CITY OF
BAINBRIDGE ISLAND

PLANNING COMMISSION SPECIAL MEETING
THURSDAY, OCTOBER 2, 2025

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

AND

ZOOM WEBINAR
HTTPS://BAINBRIDGEWA.ZOOM.US/J/85387328629
OR TELEPHONE: US: +1 253 205 0468
WEBINAR ID: 853 8732 8629

AGENDA

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

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

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

3. PUBLIC COMMENT INSTRUCTIONS - 6:10 PM

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

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

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

3.a **Public Comment Instructions - 6:15 PM** 10 Minutes
Instructions_for_Providing_Public_Comment_for all PC agendas 20250103.pdf

4. **UNFINISHED BUSINESS - 6:20 PM**

4.a **Continue discussion on Winslow Subarea Plan Goals and Policies** 15 Minutes
REAC WSP Policy Feedback.pdf
Existing and Proposed Winslow Related Goals and Policies - PC Reviewed Approved as of 2025-09-25.pdf
WSP Draft Goals only.pdf
Referenced Comprehensive Plan Goals and policies.pdf

4.b **Continued Discussion on Updates to the Winslow Subarea Plan** 2 Hours
September_19__2025_Tovar_Memo_to_Planning_Commission.pdf
Incentives-Subcommittee-Garcia-Presentation-Draft-2025.09.26.pdf
PC STANDARDS SUBCOMMITTEE FERNCLIFF ZONE.pdf

5. **ADJOURNMENT - 8:40 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 accomodations, please contact the Planning & Community Development Department at (206) 780-3750 or pcd@bainbridgewa.gov by noon on the day preceeding the meeting.

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

CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: October 2, 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

CITY OF
BAINBRIDGE ISLAND

PLANNING & COMMUNITY DEVELOPMENT DEPARTMENT

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

1. Sign up to speak on the sign-in sheet by the Chamber doors. The Planning Commission Chair will call the people signed up on the sign-in sheet

2. Speakers will have up to three minutes to speak from the podium. Please speak directly into the microphone, which is adjustable. A timer on the screen will indicate when 3 minutes (or such other time set by the Chair) has elapsed, and there is no yielding of one person's time to another person.

3. Orderly behavior and civility in remarks is expected with no clapping or booing, Guidelines for public comment are provided.

4. Remote public comment is allowed with advance notice to the Planning & Community Development Department by noon on the date of the meeting at pcd@bainbridgewa.gov, provided that all remote commenters shall be required to display their true name on Zoom.

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

Instructions for Providing Public Comment Remotely

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

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

2. Join the Zoom webinar by following the link posted on the agenda and on the City's website calendar. Sign into Zoom. You will need to enter and display your true name on Zoom.

3. The Chair will indicate when it is time for you to make a public comment.

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

5.6 Respect and Decorum

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

5.6.1 Orderly Behavior and Civility in Remarks

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

(a) Speaking without being recognized by the Presiding Officer.

(b) Continuing to speak after the allotted time has expired.

(c) Speaking on an item at a time not designated for discussion by the public of that item, such as speaking on a quasi-judicial item at a time other than during a public hearing or closed record proceeding on the matter.

(d) Throwing objects.

(e) Speaking on an issue that is not a public topic, in violation of Section 9.12.2.

(f) Speaking in favor of or in opposition to a ballot proposition or a candidate for public office, provided, that public comment is allowed when the City Council is considering taking a collective position in favor of or in opposition to a ballot proposition as authorized in RCW 42.17A.555.

(g) Impersonating a City Councilmember or a member of the City staff.

(h) Shouting or otherwise engaging in loud or boisterous behavior.

(i) Continuing to make repetitive remarks after being requested not to do so by the Presiding Officer or a majority of the City Council.

(j) Attempting to engage the audience rather than the Council, e.g., asking audience members to stand, clap, boo or otherwise express collective support or opposition to any matter.

(k) Booing, hissing, or otherwise disrupting the comments of another speaker.

(l) Using racial slurs or other slurs directed at the color, creed, religion, ancestry, gender, sexual orientation, gender expression or identity, national origin, citizenship or immigration status, or mental, physical, or sensory disability of any individual or group, under circumstances where such words constitute “fighting words” under constitutional law.

(m) Refusing to modify conduct after being advised by the Presiding Officer that the conduct is disrupting the meeting or disobeying any other lawful order of the Presiding Officer or a majority of the City Council.

5.6.2 Permission Required to Address the Council

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

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9.12.2 Subjects – Whether or Not on the Current Agenda

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

9.12.3 Use of Microphones

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

CITY OF BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: October 2, 2025 **ESTIMATED TIME:** 15 Minutes

AGENDA ITEM: Continue discussion on Winslow Subarea Plan Goals and Policies

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; August 7 and 28, 2025, September 3, 4 and 25, 2025

PREVIOUS COUNCIL REVIEW DATE(S):
Monthly updates to City Council, including September 16, 2025

RECOMMENDED MOTION:
Complete discussion of Winslow Subarea Plan goals and policies. The actions include making and voting on motions.

SUMMARY:
The Planning Commission continued discussed Winslow Subarea Plan goals and policies at the September 25, 2025 meeting. The document has been updated to reflect Commission feedback to date. Policy suggestions discussed on September 25, and forwarded from Commissioners Schaab and Garcia have been added on pages 14 and 15 respectively. The Planning Commission had previously requested policy feedback from the Race Equity Advisory Committee, included for discussion on October 2, 2025.

The Planning Commission requested a stand alone document with only draft goals, and cross-referenced citywide Comprehensive Plan goals and policies; these items are included with these materials. A draft table of contents will be available in advance of the meeting.

ATTACHMENTS:
REAC WSP Policy Feedback.pdf
Existing and Proposed Winslow Related Goals and Policies - PC Reviewed Approved as of 2025-09-25.pdf
WSP Draft Goals only.pdf
Referenced Comprehensive Plan Goals and policies.pdf

DRAFT Land Use Goals/Policies for the Winslow Subarea Plan

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

Policy LU 6.A Actively work to understand and remedy the lasting impacts of past exclusionary policies and practices such as the internment of Japanese Americans during WWII, racial housing covenants, and home financing that have blocked some groups from home ownership and wealth building.

Policy LU 6.B In partnership with the Race Equity Advisory Committee, center 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.C Encourage affordable housing development throughout Winslow utilizing all tools available such that people of all income levels have options for housing in our downtown core. ~~inequities impacting people of color and lower income households are reduced and, over time, eliminated.~~

Policy LU 6.D Foster a variety of housing types in residential and mixed use areas ~~that~~ which accommodates diverse needs and demographics ~~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.

Policy LU 6. E Use specificity in language when considering desired character, size, and appearance of the built environment, and aim for a Winslow that reflects and invites a multicultural community.

Note:
Some of the tracked changes did not come through on this document. For reference, these are the goals/policies that REAC was given to review:

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.

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.

Commented [CL1]: •I know the PC has been wanting these to flow from the Guiding Principles, and I think these goals/policies in particular are most tied to this principle from the current draft:
"**Make Bainbridge Island accessible and welcoming to all people**, regardless of economic, racial, physical, or social attributes. We recognize that past laws, policies, and culture intentionally and unintentionally excluded certain groups from life and prosperity on Bainbridge Island, such as the Treaty of Point Elliot that relegated the original stewards of Bainbridge Island to reservations, racial housing covenants that created "whites only" neighborhoods (Rockaway Beach and Lytle Beach, for example), and the internment of Japanese Americans during WWII, as well as the increasingly high cost of housing today that excludes many middle- and low-income earners from living on Bainbridge. We seek to create policies and culture that invite diversity and actively remedy the lasting results of exclusion."

Commented [AW2]: Are these goals? Policies? How are goals and policies differentiated?

Commented [AW3]: Need to clarify if Planning Commission can legally prioritize BIPOC folks in policy making.

Commented [AW4]: "cultural and generational" feels vague. What are these shifts in housing needs? Not sure for these policy purposes that they need to be mentioned, but I am curious what this is supposed to mean.

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 through 9/25/2025.
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 d**esignating mixed use areas of Winslow as a Countywide Growth Center, in coordination with the Kitsap Regional Coordinating Council.

Policy LU X.1D 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.

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;

• 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 to facilitate a more diverse array of housing types.

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

Commented [PB1]: Update terms to new WSP context

Commented [PB2R1]: "Winslow Town Center" (an existing Comp Plan term) will be used. If needed, the "Residential Zones" can be distinguished from the "Mixed Use" zones.

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 Charles Schmid 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 ~~Mixed-Use~~ Winslow Town Center ~~and High School Road Districts~~.

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

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.~~ The City shall proactively work to implement future actions 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 clarity of zoning regulations in Winslow.**

Policy LU 4.A 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 PSBD LU 5.A Promote the timeless, welcoming-feel of the Core, Madison, and Ferncliff districts by requiring 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.

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.

Commented [PB3]: Consider environment, street frontage, human scale

Commented [PB4R3]: Hold in "parking lot" - staff/consultant to provide context (and likely a clarified draft policy) to PC for further consideration.

Commented [PB5]: Consider pairing public parking facilities with affordable housing or other beneficial uses. Structured (not surface).

Commented [JS6]: Phrasing suggestion from Schaab/Deines

Commented [PB7]: Staff: Refer to REAC and Equity Manager for review/revision and report back to PC.

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 x 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.~~

~~**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:~~

Commented [PB8]: Provide similar useful conversion where appropriate.

Commented [PB9R8]: Consider graphical example

Commented [PB10R8]: Hold in "parking lot" for final document layout.

~~• 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.~~

NEW Policy WMP 2-5.X: The City has reduced the options to achieve bonus FAR and multifamily residential density to prioritize incentives for affordable housing and conserving lands outside of designated centers.

Policies for Specific Districts
Specific land use policies in the Winslow Town Center:

Central Core District Character Statement:
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. It is the home to Winslow Way, our town's *Main Street*, with all of its historic and cultural character, large and small parks, public waterfront access, and marinas. Future development should only enhance the features and foster a sense of discovery. 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 connectivity and dedicated public rights-of-way that 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.

Commented [PB11]: Hold in "parking lot" for discussion with district preferred alternatives, standards and potential bonus programs.

Commented [PB12R11]: 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 [JS13]: Proposal to revise Policy 2-5.2. TBD to a certain extent due to continued policy discussion.

Commented [JS14]: PC reviewed/made suggestions on 9/3-4.

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 PSBD 2-6.X: 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 WMP 2-6.2: Encourage the retention and development of ground floor retail on Winslow Way, Madison Avenue, ~~Bjune Drive~~ and other appropriate areas, and establish the implementing FAR levels and development regulations.

Policy 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.

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.

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

~~**Land Use Element Policy LU 7.3 Central Core Overlay District** The Central Core is the a 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.

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 incentives to encourage a diversity of housing to create a multigenerational and multi-income downtown core.

Commented [PB15]: Consider more context on historic winslow and waterfront

Commented [JS16R15]: See discussion of Existing Conditions in Winslow in the DRAFT WSP Existing Conditions Section, posted to the WSP project website.

Commented [17]: Language is from existing comp plan

Commented [JS18]: New policy suggestion from Schaab/Deines

Commented [PB19]: Discuss as part of WSP district policies

Commented [JS20]: Schaab/Deines suggest deleting this policy, and replace with new Central Core character statement.

Commented [JS21]: Schaab/Deines suggest not adding this policy, that the topics covered in proposed policy are in the draft district character statement.

Commented [JS22]: Tentatively Move the CCCO CPA policy proposal for new policies WMP 2-12.1- 12.5 over to the Central Core policy section or even apply a wider area. Continue consideration of a smaller area within Central Core. Examine for duplication. Revisit on 9/25. Motion approved

Policy WMP 2-12.3 – Permit increased height incentives 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: Current Madison, Ericksen & Gateway Districts Proposed for 2025 WSP Updated Draft to be consolidated into *MADISON* and *FERNCLIFF* zones, west and east of SR 305, respectively.

~~***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.~~

Madison ~~Overlay~~ District Character Statement

The purpose of the Madison District is to provide for a mix of residential and small-scale commercial development. It serves as a medium intensity 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.

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.

Commented [PB23]: Consider keeping Ericksen district or integrate into design standards.

Commented [JS24R23]: Further discussion warranted.

Commented [JS25R23]: 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.

Commented [JS26]: PC reviewed/made suggestions on 9/3-4.

Commented [JS27]: New policy suggestions from Schaab/Deines 2-8.1, .2, & .3

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.

~~***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.

Ferncliff District Character Statement

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 lower intensity middle housing types. The western area of the Ferncliff District is the Winslow Ravine and its forested protected buffer. 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.

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.

~~***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 Character Statement

The Ferry district is the most intensely developed district on the Island, serving as a gateway to Bainbridge Island, the Kitsap and Olympic Peninsulas for residents, commuters, and visitors, with

Commented [JS28]: This policy is replaced by new character statement.

Commented [JS29]: PC reviewed/made suggestions on 9/3-4, with staff addition related to Ravine and trees.

Commented [JS30]: New policy suggestions from Schaab/Deines Policies 2-X.1, .2, &.3

Commented [PB31]: Consider keeping gateway zone or make a general policy focused on the ravine.

Commented [PB32R31]: New ferry district may be acting as the gateway now

Commented [JS33R31]: 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 [PB34R31]: 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 [JS35]: 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 [JS36R35]: Pedestrian connections to neighborhood, Ferry and waterfront covered in Ferry policies WMP 2-10.1, 10.2 & 10.3. C.

Commented [JS37]: Policies WMP 2-9.1, 9.2 and 9.3 are existing policies for the existing "Gateway" district. Staff suggest deleting, as topics covered in Ferncliff character statement and policies.

Commented [JS38]: PC reviewed/made suggestions on 9/3-4 prime views of Eagle Harbor, Puget Sound, and Seattle. 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. 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, and downtown services and retail.

~~**Discussion:** The Ferry Terminal Overlay District — currently dominated by parking — could 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, 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 PSBD 2-10.1: Each new development is encouraged to leverage every opportunity for dramatic views.

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

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

Commented [JS39]: 9/3-4 PC discussion: would like to include the following topics: enterprising attributes. showcases the historical, Bainbridge Island culture and history.

Commented [JS40]: New policy suggestion from Schaab/Deines.

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.

• Study and ~~L~~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 Character Statement ~~I and High School Road II Policy~~

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 primarily 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. Commercial uses serve as a "third place' for youth, complement adjacent districts, and benefit from location at the crossroads of arterial roads. Transportation projects should continue improving pedestrian and bike connectivity.

~~**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.

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.

Commented [PB43]: Consider this as applicable farther north to the transition between ferry and ferncliff.

Commented [PB44R43]: Staff recommend deleting this policy for the same reason as deletion of WMP 2-2.5 - Transition standards already in place.

Commented [PB45]: Need new policies to align with HSR discussions. Equity considerations for drive throughs.

Commented [PB46R45]: Review new vision statement

Commented [JS47R45]: 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 [JS48R45]: PC reviewed/made suggestions on 9/3-4

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.~~

Commented [JS49]: Staff check to see if this provision is in the bIMC already, or if any undeveloped HS 2 property left.

Commented [JS50R49]: 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 [JS51]: Check at MUTC/WTC level that there is reference to visual appeal are mentioned in other policies.

Commented [JS52R51]: 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.

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

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

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

NEW Proposed Human Services and Sustainability Goals and Policies

~~NEW Proposed WSP Goal HS 1~~ **Promote opportunities for all Bainbridge residents to find care and support in Winslow.**

~~Policy HS 1.A~~ Winslow is a hub that supports the well-being of all community members, including vulnerable populations, and ensures they have the ability to meet their basic physical, behavioral, educational, 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, and address their unique needs.

~~Policy HS 1.C~~ Address the unique needs of older adults, and strive to maintain and improve the quality of life for community members of all ages.

~~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** Enable 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.

Commented [PB53]: Consider adopting even if CCCO does not get adopted.

Commented [PB54R53]: Bake into DNA of CC policies

Commented [JS55R53]: Move these 2 policies for consideration of the Cultural Element.

Commented [PB56]: Consider adding "public benefit". Need to be cognizant of capacity.

Commented [JS57R56]: Staff reply, additional details not necessary here because the City sewer plan, goals and policies should have specificity.

Commented [JS58R56]: Check to see if there is a similar policy in the Utilities Element, and if so, delete.

Commented [JS59R56]: Topic addressed in Utilities Element Goal U-3, Policy U 11.1, Goal U-12, Policies 12.1, 12.2, 12.3

Commented [JS60]: Policy SU 1.D & Goal 2 and its policies Should be citywide. Check to see if we have an existing green building policy in comp plan.

Commented [JS61R60]: Utilities Element Policy 14.5, Guiding Principle 5.2 and 6.1, Land Use Element Policy 5.5, Economic Element Policy 3.1

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 contributes to a resilient community.

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

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

Policy SU 3.D Identify and/or build out resilience hubs throughout the island that offer comfortable shelter, power, food, water, medical aid, and communication during emergencies or other hazard events such as power outages, heat waves, and poor air quality. These hubs should also be designed to offer other useful services and resources during non-emergency times, in part to increase resident's awareness of the hubs near them.

Commented [PB62]: Consider more clear/specific (remove "some type of") (add "innovative")

Commented [PB63R62]: Also consider costs associated with certification

Commented [PB64R62]: Staff added language related to cost considerations to SU 3.A

Commented [JS65]: Motion for request feedback on this goal and policies from Climate Change Advisory Committee.

Commented [JS66]: Guiding Principle 3.2 and Guiding Principle 6 and its policies.

Commented [JS67]: New policy suggested by Commissioner Schaab and briefly discussed, but not approved on 9/25.

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 such as FAR and form-based code as well as 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~~ incentive program established for the ~~Mixed Use Town Center and High School Road districts~~ Winslow Town Center may include a provision that allows incentives ~~bonus FAR~~ to be achieved in exchange for providing for-rental and for-purchase income-qualified housing.

New Goal or Policy WMP 3-1.X: Identify regulations and policies that have led to racially disparate impacts or displacement and add new include policies to mitigate the risk of displacement in neighborhoods undergoing change.

New Policy WMP 3-1.X Consider utilizing sales tax revenue and local housing funds to address the needs of specific vulnerable populations, such as veterans, people with disabilities, and seniors.

New Policy WMP 3-1.X Utilize the Bainbridge Island Housing Action Plan to specifically plan for needed housing and identify anti-displacement measures.

New Policy WMP 3-1.X Combine new affordable housing with cultural and economic centers to help preserve community identity and prevent displacement through collaboration between the City, community non-profits, and a development organization.

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 ~~and~~ 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 islocated 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 [PB68]: Likely need to reframe for update

Commented [JS69R68]: Staff recommendation: revisit goal once proposed housing tools are firmed up depending on Planning Commission preferred alternative.

Commented [JS70]: New goal or goal/policies from Commissioner Garcia related to anti-displacement discussed (but not approved) on September 25.

Commented [PB71]: Consider in context of increases of FAR in CC district

~~**Navy Housing Site Policy WMP 3-1.5:** If the existing Naval housing area is surplused, that area should be considered as an additional appropriate site for affordable housing.~~

Commented [JS72]: Staff recommends deleting this existing policy because this Grow Community has been constructed at the former Navy Housing site.

Goal WMP 3-2 Locate housing near services and transit to foster equitable, sustainable, and accessible communities.

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.

The Ravine
~~Policy~~ Goal WMP 4-2 ~~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~~ Goal WMP 4-3 ~~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 4-4 ~~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 4-4 ~~2~~.1: Improve and enhance existing parks in the downtown area.

Commented [PB73]: Identify the specific language that replaced the strikeout language.

Commented [JS74R73]: 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 [JS75]: Staff proposed for removal as it is duplicative to Goal WMP 2-3 and many of it's policies.

Commented [JS76]: Commission suggest moving these 2 policies up to citywide Comp Plan.

Commented [JS77]: Format Ravine and Market Square as Goals. W Waterfront Park, can have additional policies.

Waterfront Park

~~Policy~~ Goal WMP 4-~~5~~2.2: Promote Winslow ~~should be experienced~~ as a waterfront town, well-connected to Eagle Harbor and Waterfront Park by activity, trails, boardwalks, views, lanes and design details, including the Charles Schmid Waterfront Trail. ~~An attractive Waterfront Park will~~ Improve visual and physical connections ~~Winslow to~~ between the waterfront~~, drawing people from~~ and 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-~~5~~2.~~1~~3: New parks should be acquired ranging from pocket parks (approximately 10,000 s.f.) to sites up to 1 acre or larger.

NEW Proposed WSP ~~Goal~~ **Policy 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.

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

NOTE: Staff suggesting deleting the 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 [JS78]: Work on a Waterfront Park Plan has been completed and improvements made. Rewrite to be more future oriented and rewritten as a goal in active voice. Use term boardwalk, and make sure that C.S. Waterfront Trail is mentioned.

Commented [JS79]: Consider this new goal/policies for citywide comprehensive plan.

Commented [PB80]: Hold for review with Transportation policies

CURRENT 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.**

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;
- 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.**

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~~

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

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.**

Goal WMP 2-4: Sustain and enhance the economic vitality of the ~~Mixed-Use~~ Winslow Town Center ~~and High School Road Districts~~.

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

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

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

~~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.~~

NOTE: See primary Goal/Policy document for the extensive discussion/text that is part of this goal.

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.
BROUGHT OVER FROM CITYWIDE COMP PLAN

~~NEW Proposed WSP Goal HS 1~~ **Promote opportunities for all Bainbridge residents to find care and support in Winslow.**

~~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.**

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

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

CURRENT HOUSING CHAPTER

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

Goal WMP 3-2 Locate housing near services and transit to foster equitable, sustainable, and accessible communities.

CURRENT OPEN SPACE & TRAILS CHAPTER

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.

The Ravine

~~Policy~~ Goal WMP 4-2 ~~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.)

Commented [JS1]: Hold in "parking lot" for discussion with district preferred alternatives, standards and potential bonus programs.

Commented [JS2]: Policy SU 1.D & Goal 2 and its policies Should be citywide. Check to see if we have an existing green building policy in comp plan.

Commented [JS3R2]: Utilities Element Policy 14.5, Guiding Principle 5.2 and 6.1, Land Use Element Policy 5.5, Economic Element Policy 3.1

Commented [JS4]: Motion for request feedback on this goal and policies from Climate Change Advisory Committee.

Commented [JS5]: Staff proposed for removal as it is duplicative to Goal WMP 2-3 and many of it's policies.

Commented [JS6]: Format Ravine and Market Square as Goals. W Waterfront Park, can have additional policies.

Market Square

~~**Policy**~~ **Goal WMP 4-3** ~~**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 4-4 ~~**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.

Waterfront Park

~~**Policy**~~ **Goal WMP 4-5**~~**2.2**~~**:** Promote Winslow ~~should be experienced~~ as a waterfront town, well-connected to Eagle Harbor and Waterfront Park by activity, trails, boardwalks, views, lanes and design details, including the Charles Schmid Waterfront Trail. ~~An attractive Waterfront Park will~~ Improve visual and physical connections ~~Winslow to~~ between the waterfront~~, drawing people from~~ and 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.~~

NEW Proposed WSP ~~**Goal**~~ **Policy 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.**

Commented [JS7]: Work on a Waterfront Park Plan has been completed and improvements made. Rewrite to be more future oriented and rewritten as a goal in active voice. Use term boardwalk, and make sure that C.S. Waterfront Trail is mentioned.

Commented [JS8]: Consider this new goal/policy for citywide comprehensive plan.

City Comprehensive Plan Goals & Policies References in Winslow Subarea Plan DRAFT Goals & Policy Document

INTRODUCTION: GUIDING PRINCIPLES

Guiding Policy 3.2 Make budget decisions that adequately consider the well-being of all Island residents with the goal of providing opportunities to be contributing members of the community

Guiding Policy 5.2 Recognize that the sustainable use of the Island's finite land base is served by green building practices

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 Policy 6.1 Promote environmental sustainability by supplementing the State's mandated 20-year plan horizon with a horizon of one hundred years in order to recognize the longer-term life cycles of natural systems. Tailor green building practices and public infrastructure investments to be in line with this longer-term perspective.

LAND USE ELEMENT

Policy LU 5.5 Implement a green building code.

ECONOMIC ELEMENT

Policy EC 3.1 Encourage the use of green building materials and techniques in all types of construction, as well as design approaches that are responsive to changing conditions.

UTILITIES ELEMENT

GOAL U-3 Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

Policy U 11.1 Map public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service area.

GOAL U-12 Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.

Policy U 12.1 Emergency service or other minor modifications to sewer service areas may be allowed with approval by the City Council via resolution so long as there is sufficient sewer facility capacity, and, with regard to the Southend System, sewage quality meets the standard outlined in the interlocal agreement with Kitsap County Sewer District #7.

Policy U 12.2 Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

Policy U 12.3 Sewer connections will not be required where septic systems are fully functional and maintained, except as provided by law.

Policy U 14.5 Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, and innovative technologies such as solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.

CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: October 2, 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; August 7 and 28, 2025, September 3, 4 and 25, 2025

PREVIOUS COUNCIL REVIEW DATE(S):
Monthly updates to City Council, including September 16, 2025.

RECOMMENDED MOTION:
Receive presentation from the Planning Commission *Incentive* subcommittee for discussion, and for possible motions.

SUMMARY:
During the September 3rd Special Meeting, the Planning Commission approved the following motions establishing subcommittees to work on specific topics in between Planning Commission meetings, and bring back

I move to establish a Winslow District Standards Subcommittee that will refine into a final recommendation boundaries, max FAR, max height, desired housing types, and other applicable standards for the core district first, with subsequent work addressing other districts within the Winslow subarea. **Commissioners Deines, Schaab, and Preudhomme volunteered for this subcommittee.**

I move to establish a subcommittee that will evaluate affordable housing incentives across Winslow, considering increases to height, FAR, TDR as it relates to AMI and percent of affordable housing, and including other tools as the community committee feels are related or relevant. **Commission Chair Blossom, Vice Chair Garcia, and Commissioner Birtley**

volunteered for this subcommittee.

The subcommittees have been meeting, and tonight the *Incentives* subcommittee will present their work to the full Planning Commission for discussion, and for possible motions. The *Standards* subcommittee will provide brief remarks about their work to date, and will present its work on October 9, 2025.

BACKGROUND: The Planning Commission is reviewing and making recommendations on a preferred land use alternative for the Winslow Subarea Plan. A working outer boundary for the Winslow Subarea was recommended by the Planning Commission at their February 27, 2025, meeting. Throughout March, April, May, June, and September 4, 2025 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.

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 unde "Supporting Documents".

ATTACHMENTS:
September_19__2025_Tovar_Memo_to_Planning_Commission.pdf
Incentives-Subcommittee-Garcia-Presentation-Draft-2025.09.26.pdf
PC STANDARDS SUBCOMMITTEE FERNCLIFF ZONE.pdf

MEMORANDUM

DATE: September 19, 2025

TO: Bainbridge Island Planning Commission

FROM: Joseph W. Tovar, FAICP

SUBJ: Winslow Subarea Plan items on the September 25 and October 2 Agendas

At its September 4, 2025, meeting, the Planning Commission passed motions to form two Winslow Subarea Plan Subcommittees to draft alternatives and potential recommendations for Incentives and Development Standards. These motions, and adopted Protocols and Expectations for the Subcommittees, are set forth in Attachments 1 and 2 to this Memo.

Both Subcommittees have met to conduct preliminary work and will present their initial findings to the full Planning Commission in the coming weeks. The Incentives Subcommittee will share their preliminary findings at the September 25 meeting, while the Standards Subcommittee will do the same at the October 2 meeting. At each Planning Commission meeting, the Subcommittee members will present their preliminary findings, alternatives being considered and any potential recommendations, after which they will engage a dialogue with the full Planning Commission. This will be an opportunity for the Commissioners to ask questions, discuss the potential merits of alternatives, determine if there are points of agreement and/or if further research and work is appropriate before reaching conclusions.

The Incentives Subcommittee presentation and dialogue with the full Commission is the priority for the September 25 meeting. It is not known at this time whether the Incentives Subcommittee work will require the full agenda, and/or if it will need to be continued to October 2. Depending on that determination, there may be time remaining on the September 25 Agenda, in which case we propose to turn to a continued review and decisions regarding the remaining WSP Goals and Policies.

Attachments

Attachment 1 - Motions regarding the Winslow Districts Standards Subcommittee

1 I move to establish a Winslow District Standards Subcommittee that will refine into a final recommendation boundaries, max FAR, max height, desired housing types, and other applicable standards for the core district first, with subsequent work addressing other districts within the Winslow subarea.

2 I move that the Commission recommend the base height in the core area be as existing code of 3 stories. Provided that an additional story should be permitted for inclusion of either affordable housing or tuck under parking, and further provided that the inclusion of both affordable housing and tuck under parking would allow up to an additional two stories, and that this issue is referred to a subcommittee to prepare a more detailed proposal based upon research of what other cities have done. To create incentives, and with input from the development community.

3 I move to direct the Winslow District Standard Subcommittee to define overlay districts along Winslow Way, Madison Avenue, and Erickson Avenue.

4 I move that the Winslow District Standards Subcommittee provide three alternatives to the existing Ferncliff District, [as shown on the screen]

Motions regarding the Winslow Districts Incentives Subcommittee

1 I move to establish a subcommittee that will evaluate affordable housing incentives across Winslow, considering increases to height, FAR, TDR as it relates to AMI and percent of affordable housing, and including other tools as the community committee feels are related or relevant.

2 And I'll make a motion to… for the Incentive Subcommittee to recommend criteria for the public benefit incentives in the Madison Zone.

Attachment 2 - Protocols and Expectations for Planning Commission Subcommittees

1. The Winslow Standards Subcommittee shall consist of Commissioners Deines, Schaab, and Pruedhomme.
2. The Winslow Districts Incentives Subcommittee shall consist of Commissioners Birtley, Blossom, and Garcia.
3. The scope of each subcommittee shall be as set forth in the Motions passed at the Sep. 3 Planning Commission meeting.
4. Subcommittee recommendations shall be technical rather than policy in nature.
5. Subcommittee meetings are not public, may be virtual or in person, but any emails or documents created shall be of record.
6. Each Subcommittee shall designate a Chair who will coordinate with the City's Winslow Planning Consultant Tovar and shall include him in all meetings.
7. Each Subcommittee will adopt a schedule to provide summaries, findings and recommendations to the full Planning Commission.
8. The City's consultant and City staff will provide each committee with administrative, logistical, and research support.

Bainbridge Island Planning Commission Incentives Subcommittee

Draft Considerations – 9/26/2025

For feedback and discussion purposes only!

Fair housing and anti-displacement strategies

- HB 1220 also requires jurisdictions to address historical and systemic inequities in their housing policies:
- **Equity analysis:** Local governments must identify regulations and policies that have led to racially disparate impacts or displacement. One Seattle Comprehensive Plan, includes a robust anti-displacement strategy with historic investments in community-driven development and strong renter protections.
- **Anti-displacement policies:** Planning must include policies to mitigate the risk of displacement in neighborhoods undergoing change.
- **Targeted funding for at-risk populations:** The state's Apple Health and Homes initiative pairs highly vulnerable Medicaid-eligible individuals with housing and support services to prevent homelessness. Many cities are using sales tax revenue and local housing funds to address the needs of specific vulnerable populations, such as veterans, people with disabilities, and seniors.
- **Housing Action Plans (HAPs):** Bainbridge Islands HAP can help specifically plan for needed housing and identify anti-displacement measures.
- **Combine new affordable housing with cultural and economic centers** to help preserve community identity and prevent displacement through collaboration between a community non-profit, the COBI, and a development organization.

Zoning and land-use strategies

Adjust development regulations to create more capacity for affordable housing. Key strategies include:

- **Missing Middle housing:** Many cities are exploring ways to promote housing types that fall between single-family homes and large apartment buildings, like duplexes, triplexes, and townhomes. State law now provides financial incentives for cities that adopt policies to allow this housing.
- **Allowing emergency and supportive housing:** Zoning codes must be updated to allow for emergency shelters, transitional housing, and permanent supportive housing in more areas, such as multifamily, commercial, and mixed-use zones where short-term rentals are allowed.
- **Encouraging Accessory Dwelling Units (ADUs):** Many jurisdictions encourage the construction of ADUs and duplexing (e.g., basement apartments, carriage houses) through relaxed regulations and **free or low cost pre-approved architectural plans** seeing them as a tool to expand affordable housing stock.
- **Reducing or eliminating parking requirements:** Many communities are eliminating or reducing minimum parking requirements for new developments, which can significantly lower construction costs and encourage higher-density housing.

Table 2-2

KITSAP COUNTY GROWTH ALLOCATIONS - HOUSING (2020-2044)

			Permanent Housing Needs by Income Level (% of Area Median Income)								
			0 – 30%								Emergency Housing** Needs (Temporary)
		Total	Non-PSH*	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%		
Unincorporated Kitsap County	Estimated Housing Supply (2020)	69,987	1,802	8	7,335	21,046	13,531	7,815	18,450		153
	Allocation (2020-2044)	14,498	2,768	1,214	2,376	1,996	1,028	1,012	4,103		612
Bainbridge Island city Target	Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578		0
	Allocation (2020-2044)	1,977	377	166	324	272	140	138	560		83

By The Numbers - Bainbridge

	Extremely Low Income	Very Low Income	Low Income	Moderate Income	Middle Income	Above Middle	Total
Bainbride Island HB 1220 Allocation	543	324	272	140	138	560	1,977

Middle Income and Above Middle – 560 + 138 = 698

- **Provided for in Winslow and Outside Winslow**
- **592 in Winslow & 1902 outside Winslow**

Total Extremely and Very Low-Income Housing Required- Affordable Housing Overlay/FAR and Height Increase

- **Extremely Low Income – 543 –** City Owned Property - AHOZ
- **Very Low Income – 324 -** Partnership with local non profits and City. – AHOZ
- **Total 867**

Total Low Income and Moderate

- **Low Income – 272 -** AHOZ
- **Moderate Income – 140 – Market Rate**
- **Total : 412**

Kitsap County
MTSP-Income and Rent Limits
Effective 4/1/24
Median Income: $ 119,700

Set-aside Percentage	1-person	2-person	3-person	4-person	5-person	6-person	7-person	8-person
20%	16760	19160	21560	23940	25860	27780	29700	31620
30%	25140	28740	32340	35910	38790	41670	44550	47430
35%	29330	33530	37730	41895	45255	48615	51975	55335
40%	33520	38320	43120	47880	51720	55560	59400	63240
45%	37710	43110	48510	53865	58185	62505	66825	71145
50%	41900	47900	53900	59850	64650	69450	74250	79050
60%	50280	57480	64680	71820	77580	83340	89100	94860
70%	58660	67060	75460	83790	90510	97230	103950	110670
80%	67040	76640	86240	95760	103440	111120	118800	126480

Set-aside Percentage	Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom	5-Bedroom
20%	419	449	539	622	694	766
30%	628	673	808	933	1041	1149
35%	733	785	943	1089	1215	1341
40%	838	898	1078	1245	1389	1533
45%	942	1010	1212	1400	1562	1724
50%	1047	1122	1347	1556	1736	1916
60%	1257	1347	1617	1867	2083	2299
70%	1466	1571	1886	2178	2430	2682
80%	1676	1796	2156	2490	2778	3066

Our Partners

Federal

WA State

Partners

Kitsap County

Employers

Non Profits

Developers

COBI

Volunteers

Bainbridge Community Foundation

Housing Resource Bainbridge

Low Income Housing Inc.

Helpline House

RCW Religious Organizations

Citizens

Potential Funding Sources

The most likely sources for affordable housing projects on Bainbridge Island combine local, regional, and state-level foundations, as well as community development financial institutions (CDFIs). Key players include the Bainbridge Community Foundation, Seattle-based foundations with a regional focus, and local non-profit partnerships.

- **Federal**
  - Community Development Block Grants (CDBG)
  - HOME Investment Partnerships Program
  - The Low-Income Housing Tax Credit (LIHTC)
- **Washington State**
  - Washington State Housing Trust Fund (HTF)
  - Connecting Housing to Infrastructure Program (CHIP)
- **City of Bainbridge Island**
  - Real Estate Excise Tax
  - Sales Tax
  - Property Tax Levy
  - Lodging Tax
  - In-lieu Fees

Potential Funding Sources

Source	Program	Now	Near	Far
Federal	Community Development Block Grants (CDBG)			
	HOME Investment Partnerships Program			
	Low Income Housing Tax Credit (LIHTC)			
Washington State	WA State Housing Trust Fund (HTF)			
	Connecting Housing to Infrastructure Program (CHIP)			
COBI	Housing Trust Fund (HTF)			
	Real Estate Excise Tax			
	Sales Tax			
	Property Tax – Housing Levy			
	Lodging Tax			
	In-lieu Fees			
	Transfer Development Rights			
Other	Private/Public Grants			

State and federal programs

- Cities and counties can apply for funding and partner with entities that use state and federal resources:
- **Federal Funding:** Jurisdictions can access federal funds administered by the state Department of Commerce or directly through block grants. Examples include:
- **Community Development Block Grants (CDBG):** Grants for a variety of community needs, including decent housing.
- **HOME Investment Partnerships Program:** Federal block grants used exclusively for affordable housing initiatives.
- **The Low-Income Housing Tax Credit (LIHTC)**, a federal program administered by the Washington State Housing Finance Commission, provides private owners with incentives to construct and maintain affordable rental housing.
- **Washington State Housing Trust Fund (HTF):** The Washington State Department of Commerce offers competitive loans and grants for affordable housing projects that can be used by local governments and housing authorities.
- **Connecting Housing to Infrastructure Program (CHIP):** This state program provides grants to local governments to reduce the cost of infrastructure for new affordable housing development.

Local Funding and tax incentives

- Local governments can use various financial tools to fund and incentivize affordable housing development:
- **Housing and Related Services Sales Tax:** Cities and counties can impose an optional 0.1% sales and use tax, with at least 60% of the revenue dedicated to affordable housing and related services for people with incomes up to 60% of the county median.
- **Affordable Housing Sales Tax Credit (HB 1406):** Jurisdictions that opted in by the 2020 deadline receive a share of the state sales tax revenue for 20 years to fund affordable housing for low- to moderate-income households.
- **Multi-Family Tax Exemption (MFTE):** This program allows cities to provide property tax exemptions, typically for 8 or 12 years, for new or rehabilitated multifamily housing projects in designated areas. To qualify for a 12-year exemption, a portion of the units must be designated for low- and moderate-income households.
- **Real Estate Excise Taxes (REET):** Some jurisdictions use a portion of their real estate excise taxes to finance affordable housing projects.
- **Housing Trust Funds:** Cities and counties can create their own housing trust funds, financed through methods like voter-approved property tax levies, to finance affordable housing projects.

Local Partners & Workforce Housing

For Bainbridge Island, innovative workforce housing programs could utilize employer-provided housing, religious organization partnerships, and public-private models that are being explored in Washington State and beyond.

These strategies would leverage local resources to create more affordable options for "missing middle" workers who do not qualify for traditional low-income housing but cannot afford market rates.

Local Partners & Workforce Housing

Employer-provided housing models: Employers have a strong incentive to support housing to improve employee recruitment and retention, reduce turnover, and strengthen the local workforce.

In Bainbridge Island, potential models include:

- **Direct investment and partnerships:** Large employers, or a consortium of smaller businesses, could partner with affordable housing developers like the Low Income Housing Institute (LIHI), which is already involved with the city's 625 Winslow Way project. This could involve direct funding, land contributions, or rent subsidies.
- **Rental subsidies and guaranteed leases:** Employers can offer rent subsidies directly to employees or property owners to reduce housing costs. They can also offer to guarantee a lease, which helps workers with limited rental history or those relocating to the island secure housing.
- **Housing resource programs:** Employers could sponsor homebuyer education and credit counseling for employees, either in-house or through local non-profits like Housing Resources Bainbridge (HRB).

Local Partners & Workforce Housing

Religious organization partnerships: Faith-based organizations (FBOs) are valuable partners due to their community ties and land holdings, which can be redeveloped for affordable housing. Bainbridge Island already has a pilot program allowing a religious organization to develop affordable housing on its property.

Innovative approaches include:

- **Density bonuses:** Under state law (HB 1377) and local policies, FBOs that dedicate their land for affordable housing (for households below 80% AMI) can receive a density bonus, allowing them to build more units than is typically zoned for.
- **Collaborative development:** A religious organization could partner with a non-profit housing provider, like HRB or LIHI, to develop underutilized church properties or parking lots into affordable rental housing. Examples in other cities show FBOs converting former convents or other buildings into affordable units.
- **Community Land Trust (CLT) integration:** FBOs could donate or sell their land at a reduced price to a CLT like HRB. The CLT model ensures that the housing remains permanently affordable for future generations of residents.

Local Partners & Workforce Housing

Public-private partnerships (PPPs): The City of Bainbridge Island is already actively pursuing PPPs for affordable housing, as seen with the 625 Winslow Way project and the Multifamily Property Tax Exemption (MFTE) program.

Additional innovative PPP strategies include:

- **Revolving loan funds:** The city or Kitsap County could participate in or establish a revolving loan fund, potentially with a private-sector partner, to provide low-cost financing for the development of workforce housing. The state of Washington has been exploring a revolving loan program for this purpose.
- **Corporate impact funds:** The city could seek investment from regional companies with housing equity funds, like Amazon or Microsoft, which invest in affordable housing projects in the Puget Sound area. These funds often partner with public agencies and developers.
- **Leveraging underutilized public land:** Similar to the 625 Winslow Way project, the city can continue identifying and developing other publicly owned land for workforce housing through partnerships with non-profit developers.
- **Modular and rapid-build solutions:** For specific workforce needs, such as seasonal workers or short-term employees, a city-employer partnership could utilize rapid-build modular housing from local companies like **Pallet**, based in Everett.

Local Partners & Workforce Housing

Integrating partnerships in Bainbridge Island: A multi-faceted approach, tailored to Bainbridge Island's specific needs, would have the greatest impact.

- **Winslow Area Focus:** Concentrated development in designated centers like Winslow, utilizing existing and expanded MFTEs, can help create dense, walkable, mixed-use communities that benefit the local economy and reduce traffic.
- **Prioritized workforce housing:** LIHI has already engaged with employers and unions representing Bainbridge workers to explore pre-leasing apartments to ensure that new housing serves the local workforce, a strategy that could be formalized and expanded.
- **Local fund creation:** The city could work with local businesses, philanthropic donors, and HRB to create a Bainbridge-specific housing trust fund to finance the acquisition of land or existing properties for affordable workforce housing.

Private Funding

The most likely sources of private grants for affordable housing projects on Bainbridge Island combine local, regional, and state-level foundations, as well as community development financial institutions (CDFIs).

Local Resources

- **Bainbridge Community Foundation (BCF):** This is the most direct and crucial source of local private funding. The foundation has an explicit Housing Action Fund to address the need for affordable housing on Bainbridge Island. BCF provides grants for acquisition and "bricks-and-mortar" housing programs. It also conducts community needs assessments and allocates grants to local non-profits, including Housing Resources Bainbridge (HRB).
- **One Call for All:** This annual community fundraising campaign on Bainbridge Island can direct donations to local non-profits addressing housing insecurity. Housing Resources Bainbridge has been a recipient of One Call for All funding.
- **Private donations** to Housing Resources Bainbridge (HRB): As the primary local non-profit building affordable housing on the island, HRB is a direct recipient of private donations and fundraising campaigns. These funds are used for land acquisition, construction, and maintaining permanently affordable units through its community land trust model.

Regional Resources

- **Community Development Financial Institutions (CDFIs):** These are non-profit financial institutions that provide financing and technical assistance for development projects in underserved communities. Key players in the Puget Sound area that Bainbridge Island-based non-profits could partner with include:
- **LISC Puget Sound:** A local branch of a national CDFI that offers loans and technical assistance to non-profit developers.
- **Impact Capital:** Another CDFI that provides various loans for affordable housing projects.
- **Building Changes:** This organization administers the Washington Youth & Families Fund (WYFF), which combines private and public funding to provide grants for innovative housing strategies for youth and families experiencing homelessness. These grants are distributed statewide.
- **Regional Equitable Development Initiative (REDI)** Fund: Administered by Enterprise Community Partners, this revolving loan fund supports the acquisition of property in transit-rich corridors to ensure long-term affordability.

Community Block Grants

Federal Community Development Block Grants (CDBG) offer local governments significant flexibility and funding for community projects but have also been criticized for inefficient targeting and long-term funding instability. This program, administered by the U.S. Department of Housing and Urban Development (HUD), was created to provide a steady source of federal funding for local development efforts.

Pros:

- **Flexibility and local control**: CDBG funds can be used for a wide range of eligible activities, including housing rehabilitation, economic development, and improvements to public facilities like water and sewer systems. This allows local governments to design and implement strategies that address their specific, on-the-ground needs, rather than being restricted by rigid, federally-defined projects.
- **Encourages strategic planning**: To receive CDBG funds, local governments must create a consolidated plan that involves partnerships with other government agencies and the private sector. This process strengthens collaboration and promotes long-term, comprehensive community development planning.
- **Reliable and stable funding source**: For many jurisdictions, CDBG is a consistent source of funding that can support multi-year projects. This stability is vital for communities with limited local revenue and helps them to focus on project implementation rather than constant fundraising.
- **Leverages other investment:** CDBG grants are often used to attract additional private and public funding. By addressing core infrastructure needs, for example, CDBG projects can enable more significant private investment in economic development initiatives.
- **Responsiveness to disasters**: The CDBG program can be quickly expanded for disaster recovery, as it was during the COVID-19 pandemic. The existing CDBG framework allows federal resources to be rapidly deployed to communities in need, supporting housing, small businesses, and other critical services.

Cons

- **Inefficient targeting of funds:** Critics argue that the program's flexibility has led to funds being used for projects that do not effectively target low-income populations. The CDBG formula, which includes factors like population and housing stock age, has been critiqued for not accurately reflecting a community's need. In some cases, higher-income neighborhoods have received more funding per capita than genuinely distressed areas.
- **Declining real-dollar funding:** The core CDBG program has seen a significant decrease in funding over its lifetime. As federal funding levels erode and the number of entitlement communities grows, some communities may face cuts, eligibility restrictions, or project waiting lists.
- **Risk of displacement:** While CDBG is intended to revitalize neighborhoods, some projects, such as those focused on "slum and blight" elimination, have been used in ways that displace lower-income residents. This can occur when revitalization efforts lead to gentrification, which raises housing costs and forces out long-time residents.
- **Risk of funding for non-essential projects:** The broad eligibility of CDBG funds has, in some cases, enabled local governments to fund non-critical projects like breweries or festivals, instead of focusing on core housing and anti-poverty initiatives.
- **Inadequate long-term impact measurement**: The program has been criticized for a lack of clear and consistent outcome measurements. Claims of success often rely on intermediate metrics like the number of jobs created, rather than providing robust evidence of meaningful, long-term improvements in the lives of low-income people.
- **Potential for weak enforcement**: Some jurisdictions that receive CDBG funding have been accused of maintaining exclusionary zoning and land-use practices that inhibit affordable housing development. The program has been criticized for not having stronger mechanisms to penalize or incentivize better practices.

HOME Investment Partnerships Program

The HOME Investment Partnerships Program is a federal block grant that provides states and localities with flexible funding for a wide range of affordable housing activities. While it gives communities significant control, the program also has limitations stemming from federal requirements and inconsistent funding.

Pros:

- **Flexibility for local needs**: As a block grant, HOME allows states and localities—called Participating Jurisdictions (PJs)—to decide which affordable housing initiatives to fund. This lets them tailor strategies to their specific community needs, focusing on areas like new construction, homebuyer assistance, or rental rehabilitation.
- **Encourages partnerships:** The program requires PJs to partner with Community Housing Development Organizations (CHDOs), a specific type of non-profit. This requirement builds the capacity of local non-profits and fosters collaboration in developing affordable housing.
- **Mobilizes matching funds:** PJs must provide a 25% match for every dollar of HOME funds they receive. This leveraging requirement mobilizes additional public and private resources for affordable housing projects, stretching federal dollars further.
- **Serves low-income households:** HOME funds are specifically targeted to households at or below 80% of the Area Median Income (AMI), with at least 90% of funds for rental projects going to those at or below 60% of the AMI. This ensures the program directly benefits those with the greatest housing needs.
- **Expands housing options:** HOME funds can be used for a wide variety of activities, including:
    - New construction and rehabilitation of rental housing
    - New construction and rehabilitation of owner-occupied housing
    - Direct financial assistance for homebuyers
    - Tenant-based rental assistance (TBRA)

Cons

- **Inconsistent funding levels:** The program has been plagued by inconsistent and declining funding over time, especially following the 2008 financial crisis. Cuts have reduced the number of affordable homes built or preserved, limiting the program's overall impact.
- **Administrative challenges for PJs:** PJs face administrative burdens, including a five-year deadline to spend allocated funds and detailed project-specific requirements, which can slow down the development process.
- **Matching fund hurdles:** The 25% matching requirement can be a challenge for cash-strapped PJs, especially for smaller or rural communities with limited revenue streams.
- **Can indirectly increase housing costs:** Studies have shown that some investments, particularly in conjunction with other block grants like CDBG, have been associated with neighborhood housing price increases. While this can indicate successful revitalization, it also raises concerns about potential displacement of low-income residents.
- **Program complexity and oversight:** While flexibility is a strength, it can also lead to challenges in program oversight. HUD must balance giving PJs discretion with ensuring funds are used prudently and for their intended purpose, which can be difficult to monitor effectively.

Low Income Housing Tax Credit program (LIHTC)

The Low-Income Housing Tax Credit (LIHTC) program is the largest source of new affordable housing in the U.S. and is crucial for creating and rehabilitating rental units for lower-income households. However, it has been criticized for its complexity, inefficiency, and limitations in addressing the full scope of housing needs.

Pros:

- **Encourages private investment.** The LIHTC program effectively leverages private capital to address a public need. By offering investors a dollar-for-dollar reduction in their federal tax liability, the program incentivizes participation in affordable housing development, which might not otherwise be profitable.
- **Expands affordable housing stock**. Since its inception in 1986, LIHTC has funded the construction or rehabilitation of millions of affordable rental units across the country. In some years, LIHTC-supported developments have accounted for a significant portion of all newly built multifamily housing.
- **Supports diverse project types.** The program can be used to fund the construction of new buildings, the rehabilitation of existing ones, and even the conversion of non-residential properties like motels or schools into multifamily housing.
- **Long-term affordability.** Properties funded through LIHTC are required to maintain affordability for a minimum of 30 years, often longer, ensuring the long-term availability of low-cost housing.
- **Combines with other funding.** LIHTC can be used alongside other financing sources, such as grants and loans, to cover project costs. For example, some developers use LIHTC in conjunction with tax-exempt bonds to fund projects.

Cons

- **Complexity and high costs.** The LIHTC program is notoriously complex and difficult to navigate, creating significant "soft costs" for developers and investors. The lengthy and bureaucratic process, often dictated by state-level Qualified Allocation Plans (QAPs), can lead to project delays and higher per-unit construction costs compared to market-rate projects.
- **Inefficient subsidy.** A substantial portion of the federal subsidy can be absorbed by the transaction costs of the program rather than benefiting the tenants. Studies have indicated that much of the financial benefit is captured by developers and investors rather than low-income households.
- **Vulnerability to market changes.** The program's reliance on corporate tax liabilities makes it susceptible to fluctuations in the market. When corporate taxes are cut, as they were in 2017, the value of tax credits can decrease, which can lower investment and affordable housing production.
- **Risk of losing affordability.** After the 30-year compliance period ends, property owners can seek to convert their units to market-rate rents. This creates a risk that thousands of affordable units could be lost from the housing stock over time, though some states enforce longer affordability requirements.
- **Potential for segregation and uneven distribution.** State housing agencies, which allocate the credits, have been criticized for sometimes approving LIHTC projects in ways that concentrate affordable housing in areas that are already segregated and lack access to economic opportunity. This can reinforce existing patterns of poverty.
- **Doesn't serve the lowest incomes.** While LIHTC projects provide affordable housing, the rents are not always affordable enough for the lowest-income households. Many residents require additional subsidies, such as housing vouchers, to afford the capped rents, limiting the program's effectiveness for the most vulnerable populations.

WA State Housing Trust Fund (HTF)

The Washington State Housing Trust Fund (HTF) is a critical source of financing for affordable housing projects, but like other government funding programs, it has both significant strengths and notable drawbacks.

Pros:

- **Flexible and versatile funding.** The HTF is used for a variety of affordable housing needs, including new construction and preservation of multifamily rental housing, emergency repairs, supportive housing, and homeownership assistance. This flexibility allows the state to address diverse housing challenges across urban and rural areas.
- **Serves the most vulnerable.** A key benefit is its focus on serving the lowest-income households, including those with special needs, individuals experiencing homelessness, seniors, and people with disabilities. HTF funding is often crucial for projects that are not financially viable through other funding streams, such as the Low-Income Housing Tax Credit (LIHTC).
- **Leverages additional investment.** The HTF is highly effective at attracting other public and private financing. For every dollar of HTF money invested, it leverages significant additional funding, maximizing the state's investment and allowing for more units to be built.
- **Prioritizes rural areas.** By statute, a certain percentage of the HTF's funds must be directed to rural areas, ensuring that less-populated communities also receive investments in affordable housing.
- **Supports non-profits and local governments.** HTF funding is administered through state grants and loans to local governments, housing authorities, and non-profit organizations. This strengthens the capacity of local partners to develop and manage affordable housing projects.

Cons:

- **Funding is insufficient to meet demand.** Despite recent record-level investments, the need for affordable housing in Washington State far outpaces the available HTF funding. In a recent funding cycle, less than half of the applicants received money, indicating that many viable projects miss out on necessary financing.
- **Subject to biennial budget battles.** As an appropriated fund, the level of HTF funding can fluctuate, depending on the state's political and economic climate during each two-year budget cycle. This creates a degree of unpredictability compared to dedicated funding sources.
- **Administrative challenges.** The fund's competitive application process and strict guidelines, while necessary for oversight, can be challenging for applicants to navigate. This may favor more experienced developers and potentially disadvantage smaller or newer community-based organizations.
- **Reliance on leveraging can be a weakness.** While leveraging other funds is a strength, it also means that the overall success of HTF-funded projects depends on the availability of other financing sources. If economic conditions change, and those additional funds dry up, some projects may be stalled or abandoned.
- **Competition for funds.** Because the HTF is often the primary source of state funding for low-income projects, the competition for funds is intense. This can cause delays for projects and limit the ability of the state to scale up affordable housing production rapidly enough to meet the growing need.

Connecting Housing to Infrastructure Program (CHIP)

The Washington State Connecting Housing to Infrastructure Program (CHIP) provides grants to local governments to cover the expensive infrastructure costs associated with new affordable housing projects. While the program helps to reduce a major financial barrier to development, it is hampered by limited funding and a competitive, project-by-project funding model.

Pros:

- **Reduces development costs.** The primary benefit of CHIP is that it removes a significant financial barrier to building affordable housing by funding the infrastructure needed to support it. This can include on-site and off-site water, sewer, and stormwater improvements, as well as waived system development charges.
- **Leverages additional funding.** By paying for infrastructure, CHIP makes projects more viable and ready for other funding sources, such as the Washington State Housing Trust Fund (HTF) or federal Low-Income Housing Tax Credits (LIHTC). In essence, it helps get projects "off the ground" so they can attract other investment.
- **Partnership-driven**. To receive CHIP funds, cities, counties, or public utility districts must partner with affordable housing developers. This encourages collaboration and aligns the goals of municipalities with those of housing providers.
- **Addresses a specific need.** The program directly targets a pain point for affordable housing development, especially in rural areas, where infrastructure improvements can be prohibitively expensive. It allows projects that might otherwise be abandoned to move forward.
- **Benefits local taxpayers.** When a local government uses CHIP funds to waive system development charges (SDCs) for affordable projects, the cost of that waiver is covered by the state grant, rather than by local taxpayers.

Cons:

- **Insufficient and competitive funding.** Demand for CHIP grants consistently outstrips available funding. For example, in 2024, the Department of Commerce received applications for over $48 million in infrastructure funding, but had only $12.7 million to award. This means many viable projects miss out on the financial assistance they need.
- **Focuses on symptoms, not root causes.** As one commentator noted, CHIP funding is provided on a "project-by-project basis" instead of helping jurisdictions proactively plan and invest in large-scale infrastructure projects that could support multiple affordable housing developments. While helpful, this model does not systematically address the high cost of infrastructure statewide.
- **Complicated and bureaucratic.** While the CHIP program has clear goals, the application process and requirements can be complex for applicants. For example, projects must meet specific criteria, such as being in a jurisdiction with a qualifying affordable housing tax and starting construction within 24 months of the award.
- **Uneven distribution of funds.** While the program prioritizes applicants outside of Seattle and King County, there is still intense competition, and smaller or less experienced local jurisdictions may face challenges competing with larger, more established applicants.
- **Contingent on state budgets.** The program's funding is determined by appropriations in the biennial State Capital Budget. This means that funding is not guaranteed and can fluctuate, making long-term planning difficult.

Bainbridge Island Housing Trust Fund (BIHTF)

The Bainbridge Island Housing Trust Fund (BIHTF) is a local funding source intended to support affordable housing development on Bainbridge Island. Like other local trusts, it offers flexibility to address specific local needs but is limited by a small funding base and competition with other regional initiatives.

Pros:

- **Flexible and versatile funding**: According to the Bainbridge Island Municipal Code, the fund can be used for a wide range of affordable housing activities, including:
    - Repair and rehabilitation for seniors and disabled residents.
    - Financial and technical assistance for qualified housing projects.
    - Assistance for non-profit and private organizations developing housing.
    - Financial aid for utility connections.
- **Addresses diverse local needs:** A 1998 Mayor's study noted that the fund targets moderate- and lower-income residents, such as "clerks, teachers, public employees, wait staff, artists, crafts people, skilled workers". This focus helps serve the local workforce, which is crucial for the island's economic health.
- **Encourages private investment:** The fund uses a public-private partnership model. A 2008 policy plan indicates that private donations are matched dollar-for-dollar by city general funds, which helps to leverage private giving for public good.
- **Supports non-profit partners:** The BIHTF provides assistance directly to non-profits, such as Housing Resources Bainbridge (HRB), and other developers to fund projects like the Wintergreen Townhomes.
- **Funds multiple housing types:** The fund's policy plan guides assistance for a range of housing types, including rental housing, homeownership opportunities, and transitional housing.
- **Supports community land trusts:** The BIHTF and city policies work in tandem with non-profits like Housing Resources Bainbridge, which operates as a community land trust. This model creates permanently affordable housing by retaining ownership of the land and controlling the resale price of homes.

Cons:

- **Limited funding sources:** The primary funding sources are private donations and city matches, as well as optional "fee-in-lieu" payments from developers. This model is more vulnerable to economic shifts and donor interest compared to dedicated, revenue-based funds. In 2019, for example, the fund had approximately $250,000 in unprogrammed funding, a relatively small amount given the island's high housing costs.
- **Competition for funds:** The fund's limited resources mean it cannot support every housing project on the island. The city's 2018 Affordable Housing Task Force Final Report noted that the island's affordable housing units accounted for only 3% of the total, a strong indicator that current programs are not meeting demand.
- **Vulnerability to high land values:** With Bainbridge Island's high property values, the BIHTF has a limited ability to purchase land outright or finance large-scale projects without relying on additional state or federal funding and other creative financing.
- **Program complexity and oversight:** The fund's management, including a citizen Executive Committee and oversight by the City Council, adds layers of bureaucracy and potential delays for projects. In 2018, an Affordable Housing Task Force noted issues with the "income criteria" of the existing program, indicating a need for review.
- **Inadequate to address the scale of the problem:** Bainbridge Island faces a significant affordability crisis, with a 2022 survey finding that the city was in the bottom 3% nationally for affordable housing availability. The BIHTF, while useful, is not large enough to single-handedly solve this problem and must be used in conjunction with other state and federal funding programs, such as the Washington State Housing Trust Fund.

Real Estate Excise Tax

Using revenue from a local Real Estate Excise Tax (REET) is a strategy Bainbridge Island, Washington, could potentially use to address its significant affordable housing crisis. Washington State law governs the uses of REET funds, primarily for capital projects, but recent legislative changes have expanded the ability for some jurisdictions to use it for affordable housing.

Pros:

- **Dedicated funding source**: REET provides a steady, dedicated revenue stream specifically tied to real estate transactions. This offers a more consistent and potentially larger funding source for affordable housing compared to relying solely on private donations or competitive state and federal grants.
- **Protects current vulnerable residents.** REET funding comes when ownership changes. Unlike property tax, REET minimizing displacement effects on current residents who bought their homes at a lower value and have experienced appreciation.
- **Funds critical needs:** REET funds can be used for the acquisition, construction, and rehabilitation of affordable housing units. New legislation also allows greater flexibility for using REET 1 funds for maintenance and operational support for existing affordable housing capital projects. This provides support throughout the housing life cycle.
- **Ties funding to development impact**: Since the tax is levied on real estate transactions, it can be argued that those benefiting from the real estate market contribute to mitigating its affordability challenges.
- **Potential to address the housing crisis:** Bainbridge Island faces a severe affordability crisis, with housing prices continuing to rise and limited housing inventory. A significant and dedicated funding source like REET could help make a measurable impact on the problem, potentially creating more units than smaller, existing programs alone.

Cons:

- **Volatility of revenue:** REET revenue is tied directly to the real estate market. During economic downturns or periods of slow market activity, the revenue stream could decrease significantly, impacting the stability and predictability of funding for affordable housing projects.
- **Tax burden on property transactions:** While usually paid by the seller, the REET is a tax on property transactions. In a less active market, it could potentially be seen as a disincentive to selling or as an added cost that could indirectly affect buyers through higher prices.
- **Legal restrictions and eligibility:** The use of REET for affordable housing is subject to specific state laws and limitations. While HB 1791 expanded allowable uses for REET 1 and 2, not all jurisdictions may be eligible for the 0.5% affordable housing REET option, and there are still rules about how much of REET 1 and 2 can be allocated for operations and maintenance. Bainbridge Island, as a city, can impose the local affordable housing REET only if Kitsap County has declared it will not impose it, or if the county hasn't imposed it by January 1, 2027.
- **Potential for political opposition:** Implementing or increasing a REET, even for a purpose like affordable housing, can face opposition from some residents or real estate interests who may view it as an additional tax burden.
- **May not be enough on its own:** While REET can provide a substantial amount of funding, the scale of Bainbridge Island's affordable housing crisis is significant. Even with REET revenue, the city would likely still need to leverage other state, federal, and local funding sources, and implement zoning changes, to meet the full demand for affordable housing. The median home price on Bainbridge Island reached $1,281,500 in August 2025

Sales Tax Increase

In Washington State, cities like Bainbridge Island can utilize the Housing & Related Services Sales Tax, an optional 0.1% sales and use tax, to fund affordable housing initiatives. If Kitsap County has not already imposed this tax, Bainbridge Island could implement it through a simple majority vote by the city council, though voter approval is also an option. Poulsbo, another city in Kitsap County, approved a 0.1% sales tax increase in 2024, expecting to raise $425,000 annually. This revenue would be used for projects like building cottages to house women and children.

Pros:

- **Dedicated Funding:** The tax provides a consistent source of revenue specifically for affordable housing and related services.
- **Supports Vulnerable Groups:** At least 60% of the funds must be used for creating or acquiring housing or behavioral health facilities for low-income populations (at or below 60% of the county median income), including people with disabilities, veterans, seniors, the homeless, youth, and domestic violence survivors.
- **Operational Costs:** The revenue can also cover the operation and maintenance expenses of new affordable housing units and facilities.
- **Behavioral Health and Services:** Remaining funds can be allocated to behavioral health treatment programs or housing-related services.
- **Access to State Funding:** Implementing the local sales tax can qualify jurisdictions for a larger share of the state's HB 1406 Affordable Housing Sales Tax Credit.
- **Councilmanic Option:** Since 2020, the city council can implement the tax with a simple majority vote, without requiring voter approval.

Cons:

- **Economic Sensitivity:** Sales tax revenue can be unpredictable due to fluctuations in the economy and consumer spending.
- **Regressive Nature:** Sales taxes can disproportionately affect lower-income households compared to higher-income households.
- **County Implementation:** If Kitsap County has already implemented the 0.1% tax, Bainbridge Island cannot but would receive its portion of the revenue.
- **Limited Impact:** A 0.1% sales tax might not generate enough revenue to fully address Bainbridge Island's significant affordable housing needs.
- **Competition:** Other cities in the county may also implement the tax, potentially creating competition for eligible projects and for residents seeking assistance.
- **Funding Restrictions:** The specific requirements for fund usage, such as income limits for beneficiaries and percentages for operations, could limit flexibility for certain projects.

Property Tax Increase – Housing Levy

Property tax is a potential funding source for affordable housing on Bainbridge Island, either through a voter-approved levy or through tax incentive programs. While it can provide substantial and consistent revenue, it also comes with notable drawbacks, including voter approval hurdles and potential burdens on residents.

Pros:

- **Significant and reliable revenue stream:** A property tax levy, like the ones used in Seattle, can generate substantial and predictable revenue over a fixed period (often seven to ten years). This consistency allows for long-term planning and investment in affordable housing projects.
- **Consistent tax base:** Property tax revenue is based on the value of a property and tends to be more stable than sales tax, which is dependent on consumer spending and can fluctuate with the economy.
- **Direct control:** A voter-approved levy gives the community direct control over how tax dollars are allocated and requires a clear plan for expenditures. In Bainbridge's case, this would require detailing how funds would address the affordable housing emergency on the island.
- **Can serve the lowest income households:** Unlike some programs with stricter income requirements, an affordable housing levy can be designed to create and preserve housing for very low-income households, including those experiencing homelessness.
- **Multi-use funding:** According to state law (RCW 84.52.105), levy funds can be used for programs that promote affordable homeownership, assist with owner-occupied home repair, or prevent foreclosure for low-income households.

Cons:

- **Requires voter approval:** A voter-approved levy is not guaranteed. A property tax increase can be a tough sell, especially in a community like Bainbridge Island with many retirees and families on limited and/or fixed incomes.
- **Regressive burden**: While property taxes are sometimes seen as a progressive tax, they can be regressive for vulnerable lower-income homeowners or those on fixed incomes. Landlords may also pass tax increases onto their renters. In Washington, senior citizens, people with disabilities, and veterans who meet certain income requirements may be exempt from levy increases.
- **Competition for tax dollars:** A property tax increase for affordable housing would compete with other potential tax requests for schools, parks, or other public services.
- **Can increase housing costs indirectly:** Incentivizing affordable development through property tax exemptions, like Bainbridge's Multifamily Property Tax Exemption (MFTE) program, shifts the tax burden to other property owners in the city and may accelerate housing unaffordability.
- **Limited scope for MFTE program:** Bainbridge Island already uses a partial property Multi-Family Tax Exemption program (MFTE) to incentivize affordable housing. However, this program is limited to specific areas and only for multifamily projects. It incentivizes, rather than directly funds, affordable housing.

Lodging Tax Increase

On Bainbridge Island, the lodging tax is primarily used to fund tourism promotion. However, Washington state law provides a path for lodging tax revenue to support affordable workforce housing under specific circumstances. The city could also choose to implement a new lodging tax specifically on short-term rentals (STRs) under recent legislation (ESSB 5576), with the explicit purpose of funding affordable housing.

Pros:

- **Dedicated revenue source**: The tax provides a consistent stream of revenue specifically from visitors, rather than placing a tax burden on local residents.
- **Links funding to tourism impact**: In communities with robust tourism, such as Bainbridge Island, the lodging tax helps connect the economic impact of tourism, which often leads to a rise in STRs and a reduction in long-term rental stock with a funding source to mitigate that impact.
- **Funds multiple affordable housing activities:** Depending on the specific tax authority used, lodging tax revenues can support various initiatives, including:
    - Acquisition and construction of affordable housing
    - Repaying bonds issued for affordable workforce housing
    - Operating costs for affordable or supportive housing
    - Supportive housing programs, temporary shelters, and housing infrastructure
- **Recent state legislation provides clear authority:** The passage of ESSB 5576, which allows a new lodging tax on STRs, removes ambiguity about how to use that specific revenue for affordable housing.
- **Targets a specific market segment:** A tax on STRs specifically addresses the conversion of permanent housing to transient lodging, a problem identified in many tourist-heavy communities.

Cons:

- **Limited funding scope for traditional lodging taxes:** Bainbridge Island's current 4% lodging tax is restricted to funding tourism-related facilities and promotion. Using it for affordable housing is only allowed for repaying bonds for "workforce housing within a half-mile of a transit station," which significantly limits its potential impact.
- **Vulnerability to economic shifts:** Lodging tax revenue is directly tied to tourism and travel trends. A decline in tourism, as seen during the COVID-19 pandemic, can result in a significant drop in revenue.
- **Potential for political opposition:** While proponents argue the tax is fair because tourists pay it, STR owners and operators may argue that it places an additional, unfair burden on their businesses, especially on smaller, owner-operated rentals.
- **Potential for weak enforcement**: Effectively taxing STRs requires robust enforcement, especially if exemptions are included. Some opponents argue that a new STR tax could be difficult to enforce and may not generate significant revenue.
- **Insufficient funding for the scale of the problem**: Bainbridge Island's affordable housing crisis is severe. Even with a new, dedicated lodging tax, the funds generated may not be sufficient to significantly address the scale of the need. For example, the city's annual lodging tax revenue in previous years has been around $214,000 to $345,000

In-Lieu Development Fees

On Bainbridge Island, in-lieu fees allow developers to pay a fee to the city's housing trust fund instead of providing the required number of affordable units within their projects. This approach has both benefits and drawbacks compared to mandatory on-site affordable housing.

Pros:

- **Flexible funding for targeted needs:** Funds from in-lieu fees can be collected into a housing trust fund and used more strategically than scattered on-site units. On Bainbridge Island, these funds can be allocated to projects that address specific needs, such as supportive housing for individuals with disabilities, or to assist with critical repairs for existing low-income homeowners.
- **Greater number of affordable units:** In-lieu fees, if properly calculated and deployed, can sometimes produce more affordable units off-site than on-site. A non-profit affordable housing developer can leverage the funding with other sources, like tax credits, to build a larger number of units in a less costly location.
- **Maintains financial feasibility for developers:** In expensive real estate markets like Bainbridge Island, the cost of building on-site affordable units can be prohibitive for developers and may jeopardize the financial viability of a project. The in-lieu fee provides a more predictable and manageable cost for the developer.
- **Prevents "poor doors" and promotes integration:** When affordable units are built on-site, they are sometimes physically segregated from market-rate units, creating a "poor door" phenomenon. Off-site units, funded by in-lieu fees, can avoid this issue, although community integration is not guaranteed.

Cons:

- **Potential for reduced affordable housing development:** If the in-lieu fee is set too low, developers may choose to pay the fee rather than build affordable units, resulting in a net decrease of affordable housing units overall. On Bainbridge, the city has faced challenges with its voluntary affordable housing program, which includes an optional fee-in-lieu for certain lots.
- **Loss of on-site integration:** Critics of in-lieu fees argue that they can lead to the concentration of affordable housing in lower-income areas and reduce the economic diversity of market-rate developments. This can exacerbate existing patterns of segregation rather than promoting mixed-income communities.
- **Dependence on external factors:** For in-lieu fees to be effective, a city needs a strong system in place, including:
  - Sufficient staff capacity to manage the fund and projects
  - Partner organizations, like non-profit housing developers, to build the units
  - The availability of other financing sources to leverage the fees
- **High land costs can limit effectiveness:** On Bainbridge Island, the high cost of land poses a challenge for any affordable housing strategy, including those funded by in-lieu fees. The fund must accumulate enough revenue to overcome the high acquisition and construction costs.
- **Can be difficult to set the fee correctly:** Determining the appropriate fee requires a careful economic analysis. If it is too low, developers will always choose the fee. If it is too high, it could make development of any kind unfeasible.

Transfer Development Rights (TDRs)

Transfer of Development Rights (TDR) is a market-based tool that can be used to promote affordable housing on Bainbridge Island. The mechanism relocates development potential from designated “sending areas,” where a community wants to preserve existing land uses, to “receiving areas,” where higher density is desired. This program was previously developed but recently suspended by COBI.

Pros:

- **Preserves existing affordable housing:** A TDR program can be designed to allow property owners of existing affordable housing, such as mobile home parks, to sell their unused development rights. This provides revenue for the current owner and helps preserve the housing, protecting it from redevelopment.
- **Funds affordable housing preservation and rehabilitation**: As seen in Seattle's TDR program, the funds generated from selling TDRs can be used to preserve and rehabilitate affordable housing, extending its lifespan.
- **Encourages density in appropriate areas:** TDR programs, when structured effectively, can channel growth toward designated receiving areas, such as the Winslow area on Bainbridge Island. This focuses density in areas with existing infrastructure and supports a more walkable, compact community.
- **Leverages private investment for public good:** The program uses private market transactions to achieve a public goal without relying solely on tax revenue. It compensates owners who forgo development in sending areas and provides incentives for developers to build in receiving areas.
- **Supports multiple community goals:** TDR is a flexible tool that can also be used to achieve other community goals, such as preserving rural and open spaces, protecting historic landmarks, and reducing sprawl.
- **Preserves water and minimizes environmental impacts,** groundwater recharge capability protection.

Cons:

- **Difficulty in creating an effective market:** The success of TDR depends on a healthy and active market for development rights. This requires strong demand for increased density in the receiving areas. However, opposition from residents in receiving areas can limit the demand for TDRs and stifle the program.
- **Program complexity:** TDR programs can be complex and difficult to design and administer. They require significant upfront planning, ongoing management, and careful balancing of incentives.
- **Potential for limited impact:** In Washington State, some TDR programs, including those in Seattle and King County, have been criticized for being ineffective in practice due to restrictions and high costs. This suggests that a TDR program on Bainbridge Island might yield limited results if not designed carefully.
- **Can be difficult to balance competing incentives:** Bainbridge Island would need to ensure that the TDR program doesn't undermine other affordable housing incentives, such as density bonuses. The two systems must be carefully calibrated to avoid creating conflicts.
- **Vulnerability to market fluctuations:** The TDR market is reliant on developer interest and a healthy real estate market. During economic downturns, demand for TDRs can decrease, undermining the program.
- **High land costs:** Bainbridge Island’s high property values pose a challenge for any affordable housing strategy. A TDR program might need to generate significant financial value to be competitive in a high-cost market.

USDA Homeownership Direct Loan Program (Section 502)

The USDA 502 Direct Loan Program is likely an unviable option for affordable housing programs on Bainbridge Island due to geographic restrictions. The program is designed for very low- and low-income buyers in specific rural areas, and Bainbridge Island and most of its immediate surroundings are ineligible

Pros:

- **Low-interest financing:** Direct loans offer subsidized, fixed interest rates as low as 1% based on household income, making homeownership significantly more affordable.
- **No down payment:** Borrowers are not required to make a down payment, removing a major barrier for low-income buyers.
- **No mortgage insurance:** Direct loans do not require private mortgage insurance (PMI), reducing monthly payments.
- **Flexible credit standards:** The program has more lenient credit requirements than conventional loans, enabling people with less-than-perfect credit to qualify.
- **Extended repayment terms:** Longer repayment terms, up to 38 years for very-low-income borrowers, can reduce monthly mortgage payments.
- **Renovation costs can be financed**: Funds can be used to purchase, repair, renovate, or relocate a home, helping to create or improve affordable housing stock.

Cons:

- **Ineligible location**: The most significant drawback is that Bainbridge Island is not considered a rural area by the USDA for this program. This makes it impossible for most affordable housing programs on the island to utilize Section 502 financing.
- **Limited availability**: The USDA 502 Direct Loan Program is for individuals, not developers or affordable housing organizations. It is the individual, very low-income homebuyer who applies for the direct loan, which must be their primary residence. Other USDA programs exist for developers, but Section 502 is not for building large-scale affordable housing units.
- **Low-income limits**: The direct loan program has strict income limits, capping eligibility at very low or low income. This is a much lower threshold than for the USDA guaranteed loan program.
- **Longer processing times**: Because the loans are handled directly by the USDA rather than through a private lender, the underwriting and closing processes can take longer than conventional loans.
- **Upfront and annual fees**: While lacking mortgage insurance, the USDA program charges both an upfront guaranteed fee (1%) and an annual fee (0.35%).
- **No investment properties**: The loans are only for primary residences and cannot be used for income-producing properties, limiting their use in certain affordable housing models.

Mandatory Inclusionary Zoning

A mandatory inclusionary zoning (IZ) policy for Bainbridge Island has strong arguments both for and against it. It would likely increase the number of affordable units and create mixed-income neighborhoods, but it also carries the risk of deterring some new development and increasing market-rate housing costs.

Pros:

- **Increases affordable housing supply**: In a strong market like Bainbridge Island, mandatory IZ is a reliable tool to generate new affordable units. Evidence from cities nationwide and in the Puget Sound region shows that mandatory programs produce more affordable housing than voluntary ones. Washington state law requires these units to be affordable for at least 50 years, securing long-term benefits.
- **Creates economically diverse communities:** IZ integrates affordable units directly into market-rate developments, promoting mixed-income neighborhoods across the island. This can help counter the effects of exclusionary zoning and reduce income segregation. Local nonprofit Housing Resources Bainbridge (HRB) supports this integrated approach.
- **Leverages private investment**: The policy uses the value created by new market-rate development to finance affordable housing, reducing the need for direct public subsidies. Developers absorb the cost, often in exchange for incentives like density bonuses.
- **Places affordable units in high-opportunity areas**: By tying affordable units to new development, IZ ensures that lower-income households can live in areas with better access to jobs, schools, amenities, and transit.
- **Offers developer flexibility:** A well-designed mandatory program can give developers options to meet the requirement, such as building affordable units on-site, paying an in-lieu fee, or constructing units off-site. This flexibility, combined with density bonuses and other incentives, can make projects viable.
- **Helps meet housing targets:** State legislation (HB 1220) requires Bainbridge Island to plan for housing across all income levels. Mandatory IZ helps satisfy this requirement by ensuring that new development contributes to affordable housing goals.

Cons:

- **Risk of reduced housing production:** If the required affordability percentage is too high and incentives (like density bonuses) do not adequately offset the costs, developers may find new projects financially unfeasible. This could slow down overall housing construction, including market-rate units.
- **Potential increase in market-rate prices:** To compensate for the cost of providing affordable units, developers may increase the price of the market-rate homes in the development. This could place a greater burden on other market-rate buyers and renters.
- **Dependence on market conditions:** The effectiveness of IZ is tied to a strong housing market with active new construction. While Bainbridge Island has a robust market, a significant economic downturn could stall development and, in turn, the production of new affordable units.
- **Administrative complexity**: Implementing and managing a mandatory IZ program is complex. The city would need dedicated staff and resources to administer the policy, monitor compliance, and ensure units remain affordable long-term through covenants.
- **Potential for legal challenges:** Critics sometimes argue that IZ is an unconstitutional "taking" of private property. To defend against these claims, cities must conduct "nexus studies" to demonstrate the need for affordable housing generated by new development and ensure requirements are proportional.
- **Limited scope and depth:** IZ is not a complete solution to a housing crisis. The number of units produced is typically modest relative to overall need. While it helps moderate-income households, it may not produce a significant number of units affordable to the lowest-income residents without additional subsidies.
- **Potential for unintended consequences**: In some areas, IZ can incentivize the demolition of older, less expensive buildings to make way for new developments that contain fewer, overall higher-priced units. However, this risk is mitigated when IZ is used alongside upzoning and careful planning.

References

Federal programs

U.S. Department of Housing and Urban Development (HUD): The ultimate source for information on federal housing programs like CDBG and HOME. HUD publishes program rules, funding announcements, and statistics on program outcomes. [4, 5]

HUD User: A website managed by HUD that provides data, research, and technical assistance related to housing programs. This resource is valuable for understanding the specifics of CDBG and HOME, including eligibility and spending requirements. [4, 5]

Washington State Housing Finance Commission (WSHFC):g The WSHFC is the primary state entity that administers federal tax credit programs, including LIHTC, in Washington. The commission’s website provides program details, application information, and Qualified Allocation Plans. [6, 7]

HUD User: A website managed by HUD that provides data, research, and technical assistance related to housing programs. This resource is valuable for understanding the specifics of CDBG and HOME, including eligibility and spending requirements. [24, 25]

WSHFC: The primary state entity that administers federal tax credit programs, including LIHTC, in Washington. The commission’s website provides program details, application information, and Qualified Allocation Plans. [26, 27]

State of Washington programs and legislation

Washington State Department of Commerce: The Department of Commerce is the state agency responsible for implementing and overseeing many of Washington's affordable housing initiatives. Its website provides guidance on programs like:

- HB 1220: Provides guidance and requirements for jurisdictions to meet their housing planning goals. [1]
- Connecting Housing to Infrastructure Program (CHIP): Outlines program rules and funding opportunities for infrastructure grants. [9, 10]
- Washington State Housing Trust Fund (HTF): Provides details on funding cycles, priorities, and requirements for HTF-funded projects. [8]

Affordable Housing Action: A non-profit organization that advocates for affordable housing policies in Washington State. It provides analysis and information on legislative changes, such as the expansion of REET flexibility via HB 1791. [15]

Bainbridge Island, WA resources

City of Bainbridge Island: The city's website and municipal code contain official information on local affordable housing policies and programs, including:

- Bainbridge Island Municipal Code: Outlines the legal framework for the city's housing trust fund and other related regulations. [11]
- Affordable Housing Task Force Final Report (2018): Provides a comprehensive overview of the city's affordable housing challenges and recommendations for addressing them. [14]
- Housing Resources Bainbridge: Information about the city's long-standing non-profit partner in affordable housing, including specific projects like Wintergreen Townhomes. [11]
- Comprehensive Plan: Chapter 15 of the city's plan details the TDR program and its goals. [17]
- Bainbridge Island Housing Trust Fund: Information on the purpose, funding sources, and uses of the trust fund. [11, 12]

REET (Real Estate Excise Tax) examples

City of Seattle Office of Housing: Seattle's Office of Housing has advocated for using REET as a dedicated funding source and has published analyses on its potential revenue generation for affordable housing. [15]

Kirkland, WA: The City of Kirkland's website provides documentation demonstrating its use of local REET 2 funds for affordable housing projects in partnership with ARCH. [15]

San Juan County, WA: Provides details on a special 0.5% REET for affordable housing authorized by prior state legislation. [15]

Sales tax examples

Kitsap Sun: The Kitsap Sun news site reported on the successful implementation of a 0.1% sales tax increase for affordable housing in the city of Poulsbo in 2024. [13]

TDR (Transfer of Development Rights) examples

City of Bainbridge Island: The Bainbridge Island Comprehensive Plan (Chapter 15) outlines the city's TDR program and its application for affordable housing and land preservation. [17]

General resources

Washington State Association of Cities (WSAC): An organization that represents cities and towns across Washington. Its website provides legislative updates and guidance on programs like the short-term rental tax (ESSB 5576). [13, 16]

References

- **Puget Sound Regional Council (PSRC):** The PSRC provides information on its "Housing Innovations Program," detailing how inclusionary zoning (IZ) works in Washington, including long-term affordability requirements (RCW 36.70A.540), incentives like density bonuses, and the potential for mandatory programs based on local market conditions.
- **Municipal Research and Services Center (MRSC):** MRSC, a Washington-focused resource for local governments, offers insights on inclusionary zoning pros and cons and provides context on the history of IZ in the state, referencing examples like Redmond.
- **Urban Institute:** The Urban Institute provided research on the effectiveness and challenges of IZ, including how it functions alongside broader housing policies.
- **National Housing Conference (NHC):** The NHC offered perspectives on the legal and political challenges of implementing IZ, noting arguments made by critics and strategies for successful implementation.
- **MasterClass:** This source presented a balanced overview of the pros and cons of IZ, discussing community integration benefits and the potential for discouraging multifamily housing.
- **Mercatus Center**
- **:** This source provided a critical analysis of IZ, arguing that it may hurt more than it helps by potentially restricting housing supply and increasing market-rate prices, even though it can benefit a small number of households.
- **InclusionaryHousing.org:** This website provided background information on IZ policies, including their prevalence and impact nationwide.

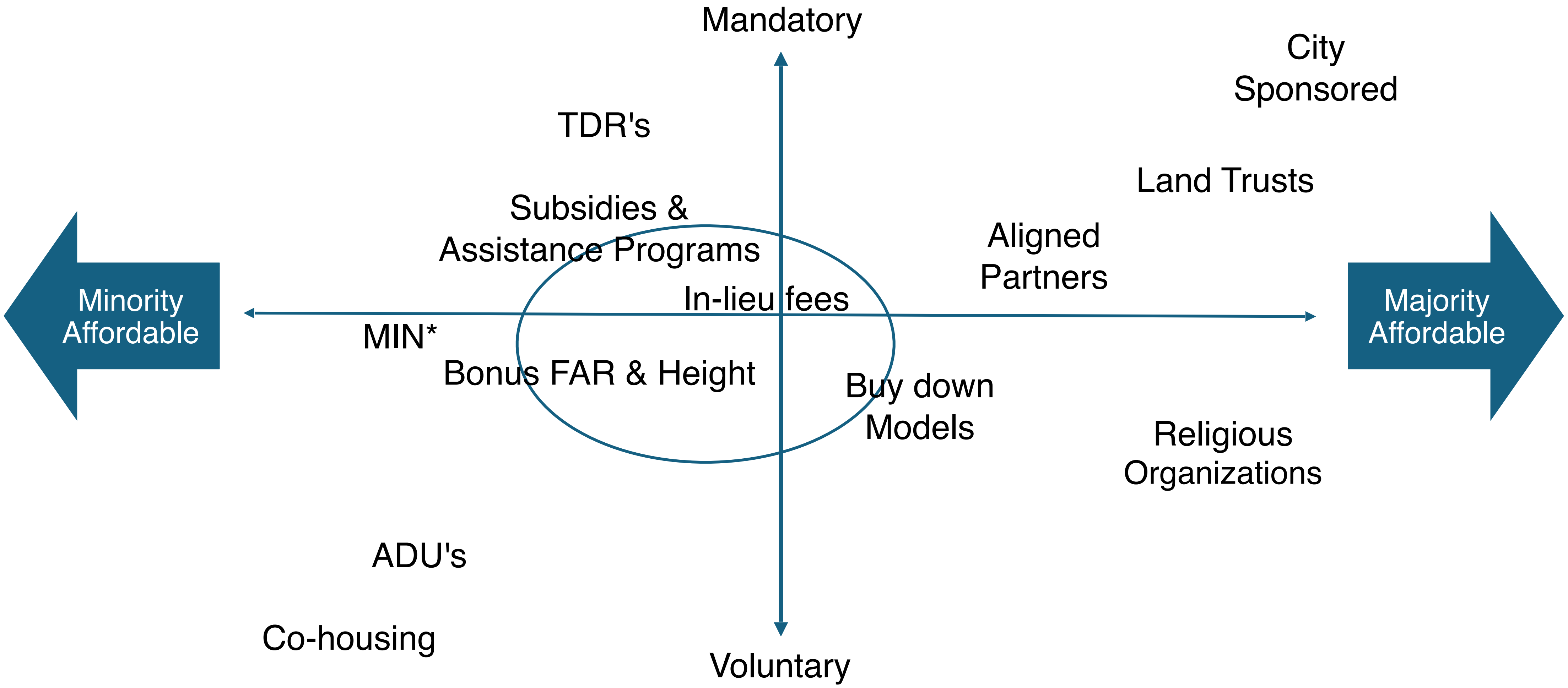
Policies to Review

- **Affordable Housing Overlay Zone**
- Affordable_Housing_Overlay_Zones_Oakley.pdf
- **Housing Trust Fund**
- Everett Affordable Housing Trust Fund 2060 Funds
- Kirkland 112.30.4.c - The payment obligation shall be established prior to issuance of any building permits for the project and shall be due prior to issuance of any certificate of occupancy for the project. Collected payments shall be deposited in the City's Housing Trust Fund account.
- **In – Lieu Fee For Developers**
  Issaquah Ch. 18.514
- Kirkland 112.15.4
- Redmond Section 21.20.050
- Seattle Chapter 23.58C
- **Inclusionary Zoning Policies:**
- Issaquah
- Kirkland
- Mount Vernon
- Seattle
- Portland Oregon - https://www.portland.gov/phb/inclusionary-housing/affordability-requirements
- Marin County - https://www.marincounty.gov/departments/cda/housing-and-grants/creating-housing/affordable-housing-policies-and-fees/inclusionary-policy-and-lieu-fee

Housing Typology Code Samples to Review

- **Middle Housing Model Ordinance – OFM Guide**
  - https://deptofcommerce.app.box.com/s/iik8a7qrb7wkh76obfxpbgs9hzv8ctzy
- **Accessory Dwelling Unit – OFM Guide**
  - https://deptofcommerce.app.box.com/s/cnuqx6zm0zvkuzmu2a4lbox2iwdielg6
- **Co Housing Ordinance**
- Bellingham 10.10.048
  - College Place:
    - CHAPTER 14.50
    - CHAPTER 14.60
- Olympia:
  - Chapter 18.04 – See 18.04.060.F
  - Chapter 18.56 – See 18.56.160

Tools & Programs



*My Island Neighbor (proposed)

AHA Program Details - In Lieu Fee

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

How close loopholes for LEED, etc.?
REET options?

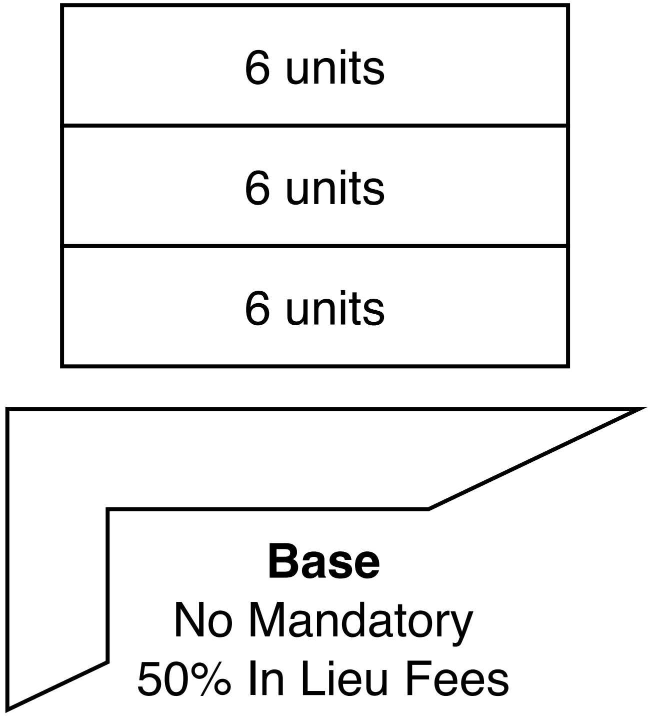
Assumptions for calculations *(illustrative only; not based on Bainbridge-specific conditions)*

- The maximum housing expense affordable to a household making the area median income is $1,500 per month.
- The project is a 100-unit rental development with an average unit size of 1,000 square feet.
- The jurisdiction policy is that 10 percent of rental units must be affordable to those making 50 percent of AMI.
- The capitalization rate is 5 percent. More like 7%
- The cost to construct one unit of housing is $250,000. More like $500K
- Monthly operating expenses (e.g., owner-paid utilities, fire insurance, and trash removal) are $5,000 per unit per year.

In Lieu Fee calculation methods *(example only)*

Affordability Gap Method	Production Cost Method	Indexed Based on Project Characteristics
Affordability Gap Method "Difference between fair market price of unit and what renters/owners in each AMI range can afford"	**Production Cost Method** "Difference between cost of developing affordable unit and what renters/owners in each AMI range can afford"	**Indexed Based on Project Characteristics** "Product of a square foot charge and the gross floor area; per-project framework"
• Rent loss per unit per month: $1,500 – $750 = $750 • Rent loss per year: $750 x 12 = $9,000 • Rent loss divided by capitalization rate: $9,000 / 0.05 = $180,000 • **In-lieu fee per unit = $180,000** $128,571	• Maximum housing expense per month: $750 • Operating, administrative, and maintenance expenses: $5,000 (annually); $417 (monthly) • Net operating income per month: $750 – $417 = $333 • Net operating income per year: $333 x 12 = $3,996 • Capitalized value: $3,996 / 0.05 = $79,920 • **In-lieu fee per unit: $250,000 – $79,920 = $170,080**	• Total square footage: 100 units x 1,000 sq. ft. = 100,000 sq. ft. • Square footage x fee rate: 100,000 x $10.82 = $1,082,000 • **In-lieu fee per unit: $1,082,000 / 10 = $108,200**

BI Appropriate In Lieu Fees



$500 / sq ft for 50% total

18 units * 1000 Sq. Ft. = 18,000 Sq. Ft.
18,000 Sq. Ft. * $500/Sq. Ft. * 0.5 =
$4.5M

In Lieu Fees = $4.5M

BI Appropriate In Lieu Fees

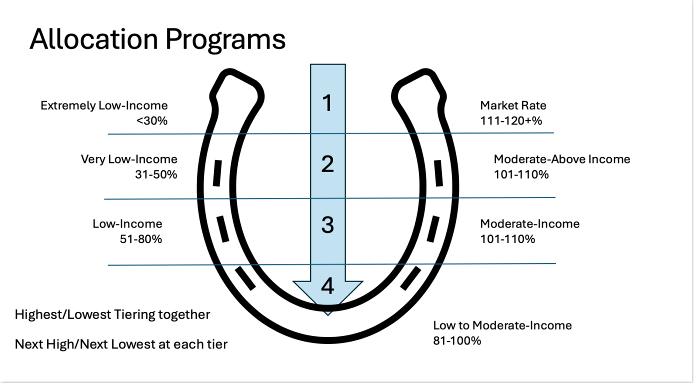
Unit Blend: Tiers 1, 2, 3, 4
12 units * 1000 Sq. Ft. = 12,000 Sq. Ft.
12,000 Sq. Ft. * $500/Sq. Ft. = $6.0M
Buyout to Developer = $6.0M

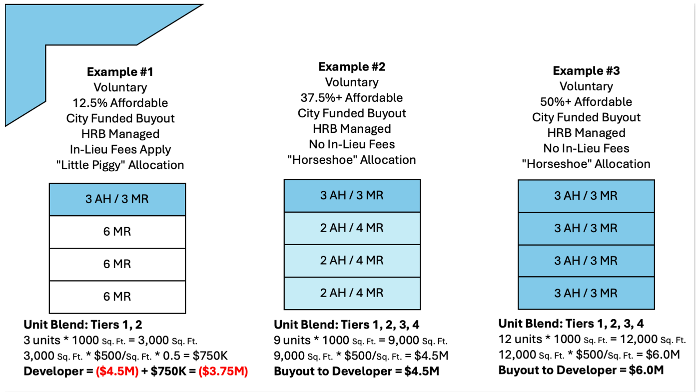
3 AH / 3 MR
3 AH / 3 MR
3 AH / 3 MR
3 AH / 3 MR

Bonus
Voluntary
50%+ Affordable
City Funded Buyout
HRB Managed
Permanent Housing
No In-Lieu Fees
"Horseshoe" Allocation

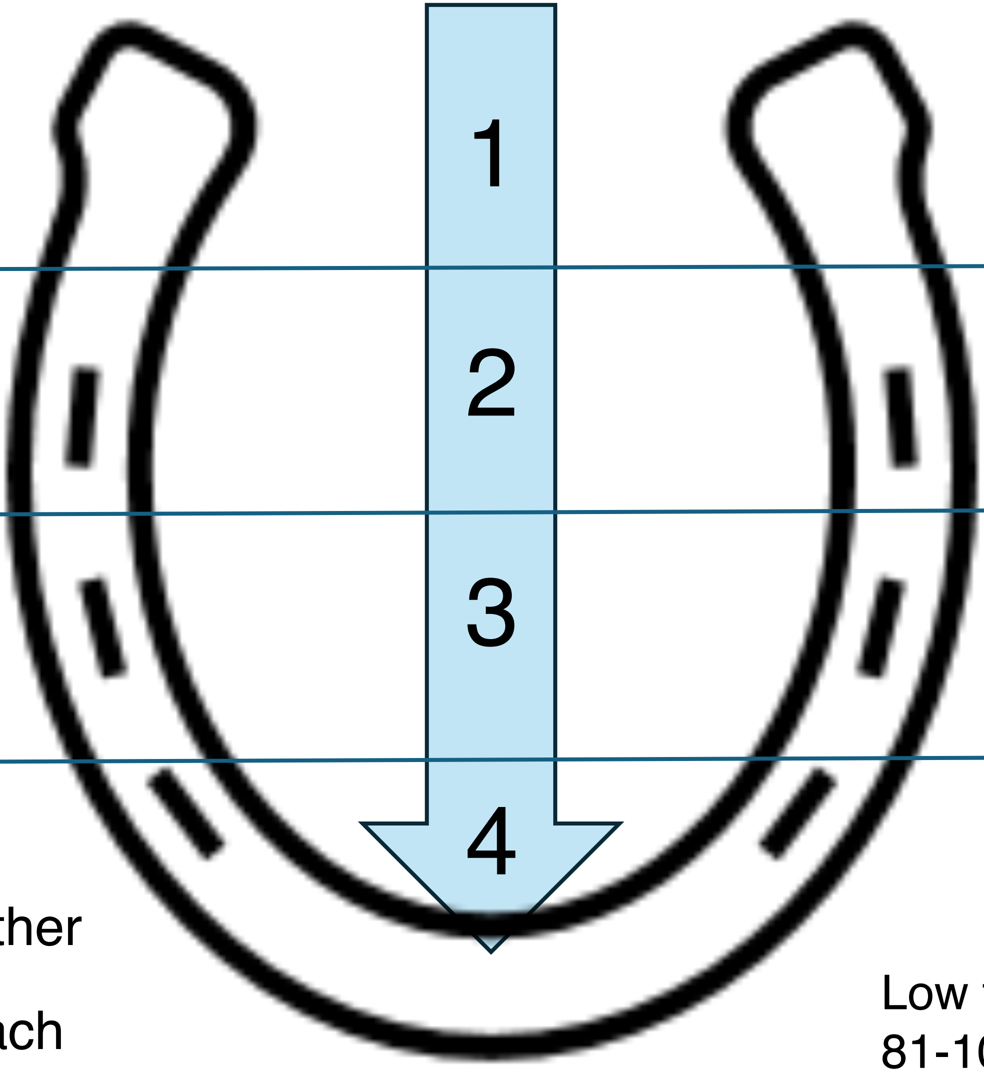
Base
No Mandatory
50% In Lieu Fees

$500 / sq ft for 50% total





Allocation Programs



Extremely Low-Income
<30%

Very Low-Income
31-50%

Low-Income
51-80%

Market Rate
111-120+%

Moderate-Above Income
101-110%

Moderate-Income
101-110%

Low to Moderate-Income
81-100%

Highest/Lowest Tiering together

Next High/Next Lowest at each tier

BI Appropriate In Lieu Fees – Continued

Example #1
Voluntary
12.5% Affordable
City Funded Buyout
HRB Managed
In-Lieu Fees Apply
"Little Piggy" Allocation

3 AH / 3 MR
6 MR
6 MR
6 MR

Unit Blend: Tiers 1, 2
3 units * 1000 Sq. Ft. = 3,000 Sq. Ft.
3,000 Sq. Ft. * $500/Sq. Ft. * 0.5 = $750K
Developer = ($4.5M) + $750K = ($3.75M)

Example #2
Voluntary
37.5%+ Affordable
City Funded Buyout
HRB Managed
No In-Lieu Fees
"Horseshoe" Allocation

3 AH / 3 MR
2 AH / 4 MR
2 AH / 4 MR
2 AH / 4 MR

Unit Blend: Tiers 1, 2, 3, 4
9 units * 1000 Sq. Ft. = 9,000 Sq. Ft.
9,000 Sq. Ft. * $500/Sq. Ft. = $4.5M
Buyout to Developer = $4.5M

Example #3
Voluntary
50%+ Affordable
City Funded Buyout
HRB Managed
No In-Lieu Fees
"Horseshoe" Allocation

3 AH / 3 MR
3 AH / 3 MR
3 AH / 3 MR
3 AH / 3 MR

Unit Blend: Tiers 1, 2, 3, 4
12 units * 1000 Sq. Ft. = 12,000 Sq. Ft.
12,000 Sq. Ft. * $500/Sq. Ft. = $6.0M
Buyout to Developer = $6.0M

Appropriate In Lieu Fees

Backfill
Add New from Existing Capacity
ADU's
Conversion/Remodel/Redevelop

Bonus
Voluntary
50%+ Affordable
City Reimbursed
HRB Managed

No In-Lieu Fees
"Horseshoe" Allocation

Base
No Mandatory
50% In Lieu Fees

$500 / sq ft for 50% total

"My Island Neighbor" Program

ADU Program for Bainbridge Island
This program is designed to incentivize homeowners on Bainbridge Island to create new affordable housing units by leveraging their private property. By providing a mix of financial and technical support, the program lowers the barriers to ADU construction and ensures new rental units remain affordable for income-qualified individuals and families. The program is built on a strong partnership between the City of Bainbridge Island, the Bainbridge Island Housing Trust Fund, and local non-profits like Housing Resources Bainbridge (HRB).

Program overview
Homeowners can apply to be part of the "My Island Neighbor" program, committing to build and rent an Accessory Dwelling Unit (ADU) to a tenant earning at or below 80% of the Area Median Income (AMI). In exchange, they receive a package of financial and technical incentives to offset construction and maintenance costs. The program would be managed by the City, with tenant qualification and support provided by HRB.

Sample Program:

For concept demonstration purposes only!

"My Island Neighbor" Program

Homeowner Eligibility and requirements

- Must be the primary resident of the property on which the ADU is built.
- Must enter into a minimum 15-year rental agreement with the City, committing to long-term affordability.
- Must maintain the ADU in good condition, passing regular inspections.
- Must provide documentation proving the ADU is rented to an income-qualified individual or family, verified annually by HRB.
- Must complete a "Landlord Education" course to understand best practices for renting to low-income tenants.

Tenant Eligibility and Requirements:

- Must earn at or below 80% of the AMI, verified by HRB.
- Rents would be capped at the HUD fair market rent for the unit size.

Sample Program:

For concept demonstration purposes only!

"My Island Neighbor" Program

Incentives for homeowners

- Construction cost reimbursement: Participating homeowners can receive a grant or forgivable loan of up to $50,000 to be used for ADU construction, tied to the affordability agreement. This reduces the upfront financial burden for homeowners.
- Property tax credits: Through a potential state-level legislative change or local property tax program, homeowners who participate in "My Island Neighbor" could receive an annual property tax credit for the portion of their property with the ADU. The state Department of Revenue already offers property tax assistance programs that could serve as a model for this incentive.
- Waived fees: The City of Bainbridge Island could waive system development charges (SDCs), building permit fees, and utility hookup fees for program participants. This is an existing incentive allowed under state law.
- Optional rental income subsidy: For homeowners renting to extremely low-income individuals (at or below 30% AMI), the City could provide an additional rental income payment to ensure rent affordability while providing a sustainable income stream for the homeowner.
- Access to pre-approved plans: Homeowners can use the free, pre-approved ADU building plans available through the Kitsap Regional Coordinating Council, which the city is already participating in.

Sample Program:

For concept demonstration purposes only!

"My Island Neighbor" Program

Program administration

- City of Bainbridge Island: Would oversee the program, providing funding through a dedicated portion of the Bainbridge Island Housing Trust Fund. The City would manage the application process, grant dispersal, and track the long-term affordability covenants.
- Housing Resources Bainbridge (HRB): Would manage the tenant qualification process, certify income eligibility, and assist homeowners with tenant matching. HRB would also provide a vital support system for both the homeowner and the tenant, ensuring a successful rental experience.
- Oversight committee: An oversight committee would be established, consisting of city staff, HRB representatives, and potentially a private lender or CDFI, to manage the program and ensure compliance.

Sample Program:

For concept demonstration purposes only!

"My Island Neighbor" Program

Implementation steps:

1. Ordinance creation and funding: The City Council would pass an ordinance to create the program, authorize the use of Housing Trust Funds, and approve any local fee waivers.
2. Marketing and outreach: The City and HRB would launch a targeted outreach campaign to educate homeowners on the program's benefits and requirements, especially in areas with potential for ADU development.
3. Application and review: Homeowners would submit an application to the City, including their property information and commitment to the program.
4. Project development: Once approved, homeowners would utilize the pre-approved plans, secure additional financing if needed, and begin the permitting and construction process.
5. Tenant placement and oversight: Upon completion, HRB would facilitate tenant placement and begin annual income verification and unit inspections to ensure ongoing compliance.

Sample Program:

For concept demonstration purposes only!

"My Island Neighbor" Program

Potential funding sources

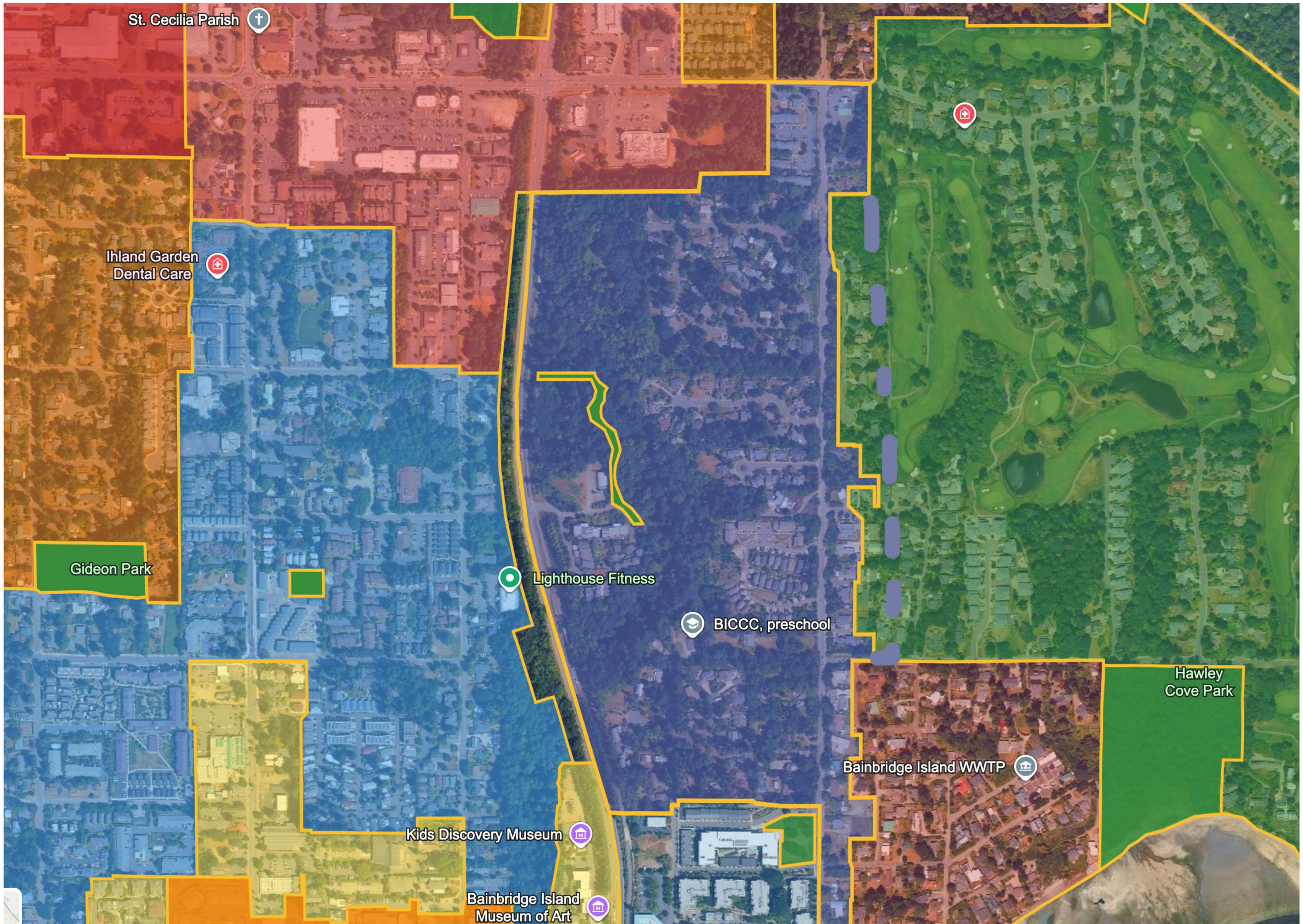
- **Housing Trust Fund:** A primary funding source for the grant and forgivable loan component of the program.
- **Local sales tax:** If implemented, the 0.1% local sales tax could be a consistent source of funding for the program's incentives.
- **State grants**: Apply for state grants, like the Connecting Housing to Infrastructure Program (CHIP), to further support infrastructure costs.
- **Partner with Community Development Financial Institutions** for financing options that homeowners can access to bridge funding gaps.

Sample Program:

For concept demonstration purposes only!

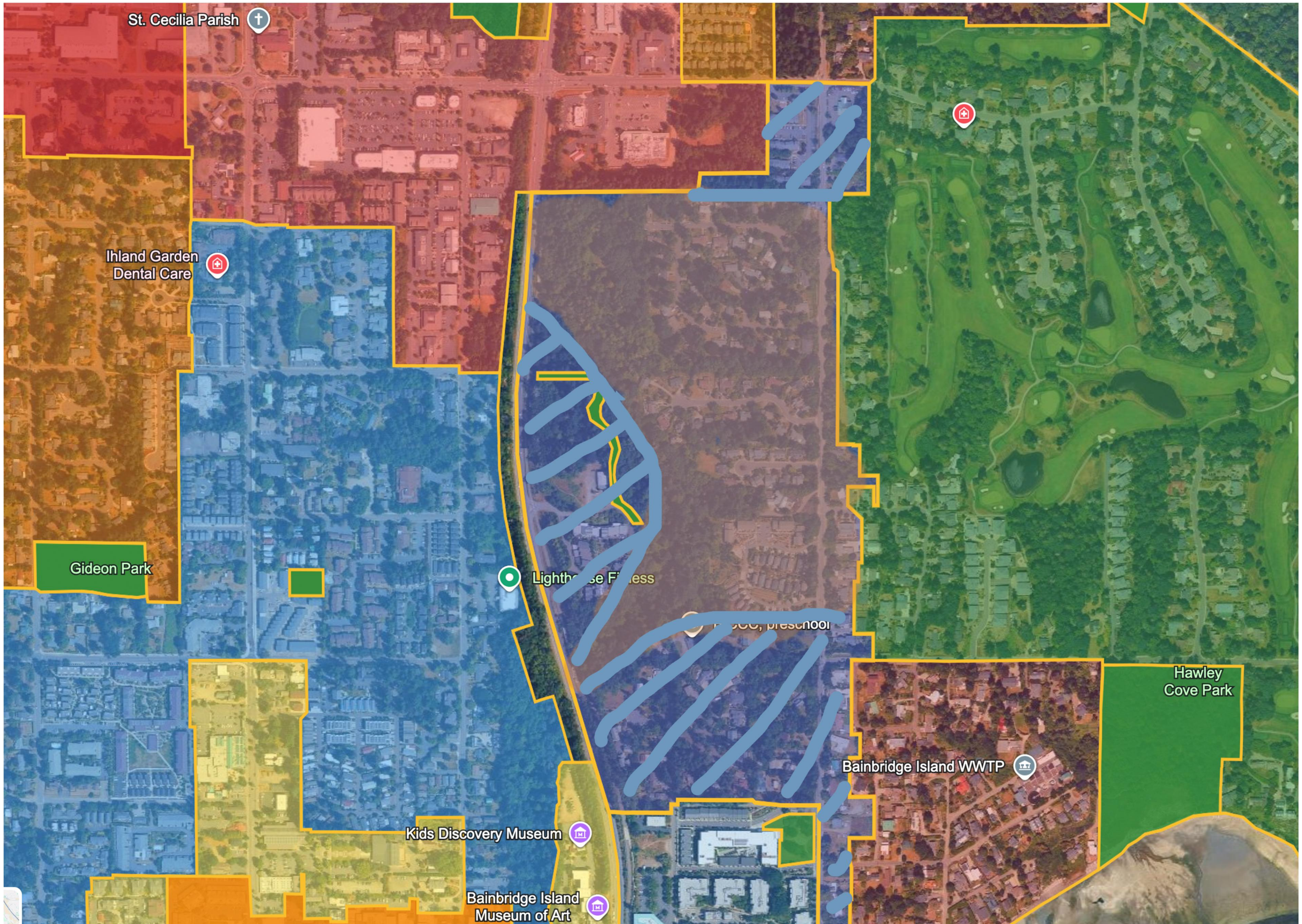
					"Missing Middle" Types (4 stories or less)										
Zone	Mid-Rise Multifamily (4-5 stories)	Mid-Rise Mixed Use (4-5 stories)	Low-Rise Multifamily (4 stories or less)	Low-Rise Mixed Use (4 stories or less)	Multiplex: Large Scale (9-18 units)	Triplex: Stacked (live/work possible)	Multiplex: Medium (5-8 units; live/work possible)	Courtyard Building (live/work possible)	Townhouse (live/work possible)	Cottage Court	Fourplex: Stacked	Duplex: Stacked	Duplex: Side-By-Side	Accessory Dwelling Unit (ADU)	Detached Single-Family House
Ferry Urban Center T-5.5	✅	✅	❌	❌	✅	✅	✅	✅	✅	❌	❌	❌	❌	❌	❌
High School Urban Center T-5.5	✅	✅	✅	✅	✅	✅	✅	✅	✅	❌	❌	❌	❌	❌	❌
Core Urban Center T-5.0	✅	✅	✅	✅	✅	✅	✅	✅	✅	❌	❌	❌	❌	❌	❌
Winslow Way Overlay	❌	✅	❌	✅	❌	❌	❌	❌	❌	❌	❌	❌	❌	❌	❌
Madison / Connection Urban Transition T-4.5	❌	❌	TBD	TBD	✅	✅	✅	✅	✅	✅	✅	❌ (conversion of existing SFR permitted)	❌ (conversion of existing SFR permitted)	✅ ~~(conversion of existing SFR permitted)~~	❌
Ferncliff *OPTION 1* Suburban Transitic T-4.0	❌	❌	❌	❌	❌	❌	❌	❌	✅	✅	✅	✅	✅	✅	✅
Ferncliff *OPTION 2* Suburban Transitic T-4.0	❌	❌	❌	❌	✅	✅	✅	✅	✅	✅	✅	✅	✅	✅	✅

OPTION 1 - NEW FERNCLIFF ZONE



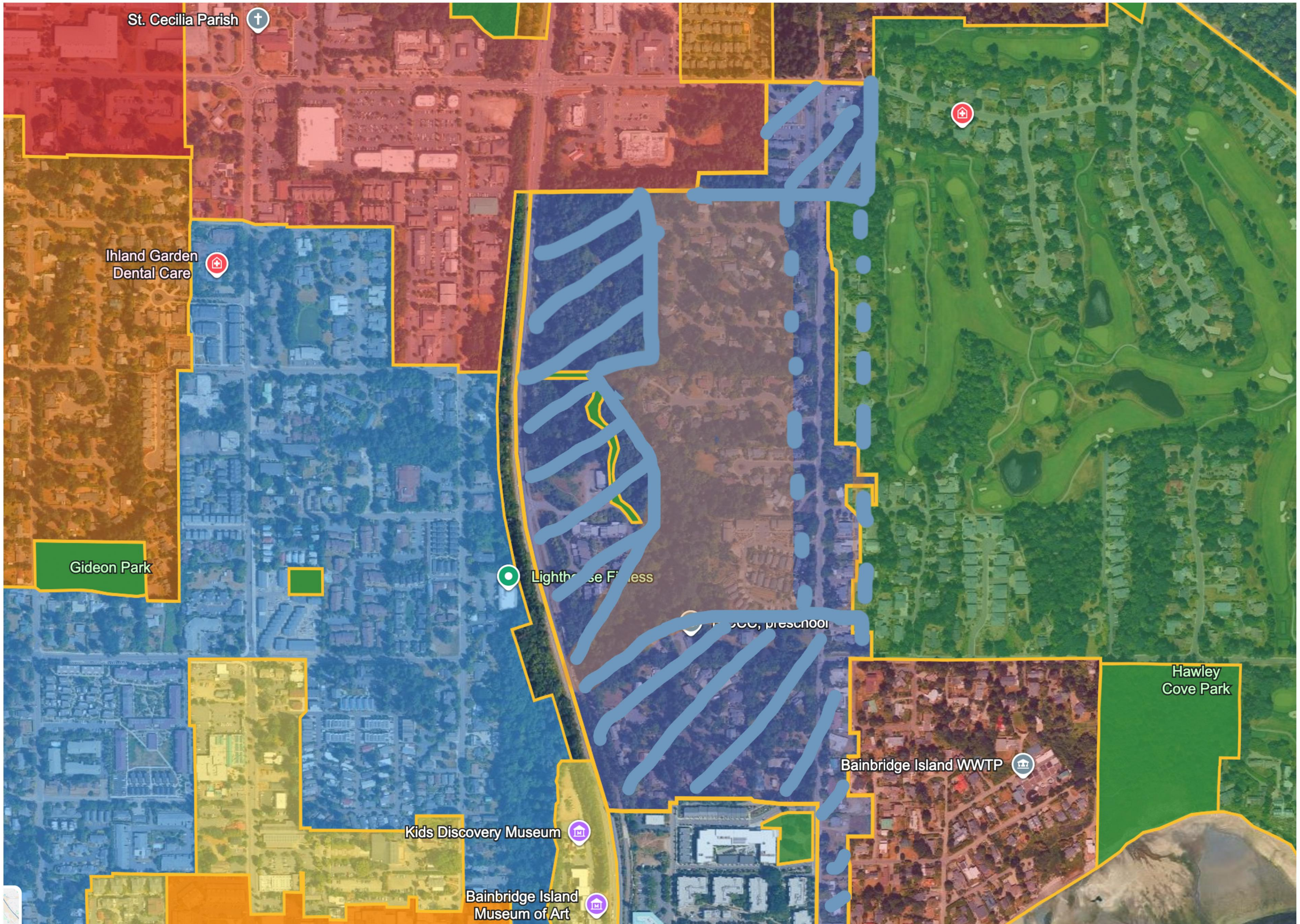
					"Missing Middle" Types (4 stories or less)										
Zone	Mid-Rise Multifamily (4-5 stories)	Mid-Rise Mixed Use (4-5 stories)	Low-Rise Multifamily (4 stories or less)	Low-Rise Mixed Use (4 stories or less)	Multiplex: Large Scale (9-18 units)	Triplex: Stacked (live/work possible)	Multiplex: Medium (5-8 units; live/work possible)	Courtyard Building (live/work possible)	Townhouse (live/work possible)	Cottage Court	Fourplex: Stacked	Duplex: Stacked	Duplex: Side-By-Side	Accessory Dwelling Unit (ADU)	Detached Single-Family House
Ferncliff ***OPTION 1*** Suburban Transitic T-4.0	❌	❌	❌	❌	❌	❌	❌	❌	✅	✅	✅	✅	✅	✅	✅

OPTION 2A - CONNECTION + R ZONE



Zone					"Missing Middle" Types (4 stories or less)										
	Mid-Rise Multifamily (4-5 stories)	Mid-Rise Mixed Use (4-5 stories)	Low-Rise Multifamily (4 stories or less)	Low-Rise Mixed Use (4 stories or less)	Multiplex: Large Scale (9-18 units)	Triplex: Stacked (live/work possible)	Multiplex: Medium (5-8 units; live/work possible)	Courtyard Building (live/work possible)	Townhouse (live/work possible)	Cottage Court	Fourplex: Stacked	Duplex: Stacked	Duplex: Side-By-Side	Accessory Dwelling Unit (ADU)	Detached Single-Family House
Ferncliff ***OPTION 2*** Suburban Transitic T-4.0	❌	❌	❌	❌	✅	✅	✅	✅	✅	✅	✅	✅	✅	✅	✅

OPTION 2B - CONNECTION + R ZONE



Zone	Mid-Rise Multifamily (4-5 stories)	Mid-Rise Mixed Use (4-5 stories)	Low-Rise Multifamily (4 stories or less)	Low-Rise Mixed Use (4 stories or less)	Multiplex: Large Scale (9-18 units)	Triplex: Stacked (live/work possible)	Multiplex: Medium (5-8 units; live/work possible)	Courtyard Building (live/work possible)	Townhouse (live/work possible)	Cottage Court	Fourplex: Stacked	Duplex: Stacked	Duplex: Side-By-Side	Accessory Dwelling Unit (ADU)	Detached Single-Family House
					"Missing Middle" Types (4 stories or less)										
Ferncliff ***OPTION 2*** Suburban Transitic T-4.0	❌	❌	❌	❌	✅	✅	✅	✅	✅	✅	✅	✅	✅	✅	✅