comprehensive Plan draft workplan.

Confirm Planning Commission direction and next steps given City Council July 22nd motion (see Summary section) on considering additional zoning changes outside of the High School Road and Ferry zones. City staff proposes the motion below to assist in framing the discussion:

“I move that the Planning Commission’s review of the Winslow Subarea Plan include *consideration* of policies, development standards, and implementation strategies for all districts, including but not limited to the Ferry and High School Road Districts.”

Additional proposed motion below related to draft Work Program:

“I move that the Planning Commission’s Work Program for the Winslow Subarea Plan, the City-wide Comprehensive Plan, and development regulations and implementation strategies for both be adopted as shown on the markup document labeled Planning Commission Work Program Version 3.”

SUMMARY:

The Planning Commission will begin its discussion on the update to the Winslow Subarea Plan and Comprehensive Plan with a review of a proposed workplan. It should be noted that there are topic

dependencies within the workplan, and therefore the workplan will evolve given the Planning Commission's progress. Planning Consultant Joe Tovar has a related memo for this discussion.

At the July 24, 2025, meeting, City staff reported to the Planning Commission on the July 22, 2025, City Council direction (approved motion below):

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. (Approved 6-1)

On August 7, 2025, the Planning Commission will confirm what next steps it would like to take given that City Council direction. . The Planning Commission last discussed Winslow geographies on June 5, 2025, completed preliminary updated boundaries for the Central Core and Madison districts ([see approved meeting minutes](#)). The Planning Commission had not completed a discussion of updating development standards for those zones.

The Planning Commission requested the top five essential points from Commissioner Schaab and Chair Birtley about their proposals.

At the July 24, 2025, meeting, the Planning Commission then 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 August 7, the Planning Commission will pick up where it left off at the top of page 11 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.

NOTE: 2 document with policy wording suggestions from Commissioners Schaab & Deines and Chair Birtley were added to the agenda packet materials on Wednesday, August 6, 2025.

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:

[07.31.25 Tovar Memo to Planning Commission.pdf](#)

[WSP_and_CP_Planning_Commission_Draft_Work_Plan.pdf](#)

[Organizing for a Shared Mission.pdf](#)

[P._Schaab_Top_5_Essential_Points_of_AHA.pdf](#)

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

[Commissioner Schaab and Deines Policy Wording Suggestions.pdf](#)

[Birtley Suggestions Winslow Subarea Plan Goals and Policies.pdf](#)



MEMORANDUM

DATE: July 31, 2025

TO: Bainbridge Island Planning Commission

FROM: Joseph W. Tovar, FAICP

SUBJ: Version 2 of Work Plan for Winslow Subarea Plan and Regulations, City-wide Comprehensive Plan and Development Regulations

I. Revised 2025/2026 Work Program – Version 2

At the beginning of the July 24 Planning Commission meeting, we reviewed what I referred to as “Version 1” of the work program. It was the barest of skeletons, with lots of “TBD” blanks, and a frankly overly optimistic idea of how rapidly this could all move forward. Based on the information related below, which we will discuss in more detail at the August 7 meeting, Version 2 is much more detailed. Thank you to Commissioner Deines who shared with us all an Excel template with proposed discrete steps, agenda topics, and milestones. We have revised and re-arranged some of the entries he suggested and added more detail in Version 2, which is Attachment #1.

While much of the discussion so far has focused on the Winslow Subarea Plan, we must bear in mind that the full Periodic Review that was due back in December of 2024 included not just the comprehensive plan, but also the city’s development regulations. Maintaining alignment and consistency among these pieces is why I deliberately named the subject title above as I did. Consistency requires us to make these connections and, where appropriate, adjustments.

II. Planning Commission motions to set work program direction

- A. At the August 7 meeting the Planning Commission should by motions formally acknowledge the Council’s direction from their July 22 meeting¹ and establish the Planning Commission Work Program going forward.

As I said at your July 24 meeting, the Council’s direction enables the Commission to consider potential changes to policy and zoning standards for all Winslow districts, not just Ferry and High School Road. “Consider” simply means give thought to – it does not

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 by 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.” Motion made by Council Member Deets, passed on a 6-1 vote.

presume, dictate or require any specific outcome as to FAR, height, or any other development standards or policy language. Those specifics are within the Commission's discretion to determine as they prepare their recommendations. Staff suggests the Commission pass **Motion 1** to this effect:

"I move that the Planning Commission's review of the Winslow Subarea Plan include *consideration* of policies, development standards, and implementation strategies for all districts, including but not limited to the Ferry and High School Road Districts."

A second motion would adopt Version 3 of the Work Program to incorporate edits you make to Work Program V.2 during your August 7 meeting. By the end of the August 7 agenda, we suggest that you pass **Motion 2** to this effect:

"I move that the Planning Commission Work Program for the Winslow Subarea Plan, the City-wide Comprehensive Plan, and development regulations and implementation strategies for both be adopted as shown on the markup document labeled Planning Commission Work Program Version 3."

City staff will use the results of Motions 1 and 2 to prepare a final, clean Work Program Version 3 to present to the Commission before the August 28 meeting.

B. At the August 7 meeting, the staff will summarize the factors and reasoning for Work Program Version 2. Paraphrased below are suggestions and questions posed by Commissioners at the July 24 meeting.

Suggestion #1: Give priority to "essential" or "critical" issues that must be addressed to achieve compliance with the periodic update requirements – Criss Garcia

- Staff observation: As noted previously, accounting for the capacity to accommodate the housing mandates of state law and compliance with other recent GMA legislation, must be shown both in the comprehensive plan and the implementing regulations.

Suggestion #3: Consider "AHA Preferred Alternative Concept" – Peter Schaab

- Staff observation: After discussing the Schaab proposal (Attachment 2), the Commission should decide which components should be framed for potential adoption by motion at a future meeting.

Suggestion #3: Consider additional recommended Winslow Goals and Policies – Ariel Birtley (Note: although Commissioner Birtley was not present, this item had been carried over from an earlier meeting where she had introduced it.)

- Staff observation: Commissioner Birtley's will be distilling her proposed Goals and Policies into a briefer form that will be distributed early in the coming week.

Question #1: While understanding that more detailed work could be undertaken on development regulations next year, is there any "low hanging fruit" that could be included in the review of development regulations for middle housing as part of the

Winslow Subarea Plan? – Ben Dienes

- Staff observation: Work Program V.2 already contemplates the need for the overdue 2024 periodic review project to extend at least into the first quarter of 2026. In our assessment, a deep dive into middle housing or form-based code regulations would require more time than is available in Work Program V.2.
- Staff observation: If the Commission wishes to consider less ambitious, and therefore less time-intensive, policies and standards for middle housing, there are options we could explore. For example, the Commission could include a policy statement explicitly calling for the City to initiate work on a middle housing ordinance after this update project is completed (i.e., the second and third quarters of 2026). Another possibility would be to consider simple and modest changes to development standards designed to increase viability of middle housing in the near term.

Question #2: Is there alignment between Capital Facilities, including the Sewer Treatment Plant, and land use, primarily in Winslow?- Sarah Blossom

- Staff observation: The GMA requires that the capital facilities element be consistent with and support the land use element, which includes Winslow. The July 2024 Draft Environmental Impact Statement (DEIS) includes information about the long-term capital facilities and utilities planning in relation to the three alternatives described. We are speaking with Growth Management Compliance staff at Commerce and several other cities for insights and potential models.

Question #3: Does the “capacity analysis” done by the City’s consultant include a break down into the four household income bands named in HB 1220 and the allocations to the City from KRCC? – Ben Deines

- Staff observation: The preliminary capacity analysis does not break down the housing allocations by income bands, just the number and types of units (e.g., multifamily units assumed in the Ferry District.)
- City Staff is consulting with Growth Management Compliance staff at Commerce and with several other cities who have adopted compliant plans and development regulations, including Sammamish, Snoqualmie, Bothell, and Shoreline. We hope to glean insights, guidance, and potential models that we will share with the Planning Commission in the coming month(s).

C. Other factors that shaped staff preparation of V.2 of the Work Program

1. The City needs to ensure that there is internal plan consistency between the Citywide Comprehensive Plan Land Use, Housing, Capital Facilities, and Transportation Elements, and the Winslow Subarea Plan.
2. We need to build into the schedule public hearing(s) by the Planning Commission and the City Council.
3. There must be adequate time afforded to the public to review the Planning Commission’s final recommendations before the hearing(s).
4. It will be important to avoid scheduling public hearings during the Holidays.
5. The SEPA Responsible Official will issue the Final Environmental Impact Statement (FEIS) on the proposed action, the Commission’s recommended comprehensive plan and development regulations. The FEIS must be available to the City Council before they consider the Commission’s recommendations.

6. Staff is now doing research and outreach to cities who have adopted GMA compliant plans and regulations. We propose to share that information with the Commission to illustrate the range of comprehensive plan and development regulations choices they may wish to consider.

III. Structuring the Commission's deliberations to resolve issues and maintain forward movement

As discussed at previous meetings, there is some urgency to moving forward toward completion of the periodic review that is now seven months past the 2024 deadline. In order to expedite progress, every Commission meeting shown on the Work Program will have to be very focused and efficient. To that end we offer several suggested protocols.

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First, to frame and expedite the Commission's deliberations on discrete issues, draft motions should be prepared either by the staff or individual Commissioners, ideally prior to the beginning of a meeting. Staff can prepare and distribute potential alternative motions with the Agenda packet or assist in drafting potential motions as requested by individual Commissioners, either prior to or at the meeting.

Second, the Chair should manage the orderly and timely flow of items on the printed agenda, with the objective of getting through the listed items. This will require the Chair to call for motions to engage all Commissioners in expressing initial conclusions and discussing the merits of the motion. Each Commissioner should seek to understand the views of her/his peers on the motion, and to call for the question in a timely manner.

Third, a motion is ripe for a vote when everyone has had an opportunity to express an opinion about the motion, which may or may not be when there is broad agreement. While agreement is a laudable objective, reaching unanimous consent is not the standard for a well-discussed and well-considered motion. Commissioners should recognize that their view will likely prevail on some, but not all motions.

Finally, Attachment #3 is a brief slide deck titled "Organizing for a Shared Mission." This is an excerpt from a slide deck I have shared with many other planning commissions. While this is mostly a refresher of sorts for you, it may be useful background for those in the community who may not be familiar with the roles of the commission, the city staff, and the council in the planning process. It also has a few tips for planning commissioners that may be helpful as you move forward with a heavy meeting and agenda workload in the coming months.

IV. Next Steps

Prior to the August 28 Planning Commission meeting, the staff will prepare and distribute August 7 Work Program- Version 3 reflecting the outcome of Motions 1 and 2, as well as any other direction provided by the Commission at the August 7 meeting.

The staff will continue outreach and further research to cities that have adopted GMA complaint plans and regulations and bring that information to the Commission as part of

the August 28 agenda. The purpose of such research is to see if there are policies or regulations that might have merit for consideration in this process.

If after you receive the packet there are items that individual Commissioners would like to have staff clarify, please reach out to us.

Attachments

Attachment 1 - Version 2 of the Planning Commission Work Program

Attachment 2 – Commissioner Schaab’s five points summarizing “AHA” concept

Attachment 3 – Organizing for a Shared Mission – slide deck

Special Planning Commissions begin with Call to Order, Agenda Review and Public Comment; **Regular** Meetings include Review/ Approval of Meeting Minutes and Directors Report at the beginning and Good of the Order at the meeting's end. *City Council Meetings Suggested in Italics, below.*

Year	Body	Type	Date	Time	Focus	Topic
2025	PC	Special	8/7/2025	Hr 1	Winslow Subarea	Vote on Chair/Co-Chair positions, Review and refine Version 2 of the 2025/2026 Planning Commission Work Plan
				Hr 2		Confirm Planning Commission next steps given July 22 City Council direction.
				Hr 3		Continue review of WSP Goals and Policies. Review distillations of Birtley and Schaab proposals, decide which aspects merit further attention, decide timing and how to proceed.
AUG	PC	Regular	8/14/2025	Hr 1	Regular Business	Regular Business (not Comp/Winslow Plan related)
Hr 2				Regular Business (not Comp/Winslow Plan related)		
Hr 3				Continue Comp/Winslow Plan discussion if time allows		
AUG	PC	Regular	8/28/2025	Hr 1	Winslow Subarea	Acknowledge framework of HB 1220 requirements and city wide Housing and Land Use Elements
				Hr 2		Next steps TBD depending 8/7 PC Direction on 7/22 City Council motion re: direction on WSP zoning outside of HS and Ferry. If considering further chanes, beginning with Mixed Use zones (Central Core, Madison, and Ferncliff (proposed NEW zone).
				Hr 3		Complete any outstanding WSP goal/policy review. TBD Next steps on Commissioner Schaab and Deines more/more strategy presented on 5/8)
SEP	PC	Special	9/4/2025	Hr 1	Winslow Subarea	Finalize preliminary recommendations on boundaries, intensity and building height for any outstanding Winslow mixed use districts.
				Hr 2		Next steps TBD ending 8/7 PC Direction : : direction on Winslow residential zones
				Hr 3		Confirm boundaries, establish development standards, and processes for the Ferry and High School Road District
SEP	PC	Regular	9/11/2025	Hr 1	Regular Business	Regular Business (not Comp/Winslow Plan related)
				Hr 2		Continue Comp/Winslow Plan discussion if time allows
				Hr 3		
SEP	PC	Regular	9/25/2025	Hr 1	Winslow Subarea	Review alternative Middle Housing Strategies, strategies, policies regulations,side by side with existing/Draft Housing Element with proposed updates.
				Hr 2		Confirm boundaries, establish development standards, and processes for the Winslow Core
				Hr 3		Establish development standards and overlays for street frontages
OCT	PC	Special	10/2/2025	Hr 1	Winslow Subarea	Continue discussion of Middle Housing Strategies, policies, regulations
				Hr 2		Confirm boundaries, establish development standards, and processes for the Madison Zone
				Hr 3		Confirm boundaries, establish development standardss, and processes for Ferncliff Zones
OCT	PC	Regular	10/9/2025	Hr 1	Regular Business	Regular Business (not Comp/Winslow Plan related)
				Hr 2		Regular Business (not Comp/Winslow Plan related)
				Hr 3		Continue Comp/Winslow Plan discussion if time allows
OCT	PC	Regular	10/23/2025	Hr 1	Winslow Subarea	Review updated consultant capacity analysis for all Winslow districts and household income bands
				Hr 2		Review consistency with and guidance from City wide Capital Facilities and Transportation Elements
				Hr 3		Confirm boundaries, establish development standards, and processes for the R-Zones
NOV	CC	Study Session	11/4/2025	TBD	Winslow	Recommended City Council Review draft of PC recommended Winslow Plan and development regulations
NOV	PC	Special	11/6/2025	Hr 1	Comp Plan	Review & Flag-for-Edits Comp Goals & Policies (prioritize with LU & Housing)
				Hr 2		Review & Flag-for-Edits Comp Plan Goals & Policies (prioritize with LU & Housing)
				Hr 3		

NOV	PC	Regular	11/13/2025	Hr 1	Regular Business	Regular Business (not Comp/Winslow Plan related)	
				Hr 2		Regular Business (not Comp/Winslow Plan related)	
				Hr 3		Respond to any questions or input from City Council regarding the Winslow Plan	
	Thanksgiving Holiday						
DEC	PC	Regular	12/4/2025	Hr 1	Comp Plan	Discuss & Edit Comp Plan Goals & Policies (prioritize LU & Housing)	
				Hr 2		Discuss & Edit Comp Plan Goals & Policies (prioritize (LU & Housing)	
				Hr 3		Discuss Park Zone Development Standards (provide planning staff with questions)	
DEC	PC	Special	12/11/2025	Hr 1	Comp Plan	Review Comp Plan Staff-Preferred Alternative	
				Hr 2		Finalize Neighborhood Centers & Day Road Industrial Center Development Standards	
				Hr 3		Finalize Park Zone Development Standards	
2026	Winter Holidays						
JAN	PC	Special	1/8/2026	Hr 1	Comp Plan	CTReview Comp Plan Staff-Preferred Alternative	
				Hr 2			
				Hr 3			
JAN	CC	Regular	1/13/2026	TBD	Comp Plan	(1st Reading) Review PC recommended city-wide and Winslow plans and regulations; Schedule for hearing	
	PC	Regular	1/22/2026	Hr 1	Regular Business	Regular Business (not Comp/Winslow Plan related)	
				Hr 2		Regular Business (not Comp/Winslow Plan related)	
				Hr 3		Respond to any questions or input from City Council regarding the Comp Plan	
	CC	Study Session	1/20/2026	TBD	Comp Plan	(Optional) Review PC recommended city-wide and Winslow plans and regulations	
	CC	Study Session	2/3/2026	TBD	Comp Plan	(2nd Reading) Earliest possible Public Hearing (min. 10-day notice published 1/20/2026); Schedule for adoption	
	CC	Study Session	2/17/2026	TBD	Comp Plan	(Optional) Review PC recommended city-wide and Winslow plans and regulations	
	CC	Regular	3/24/2026	TBD	Comp Plan	(3rd Reading) Earliest possible adoption (min. 60-day notice published 1/20/2026)	

Potential Post-Adoption Projects

Middle Housing

Form-based Code

Transfer of Development Rights



**CITY OF
BAINBRIDGE ISLAND**

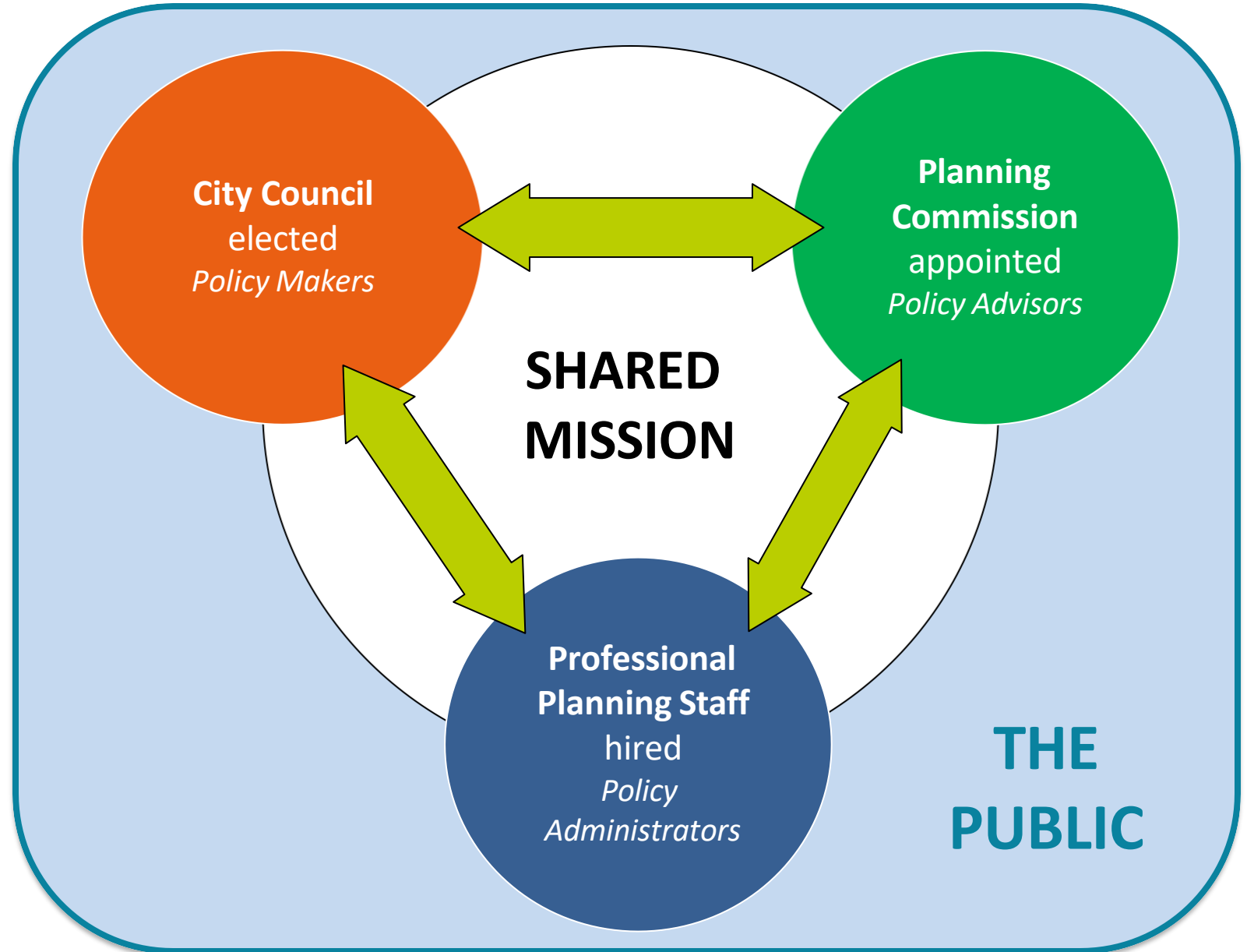
Prepared for:
*Planning Commission
Special Meeting*

August 7, 2025

Organizing for a Shared Mission

Roles and Responsibilities in the Planning Process

Organizing for a Shared Mission



Planning Commission's Role: POLICY ADVISORS

- The Planning Commission is the first and primary body responsible for soliciting and hearing public input on land use matters
- Planning Commission members bring an important expertise to the consideration of plans and implementation – they reflect the perspective, experience, and values of their community
- The Commissioners listen to the staff and public input, weigh all the evidence, pay attention to the relevant criteria, and then make a thoughtful and well-considered recommendation to the Council



The Planning Commission is a TEAM of individuals

Each member adds value by bringing his or her own perspective, experiences, and opinions to the Commission's deliberations





The role of the Chair

- It is the chair's role to gatekeep – to announce the agenda, maintain decorum, manage the flow of public comment, invite and expedite resolution of motions made by Commissioners, and strive to complete all items of business on the published agenda
- As part of opening remarks, the chair should state that all public input will be given consideration, but it is the Commission's job to weigh all the information, including the staff report and public comment, before reaching its own conclusions
- The chair's role is to also assure that all commissioners have an equal opportunity to ask questions and express opinions

Tips for planning commissioners



Treat all parties with respect. Provide those giving testimony your full attention during their remarks.

Ask questions of clarification if needed, but do not argue with those providing testimony.

Be patient with those uncomfortable with public speaking.

Be patient with fellow commission members who may not agree with you or share your perspective.

Keep an open mind and strive to persuade fellow Commissioners rather than argue.

Recognize that disagreement on an issue among the members of a deliberative body is healthy.

Remember that if you are on the losing end of a vote on a motion, the vote is on the motion, not on you as a person.

**Top 5 Essential Points from: The “Affordable Housing Advantage” (AHA)
Preferred Alternative Concept; which proposes that:**

- The City only update the zoning and development standards for the FAR-based zones/districts that the Planning Commission has discussed in depth so far (Ferry, High School, Core, Madison, and Ferncliff) plus a new zone inclusive of the BISD properties between High School Rd and New Brooklyn Rd, vacant parcels between BARN/The Farm and North Town Woods, as well as the "Suzuki Property" – collectively referred to as the **“AHA Zones.”**
 - *All other zones within the Winslow Subarea and the Conservation Area (with the possible exception of some minor boundary and FAR changes to some NC zones and the Day Rd B/I district as well as adoption of the new “Park” zones) would remain with boundaries and standards as they are today.*
- “Base” standards within the AHA Zones are modified to generally align with 2024 “bonus” standards, but with the caveat that all multifamily development within those zones is required to allocate a minimum 10% of units to residents earning specific AMI ranges (aka mandatory inclusionary zoning), with allocation percentages tailored to realize a number of units proportional to the City’s HB 1220 allocations.
- AHA Zone “bonus” standards significantly modify FAR, height, and parking standards compared to 2024 standards, but require that multifamily developments allocate a minimum 30% of units to residents earning specific AMI ranges; also broken down proportionally to HB 1220 allocations, with a sliding scale that only requires higher AMI ranges be served as the overall share of affordable units increases towards 100%.
- Developers would be able to opt-out from the 10% affordable unit requirement for “base” zoning by paying an **in-lieu fee** (formula developed by Planning Commission, PCD staff, and consultants) into the City’s Affordable Housing Trust Fund that would then be available to developers building 30%+ affordable units as a **per-unit incentive payment** (also developed by Commission/staff/consultants) from the City’s Affordable Housing Trust Fund – this in-lieu/incentive payment structure would be referred to as the first iteration of the **“AHA Program.”**
 - *Developers would never be able to build under “bonus” standards if they opt-out of any share of affordable housing.*

- While the Commission would only focus on the above (along with associated new/updated goals & policies) for its Comprehensive Plan deliverables this year, a set of follow-on actions (more robust second iteration of AHA Program with TDR/MFTE/REET enhancements, form-based code overhaul, etc.) should be prioritized for work in 2026.
-

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 4th 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.

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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 ferncliff.

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.

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

Commented [PB61R60]: Bake into DNA of CC policies

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 it's 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

Commissioner Schaab and Deines Suggestions for Policy Wording

Following up from July 24, 2025 Planning Commission Discussion. NOTE: Page number references refer to longer working draft of goals and policies in 8/7 Planning Commission Agenda packet

- **Page 4, Policy LU 5.A:** Proposed replacement for the phrase "preserve the small town feel" (although we would still like to partner with REAC to refine it further)
- **Page 6:** Core District "Character Statement" and new "PSBD" policies (add to existing policies)
- **Page 7, Policies LU 7.3 and 7.8:** removed in favor of new character statement and policies to be inserted bottom of 6
- **Pages 8:** Madison and Ferncliff character statements and new "PSBD" policies (add to existing policies); red text in character statement should be discussed further with entire commission
- **Pages 8:** Ferry "character statement" and new "PSBD" policies (add to existing policies); replaces "Discussion" section
- **Page 9:** High School "character statement"

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.~~ **Promote the timeless, welcoming 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.**

Central Core Overlay District Policy

Character:

The Core district serves as the civic and cultural heart of the Island, and is the third most intensely developed district after the High School and Ferry districts. Services and activities for both residents and tourists are intermixed. Developments are encouraged to provide public enhancements and connections by focusing parking under buildings. Within this district, mixed-use development with pedestrian site porosity and dedicated public rights-of-way to enhance the walkability of Winslow are encouraged, but exclusive office and/or retail uses are permitted. New development should engage the street with minimal setbacks wherever possible.

Policy PSBD 2-6.1: Mixed-use development within the Core district that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

Policy PSBD 2-6.2: Development in the vicinity of the Ravine must be held to the highest environmental standards so as to protect the integrity of that natural space.

~~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

Commented [1]: Replaced "small town feel" with "timeless, welcoming feel"

Commented [2]: New character statement/intro and policies for Core

Commented [3]: Language is from existing comp plan

Commented [4]: Consider moving district level policies into WSP and not duplicate in CP elements

Commented [5R4]: 7./24 Consider moving up, Schaab returning with suggested language.

Commented [6R4]: Replaced by character statement and new policies above

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.~~

Commented [7]: Replaced by character statement and new policies above

Ferncliff District

Character:

The purpose of the Ferncliff district is to serve as a medium density bridge between the higher density development of the Ferry and High School Road districts with an emphasis on “missing middle” housing types. Some light intensity mixed-use commercial development is permitted on parcels that adjoin the Ferry and High School districts.

Commented [8]: Character statement and policies for new Ferncliff district

Policy PSBD 2-X.1: Development in the vicinity of the Ravine must be held to the highest environmental standards so as to protect the integrity of that natural space

Policy PSBD 2-X.2: Encourage “missing middle” housing types such as duplexes, triplexes, townhomes, and cottage courts.

Policy PSBD 2-X.3: Ferncliff Ave should serve as a primary north-south multimodal transportation corridor east of SR 305.

Madison Overlay District

Character:

The purpose of the Madison district is to provide for a mix of residential and small-scale commercial development. It serves as a medium density bridge between the Core and High School districts, with an emphasis on “missing middle” housing types. Micro-neighborhoods scattered throughout should provide an opportunity for “surprise” in contrast to the more expansive spaces common in the Core and High School districts. It should be as walkable and bikeable as the Core, High School, and Ferry districts. Within the Madison district, all retail and office development shall include a residential component. Retail development is permitted only on the ground floor. Residential development is only required for buildings greater than one story in height. However, single-purpose commercial development is not allowed; the intent is to emphasize higher density residential use in this area.

Commented [9]: New character statement and policies for Madison

Commented [10]: Should we limit commercial in this way?

Policy PSBD 2-8.1: Development in the vicinity of the Ravine must be held to the highest environmental standards so as to protect the integrity of that natural space.

Policy PSBD 2-8.2: Encourage “missing middle” housing types such as townhomes, cottage courts, courtyard apartments, and low-rise multiplexes.

Policy PSBD 2-8.3: Madison Ave and Ericksen Ave should serve as primary north-south multimodal transportation corridors west of SR 305.

Ferry Terminal Overlay District

Character:

The Ferry district is designated as the most intensely developed district on the island, serving as a gateway to Bainbridge Island, the Kitsap Peninsula, and the Olympic Peninsula for residents, commuters, and tourists. This district is intended as a pedestrian- and transit-oriented hub with multifamily mixed-use buildings that complement the character and vitality of the Core district. Hotels are also permitted. New development should replace large areas of surface parking wherever possible. 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.

Policy PSBD 2-10.1: Each new development is encouraged to leverage every opportunity for dramatic views.

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, nNew 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.

High School Road District

Character:

The High School Road district is designated as the second most intensely developed district on the island, providing a variety of commercial uses that offer goods and services for the convenience of Island residents. Multifamily mixed-use development should replace large areas of surface parking wherever possible. Commercial uses complement adjacent districts and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area.

Commented [11]: New character statement/intro for Ferry, along with new policies

Commented [12]: Delete this if everything is covered in the Character Statement

Commented [13R12]: Comment from Commissioner Deines

Commented [14]: New character statement for High School

MEMORANDUM

To: Bainbridge Island Planning Commission & City Council

From: Ariel Birtley, Chair, Planning Commission

Date: August 6, 2025

Subject: Condensed Summary of Goals – Winslow Subarea Plan

1. Affordable Housing Overlay Zone

Goal: Support inclusive, equitable access to affordable housing through targeted zoning.

- Incentivize affordable housing via density bonuses, reduced parking, and expedited permitting.
- Require long-term affordability (50+ years) through land trusts, deed restrictions, or similar tools.
- Apply clear design and sustainability standards for high-quality, integrated developments.
- Center equity and inclusion by prioritizing low-income, disabled, and marginalized populations.
- Monitor implementation annually to assess outcomes and adjust incentives as needed.

2. Middle Housing Overlay Zone

Goal: Diversify housing options through middle housing typologies in walkable neighborhoods.

- Permit duplexes, triplexes, townhomes, cottage clusters, and garden apartments.
- Allow increased density, reduced setbacks, and flexible zoning in designated areas.
- Require a portion of units to be affordable, with incentives for deeper affordability.
- Ensure compatibility through contextual design standards and green infrastructure.
- Prioritize developments near transit and services to enhance walkability and access.

3. Controlled Density Through Human-Scaled Urban Design

Goal: Promote vibrant, dense neighborhoods that remain livable and human-scaled, inspired by historic European urban design.

- Encourage human scaled design and consider block-scale development modeled after the Haussmannian form, with interior courtyards and open-air flow.

- Reduce lot coverage and parking requirements to support shared courtyards, green space, and communal areas.
- Support mixed-use projects with active street-level uses and vertically integrated housing.
- Prioritize pedestrian-oriented streetscapes with wide sidewalks, storefront engagement, and connectivity.
- Offer incentives (density bonuses, fee reductions) for developments that integrate sustainability and public amenities.

4. Future Form-Based Code Adoption

Goal: Lay groundwork for future form-based code implementation that elevates urban quality.

- Define clear urban design principles to guide potential form-based code areas.
- Launch pilot projects in targeted neighborhoods to test outcomes.
- Align future code adoption with comprehensive planning goals and public engagement.
- Offer development incentives and interdepartmental collaboration for success.

5. Sustainable Urbanization and Land Stewardship

Goal: Increase density while protecting ecological, historical, and cultural assets.

- Direct growth away from sensitive zones, wildlife corridors and critical habitat by using cluster development, putting in place goals to protect critical areas and allowing density in urban infill areas.
- Promote sustainable building practices, native landscaping, and stormwater management.
- Center cultural heritage and indigenous perspectives in land-use decisions.
- Advance climate resilience and long-term environmental stewardship.

6. Connected and Accessible Walksheds

Goal: Create pedestrian-friendly neighborhoods centered on access to daily needs.

- Define and enhance walksheds around transit, parks, schools, and services.
- Improve pedestrian infrastructure (sidewalks, crossings, ADA access) within walksheds.
- Support mixed-use zoning and green streets with trees, plazas, and rain gardens.
- Engage community members to ensure inclusive, neighborhood-specific planning.

7. Strategic Housing Near Essential Services

Goal: Locate housing near services and transit to foster sustainable, accessible communities.

- Prioritize housing within a 10-minute walk of schools, healthcare, parks, and transit.
- Promote mixed-use, walkable neighborhoods that reduce car dependency.
- Ensure affordability and accessibility for diverse and low-income populations.
- Incorporate green infrastructure, energy-efficient housing, and community collaboration.
