



**PLANNING COMMISSION REGULAR MEETING
THURSDAY, AUGUST 28, 2025**

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

AND

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

AGENDA

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

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

2. AGENDA REVIEW / DISCLOSURE OF CONFLICTS - 6:05 PM

3. PLANNING COMMISSION MEETING MINUTES - 6:10 PM

Review and approve meeting minutes.

3.a Minutes 5 Minutes

[Planning Commission Minutes20250814 - Draft.pdf](#)

4. PUBLIC COMMENT INSTRUCTIONS - 6:15 PM

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

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

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

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

6. UNFINISHED BUSINESS - 6:30 PM

6.a Continued Discussion on updates to the Winslow Subarea Plan 2 Hours

[082125 Tovar memo to Planning Commission.pdf](#)

[City Attorney Legal Opinion re Growth Board Decisions.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](#)

[Housing Action Plan Scorecard.pdf](#)

6.b Request to Schedule Public Hearing on Revised Ordinance No. 2025-21 Development Standards for Affordable Housing Projects 30 Minutes

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

[Current Zoning Downtown Winslow.pdf](#)

7. FOR THE GOOD OF THE ORDER - 9:00 PM

8. ADJOURNMENT - 9:05 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 Regular Meeting Agenda Bill

MEETING DATE: August 28, 2025

ESTIMATED TIME: 5 Minutes

AGENDA ITEM: Minutes

AGENDA CATEGORY: Minutes

PROPOSED BY: Planning &
Community Development

PREVIOUS PLANNING COMMISSION REVIEW DATE(S):

PREVIOUS COUNCIL REVIEW DATE(S):

RECOMMENDED MOTION:

I move to approve the Planning Commission Regular Meeting Minutes from August 14, 2025, as presented.

ATTACHMENTS:

[Planning Commission Minutes20250814 - Draft.pdf](#)



Planning Commission Regular Meeting August 14, 2025

Meeting Minutes

1) CALL TO ORDER/LAND ACKNOWLEDGMENT -

Chair Sarah Blossom called the meeting to order at 6:23 PM and read the Land Acknowledgement. Present in Chambers were Commissioners Sarah Blossom, Ariel Birtley and Alex Preudhomme and Criss Garcia. Absent and excused were Commissioners Ben Denies, Sean Sullivan and Peter Schaab. Also present in Chambers were City Council Liaison Jon Quitslund, Mayor Ashley Mathews, PCD Director Patty Charnas, and Senior Planner Jennifer Sutton.

2) AGENDA REVIEW / DISCLOSURE OF CONFLICTS -

No conflicts were disclosed.

MOTION: I move that item 6c. the Senior Center be the first item to discuss under New Business, following the Planning Director's Report.

Garcia/Preudhomme – The motion carried unanimously, 4-0.

MOTION: I move to approve the agenda, as amended.

Garcia/Preudhomme - The motion carried unanimously, 4-0.

3) PLANNING COMMISSION MEETING MINUTES -

3.a Minutes

[Cover Page](#)

[Planning Commission Meeting Minutes 20250724 - Draft.pdf](#)

[Planning Commission Special Meeting Minutes 20250807 - Draft.pdf](#)

MOTION: Move approval of the Planning Commission Regular Meeting minutes from July 24, 2025.

Garcia/Preudhomme - The motion carried unanimously, 4-0.

MOTION: Move to approve the Planning Commission Special Meeting minutes from August 7, 2025.

Garcia/Preudhomme - The motion carried unanimously, 4-0.

4) **PUBLIC COMMENT INSTRUCTIONS -**

4.a Public Comment Instructions -

[Cover Page](#)

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

Public comments were received.

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

Director Charnas spoke to planning/scheduling extended Planning Commission meetings and that it is a priority. Second round of interviews for the Planning Manager position are scheduled for next week.

6) **NEW BUSINESS -**

6.c Review and Recommendation for BI Senior and Community Center SPR Application

[Cover Page](#)

[PLN52863 BISCC Staff Report for Planning Commission.pdf](#)

[Bainbridge Island Senior Community Center \(Redevelopment of Senior Center Property MOU\).pdf](#)

[BISCC SPR Site Plans.pdf](#)

[BISCC SPR Architectural set.pdf](#)

[Landscape and Tree Retention Plan and Arborist Report.pdf](#)

[BISCC SPR-EXTERIOR SITE LIGHTING.pdf](#)

[PLN52863 Development Engineering Memo SPR Bainbridge Island Senior Community Center.pdf](#)

[Certificate of Concurrence - BI Senior & Community Center.pdf](#)

[BI Fire Dept Comments Senior Community Center.pdf](#)

Senior Planner Jennifer Sutton - introduced and provided a brief overview of the project and introduced the Project Manager, Charlie Wenzlau, who provided more detailed information about the project and answered questions.

MOTION: I move to recommend the approval of the Bainbridge Island Senior and Community Center Site Plan and Design Review application, file number PLN52863 SPR, to the Planning Director, including the conditions presented to the Planning Commission.

Garcia/Birtley - The motion carried unanimously, 4-0.

6.a Consider Ordinance No. 2025- 26 Updating Regulations Related to Accessory Dwelling Units

[Cover Page](#)

[PC Presentation on ADU Ordinance.pdf](#)

[Draft Ordinance_No._2025-26_ADU_Code_UpdatesPLc.pdf](#)

Director Charnas provided background information on the proposed Ordinance 2025-26 and answered questions from the commissioners.

MOTION: Will allow for up to two detached ADUs, provided that each unit.

Birtley – The motion failed due to lack of second.

MOTION: Change the language in BIMC 18.09.030.5.f – Accessory Dwelling Unit, to allow for maximum floor area of 1,200 square feet.

Birtley – The motion failed due to lack of second.

MOTION: I move to ask staff to bring back for the public hearing the draft language proposing 50% setback variance for one-story ADUs.

Garcia/Preudhomme - The motion carried unanimously, 4-0.

MOTION: I move to schedule a public hearing on September 11, 2025, Ordinance No. 2025-26 updating BIMC 18.09.030.1.5 related to accessory dwelling units.

Garcia/Birtley - The motion carried unanimously, 4-0.

[6.b Ordinance No. 2025-21 Development Standards for Affordable Housing Projects](#)

[Cover Page](#)

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

[Current Zoning Downtown Winslow.pdf](#)

Senior Planner Jennifer Sutton provided information on proposed Ordinance 2025-21 and answered questions from the commissioners.

MOTION: Move to schedule a public hearing on Ordinance No. 2025-21 for the September 11, 2025, Planning Commission meeting.

Preudhomme/Birtley - The motion failed, 1-3. Commissioner Preudhomme voted in favor of the motion and Commissioners Blossom, Birtley and Garcia voted against it.

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

Commissioner Birtley commented on the traffic impacts at the south end of the island. She would like to see those types of projects be brought before the Planning Commission in the future.

8) **ADJOURNMENT - 9:26 PM**

Sarah Blossom, Chair

Renee Argetsinger, Clerk to the Planning Commission



CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill

MEETING DATE: August 28, 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.

.....

9.12.2 Subjects – Whether or Not on the Current Agenda

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

9.12.3 Use of Microphones

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



CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill

MEETING DATE: August 28, 2025

ESTIMATED TIME: 2 Hours

AGENDA ITEM: Continued Discussion on updates to the Winslow Subarea Plan

AGENDA CATEGORY: Review and
Recommendation

PROPOSED BY: Planning &
Community Development

PREVIOUS PLANNING COMMISSION REVIEW DATE(S):

January 9, 13, 30; February 13, 27; March 5, 13, 27; April 2, 10, 24; May 1, 8, and 22; June 5, 12, 26; July 10, 24; and August 7, 2025

PREVIOUS COUNCIL REVIEW DATE(S):

Monthly updates to City Council.

RECOMMENDED MOTION:

Work on Winslow Subarea Plan zoning districts, development standards and affordable housing mandates, making and voting on motions.

SUMMARY:

A memo from Planning Consultant Joe Tovar describes topics for the Planning Commission's August 28, 2025 continued discussion regarding updates to the Winslow Subarea Plan. The memo provides a summary and feedback on some of the questions Commissioners posed on August 7 and responds to issues and opinions raised during public comment.

Mr. Tovar includes a discussion of the recent Growth Management Hearings Board decisions and also provides perspectives on Winslow goals, policies, and potentially character statements for all Winslow mixed use districts that would be integrated within goals and policies. The character statements provided have mostly been drafted by Commissioners Deines and Schaab, with a few edits by City staff.

Lastly, the memo suggests an approach for near term Planning Commission work, including suggestions for the the agendas and formats for the special meetings on September 3 and 4.

On August 28, the Planning Commission will continue to discuss and make motions on goals and policies, picking up where they left off at the top of page 11 of the working document which is

attached to this agenda item.

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.

Commissioners Schaab/Deines and Birtley have submitted suggestions for goals and policies that could be reviewed alongside the existing WSP goals and policies.

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:

[082125 Tovar memo to Planning Commission.pdf](#)

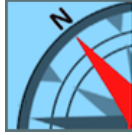
[City Attorney Legal Opinion re Growth Board Decisions.PDF](#)

[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](#)

[Housing Action Plan Scorecard.pdf](#)



MEMORANDUM

DATE: August 22, 2025
TO: Bainbridge Island Planning Commission
FROM: Joseph W. Tovar, FAICP
SUBJECT: Winslow Subarea Plan and Periodic Update project

This Memo begins with some follow-up answers, and clarification regarding several items from the August 7 meeting; provides an overview of recent State Growth Board decisions and potential implications for the City's periodic update and Winslow Subarea Plan; recommends agenda items, format and deliverables for your next three meetings; and concludes by inviting a Commission discussion of the Work Program into October and beyond.

I. Follow up from August 7 Planning Commission meeting

A. Discussion of staff-drafted Work Program Version 2

There was preliminary discussion of my Memo of July 31, 2025 to the Planning Commission which included a proposed Version 2 of a Planning Work program for the Winslow Subarea Plan and Periodic Update project. Commissioners voiced concerns and ideas that led to two motions:

Motion 1: I move that we spend the session of the 28th refining and understanding the development standards that align with the Ferry and High School zones consultant model, including the model's functions, assumptions, and input parameters.
Garcia/Birtley, passed 5-0.

Motion 2: I move to request staff to look into a time for us to have a work group session, with the public able to attend and have public comment in the beginning. We're requesting anywhere between 4-8 hours. Birtley/Schaab – The motion passed 5-0.

The motions took place later in the meeting, after Commissioner Sullivan had left. Commissioner Preudhomme was not in attendance at the meeting.

Regarding Motion 1, city staff can assist the Commission to understand the breadth of requirements (e.g. vehicle and pedestrian access, stormwater) that would be required for future development, and therefore, affects development potential.

Another variable that complicates the future methodology, assumptions, and timing of the capacity analysis are two recent decisions by the Growth Management Hearings Board (GMHB). These are *Futurewise, et al., v. City of Mercer Island, (Futurewise)* Case No. 25-3-0003, Final Decision and Order (FDO), issued August 1, 2025, and *Kitsap Alliance of Property Owners, et al, v. Kitsap County, (KAPO)* Case No. 25-3-0005c, FDO issued on August 8, 2025. A brief discussion of these decisions, and their potential implications for the Work Program, appears in Section II.

Regarding Motion 2, our preliminary thinking on schedule, agendas, format and deliverables for the September meetings is in Section III below.

B. Questions regarding risks to grants of continued City GMA non-compliance

At the August 7 meeting, Commissioners Dienes and Blossom asked for specifics about grants that could be at risk due to continued City non-compliance. The grants potentially at risk are listed at WAC 365-196-585(6).¹ It is unlikely that any grants already approved for City projects are at risk, but future state grants, loans, pledges, or financial resources could be affected. This includes:

- Transportation projects, some of which will be needed to support for any growth scenario
- Sewer projects by the City or Sewer District 7, some of which will be needed for any growth scenario
- Water system projects by the City or Kitsap Public Utility District, some of which will be needed for any growth scenario
- Stormwater (or other types of pollution control) projects by the City or a special district
- Climate-related projects
- Park, recreation, or habitat projects sponsored by the City

The Capital Facilities Element of the Plan must identify potential revenue sources for the infrastructure needed to support the land use element. Most cities rely upon grants, loans, pledges or other financial resources to do so. While the Planning Commission does

¹ The following state grant and loan programs use GMA compliance in the course of awarding state funds under the following programs under RCW 36.70A.130(7):

- (a) Public works trust fund (public works board) under RCW 43.155.070 and WAC 399-30-030;
- (b) Centennial clean water fund (department of ecology) under WAC 173-95A-610;
- (c) Drinking water state revolving fund (department of health) under RCW 70A.125.070 and WAC 245-296-130;
- (d) Recreation and conservation office;
- (e) Transportation improvement board funding under RCW 47.26.086 and and WAC 479-14-121.
- (f) Pre-disaster mitigation grants (emergency management division, Washington military department); and
- (g) Water pollution control facilities grants under RCW 70A.135.070.

not have a role in the design or construction of capital facilities, it should be mindful that continued noncompliance does constrain or delay access to some fiscal tools.

C. Clarification regarding the scale of allocated population and housing growth

Several assertions were made at the August 7 meeting that merit clarification. One speaker asserted that the Planning Commission has already adopted its preferred growth alternative and that this would result in a 44% increase in the Island's population by 2044. These assertions are incorrect. Commissioner Deines correctly stated that the Planning Commission has not yet adopted a recommended or "preferred alternative." Commissioner Birtley correctly stated that the City's population target for 2044 is closer to an 18% increase not the alleged 44%. See Table 1.

Table 1

	Population		Growth (2020-2044)			Growth Rate	
	2020	2044	Allocation	Share	Unincorp.	Total	Annual
Bremerton	43,505	63,757	20,252	28.6%		46.6%	1.94%
Bremerton UGA	10,105	12,867	2,762	3.9%	3.9%	27.3%	1.14%
Silverdale	19,675	29,571	9,896	14.0%	14.0%	50.3%	2.10%
Bainbridge Island	24,825	29,349	4,524	6.4%		18.2%	0.76%
Kingston	2,435	5,635	3,200	4.5%	4.5%	131.4%	5.48%
Port Orchard	15,587	26,087	10,500	14.8%		67.4%	2.81%
Port Orchard UGA	15,370	18,922	3,552	5.0%	5.0%	23.1%	0.96%
Poulsbo	11,975	16,556	4,581	6.5%		38.3%	1.59%
Poulsbo UGA	528	1,593	1,065	1.5%	1.5%	201.7%	8.40%
Central Kitsap UGA	24,741	29,741	5,000	7.1%	7.1%	20.2%	0.84%
Rural	106,865	112,280	5,415	7.7%	7.7%	5.1%	0.21%
Kitsap County	275,611	346,358	70,747	100%	43.7%	25.7%	1.07%

Source: Kitsap Countywide Planning Policies, Appendix B [2021 Kitsap Countywide Planning Policies](#)

In addition to the population target that the comprehensive plan must accommodate, the GMA also requires that the population be accommodated in dwelling units in discrete income brackets of Area Median Income (AMI). The AMI required housing unit allocations for Bainbridge Island are in Table 2 below.

Table 2

	Income Category	Permanent Housing Needs by Income Level (% of AMI)						Emergency Housing Needs (Temporary)
		Extremely Low	Very low	Low	Moderate	Middle	High	
		0-30%	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
	Total (Units)	Non-PSH	PSH					
2020 Housing Units (est)	11,251	331	0	331	788	1,150	2,073	6,578
2020-2044 Housing Targets	1,977	377	166	324	272	140	138	560
Housing Type (per state guidance)		MF High Density			MF Mod. Density		SFR/Lux	Shelter
Feasible Location		Winslow only			Centers & ADUs		Most	Winslow only

PSH = Permanent Supportive Housing

MF = Multi-Family Residential

ADU = Accessory Dwelling Unit

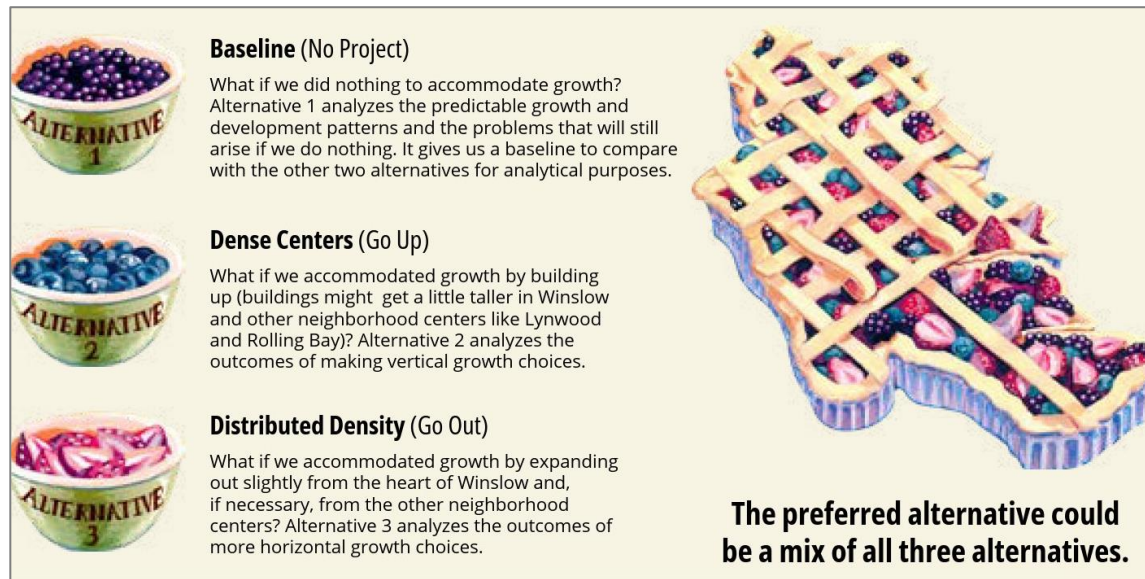
AMI = Kitsap County Area Median Income

SFR = Single-Family Residential

Lux = Luxury MF Residential

Source: Kitsap Countywide Planning Policies, Appendix F [2021 Kitsap Countywide Planning Policies](#)

With respect to apparent confusion about the “preferred alternative,” it should first be correctly understood that the “preferred alternative” *will be* the Planning Commission’s final recommendations on the Comprehensive Plan and development regulation updates. The Planning Commission has not yet adopted final recommendations. Until then, the Planning Commission’s work should be informed by the three alternatives analyzed in the Draft Environmental Impact Statement (DEIS). And, when the Planning Commission does adopt final recommendations, those recommendations will be analyzed as the “preferred alternative” in a Final Environmental Impact Statement (FEIS).



II. Growth Management Hearings Board decisions in *Futurewise* and *KAPO* cases

Issued on August 1, 2025, the *Futurewise* Final Decision and Order (FDO) is a case of first impression because this is the first time that the GMHB has interpreted the requirements of HB 1220, now codified at RCW 36.70A.020(4) and RCW 36.70A.070(2). The decision begins by recounting the history, intent, and substance of these statutory reforms to state growth policy.

In 2021, the Legislature narrowly adopted Engrossed Second Substitute House Bill (ESSHB) 1220, amending various sections of the GMA dealing with affordable housing. Of particular significance to this case were amendments to GMA Goal 4 (Housing) and RCW 36.70A.070(2), (requirements for the “housing element” of a Comprehensive Plan).

Previously, GMA Goal 4 read:

Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. Emphasis in original.

ESSHB 1220 amended GMA Goal 4 to read:

Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. Emphasis in original. Footnote omitted. *Futurewise* FDO, at 7.

The Board then focused on the substantive requirements of ESSHB 1220.

In addition, ESSHB 1220 amended RCW 36.7A.070(2)(d) to “[make] adequate provision’ for the existing and projected needs of all economic segments of the community including, once again, the defined categories of “moderate, low, very low, and extremely low-income households.” Under the amended section -070(2)(d), local jurisdictions now had to “[incorporate] consideration” for these four defined categories of households and also were required to “[document] programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations.”

Futurewise FDO, at 8.

The Board also clarified the deadline for complying with these GMA requirements:

Ever since the adoption of ESSHB 1220 in 2021, the GMA has required comprehensive plans to “make adequate provisions” for housing all economic segments. If a comprehensive plan, together with its implementing regulations, do not “make adequate provisions” for housing by the time of the periodic update, then that plan and those regulations are not compliant with the GMA. And the time to fix the non-compliance is now, not five years from now.

Futurewise FDO, at 41

A week after issuing the *Futurewise* FDO, the GMHB issued the *KAPO* Final Decision and Order which addressed the question of “making adequate provisions.” It stated:

While the GMA does not specifically define what it means to make adequate provisions, Merriam-Webster defines “adequate” as “sufficient for a specific need or requirement.” To Commerce, this means jurisdictions “must use the tools at their disposal to create the conditions that make it feasible for developers to build the kinds of housing needed at all income levels.” . . . [I]t appears to this Board that the Legislature has made it clear, a local jurisdiction can no longer align population allocations “over time” . . . A deficit is no longer permitted to languish unresolved.

KAPO FDO, at 12-13, Footnotes omitted.

On August 15, 2025, at the request of the City Council, City Attorney Jim Haney issued a legal opinion regarding the *Futurewise* and *KAPO* cases. See Attachment 2. The opinion concludes that these decisions “are important guidance as to what is necessary in order for the City to comply with ESSHB 1220. **In conducting its land capacity analysis and adopting its comprehensive plan and development regulations, the City of Bainbridge Island should heed this guidance** so that its plan and regulations will be deemed

complaint by the Board in the event an appeal is filed.” Opinion, at page 5. Bold emphasis added.

Two key “takeaways” help illuminate the Planning Commission’s path forward.

A jurisdiction’s land capacity analysis must address each income level separately. The Board rejected aggregation and said that ESSHB 1220 requires that sufficient land capacity for each of the required income levels be individually identified in the land capacity analysis.

. . . .

Jurisdictions cannot align their regulations with the allocated affordable housing numbers over time, but must plan for and accommodate their numbers by adopting a compliant plan and development regulations at the same time . . . [T]he Board said that to be compliant, the **plan must identify sufficient land capacity** now and **development regulations must be concurrently adopted to** assure that the local jurisdiction has made adequate provision for the required affordable housing. Opinion, at page 5. Bold emphasis added.

III. Agendas, formats and deliverables for the August 28 and September meetings

A. August 28 Meeting

The objective of the August 28 meeting is for the Commission to complete its review of goals, policies, and character statements for the Winslow Subarea districts. Taken together, these provide policy context, intent and direction to the consideration of district specific regulations, which we propose to then take up on September 3 and 4. Recall that development regulations are required to be consistent with and implement the policy direction in the comprehensive plan, which in this case includes policies in the Winslow Subarea Plan. RCW 36.70A.040.

At the August 28 meeting we recommend that the Planning Commission review the policies in the Attachments listed below and by motion adopt the final text for each of these:

Attachment 3 - Existing and Proposed Goals and Policies for the Winslow Subarea

Attachment 4 - Suggested Policy Wording from Commissioners Dienes and Schaab

Attachment 5 - Commissioner Birtley Condensed Summary of Goals

Attachment 6 - Proposed Character Statements for Winslow District

In addition, this overall policy discussion should acknowledge and build upon the policy direction in the City’s adopted [Housing Action Plan \(HAP\)](#). A binder with a hard copy of the HAP will be provided to each Commissioner at the meeting of August 28. The HAP includes a number of facts and policies that we expect to be incorporated either verbatim or by reference in the Housing Element of the updated comprehensive plan. A useful overview of the policy direction and accomplishments to date are summarized in the 2024 Housing Action Plan Scorecard, which was presented to the City Council on June 4, 2024, and is Attachment 7.

Regarding Motion 1 from the Commission's August 7 meeting, note that we will not be addressing the housing capacity model at this time. As you may know, the City Council is in the process of amending the contract with LMN Architects, the City's consultants, who will revise the scope and timing of the housing capacity analysis. The consultants and City staff will use the "Planning Commission recommended preferred alternative" as the baseline to evaluate whether the City's proposed periodic update would have sufficient capacity to meet both the Island's overall population allocation (as set forth in Table 1 above) as well as the AMI income brackets required by HB 1220 (as set forth in Table 2 above).

B. Wednesday September 3rd Meeting

Motion 2 from your August 7 meeting asked to schedule a work group session of up to 8 hours early in September. A concentrated focus over a two-day period would enable significant progress. To that end, we propose that on Wednesday, September 3, the Commission schedule a work group study meeting from 1 pm to 9 pm with a one-hour dinner break from 5 to 6 pm.

At the August 7 meeting Commissioners expressed interest in identifying those regulatory "levers" or "dials" that could be adjusted to maximize opportunities for affordable housing. To structure that initial discussion, we have prepared Table 3 on Attachment 8. The table lists a number of parameters of development regulations, including zoning district boundaries, floor area ratios, building heights, lot coverage, frontage or corridor overlays, mechanisms to incent or require affordable housing, parking, and permit processes.

To prime the pump for some of that discussion, we have included in the Table 3 footnotes some additional facts, emerging best practices, and the context of work the Planning Commission has already done. Also, consultant LMN will be supporting the Planning Commission's policy direction regarding the Winslow Subarea Plan and zoning by assisting City staff in preparation of draft development regulations to implement the Commission's policy direction. See Attachment 1, particularly LMN work Task 9.

With regard to the format at the September 3rd meeting, we have two suggestions. First, rather than be seated up at the dais, we propose that the Commissioners gather around tables in front of the dais, facing one another. This arrangement is intended to facilitate a more free-flowing exchange of ideas and preliminary conclusions among Commissioners as they deliberate on these issues. This "work session" or "study session" format is a common practice among planning commissions and city councils and contributes to a more focused and robust deliberation on multiple and often complex issues.

Second, the public is certainly welcome to attend and hear this deliberation, but their comments for this session should be held until the end of the afternoon. We suggest that beginning at 4:30 pm the public be invited to provide specific comments on the afternoon's

discussion on regulations, or anything discussed in this Memorandum. After the dinner break, we could provide another opportunity for public comment either on the development regulation topic or any other topic relevant to the Winslow Subarea.

C. Thursday September 4 Meeting

The Agenda for the September 4 evening meeting would return to the traditional format and sequence of public comment and Commission deliberations. The Commission could continue as needed with its discussion of development regulations.

Depending on the progress made and direction provided by the Commission at the meetings of August 28 and September 3, at the meeting of the 4th we could return to a discussion of the longer-term Work Program. One question for you to consider is whether that should take the form of the sort of detailed Version 2 spreadsheet we discussed on August 7 – or if it would be appropriate to create a more conceptual process diagram with tasks, deliverables and milestones.

Attachments

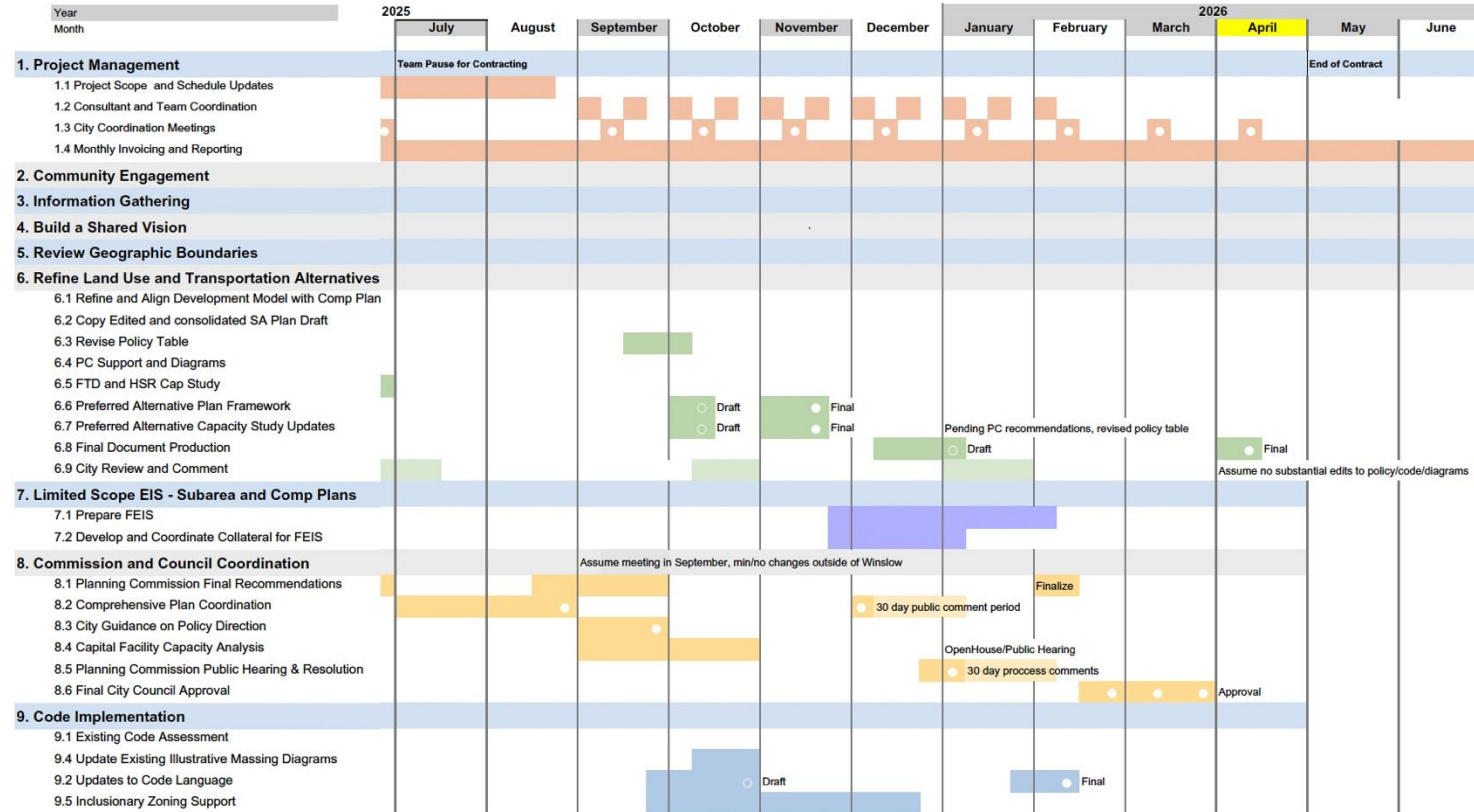
- Attachment 1 Excerpt of Schedule for additional work to be done by consultants LMN
- Attachment 2 City Attorney Haney's August 15, 2025 Legal Opinion
- Attachment 3 Existing and Proposed Goals and Policies for the Winslow Subarea
- Attachment 4 Suggested Policy Wording from Commissioners Dienes and Schaab
- Attachment 5 Commissioner Birtley Condensed Summary of Goals
- Attachment 6 Proposed Character Statements for Winslow Districts
- Attachment 7 2024 Housing Action Plan Scorecard
- Attachment 8 Table 3 – Policy Steps and Parameters & Practices of Regulations

Attachment 1

Excerpt of Schedule for additional work to be done by consultants LMN

City of Bainbridge Island Winslow Subarea Plan Update

Attachment B: Project Schedule
8/5/2025



Attachment 6

Proposed Character Statements for Winslow Subarea Districts

Ferry Terminal District – The Ferry district is a gateway to Bainbridge Island, the Kitsap and Olympic Peninsulas for residents, commuters, and tourists, and is designated as the most intensely developed district on the Island. 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 should also be 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, transit, downtown retail and because it is a prime view location.

High School Road District - 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. In addition to arterial roads, the district is connected by nonmotorized facilities including the Sound-to Olympics multimodal trail and improved Madison Avenue bike lanes and sidewalks. Multifamily and mixed-use development should replace the large areas of surface parking wherever possible. Schools and commercial uses complement adjacent districts and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area.

Central Core District – The Central 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. Development is encouraged to provide public enhancements and connections by focusing parking under buildings. Within this district, multifamily and 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 should also be permitted. New development should engage the street with minimal setbacks wherever possible.

Madison District – 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 Central 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 Central Core and High School districts. It should be as walkable and bikeable as the Central Core, High School, and Ferry Districts. Within the Madison District, all retail and office development should include a residential component. Retail development should be permitted only the ground floor. Residential development would only be required for buildings greater than one story in height, however, single-purpose commercial development should not be permitted as the intent is to achieve urban higher density residential use in this area.

Ferncliff District – 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 should be permitted on parcels along Ferncliff Avenue or that adjoin the Ferry or High School Road Districts.

Attachment 8

Policy Steps and Parameters of Development Regulations

Table 3

	STEP 1	STEP 2	STEP 3	STEP 4						
	Policy Steps			Parameters and Practices for District Specific Regulations						
	Set District Boundary	Finalize Goals & Policies	Adopt Character Statement	FAR ²	Height	Lot Cover	Frontage Corridor Overlays	Affordable Requirements or Incentives	Parking ³	Permit Process ⁴
High School Road District	✓	Recommended for discussion and adoption by MOTIONS at the August 28 Planning Commission Meeting		✓ 4.0	✓ 55'					
Ferry Terminal District	✓			✓ 4.0	✓ 65'					
Central Core District	✓									
Madison District	✓									
Ferncliff District	TBD									
R-8 Zones	TBD									
R-14 Zones	TBD									
B/I Zones	TBD									

² Each district would list a base Floor Area Ratio (FAR) with consideration of clear criteria to achieve any bonus FAR or height, if applicable.

³ One of the major drivers of housing costs is parking. [Parking studies in Washington State demonstrate](#) that code required surface level parking frequently results in excess parking, with per stall costs ranging from \$20,000 to \$60,000. Reducing or eliminating parking requirements is one of the “dials” or “levers” that a city could adjust to reduce cost. Recent affordable housing projects on Bainbridge have required as little as .5 stalls/residential unit. Over the past six months, the cities of Bellingham, Bothell, Port Townsend, Shoreline, and Spokane have eliminated minimum residential parking requirements entirely, not just for affordable housing.

⁴ Creating a more timely and predictable permit process is a GMA Goal and another lever for cities to reduce housing costs. GMA Goal 7 states: “Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.” This was also the rationale for HB 1293 which required streamlining city design review processes. The City Council approved expedited review for affordable housing permits in April 2024, and the City updated its design review process in May 2025 (Ordinance No. 2025-07.)



MEMORANDUM

DATE: August 15, 2025

TO: Mayor Mathews and Bainbridge Island City Council
Chairperson Blossom and Bainbridge Island Planning Commission

COPY TO: Blair King, City Manager
Patricia Charnas, Planning and Community Development Director
Joseph Tovar, Consultant

FROM: James E. Haney, City Attorney

RE: Recent Growth Management Hearings Board Cases regarding ESSHB 1220 and Comprehensive Plans

I have been asked to provide an opinion regarding two recent decisions of the Growth Management Hearings Board related to the affordable housing requirements of ESSHB 1220. As you know, the Growth Management Hearings Board is the body charged by the Growth Management Act (“GMA”) with hearing challenges to local comprehensive plans and development regulations alleging noncompliance with the GMA. In *Futurewise, et al. v. City of Mercer Island*, Case No. 25-3-0003 (Final Decision and Order, August 4, 2025), the Growth Management Hearings Board held that Mercer Island’s comprehensive plan did not comply with the GMA because it failed to identify sufficient capacity and make adequate provision for permanent housing for extremely low, very low, low, and moderate-income households, as required by ESSHB 1220. In *Kitsap Alliance of Property Owners, et al. v. Kitsap County*, Case No. 25-3-0005c (Final Decision and Order, August 8, 2025), the Board made a similar noncompliance determination for the Kitsap County comprehensive plan. A more detailed discussion of these decisions and the takeaways and implications for the Bainbridge Island Comprehensive Plan Update follows. For those wishing to skip to the takeaways, those begin on page 4 below.

Futurewise, et al. v. City of Mercer Island

The City of Mercer Island adopted its periodic update of its comprehensive plan on December 3, 2024, in advance of the GMA’s December 31, 2024 deadline. At the same time, the City adopted interim development regulations amending provisions in its Town Center Design Standards to increase building height incentives for affordable housing projects and to require deeper levels of affordability to qualify for those incentives. Futurewise, Kian Bradley, and Trevor Reed (“Petitioners”) filed a timely petition with the Growth Management Hearings Board challenging the plan and regulations for, among other things, failing to identify sufficient land capacity and make adequate provisions for housing for extremely low, very low, low, and moderate-income households.

Prior to analyzing the Petitioners' claims, the Board summarized the amendments to the GMA that were made by ESSHB 1220 and the common recognition that

ESSB 1220 represented a significant change in Washington State's approach to affordable housing. Henceforth, the GMA would no longer merely "encourage the availability" of affordable housing. Instead, the GMA would require local jurisdictions to "plan for and accommodate" affordable housing. Under the amendments to RCW 36.70A.070(2), planning for and accommodating affordable housing would now mean inventorying the existing and projected needs of moderate, low, very low, and extremely low-income households, as well as emergency housing, emergency shelters, and permanent supportive housing, and then identifying sufficient land capacity for each of those categories of housing, and then making adequate provisions for, at a minimum, the four defined categories of low-to-moderate income households (although not necessarily for the categories emergency housing and shelters and permanent supportive housing)...

Final Decision and Order at p. 9.

The main argument the Petitioners made was that the land capacity analysis performed by the City of Mercer Island did not support the conclusion that sufficient land capacity for affordable housing had been identified. In that land capacity analysis, the City first assumed that units within certain zoning districts would be affordable to certain income brackets. For very low-density and low-density zones, where single family homes were the norm, a household income of 433% of the Average Median Income (AMI) would be required for home ownership without a subsidy. For medium-low density zones, where condominiums were the norm, a household income of 112% of AMI would be required to afford a condo without a subsidy. And in medium-high and high-density zones, where apartments were the norm, a household income of 69% of AMI would be required to make the apartment rent affordable without a subsidy. Based on these assumptions, the City then aggregated apartments and condominiums into a single category called "moderate income," which assumed household incomes of 80% to 120% of AMI. Because the City recognized that any household earning less than 80% of AMI would require subsidies to live in any type of housing in the City, the land capacity analysis assumed those subsidies would be provided. By making the assumption that subsidies would be in place, the City was able to assume that any apartment or condominium unit in Mercer Island would be affordable at any household income level, even extremely low-income households earning 0-30% of AMI.

Using these assumptions, the City was able to find a way to arguably meet its affordable housing targets. Assuming that all apartment units and condominium units could be affordable with the subsidies, the City identified 1,073 units potentially available for affordable housing in its medium and high-density zones. Because its allocated affordable housing number under the Countywide Planning Policies was 1,216 units across the four income categories (extremely low, very low, low, and moderate), the City increased capacity in its multifamily and mixed-use zones by providing the additional height incentives based on affordability.

The Board found that aggregating the income levels was error because it "prevented the City from compiling an accurate inventory of its existing and projected permanent housing needs." Final Decision and Order at p. 23. "Aggregation concealed the reality that most of the land capacity the City identified as available to all low to moderate income segments will only be available for the moderate-income segment at best." *Id.* While the City assumed that subsidies would be provided to allow those in the extremely low, very low, and low-income segments to own or rent the units in the medium to high-density zones, "no such

program [of subsidies] was identified or provided in either” the comprehensive plan or the interim zoning regulations.” *Id.* Because of this, the Board held that the City could not rely on subsidies to say that the units were affordable. Final Decision and Order at p. 24.

The Board also addressed the City’s use of the optional building height incentives to provide capacity in its land capacity analysis. The Board cited the Department of Commerce Guidance in saying that when a city relies on an optional incentive program to provide capacity, it must consider the participation rates in their existing programs (or programs of a neighboring jurisdiction) and use those same participation rates going forward. In Mercer Island’s case, the Board found that

the City should have examined how many affordable units its existing incentivized zoning program had actually created, and at what income levels, and it should have estimated how many more such housing units and expanded incentivized program like the one in the Interim Zoning Ordinance could be expected to create, and it should have used *that* number” in its land capacity analysis.

Final Decision and Order at p. 26. Because the City instead assumed all units would likely be built with subsidies or incentives, it overestimated its capacity in violation of the ESSHB 1220 requirements.

The Board also held that adopting policy language that has the potential to generate new units for households earning less than 100% AMI is not enough to meet ESSHB’s requirement that a local jurisdiction “make adequate provisions” for such housing. Instead, a local jurisdiction must “demonstrate that the policies will generate sufficient low to moderate housing units necessary to meet [the jurisdiction’s allocated] growth targets.” As the Board put it,

Vague aspirations to generate unspecified quantities of affordable housing are insufficient in a post-ESSHB 1220 world. The City’s approach here is reminiscent of the former GMA Goal 4, to “encourage the availability of housing affordable to all economic segments.” This approach is not consistent with the post-ESSHB 1220 GMA Goal 4, to “plan for and accommodate housing affordable to all economic segments” and the post-ESSHB 1220 requirement of RCW 36.70A.020(2)(d) to “[make] adequate provisions for existing and projected needs of all economic segments.”

Final Decision and Order at p. 43. The Board thus found that Mercer Island’s policy language regarding subsidized and incentivized housing programs was not adequate to meet the ESSHB 2220 requirements.

While the Board held that Mercer Island’s comprehensive plan update and interim zoning regulations did not comply with the GMA, it denied the Petitioners’ request that the Board invalidate the same. When the Board invalidates a plan or regulation, the plan or regulation immediately becomes void and has no further effect. When the Board finds noncompliance, but does not invalidate, the plan or regulation remains in effect during a period specified by the Board in which the local jurisdiction must amend the plan or regulation to bring it into compliance. To invalidate a plan or regulation, the Board must find that leaving it in place would substantially interfere with the goals of the GMA. Here, the Board found that Mercer Island had acted in good faith, and that invalidating the plan and regulations would leave an even more noncompliant plan and regulations in place. The Board therefore decided not to invalidate the Mercer Island plan update and interim regulations.

Ordinarily, the Board gives a jurisdiction six months to bring a noncompliant plan or regulation into compliance. In this case, however, the Board gave Mercer Island one year to bring its comprehensive plan

and zoning regulations into compliance with the ESSHB 1220 requirements. The Board said this was a matter of unusual scope and complexity and that Mercer Island will have “challenging decisions” it will need to make to accommodate the required number of units. The extra time was therefore warranted in the eyes of the Board.

Kitsap Alliance of Property Owners, et al. v. Kitsap County

Kitsap County adopted its periodic update of its comprehensive plan on December 2, 2024, in advance of the December 31, 2024 deadline set by the GMA. Kitsap Alliance of Property Owners, William Palmer, Futurewise, Terry Y. Yamamoto, and Yamamoto Hydroseeding filed timely petitions for review. As with the Mercer Island case above, the primary issue was whether the County’s plan identified sufficient land capacity and made adequate provisions for housing for extremely low, very low, and low-income households.

The unincorporated County was allocated an increase of 28,825 people by the State Office of Financial Management as the population number that the County was required to accommodate between 2022 and 2044. While the County’s plan showed that it could accommodate this overall number (in fact, despite trying to “right-size” its UGAs, the adopted update could accommodate 34,892 people, a 6,067-person surplus), the County’s low rise and mid-rise multifamily zones had a capacity for only 7,175 units, which fell 1,179 units short of the units allocated to the County for the 0%-80% income bracket. There was also a shortfall of 166 units in the moderate density zones for the 80%-120% AMI bracket. The County tried to find ways to increase its housing capacity, but each time it increased housing capacity it increased its population overcapacity and each time it decreased its population overcapacity it decreased its housing capacity. In the end, the County’s adopted plan update accepted the housing unit deficiency.

The Board held that the County’s plan update failed to meet ESSHB 1220’s requirements by failing to identify sufficient land capacity and make adequate provisions for housing for extremely low, very low, low, and moderate-income households. Specifically, the Board rejected the County’s argument that numerical targets and capacity need not align exactly at the comprehensive plan stage, and that a jurisdiction should be allowed to subsequently adopt development regulations that align the number “over time.” The Board said that the “make adequate provisions” requirement of ESSHB 1220 means that “local jurisdictions must account for their allocated population either within their Comprehensive Plan or demonstrate how the local jurisdiction’s development regulations will make adequate provisions for the existing and projected need of all economic segments of the community. A deficit is no longer permitted to languish unresolved.”

The Board gave Kitsap County 180 days to bring its plan and regulations into compliance.

Takeaways and Implications for the Bainbridge Island Comprehensive Plan

There are several takeaways from the two decisions that have a direct bearing on the Bainbridge Island Comprehensive Plan update:

1. **Significance of ESSHB 1220.** The Board recognizes that ESSHB 1220 was a significant change to the GMA’s approach to affordable housing. Jurisdictions cannot get by with adopting aspirational policies that encourage the provision of affordable housing. Instead, jurisdictions must plan for and accommodate affordable housing by identifying sufficient land capacity for extremely low, very low, low, and moderate-income housing, and then by making adequate provisions for the development of housing by making zoning changes that are likely to generate housing affordable to those income levels.

2. Providing sufficient land capacity for affordable housing is mandatory. Kitsap County's plan was noncompliant because it failed to provide sufficient land capacity to meet its allocated affordable housing numbers (which were allocated to it by the Kitsap Regional Coordinating Council, the same body that has allocated affordable housing units to Bainbridge Island). The Board rejected the County's justification that providing the additional units would cause it to exceed its allocated population and that it therefore had the choice not to plan for the housing numbers.
3. A jurisdiction's land capacity analysis must address each income level separately. Mercer Island's plan was noncompliant because it aggregated the affordable housing income levels into a single affordable housing category by assuming subsidies and incentives would allow any household to live in any of the medium to high density zoning districts, regardless of income level. The Board rejected aggregation and said that ESSHB 1220 requires that sufficient land capacity for each of the required income levels be individually identified in the land capacity analysis.
4. If subsidies are relied upon in the land capacity analysis, those subsidies must be in place upon adoption of the plan. The Board rejected Mercer Island's assumptions regarding the availability of subsidies because no such existing subsidies were identified or provided in the plan.
5. If existing development incentives are relied upon in the land capacity analysis, the historic utilization of those incentives must be determined and that historic utilization or participation rate must be used in projecting the number of units that will be generated. The Board found the Department of Commerce's Guidance on this point to be persuasive.
6. If new or increased development incentives are relied upon the land capacity analysis, the jurisdiction must use the historic utilization rates of neighboring jurisdictions with similar incentives or make reasonable estimates of usage. Again, the Board found the Department of Commerce's Guidance persuasive.
7. Jurisdictions cannot align their regulations with the allocated affordable housing numbers over time but must plan for and accommodate their numbers by adopting a compliant plan and development regulations at the same time. The Board rejected Kitsap County's argument that it could adjust its regulations over time to meet its housing numbers as the need occurred. Instead, the Board said that to be compliant, the plan must identify sufficient land capacity now and development regulations must be concurrently adopted to assure that the local jurisdiction has made adequate provision for the required affordable housing.
8. Noncompliance will likely result in a requirement to comply within 180 days. While Mercer Island was given a year to comply, Kitsap County was only given six months. Mercer Island was given the year because the Board believed they had acted in good faith to accommodate their allocated numbers and simply misunderstood some of the ESSHB 1220 requirements in this complex area of planning. Kitsap County was given 180 days because the County acknowledged that its plan did not accommodate its allocated affordable housing numbers and the County chose not to do so to limit its overall population increase.

The *Mercer Island* and *Kitsap County* decisions are important guidance from the Growth Management Hearings Board as to what is necessary to comply with ESSHB 1220. In conducting its land capacity analysis and adopting its comprehensive plan and associated development regulations, the City of Bainbridge Island should heed this guidance so that its plan and regulations will be deemed compliant by the Board in the event an appeal is filed.

:JEH

Goals/Policies for Winslow Subarea Plan

Legend

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

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

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

Pink highlighting represents new policies proposed by staff/consultants.

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

CURRENT WINSLOW SUBAREA PLAN LAND USE CHAPTER

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

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

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

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

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

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

Overall Land Use Goal WMP 2-1

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

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

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

1

- 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.

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

Commented [PB19R18]: Consider graphical example

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

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

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

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

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

Policies for Specific Districts

Specific land use policies in the [Winslow Town Center](#):

Central Core ~~Overlay District Policy~~

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

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

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

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

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

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

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

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

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

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.

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

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

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

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

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

Ericksen Overlay District Policy

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

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

August 7, 2025 Planning Commission Discussion

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.

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

Commented [PB61R60]: Bake into DNA of CC policies

NEW Proposed Human Services and Sustainability Goals and Policies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Commented [PB68R67]: Also consider costs associated with certification

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

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

NOTE

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

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

CURRENT WINSLOW SUBAREA PLAN HOUSING CHAPTER GOALS & POLICIES

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

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

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

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

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

Mobile Home Park

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

Commented [PB72]: Likely need to reframe for update

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

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

CURRENT WINSLOW SUBAREA PLAN OPEN SPACE & TRAILS CHAPTER

GOALS & POLICIES

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

Overview

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

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

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

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

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

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

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

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

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

Commented [PB75]: Identify the specific language that replaced the strikethrough language.

Commented [JS76R75]: See Draft Winslow Subarea Plan on the City's project webpage, Existing Conditions section on page 30 and Synthesis & Vision section pages 54-58)

Commented [JS77]: Staff proposed for removal as it is duplicative to Goal WMP 2-3 and many of its policies.

Commented [PB78]: Consider “all people”

Commented [JS79R78]: Staff revised.

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

The Ravine

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

Market Square

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

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

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

Waterfront Park

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

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

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

Commented [PB80]: Consider with gateway district comments

Commented [PB81R80]: Removed gateway policy in lieu of this broader policy.

Commented [JS82]: Work on a Waterfront Park Plan has been completed and improvements made.

Commented [PB83]: Provide explanation for why these are struck

Commented [JS84R83]: Revised.

Commented [JS85R83]: Goal WMP 4-2 and Policy WMP 4-2.1 covered by proposed new goal and policy OS 1 and it's policies, recognizing that generally, the BIMPRD is the lead agency on parks.

Commented [PB86]: Consider Grow park dedication as case study

Commented [PB87]: Hold for review with Transportation policies

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.



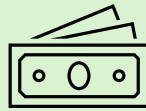
2024 Housing Action Plan Scorecard

City Support for Affordable Housing Developments

DONE



17 townhomes permanently affordable for low-income buyers in Wintergreen Townhomes, a development utilizing the City's new 20-year MFTE program. Construction is nearly completed.
HAP Action 1.1



Approved subsidies and expedited review for land use and building permits for affordable housing projects.
HAP Action 1.2



18 apartments at HRB's Ericksen Community: The City is supporting this development for low-income households through the CHIP grant, fee subsidies, and parking reductions.
HAP Action 2.3



Awarded \$480,000 grant from the State Connecting Housing to Infrastructure program (CHIP) for the HRB Ericksen Community Project.
HAP Action 2.1



City awarded \$2 million in American Rescue Plan Act funding for 13 permanently affordable homes for low-income households in the Wyatt & Madison development, now under construction. *HAP Action 2.1*



Approved NEW affordable housing density bonus program to promote low-income affordable housing projects on religiously owned/controlled properties (BIMC 18.21.050). *HAP Action 6.2*

IN PROGRESS



100 units at 625 Winslow Way
The City is in the early stages of redeveloping the City's 625 Winslow Way property with an estimated 100 units of affordable housing.
HAP Actions 2.2 & 4.1



New City housing policy to house a City employee (and family) in the three-bedroom City-owned unit in the Islander Mobile Home Park. Estimated availability at the end of 2024. *HAP Action 2.2*



Finch Green: 20+ units of low-income affordable housing units are being planned at the Bethany Lutheran Church property utilizing the new City bonus density program. *HAP Action 6.2*



Streamlining Design Review: The City is reviewing how to improve the design review process, estimated to be completed by June 2025.
HAP Action 1.2



More Middle Housing: The City is considering how more middle housing can be built citywide through the Comprehensive Plan and Winslow Subarea Plan updates.
HAP Actions 4.2, 5.1, 5.2 & 7.1.



Accessory Dwelling Units (ADUs): The City will consider the number and size of ADUs allowed through the Comprehensive Plan update.
HAP Action 7.1

HAP Action	June 2024 Status	Status Notes
Action 1.2. Extend affordable housing fee exemption to other permit fees and defer payment of select development fees. Introduce fast-track permitting and provide more clarity and consistency in the design review process for supported affordable housing.	Nearly Complete	Complete: <i>Fee Relief</i> Resolution No. 2023-07 was approved by the City Council in October 2023, providing relief from land use, building, and utility fees for development projects that include a minimum amount of affordable housing. Fees are subsidized through the City's affordable housing fund. Complete: <i>Expediting Affordable Housing Permits</i> On April 9, 2024, the City Council directed the City Manager to expedite permit applications from not-for-profit, governmental organizations, and affordable housing projects. In process: <i>Clarify Design Review</i> The City is reviewing how to improve City review processes related to permit timelines (due January 1, 2025) and design review (due June 1, 2025) to comply with new state legislation.
Action 7.5. Improve tracking of short-term rentals on Bainbridge and analyze their impact on the local housing market.	Complete	The City Council approved Ordinance No. 2024-02 in February, 2024. The ordinance creates a short-term rental registration system, which will allow more precise City monitoring of the number and locations of short-term rentals. The ordinance added other operational requirements to address nuisance concerns often voiced by neighbors about nearby short-term rentals.
Action 1.1. Add improvements to the Multifamily Tax Exemption Program (MFTE) to increase program use including expanding the levels of income served (including low to moderate income level households).	In progress WSP/CP	Modifications to the City's Multi-Family Tax Exemption (MFTE) program (BIMC 3.63), such as expanding the 12-year program to moderate-income households, are being reviewed alongside other affordability provisions through the Winslow Subarea Plan (WSP) and Comprehensive Plan (CP) projects. The City Council will discuss expanding the MFTE program to apply to affordable housing projects such as Finch Green (BIMC 18.21.050). The City approved its first MFTE application in April 2024. The Wintergreen townhome development is utilizing the 20-year MFTE program and includes 17 townhomes (out of 30 total) that will be managed for permanent homeownership for low-income buyers, in coordination with Housing Resources Bainbridge (HRB) community land trust program.
Action 1.3. Revise the existing voluntary inclusionary housing policy that includes an affordable housing density bonus to promote greater program usage; evaluate a mandatory program.	In progress WSP/CP	Modifications to the City's inclusionary zoning program (BIMC 18.12.030.E and 18.21.030) are being reviewed alongside other affordability provisions through the Winslow Subarea Plan.

HAP Action	June 2024 Status	Status Notes
Action 2.1. Allocate existing funds and expand the pool of resources for the City's Affordable Housing Trust Fund.	Ongoing	The City Council authorized utilizing existing City affordable housing funds to fund fee relief with Resolution No. 2023-07. On March 19, 2024, the City Manager gave a presentation on the City's existing affordable housing funds, including income streams and utilization provisions. The City Council increased recurring funds for affordable housing when it approved new Affordable Housing Sales and Use Tax Credit and Tax, in 2019 and 2021, respectively (see BIMC 3.61 and 3.62). In September 2021, City Council committed \$2 million from its American Rescue Plan Act (ARPA) funding to support HRB's purchase of 13 homes in the Wyatt & Madison development project. The new units will be added to HRB's community land trust, ensuring that they remain affordable in perpetuity to low-income households. The project is currently under construction.
Action 2.2. Dedicate surplus city-owned land for supported affordable housing development.	Ongoing	The City is in the early stages of redeveloping the 625 Winslow Way property with an estimated 100 units of affordable housing. A Request for Qualifications, seeking an affordable housing development partner, recently closed.
Action 2.3. Strengthen relationships and support between the City and nonprofit and mission-based developers and consider facilitating or participating in a local affordable housing coalition.	Ongoing	The City continues to coordinate with nonprofit and mission-based developers on an individual project basis. This coordination resulted in the City receiving a CHIP grant from the state to assist with utility infrastructure for affordable projects, reduced parking requirements to assist with the development of the HRB Ericksen Community apartment project, and land use and building permit fee subsidies for affordable housing developments (Resolution No 2023-07).
Action 2.4. Examine the use of a local affordable housing levy to support affordable housing production.	In progress WSP/CP	An affordable housing levy is being evaluated alongside other affordability tools through the Winslow Subarea Plan.
Action 3.1. Identify anti-displacement policies suitable for Bainbridge Island that would help reduce the displacement of existing low to moderate income households.	In progress WSP/CP	These policies are required by HB 1220 to be included in updates to the Comprehensive Plan.

HAP Action	June 2024 Status	Status Notes
Action 3.3. Partner with nonprofits to support broader access to home rehabilitation, weatherization, and accessibility improvement programs.	Ongoing	The City has responded to requests for financial support for affordable home maintenance programs on a one-time basis and awarded monies from the City's affordable housing fund.
Action 4.1. Create partnerships with employers and local businesses to provide worker housing and work with the Chamber to identify scale and needs for the workforce. Monitor and consider options for scaling up effective worker housing initiatives and provide guidance for businesses on housing practices.	Ongoing	The business community, specifically the Chamber of Commerce, is an active participant in the work to update both the Winslow Subarea and Comprehensive Plans. The future City project at 625 Winslow Way is being planned for households with incomes at or below 60% AMI, which will be affordable to many local service workers.
Action 4.2. Update code to support a broader diversity of unique small housing options.	In Progress WSP/CP	The WSP and Comprehensive Plan projects are proposing alternatives that would modify zoning boundaries and increase densities throughout the mixed use and residential areas in Winslow and within and adjacent to Neighborhood Centers to increase the number of multifamily units and "middle housing". The Comprehensive Plan will propose to change the residential density calculation in Neighborhood Centers from dwelling units per acre (DU/Ac) to floor area ratio (FAR). This change would expand the opportunity to increase smaller housing units within existing building standards. At this time, the City's regulations do not clearly define "microunits"; adding these types of units to the City's multifamily regulations can be addressed as part of both projects. City staff anticipates that a future update to the Shoreline Master Program could modify shoreline regulations to allow more liveaboard spaces.
Action 4.3. Partner with mission-based developers to provide direct financial support for community land trust housing and housing cooperative development that is providing more affordable home ownership opportunities.	Ongoing	Related to Action 2.1 regarding expanding and utilizing the City's Affordable Housing Fund. In September 2021, City Council committed \$2 million from its American Rescue Plan Act (ARPA) funding to support HRB's purchase of 13 homes in the Wyatt & Madison development project. The new units will be added to HRB's community land trust, ensuring that they remain affordable in perpetuity to low-income households. The project is currently under construction.

HAP Action	June 2024 Status	Status Notes
Action 5.1. Implement a middle housing code update to encourage duplexes, triplexes, and quadplexes.	In Progress WSP/CP	The WSP project is proposing alternatives that would modify zoning boundaries, development standards, and increase density throughout the mixed use and residential areas in Winslow to increase the number of multifamily units and “middle housing”. Alternative 3 particularly expands “middle housing” zoning. The Comprehensive Plan update project proposes to modify density within and adjacent to Neighborhood Centers to promote middle housing.
Action 6.1 Make the Housing Design Demonstration Program permanent, not subject to replacement.	In Progress WSP/CP	This program (BIMC 2.16.020.S) applies only in the greater Winslow area, not citywide. The program was modified to be a de facto affordable housing program by requiring 50% affordable housing in exchange for bonus density. This program will be reconsidered to determine if it is still needed, as the City considers additional affordable housing programs and tools.
Action 6.2 Explore regulatory changes to encourage co-locating housing with other complementary development and uses (e.g., religious facilities).	In Progress WSP/CP	City’s development code is being evaluated through long range planning projects to expand what is allowed as “mixed use development”, having non-residential and residential uses on the same property, so that non-residential uses that may exist or be built outside of mixed use zones (e.g., schools, healthcare) could add or include housing. In 2022, the City approved regulations to allow affordable housing to be developed on properties owned or controlled by religious organizations (BIMC 18.21.050), enabling the <i>Finch Green</i> affordable housing project, currently being planned at Bethany Lutheran Church.
Action 7.1. Add an allowance for up to one detached and one attached Accessory Dwelling Unit on a single property. Remove or reduce regulatory and fee related constraints for Accessory Dwelling Units.	In Progress CP	This change to the development code is being considered through the update to the Comprehensive Plan. All other regulations (e.g., critical areas, utility requirements) would continue to apply.
Action 7.3. Adopt cottage housing code by allowing development of multiple units per parcel.	In Progress WSP/CP	Cottage housing is being considered as one type of middle housing as part of the Comprehensive Plan. Related to the WSP update, cottage housing would not be an efficient use of land in mixed-use areas where higher density multifamily development is desired, but outside of those areas it may be appropriate.

HAP Action	June 2024 Status	Status Notes
Action 7.4. Identify barriers and opportunities for tiny home development on foundations and tiny home villages and evaluate best practices for tiny homes on wheels.	In Progress WSP/CP	Zoning requirements to allow tiny homes on wheels are being considered alongside other housing diversity and ADU regulations with the updates to the WSP and Comprehensive Plan, as the City considers additional affordable housing programs and tools. Tiny homes or tiny home villages play a role in the City's planning for emergency, transitional, or supportive housing, required by HB 1220 (see Action 8.1).
Action 8.1. Review and refine definitions in code related to transitional housing, occupancy intensity of use, and spacing and identify potential ways to increase in the supply of emergency housing.	In Progress WSP/CP	Clarifying the City's development code related to transitional, emergency, and supportive housing is required through the update to the Comprehensive Plan by HB 1220.
Action 9.1. Increase residential density in Designated Centers with sewer infrastructure (existing or planned).	In Progress WSP/CP	The two action alternatives for the Winslow Subarea Plan increase residential density in different ways in the greater Winslow area. Increased residential density within and adjacent to Neighborhood Center areas is under consideration with Comprehensive Plan alternatives. Additional and new sewer capacity for the Designated Centers will be discussed through the capital facilities planning process of the Comprehensive Plan update project.
Action 9.3. Evaluate parking requirements to support workforce housing near ferry terminal and in the greater Winslow area, and Neighborhood Center (NC) areas.	In Progress WSP/CP	The project to update the WSP is evaluating how to reduce parking requirements for different uses throughout the greater Winslow area. Development regulations including parking requirements will be proposed alongside the updated WSP.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill

MEETING DATE: August 28, 2025

ESTIMATED TIME: 30 Minutes

AGENDA ITEM: Request to Schedule Public Hearing on Revised Ordinance No. 2025-21 Development Standards for Affordable Housing Projects

AGENDA CATEGORY: Ordinance

PROPOSED BY: Planning &
Community Development

PREVIOUS PLANNING COMMISSION REVIEW DATE(S):
August 14, 2025

PREVIOUS COUNCIL REVIEW DATE(S):
July 15 and August 19, 2025

RECOMMENDED MOTION:

I move to schedule a public hearing on Ordinance No. 2025-21 for the September 11, 2025 Planning Commission meeting.

SUMMARY:

On August 14, 2025, the Planning Commission was requested to schedule a public hearing for September 11, 2025, on Ordinance No. 2025-21 which proposes minor adjustments to the zoning code limited to 100% affordable housing projects only. After extensive discussion, the Planning Commission did not approve a motion to schedule a public hearing.

On August 19, 2025, the City Council discussed a 100% affordable housing project proposed for city property located at 625 Winslow Way. The responsible entity of the project shared with the City Council what they heard from the August 14, 2025, Planning Commission meeting.

As a result, a smaller project with reduced numbers of affordable housing units is being designed. The smaller, reduced, affordable housing project still requires minor adjustments in code so that development permits may be applied for and critical grant funding may be pursued.

This redesign minimizes the project by:

- reducing the number of dwelling units,
- decreasing the amount floor area ratio (FAR), and
- lowering proposed building height.

Ordinance No. 2025-21 has been revised to reflect direction from the August 19, 2025 City Council meeting. This includes allowing the transfer existing bonus Floor Area Ratio (FAR) that had been purchased by the City in 2022 from the Islander Mobile Home park pursuant to BIMC [18.12.030.E.1.b](#).

The redrafted Ordinance No. 2025-21 continues to provide for flexibility limited only to 100% affordable housing projects in certain zones.

BACKGROUND:

On May 13, 2025, the City Council unanimously adopted Resolution No. 2025-10, approving a Development Agreement between the City and LIHI for the development of an affordable housing project on a one acre site owned by the city. LIHI is proposing to develop approximately 100 percent affordable housing project with a mix of unit sizes. Parking is below grade with access from Winslow Way near the northeast corner of the property. A small amount of commercial space is reserved on the first floor at Winslow Way and SR 305.

Project concepts have been discussed with the Chair of the City's Design Review Board. The project will be reviewed by the Design Review Board when a land use permit has been submitted.

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

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

The preliminary Planning Commission recommendations for FAR and building height (4.0 FAR and 65 feet) for the Ferry zone through the update to the Winslow Subarea Plan would enable the proposed affordable housing project. Completing that work to adopt revised development standards through the update to the Winslow Subarea Plan is several months away. In order to be substantially through its permitting process and pursue local, state and private, non-profit funding, the project had been scheduled to begin its permitting process by Fall 2025. Permit applications are only accepted if proposed projects are permittable in code.

At the close of its discussion on July 15, the City Council approved the following motion: I move to forward a request for revised development regulations to the Planning Commission for development of an ordinance for City Council consideration. Staff drafted Ordinance No. 2025-21, which was discussed with the Planning Commission on August 14, 2025.

ATTACHMENTS:

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

[Current Zoning Downtown Winslow.pdf](#)

ORDINANCE NO. 2025-21

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

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

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

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

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

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

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

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

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

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

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

WHEREAS, on August 19, 2025, the City Council discussed the proposal from LIHI, and at the close of the discussion, approved a motion updating its previous request for revised development regulations to the Planning Commission for development of an ordinance for City Council consideration; and

WHEREAS, the City is in the middle of the update to the Winslow Subarea Plan and Comprehensive Plans, including analyzing how development standards could be modified to better meet City housing and transportation goals, and this work is estimated to be completed in early 2026, including updates to City development standards and zoning, possibly changing the zoning district of the Project from Central Core to Ferry, as recommended in June 2025 by the Planning Commission; and

WHEREAS, on August 14 and 28, 2025, the Planning Commission considered the draft amendments; and

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

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

Section 1. The amendments to the Bainbridge Island Municipal Code approved by this ordinance shall sunset nine months (estimated June 30, 2026) from the effective date of this ordinance unless first amended or updated as part of the update to the Winslow Subarea Plan and Comprehensive Plan. If the amendments sunset, footnote 8 to BIMC Table 18.12.030-3 and all references to such footnote in the Table shall be deleted and the Table shall read as it did immediately prior to the adoption of this ordinance. Permit applications that vest prior to any amended or updated regulation adopted as part of the Winslow Subarea Plan and Comprehensive Plan or that otherwise

vest prior to the sunset date shall remain vested and shall not be affected by the amendment, update, or sunset.

Section 2. Table 18.12.020-3 of the Bainbridge Island Municipal Code is hereby amended as shown in Exhibit A.

Section 3. Severability. Should any section, paragraph, sentence, clause, or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

Section 4. This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this day of 2025

APPROVED by the Mayor this day of 2025.

Ashley Mathews, Mayor

ATTEST / AUTHENTICATE:

Christine Brown, MMC, City Clerk

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

DRAFT EXHIBIT A

18.12.020 Tables of dimensional standards.

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

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

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

DRAFT EXHIBIT A

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

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

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

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

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

DRAFT EXHIBIT A

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

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

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

[8] In the Ferry and Central Core Overlay Districts east of State Route 305, the maximum FAR for development projects with 100% of residential units designated as affordable housing is 2.0 when a property is receiving FAR purchased from the Islander Mobile Home Park pursuant to BIMC 18.12.030.E.1.b in an amount at least equal to the difference between the maximum FAR allowed in the underlying zoning district and the proposed FAR for the development project. A maximum of 10% of the affordable housing project's proposed FAR may be devoted to commercial or other nonresidential uses allowed within the districts, without the limitation described in footnote 2. The minimum parking requirements in BIMC 18.15.020.C shall be met for all residential, commercial, and nonresidential uses in such affordable housing projects, except for residential units less than 900 square feet in size, the parking requirement is reduced to one-half space per unit (BIMC 2.16.020.S.6.d.i). The electric vehicle charging requirements described in BIMC Table 18.15.020-3 must be met by such affordable housing projects. The maximum building height for such affordable housing projects shall be as set forth in BIMC Table 18.12.020-3, provided that rooftop structures required for emergency fire and life safety egress shall not be counted toward the maximum building height.

**Existing
Zoning
Downtown
Winslow**

