



PLANNING COMMISSION
SPECIAL MEETING
THURSDAY, JUNE 16, 2016
6:00 – 8:30 PM
COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WA 98110

AGENDA

- 6:00 PM CALL TO ORDER**
Call to Order, Agenda Review, Conflict Disclosure
- 6:05 PM REVIEW AND APPROVAL OF MINUTES**
March 24, 2016 Meeting
- 6:10 PM PUBLIC COMMENT**
Accept public comment on off agenda items
- 6:15 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 6:25 PM 2016 COMPREHENSIVE PLAN UPDATE**
- Complete Review of DRAFT Housing Element
 - Consistency Check DRAFT Land Use Element
 - Consistency Check DRAFT Economic Element
 - Debrief of May 26 Utility & Capital Facilities Elements Workshop
- 8:10 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 8:25 PM NEW/OLD BUSINESS**
- 8:30 PM ADJOURN**

***** TIMES ARE ESTIMATES****

Public comment time at meeting may be limited to allow time for Commissioners to deliberate. To provide additional comment to the City outside of this meeting, e-mail us at pcd@bainbridgewa.gov or write us at Planning and Community Development, 280 Madison Avenue, Bainbridge Island, WA 98110

For special accommodations, please contact Jane Rasely, Planning & Community Development 206-780-3758 or at jrasely@bainbridgewa.gov



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, March 24, 2016
6:00 p.m.-7:45 p.m.
CITY COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WASHINGTON**

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure
REVIEW AND APPROVAL OF MINUTES – December 17, 2015 Planning Commission Meetings
PUBLIC COMMENT - Accept public comment on off agenda items
GENERAL LTD. SHORELINE MASTER PROGRAM AMENDMENT - Study Session
AQUACULTURE LTD. SHORELINE MASTER PROGRAM AMENDMENT - Study Session
NEW/OLD BUSINESS
ADJOURN

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure

Chair Mack Pearl called the meeting to order at 6:07 PM. Planning Commissioners in attendance were Michael Lewars, Maradel Gale, Jon Quitslund, William Chester and Lisa Macchio. Michael Killion was absent and excused. City Staff present were Planning Manager Joshua Machen, Senior Planner Christy Carr and Administrative Specialist Jane Rasely who monitored recording and prepared minutes.

The agenda was reviewed. Commissioner Macchio stated she would recuse herself from the Aquaculture portion of the meeting.

REVIEW AND APPROVAL OF MINUTES – December 17, 2015 Planning Commission Meetings

**Motion: I move approval of the minutes as distributed.
Quitslund/Lewars: Approved Unanimously 6-0**

PUBLIC COMMENT - Accept public comment on off agenda items
None.

GENERAL LTD. SHORELINE MASTER PROGRAM AMENDMENT - Study Session

Senior Planner Christy Carr gave an overview of the limited amendment including what exactly a limited amendment was and was not explaining the amendment was to clarify the meaning behind the Shoreline Master Program (SMP) as well as making it an easier document for the Planners to use and better reflect the intent of "No net loss." Chair Pearl opened the discussion by asking about

the change of the wording “lawn and garden” to “existing landscaping.” Ms. Carr stated that “lawn and garden” excluded other types of vegetation. Using the words “existing landscaping” is inclusive of all vegetation. Commissioner Macchio felt the subject was going to be challenging and the Commission would probably need another study session to make it through the material. In response to further questions about policy changes in the limited amendment, Ms. Carr reiterated this was a general limited amendment to clean-up grammar, punctuation, etc., and there were NOT any policy changes in this section. Commissioner Gale asked how the Commissioners could be sure these changes would not result in a diminution of protection to the shoreline. Ms. Carr replied she could come back and walk the Planning Commission through the changes. Commissioner Gale stated she had trust in Ms. Carr that there were not changes that would modify the intent of the SMP, but that perhaps a chart of changes would be helpful instead of walking through all the changes. Commissioner Macchio agreed while Commissioner Lewars cautioned the rest of the Commissioners to be careful about asking for too much because they were already six months behind in the Comprehensive Plan update process. He felt they should trust Ms. Carr to bring forward any potential policy or substantive changes. Commissioner Macchio disagreed saying she felt they needed to give due process to both tasks in order to do a good job on both the SMP and Comprehensive Plan.

PUBLIC COMMENT

Dick Haugen, Citizen – Heard one of the Commissioners say was that “manageable chunks bring all this together,” but it was really hard to figure out the whole SMP and tonight was indicative of that. There was one little section that was really hard to get. He wanted to know if it would make sense to find out when they would be able to get the whole piece all together so they could take a look at it. Many sections of the SMP were back and forth, once section refers to another section, it was not all neat and tidy. He went on to say that the business of putting together what he would call a summary would be good because it took hours to go through the SMP the way it came out. Mr. Haugen stated if there was a way to do that by what people have suggested, he encouraged that to be done.

Elise Wright, Citizen – Was on the Vegetation Sub-committee on Vegetation Management, had given the SMP versions a close reading side by side and complimented Ms. Carr on a great job making it more intuitive in the way she had ordered from the general to the specific in that particular section. She went on to say there was one area she thought might have dropped out that she would mention to Ms. Carr privately. She did say she noticed it looked like the Single Family Residence Mitigation Manual was now the default for deciding mitigation and it was unclear to her whether the existing properties were protected as well as the new development.

Mike Juneau, Arborist – Had been contacting Ms. Carr and other City Planners to get clarification on what the SMP requirements were and that was when they realized it was pretty challenging for everyone to understand the SMP regulations. Mr. Juneau stated he did a lot of tree preservation which was along the same lines of trying to preserve trees on the shorelines, trees that would otherwise have to be removed. He said one of the big restrictions was not being able to remove the terminal growth on a conifer, a multi-headed tree. He mentioned that a lot of times they could shorten and cable those trees, but if they could not do that, they were going to lose that great wildlife habitat. He reiterated Commissioner Pearl’s issue of views referencing page 18 of the SMP, saying it looked they were able to maintain them but in reality could not because of new trees growing up into the view. He remarked that he was on the receiving end of the SMP and the only reason it was not a problem at this minute was because it was not being enforced very well or very

efficiently. He stated that even though these issues had not really come up yet, they were huge issues and the main thing that people on the shorelines, the first level houses effected by the SMP, then critical slope buffers can affect several levels of residents, not just the ones that the SMP applied to. As an idealist, he wanted to be able to call Planning and check out a certain property and find out what the restrictions were and still be able to do his job of preserving trees on the shoreline rather than condemning them as hazard trees and having them removed. He wasn't sure if the proposed revision could address that but thought he should speak up and mention that it was going to be a big deal to ALL the people along the shorelines: second house back, third house back, fourth house back, whomever had a view and a tree to manage on a critical slope.

Commissioner Gale recused herself from the discussion on Aquaculture regulations. "I am one of the people who filed an appeal with the City before the Growth Management Hearings Board to have the City re-examine the aquaculture regulations that were implemented under duress in July of 2014. When I hear people talk about a conflict of interest I always think, 'Well, that's kind of smarmy thing, you've got some, you're pocketing some money some place or having some involvement that is less than savory.' I want to point out that my involvement in this is that I did file, I am one of the people who filed an appeal and my economic involvement is I have spent my own money to cover the legal cost to bring this appeal before the Growth Management Hearings Board. I don't think that's smarmy. It's an ethical issue for me to protect our shorelines. "

Commissioner Macchio also recused herself from the discussion on Aquaculture regulations saying, "I wasn't part of filing the appeal although I am a member of Bainbridge Alliance to Protect Puget Sound (BAPPS), so I just thought that because I am a member of that organization, I didn't want folks to think I had undue influence on the Planning Commission even though I don't have a conflict of interest but I am stepping down in case there is any perception by the public that I have had undue influence as a BAPS member at a Planning Commission seat. I am happy to step down and participate as a public person and not a Planning Commission member."

AQUACULTURE LTD. SMP AMENDMENT - Study Session

Ms. Carr gave an overview of why there was a limited amendment specific to aquaculture stating because they were given direction from City Council to do so and because they were resolving some of the issues of an appeal through a limited amendment. The Department of Ecology had also identified an error in our existing code that they asked the City to correct. She stated the product they had before them was the result of significant conversations and discussions with the settlement group and it addressed the consistency issues Ecology had, a number of issues the Appellant had and a number of issues the Intervenor (Pacific Coast Shellfish Growers Association) had. Ms. Carr went on to describe what the City wanted as a limited amendment to its Aquaculture Regulations that it could locally adopt, approved by Ecology and not be appealed.

Highlights of the proposed revisions were listed as:

- Prohibit new fin fish net pens
- Proposed cap on total area permitted aquaculture operations
- Prohibited aquaculture operations on City owned tidelands
- Changes to use table
- Improved eelgrass protections
- Introduction of proposed potential permit conditions
- Upland structure regulations
- New advisory map of prohibited or limited areas (not available at that time)

Commissioner Lewars asked about the change in philosophy the Department of Ecology (DOE) had undergone since City Council had approved the SMP. Ms. Carr stated that DOE was taking a little more seriously working in partnership with local communities to define local conditions and what the local community wants and why they may want to prohibit aquaculture in certain areas. Commissioner Quitslund stated he felt the work had been done carefully but some areas raised questions for him like how would conditional use be either granted or rejected in response to an application; what would the process be? Ms. Carr stated the intent was to have a public process.

Chair Pearl asked if non-commercial aquaculture was permitted on private beaches. Ms. Carr stated that was allowed. She went on to state that while there was no intent to limit non-commercial aquaculture, there was a proposed 500 square foot threshold in order to monitor impacts. Discussion continued about the initial ban and how DOE responded to that. Ms. Carr also spoke about the cap of 5 acres or 5% of the total linear footage of the shoreline for aquaculture production which was significantly less than the 38% of the Shoreline Residential Conservancy designation. Chair Pearl if because the ban was outright rejected by DOE, the regulations were being strengthened. Ms. Carr confirmed that was the direction received from City Council.

PUBLIC COMMENT

Lisa Macchio, Citizen – Thought this was great that the City was tackling aquaculture. She suggested the Planning Commission and Ms. Carr consider putting in a provision that before the City would even assess a permit for aquaculture, there would be a requirement for collecting baseline data like spawning beds for forage fish, etc. She stated she did not see that in the regulations and Ms. Macchio thought it was important to have in the regulations if aquaculture was going to be permitted in certain areas. She also stated that just limiting a prohibition during the time of spawning for forage fish was ridiculously inadequate. Ms. Macchio suggested the City find out where the spawning was happening and use that information to prohibit commercial aquaculture in those areas. She also suggested it might be inappropriate for individual shellfish farms to be put in those areas as well, though she did not how that would be accomplished.

Chair Pearl asked if there was research that showed digging in the bed was detrimental long term to spawning. Ms. Macchio stated that was common sense but that we came from a society that liked to allow industry to do things so a lot of times even NOAA and Fish and Wildlife, who gave permits for hydraulic projects, were being challenged left and right by an environmental group called “Sound Action” because the agencies that permit, do not exactly do things correctly all the time. She suggested the Planning Commission take the high road and put in some stronger prohibitions for those important forage fish.

Ms. Carr responded by referencing page 9, number 7, saying that in addition to the minimum application requirements, applications for commercial aquaculture were required to submit a long laundry list of submittal requirements which would be in the Administrative Manual. That list of submittal requirements was never put in the Administrative Manual but that it was being added now and it included a number of requirements for gathering data that had to be brought to the table at the time of permit application.

Mark Dawson, Citizen – Was a member of the New and Existing Development work group on the SMP update process as well as the Task Force. He wanted to emphasize the “no net loss” concept referencing page 232 of the SMP. He stated the City was required to demonstrate no net loss with

the submittal requirements for demonstrating the baseline for no net loss and he understood the requirements were in the City 's Administrative Manual but felt it was important for the Planning Commission and the community understand what those are as that was a very important component. Mr. Dawson also spoke about the aquaculture limited amendment noticing there were several places where the implementing language varied and often had to do with the "should, shall, must" language and that he and the group he was reviewing this with would pass that information along to the Planning Commission. Mr. Dawson stated he really appreciated the work the Staff was doing saying it was amazing what it took to get this complicated work done.

Wayne Daley, Citizen – Was a member of the original SMP activities and gave a brief review of the things he had seen as an expert witness in extensive geoduck culture and shoreline shellfish activities for the last nine years. Mr. Daley displayed a slide show highlighting a geoduck farm stating on a one acre site there were 43,000 5" PVC pipes at 12 inch intervals into the ground and seed them with small juvenile geoducks to grow out. He stated the pipes were covered with net to protect the juvenile geoducks from predators and left there for two years before the nets and pipes were removed to allow the geoducks to grow for another 3-5 years. When they are full grown, they are hydraulically harvested. Mr. Daley went on to describe how the aquaculture sites were prepared describing in detail the destruction of native wildlife and habitat. He also described storm events that distributed plastic pipes all over the shoreline sometimes miles away from where they had been located. He went on to say these aquaculture farms were completely disruptive to shoreline use. Mr. Daley ended by saying he appreciated the Commission's interest and sincerity in showing the rest of the public that on Bainbridge Island, they do care about what they're doing with the shoreline.

Commissioner Lewars reminded Mr. Daley, that while they were doing everything they could to protect the shoreline, in the last analysis, they had to work the issues with the DOE.

Marcia Lagerloef, Citizen – Was a member of one of the Shoreline work groups and also worked on the 1996 plan, but she was part of the group that worked on shoreline modifications, so had not generally commented on this section of the SMP. Ms. Lagerloef wanted to compliment Ms. Carr on her efforts to tighten the regulations up saying she liked the 5 acre cap. She went on to reinforce Ms. Macchio's statements on forage fish citing studies showing their population were really plunging mentioning she was once part of the beach seining group that worked with the Suquamish Tribe to actually look at what was in the shoreline and recommended that type of monitoring keep going. Ms. Lagerloef was confused on page 7 where she read "Aquaculture shall avoid adverse impacts to..." In her mind, she wanted aquaculture to avoid those areas altogether because to be located there would constitute an adverse impact to those things, critical habitat areas, etc. Chair Pearl stated it would mean convincing the State of those things. She reiterated Ms. Macchio's statement that spawning grounds for forage fish would be impacted all year and not just in the spring because you would be modifying that habitat. Ms. Lagerloef thought it would behoove the Commission to understand what the override of WAC regulations was in terms of managing geoducks and stated she was a big advocate of monitoring data. She described a principle known as "adaptive management" where you monitor before you do something, while something is going on and then if you see there's a problem, you can actually make a change. Ms. Lagerloef thought it was not clear to her on page 8, section 6a "the City may revoke the permit if it is determined by the administrator the aquaculture operation is not consistent with the terms and conditions of the permits," stating that if you were to find there was significant impact occurring at the site to the biology whether that would constitute a term or condition of the permit that would cause the permit

to be revoked. She felt there should be a way that if you find out through monitoring there was a problem that had not been anticipated, you could pull or change the permit. Ms. Lagerloef thanked the Planning Commission for really digging into this subject because it was really important.

David Bricklin, Citizen – Was representing the appellants who challenged the SMP's aquaculture provisions that he felt were forced on the City by DOE. Mr. Bricklin stated Staff had done a tremendous job in working this through this process and figuring out ways to keep pushing on these issues as hard as they could to come up with the strongest regulations possible. He stated they had a handful of language changes for Ms. Carr to bring back to the Commission at their next meeting. He cited the language regarding the 5 acre cap saying the language needed to be more specific so a judge could not interpret that as meaning any individual permit could be that large. He wanted the language to be very clear that was the maximum allowed acreage for the entire island. Mr. Bricklin stated there were things like that where he knew the intent of the proposal was good, there just needed to be some words in a few places to make sure things were as clear as they needed to be down the road. Mr. Bricklin brought up adaptive management and said that also rolled into the life of a permit issue. He said State regulations, thanks to the lobbying efforts of the geoduck industry, required a geoduck permit to have a perpetual lifespan and that it did not make sense because there was no way to know for the next 50-100 years about how these operations would be impacting the beach and what the beaches need, yet a permit issued tomorrow would be good forever. He went on to say that was not true of other aquaculture permits which could have a five year term placed on them and was going to encourage Ms. Carr to have the City's program reflect that. Mr. Bricklin continued by saying adaptive management would require standards to be set and consequences to arise if the standards were not met. He felt if the program could be fleshed out a little bit more than what was in there currently, you would not only require monitoring but that the monitoring demonstrate basically that there is no adverse impact to the elements of the environment that you care about and then when monitoring results were submitted, if the standard was not being met, the permit would automatically be rescinded. Mr. Bricklin echoed other speakers about the forage fish issue asking for stronger wording to protect their habitat. He shared information new that week that the aquaculture facilities ought to be limited to areas where there was already hardening of the shoreline bulkheads because those were the beaches that had been scoured clean and good habitat would not be found for forage fish making it a more desirable place for aquaculture. He also encouraged the Commission to reduce the 500 square foot amount citing the six oyster bags in front of his own home as producing more shellfish than he could eat. He also thought the 10 foot buffer setback from adjacent property lines should be a little broader. Mr. Bricklin stated he would send the rest of his comments in and expressed his appreciation for the Commission's work on the Aquaculture amendment and recognizing the problems being dealt with as well as the great work Staff had done.

Elise Wright, Citizen – Stated between the wonderful questions from the Commissioners, Ms. Carr's work and comments from everyone else, it was all covered.

Commissioner Lewars stated to Ms. Carr that they did not need more persuasion, they were all onboard so he did not need another study session but would prefer to move right to a public hearing. Chair Pearl confirmed that they needed a finished document to go to the public hearing so they would be seeing the item on their agenda again before that.

NEW/OLD BUSINESS

None.

ADJOURN

Meeting was adjourned at 8:19 PM.

Accepted by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist

DRAFT



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT
MEMORANDUM

DATE: JUNE 16, 2016
TO: PLANNING COMMISSION
FROM: JENNIFER SUTTON, AICP
SENIOR PLANNER
SUBJECT: COMPREHENSIVE PLAN UPDATE

I. COMPLETE REVIEW OF THE DRAFT *HOUSING ELEMENT*

On June 9, the Commission discussed the DRAFT *Housing Element*, and addressed the revisions to the Element that were submitted by Councilmember Ron Peltier prior to the meeting. The Commission directed the drafting committee to review Mr. Peltier's suggestions, and bring back recommendations for any suggestions from Mr. Peltier that should be incorporated into the DRAFT *Housing Element*. Due to time constraints, that next draft of the *Housing Element* will be available to the Commission and the public on Wednesday June 15, in advance of the June 16 Planning Commission meeting.

Previous City [affordable housing reports from 2004 and 2007](#) and the City's [Housing Needs Assessment](#) are available on the City's website.

Planning Commission Action: Discuss, review and confirm amendments to DRAFT *Housing Element*. The Commission should ask questions of staff about the information presented.

II. "CONSISTENCY CHECK" ON DRAFT COMPREHENSIVE PLAN

DRAFT Land Use Element

The *Land Use Element* was the first reviewed by the Commission during the summer and fall of 2015, and we "pinned" many policies to be revisited once review on other Elements was completed (e.g. Transportation or Water Resources Elements). See Land Use Element memo prepared for the June 9th meeting. The attached "red-lined" and "clean" drafts of the *Land Use*

Element have only been edited to reflect suggested edits/changes from Commissioners Gale and Quitslund. The Commission did not have the opportunity to discuss the revised DRAFT of the *Land Use Element* at the June 9th meeting.

DRAFT Economic Element

The DRAFT *Economic Element* was dramatically updated and reorganized when the Commission initially reviewed it in the Fall of 2015. An attached memo from Mr. Tovar discusses about the slight revisions incorporated into the attached DRAFT *Economic Element*.

Planning Commission Action: Discuss suggested changes to the DRAFT *Land Use Element* and DRAFT *Economic Element*, and recommend any changes. The Commission should ask questions of staff about the information presented.

III. MAY 26 UTILITY & CAPITAL FACILITIES ELEMENT WORKSHOP

The attached comment table summarizes the public comment voiced at the May 26 Workshop on the *Utility* and *Capital Facilities Elements*. At that meeting, the City's Utility Advisory Committee (UAC) had submitted their rationale and recommendations for changing the *Utilities Element*.

Planning Commission Action: Discuss the comments heard at the workshop, and assist staff to determine how these two elements should be reviewed.

IV. NEXT STEPS

In June and July, the Planning Commission will continue the "Consistency Check" on the Comprehensive Plan Elements reviewed to date. The Commission's preliminary recommendation [DRAFT Elements, Introduction and Glossary](#) reviewed to date can be viewed on the [City's website](#). The Commission will also begin to review the Utilities and Capital Facilities Elements, likely in July.

HOUSING ELEMENT

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3

INTRODUCTION

Decent and safe housing is a basic human need increasingly unavailable to many Americans, including many Bainbridge Island residents and workers. The Washington State Growth Management Act (GMA) provides direction for cities to address these needs in the Housing Element of the Comprehensive Plan. Many of the Plan's Guiding Principles and Policies carry this direction forward to be addressed in various Elements, including Housing. This reality applies increasingly to certain segments of Bainbridge Island's population as well as to many of those who work on the Island.

The City's Housing Needs Assessment (HNA) issued in December of 2015, documents current housing conditions on the Island, and identifies trends and specific needs. The HNA is adopted as a part of this Element as though fully set forth herein.

The Element follows with goals and policies to address the identified housing needs and concludes with a series of implementation strategies to prioritize action by the City and others.

~~The disparity between Kitsap County TRENDS Reports, which track the average home sale price in Kitsap County, document that between 1990 and 2003 the average Bainbridge Island home price escalated dramatically from \$232,687 to \$478,000.~~

BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING

Bainbridge Island's 2015 population of 23,390 is predominantly white (91%), well-educated, and relatively wealthy affluent. The median household income (\$92,558) is 1.5 times the Kitsap County average. Almost 60% of residents have occupations with relatively high incomes. For example, the median wage for financial analysts, lawyers, and marketing managers ranges between \$100,457 and \$122,618. Another third of Island residents employed in the service sector, such as retail clerks, waiters, bank tellers, have median wages between \$27,703 and \$30,972.

Over the past decade, the population has experienced shifts in the age cohorts. Between 2000 and 2010 the Island's senior population (60+ years old) increased from 17% to 26%. The "young adult" cohort (between 18 and 34 years old) has declined from 15% of the Island's population in 1990 to less than 10% in 2016.

Bainbridge Island's housing stock is predominantly detached single-family homes (80% of all units) in a very low-density land use pattern that occupies about 90% of the Island's land area. The average single-family home price is just under \$700,000.

Multi-family units that constitute 16% of the housing stock are now concentrated in Winslow and Lynwood Center. While the *designated centers* total about 10% of the Island's land area, a significant portion of that area is occupied by commercial uses with no residential component. Rental apartments make up less than 7% of total housing units on

the Island. Very few rental units have been built on the Island in the last decade, which partly accounts for a vacancy rate of 1.5%, well below the 5% rate typical of well-functioning rental markets.

GMA GOAL AND REQUIREMENTS FOR HOUSING

The *Growth Management Act (GMA)* recognizes the importance of planning for adequate housing by requiring it as an element in Comprehensive Plans. Adequate housing is addressed specifically in one of the 14 major goals:

“Housing. Encourage the availability of *affordable housing* to all economic segments of the population of this state, promote a variety of densities and *housing types*, and encourage preservation of existing housing stock.”
RCW 36.70A.020(4)

The requirements for a housing element mandated by the GMA include:

“A housing element recognizing the vitality and character of established *neighborhoods* that: a) includes an inventory and analysis of existing and projected housing needs; b) includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing; c) identifies sufficient land for housing, and group homes and foster care facilities; and d) makes adequate provisions for existing and projected needs of all economic segments of the community.” RCW 36.70A.070(2)

HOUSING NEEDS

In ~~2015~~ 2002, the City of Bainbridge Island ~~issued an updated authorized the development of a comprehensive and up-to-date~~ Housing Needs Assessment (**HNA**) for Bainbridge Island, ~~including an inventory description of the amount, location and condition of the Island’s housing stock and demographic and economic information about its population. It also includes an in-depth analysis of *affordable housing* needs of Bainbridge Island’s Housing needs documented in the HNA.~~

Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are **cost burdened**, meaning that they spend over 30% of their income on housing. Almost 40% of individuals and families at all income levels who live in renter-occupied housing units are cost burdened. The majority (around 28%) of these residents have an annual income between zero and \$34,999. This means that as of 2012, 569 renters on the Island that have an income of \$34,999 or less are housing cost burdened. This is concerning as lower income cost burdened households are more likely to have to choose between housing costs and other necessities.

The HNA analysis of Workforce Housing Affordability indicates that there is a gap in housing affordable for the Island’s workforce in service professions (e.g., restaurant workers, bank tellers, retail clerks, school bus drivers). Many of those workers are obliged

1 therefore to commute from less-expensive off-island housing, which increases their
 2 transportation costs, congestion on SR 305 and greenhouse gas emissions.

3
 4 Bainbridge Island's jobs/housing balance is 0.59 jobs for every housing unit, making it a
 5 "bedroom community." The Puget Sound Regional Council suggests that housing-rich
 6 neighborhoods add employment in order to increase economic opportunities for current
 7 residents.

8
 9 Market forces alone will not address the urgent housing needs facing Bainbridge Island. In
 10 the face of daunting circumstances, the City aspires to an ambitious Vision of its future and
 11 commits to an innovative, aggressive and multi-faceted housing strategy. The City's
 12 success in achieving the housing Vision will also depend upon achieving the policy
 13 objectives identified in the Land Use, Transportation, Economic and Environmental
 14 Elements of this Plan.

HOUSING VISION

17
 18
 19 Bainbridge Island in the year 2036 provides a broad diversity of housing alternatives to
 20 accommodate all economic segments of the population. The Island has balanced the
 21 equally important goals of environmental stewardship and the population's needs for
 22 housing, health and safety, and access to employment, goods and services.

23
 24 The broadest variety of *housing types*, including rental homes, exists within the
 25 compact, walkable, transit-served, mixed-use *designated centers*. These include small
 26 detached homes on small lots, attached and detached *accessory dwelling units*, *cottage*
 27 *housing*, common-wall duplexes, triplexes and rowhouses, and stacked units on the
 28 upper floors of mixed-use, mid-rise buildings.

29
 30 The residential land use pattern outside of *designated centers* **is remains** at much lower
 31 densities and constitutes almost 90% of the Island's area. **Houses built in the previous**
 32 **twenty years, in the vicinity of designated centers and elsewhere in the Open Space**
 33 **Residential zones, are compact, energy-efficient, and well-integrated in their landscape.**
 34 Typical *housing types* in these areas include detached houses on lots of various sizes,
 35 attached and detached *accessory dwelling units* and *conservation villages*.

HOUSING GOALS AND POLICIES

Discussion:

In accordance with the definition provided in the *Growth Management Act* (WAC 365.195-070(6)), the term “*affordable housing*” as used in the Housing Element refers to “the adequacy of the housing stocks to fulfill the housing needs of all economic segments of the population.” ~~The underlying assumption is that the marketplace will guarantee adequate housing for those in the upper economic brackets, but that s~~ Some combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of all segments of the population, but particularly middle and lower income persons.

GOAL HO-1

Make steady progress toward the following aspirational targets for increasing the diversity of housing types and the supply of affordable housing.

Policy HO 1.1

Decrease to 20% or less the number of cost burdened families living in rental housing (down from 40%).

Policy HO 1.2

Decrease to 18% or less the number of cost burdened families owning homes (down from 34%).

Policy HO 1.3

Increase the number of rental housing units to at least 11% of total housing units (up from 7%).

Policy HO 1.4

Increase the Island’s percentage of *multifamily* homes to 18% or more of all homes (up from 16%).

Policy HO 1.5

Increase the number of *senior housing units* to 600 or more (up from 344.)

Policy HO 1.6

Change today’s 89/11% housing split between the Mixed Use Town Center and Neighborhood **Service** Centers to 80/20% by 2036.

Policy HO 1.7

Achieve a jobs-housing balance of .8 (up from 0.59).

GOAL HO-2

Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the targets set forth in Policies HO 1.1 through HO 1.7.

H-8.1 Policy HO 2.1

The Housing report shall address the following aspects of housing:

- A. Housing trends in general both regionally and on Bainbridge Island.
- B. The number and location of *housing types* constructed or active applications in the permit process in the preceding two years. ~~of housing encouraged in this Element, including affordable *multi-family* and single family, owned and rented; accessory *dwelling units*; subsidized housing; adaptable units; clustered housing and cottage housing.~~
- C. An evaluation of the effectiveness of the City's measures and identification of additional or revised measures or targets.
- D. The vacancy rate for rental apartments.
- E. The number of cost burdened and extremely cost burdened households.
- F. The status of efforts to address housing needs at the regional level.
- G. The condition of the local housing market and the number of new housing units, publicly and privately funded.
- H. The use of density bonuses and the number of for-purchase housing units provided in new developments.
- I. A description of the various initiatives supporting *affordable housing*, including activities of community non-profit organizations and local and regional public or private entities.
- J. Programs of housing repair and renovation that improve accessibility.

H-8.2 Policy HO 2.2

~~The housing report shall be issued at least every five years, coordination with state-mandated updates of the Comprehensive Plan, and to measure progress in implementation between the updates.~~

Make the Biennial Housing Reports ~~shall be made~~ available to the public in various ways, such as notice in the local newspaper, on the City's web page, and on local media outlets. This Biennial Housing Report will be part of a comprehensive update of the Housing Needs Assessment in order to inform the next state-mandated update of the Comprehensive Plan in 2024.

GOAL HO-3

Promote and maintain a variety of *housing types* to meet the needs of present and future Bainbridge Island residents at all economic segments in a way that is compatible with the character of the Island, and encourages more socio-economic diversity. Partner with community non-profit organizations and local and regional private and public entities in carrying out the following policies.

H 1.5 Policy HO 3.1

The City shall encourage innovative residential development types and zoning regulations that increase the variety of *housing types* and choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods. Examples of innovative approaches are *cottage housing* development, *cluster housing* development, *conservation villages*, stacked or common-wall housing, *tiny houses*, and *accessory dwelling units*. See Figure H-1 illustrating several different *housing types*.

Figure H-1**Detached Housing****Single-family home****Cottage Housing****Accessory Dwelling Unit****Common Wall Housing****Duplex****Row Houses****Zero Lot Line****Stacked Units Housing****Garden Apartment****Mixed Use Mid-Rise****Micro Units****H 1.1 Policy HO 3.2**

The City recognizes it's that the City shares a housing and employment market, as well as a transportation network, with the larger region. Therefore, the City should work with the City's role in the regional housing market and shall cooperate with the Kitsap Regional Coordinating Council to develop an equitable and effective county-wide planning policies and other strategies to locate, finance and build distribution strategy

for affordable housing.

H 1.2 Policy HO 3.3

The City shall take a proactive role in maintaining and encouraging economic diversity on the Island by providing affordable housing opportunities on Bainbridge Island.

Accordingly, the City should ~~d~~ Designate the appropriate staff effort or organizational entity to assist and advise the community, landowners, and private and public entities about options for *affordable housing*, financing strategies, and funding sources; develop and assist with the City's application and approval process for special housing projects; and initiate and support affordable housing opportunities.

H 1.3 Policy HO 3.4

The City shall ~~p~~Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials, and the community at large to assist in meeting *affordable housing goals* and implementing strategies policies.

H 1.4 Policy HO 3.5

The City ~~s~~Supports the efforts of community non-profit housing organizations and local and regional public and private entities in developing and managing *affordable housing* on Bainbridge Island.

H 1.6 Policy HO 3.6

The City should ~~d~~Develop provisions standards to encourage development and ~~preservation~~ of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development ~~known~~ such as tiny houses, micro units, and cottage housing.

Policy HO 1.6-3.7

Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area (R-4.3, R-3.5, R-2.9) and the Neighborhood Service Centers. Allow the creation of small lots (e.g., in the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200 square feet). Standards shall be developed for and cottage housing developments that include, but may not be limited to, maximum allowable size and density and covenants to limit size in perpetuity.

GOAL HO-3 4

Increase the supply of affordable *multifamily* housing each year through the year ~~2012-2036~~ with goals based on data provided by the Housing Needs Assessment and the City's housing reports.

H 3.1 Policy HO 3.1 4.1

The City shall ~~e~~Encourage new *multifamily* housing in a variety of sizes and forms in designated centers. ~~areas designated for such use in the Land Use Element. All developments are subject to Health District requirements for water and sewage disposal.~~

Policy HO 4.2

Streamline Increase the efficiency of the review process and revise *building envelope* and other development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Area Master Plan to encourage the transformation of these areas from auto-oriented, low-rise, homogeneous commercial land use districts into walkable, transit-served, mid-rise, mixed-use neighborhoods with *affordable housing*.

Policy HO 4.3

Partner with non-profit or for-profit housing sectors to create new *multifamily* housing in *designated centers*, including a percentage of *affordable housing*, through the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4

Partner with the for-profit sector to create *affordable housing* through the targeted use of the *multifamily* property tax exemptions in *designated centers*.

Policy HO 4.5

Remove barriers to the creation of new *multifamily* housing, particularly *affordable housing* through a variety of actions, such as the adoption of regulations that relax or exempt “right-size” parking requirements, reduce certain *impact fees*, and encourage the use of parking management programs to enable the more efficient use of parking.

H 3.2 Policy HO 4.6

~~Allow A-accessory dwelling units shall be permitted uses~~ in all residential zones, except at Point Monroe, the Sandspit (R-6). ~~All other~~ Review and revise as appropriate to create reasonable flexibility regarding applicable development standards including lot coverage, setbacks, parking requirements, and Health District requirements for water and sewage. ~~must be met.~~

~~H 3.3~~ Policy HO 4.7

~~The City shall e~~Encourage agencies whose mission is to develop *affordable housing* to create new subsidized *multifamily* rental housing by aggressively pursuing Kitsap County Community Development Block Grant Funds, state funds, donations from private individuals and organizations, public revenue sources and other available funding.

Policy HO 4.8

Encourage the provision of assisted and independent living *senior housing*.

GOAL HO-2 5

Maintain the existing stock of ~~existing~~ affordable and rent-assisted housing, in, ~~In~~ partnership with community non-profit organizations and local and regional public and private entities, the City shall pursue the following policies:

H 2.1 Policy HO 5.1

The City shall ~~d~~Develop a continuing strategy to maintain the Rural Development Agency and HUD subsidies on existing rent-assisted housing. The primary strategy shall be to support Housing Kitsap ~~the Kitsap County Consolidated Housing Authority~~ and non-profit agencies organizations such as Housing Resources Bainbridge to purchase the units through the provisions of the 1990 Housing Act.

H 2.2 Policy HO 5.2

In the event of the potential loss of privately-owned subsidized housing, ~~the City will~~ work with the appropriate public agencies and local non-profits to pursue the preservation of the subsidized units, or relocation assistance for the residents.

H 2.3 Policy HO 5.3

Water-based (live-aboards) housing ~~(live-aboards)~~ is provide a viable component of the present and future housing stock of Bainbridge Island, and shall be subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

H 2.4 Policy HO 5.4

The City shall initiate and support programs that assist low-income homeowners and seniors to repair, rehabilitate, maintain and improve accessibility to and within their homes. POLICY DELETED AND COMBINED WITH POLICY 8.3

GOAL HO-4 6

~~Promote and f~~**Facilitate the provision of a diverse the diversity of affordable housing stock in all geographic areas of the community.**

H 4.1 Policy HO 6.1

~~In order to encourage the provision of~~ provide for permanently affordable housing that will remain affordable over time, the City shall pursue effective strategies to reduce the land cost component of for-purchase housing, which may include alternative land use zoning, *density bonuses* and other incentives.

H 4.2 Policy HO 6.2

The City shall ~~e~~Encourage housing created by utilizing a mechanism agencies such as a community land trust.

NOTE: this policy is obsolete since the City has already implemented it in code.

H 4.3 Policy HO 4.3

~~Allow M~~manufactured homes and manufactured housing home developments shall be permitted in all residential districts. A manufactured home development will be subject to all applicable development regulations of the underlying zone in which it is located, including affordable housing density bonuses.

Policy HO 6.3

Apply the HDDP or Maintain an innovative housing program and clarify or adopt new flexible permit processes in all *designated centers* to promote an increase in the supply, diversity, and access to housing, including *affordable housing*.

Policy HO 4.5 6.4

Apply the HDDP process, or Create new *conservation villages* permit process to apply mechanisms such as a planned unit development permit process, outside of *designated centers* to promote an increase in the supply, diversity, and access to housing choices, including *affordable housing* and requiring green building practices, while better conserving *open space*.

Policy HO 4.6 6.5

Provide incentives to construct for clustering of affordable housing for farm workers on or near farmlands.

Policy HO 6.6

Consider the merits of programs and regulations pioneered by other communities to discourage the land, energy and natural resource consumptive pattern of large single-family homes.

GOAL HO-5 7

Promote and facilitate the provision of rental and for-purchase housing that is affordable to *income-qualified* households with a variety of income levels.

H 5.1 Policy HO 7.1

~~Housing developments where all units are income-qualified to specified income groups should be e~~Exempt from City *impact fees* and other ~~selected~~ administrative development fees housing developments where all units are limited to residents in specified income groups. Exemptions should be based upon standards that are developed to reflect the income group targeted.

H 5.2

~~The City shall develop a program for income-qualified, first-time home buyers to provide assistance in purchasing a home that may include, but is not limited to, down-payment or second mortgage assistance, below market-rate loans, guaranteed loans, and tax or utility relief.~~

H 5.3 Policy HO 7.2

All income-qualified rental housing units created as a result of the policies of this Housing Element shall remain affordable to *income-qualified households* for a period of not less than ~~30~~ 50 years from the time of first occupancy and shall be secured by recorded agreement and covenant running with the title of the land, binding all the assigns, heirs and successors of the applicant.

~~H 5.4~~

~~All income-qualified homeownership units created as a result of this Housing Element shall be sold at a price affordable to income-qualified households. These units may be subject to a mechanism that is specified in an appropriate administrative procedure allowing the City to capture a share of the appreciation if the unit is sold at market rate. The City's share of the proceeds shall be used toward an *affordable housing* program.~~

GOAL HO-~~6~~ 8

Facilitate the siting and development of housing opportunities for *special needs populations*.

~~H 6.1~~ Policy HO 8.1

~~The City shall s~~Support the services of community non-profit organizations and local and regional public or private entities in providing shelter for temporarily homeless singles and families with children, adolescents and victims of domestic violence on Bainbridge Island.

~~H 6.2~~ Policy HO 8.2

~~The City shall s~~Support the development of programs ~~that ensure that to meet the~~ housing needs of the developmentally, physically and emotionally disabled **are met** within the community.

~~H 6.3~~ Policy HO 8.3

~~The City shall s~~Support programs that provide assistance to low-income, elderly and disabled persons to **repair, rehabilitate or** retrofit their homes to be more accessible and safe.

GOAL HO-~~7~~ 9

Utilize Explore the use of the City's bonding capacity and other resources to support the creation of *affordable housing*.

~~H 7.1~~ Policy HO 9.1

The City recognizes the need to provide financing assistance for *affordable housing*. Accordingly, the City will actively pursue public and private funds that may include, but are not limited to, real estate excise tax, grants, and other available resources.

~~H 7.2~~ Policy HO 9.2

The City, in partnership with local agencies producing *affordable housing*, may issue a General Obligation Bond to increase the production of housing affordable to *households* at or below 80% of median income for Kitsap County.

~~H 7.3~~ Policy HO 9.3

~~The City Council may issue~~ Consider the issuance of councilmanic (Limited Tax General Obligation Bonds (also called councilmanic bonds, or non-voted debt) to

support the development of housing affordable to *households* at or below 80% of median income for Kitsap County.

H 7.4 Policy HO 9.4

~~The City shall establish and maintain a~~ Increase City **resources to support of the** Housing Trust Fund ~~which will be used to~~ **and explore new sources of funding for the** development and preservation of *affordable housing on Bainbridge Island*.

H 7.5 Policy HO 9.5

~~The City may purchase and make~~ Consider the options of **for purchasing and or** making City-owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing, and ~~shall support other public~~ entities that wish to use publicly-owned land for this purpose. **Take into consideration, however, the full range of uses that City-owned properties may serve over the long-term.**

HOUSING ELEMENT IMPLEMENTATION

HIGH PRIORITY ACTIONS:

Action #1. Set targets for increasing the supply of moderately priced and affordable housing, measure progress, and make course corrections as needed.

GOAL HO-1

Make steady progress toward the following aspirational targets for increasing the diversity of *housing types* and the supply of *affordable housing*.

GOAL HO-2

Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the targets set forth in Policies HO 1.1 through HO 1.7.

Action #2. Amend the City's development code to facilitate an increase in the diversity of housing types and supply of affordable housing.

Policy HO 3.6

Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as *tiny houses, micro units, and cottage housing*.

Policy HO 4.2

Increase the efficiency of the review process and revise *building envelope* and other development standards for the High School Road and Ferry Terminal districts and other

portions of the Winslow Area Master Plan to encourage the transformation of these areas from auto-oriented, low-rise, homogeneous commercial land use districts into walkable, transit-served, mid-rise, mixed-use neighborhood with *affordable housing*.

Policy HO 6.3

Maintain an innovative housing program and clarify or adopt new flexible permit processes in all *designated centers* to promote an increase in the supply, diversity, and access to housing, including *affordable housing*.

Policy HO 6.4

Create new *conservation villages* permit processes to apply outside of *designated centers* to increase housing choices, including *affordable housing* and requiring *green building practices*, while better conserving open space.

Action #3. Partner with other jurisdictions, the development community, and non-profit organizations to increase the diversity of housing types and supply of affordable housing.

Policy HO 3.4

Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials, and the community at large to assist in meeting *affordable housing goals* and implementing strategies.

Policy HO 4.3

Partner with non-profit or for-profit housing sector to create new *multifamily* housing in *designated centers*, including a percentage of *affordable housing*, through the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4

Partner with the for-profit sector to create *affordable housing* through the targeted use of the multifamily property tax exemptions in *designated centers*.

Policy HO 9.5

Consider the options for making City- owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing, and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration, however, the full range of uses that City-owned properties may serve over the long-term.

MEDIUM PRIORITY ACTIONS

Action #1. Focus additional city and other financial resources to help increase the supply of affordable housing.

Policy HO 9.4

Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of *affordable housing*.

Policy HO 7.1

Exempt from City *impact fees* and other administrative development fees housing developments where all units are limited to applicants of specified income groups. ~~Exemptions should be based upon standards that are developed to reflect the income group targeted.~~

Action #2. Look for ways to reduce the cost of multifamily housing, particularly affordable housing.

Policy HO 4.5

Remove barriers to the creation of new *multi-family housing*, particularly *affordable housing* through a variety of actions, such as the adoption of regulations that “right-size” parking requirements, reduce certain impact fees, and the encourage the use of parking management programs to enable the more efficient use of parking.

OTHER PRIORITY ACTIONS

Action #1. Identify ways to achieve local results with and through regional actions.

Policy HO 3.2

Recognize that the City shares a housing and employment market, as well as a transportation network, with the larger region. Therefore, the City should work with the Kitsap Regional Coordinating Council to develop equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing*.

GLOSSARY OF HOUSING TERMS

Accessory Dwelling Unit: Separate living quarters contained within or detached from a single-family residence on a single lot.

Affordable Housing: Housing where the occupant pays no more than 30% of gross monthly income for total housing costs, including the cost of taxes and insurance for homeowners and monthly utilities for owners and renters.

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC365-195-070(6)]. The term "applies to the adequacy of the housing stocks to fulfill the housing needs of all economic

segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

The Department of Housing and Urban Development (HUD) sets household income limits for five income categories based on the local median household income which is determined each year. They are as follows:

Extremely Low Income	30% or less of median household income
Very Low Income	31% - 50% of median household income
Low Income.....	51% - 80% of median household income
Moderate Income.....	81% - 95% of median household income
Middle Income.....	96% - 120% of median household income

Assisted Housing: Multifamily rental housing that receives governmental assistance and is subject to use restrictions

Community Land Trust (CLT): A model of homeownership where a developer (usually an affordable housing agency or nonprofit) sells a home to an income-qualified resident, but retains ownership of the land. The homeowner earns equity in the home, but not the land.

Comprehensive Housing Affordability Strategy (CHAS): A document which is prepared annually to lay out housing affordability strategies that address the needs of homeless, low and moderate income people in ways that promote community and individual stability. OBSOLETE DEFINITION FROM 2004 PLAN

Conservation Villages: A development form that concentrates housing on a relatively small portion of the total site, with the larger portion of the site left untouched as dedicated conservation area. The housing may take the form of common wall structures and/or detached units placed close by one another, situated to minimize the cost of running roads and serving utilities and maximizing the retention of scenic views, open space, natural contours, and vegetation. The techniques used to concentrate buildings may include **density bonuses**, reduction in lot sizes, building setback and/or bulk requirements. The conservation open space is secured in perpetuity by deed restriction.

Context Sensitive Design: Site, landscaping, architectural, or engineering design that is compatible with a development's setting, the contours of the land and natural systems on-site and immediately off-site, and that is compatible with the character, location and configuration of improvements and uses on adjacent properties.

Cottage Housing: A grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. Cottage units typically have a shared common area and coordinated design and may allow densities that are somewhat higher than typical in single family neighborhoods. Cottage housing offers a degree of privacy and some of the benefits of single family housing combined with the lower cost and maintenance of attached housing. The clustered arrangement can contribute to a sense of community.

Density: The number of dwelling units allowed in a lot area.

Density Bonus: Additional density provided to a developer to achieve certain policy objectives, such as the construction of affordable housing units. (The developer is allowed to build a certain amount {a percentage} above the base density in exchange for the provision of a certain number of affordable units.)

Designated Centers: Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Rolling Bay, Sportsman Triangle and Day Road. See Fig. LU-1 Land Use Concept.

Development Regulation: The controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances together with any amendments thereto.

Dwelling Unit: A building or portion of a building that provides independent living facilities with provision for sleeping, eating and sanitation. The existence of a food preparation area within a room or rooms is evidence of the existence of a dwelling unit.

Fair Share Housing: ~~A quantification of each jurisdiction's "share" of middle and low-income housing needs in a region or county, and a plan for how each jurisdiction will satisfy its obligation to provide for its share of the need.~~ OBSOLETE DEFINITION FROM 2004 PLAN

Flexible Lot Design Subdivision Process: This process permits development flexibility that will encourage a more creative approach than lot-by-lot development, including lot design, placement of buildings, use of open spaces and circulation, and best addresses the site characteristics of geography, topography, size or shape. This method permits clustering of lots, with a variety of lot sizes, to provide open space and protect the Island's natural systems. The criteria for the layout and design of lots, including a minimum percentage of open space and a minimum lot size for each zone, will be set out in the zoning ordinance.

Guiding Principle: A high-rank order value guiding growth, development, and conservation of resources in the community. Guiding principles are derived from and provide extension of the aspirations and values described in the Vision Statement. Guiding Principles provide policy direction to the Goals and Policies of the Elements in the Comprehensive Plan.

Homeless: Persons whose primary nighttime residence is 1) a public or private place not designed for, or ordinarily used for, sleeping accommodations for human beings, or 2) a residence which is a publicly or privately operated shelter designed to provide temporary living accommodations.

Household: One or more related or unrelated persons occupying a housing unit.

Housing types: This term refers to the physical form, configuration or scale of housing, as opposed to an ownership pattern (i.e., rental vs. owned).

The list below groups housing types by the category of whether the housing units are detached, common wall, or stacked:

- **Detached housing**, includes one and two-story houses, ramblers, split-levels, cottages, cabins, accessory dwelling units, mobile homes, and carriage houses (unit over a garage);
- **Common wall housing**, includes duplexes, zero lot line homes, rowhouses and townhouses; and
- **Stacked housing**, includes two or three story garden apartments and mid-rise, mixed-use structures with commercial ground floor uses and two or more stories of residences above.

Impact Fees: Charges levied by the City against a new development for its pro-rata share of the capital costs of facilities necessitated by the development. The Growth Management Act authorizes the imposition of impact fees on new development and sets the conditions under which they may be imposed.

Income-qualified: A description for a renter or owner of designated affordable housing unit, meaning that the entity managing the affordability has verified the potential resident's income to fall within the income ranges defined under "Affordable housing".

Infill Development: Development usually consisting of either 1) construction on one or more lots in an area already developed or 2) new construction between two existing structures.

Low Impact Development (LID): A stormwater management strategy that emphasizes conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic

patterns in residential, commercial, and industrial settings. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surfaces to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Practices that adhere to these LID principles include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting (rain barrels and cisterns) and permeable pavements.

Manufactured Housing: A broad term including mobile homes, modular homes and other "factory built" housing. The main distinction is that manufactured housing is created in one or more parts in a factory and is designed and constructed for transportation to a site for installation on a permanent foundation and occupancy when connected to required utilities.

Micro unit: A small studio apartment; typically less than 350 square feet. A larger a micro unit could include a fully functioning and accessibility compliant kitchen and bathroom. Smaller micro units or rely upon communal kitchen or bathroom facilities.

Mixed Use Development: The presence of more than one category of use in a structure, for example, a mixture of residential units and office or retail uses in the same building.

Multifamily: A structure or portion of a structure containing two or more dwelling units.

Neighborhood: A small, predominantly residential area of the Island in which the residents share a common identity which may focus around an elementary school, park, community business center or similar feature.

PUD or Planned Unit Development: A development of land that is under unified control and is planned and developed as a whole in a single development operation or programmed series of development stages. Development through a PUD is a process in addition to the subdivision process, which permits development flexibility that will encourage a more creative approach than lot-by-lot development in design,

placement of buildings, use of open spaces, circulation, and best addresses the site characteristics of geography, topography, size or shape.

Residential Use: Any land use that provides for living space. Examples include single family residence, multi-family residence, special residence mobile home park, boarding house, caretaker's quarters, accessory dwelling.

Senior Housing: Housing specifically designed and operated to assist elderly persons (as defined in the State or Federal program); or intended for, and solely occupied by persons 62 years of age or older.

1
2 **Special Needs Populations:** Individuals or families who require supportive social
3 services in order to live independently for semi-independently.
4

5 **Subarea Plan:** An optional comprehensive plan feature authorized by the Growth
6 Management Act. Subarea plans provide detailed land use policies for a geographic
7 subset of a city.
8

9 **Subdivision:** The division or re-division of land into five or more lots, tracts, parcels,
10 sites or divisions for the purpose of sale, lease or transfer of ownership.
11

12 **Substandard Housing:** A dwelling unit that does not meet the criteria for an
13 acceptable standard of living, through lack of maintenance, age of unit, neglect, lack of
14 plumbing facilities, kitchen facilities, or crowded conditions.

15 **Tiny House or Home:** A small dwelling, 500 square feet maximum with a kitchen and
16 bathroom, possibly mounted on wheels, and able to be pulled by a vehicle.

17 **Urban Concentration:** An area within the urban growth boundary of Bainbridge Island
18 in which urban level of development with urban levels of public services and facilities
19 are concentrated.
20

21 **Vision:** A Vision is a narrative description of a preferred future, describing desired
22 long-term qualities and characteristics of the community 20 or more years in the
23 future.
24

25 **Vision 2040:** Vision 2040 constitutes the multi-county planning policies for the region
26 consisting of King, Pierce, Snohomish and Kitsap counties and the cities within those
27 counties.
28

29 **Wetland:** Those areas that are inundated or saturated by surface or groundwater at a
30 frequency and duration sufficient to support, and that under normal circumstances do
31 support, a prevalence of vegetation typically adapted for life in saturated soil
32 conditions.
33

1

2



LAND USE ELEMENT

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LAND USE

Introduction

3
4
5 The Land Use Element is one of the mandatory elements of the Comprehensive Plan
6 under the Growth Management Act (GMA). It addresses the general location and
7 distribution of land uses within the city and, in combination with other Plan Elements,
8 guides the use of land on Bainbridge Island. These other Elements include:

- 9
- 10 • The Environment and Water Resources Elements that address the protection
11 and conservation of natural systems, including the Island's sole source aquifer,
12 the quality and quantity of water, habitat, vegetation, and air.
 - 13 • The Housing Element that identifies strategies to increase the diversity of
14 *housing types* and the supply of *affordable housing* on the Island.
 - 15 • The Economic Element that encourages programs and policies to support
16 economic vitality and opportunity for Island residents.
 - 17 • The Transportation Element to provide mobility and safety for all users while
18 respecting neighborhood character and climate resilience.
 - 19 • The Capital Facilities and Utilities Elements to address the infrastructure
20 needed to serve the planned land uses.

21
22 Taken together, these Elements balance the Island's highly held values of
23 environmental stewardship with the needs of its people for housing, health, safety,
24 economic opportunity, and access to goods, services, recreation, and cultural
25 amenities.

26
27 All of these Elements are guided by the Eight Guiding Principles set forth in the
28 Introduction Chapter of this Comprehensive Plan. These Principles emphasize the
29 importance of shaping future growth and redevelopment in a way that retains the
30 Island's character and quality of life that its residents so highly value.

31
32 Future growth on Bainbridge will be accommodated in a manner that is consistent
33 with the requirements of the GMA, yet in several ways this comprehensive plan goes
34 beyond the GMA's minimum requirements. For example, it exceeds the GMA's
35 minimal requirement to address water resources as a component of the Land Use
36 Element by instead devoting an entire additional Element to Water Resources. The
37 GMA requires plans to be based on a twenty-year horizon, but this plan uses a fifty-
38 year/one hundred-year horizon to better account for the implications of Climate
39 Change and the much longer-term cycles of natural systems and public infrastructure
40 investments.

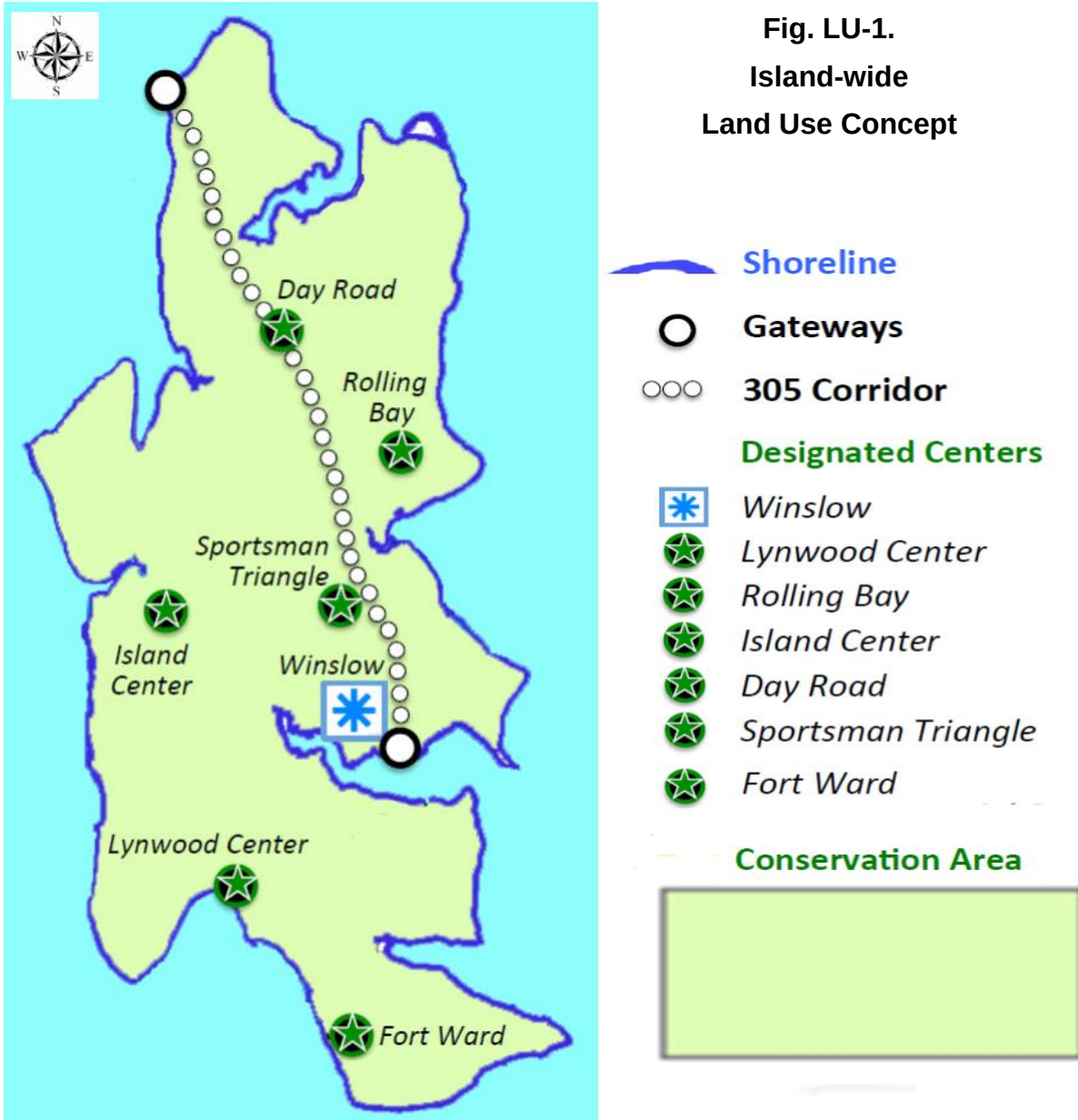
41
42 The Island has sufficiently zoned land in 2016 to accommodate the anticipated growth
43 through the year 2036. Therefore, any localized increase in *density* over current
44 *zoning should* further one or more of these a public purposes:
45

- 1) Protect *critical areas*, mature forest lands, and farmland; prevent sprawl and high-impact development in the lower-density residential zones.
- 2) Provide for residential development at higher densities in Winslow and other *designated centers*.
- 3) Increase the range and supply of *housing types and affordable housing*.
- 4) Contribute to public *infrastructure* or public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
- 5) Reduce *greenhouse gas* emissions while planning for the effects of *climate change*.

Another important component of the Plan's implementation are benchmarks and targets against which to assess progress. For example, the Housing Element sets aspirational targets to increase the diversity of *housing types* and supply of *affordable housing*, establishes benchmarks, a monitoring program and a schedule for progress reports. A monitoring program must be created to track progress in achieving other aspects of the Plan's *vision* and *goals*.

LAND USE VISION

NOTE: THIS SECTION TO BE DRAFTED



GOALS AND POLICIES

GOAL LU-1

Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents from 2010-2036 and, at the same time, promote and sustain high standards that will not diminish the quality of life and/or degrade the environment of the Island.

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council* (KRPC) population allocation and will continue to analyze the impacts of these allocations as the

Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons by the year 2036.

Policy LU 1.2

Outside of Winslow and the Neighborhood Centers, the Island has a rural appearance with forested areas, meadows, *farms*, and winding, narrow, and heavily vegetated roadways. These characteristics represent the Island character that is so highly valued by its residents. As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands*, and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development that preserves and protects this portion of the Island.

GOAL LU-2

This *Comprehensive Plan* recognizes and affirms that, as an Island, the City has natural constraints based on the *carrying capacity* of its natural systems. The Plan strives to establish a development pattern that is consistent with the goals of the community and compatible with the Island's natural systems.

Policy LU 2.1

Recognizing that the *carrying capacity* of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems, within the parameters of existing data. Revisions to the Plan *should* be made as new information becomes available.

The *carrying capacity* of Bainbridge Island is determined by many factors, including the supply of limited resources (particularly water), changes in patterns of consumption, and technological advances. During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The Plan seeks to take a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure that they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2

A public education program *should* be established to foster the community's understanding of the natural systems on the Island and their *carrying capacity*.

Policy LU 2.3

This Plan recognizes that stewardship of the land is a responsibility of individual citizens and the community as a whole. Through its status as an employer and landowner, the City *should* take advantage of its opportunities to be an example of environmental stewardship so that others will be encouraged to **adopt stewardship**

measures.

Policy LU 2.4

The City *should* develop a program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5

Work with EcoAdapt and others to prepare a Bainbridge Island Climate Change and Water Conservation Plan strategy.

GOAL LU-3

Develop a meaningful process for citizen participation that includes participation from all segments of the Island community.



FIG. LU-2 Strong citizen participation informed the comprehensive plan update.

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY

GOAL LU-4

As part of a long-term, Island-wide Conservation and Development Strategy, focus urban development in designated centers, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor, and conserve the Island's ecosystems and the green, natural and open character of its landscape.

Policy LU 4.1

The majority of development and redevelopment on the Island *should* be accommodated over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure*. See Fig. LU-1.

Policy LU 4.2

Adopt a multi-year work program to undertake the “*Special Planning Area Process*” for the *designated centers* of Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort Ward and Day Road. The product of the “*Special Planning Area Process*” will be

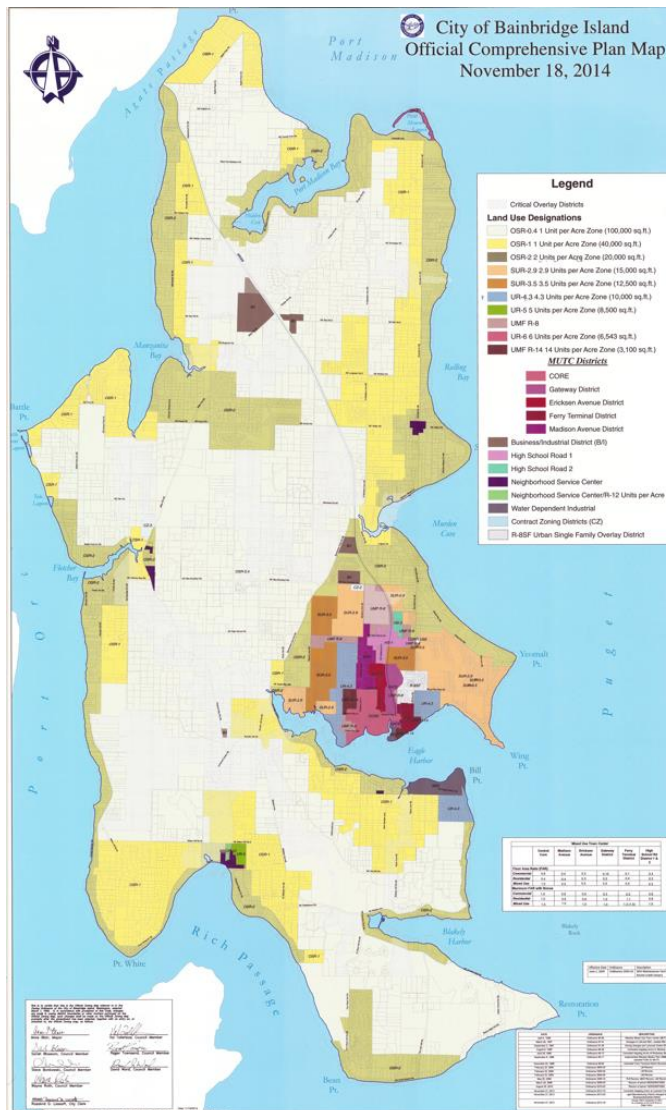
Subarea Plans for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.3

Updating the Winslow Master Plan is the City's highest work program priority because the greatest potential for achieving many of the City's priorities is focused there, including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas.

Policy LU 4.4

The *special planning area process* for each *designated center* shall be informed by surface water and aquifer data in the respective watershed, and appropriate provision shall be made to limit permitted uses or require specific measures to protect the water resource.



< Fig. LU-3 Future Land Use Map

Policy LU 4.5

The *special planning area process* for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix, and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

Policy LU 4.6

The Future Land Use Map in Fig. LU-2 adopted in this Plan establishes the future distribution, extent, and location of generalized *land uses* on the Island.

Policy LU 4.7

Continue to utilize the *goals* and use regulations of the Shoreline Master Program to protect the environmental quality of and public access to the Island's saltwater shoreline.

Policy LU 4.8

The SR 305 corridor, with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation. See Fig. LU-1. The City shall actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality and the visual character of Bainbridge Island, while also serving both the motorized and non-motorized needs of Island residents and businesses.



Fig. LU-4 The SR 305 corridor is a major part of the Island's functional mobility and visual character

Policy LU 4.9

Lands shown on Fig. LU-1 as "Conservation Areas" are appropriate for residential, recreational, agricultural, habitat and open space uses. The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas*, and innovative *tools* such as aquifer conservation zoning and conservation villages to minimize the development footprint within these Conservation Areas.

DESIGNATED CENTERS

GOAL LU-5

Focus urban development in *designated centers*

The Plan focuses residential growth in Winslow and other current and future centers with urban services, such as the Neighborhood Centers. Collectively, Winslow and the Neighborhood centers constitute Bainbridge Island's *designated centers*.

This is a change from the 1994 and 2004 Plans, both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012, and accommodate 5% of population growth in the

Neighborhood Centers. The balance of the growth was to be absorbed throughout the remainder of the Island.

Policy LU 5.1

Winslow is the urban core of the Island, while the Neighborhood Centers are smaller-scale centers. In order to achieve the *goals* of the GMA this Plan:

- Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner.
- Provides a vibrant, pedestrian-oriented core.
- Reduces sprawl.
- Provides choice of housing location and lifestyle.
- Maintains and protects environmentally sensitive and resource lands.
- Encourages the retention of forests and open spaces.
- Maintains and enhances the fish and wildlife habitat.

Policy LU 5.2

Increased density over and above the existing zoning in the NCs *should* only occur through a shift in *density* from *critical areas* and *farms* through *TDRs* and through the use of *density bonuses* for *affordable housing*.

Policy LU 5.3

Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in *designated centers*.

Policy LU 5.4

Sustainable development and redevelopment will be focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, “green” capital projects, and *low impact development* standards.

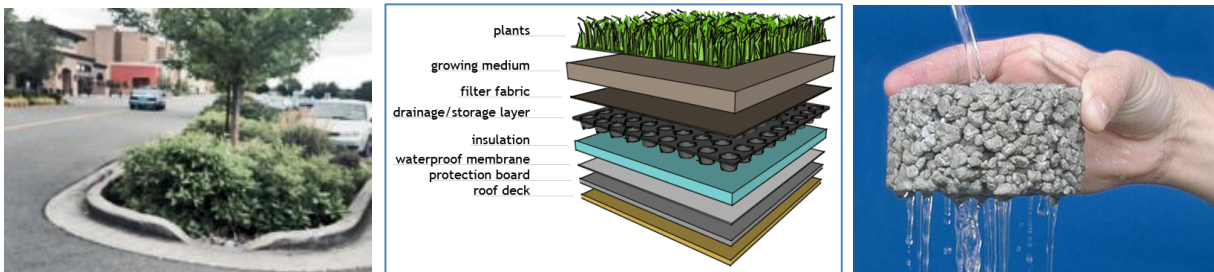


Fig. LU 5 Low Impact Development methods mimic natural drainage processes

Policy LU 5.5

Implement an optional *green building* code or “green factor” for both commercial and *multifamily* residential projects.

Policy LU 5.6

Address mechanisms for retaining and preserving *open space* in the vicinity of *designated centers*.

Policy LU 5.7

Encourage the design of buildings in *designated centers* for a long life and adaptability over time to successive uses.

Policy LU 5.8

Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and the surrounding areas.

Policy LU 5.9

Development *should* be designed and located so as to avoid or minimize potential conflicts with agricultural activities, and right-to-farm ordinances must be recognized by any development located adjacent to agricultural uses.

Policy LU 5.10

Amend the Island-wide Transportation Plan to link *designated centers* and reduce vehicle miles traveled and *greenhouse gas* emissions.

GOAL LU-6

Ensure a development pattern that is true to the *vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

Policy LU 6.1

Land use designations *should* reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development concentrated in the *designated centers*.

Policy LU 6.2

Higher intensity residential and commercial development and **social** activity is encouraged within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center, direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing*, and absorb growth that would otherwise be scattered in outlying areas.

Policy LU 6.3

Island Center, Rolling Bay, and Lynwood Center offer small-scale, commercial and service activity outside of Winslow. These *designated centers* *should* be allowed to develop at higher *densities* to reinforce their roles as smaller-scale centers.

Policy LU 6.4

Designation of new centers *should* be considered only after detailed analysis of the economic impact of the new development shows there will be no significant, adverse impact on the existing commercial centers, including Winslow.

Policy LU 6.5

The *designated centers* at Day Road, Fort Ward and Sportsman Club are intended to augment the Winslow, Lynwood, and Rolling Bay designated centers and allow a

diverse economy with business retention, growth and innovation on the island.

These Business/Industrial Districts provide for a variety of low-impact, nonpolluting uses, compatible with the community, that reflect and respond to changing market conditions.

Policy LU 6.6

Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness, and predictability in the land development process.

Policy LU 6.7

To reflect the policies in the Housing Element to provide for a variety of housing options in areas designated for residential development, including residential open space, *accessory dwelling units* shall be considered allowed uses in all residential zoning districts except R-6.(See Housing Element policy H 3.2)

Policy LU 6.8

Water or wastewater *infrastructure*, which may contribute to system capacity exceeding *current* local need, *shall* not be used to justify development counter to the City-wide *land use* policies.

Winslow

GOAL LU-7

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night.



The Winslow Master Plan encourages development of a *neighborhood* that contains a strong, vital downtown where people want to live, shop and work. Outside the mixed use, higher *density* center, there would be a variety of housing choices, from higher *density multifamily* areas immediately adjacent to the downtown to single-family residential *neighborhoods*.

Fig. LU 6 Human scale, pedestrian orientation and active uses create character on Winslow Way

Policy LU 7.1

The major center for new commercial development is the Mixed Use Town Center (MUTC) and the other commercial districts in Winslow.

Development within the MUTC and High School Road Districts shall be consistent with

the Winslow Master Plan (contained in the Subarea chapter of this Plan). The level of development is determined through Floor Area Ratio (FAR) rather than *dwelling units* per acre. The use of FAR may result in an increase in the base level of development (*density*) over the existing zoning, but will provide greater flexibility in type and size of housing units that will further the *goals* of this Plan.

Policy LU 7.2

A base level of commercial and residential *density* within the *overlay districts* of the MUTC and the High School Road districts is described in the Winslow Master Plan, with an increase in the FAR allowed through the use of:

- *Affordable housing*.
- *TDRs (transferable development rights)*.
- Contributions to public *infrastructure* and public amenities in excess of what is required to mitigate the impacts of development.
- Transfer of *density* within the MUTC and within the High School Road Districts.
- Preservation on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.



Fig. LU 7 Winslow's residential, commercial and civic uses are inter-connected

Policy LU 7.3

Phasing mechanisms and/or incentives *should* be developed to promote the timely and logical progression of commercial and residential development.

High School Road District

GOAL LU-8

The High School Road District is intended to provide for mixed-use and commercial development in a pedestrian-friendly retail area.

Policy LU 8.1

The High School Road District includes diverse of types of shopping and employment. A variety of *commercial uses* are allowed which offer goods and services for the convenience of Island residents.

Policy LU 8.2

Development in the High School Road District *should* promote *pedestrian-oriented* mixed-use and residential development to offer a variety of housing types and sizes.



Fig. LU 8 Detail of the High School Road Area

Policy LU 8.3

Auto-oriented uses and drive-through businesses that benefit from access to SR305 shall be limited to the yellow dashed area shown in Fig. LU 8.

Policy LU 8.4

To visually screen development year-round, properties with frontage 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, designated High School Road District II on the Land Use Map, 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.



Fig. LU 9 Low rise and mid-rise building forms in the High School Road Area

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.

NEIGHBORHOOD CENTERS

The Neighborhood Centers provide Island-wide commercial and service activity outside Winslow. These areas *should* be developed at *slightly* higher *densities* to reinforce their roles as community service centers. The centers will also help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL LU-9

Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood, Day Road, Fort Ward and Island Center, as designated on the Future Land Use Map, as areas with small- scale, commercial, mixed use and residential development outside Winslow.

Policy LU 9.1

The Neighborhood Centers *should* provide Island-wide small-scale commercial and service activity and *mixed-use development* outside Winslow.

Policy LU 9.2

Development *should* be oriented toward the pedestrian. Retail uses *shall* be encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses should be encouraged above ground floor retail.

Policy LU 9.3

Allow development of Neighborhood Centers in areas designated on the Future Land Use Map.

Lynwood Center



Fig. LU 10 Lynwood is a thriving mixed-use pedestrian neighborhood center

Policy LU 9.4

Any new development or expansion of existing development in Lynwood Center will be required to connect to *public sewer*, when available, or meet other Health District requirements, when appropriate.

Lynwood Center is designated as a *Special Planning Area*, and a *subarea plan* was completed in 1997. The “Lynwood Center Report and Final Recommendations” is included in the section of the *Comprehensive Plan* entitled *Subarea Plans*.

Island Center

Policy LU 9.5

Island Center is designated as a *Special Planning Area*. The boundaries for Island Center are as shown on the Land Use Map. Any changes to the boundaries may be determined during the special planning process.

Contract Zone: Miller Road/Battle Point Drive

Policy LU 9.6

The 16.7-acre site on Miller Road is designated a contract zone to recognize the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities.

Rolling Bay



Fig. 11 Rolling Bay is a cluster of primarily retail and civic uses

Policy LU 9.7

The Neighborhood Center boundaries are as shown on the Land Use Map. Rolling Bay is designated as a *Special Planning Area*. Any changes to the boundaries may be determined during the special planning process.

Fort Ward



Fig. 12 History and several structures help create unique character and identity at Fort Ward

Policy LU 9.8

Maintain and enhance the unique character of Fort Ward Planning Area (see Figure 12) to recognize the history and natural landscape of the area and the sense of community that exists, including an *open space* system made up of *wetlands*, a *neighborhood* park, the historic marching fields, unbuildable slopes and the State Park. The Fort Ward Action Plan is a part of the *Comprehensive Plan* (Appendix XX).

Policy LU 9.9

Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer *density* within the Fort Ward Study Area as incentives for the preservation of historic structures.

All Neighborhood Centers

The following standards ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential *neighborhoods*. The City has developed design prototypes or illustrated design guidelines for each of the three service centers to serve as a visual reference for the future development of the community. Although these design guidelines have been crafted to recognize the distinct qualities of each designated center, the City should periodically review and update the guidelines.

Policy LU 9.10

The Neighborhood Centers *should* achieve a mix of *neighborhood*-scale businesses, public uses, and housing that are compatible with the scale and intensity of the surrounding residential *neighborhood*, and minimize the impact of noise, odor, lighting, fire safety, and transportation on the neighborhood.

Policy LU 9.11

Mixed use development is strongly encouraged ~~but not required~~.

Policy LU 9.12

Proposed uses must consider the impact on water quality, stormwater *runoff*, and *environmentally sensitive areas* such as *wetlands*, *streams* and high vulnerability *recharge areas*.

Policy LU 9.13

The *development regulations* include design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a *Special Planning Area* plan. Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards **that minimize** glare.
- Location and screening of service areas such as dumpsters.

- *Open space.*
- Pedestrian linkages.

Policy LU 9.14

Encourage *neighborhood* participation in defining the design standards for each service center.

Policy LU 9.15

Establish and implement a street tree plan and planting program for major roadways at the Neighborhood Centers.

Policy LU 9.16

Develop a parking plan, if appropriate, for each service center.

Policy LU 9.17

Opportunities for providing a *neighborhood* commons or meeting place should be considered with any proposal for major redevelopment of an existing Neighborhood Center or as part of development of a new Neighborhood Center to encourage the use of the Neighborhood Center by surrounding residents.

Policy LU 9.18

To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial, and *mixed use developments*. Parking lots should be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area, and main entrance, and consideration *should* be given to the use of trees that allow solar access.

Policy LU 9.19

Infill within the boundaries of the Neighborhood Centers, as designated on the Land Use Map, through the *transfer of development rights* from TDR Sending Areas of the Island or through an *affordable housing density bonus*.

Policy LU 9.20

The base density of residential development in the Neighborhood Centers, as designated on the Land Use Map, is 2 units per acre. **A density bonus of 1 unit per acre (resulting in R-3 maximum density)** may be obtained in areas not served by public water and sewer systems and using TDRs or providing *affordable-housing*, provided state and local Health District regulations can be met. Allow a density bonus up to R-5 for properties with public water and sewer.

Business/Industrial

GOAL 10

The Business/Industrial Zone (B/I) is intended to provide opportunities for expansion of existing Island businesses, for diversity of jobs and for low-impact industrial activity that contributes to well-paying jobs, where traffic congestion, and other impacts on the surrounding neighborhood can be minimized.

Policy LU 10.1

The Business/Industrial District is for non-polluting, light manufacturing development as well as other uses that diversify economic activity on the island. New uses shall be compatible with established uses and the character of other development in the neighborhood.

Policy LU 10.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and the quantities projected for annual usage; demonstrate compliance with all Federal, State and Kitsap Public Health District requirements for their handling. Development proposals are evaluated using performance standards for the B/I district. Uses of certain toxic/hazardous substances can disqualify the application because of potential environmental impact. However, the City would consider factors such as quantity used, adequacy of storage, containment, spill management, and waste disposal plans in reviewing such a proposal.

Policy 10.3

Coordinate with the Bainbridge Island Fire Department when reviewing development proposals concerning hazardous substances.

Policy LU 10.4

Applications for development approval within the Business/Industrial District must show that adequate water, wastewater, transportation, fire, and storm drainage services are available to serve the development.

Policy LU 10.5

Ensure the adequate monitoring and enforcement of hazardous material regulations.

Policy LU 10.6

Performance standards for the Business/Industrial District address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods.

Policy LU 10.7

Business/Industrial uses must be visually screened year-round from adjacent, non-industrial properties and from adjacent roadways.

GOAL LU-11

Designate appropriate land for Business/Industrial in order to provide opportunities for small manufacturing businesses on the Island to expand, and to provide additional employment opportunities.

Policy LU 11.1

Discourage the inappropriate designation of isolated Business/Industrial Districts.

While seeking to limit isolated Business/Industrial uses, this Plan also recognizes the concerns of property owners to continue existing businesses at those locations as non-conforming uses. Discussion included designation of certain businesses and nonconforming uses. However, owners were concerned about the ability to obtain financing in the future. This Plan seeks to reach a compromise.

Policy LU 11.2

Isolated Business/Industrial activities are designated to reflect historical use and the designation *should* not be expanded.

ISLAND-WIDE CONSERVATION AREA

GOAL LU-12

Conserve ecosystems and the Island's green, natural, open character

Policy LU 12.1

Preserve the open space area outside *designated centers* through a *land use* pattern which will enhance the character of the area – forested areas, meadows, *farms*, scenic and winding roads that support all forms of transportation – and the valuable functions the open space area serves on the Island (e.g., *aquifer recharge, fish and wildlife habitat*, recreation).



Fig. LU 13 The view from the road on much of the Island is of green, leafy countryside

Policy LU 12.2

Protect *open space*, *critical areas*, and agricultural uses through public and private initiatives such as open space tax incentives, *cluster development*, *conservation villages*, *PUDs*, *transfer and purchase of development rights*, public land acquisition, greenways, *conservation easements*, landowner compacts, or limiting the amount of lot coverage.

Policy LU 12.3

Encourage the aggregation of nonconforming lots of record and undeveloped subdivisions and short plats in order to achieve a development pattern that is consistent with *goals* of the Plan to preserve *open space*, provide greenways through the Island, protect *environmentally sensitive areas*, and protect the water resources.

Policy LU 12.4

Protect aquifer recharge functions throughout the Island, all of which is an *aquifer recharge area*, through the application of critical areas regulations, Shoreline Master Program use regulations, *low impact development* regulations, and the wellhead protection regulations administered by the Kitsap Health District.

Policy LU 12.5

Establish appropriate procedures to monitor the effect of water drawdowns within and between *aquifers*, and adopt programs and regulations to preclude *groundwater* contamination, and to encourage water conservation and enhanced *aquifer recharge*.

Policy LU 12.6

Provide detailed *goals* and *policies* to protect the Island's ecosystems in the Environmental and Water Resources Element.

Policy LU 12.7

Work with the County Health Department to allow innovative solutions for on-site sewage treatment, including community septic and grey water systems.

Policy LU 12.8

Allow a *density bonus* in exchange for dedicating a portion of property into conservation as *open space*, farmland, or public access. Priority should be given to conserving these lands near more densely developed areas-

GOAL LU-13

Adopt landscape design standards and identify and protect public vantage points, view corridors and scenic vistas to support the Island's sense of place, identity and orientation.

Policy LU 13.1

Existing vegetated buffers *should* be managed to preserve the Island's character and the forested view from the road. Invasive species *should* be removed in order to keep the *native vegetation* healthy.

Policy LU 13.2

New development *should* be designed to respond to the natural landscape and *should* be sited so as to have the least visual and environmental impact on the Island landscape. Features that enhance the Island's character such as barns, fences, fruit or vegetable stands, *should* be retained and encouraged.

Policy LU 13.3

Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community, and adopt regulations and programs to protect them for their visual and aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion and runoff retardation.

Open Space Residential District

GOAL LU-14

Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.

Policy LU 14.1

The Open Space Residential District is designated for less intensive, residential development and a variety of agricultural and forestry uses.

Policy LU 14.2

Residential development *should* be compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems, **including streams, wetlands, and wildlife corridors**. Accessory *farm* buildings and uses are allowable.

Policy LU 14.3

The overall *density* for *residential use* is a maximum of one unit per 2.5 acres, **although**

there are lots less than 2.5 acres in size. However, the landscape *should* maintain the natural and scenic qualities of the Island.

Policy LU 14.4

Home occupations provide employment opportunities and *should* be permitted where they are compatible with surrounding neighborhoods and the environment.

Residential Open Space

GOAL LU-15

The Residential-1 (R-1) and Residential-2 (R-2) Districts are intended to recognize an existing development pattern in the Island's Open Space areas.

Policy LU 15.1

The R-1 District is intended to recognize an existing development pattern of one unit per acre.

Policy LU 15.2

The R-2 District is intended to recognize an existing development pattern of two units per acre.

Policy LU 15.3

The City *should* consider the development of *subarea plans* that establish *land use policies* and *development standards* tailored to the individual communities. *Neighborhood* participation in development of *subarea plans* should be encouraged.

Local Food Production

GOAL LU-16

Promote food security, local food production, and public health by encouraging locally-based food production, distribution, and choice through urban agriculture, community gardens, farmers markets, and food access initiatives. Establish partnerships and share resources to promote food access and production.

Policy LU 16.1

Allow community gardening and/or agriculture on public land where appropriate.



Fig LU 14 Agriculture is part of Bainbridge Island's landscape, history, economy and culture

Policy LU 16.2

Encourage the development of neighborhood community gardens.

Policy LU 16.3

Promote interagency and intergovernmental cooperation and resource-sharing to expand community gardening opportunities.

Policy LU 16.4

Promote the dedication of land for community gardens in new housing developments.

Policy LU 16.5

Support the local farmers market and the direct connection between consumers and farmers.

Transfer of Development Rights Program

GOAL LU- 17

Prioritize program goals and establish and maintain planning tools, including a *purchase and transfer of development rights* program, which implement the goals and policies of this Plan to allow transferring development rights from areas intended for conservation, and promoting development in areas suitable for denser development.

Policy LU 17.1

Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from areas intended for conservation to areas suitable for development.

Policy LU 17.2

The City recognizes the need to take a proactive role in the *purchase and transfer of development rights* and such a program should include:

- 1) Designating appropriate staff resources to promote the program;
- 2) Providing for the outright *purchase of development rights* by the City and establishing a fund for banking development rights; and
- 3) Creating a process that coordinates the *purchase and transfer of development rights*.
- 4) Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights program*.

Policy LU 17.3

The City has identified appropriate *TDR* sending areas and prioritized areas (or resources) of the Island that are valued by the community and are appropriate for conservation through the *PDR* and/or *TDR* programs.

Appropriate sending areas for example, could contain sensitive lands that are not protected by the *critical areas* regulations, priority links in the Wildlife Corridor, priority *open space* lands, or historic resources. Determination of appropriate sending areas should also be coordinated with the development of an Island-wide **Conservation and Development Strategy**.

PROPERTY RIGHTS

GOAL LU-18

Strive to ensure that basic community values and aspirations are reflected in the City's planning program while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property *shall* not be taken for public use without just compensation having been made. The property rights of landowners *shall* be protected from arbitrary and discriminatory actions.

INTERGOVERNMENTAL COOPERATION AND COORDINATION

GOAL LU-19

All government entities *should* strive to cooperate and serve their constituents in a fiscally sound manner.

In addition to the City government, there are three special purpose districts and the Kitsap Public Health District and Sewer District #7 which all serve the citizens of Bainbridge Island, as well as a number of state and county agencies. This *goal* addresses the need for cooperation and coordination in order to serve the Island's citizens in the most cost effective manner.

HISTORIC PRESERVATION

GOAL LU-21

Maintain and support a *Historic Preservation Program*. A successful *historic preservation* program requires on-going support of the community, as well as the City government and its designated department.

Policy LU 21.1

Maintain the City's status as a Certified Local Government (CLG), thereby promoting collaboration among City departments, boards and commissions.

Policy LU 21.2

The City and its Historic Preservation Commission (HPC) *should* regularly review the local *historic preservation* ordinance and update where necessary to assure that it achieves the *Comprehensive Plan's goals and policies*.

Policy LU 21.3

The City and the HPC *should* develop the City's preferred method of project compliance review and reporting, consistent with state laws and local ordinances.

Policy LU 21.4

The City and HPC *shall* coordinate with tribal communities and other stakeholders who have an interest in historic resources on the Island.

GOAL LU-22

Identification and Evaluation of Historic Resources: Historic property inventory and context statements inform planning efforts by identifying areas where resources worthy of preservation exist or are likely to occur.

Policy LU 22.1

The City and HPC *shall* recognize historic resources listed on, or eligible for, the local registry as significant historic properties.

Policy LU 22.2

The City and HPC *shall* continue to inventory historic resources, thereby maintaining an up-to-date site database using the latest affordable technologies available.

Policy LU 22.3

The City and HPC *should* continue to support and expand the Local Historic Register program.

Policy LU 22.4

The City and HPC *should* develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU 22.5

The City and HPC *shall* define and identify its “iconic” structures and sites (those intended for permanent preservation), which are deemed essential elements of the community’s character, history and identity.

GOAL LU-23

Preservation and Enhancement of Historic Resources: An effective *historic preservation* program provides meaningful practical incentives and policies for property owners and developers to preserve historic resources.

Policy LU 23.1

The City *shall* encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 23.2

Encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

Policy LU 23.3

Collaborate with the HPC and Design Review Board to develop design guidelines for projects within or adjacent to significant historic properties and/or *neighborhoods* to ensure compatible development.

Policy LU 23.4

Develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

Policy LU 23.5

Identify and support practical owner/operator economic incentives and *policies* to encourage the rehabilitation and preservation of significant historic resources.

Policy LU 23.6

Engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL LU-24

Public Participation: Establishing a broad base of support from citizens and their city government will strengthen the community’s commitment to *historic preservation*.

Policy LU 24.1

Support an on-going education program to increase awareness of the historic resources on the Island.

Policy LU 24.2

Support efforts to publicly recognize preservation efforts within the Island community.

Policy LU 24.3

Collaborate with interested stakeholders to promote historic preservation on the Island.

Policy LU 24.4

Identify and give public access to, an appropriate repository for curating historic preservation records and documentation.

ESSENTIAL PUBLIC FACILITIES

GOAL LU-25

The needs of the community *should* be met by providing *essential public facilities* and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with adjacent uses, the environment, and preservation of public health and safety.

The *GMA* requires that all jurisdictions planning under the Act must provide a process for siting *essential public facilities* such as airports, correctional facilities, sewage treatment plants. These *goals* and *policies* are intended to guide the siting process, and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of *essential public facilities*. Site specific consideration of a proposed *essential public facility* would occur during the development application review process.

Policy LU 25.1

The City *should* develop a list of *essential public facilities* of a local nature that may potentially be sited on Bainbridge Island and coordinate with the *Kitsap Regional Coordinating Council* in the development of a list of state and countywide *public facilities*.

Policy LU 25.2

When an *essential public facility* of a statewide or countywide nature is proposed for Kitsap County, the City *should* appoint representatives as members of the Facility Analysis and Site Evaluation Advisory Committee or any other established siting committee to evaluate proposed *public facility* siting.

Policy LU 25.3

New *essential public facilities* shall not be located in designated resource lands and critical areas.

GOAL LU-26

The process for siting essential public facilities should create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

Policy LU 26.1

If an *essential public facility* is proposed for Bainbridge Island that is an “*essential public facility*,” as defined in RCW 36.70A.200, the City *should* create a Facility Analysis and Site Evaluation Committee composed of citizens, City staff, elected officials and appropriate technical experts which should consider in determining a recommendation to City Council, at a minimum, the following:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis, and ranking of potential sites;
- Consistency with the *goals* and *policies* of the City’s *Comprehensive Plan*;
- Identification of potential physical impacts including, but not limited to, those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts, including the likelihood of a related development locating in proximity to the proposed *essential public facility*;
- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

Policy LU 26.2

The City or other government agency, if responsible for construction of an *essential public facility*, *shall* develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of a project. The plan *should* include identification of all departments that will play a role in the planning or construction of an *essential public facility*; identify other governmental regulatory requirements; identify strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations; and identify a conflict resolution process.

LAND USE ELEMENT IMPLEMENTATION

GOAL LU-27

Ensure that the community *vision* and *goals* in this plan are realized.

Policy LU 27.1

Develop a series of benchmarks against which to measure the Plan’s continued viability and ensure that continued public input is part of the monitoring program.

Policy LU 27.2

The Action Plan to implement the *Comprehensive Plan* should be reviewed yearly to determine the status of actions described in the Action Plan.

HIGH PRIORITY ACTIONS:

Action #1. Update the Winslow Mixed Use Town Center Plan in order to facilitate progress on the Housing Priorities that can best be accommodated in an area with existing urban character, urban facilities, services and multi-modal transportation options.

Action #2. Adopt a multi-year planning work program for updating the subarea plans for Island Center, Rolling Bay, Fort Ward, Sportsman Triangle, and Day Road.

Action #3. Prepare a new Conservation Village land use regulation to encourage creation of a new housing pattern that consolidates and dedicates open space.

Action #4. Adopt a storm and surface water system plan.

MEDIUM PRIORITY ACTIONS:

Action #1. Identify discrete sections of the Land Use Code to amended to eliminate confusion, redundancy and delay in the permit process.

Action #2. Create more efficient review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board, and Hearing Examiner.

Action #3. Prepare benchmarks and a schedule to measure progress on implementing the above named priorities.

OTHER PRIORITY ACTIONS:

Action #1. Review and update design standards and guidelines for the neighborhood centers.



LAND USE ELEMENT

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LAND USE

Introduction

The Land Use Element is one of the mandatory elements of the Comprehensive Plan under the Growth Management Act (GMA). It addresses the general location and distribution of land uses within the city and, in combination with other Plan Elements, guides the use of land on Bainbridge Island. These other Elements include:

- The Environment and Water Resources Elements that address the protection and conservation of natural systems, including the Island's sole source aquifer, the quality and quantity of water, habitat, vegetation, and air.
- The Housing Element that identifies strategies to increase the diversity of housing types and the supply of affordable housing on the Island.
- The Economic Element that encourages programs and policies to support economic vitality and opportunity for Island residents.
- The Transportation Element to provide mobility and safety for all users while respecting neighborhood character and climate resiliency.
- The Capital Facilities and Utilities Elements to address the infrastructure needed to serve the planned land uses.

~~The Land Use Element and Environmental Element are at the heart of the Comprehensive Plan. Together, they describe the~~

~~Taken together, these Elements balance the Island's highly held values of environmental stewardship with the needs of its people for distribution location, preservation and protection of uses of land. These include housing, commerce, health, safety, economic opportunity, light manufacturing, and access to goods, services, recreation, and cultural amenities. natural resources, public utilities, and facilities.~~

~~and other land uses necessary to plan for future growth in a manner that reflects the overall vision of the Comprehensive Plan. To help achieve both these objectives, the Land Use and all other Elements are guided~~ All of these Elements are guided by the Eight Guiding Principles set forth in the Introduction Chapter of this Comprehensive Plan. These Principles emphasize the importance of shaping future growth and redevelopment in a way that retains the Island's character and quality of life that its residents so highly value.

~~The City of Bainbridge Island is an urban growth area under the Growth Management Act (GMA). Future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of the GMA, yet~~ in several ways this comprehensive

plan goes beyond the GMA's minimum requirements. For example, it exceeds the GMA's minimal requirement to address water resources as a component of the Land Use Element by instead devoting an entire additional Element to Water Resources. The GMA requires plans to be based on a twenty-year horizon, but this plan uses a fifty-year/one hundred-year¹ horizon to better account for the implications of Climate Change and the much longer term cycles of natural systems and public infrastructure investments.

There is another important concept in the Plan. Due to the Island ability has sufficiently zoned land in 2016 to accommodate the anticipated growth through the year 2036. number of existing platted lots and unused capacity under current zoning, Therefore, any localized increase in density over current zoning should further one or more of these a public purposes. The public purposes identified in the Plan are:

- 1) Shift density from Protect critical areas, mature forest lands, and farmland; prevent sprawl and high-impact development in the lower-density residential zones to Winslow or other designated centers sites, such as current or future Neighborhood service centers.
- 2) Provide for residential development at higher densities in Winslow and other designated centers.
- 3) Provide a Increase the range and supply of housing types and affordable housing. ility.
- 4) Contribute to public infrastructure or and public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
- 5) Reduce citywide greenhouse gas emissions while planning for the effects of climate change.

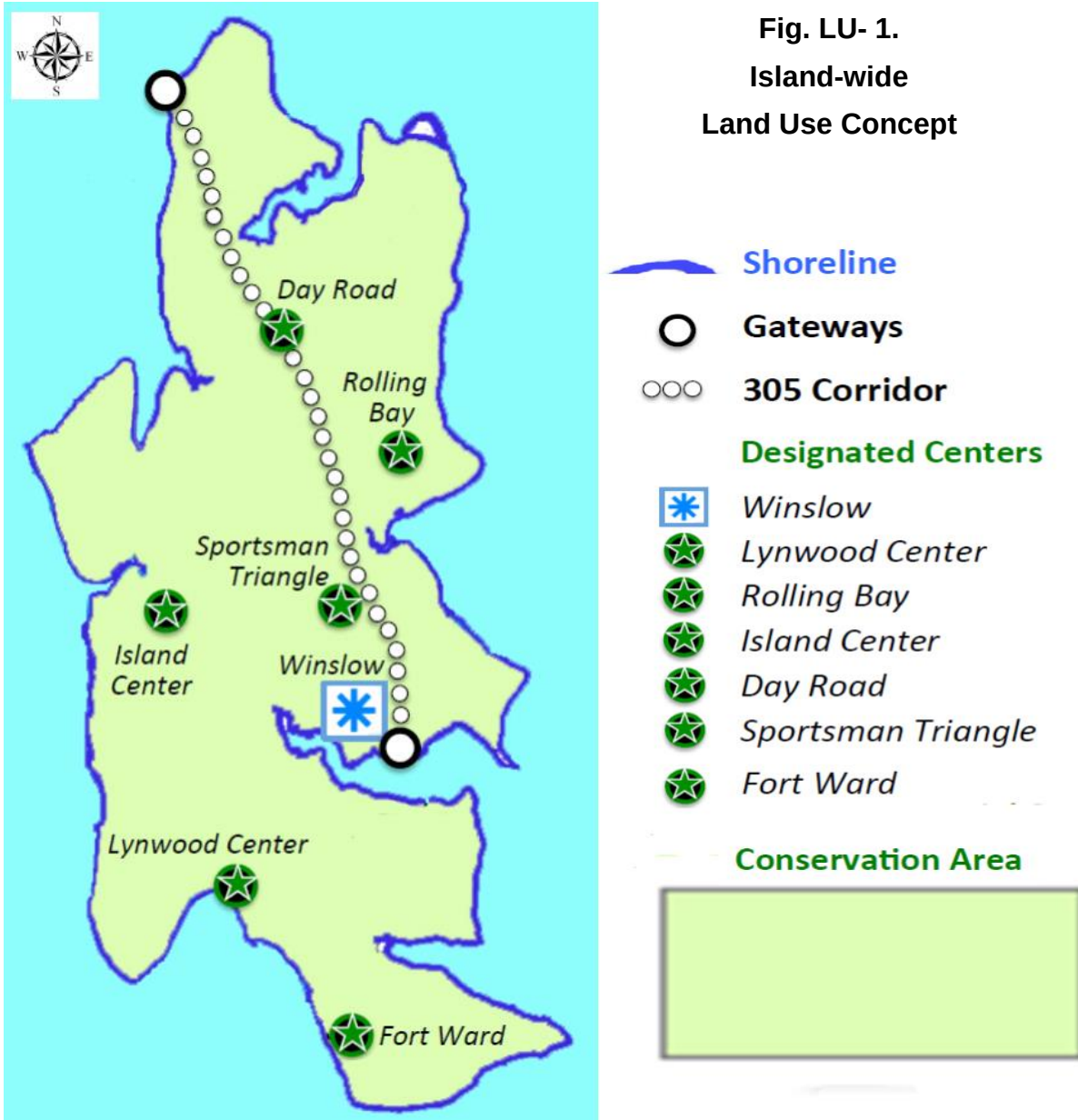
Another important component of the Plan's implementation are framework is an emphasis on establishing benchmarks and targets against which to assess progress. the continued viability of the Plan. For example, the Housing Element sets aspirational targets to increase the diversity of housing types and supply of affordable housing, establishes benchmarks, a monitoring program and a schedule for progress reports. A monitoring program must be created to track progress in achieving other aspects of the City in achieving the Plan's vision and goals.

1

LAND USE VISION

NOTE: THIS SECTION IS BEING DRAFTED BY COMMISSIONER KILLION

Fig. LU- 1.
Island-wide
Land Use Concept



NOTE: The paragraphs in gray that follow are proposed to be deleted because they have been made redundant and somewhat dated by the more detailed and current policy language in the Goals and Policies section.

Winslow

Winslow is the area of urban concentration on the Island. The 2004 Comprehensive Plan created a Mixed Use Town Center (**MUTC**) intended to be the vibrant, pedestrian-oriented core of Winslow. Five overlay districts are designated to address the distinct

~~neighborhoods and commercial areas within the MUTC:~~

- ~~• Central Core Overlay District — To provide the commercial center; residential uses are encouraged but not required;~~
- ~~• Erickson Avenue Overlay District — To preserve the unique and historical features of Ericksen Avenue; retail is permitted only if on the ground floor with residential or office development above.~~
- ~~• Madison Avenue Overlay District — To provide a mix of residential and small-scale, nonresidential uses; all retail and office development must contain a residential component.~~
- ~~• Gateway Overlay District — To protect the ravine and provide low-intensity, tourist-oriented commercial, multifamily and agricultural uses.~~
- ~~• Ferry Terminal — To provide ferry and associated transportation-oriented uses and a residential/office neighborhood with limited retail adjacent to the terminal to serve commuters.~~

~~The High School Road District is meant to provide commercial uses that complement the Town Center and that benefit from auto access near SR 305. Special planning considerations are provided for coordinated development for the area in and around the ferry terminal, and for properties that abut Eagle Harbor. The Winslow Master Plan was approved in 1998 to implement the goals and policies of the Plan. The Winslow Master Plan has been since amended, including a substantial update in 2006.~~

~~The Plan recognizes the existing residential districts in Winslow and suggests that the Urban Multifamily District could be appropriate for an increase in density with the use of a Transfer of Development Rights (TDRs).~~

Neighborhood service centers

~~The Neighborhood service centers will continue to serve as small-scale commercial activity centers. The base residential density within the service centers would remain at two units per acre.~~

— Island Center

~~Expansion of the boundaries of Island Center would be considered part of a special planning area process. See Policy LU 1.2. The 10-acre site on the northwest corner of Miller and Battle Point Roads may continue with garden supply sales, nursery, and related uses, and provide for some possible expansion of those uses under a contract zoning district.~~

— Lynwood Center

~~The Lynwood Center Subarea Plan was approved in 1997 after a special planning area process.~~

Rolling Bay

~~Expansion of the boundaries of Rolling Bay would be considered as part of a special planning area process. See Policy LU 1.2~~

Business/Industrial (B/I)

~~Business/Industrial (B/I) designated land is concentrated in three distinct areas:~~

- ~~• Day Road, east and west of SR 305~~
- ~~• Sportsman Club Road, between New Brooklyn and SR 305~~
- ~~• New Brooklyn Road, west of Madison Avenue~~

~~There is an isolated B/I parcel located at the intersection of Fletcher Bay and Bucklin Hill Roads. It was designated as such to recognize an existing development pattern. Federal, state, and local regulations govern the handling and disposal of hazardous substances and hazardous waste and will be used to evaluate future business/industrial development.~~

GOALS AND POLICIES

~~The GMA requires Bainbridge Island to plan, at a minimum, for the growth in population allocated to it by the Washington State Office of Financial Management and the Kitsap Regional Coordinating Council. Bainbridge Island's Comprehensive Plan does accommodate projected growth in a way that is consistent with the requirements of the GMA, yet true to the community's vision and overall goals for the future.~~

~~[NOTE: THE ABOVE PARAGRAPH IS DUPLICATIVE OF THE LANGUAGE THAT HAS BEEN INCORPORATED ELSEWHERE IN THIS ELEMENT.]~~

GOAL LU-1 (formerly LU-6)

The City of Bainbridge Island will plan Plan for growth based on the growth targets established by the Kitsap Regional Coordinating Council: 5,635 additional residents from 2010-2036 and, at the same time, promote and sustain high standards that will not diminish the quality of life and/or degrade the environment of the Island.

Policy LU 1.1 (formerly LU 6.1)

~~On September 24, 2013, the KRCC amended the Kitsap Countywide Planning Policies to revise the 20-year planning horizon under GMA and to revise the population forecast for the County and the subarea allocation for each of the local jurisdictions within the County. Bainbridge Island was allocated a population of 28,660 by the year 2036.~~

~~The City Council ratified the amended Countywide Planning Policies on December 11, 2013 by approving Resolution 2013-22, and Resolution 2015-13 on June 16, 2015. The 2010 Island population was 23,205 people.~~

The City accepts the Kitsap Regional Coordinating Council (KRPC) population allocation and will continue to analyze the impacts of these allocations as the

Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons by the year 2036.

~~This *Comprehensive Plan* allocates more than enough development capacity to accommodate the target patterns, and opportunities for choice in residential location and lifestyle. Finally, the Plan acknowledges the planning constraints which result from the large number of existing nonconforming and previous platted lots.~~

Policy LU 1.2 (formerly LU 6.2)

~~As a city, Bainbridge Island constitutes an urban growth area under the GMA. Although an urban growth area, future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of the GMA, yet retains the Island's character and the quality of life that its residents so highly value.~~

~~Consistent with the GMA, all land within the City of Bainbridge Island is included in the City's urban growth area. While Bainbridge Island is a City, it is not characterized by urban development with a full range of urban facilities and services, but contains a variety of development patterns that range from urban to less intense development. Winslow is the urban center of the Island. The existing Neighborhood service centers supplement Winslow's commercial activity, with the Business/Industrial District providing a location for environmentally sound manufacturing businesses.~~

Outside of Winslow and the Neighborhood service centers, the Island has a rural appearance with forested areas, meadows, *farms*, and winding, narrow, and heavily vegetated roadways. These characteristics represent the Island character that is so highly valued by its residents. As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands*, and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development which preserves and protects this portion of the Island.

Policy LU 6.3

~~The residential *densities* in the Plan focus residential growth in Winslow and other current and future centers with urban services, such as the Neighborhood service centers. This is a change from the 1994 and 2004 Plans both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012, and accommodate 5% of population growth in the Neighborhood service centers. The balance of the growth was to be absorbed throughout the remainder of the Island. For purposes of allocating 50% of the growth, Winslow was defined as the Winslow Master Plan Study Area. (Figure 2.3 of the Winslow Master Plan.~~

~~The Winslow Master Plan encourages development of a *neighborhood* of the Island that contains a strong, vital downtown where people want to live, shop and work. Outside the mixed use, higher *density* center, there would be a variety of housing choices, from higher *density multifamily* areas immediately adjacent to the downtown to single family residential *neighborhoods*. [Moved to Goal LU-7 on p. 23.]~~

GOAL LU-2 (formerly LU-8)

This *Comprehensive Plan* recognizes and affirms that, as an Island, the City has natural constraints based on the *carrying capacity* of its natural systems. The Plan strives to establish a development pattern that is consistent with the *goals* of the community and compatible with the Island's natural systems.

Policy LU 2.1 (formerly LU 8.1)

Recognizing that the *carrying capacity* of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems, within the parameters of existing data. Revisions to the Plan *should* be made as new information becomes available.

The *carrying capacity* of Bainbridge Island is determined by many factors, including the supply of limited resources (particularly water), changes in patterns of consumption, and technological advances. ~~This Plan acknowledges that, with current information, the carrying capacity of the Island is not known.~~ During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The Plan seeks to take a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure that they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2 (formerly LU 8.2)

A public education program *should* be established to foster the community's understanding of the natural systems on the Island and their *carrying capacity*.

Policy LU 2.3 (formerly LU 8.3)

This Plan recognizes that stewardship of the land is a responsibility of individual citizens and the community as a whole. Through its status as an employer and landowner, the City *should* take advantage of its opportunities to be an example of environmental stewardship so that others will be encouraged **to adopt stewardship measures follow suit.**

Policy LU 2.4 (formerly LU 8.4)

The City *should* develop a program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5 (formerly LU 8.5)

Work with EcoAdapt and others to prepare a Bainbridge Island Climate Change and Water Conservation Plan strategy.

GOAL LU-3 (formerly LU-12)

Develop a meaningful process for citizen participation that includes participation from all segments of the Island community.

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY**GOAL LU-4** (formerly LU-1)

As part of a long-term, Island-wide Conservation and Development Strategy, focus urban development in designated centers, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor, and conserve the Island's ecosystems and the green, natural and open character of its landscape.

Policy LU 4.1 (formerly LU 1.1)

The majority of development and redevelopment on the Island *should* be accommodated over the next fifty years² in ~~central places (i.e.,~~ designated centers) that have or will have urban levels of services and *infrastructure*. See Fig. LU-1. ~~These "central places" should conform to the following hierarchy of centers:~~

- ~~a. Winslow Master Plan Study Area~~
- ~~b. Lynwood Center~~
- ~~c. Neighborhood service centers with a residential component~~
- ~~d. Neighborhood service centers without a residential component~~
- ~~e. Small scale neighborhood "nodes"~~

Policy LU 4.2 (formerly LU 1.2)

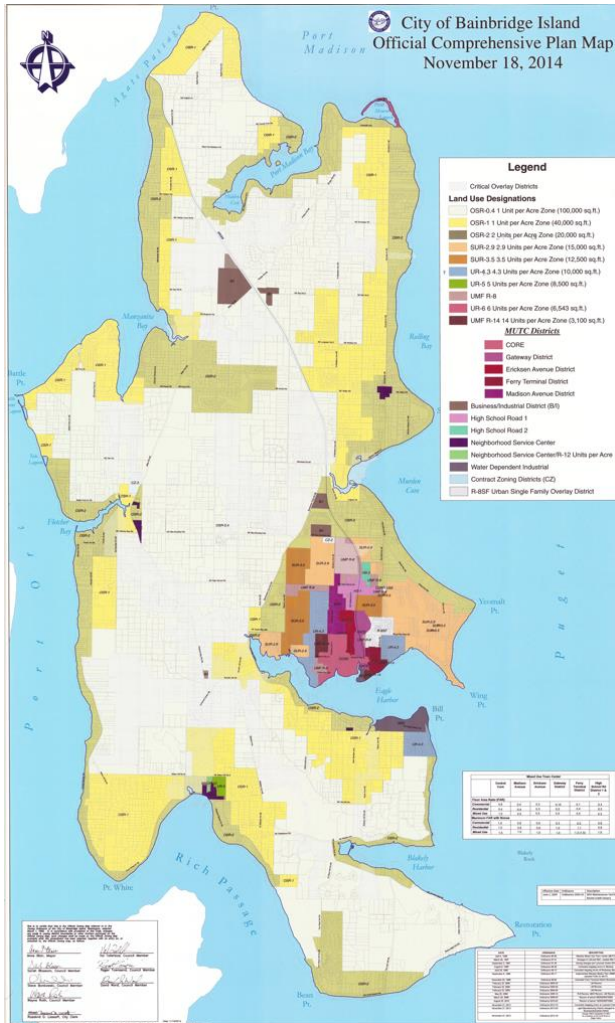
~~The City shall adopt~~ Adopt a multi-year work program to undertake the "Special Planning Area Process" for the *designated centers* of Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort Ward³ and Day Road. The product of the "Special Planning Area Process" will be Subarea Plans for each of the designated centers that will be adopted as part of the Comprehensive Plan.

Policy LU 4.3 (formerly LU 1.3)

Updating the Winslow Master Plan is the City's highest work program priority because the greatest potential for achieving many of the City's priorities is focused there, including increasing the diversity of housing types and the supply of affordable housing while helping to reduce the development pressures in the Island's conservation areas.

Policy LU 4.4 (formerly LU 1.4)

The *special planning area process* for each *designated center* shall be informed by surface water and aquifer data in the respective watershed, and appropriate provision shall be made to limit permitted uses or require specific measures to protect the water resource.⁴



< **Fig. LU-2 Future Land Use Map**

Policy LU 4.5 (formerly LU 1.5)

The *special planning area process* for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix, and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

Policy LU 4.6 (formerly LU 1.5- 1.6)

The Future Land Use Map in Fig. LU-2 adopted in this Plan establishes the future distribution, extent, and location of generalized *land uses on the Island*.

Policy LU 4.7 (formerly LU 1.6 1.7)

The City ~~shall~~ continue to utilize the *goals* and use regulations of the Shoreline Master Program to protect the environmental quality of and public access to the Island's saltwater shoreline.

Policy LU 4.8 (formerly LU 1.6 1.8)

The SR 305 corridor, with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation. See Fig. LU-1. The City shall actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality and the visual character of Bainbridge Island, while also serving both the motorized and non-motorized needs of Island residents and businesses.

Policy LU 1.4-1.5

The four “Historic/Potential Centers” of Seabold, Port Madison, Fort Ward and Eagledale may be included in the multi-year work program under Policy 1.2, or if not, simply be candidate emerging centers through the 20 year life of this Plan. In the latter case, conservation priorities and planning for longer term *infrastructure* improvements *should* take account of these potential emerging centers.⁵

Policy LU 4.9 (formerly LU 1.7 1.9)

Lands shown on Fig. LU-1 as “Conservation Areas” are appropriate for residential, recreational, agricultural, habitat and open space uses. The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas*, and innovative *zoning* tools such as *aquifer conservation zoning and conservation villages*⁶ to minimize the development footprint within these Conservation Areas.

DESIGNATED CENTERS**GOAL LU-5** (formerly GOAL LU-4)**Focus urban development in *designated centers***

(formerly Policy LU 6.3)

The ~~residential densities~~ in the Plan focuses residential growth in Winslow and other current and future centers with urban services, such as the Neighborhood ~~service~~ centers. Collectively, Winslow and the Neighborhood ~~service~~ centers constitute Bainbridge Island’s *designated centers*.

This is a change from the 1994 and 2004 Plans, both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012, and accommodate 5% of population growth in the Neighborhood ~~service~~ centers. The balance of the growth was to be absorbed throughout the remainder of the Island. ~~For purposes of allocating 50% of the growth, Winslow was defined as the Winslow Master Plan Study Area. (Figure 2.3 of the Winslow Master Plan.~~

Policy LU 5.1 (formerly LU 7.1)

Winslow is the urban core of the Island, while the ~~existing~~ Neighborhood ~~service~~ ~~service~~ centers are smaller-scale centers. In order to achieve the *goals* of the GMA this Plan ~~would~~:

- Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner.
- Provides a vibrant, *pedestrian-oriented* core.
- Reduces sprawl.
- Provides choice of housing location and lifestyle.
- Maintains and protects *environmentally sensitive* and resource lands.
- Encourages the retention of forests and open spaces.

- Maintains and enhances the *fish and wildlife habitat*.

Policy LU 5.2 (formerly LU 7.2)

Increased density over and above the existing zoning in the NSCs *should* only occur through a shift in *density* from *critical areas* and *farms* through *TDRs* and through the use of *density bonuses* for *affordable housing*.

Policy LU 5.3 (formerly LU 4.1)

Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in *designated centers*.

Policy LU 5.4 (formerly LU 4.2)

Sustainable development and redevelopment will be focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* incentive programs, “green” capital projects, and *low impact development* standards.

Policy LU 5.5 (formerly LU 4.3)

Implement a *an optional green building* code or “green factor” for both commercial and *multifamily* residential projects.

Policy LU 5.6 (formerly LU 4.4)

Address mechanisms for retaining and preserving *open space* in the vicinity of *designated centers*.

Policy LU 5.7 (formerly LU 4.5)

Encourage the design of buildings in *designated centers* for a long life and adaptability over time to successive uses.

Policy LU 5.8 (formerly LU 4.6) Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.

Policy LU 5.9 (formerly LU 4.7)

Development *should* be designed and located so as to avoid or minimize potential conflicts with agricultural activities, and right-to-farm ordinances must be recognized by any development located adjacent to agricultural uses.

Policy LU 5.10 (formerly LU 4.8)

Amend the Island-wide Transportation Plan to link *designated centers* and reduce vehicle miles traveled and *greenhouse gas* emissions.

GOAL LU-6 (formerly GOAL LU-5)

Ensure a development pattern that is true to the *vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

Policy LU 6.1 (formerly LU 5.1)

Land use designations *should* reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development concentrated in the *designated centers*.

Policy LU 6.2 (formerly LU 5.2)

~~Winslow is the heart of Bainbridge Island. Higher intensity residential and commercial development and human social activity is encouraged within Winslow, the heart of Bainbridge Island. central core~~ In order to create a vibrant city center, direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing*, and absorb growth that would otherwise be scattered in outlying areas.

Policy LU 6.3 (formerly LU 5.3)

~~The Neighborhood service centers of Island Center, Rolling Bay, and Lynwood Center offer small-scale, commercial and service activity outside of Winslow. These *designated centers* Neighborhood service centers~~ *should* be allowed to develop at slightly higher *densities* to reinforce their roles as smaller-scale, community centers than Winslow.

Policy LU 6.4 (formerly LU 5.4)

Designation of new centers *should* be considered only after detailed analysis of the economic impact of the new development shows there will be no significant, adverse impact on the existing commercial centers, including Winslow.

Policy LU 6.5 (formerly LU 5.5)

The *designated centers* at Day Road, Fort Ward and Sportsman Club are intended to augment the Winslow, Lynwood, and Rolling Bay designated centers ~~Core and the Neighborhood service centers~~ and allow a diverse economy with business retention, growth and innovation on the island.

~~The comprehensive land use plan for Bainbridge Island strives to provide for the full range of community needs. The~~ These Business/ Industrial Districts can provide economic activity that includes for a variety of low-impact, nonpolluting uses compatible with the community, that reflect and respond to changing market conditions and are compatible with the community.

Policy LU 6.6 (formerly LU 5.7 5.8)

Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's *land development regulations* in order to ensure affordability, fairness, and predictability in the land development process.

Policy LU 6.7 (formerly LU 5.8 5-9)

To reflect the policies in the Housing Element to provide for a variety of **housing** options in areas designated for residential development, including residential open space, *accessory dwelling units* shall be considered allowed uses in all residential zoning districts except R-6.(See Housing Element policy H 3.2)

Policy LU 6.8 (formerly LU 5.9 5-10)

Water or wastewater *infrastructure*, which may contribute to system capacity exceeding **current** local need, *shall* not be used to justify development counter to the City-wide *land use* policies.

WINSLOW**GOAL LU-7** (formerly GOAL LU-16)

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night

The Winslow Master Plan encourages development of a *neighborhood* of the Island that contains a strong, vital downtown where people want to live, shop and work. Outside the mixed use, higher *density* center, there would be a variety of housing choices, from higher *density multifamily* areas immediately adjacent to the downtown to single family residential *neighborhoods*.

Policy LU 7.1 (formerly LU 13.1)

The major center for new commercial development is the Mixed Use Town Center (MUTC) and the other commercial districts in Winslow.

Development within the MUTC and High School Road Districts shall be consistent with the Winslow Master Plan (contained in the Subarea chapter of this Plan). The level of development is determined **by using through** Floor Area Ratio (FAR) rather than *dwelling units* per acre. The use of FAR may result in an increase in the base level of development (*density*) over the existing zoning, but will provide greater flexibility in type and size of housing units that will further the *goals* of this Plan.

Policy LU 7.2 (formerly part of LU 13.1)

A base level of commercial and residential *density* within the *overlay districts* of the MUTC and the High School Road districts is described in the Winslow Master Plan, with an increase in the FAR allowed through the use of:

- *Affordable housing.*
- *TDRs (transferable development rights).*
- Contributions to public *infrastructure* and public amenities in excess of what is

- required to mitigate the impacts of development.
- Transfer of *density* within the MUTC and within the High School Road Districts.
- Preservation on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.

Policy LU 7.3

Phasing mechanisms and/or incentives *should* be developed to promote the timely and logical progression of commercial and residential development.

GOAL LU-7

~~Establish areas of urban concentration where public facility and service capacities already exist or are being developed, and which are characterized by growth that will be served by a combination of existing and new public facilities and services.~~

Winslow Mixed Use and Commercial Districts

~~. The most intense commercial area in Winslow is in the Central Core Overlay District. In this area, a vertical mix of uses is encouraged, but exclusively retail and/or office uses are permitted as well. In other areas of the Mixed Use Town Center District, office and retail uses should include a residential component.~~

~~Policy LU 16.1~~

~~The Mixed Use Town Center is intended for select areas within one mile of the ferry terminal and particularly the downtown core area of Winslow, which is within one-half mile of the ferry terminal, that are suitable for pedestrian-oriented development.~~

Policy LU 16.2

The Mixed Use Town Center District includes diversity in types of housing, shopping, civic facilities, recreation, and employment. A variety of *land uses* are allowed which promote a pedestrian atmosphere, enhance the viability of the Town Center and can be developed in a manner that is harmonious with the scale of the Town Center. *Land uses* which require outdoor storage or which have primarily an auto-orientation, such as drive-through establishments, are not permitted within the Mixed Use Town Center.

Policy LU 16.3

To ensure the visual appeal and *pedestrian-orientation* of the *land uses*, the *land development regulations* include design standards for:

- Building height, bulk, and placement.

- Landscaping.
- Land coverage.
- Open space.
- Parking requirements.
- Signage.
- Street improvements.

Policy LU 16.4

The base levels of development in the Mixed Use Town Center and High School Road Districts are determined by the floor area ratios (FAR) established in the Winslow Master Plan. A maximum level of development may be achieved through the use of FAR bonus provisions established in the Winslow Master Plan, including *Transfer Development Rights*, an *affordable housing density bonus* or contributions to public infrastructure or public amenities in excess of what is required to mitigate development impacts.

Policy LU 16.5

The area north of Bainbridge Performing Arts to High School Road, between Madison and Ericksen Avenues, is most appropriate for high-density, residential uses.

Policy LU 16.6

Develop a parking plan for the Mixed Use Town Center District in order to ensure the viability of the Center. The Plan should include provisions for shared parking, public parking structures or garages, parking opportunities off Winslow Way, reduction of the parking requirements for areas within the Center, and identification of areas which could be developed as small, public parking lots to serve the businesses, and the Plan should consider the use of street trees that allow solar access. Establish a public/private partnership, such as a Parking Authority, to implement the parking plan.

A Parking Authority could assist with funding, site acquisition, planning, engineering, and traffic studies, and create an overall integrated plan of action with sequential implementation.

Policy LU 16.7

Monitor the success in achieving the Plan's goal to increase the vitality of the Mixed Use Town Center and the effectiveness of the bonus density program. The monitoring program includes tracking the use of *TDRs*, the *affordable housing density bonus* and bonuses for contributions to public facilities, the types of businesses which are located in the Town Center, and the number and frequency of business changes.

Policy LU 16.8

Pursue the construction of a complete waterfront trail system.

GOAL LU-17

~~Maintain overlay districts that distinguish the neighborhoods and commercial areas within the Mixed Use Town Center.~~

~~There are a number of distinct neighborhoods or commercial centers within the Mixed Use Town Center. Development within the Town Center should reflect the different qualities and characteristics of these distinct areas. Except where explicitly stated, the permitted uses and densities are uniform throughout the Mixed Use Town Center. However, design standards and mix of uses may vary. The overlay districts establish these variations. Also, the goal of achieving pedestrian-oriented development is sought throughout the Town Center.~~

Policy LU 17.1

~~Encourage neighborhood participation in defining the design standards for each overlay district.~~

Central Core Overlay District**Policy LU 17.2**

~~The Central Core Overlay District is the most densely developed and dynamic district within the Mixed Use Town Center. Within this overlay district, residential uses are encouraged, but exclusive office and/or retail uses are permitted.~~

Policy LU 17.3

~~Design standards that address public spaces, parking and landscaping recognize the urban character of the Central Core Overlay District and apply to future development.~~

~~In general, open space and landscaping standards may be more relaxed in this district in favor of building placement and lot coverage standards which create a continuous urban façade.~~

Policy LU 17.4

~~Mixed Use developments within the Central Core Overlay District that include a residential component may be exempt from requirements to provide off-street parking for the residential component of the project. When establishing the parking requirements for such a project, the City should consider the extent to which the shared parking will satisfy residents' parking demand.~~

Policy LU 17.5

~~Improve pedestrian and visual access to the waterfront from the Central Core.~~

Erickson Avenue Overlay District

Policy LU 17.6

The Ericksen Avenue Overlay District is intended to preserve the unique and historical features of the Ericksen Avenue *neighborhood* and to provide for a mix of residential and small-scale, nonresidential development, with provision for *open space*.

Policy LU 17.7

New multi-story retail development is permitted within the Ericksen Avenue Overlay District only with a residential component.

Historic (pre-1920) single-family, residential structures on Ericksen may be converted to nonresidential use. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. *Policies* related to the historic structures on Ericksen Avenue are contained in the Historic Preservation section of this Element.

Policy LU 17.9

New buildings within the Ericksen Overlay District must be constructed so that the overall character of the street, including traditional building forms, roof shapes, and relationship of building to street, is compatible with that of the historic structures on Ericksen Avenue.

Madison Avenue Overlay District**Policy LU 17.10**

The Madison Avenue Overlay District is intended to provide for a mix of residential and small-scale, nonresidential development.

Policy LU 17.11

Within the Madison Avenue Overlay District *mixed-use development* is encouraged. New multi-story retail development is permitted only with a residential project.

Gateway Overlay District**Policy LU 17.12**

The area along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island and *should* be developed to enhance this role.

Policy LU 17.13

The Gateway Overlay District provides protection for the ravine. The District permits low-intensity, tourist-oriented, commercial, *multifamily*, and agricultural uses that have

limited parking and minimum traffic impact. Limited, impervious surface coverage is allowed. If changes to SR 305 are made, then the uses permitted in the District will be re-examined.

Policy LU 17.14

The ravine is an important, natural feature of Bainbridge Island and must be protected. A high priority is to purchase properties or obtain *conservation easements* where the ravine is located to provide a permanent *open space* and connect a trail along the ravine.

Ferry Terminal District

GOAL LU-18

The Ferry Terminal Overlay District is intended to provide an attractive setting for ferry and associated transportation-oriented uses and serve as the entry point into Winslow. This District is also intended as a *pedestrian and transit oriented, mixed-use neighborhood* that complements the character and vitality of the core and serves the *neighborhood* and commuters.

Policy LU 18.1

Limit commuter parking and locate parking underground below new residential/office development in the ferry terminal wherever feasible.

Policy LU 18.2

Require new development to provide landscaping, landscape buffers and signage that enhances the setting of this visually important area, and limits the undesirable visual impacts of parking lots.

Policy LU 18.3

Protect adjacent, residential zones from the encroachment of parking, traffic impacts, and development.

Policy LU 18.4

Landscaping and signage standards *should* provide an attractive entry point that emphasizes Winslow's intimate character and natural setting.

Ferry Terminal Planning Area

GOAL LU-19

Planning for the Ferry Terminal and Gateway Districts *should* be coordinated

Policy LU 19.1

The Ferry Terminal and Gateway Districts are developed in cooperation with the City, Washington State Department of Transportation, Kitsap Transit, and the private landowners to ensure coordinated and consistent development. The Ferry Terminal plan should address such issues as design standards, coordinated transportation analysis, pedestrian and visual connections between the ferry terminal and the Winslow Way retail center, and environmental protection.

Water-dependent Industrial District

GOAL LU-21

Allow for the continuation of water-dependent, industrial uses on Bainbridge Island in order to preserve elements of a working waterfront within the urban shoreline area. Water-dependent uses require direct contact with the water and cannot exist at a non-water location due to the intrinsic nature of the operation.

Policy LU 21.1

The Water-dependent Industrial District is intended primarily to provide for ship and boat building and boat repair yards. Preference *should* be given to small, local, boat haul-out and repair facilities, and water-oriented industry which serves boating needs.

Policy LU 21.2

Water-dependent industrial development *shall* not be located on sensitive and ecologically valuable shorelines such as natural accretion shore forms, marshes, bogs, swamps, salt marshes and tidal flats, and wildlife habitat areas, nor on shores inherently hazardous to such development, such as flood and erosion prone areas and steep and unstable slopes.

Policy LU 21.3

Industrial uses *shall* employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality.

Policy LU 21.4

Regional and statewide needs for industrial facilities *should* be carefully considered in reviewing new proposals, as well as in allocating shorelines for such development. Such reviews or allocations *should* be coordinated with port districts, adjacent counties and cities, and the State in order to minimize new industrial development that would duplicate under-utilized facilities elsewhere in the region, or result in unnecessary adverse impacts.

Policy LU 21.5

Expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating *mixed use development*

should be encouraged over the addition and/or location of new or single-purpose industrial facilities. Such development or redevelopment for mixed use *should* occur through a master planned development process in areas designated appropriate for such urban shoreline uses.

Policy LU 21.6

Joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities *should* be strongly encouraged or required in waterfront industrial areas.

Policy LU 21.7

New or expanded industrial development *should* be required to provide physical and/or visual access to shorelines and visual access to facilities whenever possible, and when such public access does not cause significant interference with operations or hazards to life and property.

Winslow Residential Districts

GOAL LU 22 17

The Urban Multi-Family District is intended to provide for moderate to high-density residential development that may include some office and governmental uses, and are permitted as conditional uses.

Policy LU 22.1 17.1

Residential development within the Urban Multi-Family District is served by *public* facilities and services normally associated with urban area development.

Policy LU 22.2 17.2

Retain the existing *densities of residential uses* which range from 8 to a maximum of 14 units per acre within the Urban Multi-Family District.

Policy LU 22.3 17.3

Provide landscape buffers between any *multifamily* and existing single family homes.

Policy LU 22.4 17.4

To ensure the compatibility of *multifamily* developments with adjacent uses and retain the scale of development in Winslow, *development regulations* include design standards for:

- Building height, bulk, massing, and articulation to promote a pedestrian scale and to ensure adequate light, air, and view corridors between lots.
- Parking requirements, including location of parking to the rear or side yards.
- Landscaping, including parking lots.
- Lighting standards that prevent unnecessary glare on neighboring residential

properties.

- Location and screening of service areas such as dumpsters.
- Open space.
- Pedestrian linkages between multifamily buildings and the street edge and adjacent residential or commercial properties.

Urban Residential District

GOAL LU-23 ~~18~~

The Urban Residential District is intended for moderate *density* urban residential development.

Policy LU 23.1 ~~18.1~~

Residential development within the Urban Residential District is served by *public* facilities and services normally associated with urban area development.

Policy LU 23.2 ~~18.2~~

Densities of residential use within the Urban Residential District range from 4.3 to a maximum of 6 units per acre.

Semi-Urban Residential District

GOAL LU-24 ~~19~~

The Semi-Urban Residential District is intended to provide for vital residential neighborhoods in a semi-urban setting.

Policy LU 24.1 ~~19.1~~

The Semi-Urban Residential District is located in areas that are suitable to provide a transition from urban uses to the less intensely developed areas of the Island.

Policy LU 24.2 ~~19.2~~

Density of residential use within the Semi-Urban Residential District range from 2.9 to a maximum of 3.5 units per acres.

High School Road District

GOAL LU-8 (formerly GOAL LU-16)

The High School Road District is intended to provide for mixed-use and commercial development in a pedestrian-friendly retail area.

Policy LU 8.1 (formerly LU 20.1 16.1)

The High School Road District includes a diversity in diverse types of shopping and employment. A variety of *commercial* uses are allowed which offer goods and services for the convenience of Island residents.

Policy LU 8.2 (formerly LU ~~20.2~~ 16.2)

Auto-oriented uses and drive-through businesses that benefit from access to SR305 shall be limited to the area shown on Figure LU-2 below.

**Policy LU 8.3** (formerly LU ~~20.3~~ 16.3)

Development in the High School Road District *should* promote *pedestrian-oriented* mixed-use and residential development to offer a variety of housing types and sizes.

Policy LU 8.4 (formerly LU ~~20.4~~ 16.4)

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, designated High School Road District II on the Land Use Map, 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 8.5 (formerly LU ~~20.5~~ 16.5)

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.

Policy LU 8.6 (formerly LU ~~20.6~~ 16.6)

To visually screen development year-round, properties with frontage 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.

NEIGHBORHOOD SERVICE CENTERS

The Neighborhood ~~service~~ centers provide Island-wide commercial and service activity outside Winslow. These areas *should* be developed at ~~slightly~~ higher *densities* to reinforce their roles as community service centers. The ~~service~~ centers will also help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL LU-9 (formerly GOAL LU-~~20~~)

Encourage the development of the Neighborhood ~~service~~ centers at Rolling Bay, Lynwood, Day Road, Fort Ward and Island Center, as designated on the Future Land Use Map, as areas with small- scale, commercial, mixed use and residential development outside Winslow.

Policy LU 9.1 (formerly LU 13.2)

The Neighborhood ~~service~~ centers *should* provide Island-wide small-scale commercial and service activity and *mixed-use development* outside Winslow.

Policy LU 9.2 (formerly LU 13.3)

Development *should* be oriented toward the pedestrian. Retail uses *shall* be encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses should be encouraged above ground floor retail.

Policy LU 9.3 (formerly LU ~~25.1~~ 20.1)

Allow development of Neighborhood ~~service~~ centers in areas designated on the Future Land Use Map.

Lynwood Center

Policy LU 9.4 (formerly LU ~~25.2~~ 20.2)

Any new development or expansion of existing development in Lynwood Center will be required to connect to *public sewer*, when available, or meet other Health District requirements, when appropriate.

Lynwood Center is designated as a *Special Planning Area*, and a *subarea plan* was completed in 1997. The “Lynwood Center Report and Final Recommendations” is included in the section of the *Comprehensive Plan* entitled *Subarea Plans*.

Island Center

Policy LU 9.5 (formerly LU 25.3 20.3)

Island Center is designated as a *Special Planning Area*. The boundaries for Island Center are as shown on the Land Use Map. Any changes to the boundaries may be determined during the special planning process.

NSC-Contract Zone: Miller Road/Battle Point Drive

Policy LU 9.6 (formerly LU 25.4 20.4)

The 16.7-acre site on Miller Road is designated a contract zone to recognize the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities.

Rolling Bay

Policy LU 9.7 (formerly LU 25.5 20.5)

The Neighborhood Center boundaries are as shown on the Land Use Map. Rolling Bay is designated as a *Special Planning Area*. Any changes to the boundaries may be determined during the special planning process.

Fort Ward Planning Area

Policy LU 9.8 (formerly GOAL LU-27)

Maintain and enhance the unique character of Fort Ward Planning Area (see Figure 12) to recognize the history and natural landscape of the area and the sense of community that exists, including an *open space* system made up of *wetlands*, a *neighborhood park*, the historic marching fields, unbuildable slopes and the State Park (see Figure 4 3B). The Fort Ward Action Plan is a part of the *Comprehensive Plan* (Appendix XX).

Policy LU 9.9 (formerly LU 32.1)

Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer *density* within the Fort Ward Study Area as incentives for the preservation of historic structures.

All Neighborhood service-Centers

These following standards ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential *neighborhoods*. The City has developed design prototypes or illustrated design guidelines for each of the

three service centers to serve as a visual reference for the future development of the community. Although these design guidelines have been crafted to recognize the distinct qualities of each designated center, the City should periodically review and update the guidelines the three service centers.

Policy LU 9.10 (formerly LU 25.6 20.6)

The Neighborhood ~~service~~ centers *should* achieve a mix of *neighborhood*-scale businesses, public uses, and housing ~~which that~~ are compatible with the scale and intensity of the surrounding residential *neighborhood*, and ~~which~~ minimize the impact of noise, odor, lighting, fire safety, and transportation on the neighborhood

Policy LU 9.11 (formerly LU 25.7 20.7)

Mixed use development is strongly encouraged ~~but not required~~.

Policy LU 9.12 (formerly LU 25.8 20.8)

Proposed uses must consider the impact on water quality, stormwater *runoff*, and *environmentally sensitive areas* such as *wetlands*, *streams* and high vulnerability *recharge areas*.

Policy LU 9.13 (formerly LU 25.9 20.9)

The *development regulations* include design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a *Special Planning Area* plan. Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards that ~~prevent unnecessary~~ minimize glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU 9.14 (formerly LU 25.10 20.10)

Encourage *neighborhood* participation in defining the design standards for each service center.

Policy LU 9.15 (formerly LU 25.11 20.11)

Establish and implement a street tree plan and planting program for major roadways at the Neighborhood ~~service~~ centers.

Policy LU 9.16 (formerly LU 25.12 20.12)

Develop a parking plan, if appropriate, for each service center.

Policy LU 9.17 (formerly LU ~~25.13~~ 20.13)

Opportunities for providing a *neighborhood* commons or meeting place should be considered with any proposal for major redevelopment of an existing Neighborhood Center or as part of development of a new Neighborhood Center to encourage the use of the Neighborhood Center by surrounding residents.

Policy LU 9.18 (formerly LU 14.1)

To minimize visual and environmental impacts, ~~E~~encourage parking in the rear or side yards of *multifamily*, commercial, and *mixed use developments*. Parking lots should be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area, and main entrance, and consideration *should* be given to the use of trees that allow solar access.

Policy LU 9.19 (formerly GOAL LU-~~26~~ 21)

Infill within the boundaries of the Neighborhood ~~service~~ centers, as designated on the Land Use Map, through the *transfer of development rights* from TDR Sending Areas of the Island or through an *affordable housing density bonus*.

Policy LU 9.20 (formerly LU 21.1)

The base density of residential development in the Neighborhood ~~service~~ centers, as designated on the Land Use Map, is 2 units per acre. *A density bonus of 1 3 units per acre (resulting in R-3 maximum density)* may be obtained in areas not served by public water and sewer systems and using TDRs or providing *affordable-housing*, provided state and local Health District regulations can be met. Allow a density bonus up to R-5 for properties with public water and sewer.

BUSINESS/INDUSTRIAL

GOAL 10 (formerly Goal LU 22)

The Business/Industrial Zone (B/I) is intended to provide opportunities for expansion of existing Island businesses, for diversity of jobs and for low-impact industrial activity that contributes to well-paying jobs, where traffic congestion, *visual*, and other impacts on the surrounding neighborhood can be minimized.

Policy LU 10.1 (formerly LU ~~27.1~~ 22.1)

The Business/Industrial District is for non-polluting, light manufacturing development as well as other uses *that add to the diversity of diversify economic activity on the island, and are compatible with other uses in the Business/Industrial District and neighboring zones. New uses shall be compatible with established uses and the character of other development in the neighborhood.*

Policy LU 10.2 (formerly LU 27.2 22.2)

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage; demonstrate compliance with all Federal, State and Kitsap Public Health District requirements for their handling. Development proposals are evaluated using performance standards for the B/I district. Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential environmental impact. However, the City would consider factors such as quantity used, adequacy of storage, containment, spill management, and waste disposal plans in reviewing such a proposal.

Policy 10.3 (formerly LU 22.3)

~~The City shall~~ Coordinate with the Bainbridge Island Fire Department when reviewing development proposals concerning hazardous **substances**.

Policy LU 10.4 (formerly LU 27.4 22.4)

Applications for development approval within the Business/Industrial District must show that adequate water, wastewater, transportation, fire, and storm drainage services are available to serve the development.

Policy LU 10.5 (formerly LU 27.5 22.5)

~~The City should e~~Ensure the adequate monitoring and enforcement of hazardous material regulations.

Policy LU 10.6 (formerly LU 27.6 22.6)

Performance standards for the Business/Industrial District address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

Policy LU 10.7 (formerly LU 27.7 22.7)

Business/Industrial uses must be visually screened **the development** year-round from adjacent, non-industrial properties and from adjacent roadways.

~~This policy establishes a performance standard — Business/Industrial uses must be visually screened from the roadway and from adjacent non-Business/Industrial development. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.~~

GOAL LU-11 (formerly GOAL LU-23)

Provide Designate appropriate land for Business/Industrial in order to provide opportunities for small manufacturing businesses on the Island to expand,

and to provide additional employment opportunities.

Policy LU 11.1 (Formerly GOAL LU-24)

Discourage the inappropriate designation of isolated Business/Industrial Districts.

While seeking to limit isolated Business/Industrial uses, this Plan also recognizes the concerns of property owners to continue existing businesses at those locations as non-conforming uses. Discussion included designation of certain businesses and nonconforming uses. However, owners were concerned about the ability to obtain financing in the future. This Plan seeks to reach a compromise.

Policy LU 11.2 (Formerly LU 29.1 24.1)

Isolated Business/Industrial-zones activities are designated to reflect historical use and the designation *should* not be expanded.

CONSERVATION AREA OF THE ISLAND

GOAL LU-12 (formerly LU-2)

Conserve ecosystems and the Island's green, natural, open character

Policy LU 5.6

~~Development outside of designated centers should be compatible with the valued features of the Island's open spaces, harbors, winding roads, small-scale agricultural establishments, natural landscape, and distinctive neighborhoods.⁷ Uses of land on Bainbridge Island should reflect the intent of the vision, goals, and policies as well as the Land Use Map.~~

Policy LU 12.1 (formerly LU 2.1)

~~Preserve the open space area outside Centers designated centers through a land use pattern which will enhance the character of the area – forested areas, meadows, farms, scenic and winding roads that support all forms of transportation – and the valuable functions the open space area serves on the Island (e.g., aquifer recharge, fish and wildlife habitat, recreation). Preservation and protection of the open space area is also addressed in the Environmental, Greenways, Forest Lands and Agricultural Lands sections of the Environmental Element.~~

Policy LU 12.2 (formerly LU 2.2)

Protect open space, critical areas, and agricultural uses through public and private initiatives such as open space tax incentives, cluster development, **conservation villages**, PUDs, transfer and purchase of development rights, public land acquisition, greenways, conservation easements, landowner compacts, or limiting the amount of lot coverage-

Policy LU 12.3 (formerly LU 2.3)

Encourage the aggregation of nonconforming lots of record and undeveloped subdivisions and short plats in order to achieve a development pattern that is consistent with *goals* of the Plan to preserve *open space*, provide greenways through the Island, protect *environmentally sensitive areas*, and protect the water resources.

Policy LU 12.4 (formerly LU 2.4)

~~Map the existing aquifers and their recharge areas on the Island and utilize the best available science to design and adopt Aquifer Conservation Zone regulations to protect the Island's water supply.~~ Protect aquifer recharge functions throughout the Island, all of which is an aquifer recharge area, through the application of critical areas regulations, Shoreline Master Program use regulations, low impact development regulations, and the wellhead protection regulations administered by the Kitsap Health District.⁸

Policy LU 12.5 (formerly LU 2.5)

Establish appropriate procedures to monitor the effect of water drawdowns within and between *aquifers*, and adopt programs and regulations to preclude *groundwater* contamination, and to encourage water conservation and enhanced *aquifer recharge*.

Policy LU 12.6 (formerly LU 2.6)

Provide detailed *goals* and *policies* to protect the Island's ecosystems in the Environmental and Water Resources Element.

Policy LU 12.7 (formerly LU 2.7)

~~The City shall work~~ Work with the County Health Department to allow innovative solutions for on-site sewage treatment, including community septic and grey water systems.

Policy LU 12.8 (formerly LU 2.8)

Allow a *density bonus* in exchange for dedicating a portion of property into conservation as *open space*, farmland, or public access. Priority should be given to conserving these lands near more densely developed areas. ~~Homes must be small and utilize green building techniques with significant reduction in resources in order to qualify for a bonus.~~

GOAL LU-13 (formerly LU-3)

Adopt landscape design standards and identify and protect public vantage points, view corridors and scenic vistas to support the Island's sense of place, identity and orientation.

Policy LU 13.1 (formerly LU 3.1)

Existing vegetated buffers *should* be managed to preserve the Island's character and the forested view from the road. Invasive species *should* be removed in order to keep

the *native vegetation* healthy.

Policy LU 13.2 (formerly LU 3.2)

New development *should* be designed to respond to the natural landscape and *should* be sited so as to have the least visual and environmental impact on the Island landscape. Features that enhance the Island's character such as barns, fences, fruit or vegetable stands, *should* be retained and encouraged.

Policy LU 13.3 (formerly LU 3.3)

Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community, and adopt regulations and programs to protect them for their visual and aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion and runoff retardation.

Open Space Residential District

GOAL LU-14 (formerly LU-~~30~~ 25)

Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.

Policy LU 14.1 (formerly LU ~~30.1~~ 25.1)

The Open Space Residential District is designated for less intensive, residential development and a variety of agricultural and forestry uses.

Policy LU 14.2 (formerly LU ~~30.2~~ 25.2)

Residential development *should* be compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems, including streams, wetlands, and wildlife corridors. Accessory *farm* buildings and uses are allowable.

Policy LU 14.3 (formerly LU ~~30.3~~ 25.3)

The overall *density* for *residential use* is a maximum of one unit per 2.5 acres, although there are lots less than 2.5 acres in size. However, the landscape *should* maintain the natural and scenic qualities of the Island.

Policy LU 14.4 (formerly LU 13.4)

Home occupations provide employment opportunities and *should* be permitted where they are compatible with surrounding neighborhoods and the environment.

Residential Open Space

GOAL LU-15 (formerly -LU-~~31~~ 26)

The Residential-1 (R-1) and Residential-2 (R-2) Districts are intended to

1 **recognize an existing development pattern in the Open Space areas of the Island.**

2
3 **Policy LU 15.1** (formerly LU ~~31.1~~ 26.1)

4 The R-1 District is intended to recognize an existing development pattern of one unit
5 per acre.

6
7 **Policy LU 15.2** (formerly LU ~~31.2~~ 26.2)

8 The R-2 District is intended to recognize an existing development pattern of two units
9 per acre.

10
11 **Policy LU 15.3** (formerly LU ~~31.3~~ 26.3)

12 The City *should* consider the development of *subarea plans* that establish *land use*
13 *policies* and *development standards* tailored to the individual communities.
14 *Neighborhood* participation in development of *subarea plans* should be encouraged.

15 16 **Local Food Production**

17
18 **GOAL LU-16** (formerly LU-~~39~~ 34)

19 **Promote food security, local food production, and public health by encouraging**
20 **locally-based food production, distribution, and choice through urban agriculture,**
21 **community gardens, farmers markets, and food access initiatives. Establish**
22 **partnerships and share resources to promote food access and production.**

23
24 **Policy LU 16.1** (formerly LU ~~39.1~~ 34.1)

25 Allow community gardening and/or agriculture on public land where appropriate.

26
27 **Policy LU 16.2** (formerly LU ~~39.2~~ 34.2)

28 Encourage the development of neighborhood community gardens.

29
30 **Policy LU 16.3** (formerly LU ~~39.3~~ 34.3)

31 Promote interagency and intergovernmental cooperation and resource-sharing to
32 expand community gardening opportunities.

33
34 **Policy LU 16.4** (formerly LU ~~39.4~~ 34.4)

35 Promote the dedication of land for community gardens in new housing developments.

36
37 **Policy LU 16.5** (formerly LU ~~39.5~~ 34.5)

38 Support the local farmers market and the direct connection between consumers and
39 farmers.

Transfer of Development Rights Program

GOAL LU- 17 (formerly GOAL LU-15)

Prioritize program goals and establish and maintain planning tools, including a purchase and transfer of development rights program, which implement the goals and policies of this Plan to allow transferring development rights from areas intended for conservation, and promoting development in areas suitable for denser development.

Policy LU 17.1 (formerly LU 15.1)

Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from areas intended for conservation to areas suitable for development.

Policy LU 17.2 (formerly LU 15.2)

The City recognizes the need to take a proactive role in the *purchase and transfer of development rights* and such a program should include:

- 1) Designating appropriate staff resources to promote the program;
- 2) Providing for the outright *purchase of development rights* by the City and establishing a fund for banking development rights; and
- 3) Creating a process that coordinates the *purchase and transfer of development rights*.
- 4) Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights* program.

Policy LU 17.3 (formerly LU 15.3)

The City has identified appropriate *TDR* sending areas and prioritized areas (or resources) of the Island that are valued by the community and are appropriate for conservation through the *PDR* and/or *TDR* programs.

Appropriate sending areas for example, could contain sensitive lands that are not protected by the *critical areas* regulations, priority links in the Wildlife Corridor, priority *open space* lands, or historic resources. Determination of appropriate sending areas should also be coordinated with the development of an Island-wide **Conservation and Development Strategy** ~~open space plan~~.

PROPERTY RIGHTS

GOAL LU-18 (formerly LU-10)

Strive to ensure that basic community values and aspirations are reflected in the

City's planning program while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property *shall* not be taken for public use without just compensation having been made. The property rights of landowners *shall* be protected from arbitrary and discriminatory actions.

INTERGOVERNMENTAL COOPERATION AND COORDINATION

GOAL LU-19 (formerly LU-11)

All government entities *should* strive to cooperate and serve their constituents in a fiscally sound manner.

In addition to the City government, there are three special purpose districts and the Kitsap Public Health District and Sewer District #7 which all serve the citizens of Bainbridge Island, as well as a number of state and county agencies. This *goal* addresses the need for cooperation and coordination in order to serve the Island's citizens in the most cost effective manner.

HISTORIC PRESERVATION

GOAL LU-21 (formerly LU ~~33~~ 28)

Maintain and support a *Historic Preservation Program*. A successful *historic preservation* program requires on-going support of the community, as well as the City government and its designated department.

Policy LU 21.1 (formerly LU ~~33.1~~ 28.1)

~~The City shall maintain~~ Maintain its the City's status as a Certified Local Government (CLG), thereby promoting collaboration among City departments, boards and commissions.

Policy LU 21.2 (formerly LU ~~33.2~~ 28.2)

The City and its Historic Preservation Commission (HPC) *should* regularly review the local *historic preservation* ordinance and update where necessary to assure that it achieves the *Comprehensive Plan's* goals and policies.

Policy LU 21.3 (formerly LU ~~33.3~~ 28.3)

The City and the HPC *should* develop the City's preferred method of project compliance review and reporting, consistent with state laws and local ordinances.

Policy LU 21.4 (formerly LU ~~33.4~~ 28.4)

The City and HPC *shall* coordinate with tribal communities and other **interested** stakeholders who have an interest in historic resources on the Island.

GOAL LU-22 (formerly LU ~~34~~ 29)

Identification and Evaluation of Historic Resources: Historic property inventory and context statements inform planning efforts by identifying areas where resources worthy of preservation exist or are likely to occur.

Policy LU 22.1 (formerly LU ~~34.1~~ 29.1)

The City and HPC *shall* recognize historic resources listed on, or eligible for, the local registry as significant historic properties.

Policy LU 22.2 (formerly LU ~~34.2~~ 29.2)

The City and HPC *shall* continue to inventory historic resources, thereby maintaining an up-to-date site database using the latest affordable technologies available.

Policy LU 22.3 (formerly LU ~~34.3~~ 29.3)

The City and HPC *should* continue to support and expand the Local Historic Register program.

Policy LU 22.4 (formerly LU ~~34.4~~ 29.4)

The City and HPC *should* develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU 22.5 (formerly LU ~~34.5~~ 29.5)

The City and HPC *shall* define and identify its “iconic” structures and sites (those intended for permanent preservation), which are deemed essential elements of the community’s character, history and identity.

GOAL LU-23 (formerly LU ~~35-30~~)

Preservation and Enhancement of Historic Resources: An effective *historic preservation* program provides meaningful practical incentives and policies for property owners and developers to preserve historic resources.

Policy LU 23.1 (formerly LU ~~35.1~~ 30.1)

The City *shall* encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 23.2 (formerly LU ~~35.2~~ 30.2)

Encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

Policy LU 23.3 (formerly LU ~~35.3~~ 30.3)

Collaborate with the HPC and Design Review Board to develop design guidelines

for projects within or adjacent to significant historic properties and/or *neighborhoods* to ensure compatible development.

Policy LU 23.4 (formerly LU ~~35.4~~ 30.4)

Develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

Policy LU 23.5 (formerly LU ~~35.5~~ 30.5)

Identify and support practical owner/operator economic incentives and *policies* to encourage the rehabilitation and preservation of significant historic resources.

Policy LU 23.6 (formerly LU ~~35.6~~ 30.6)

Engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL LU-24 (formerly GOAL ~~36~~ 31)

Public Participation – Establishing a broad base of support from citizens and their city government will strengthen the community’s commitment to *historic preservation*.

Policy LU 24.1 (formerly LU ~~36.1~~ 31.1)

Support an on-going education program to increase awareness of the historic resources on the Island.

Policy LU 24.2 (formerly LU 36.2)

Support efforts to publicly recognize preservation efforts within the Island community.

Policy LU 24.3 (formerly LU ~~36.3~~ 31.2)

Collaborate with interested stakeholders to promote historic preservation on the Island.

Policy LU 24.4 (formerly LU ~~36.4~~ 31.3)

Identify and give public access to an appropriate repository for curating historic preservation records and documentation.

~~Siting of~~ Essential Public Facilities

GOAL LU-25 (formerly LU ~~37~~ 32)

The needs of the community *should* be met by providing *essential public facilities* and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with

adjacent uses, the environment, and preservation of public health and safety.

The *GMA* requires that all jurisdictions planning under the Act must provide a process for siting *essential public facilities* such as airports, correctional facilities, sewage treatment plants. These *goals* and *policies* are intended to guide the siting process, and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of *essential public facilities*. Site specific consideration of a proposed *essential public facility* would occur during the development application review process.

Policy LU 25.1 (formerly LU ~~37.1~~ 32.1)

The City *should* develop a list of *essential public facilities* of a local nature that may potentially be sited on Bainbridge Island and coordinate with the *Kitsap Regional Coordinating Council* in the development of a list of state and countywide *public facilities*.

Policy LU 25.2 (formerly LU ~~37.2~~ 32.2)

When an *essential public facility* of a statewide or countywide nature is proposed for Kitsap County, the City *should* appoint representatives as members of the Facility Analysis and Site Evaluation Advisory Committee or any other established siting committee to evaluate proposed *public facility* siting.

Policy LU 25.3 (formerly LU ~~37.3~~ 32.3)

New *essential public facilities* shall not be located in designated resource lands, and *critical areas*.

GOAL LU-26 (formerly GOAL ~~38~~ 33)

The process for siting *essential public facilities* should create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

Policy LU 26.1 (formerly LU ~~38.1~~ 33.1)

If an *essential public facility* is proposed for Bainbridge Island that is an “*essential public facility*,” as defined in RCW 36.70A.200, the City *should* create a Facility Analysis and Site Evaluation Committee composed of citizens, City staff, elected officials and appropriate technical experts which should consider in determining a recommendation to City Council, at a minimum, the following:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis, and ranking of potential sites;
- Consistency with the *goals* and *policies* of the City’s *Comprehensive Plan*;
- Identification of potential physical impacts including, but not limited to, those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts, including the likelihood of a

related development locating in proximity to the proposed *essential public facility*;

- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

Policy LU 26.2 (formerly LU ~~38.2~~ 33.2)

The City or other government agency, if responsible for construction of an *essential public facility*, *shall* develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of a project. The plan *should* include identification of all departments that will play a role in the planning or construction of an *essential public facility*; identify other governmental regulatory requirements; identify strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations; and identify a conflict resolution process.

LAND USE ELEMENT IMPLEMENTATION

GOAL LU-27 (formerly LU-9)

Ensure that the community *vision* and *goals* in this plan are realized.

Policy LU 27.1 (formerly LU 9.1)

Develop a series of benchmarks against which to measure the Plan's continued viability and ensure that continued public input is part of the monitoring program.

Policy LU 27.2 (formerly LU 9.2)

The Action Plan to implement the *Comprehensive Plan* should be reviewed yearly to determine ~~whether the status of actions described in the Action Plan have been accomplished.~~

HIGH PRIORITY ACTIONS:

Action #1. Update the Winslow Mixed Use Town Center Plan in order to facilitate progress on the Housing Priorities that can best be accommodated in an area with existing urban character, urban facilities, services and multi-modal transportation options.

Action #2. Adopt a multi-year planning work program for updating the subarea plans for Island Center, Rolling Bay, Fort Ward, Sportsman Triangle, and Day

Road.

Action #3. Prepare a new Conservation Village land use regulation to encourage creation of a new housing pattern that consolidates and dedicates open space.

Action #4. Adopt a storm and surface water system plan.

MEDIUM PRIORITY ACTIONS:

Action #1. Identify discrete sections of the Land Use Code to amended to eliminate confusion, redundancy and delay in the permit process.

Action #2. Create more efficient review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board, and Hearing Examiner.

Action #3. Prepare benchmarks and a schedule to measure progress on implementing the above named priorities.

OTHER PRIORITY ACTIONS:

Action #1. Review and update design standards and guidelines for the neighborhood centers.

ENDNOTES

¹ The latest proposed revision to Guiding Policy 6.1 refers to a “plan 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.”

² This reference to a fifty-year time horizon goes well beyond the 20 year GMA timeframe, but is half the 100 year time frame in Guiding Policy 6.1. Perhaps fifty years is appropriate when speaking of the built environment while 100 years may be more appropriate when considering the even longer cycle of natural systems and climate change dynamics.

³ Fort Ward appears better suited to serve as a center than the other three historic centers it was previously grouped with (Eagledale, Seabold and Port Madison). Unlike those three, Fort Ward has more immediate prospects for new improvements and uses, such as the Design Center and the community meeting room in the former Fort bakery. In addition, Eagledale, Seabold and Port Madison are within the shadow of established or emerging centers (Winslow and Day Road, respectively) while Fort Ward is more remote and stand alone.

⁴ This is a new policy to reflect the direction in the Water Resources Element that water

quality and quantity is to be protected. This may result in land use controls in a designated center that prohibit certain uses or require specific geotechnical or other construction measures.

⁵Council members have expressed concerns that listing these four historic as candidate designated centers would detract from the success of other more suitable places for more dense and mixed-use development. As noted above, only Fort Ward appears to be viable within the time horizon of this plan, so we now recommend elevating it as a “designated center” and deleting references to Eagledale, Port Madison and Seabold.

⁶ The Conservation Villages tool has been explicitly named in the 5.29.16 draft of the Housing Element as a High Priority Action (#2) citing HO-6.4: “Create new conservation villages permit process to apply outside of designated centers to increase housing choices, including affordable housing, while better conserving open space.” It is also defined in the Glossary.

⁷ Old Policy LU 5.6 is redundant with the policy immediately below it.

⁸ This policy helps carry out the direction of the current draft Guiding Policy #1.1 : “Adopt an Island-wide conservation plan to identify and apply effective strategies to preserve the natural and scenic qualities that make the Island a special place, including better protections for trees, soils and native plants.”



Joseph W. Tovar
FAICP

DATE: June 10, 2016

TO: Bainbridge Island Planning Commission

FROM: Joseph W. Tovar, FAICP

RE: Version 2 of Economic Element

Continuing with the comprehensive plan “consistency check” attached is a proposed Version 2 of the Economic Element. Format changes in this draft mirror those you saw in the Land Use Element last time – Goals are grouped under the topical headings that appear on the Table of Contents and we have added a proposed “Implementation” section at the end.

In addition, we revised this Economic Element to reflect the use of the term “designated centers” rather than “neighborhood service centers” and italicized defined terms, including climate change, guiding principles, affordable housing, and designated centers. We have used yellow highlighting to show where these revisions occur.

The “red pins” on Goals and Policies in the first draft of the Element were primarily focused on the need to be consistent with aspects of the Housing Element. These include:

GOAL EC-5

Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

The Housing Element of the comprehensive plan provides several options for the development of affordable housing on the Island.

Policy EC 5.1

Continue to monitor the progress in implementing the Housing Element and evaluate new ways of providing affordable housing

Policy EC 5.2

In concert with the Housing Element’s Goals and Policies, pursue a housing strategy that seeks to accommodate a wide variety of housing options, both in design and affordability, to meet the demands of the full range of the population, including service sector employees, retirees, students, artists, and others.

GOAL EC-6

As the city’s designated centers evolve, balance their roles as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

GOAL EC-8

Maintain and enhance Winslow as the commercial hub of Bainbridge Island. Position the Neighborhood Centers to provide the opportunities for smaller-scale commercial and service activity.

Policy EC 8.1

Reinforce Winslow as the mixed-use center for commerce and exchange by fully implementing the Winslow Master Plan.

Policy EC 8.2

Neighborhood Centers should be developed at higher residential densities, as recommended in the Land Use Element, in order to attract a variety of small-scale retail and service providers.

GOAL EC-9

Grow a healthy service sector to increase employment opportunities, enhance local revenues, and meet emerging needs of the Island's changing demographics.

Policy EC 9.1

Increase availability of housing to enable service sector employees to live on the Island

We conclude that the above cited Economic Element Goals and Policies are consistent with and support the provisions in the Land Use and Housing Elements. So no substantive revisions are needed with this draft. We suggest that the Commission focus on the Implementation actions on pages 13 and 14 and make any adjustments or amendments you see fit.

Note that the Goals and Policies cited under the Implementation actions are not more important than the others. They are simply the ones that direct work program actions in the next year or two. The policies that are not specifically listed under the "priority actions" will be used in helping guide city decisions on non-work program items, for example, in evaluating private project proposals.

Attachment

Attachment 1 – Revisions to 10.12.15 Draft Economic Element



ECONOMIC ELEMENT

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ECONOMIC PROFILE



ECONOMIC ELEMENT

WHAT IS AN ECONOMIC ELEMENT?

The future economy of Bainbridge Island is linked to the community's *vision* and strategy for dealing with future needs. A healthy, resilient economy, based on our collective future vision of the Island, is a tool for accomplishing larger community *goals* that will help create a robust future.

"The *vision* a community has of itself is important to its economy. Each community plays a crucial role in creating for itself an environment that is attractive to and nurturing of new and existing businesses. A vital economy requires adequate *public facilities* (water, sewer, roads, schools, parks, libraries, emergency services and utilities). A community that does all that AND preserves its natural features will have an edge when it comes to improving its economy." (Washington State Department of Commerce).

The *Growth Management Act* (GMA) addresses the concerns of "uncoordinated and unplanned growth that potentially pose a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by residents." An important part of a healthy economy is the quality of the environment.

The Economic Element of the *Comprehensive Plan* is intended to guide the climate for enterprise and commercial exchange on Bainbridge Island and reinforce the overall vision and values of the *Comprehensive Plan* adopted in 1994, and subsequently updated in 2004 and 2016: to steward a sustainable community; to protect the quality of its environment: the water, air and land; and to encourage traditional resource based activities such as agriculture.

FRAMEWORK

Retain and enhance an economy that reinforces Bainbridge Island's diverse character and capitalizes on its assets, including: history and heritage, high educational attainment, diverse skills, artistic creativity, rural quality, agricultural base, natural resources, preserved *open spaces*, beaches and shorelines, maritime orientation, and proximity to the Seattle metropolitan area and the Kitsap Peninsula. These critical elements of our community identity and economy are all susceptible to anticipated changes in our climate, population and the subsequent

responses we make with regard to that change. By considering these changes explicitly we can work to increase the resilience of our economy and thrive in the face of change.

The Economic Element is ~~meant~~ **intended** to be integrated with other parts of the *comprehensive plan* because the economy is intertwined with all aspects of community life. The Economic Element recommends *goals and policies* which recognize the following considerations:

- 1. The Island's economic future *should* include enterprises that are diverse by type and scale, under local ownership and control; that offer a variety of employment options; and that support a broad range of income and skill levels.**

Bainbridge Island residents have high incomes relative to the rest of the state and region. However, the prospect of functioning solely as an exclusive high-income bedroom community is not desirable. The Comprehensive Plan aims to foster a diversity of residents and business opportunities, as does the Economic Element. Creating a diversity of jobs and affordable housing coupled with provisions for responding to market conditions and encouraging innovative business activity are important economic policy steps for the City's future.

- 2. Bainbridge Islanders are enterprising and are establishing small scale businesses which create jobs and grow bigger businesses.**

Over half of Island-based businesses are home-based. National studies indicate that small businesses provide impetus for new business development and job creation. Existing land use codes and City business tax structure are supportive of home-based and small-scale businesses. This *should* be continued and expanded into a more complete continuum of opportunities for locating and capturing Island-grown business.

- 3. When weighing choices regarding our future economy, the fundamental considerations *should* be the quality of the Island's natural environment and the community's desire to maintain the visual character.**

Bainbridge Island's quality of life is associated with forests and fields, waters and harbors, *open space* and abundant natural resources, and a thriving town center. These elements of Bainbridge Island are anticipated to be affected by climate change over the coming decades. Careful stewardship of our land and other resources - the foundation for our invaluable sense of place—will be necessary as we promote and permit new development, both residential and commercial.

The Economic Element incorporates fifteen *goals* and related *policies* as enumerated below. The order of the *goals* and *policies* does not in any way indicate preference or priority.

GOALS AND POLICIES

DIVERSIFIED ECONOMY

GOAL EC-1

Promote economic vitality, growth and stability.

Bainbridge Island has the opportunity to create a robust, resilient and durable economy by demonstrating early leadership and acknowledging the changes that will affect our economy. By planning for these changes and taking actions that support and encourage a local economy will help reduce community vulnerability to issues such as aging demographics, housing availability, transportation constraints, and climate change.

By providing enterprises that both serve and employ local residents, Bainbridge Island is better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life. A key to a healthy, stable and vital economy is to create and undertake business opportunities that anticipate and respond to conditions that affect our community. This can include identifying emerging markets, needs and trends such that Bainbridge Island is on the forefront benefitting from early leadership as they arise.

Policy EC 1.1

Develop and maintain regulations that provide support for our community's business sectors. These will prepare our strong existing business sectors for change, while encouraging the business community to look for emerging sectors that will be part of responses to change on Bainbridge Island and beyond.

Policy EC 1.2

The city *should* embrace diverse and innovative business opportunities compatible with the community and develop programs to make Bainbridge Island an attractive location for those businesses.

Bainbridge Island is affected by regional, national, international and global environmental and economic trends that change over time. Many of the current environmental and economic conditions were not predicted at the time the City incorporated and unforeseen changes are to be expected in the future. While we cannot control global economic or environmental conditions we can support the local economy by providing *policy* direction and land use *infrastructure* to allow for and encourage robust economic activity that are prepared for and responsive to change.

Policy EC 1.3

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. Adopt an economic vitality strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.4

Support entrepreneurship by providing adequate *land use* designations in keeping with the character of the Island, while avoiding investment in sectors/activities/*infrastructure* that will not remain relevant or viable under future conditions and therefore likely to damage the character of the island.

Policy EC 1.5

In order to provide opportunities for business enterprise along a continuum, adequate space must be provided for growth that recognizes and protects the Island's valued natural amenities, its limits of land and water and the quality of its residential *neighborhoods*.

Policy EC 1.6

Establish, maintain and share with interested parties a data base of indicators of the health of the sectors of the Island's economy.

Policy EC 1.7

Partner with the Chamber of Commerce, the Bainbridge Island Downtown Association, and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy.

INFRASTRUCTURE

GOAL EC-2

Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment.

Policy EC 2.1

Identify long-term *infrastructure* needs that support economic sustainability and are designed to withstand future conditions.

Policy EC 2.2

Support *infrastructure* enhancement to accommodate new information technology and changing conditions.

Policy EC 2.3

Implement infrastructure and technology improvements around *designated centers* to provide enhanced service and to retain and attract business.

SUSTAINABILITY

GOAL EC-3

Promote business practices that protect the Island's natural beauty, and environmental health and support long-term business success.

Environmental protection is a value expressed in the *guiding principles* that are the foundation of the comprehensive plan. A quality environment promotes and enhances economic vitality of the community.

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.

Policy EC 3.2

Help businesses find markets for surplus materials, by- products and waste.

Policy EC 3.3

Encourage local enterprises to participate in programs such as the Kitsap County Waste Wise and Green Community Initiative programs that recognize and assist business efforts to protect the environment.

Policy EC 3.4

Encourage public sector solid waste reduction, reuse and recycling.

Policy EC 3.5

Encourage existing and new businesses to become part of a linked cooperative whereby the by-products and waste of one enterprise become the raw materials of another.

Policy EC 3.6

Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty, environmental and economic health.

CIVIC LIFE

GOAL EC-4

Encourage a broad range of civic activities and organizations.

Non-profit organizations are a source of employment and other economic benefits for Islanders and utilize many local commercial and service providers. Volunteers also provide significant contributions to the local economy. Organizations such as Helpline House, Arts and Humanities Bainbridge, Bainbridge Island Museum of Art, Housing Resources Bainbridge, Bainbridge Island Downtown Association, and the Chamber of Commerce rely largely on volunteer efforts and provide irreplaceable resources to the community.

Policy EC 4.1

Support the non-profit sector of human and social service providers.

Policy EC 4.2

Encourage and recognize individuals, organizations, and businesses that volunteer time and skills to the community.

Policy EC 4.3

Encourage local business groups, educational institutes, and other entities to provide continuing education and skills development.

Policy EC 4.4

Promote Bainbridge Island as a community for families with high quality schools, recreational opportunities and a safe, clean environment.

JOBS/HOUSING BALANCE

GOAL EC-5

Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

The Housing Element of the *comprehensive plan* provides several options for the development of *affordable housing* on the Island.

Policy EC 5.1

Continue to monitor the progress in implementing the Housing Element and evaluate new ways of providing *affordable housing*.

Policy EC 5.2

In concert with the Housing Element's Goals and Policies, pursue a housing strategy that seeks to accommodate a wide variety of housing options, both in design and affordability, to meet the demands of the full range of the population, including service sector employees, retirees, students, artists, and others.

DEVELOPMENT IN DESIGNATED CENTERS

GOAL EC-6

As the city's *designated centers* evolve, balance their roles as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

Policy EC 6.1

Create great central places *designated centers* that will help the Island economy prosper and provide a high quality of life that integrates transportation, the economy, and the environment, creating ancillary benefits such as decreasing pollution (including *greenhouse gas emissions*), protecting *open space*, and creating local family wage jobs.

Policy EC 6.2

Utilize urban design strategies and approaches to ensure that changes to the built environment are at a locally appropriate scale and enhance the Island's unique

attributes, in recognition of the economic value of “sense of place.”

Policy EC 6.3

Utilize urban design strategies and approaches to ensure that the built environment is appropriate for present and future conditions, including the impacts of *climate change*.

Policy EC 6.4

Ensure the efficient flow of people, goods, services, and information in and throughout the Island with infrastructure investments, particularly within and connecting to designated centers, to meet the distinctive needs of the Island’s economy

Policy EC 6.5

Promote emerging business sectors such as artisanal and craft producers, including specialty foods and beverages, as well as low-impact, specialty manufacturing, including software, electronics and green technology.

Policy EC 6.6

Preserve and enhance activities that feature Bainbridge Island’s history of maritime, agricultural and art enterprises.

Policy EC 6.7

Monitor parking requirements in the designated centers and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of non-motorized transportation and improve our local environment.

PUBLIC/PRIVATE PARTNERSHIPS

GOAL EC-7

Partner with local businesses and business associations on programs and projects to diversify and grow the City’s economic make-up, reduce sales leakage, attract spending by visitors, enhance local employment, and increase municipal tax revenues to support local services.

Policy EC 7.1

Leverage technology assets, such as existing fiber connections, to support technology-based businesses and potentially to pursue new revenue streams.

Policy EC 7.2

Focus on recruitment and “buy local” community marketing on consumer spending segments in which there is significant “leakage” and also a strong possibility of recapturing spending.

Policy EC 7.3

Support and enhance social, cultural, artistic, recreational and other learning activities for residents, workers and visitors.

Policy EC 7.4

Integrate programs and activities related to economic prosperity with objectives related to environmental sustainability, social and political equity, climate change adaptation and cultural engagement.

Policy EC 7.5

Continue to support and enhance the arts/culture sector and the visitors that arts/culture events and activities attract.

Policy EC 7.6

Support and enhance sports, nature, and other outdoor events and activities that attract visitors.

Policy EC 7.7

Support and model *climate change* preparedness and sustainability practices that ensure long-term business viability while attracting and protecting visitors, businesses and residents.

Policy EC 7.8

Support and enhance our waterfront, including docks and maritime services that attract visitors and residents.

Policy EC 7.9

Provide an efficient, timely and predictable regulatory environment within the framework of a strong customer service approach.

Policy EC 7.10

Encourage the private, public, and non- profit sectors to incorporate environmental and social responsibility into their practices.

RETAIL AND SERVICES

GOAL EC-8

Maintain and enhance Winslow as the commercial hub of Bainbridge Island. Position the Neighborhood **Service Centers to provide the opportunities for smaller-scale commercial and service activity.**

Policy EC 8.1

Reinforce Winslow as the mixed-use center for commerce and exchange by fully implementing the Winslow Master Plan.

Policy EC 8.2

Neighborhood-**Service** Centers *should* be developed at higher residential *densities*,

as recommended in the Land Use Element, in order to attract a variety of small-scale retail and service providers.

Policy EC 8.3

Promote and support a “Buy it on Bainbridge” program.

SERVICES SECTOR

GOAL EC-9

Grow a healthy service sector to increase employment opportunities, enhance local revenues, and meet emerging needs of the Island’s changing demographics.

Policy EC 9.1

Increase availability of housing to enable service sector employees to live on the Island.

Policy EC 9.2

Increase access to transportation options to better enable service sector employees who live off- Island to work on-Island.

Policy EC 9.3

Promote an emerging professional services sector that recognizes the Island’s linkage to the Seattle job market for managerial jobs and information-based industries.

Policy EC 9.4

Promote on-Island access to healthcare facilities and medical services, particularly those addressing the needs of the Island’s increasing older population.

BUILDING DESIGN AND CONSTRUCTION SECTOR

GOAL EC-10

Support building design and construction industries to increase employment opportunities, enhance local revenues, and help ensure a built environment that responds to and reflects the Island’s Vision and Guiding Principles.

The professions and trades involved in design, construction, furnishing, renovation, and marketing of commercial and residential real estate constitute a large and very important sector of the Island’s economy. Productivity and profits within that sector are crucial factors in the stability and wellbeing of the entire community. The built environment is no less important than our natural resources in defining Bainbridge Island as a unique and attractive place. Good development, in a community such as ours, must work within limits and be compatible with the environment.

Policy EC 10.1

Strive to m Make the City’s development permit process more timely, fair and predictable.

Policy EC 10.2

Partner with Island architects, landscape architects, builders and related construction

professionals to draft development standards and practices that incorporate green building practices and context-sensitive design.

TOURISM

GOAL EC-11

Tourism is a key sector of the Island's economy and needs to be supported. Bainbridge Island provides unique opportunities for visitors to experience internationally recognized gardens, cultural centers, parks, and recreational events.

Policy EC 11.1

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Visitors on foot and bicycle *should* be encouraged. Encourage and support public transit and shuttles.

Policy EC 11.2

The predominant focus of downtown Winslow *should* be to serve the commercial and social needs of Island residents. A lively, *pedestrian-oriented* town center that provides a mix of commercial and *residential uses* is, of itself, a potential tourist destination.

Policy EC 11.3

Support the Island as a visitor destination by preserving and enhancing the unique qualities of our community.

Policy EC 11.4

Encourage multiple-day stays and participation in selected Island events and destinations by off-Island visitors.

Policy EC 11.5

Encourage bed and breakfasts and other creative tourist accommodation.

ARTS

GOAL EC-12

Continue to promote the arts as a significant component of the Bainbridge Island economy.

Policy EC 12.1

Encourage and support the creative and economic contribution of the arts by implementing the *goals* and *policies* of the Cultural Element.

Policy EC 12.2

Promote within the northwest region the arts community as an economic

assets of the Island.

HOME-BASED BUSINESSES

GOAL EC-13

Foster home-based businesses as a key to a present and future vital economy.

Nearly half of all businesses licensed on Bainbridge Island are reported as home-based. Bainbridge Island allows home-based businesses in all zones, and 16.3% of the Island workforce works from home.

Policy EC 13.1

Continue performance standards to harmonize impacts of home-based businesses in residential *neighborhoods*.

Policy EC 13.2

Support home-based businesses through business licensing and other City programs.

AGRICULTURE

GOAL EC-14

Recognize that farming is a part of the Island's heritage and contributes to the island's economy.

The Environmental and Land Use Elements contains several *goals* and *policies* intended to sustain and enhance agriculture.

Policy EC 14.1

Support the market for Island-grown agriculture products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

Policy EC 14.2

Support a program that helps working farms through educational, historic, farmstay and tourist visits.

BUSINESS/INDUSTRIAL

GOAL EC-15

The Business/Industrial (B/I) land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B/I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre-existing infrastructure and well-designed accommodations in order to flourish.

Policy EC 15.1

Promote manufacturing and business/industrial employment as an important source of family wage jobs on Bainbridge Island.

Policy EC 15.2

New Business/Industrial (B/I) *land use* designations *shall* be considered based on the following:

- Proximity to existing B/I.
- The total amount of and expected need for B/I-zoned land.
- Compliance with all existing *policies* in the Land Use Element.
- Reasonable proximity to SR 305.
- Availability of public sewer and water, *or* whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District.
- Consideration of pollution and *aquifer recharge* concerns.
- Adjacency to *non-residential land uses*.
- Minimal impact to *residential land uses, neighborhoods* and *open space/conservancy* and agriculture areas.

Policy EC 15.3

Business/Industrial development *shall* conform to all Business/Industrial performance standards, the requirements of Site Plan and Design Review, and applicable design guidelines.

ECONOMIC ELEMENT IMPLEMENTATION

HIGH PRIORITY ACTIONS:

Action #1. Adopt and maintain an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

Policy EC 1.3

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. Adopt an economic vitality strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.7

Partner with the Chamber of Commerce, the Bainbridge Island Downtown Association and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy.

MEDIUM PRIORITY ACTIONS

Action #1. Continue efforts to promote and support agriculture as a component of the Island's economy, landscape and culture.

Policy EC 14.1

Support the market for Island-grown agriculture products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

Action #2. Identify capital projects and streetscape standards to enhance non-motorized mobility within Winslow and connecting to shoreline activities.

Policy EC 11.1

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Visitors on foot and bicycle *should* be encouraged. Encourage and support public transit and shuttles.

OTHER PRIORITY ACTIONS

Action #1. Assure that adequate parking is available to support businesses.

Policy EC 6.7

Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of non-motorized transportation and improve our local environment.

ECONOMIC PROFILE

Current Economic Background

Bainbridge Island, located 35 minutes from downtown Seattle via ferry, is a vibrant, diverse community. With views of the snow-capped Olympic Mountains to the west and Mount Rainier to the east, Bainbridge Island is the closest getaway destination by ferry from Seattle. The area has a rich history and a unique culture of strong community engagement and sustainable environmental practices.

Demographics

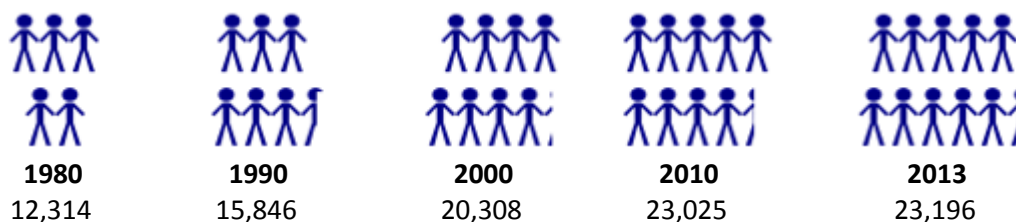
In 2015, Bainbridge Island is home to a community of over 23,000 citizens. Population has remained relatively stable over the past 15 years, after rapid growth between 1980 and 2000, see Figures 1 and 2.

Figure 1: Regional Population Growth

Bainbridge Island		Kitsap County		Washington State	
Population					
2013	23,196	2013	253,968	2013	6,971,406
Population Growth					
2000	20,308	2000	231,969	2000	5,894,121
% Change	12.5%	% Change	8.66%	% Change	15.45%

Source: 2000 U.S. Census and 2013 American Community Survey

Figure 2: Bainbridge Island Population Growth



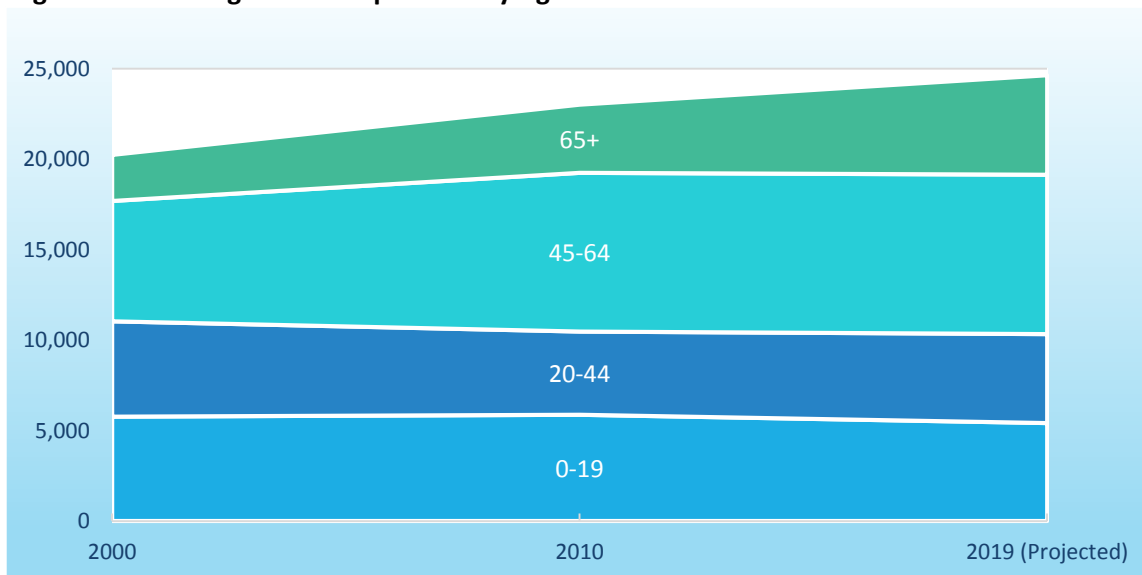
Source: 1980-2010 U.S. Census and 2013 American Community Survey

While modest population growth is anticipated to continue, the number of residents under 65 is expected to remain constant. In contrast, the number of residents aged 65 and above is growing rapidly, see Figure 3. The senior population is anticipated to increase more than 26% by 2019, which will affect the way the economy of the Island looks and operates as the needs and desires of its residents change.

An aging population typically spends less on clothing, transportation, and food but spends far more on health care. Services which give the ability for older residents to stay in their homes such as transit services, meal delivery, and in-home caregivers will be in greater demand in addition to other long-term

care options like assisted living facilities. Although their level of consumption may be more limited overall, seniors tend to have an increased demand for higher-end products. Ultimately, the changing demographics may necessitate a shift in resources away from education and childcare.

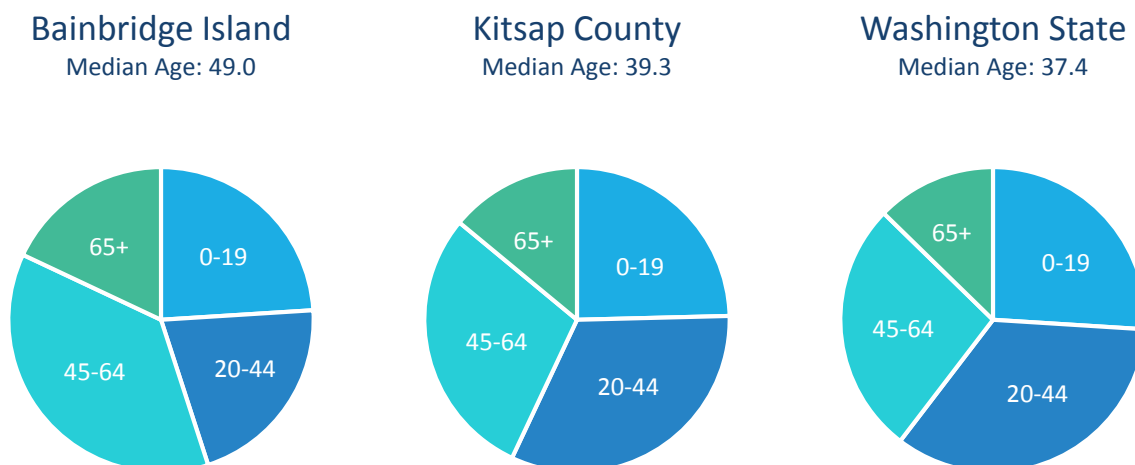
Figure 3: Bainbridge Island Population by Age



Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

With the majority of the population above 45 years of age, the composition of the Bainbridge Island population is markedly different than that of both Kitsap County and Washington State. Further, the median age for Bainbridge Island is nearly 10 years older than that of Kitsap County and nearly 12 years older than that of Washington State, see Figure 4. Experian predicts that the median age on Bainbridge Island is projected to be greater than 50 years of age by 2019.

Figure 4: Population by Age

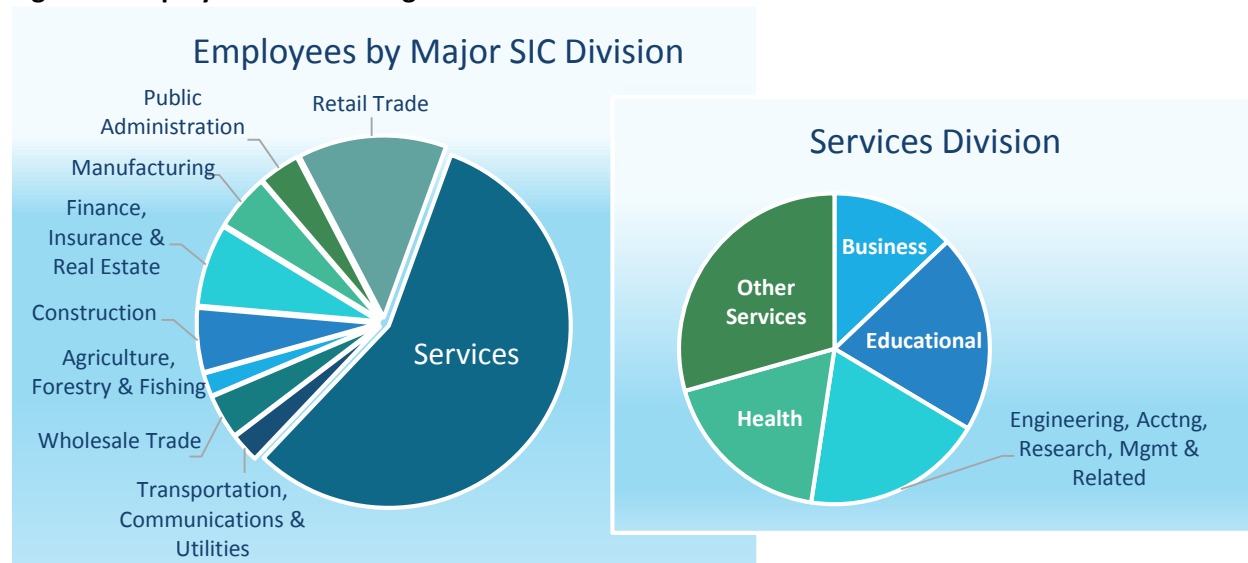


Source: Experian Census Area Projections & Estimates

Bainbridge Island Workforce

Residents enjoy a wide range of amenities. Cultural sites include the Bainbridge Island Museum of Art, Bainbridge Island Historical Museum, Bloedel Reserve, Islandwood, Japanese American Exclusion Memorial, and Bainbridge Performing Arts. The Island also boasts numerous galleries, shops, museums, bakeries, and restaurants. The majority of people employed on Bainbridge Island work within the services industry based on their standard industrial classification (SIC) per the Occupational Safety & Health Administration, see Figure 5. The primary services represented include health, education, business, engineering, and accounting.

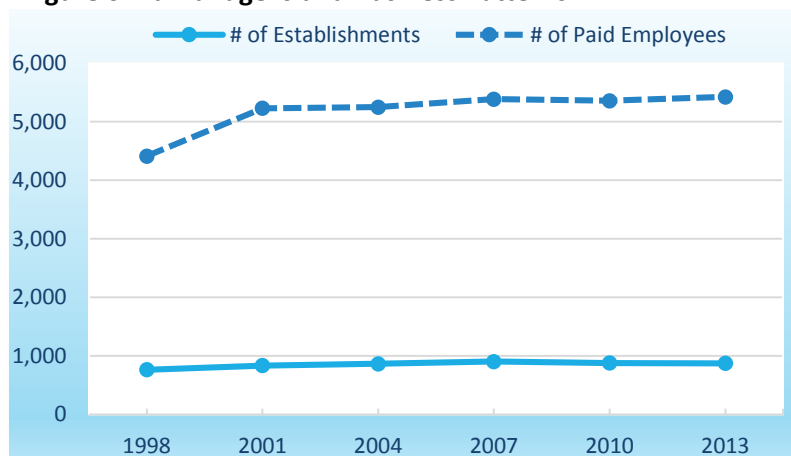
Figure 5: Employees on Bainbridge Island



Source: DemographicsNow

Both the number of people working on the Island and the number of business establishments has remained relatively stable since 2001, see Figure 6. Although the population has grown, the number of available jobs on the island has not increased proportionally.

Figure 6: Bainbridge Island Business Patterns



Source: U.S. Census Bureau, 2013 Zip Code Business Patterns

At 4.2%, unemployment on Bainbridge Island is lower than Kitsap County (6.3%) and Washington State (6.9%) and is projected by Experian to drop to 3.6% by 2019.

There are nearly 10,000 Island residents in the labor force, and with fewer than 6,000 jobs on the Island, it is clear that a number of Island residents must work elsewhere in Kitsap County or the nearby Seattle metropolitan area.

Islanders commute by car far less frequently than Kitsap County or the State as a whole, instead relying more heavily on public transit, see Figure 7. This translates to longer commute times, as the Bainbridge Island commute is longer by 13-18 minutes on average. Also significant in viewing commute patterns is the high number of residents who work at home, almost three times the percentage within Kitsap County or Washington.

Figure 7: Regional Commute Types

Commute Type	Bainbridge Island	Kitsap County	Washington State
Vehicle (Self or Carpool)	49.1%	78.6%	83.2%
Public Transit	25.3%	8.3%	5.8%
Worked at Home	16.3%	6.6%	5.4%
Walked	5.6%	4.4%	3.5%
Other Means	3.7%	2.1%	2.1%
Mean Commute Time (mins)	43.2	29.7	25.7

Source: 2013 American Community Survey

Figure 8: City Business License Information (10/8/15)

	# of Licenses	% of Total Licenses
On-Island Location	2198	68%
Home-based Businesses (included in On-Island Count)	1345	42%
Off-Island Location	1020	32%
Total Business Licenses	3218	100%

Figure 9. Bainbridge Island Home-Based Businesses by Type

Business Type	Number	%
Construction & Related Services	143	10.6%
Artists & Entertainment	141	10.5%
Management & Professional Services	111	8.3%
Marketing, Advertising & Graphic Design	109	8.1%
Accommodations, Real Estate & Related	90	6.7%
Health & Wellness	79	5.9%
Landscaping	60	4.5%
Engineering, Environmental, Scientific & Technical Services	57	4.2%
Computer & Technology	56	4.2%
Educational Services	50	3.7%
Finance, Investment & Accounting	44	3.3%
Fitness, Recreation & Related	43	3.2%
Legal Services	43	3.2%
Home Furnishings & Interior Design	41	3.1%
Nonprofit, Civic & Advocacy Organizations	38	2.8%
Miscellaneous	37	2.8%
Agriculture	30	2.2%
Food Services & Manufacturing	28	2.1%
Architects	24	1.8%
Machinery & Equipment	20	1.5%
Maintenance & Cleaning	19	1.4%
Travel & Transportation	17	1.3%
Pet Services	16	1.2%
Industrial Design & Manufacturing	14	1.0%
Personal Services	11	0.8%

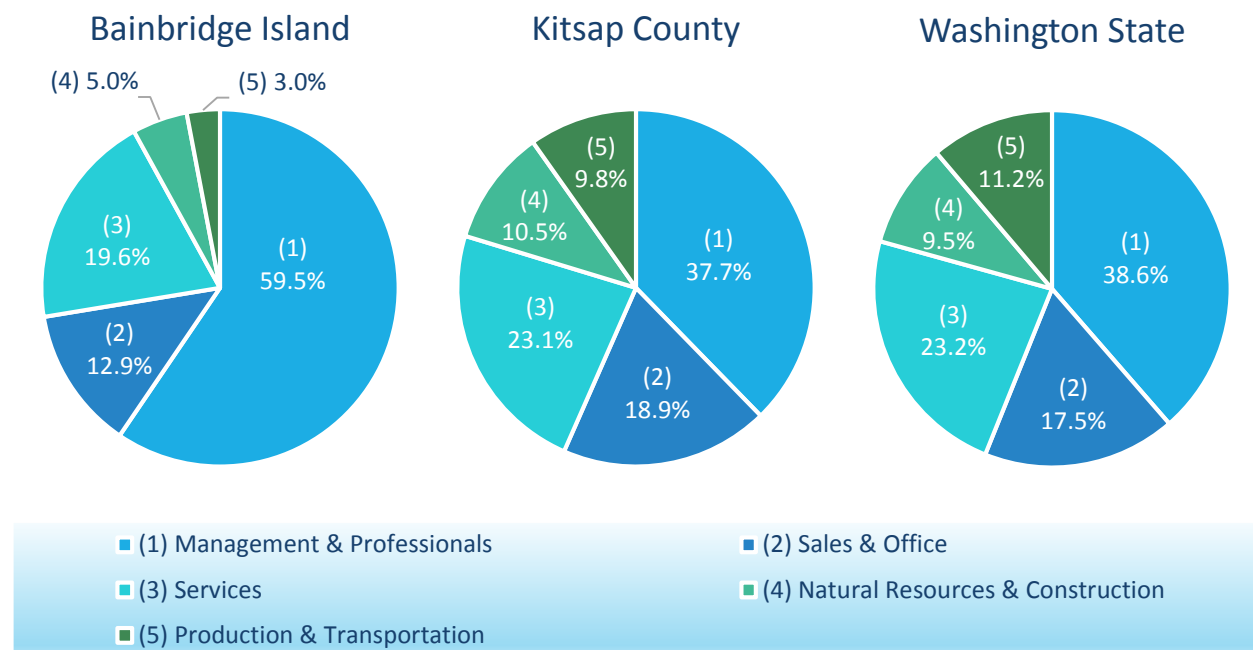
Business Type	Number	%
Childcare	8	0.6%
Clothing	7	0.5%
Water Utilities	5	0.4%
Florists	3	0.2%
Total	1,344	100.0%

Source: City of Bainbridge Island Business Licenses (10/8/15)

Based on the large number of Island residents working off-Island, the type of occupations in which they are employed gives a better indication of their financial means as opposed to analyzing the composition of Island jobs.

Bainbridge Island residents overwhelmingly hold professional or management positions: almost 60% of the workforce holds such positions, sharply contrasting with the less than 40% of Kitsap County or Washington residents that do, see Figure 8. These positions also tend to command a much higher salary than other types of positions.

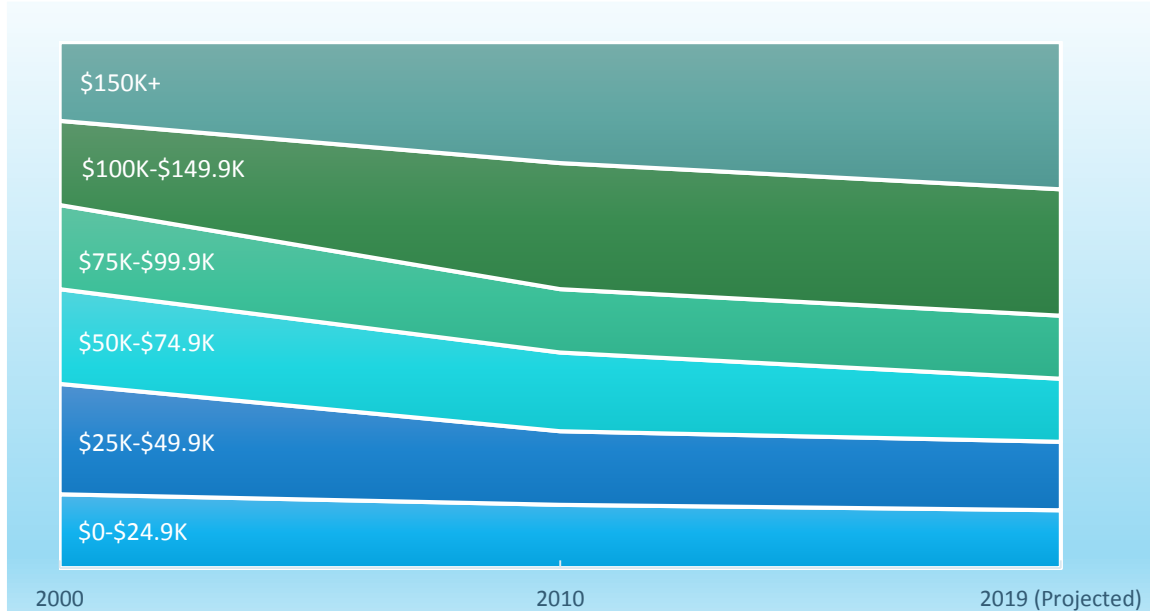
Figure 10: Workforce by Occupation



Source: 2013 American Community Survey

Since 2000, the proportion of Bainbridge Island households with incomes greater than \$100,000 has steadily increased with Island businesses benefitting from off-Island income. Bainbridge Island has significantly higher median household incomes, when compared to Kitsap County or Washington State, see Figures 9 and 10.

Figure 11: Proportion of Bainbridge Island Households by Income Bracket



Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

Figure 12: Median Household Income

	2000	2010	2014	2019 (Projected)
Bainbridge Island	\$70,797	\$92,762	\$89,223	\$103,499
Kitsap County	\$46,923	\$62,712	\$59,362	\$68,859
Washington State	\$45,811	\$57,181	\$58,274	\$67,667

Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

Living and Working in the Same Community

As shown previously in Figure 5, the majority of people employed on Bainbridge Island work in the services industry or retail trade. The corresponding wages paid to employees on the Island in these sectors show a much lower average wage than represented by the median household income, see Figures 10 (above) and 11.

Figure 13: Average Wages on Bainbridge Island by Industry

Industry Name	Average Annual Wage*
Health Care & Social Assistance	\$30,306
Other Services (excl. Public Administration)	\$29,576
Retail Trade	\$27,748
Arts, Entertainment & Recreation	\$21,257
Accommodation & Food Services	\$16,754
<i>*Average Annual Wage is calculated based on the total wages paid by reporting employers during calendar year 2014 and the average of the same 12 months employment for the same employers.</i>	

Source: Washington State Employment Security Department

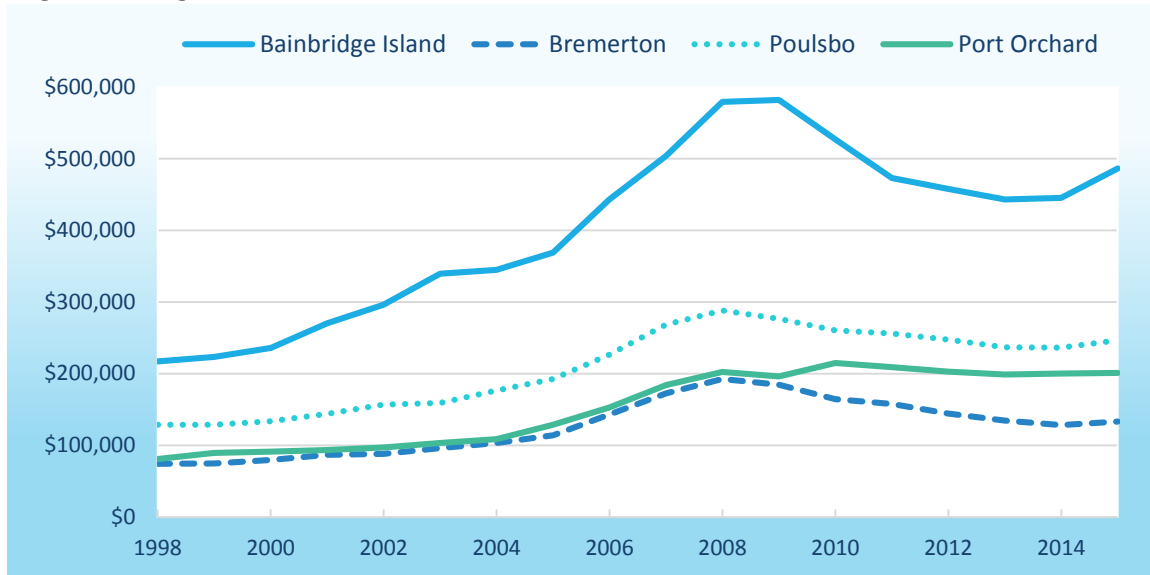
This disparity in income and wages could be the result of a number of different factors such as the prevalence of part-time work in these sectors or that a sizable portion of these employees reside off-Island. Regardless of the reason, it is clear that the wage and salary analysis above coupled with a highly competitive housing market indicates that many jobs within the Island economy cannot provide workers sufficient incomes to make living within the community possible, even for dual income households.

Bainbridge Island Residential Investment

Bainbridge Island is primarily a residential community. Just over 9,600 of the total 17,779 acres of the Island are developed for residential land uses. A majority of the remaining land has been kept undeveloped to maintain the unique rural character so highly regarded by Island residents.

Approximately 87% of all Bainbridge Island property value is in the form of residential property which has a 2015 assessed valuation of over \$5.3 billion per the Kitsap County Assessor. Home values on Bainbridge Island tend to be much higher than those in neighboring communities, see Figure 11. This represents an investment of some portion of the income imported into the community from well-paying jobs in Seattle and elsewhere in addition to employment on the Island.

Figure 14: Regional Median Assessed Home Values



Source: Kitsap County Assessor, Statement of Assessments 2001-2015

Residential investment also drives a portion of the local economy by supporting a demand for businesses such as home repair and remodeling, landscaping services, food service, auto repair, interior design, insurance, house cleaning, day care, and municipal services.

Bainbridge Island Key Issues and Public Comment

5/26/16 UTILITIES & CAPITAL FACILITIES ELEMENTS WORKSHOP

PUBLIC COMMENTS (1,2,3, etc.)		Commenter	Commission Comment
1	I'm representing the Utility Advisory Committee. The UAC has been reviewing and working on the Utility Element for almost a year, and the UAC recommendations for the how the Utility Element should be changed have been forwarded to the Planning Commission. (NOTE: Memo from the Committee and DRAFT Element in 5/26 Commission packet)	Andy Maron, UAC	
2	UAC Policy E 1.7 is a paradigm shift in a good way- promotes carbon-free power for public buildings. UAC Policy Telecom 1.6- worded OK, and the move to high speed broadband should be emphasized. KPUD does have high-speed broadband capability, and we should promote it being extended into the residential areas of the Island. Make sure that the Stormwater Protection policies in the Water Resources Element and the stormwater utility policies in the Utilities Element don't conflict, but support each other.	Robert Dashiell	
3	Thinks that the UAC work is good. Policy E 1.4 of the 2004 Plan specifies a 115KV new tie in between the Winslow and Murden Cove substations. UAC suggests making this language more generic. That specific "tie" is very important for improving reliability, because it adds a level of redundancy that isn't there yet. PSE continuing to plan for that project. Recommends that the Policy stay specific. UAC will look at the policy again.	Tom Brobst, PSE	
4	The public property inventory in the Capital Facilities Element has incorrect information about property size- needs to be updated. PSE should add huge liquid batteries to cover "short term service gaps" the Navy is using them; they are being used in Hawaii. The traffic models or their assumptions need to be updated. Why is the LOS different for signalized intersections vs. unsignalized intersections? The wrong Hwy capacity model was used to study the Wyatt & Madison roundabout. New public buildings should have maintenance/ operating life cycle costing. Pedestrian overpass of SR 305 is really to	Doug Rauh	

PUBLIC COMMENTS (1,2,3, etc.)		Commenter	Commission Comment
	benefit Vineyard Lane, not the Sound-to-Olympic Trail.		
5	Disagrees that the GMA requires a Utilities Element. NOTE, Mr. Tovar discussed the GMA with Mr. Van Dyke, showing him he was looking at the wrong section of the RCW. Additionally, there are many things in the Utilities Element are outside of their scope of authority. Not sure if many of these Utility Element policies are related to Land Use, which is what the purpose of the Comprehensive Plan is.	Chris Van Dyke	