



ISLAND CENTER SUBAREA PLANNING
STEERING COMMITTEE
WEDNESDAY, JANUARY 17, 2018
6:30-8:30 PM
FILIPINO-AMERICAN HALL
7566 NE HIGH SCHOOL ROAD
BAINBRIDGE ISLAND, WA 98110

AGENDA

- 6:30 PM Review and Approve Meeting Agenda
- 6:35 PM Public Comment
- 6:45 PM Discuss and Confirm Steering Committee Chair & Vice Chair
- 6:55 PM Review Relevant [Comprehensive Plan Goals & Policies](#)
- 7:30 PM Review DRAFT Public Participation Plan for Island Center Subarea Planning
- 7:50 PM Review and Discuss [2001 DRAFT Island Center Special Planning Area Report](#)
- 8:20 PM Public Comment
- 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



COMPREHENSIVE PLAN INTRODUCTION

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BAINBRIDGE ISLAND Past, Present and Future

BAINBRIDGE ISLAND HISTORY



This historical overview provides a foundational perspective to aid community planning in better understanding and preserving the rich and multifaceted history of Bainbridge Island.

Land

Bainbridge Island is split into two geologic areas, with the southern third composed of sedimentary bedrock approximately thirteen to thirty million years ago. Lying on a seismic fault line, its most prominent feature is the steep gradient at Bill Point, a backdrop for Rockaway Beach. This fault runs from Eagle Harbor to Seattle. Together with other active faults, a 9.0 plus earthquake involving the North American and Juan de Fuca Plates is a valid disaster potential for Bainbridge Island. Fortunately, only three earthquakes over 6.0 have occurred since World War II: in 1949, 1965, and 2001.

Successive glacial periods left behind deep bodies of water and numerous islands from Puget Sound to Alaska. Resulting deep water sheltered harbors and acidic topsoil influenced human settlement. The primary concern for the Island's southern third is limited water supply caused by impenetrable bedrock. The northern two-thirds, with Eagle Harbor as the dividing line, is composed primarily of sand, clay, and gravel deposits. While still commercially extracted, their primary benefit is an easily accessible ground water source.

People

Suquamish Ancestors first inhabited Bainbridge Island and the Kitsap Peninsula around 13,000 years ago and continue to live in the area to the present day. The Suquamish People occupied winter villages and seasonal camps throughout the island as they fished, hunted, collected shellfish, and gathered plants and other vegetation resources. Several areas on the island have religious significance to Tribal members and some areas near the marine shoreline were burial sites. Many significant cultural resources have been documented along the contemporary marine shoreline of Bainbridge Island. Inland portions of the island have not been investigated as intensively as shoreline landforms but likely have evidence of past Suquamish land use.

The “discovery” of the Island came in 1792 with the arrival of George Vancouver. The United States showed little interest in the region until the Louisiana Purchase and the Lewis and Clark expedition. In 1841 Captain Charles Wilkes entered Puget Sound to map the area. He designated Bainbridge Island as an island rather than a peninsula and named it for the War

of 1812 commander, Commodore William Bainbridge. He also named Eagle Harbor, Bill Point, Wing Point, Port Blakely, Port Madison and Point Monroe.

Non-native settlement of the Island began in 1853 when George Anson Meigs ventured into Puget Sound to establish a lumber mill to serve the San Francisco market. He purchased an existing mill near present day Kingston and relocated it to Port Madison. The treaty of Point Elliot ceded any Suquamish claims to Bainbridge Island and Meigs laid claim to the northern third of the Island through the US Patent Office. The Meigs Lumber and Shipbuilding Company was born and soon the mill town of Port Madison had all the accoutrements of a late 19th-century mill town.

Peaking in the 1870s, Port Madison declined slowly until ceasing operations in 1890. Concurrent to its demise, the Port Blakely Mill, owned by Captain William Renton, was ascending after relocating from Port Orchard in 1865. It reached its peak in 1890 as the largest lumber mill in the world. Also at this time, the Hall brothers relocated their ship building business from Port Ludlow to Port Blakely to become one of the best-known names in the business.

Port Blakely's success laid the foundation for additional industries and eventual reshaping of the Island's human geography. The mill and shipyard attracted immigrants from around the globe notably from Scandinavia and Japan. The Hall brothers expanded their operation with a move to Eagle Harbor in 1903. The Pacific Creosote Company was located across the harbor near Bill Point. Port Blakely Mill closed in 1922 resulting in a refocus of commercial activity to the Eagle Harbor area.

Commercial *agriculture* centered on strawberry *farms* developed by Japanese immigrants who originally came to work at Port Blakely. The acidic soil proved ideal for the seasonal cultivation of strawberries. Japanese families used their American born children as title holders, since immigrants were not allowed to become citizens or own property. Large tracts of wasted timberland were purchased, cleared of stumps and debris, and successfully farmed for generations. A grower's association was formed to aid marketing.

World War II abruptly altered Bainbridge Island's economy. Executive Order 9066 ordered West Coast Japanese relocated to internment camps for the war's duration. This resulted in a severe disruption of strawberry farming from which it never fully recovered. Following exclusion of the Japanese-American community, many Filipinos managed the strawberry *farms* and businesses.

Modern Development

Scheduled auto ferry service from the Island to Seattle commenced in 1937 and solidified Winslow's identity as the Island's urban center. Both the middle school and high school were located there. Prior to this, passenger only ferries, locally known as the, "mosquito fleet," had made scheduled stops at a number of small coastal communities around the Island. A significant development in the initial postwar years was the completion of the Agate Pass Bridge and State Highway 305 in 1950, directly linking the Island to the Kitsap Peninsula.

Postwar Bainbridge Island transitioned from rural to suburban with the advent of a convenient commute to Seattle and the peninsula. Regional economic changes caused increasing numbers of people to relocate here, especially during the 1960's and 70's. Farming and local industries remained important, but were no longer the economic mainstay

they were historically. A proposed major shopping center and housing development in the late 1980's precipitated a move by a group of Islanders to seek local control by becoming an incorporated city.

Incorporation however, has done little to slow growth, especially with increasing population pressure stemming from Puget Sound's burgeoning technology industry. According to the US Census Bureau, the median family income on Bainbridge Island (2009-2013) was \$95,481 compared to the whole of Washington State at \$59,478. The average home value on the Island (2009-2013) was \$551,700 compared to the state average of \$262,100.

The 2008 recession temporarily postponed a restructuring of Winslow's downtown core. The subsequent economic upturn has since seen its completion, but also fostered controversial projects such as the shopping complex at State Highway 305 and High School Road.

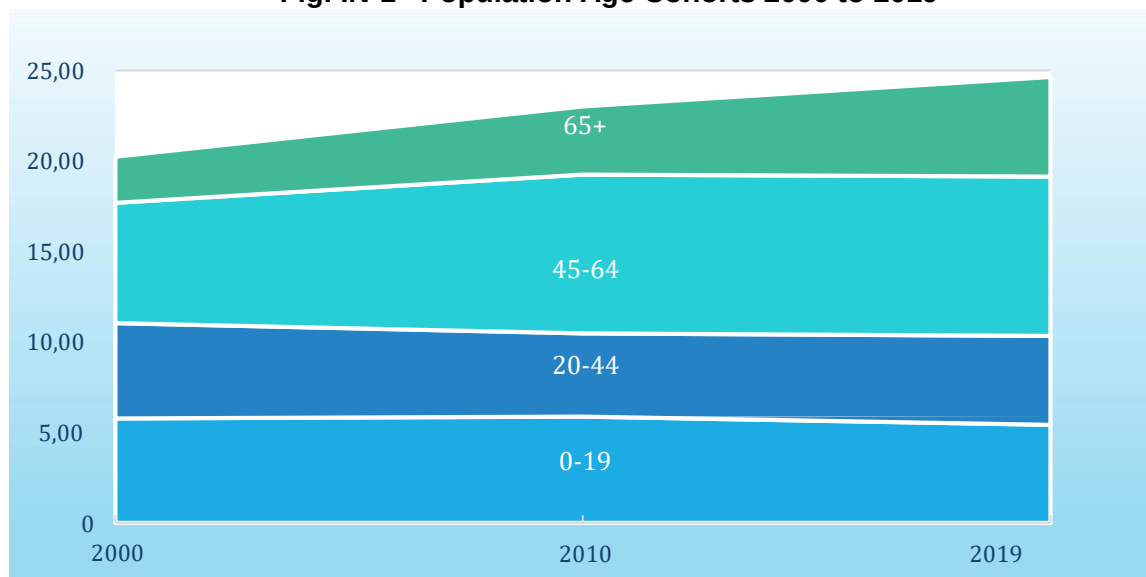
History is a continuum and the preservation of historic buildings and resources by a community is an ongoing autobiographical undertaking. The results of historic preservation choices become a legacy for future generations to appreciate, learn from and live by.

BAINBRIDGE ISLAND TODAY

People

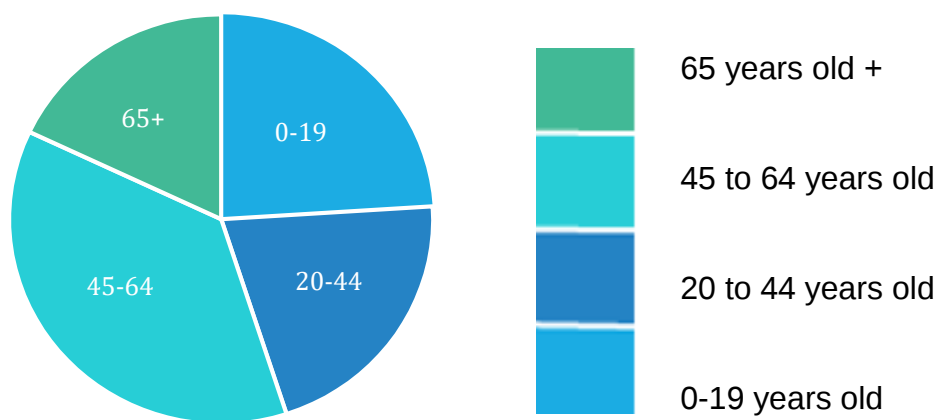
The population of the Island in 2015 was 23,850, which was a modest increase from the 2010 population of 23,025. Demographically Bainbridge Island is predominantly white (91%) while the Hispanic, Asian and mixed race portions of the population are roughly 3% each. 7.4% of the Island's population is foreign-born.

Islanders are relatively well-educated with 66.6% of the adult population (25+ years of age) having a bachelor's degree or higher. 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. The median age of Bainbridge Islanders in 2016 is 49 years old, which is nearly 10 years older than that of Kitsap County and 12 years older than that of Washington State.

Fig. IN-1 Population Age Cohorts 2000 to 2019

Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

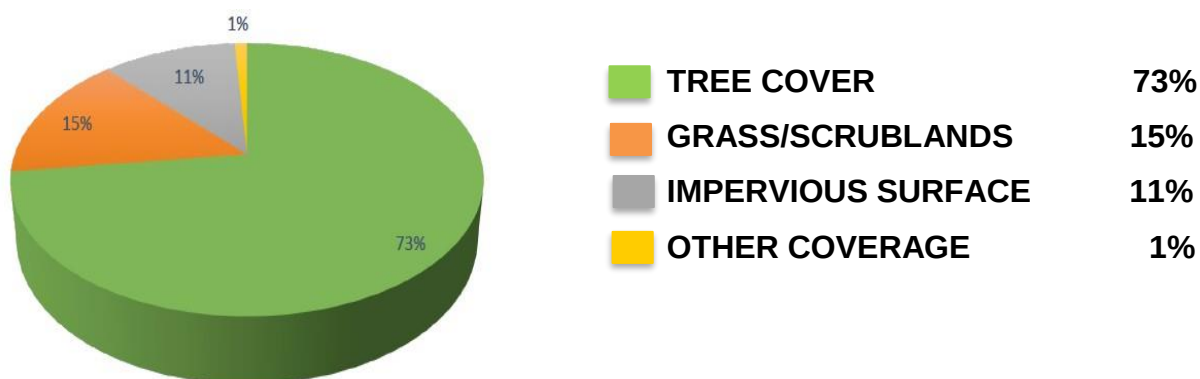
Bainbridge Island's population is relatively affluent. The trend line from the years 2000 through 2019 indicates relative increases in yearly household incomes above \$100,000 and corresponding decreases in the percentage of households earning below \$100,000. More detailed data about population demographics, including household incomes and housing affordability, are presented in the Bainbridge Island Housing Needs Assessment and the Bainbridge Island Economic Profile, which are Plan Appendices C and A, respectively.

Fig. IN-2 Population by Age Cohort in 2016

Island-wide Land Profiles

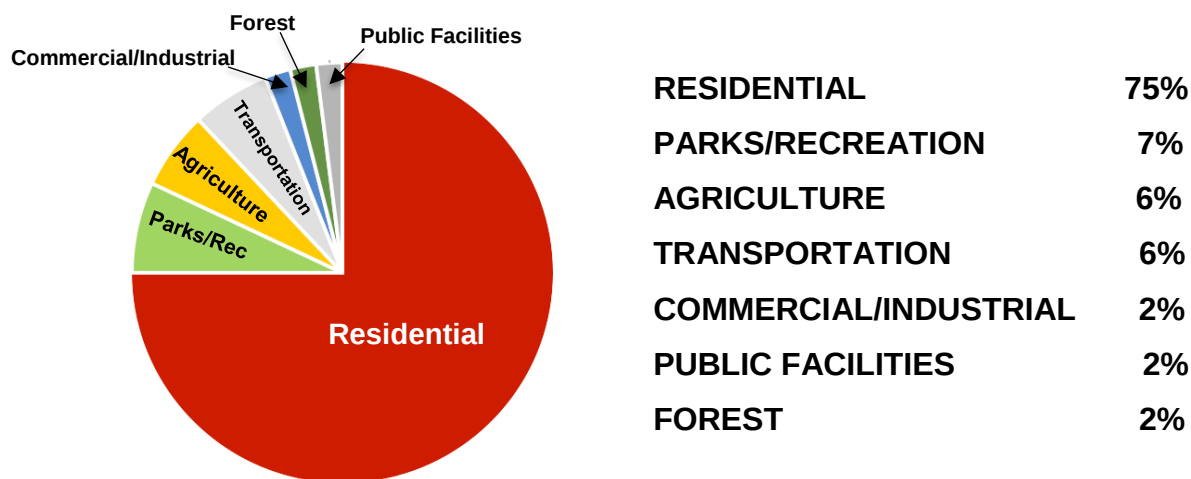
Almost 88% of the twenty-six square miles of the Island's land coverage is either tree cover or grass/scrublands. The developed portions of the Island constitute impervious surface totaling about 11% of its land area.

Fig. IN-3 Land Coverage Types



The predominant land use on Bainbridge Island is residential (75%), with forest, *agriculture*, parks/recreational lands totalling another 15%. The remaining 10% of the Island is transportation (6%), Commercial/Industrial (2%) and Public Facilities (2%). See Fig. IN-4.

Fig. IN-4 Land Use Types



The protection and support of existing **farms** and the preservation of prime agricultural lands and **farms** of local significance are important **goals** of the residents of Bainbridge Island. Agricultural lands provide **open space**, habitat, **groundwater** recharge, local food production with fewer transportation impacts and cultural value. Their protection can augment **sustainability goals**.

Farming on the Island provides economic, social, aesthetic and nutritional benefit to the community. Equally important, protection of agricultural lands will enhance the cultural and economic diversity and help retain the Island's rural character. *Open space* dedicated to *agriculture* also conserves environmental resources.

Farm operations on the Island are unique. Small *farms* ranging in size from 1 acre to 40+ acres, are mostly dispersed throughout the Island with some clustering in a few locations. The specialty, high-intensity, small *farms* will continue to be an important adjunct to farming in the future.

The City currently owns sixty acres of public farmland managed under contract by a non-profit organization. That organization also works with private landowners, seeking ways to increase the amount of land used for food production, and to conserve the land for agricultural uses over the long term. To preserve public farmland, the City *should* consider designating its public farmland properties as Agricultural Resource Land (ARL) consistent with WAC 365-190-050. Other non-profits are also involved in promoting *agriculture* on Bainbridge.

Agriculture is a vulnerable enterprise in any rapidly growing area. As land values continue to rise the economic viability of *farms* on Bainbridge Island depends on the farmers' industry and ingenuity and on public policies that provide incentives and tax relief.

HISTORY OF COMPREHENSIVE PLANNING ON BAINBRIDGE

The 2016 Update is the second major revision to the *Comprehensive Plan*. The first Plan was officially adopted in 1994. Work on the first Plan began in 1990 when then Mayor Sam Granato appointed members to the *Comprehensive Plan* Advisory Committee (CPAC). This was soon after residents in the unincorporated area of Bainbridge (population of 12,000; area of 17,700 acres) voted to annex into the City of Winslow (population of 3,000; area of 2,800 acres) and form the City of Bainbridge Island.

The timing for forming CPAC in 1990 was fortuitous, as the State of Washington that same year passed the *Growth Management Act*. The very first section of the GMA reads:

The legislature finds that the uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest that citizen, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.

RCW 36.70A.010

With the two parts of Bainbridge Island joined by annexation, CPAC was charged with creating a plan for the entire island. Twenty staff members of CPAC and 130 citizens from around the Island made a fresh start at planning for the Island as a whole. A 17-member citizen participation committee was charged with obtaining broad community participation and carried out a telephone survey and 16 focus groups.

The 1994 version of the *comprehensive plan* covered five elements (Land Use, Housing, Water Resources, Transportation and Capital Facilities). Two more elements were later added: the Cultural element in 1998 and the Economic element in 1999. Around 50 architects, engineers and other citizens contributed to a Winslow Design Workshop as part of the 1994 planning. This eventually led to the adoption of the Winslow Master Plan

approved in May 1998. A sub-area *master plan* was adopted for Lynwood Center in 1997. A number of amendments to the *Growth Management Act* and the Bainbridge Island *Comprehensive Plan* have been adopted in the intervening years between 1994 and the present.

A state-mandated update of the *Comprehensive Plan* began in 2000 and was completed in 2004. A steering committee was appointed consisting of three city council members and three planning commissioners, who were supported by City staff. The update consisted of three phases. Phase One produced a “Staff Review 2000”, which contained a review of actions to implement the plan and recommendations for revising some of the goals and policies. In addition, the “Community Values Survey Report” was published in July 2000. This survey showed that community values and visions had not changed significantly since 1994. The most significant changes made in 2004 were the creation of the Environmental Element (based on portions of the Land Use Element) and a Human Services Element.

‘Winslow Tomorrow’ was an ambitious planning process begun in 2004 that led to revision of the Winslow *Master Plan* in 2006 and the ongoing modernization of Winslow’s infrastructure. Another significant milestone in the City’s planning history was the issuance in 2007 of the Final Report of the Mayor’s 2025 Growth Advisory Committee. That document laid the groundwork for portions of the 2016 *Comprehensive Plan* update, including the concept of designating several centers for future growth on the Island.

This brings us to the development of the 2016 *Comprehensive Plan*.

THE FUTURE: NAVIGATING BAINBRIDGE

From 2014 through 2016, the City of Bainbridge Island undertook the update of the *Comprehensive Plan* (the Plan). This project titled “Navigate Bainbridge,” involved an extensive public outreach program that engaged hundreds of citizens in dozens of public meetings, workshops, open houses and public hearings culminating in the adoption of the Plan by the City Council.



The 2016 update of the Plan was prepared pursuant to the authority and requirements of the *Growth Management Act (GMA)* which is codified in the Revised Code of Washington (RCW) as Chapter 36.70A. The *GMA* requires that the Plan be reviewed and updated at least every eight years which means the periodic update cycle for Bainbridge Island is 2016, 2024, 2032 and so on.

Among its many provisions, the *GMA* requires that the Plan must have sufficient land capacity and urban services adequate to accommodate at least the next twenty years of growth. This Plan provides for sufficient land and urban services to accommodate the City's growth allocation through the year 2036, however it also uses a longer time horizon where appropriate. For example, policies in this Plan recognize that the life cycle of a sustainably built environment is multi-decade while planning for natural systems and addressing climate change requires a multi-generational perspective.

The *GMA* also requires that the Plan provide for sufficient *capital facilities* (e.g., roads, sewer and water, parks, public buildings) to accommodate the City's twenty-year allocations of population and employment growth. This Plan does so. While the *GMA* does not require a *comprehensive plan* to provide *policy* direction to a jurisdiction's operating budget, the *Guiding Principles* of the Bainbridge Island Plan explicitly state this Plan provides direction to both the capital and operating budgets.

The Plan is organized as follows: it begins with a City-wide *Vision* that describes the preferred future for Bainbridge Island in the year 2036. That is followed by eight *Guiding Principles* and associated Guiding Policies that provide substantive direction to the ten Elements (i.e., chapters) of the Plan. They also provide direction to the City's *functional plans* such as its parks, stormwater and utilities plans.

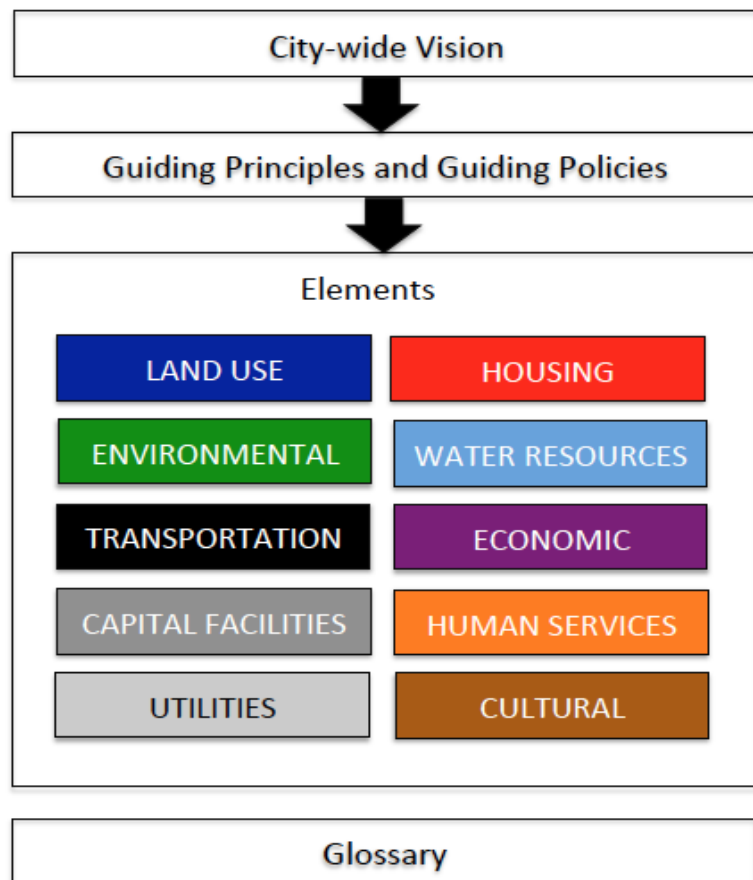
In addition, the Plan's *Vision*, *Guiding Principles* and Policies, and Elements communicate the City's priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire Department, Park and School Districts, and the Washington State Department of Transportation, all of which prepare functional and operating plans to provide their respective services and facilities to Island residents. The relationship between the components of the *Comprehensive Plan* is illustrated in Figure IN-5.

Fig. IN-5 Comprehensive Plan

The *GMA* requires that a *comprehensive plan* include five “mandatory” elements: Land Use, Housing, Transportation, Capital Facilities, and Utilities. The *GMA* gives specific direction about what information and local policy decisions must be contained in each of these mandatory elements. This Plan includes all the mandatory elements and sets forth the City’s preferred policies in each.

Cities are authorized to adopt additional “optional” elements. This Plan includes five optional elements: Environmental, Water Resources, Economic, Human Services and Cultural.

The ten Elements in this Plan each contain three distinct components: a *Vision* Statement, Goals and Policies, and a list of prioritized Implementing Actions. Terms that are defined in this Plan’s glossary are italicized.



BAINBRIDGE ISLAND VISION 2036

Bainbridge Island’s people reflect a range of ages, ethnicities, household sizes, livelihoods and personal aspirations – we are 28,660 individuals who share a strong sense of community and a commitment to environmental stewardship. We respect this legacy of the generations that came before, beginning with the Island’s indigenous people, followed more recently by European and Asian immigrants who built timber, maritime and agricultural economies.

Bainbridge Island is home to a diverse mix of people including farmers, artists, students, business professionals, service employees and retirees. We are an optimistic, forward-looking and welcoming people - open to new ideas, industrious business people, new and traditional cultures, and people of all ages and backgrounds. There is no word for exclusion in Lushootseed, the language of the first peoples of Puget Sound.

Our success at balancing the inter-dependent goals of environmental stewardship, economic development and the needs of our people is evident in the many ways we have

accommodated growth, addressed the impacts of *climate change* and conserved our environment.

Bainbridge Island's water resources are climate resilient and are able to sustain all forms of life on the Island. *Aquifers* are continuously monitored and managed to maintain our supply of fresh water at a level that meets the high standards for drinking. Education on water conservation has resulted in a significant reduction in the average water consumption per household and *low impact development* techniques applied to all land uses and redevelopment helps to recharge the Island's *aquifers*.

Winslow, Lynwood Center and the Island's other *neighborhood centers* have gracefully evolved into compact, mixed-use, human-scaled and walkable places. They are the thriving centers of civic life, cultural amenities, goods, services and a wide range of housing and employment opportunities. These centers are pedestrian districts, linked to each other and the region by a network of walkways, bicycle trails and *transit* that promote healthy lifestyles and reduce the Island's *greenhouse gas emissions*.

Bainbridge Island's other taxing districts, Bainbridge Island Metropolitan Park & Recreation District, Bainbridge Island School District, Bainbridge Island Fire District and Kitsap Regional Library through Bainbridge Public Library all play significant roles in making this a healthy community.

Affordable housing is available for much of the local service sector workforce. Improvements in communication infrastructure have enabled more successful local enterprises, including home-based business.

The Island is a national destination for visitors to experience artistic excellence and learn about *sustainability* and resilient community development. Local employment opportunities are diverse including small manufacturing, artisanal crafts, high tech, e-commerce, arts and food. Small retailers are thriving by serving the needs of local residents as well as visitors. A robust non-profit sector strengthens *social capital* while providing services and employment opportunities.

Outside of the *designated centers* the predominant land use pattern is lower density with lower building heights which minimizes the footprint of the built environment and maximizes the protection of tree canopy, *aquifers*, surface waters and *fish and wildlife habitat*. The Island's broad conservation landscape of canopied woodlots, parks and saltwater shorelines is dotted with working *farms*, historic structures and a housing stock that has become more compact, energy-efficient and well-integrated into the landscape.

Agriculture is a thriving part of the Island's economy. All City-owned agricultural land is under cultivation and produces seasonal foods for local consumption. The number of *farms* on private acreage has increased and is supplementing the local food supply. Capital facilities planning has kept up with changes in the natural and built environments, meeting the needs of a population that expects a high *level of service*. All residents have reliable electric power, telecommunication services to meet their needs, potable water, solid waste and recycling services, and storm water facilities that prevent flooding and erosion while eliminating pollutants before the water enters Puget Sound.

The good will, imagination and pragmatism of our citizens foster an environment in which we engage with, listen to, and learn from one another. Bainbridge Island functions as a caring

community that provides human services where needed to maintain the well-being of all its members, where every person feels connected to the community and where each individual has opportunities.

Community cultural planning sets direction for integrating the arts, humanities and history with urban design, economic development, education and other initiatives that nurture the quality of life on Bainbridge Island.

Artistic creativity and humanistic inquiry advance other community goals such as economic vitality, quality education, and community planning and design. Investments in the arts and humanities are investments in the growth of the community, enriching the lives of its residents and making Bainbridge Island a better place to live.

GUIDING PRINCIPLES

While the *Vision* describes a preferred future outcome for Bainbridge Island, the *Guiding Principles* and associated Guiding Policies provide the *policy* direction needed to navigate toward that desired future.

Guiding Principle #1

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

Guiding Policy 1.1

Develop an island-wide conservation strategy to identify and apply effective methods to preserve the natural and scenic qualities that make the Island a special place, including better protection for the shoreline, trees, soils, native plants, and *farms*.

Guiding Policy 1.2

Accommodate new growth in *designated centers* that meet the Island's identified needs for housing, goods, services and jobs while respecting conservation and environmental protection priorities.

Guiding Policy 1.3

The built environment represents an important element of the Island's special character. Improve the quality of new development through a review process that implements the community *vision* and supports long-term goals for the preservation of the Island's special character.

Guiding Principle #2

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

Guiding Policy 2.1

Manage the water resources of Bainbridge Island for the present and the future, recognizing that the Island's finite *groundwater* resources [*aquifers*] are the sole source of our residents' water supply and are critical perennial sources for our surface waters and the ecosystems they support.

Guiding Policy 2.2

As part of long-range land use planning, consider the impacts of future development to the quality and quantity of water that will be available to future Islanders and to the natural environment. Maintain sustainable *groundwater* withdrawal, protect aquifer recharge areas, guard against seawater intrusion and prevent adverse impacts to water quality from surface pollution.

Guiding Policy 2.3

Preserve and protect the ecological functions and values of the Island's *aquatic resources*.

Guiding Policy 2.4

Anticipate and prepare for the consequences of *climate change* on our *aquatic resources*. These changes include sea level rise, altered precipitation patterns, as well as any other changes in climate and community response to climate in order to ensure ample quality, quantity and seasonal integrity of surface water and *groundwater* for the Island's people and ecosystems.

Guiding Policy 2.5

Create a Bainbridge Island surface and *groundwater* management plan for the purpose of maintaining the long-term health of our fresh water *aquifers* and surface waters.

Guiding Policy 2.6

Recognize the importance of our water resources to present and future generations of Bainbridge Islanders, and apply the *precautionary principle*.

Guiding Policy 2.7

Recognize the water resource needs of *farms*, home gardens and domestic landscapes and support planning and conservation practices that ensure the sustainable use of our Island's finite *groundwater* resources.

Guiding Principle #3

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

Guiding Policy 3.1

Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote plans, projects and proposals to create *affordable housing*.

Guiding Policy 3.2

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

Guiding Policy 3.3

Support, protect and enhance the value of the arts and humanities as essential to education, quality of life, economic vitality, the broadening of mind and spirit, and as treasure in trust for our descendants.

Guiding Principle #4

Consider the costs and benefits to Island residents and property owners in making *land use* decisions.

Guiding Policy 4.1

Respect private property rights protected by the State and U.S. Constitutions.

Guiding Policy 4.2

Recognize that private property rights are not absolute but must be balanced with necessary and reasonable regulation to protect the public health, safety and welfare.

Guiding Principle #5

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

Guiding Policy 5.1

Regulate all development on the Island consistent with the long-term health and carrying capacity of its natural systems.

Guiding Policy 5.2

Recognize that the sustainable use of the Island's finite land base is served by *green building* practices.

Guiding Policy 5.3

Preserve and enhance the Island's natural systems, natural beauty and environmental quality.

Guiding Policy 5.4

Protect and enhance wildlife, fish resources and natural ecosystems on Bainbridge Island.

Guiding Policy 5.5

Recognize and protect the Usual and Accustomed fishing areas of neighboring Tribes.

Guiding Principle #6

Nurture Bainbridge Island as a *sustainable community* by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Guiding Policy 6.1

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

Guiding Policy 6.2

Promote an equitable social environment on the Island by addressing basic human needs including *affordable housing*, personal health and safety, mobility and increased access to human services, civic and cultural amenities.

Guiding Policy 6.3

Promote economic *sustainability* and work to provide economic opportunities for all community residents.

Guiding Policy 6.4

Promote food production as part of the *land use* planning process.

Fig. IN-6 Sustainable Community



Guiding Principle #7

Reduce *greenhouse gas* emissions and increase the Island's *climate resilience*.

Guiding Policy 7.1

Mitigation: Participate with state, regional and local partners to reduce *greenhouse gas* emissions consistent with the 1990 benchmark and future year targets set forth in state law, educate the public about *climate change* and incentivize Island activities including *land use* patterns and building practices that reduce *greenhouse gas* emissions.

Guiding Policy 7.2

Adaptation: Minimize or ameliorate the impacts of *climate change* on our community and our Island's ecosystems through climate-informed policies, programs and *development regulations*.

Guiding Policy 7.3

Evaluate the climate vulnerabilities and implications of City actions and identify policies that alleviate those vulnerabilities. Consider the effects of shifting conditions (sea level rise, changing rainfall patterns, increasing temperatures and more extreme weather events) and the effects they cause (altered vegetation, changing water demands, economic shifts).

Guiding Principle #8

Support the Island's *Guiding Principles* and Policies through the City's organizational and operating budget decisions.

Guiding Policy 8.1

Promote good governance and an Island culture of citizenship, stewardship and civic engagement.

Guiding Policy 8.2

Update each City Department's work program annually, allocate sufficient time and resources and provide needed policy direction to achieve consistency with and implement the *Comprehensive Plan* in a manner that is transparent and consistent with the community *Vision*.

Guiding Policy 8.3

Grow a diversified and vibrant local economy.

Guiding Policy 8.4

Nurture a healthy and attractive community including a focus on the quality of the built environment through progressive *development regulations* and reviews.

Guiding Policy 8.5

Build reliable *infrastructure* and connected mobility that encourages physical activity such as biking and walking while also respecting the Island's scenic qualities.

Guiding Policy 8.6

Grow a green, well-planned, environmentally sustainable community.

Guiding Policy 8.7

Plan for a safe city where citizens, City Officials, and Law Enforcement work together in an environment of accountability and trust.

Guiding Policy 8.8

When implementing policies, consider longer-term, indirect or unintended consequences of decisions.

WHAT A COMPREHENSIVE PLAN IS AND IS NOT

There is an important distinction between a *comprehensive plan* and a *development regulation*. The former is a policy statement that provides direction. The latter is a control on how land may be used, which is one of the ways in which a *policy* statement is implemented.

The GMA definition of a *comprehensive plan* is:

"Comprehensive land use plan," "*comprehensive plan*," or "plan" means a generalized coordinated land use policy statement...

RCW 36.70A.030(4)

Thus, the Bainbridge Island *Comprehensive Plan* is a "policy statement" that provides important direction to a variety of City actions including but not limited to, the adoption of its capital budget and its *development regulations*. However, the Plan is not a "land use control" which means that it is not designed or intended to be applied directly to development permits.

The GMA definition of *development regulations* is:

"Development regulations" or "regulation" means the controls placed on development or land use activities by a . . . 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 . . ."

RCW 36.70A.030(7)

The GMA also states:

"Each county and city that is required or chooses to plan under RCW 36.70A.040 shall perform its activities and make capital budget decisions in conformity with its *comprehensive plan*."

RCW 36.70A.120

The "shall perform its activities" phrase suggests broader application of *comprehensive plan* policies than simply codes and capital budgets. On Bainbridge Island, the City maintains a number of *functional plans*, such as the City's utility plans as well as programs it funds and

administers through its budget. The City also coordinates with other units of local government, e.g., the Bainbridge Island School, Fire, and Parks districts, each of which maintains its own programs and functional or operational plans. These are inventoried in the Plan's Capital Facilities Element.

Types and Degrees of Policy Direction

The Elements in this *Comprehensive Plan* consist of Goals and Policies. Goals express the high-rank order values that are most important to the Island community. They are aspirational, frequently describing desired outcomes. The Policies listed under each Goal identify strategies or specific actions to be taken to move the community in the direction of fulfilling the Goal.

Depending on the issue and the Element, the Goals and Policies may provide direction to the City Council, Planning Commission, Hearing Examiner and City Staff. Some of the actions will take the form of land use or other *development regulations*; others will be capital projects or programs; and still others may take the form of outreach, education, coordination or partnership with citizens, organizations or other units of government.

The goal and policy statements sometimes use very directive verbs such as “maintain” or “adopt.” In other cases, less directive verbs are used such as “consider” or “encourage.”

The more directive verbs convey a higher rank order of *policy* direction. Directive goal or policy language may call for the updating of *development regulations*, however that does not convert them into controls or conditions that can be directly applied to a permit decision.

A similar distinction can be made between the auxiliary verbs “*should*” and “*shall*.” Both terms are used in the *Comprehensive Plan* and it is intended that both provide substantive direction. The difference in meaning between “*should*” and “*shall*” is one of degree rather than kind. As used in this Plan, the word “*shall*” imparts a higher order of substantive direction than the word “*should*.” However as with the active verbs, the use of “*shall*” remains substantive *policy* direction not a land use control within the GMA meaning and definitions cited above.

How and when may the *Comprehensive Plan* be amended?

In addition to the eight-year cycle for the periodic review of the *Comprehensive Plan*, the GMA also includes requirements regarding potential plan amendments in the intervening years. Set forth at RCW 36.70A.130, these include:

- A *comprehensive plan* may be amended no more than once in any calendar year. The City's *comprehensive plan* amendment process allows privately initiated amendments every three years (BIMC 2.16.190).
- All proposed plan amendments, including those initiated by private parties or by the City, should be considered concurrently to determine the cumulative effect of the proposals.
- Procedures must be adopted for any interested person to suggest amendments to either the *Comprehensive Plan* or *development regulations*.
- A city must establish a means by which it will “docket” (i.e., compile and maintain a list) of all suggested plan or development regulation amendments and consider

- whether or not to adopt them during the amendment process.
- Public participation programs must be developed and followed for proposed amendments to the *Comprehensive Plan* or *development regulations*.

VISION 2040: Puget Sound Regional Council

Puget Sound Regional Council (PSRC) is the metropolitan planning organization for the greater Seattle area (Kitsap, Snohomish, King and Pierce counties). The Bainbridge Island 2016 Comprehensive Plan advances the sustainable approach to growth and future development that is the cornerstone of **Vision 2040**. *Sustainability* is integrated throughout all Elements of the city's comprehensive plan. We have incorporated a systems approach to planning and decision-making that addresses protection of the natural environment. The Plan commits to maintaining and restoring ecosystems, reduce *greenhouse gas* emissions, promotes non-motorized transportation, alternatives to single-occupancy vehicle travel, encourage compact development and prioritizes the creation of new *affordable housing*. The Plan also has established an *affordable housing goals* for this planning period. The plan includes provisions that ensure that a healthy environment remains available for future generations in our city.

The Plan has been updated based on residential and employment targets that align with **Vision 2040**, as demonstrated through the population and employment capacity analysis in the **Kitsap County 2014 Buildable Lands Report**. The City's existing residential and commercial zoning accommodates those target- see tables below.

**Table IN-1: City of Bainbridge Island
Population Capacity and Demand**

2036 Residential Population Forecast/Target	28,660
Population Capacity Under Existing Zoning	6,814
2010-2036 Allocated Population Growth	5,635
Net 20-Year Population Capacity (+ or -)	+1,179
Population Capacity/Demand Ratio	1.21

**Table IN-2: City of Bainbridge Island
Employment Capacity and Demand**

Employment Capacity Under Existing Commercial Zoning	2,941 jobs
2036 Employment Growth Forecast/Target	2,808 jobs
Net 20-Year Population Capacity (+ or -)	+133 jobs
Employment Capacity/Demand Ratio	1.04

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 resilience.
- The Capital Facilities and Utilities Elements to address the infrastructure needed to serve the planned land uses.

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

Future growth on Bainbridge will be accommodated in a manner that is consistent with the responsible stewardship of its finite natural resources and the requirements of the *GMA*. With that overall goal in mind, 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-year horizon to better account for the implications of *climate change* and the much longer-term cycles of natural systems and public infrastructure investments.

The [Kitsap County 2014 Buildable Lands Report](#) showed that the Island has sufficiently zoned land in 2016 to accommodate the anticipated population and employment growth through the year 2036. Therefore, any localized increase in *density* over current zoning *should* further one or more of these public purposes:

1. Shift *density* from *critical areas* or farmland to Winslow or other *designated centers*.
2. Increase the range and supply of *housing types* and *affordable housing*.
3. Contribute to public *infrastructure* or public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
4. Reduce *greenhouse gas* emissions.
5. Plan for the effects of *climate change* to avoid or ameliorate the impacts.

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* and establish 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 2036

The environment, values and culture of our Island community have been protected, conserved and enhanced by managing growth according to the *Comprehensive Plan's Guiding Principles, Goals and Policies*.



Fig. LU-1 Typical Island Designated Center

Most of the preceding two decades of growth have been attracted to the high quality of life in the Island's thriving **Designated Centers** where cultural amenities, employment and housing opportunities abound and *public services*, utilities and *infrastructure* are efficiently provided.

These **Designated Centers** are compact, human-scaled and pedestrian-oriented, promoting a healthy lifestyle and are linked to each other and the region by a network of trails and *transit*. (See Fig. LU-1.)



Fig. LU-2 Typical Island Conservation Area

Outside of the **Designated Centers**, almost 90% of the Island is a green and open landscape. The residential *land use* pattern in this **Conservation Area** minimizes the footprint of the built environment and embodies design principles that protect the Island's *aquifers*, surface waters and *fish and wildlife habitat*.

This broad landscape of canopied woodlots, parks and saltwater shorelines is dotted with working *farms*, historic structures, freestanding residences and *conservation villages*. (See Fig. LU-2.)

The evolving **Designated Centers** and **Conservation Areas** on Bainbridge Island embody the successful implementation of the Island Land Use Concept. (See Fig. LU-3.)

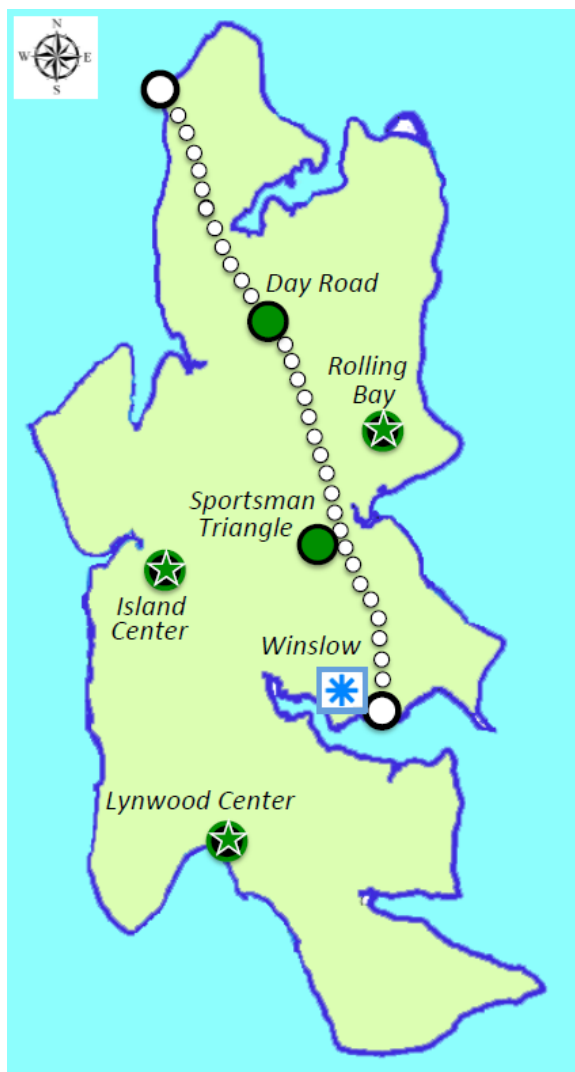
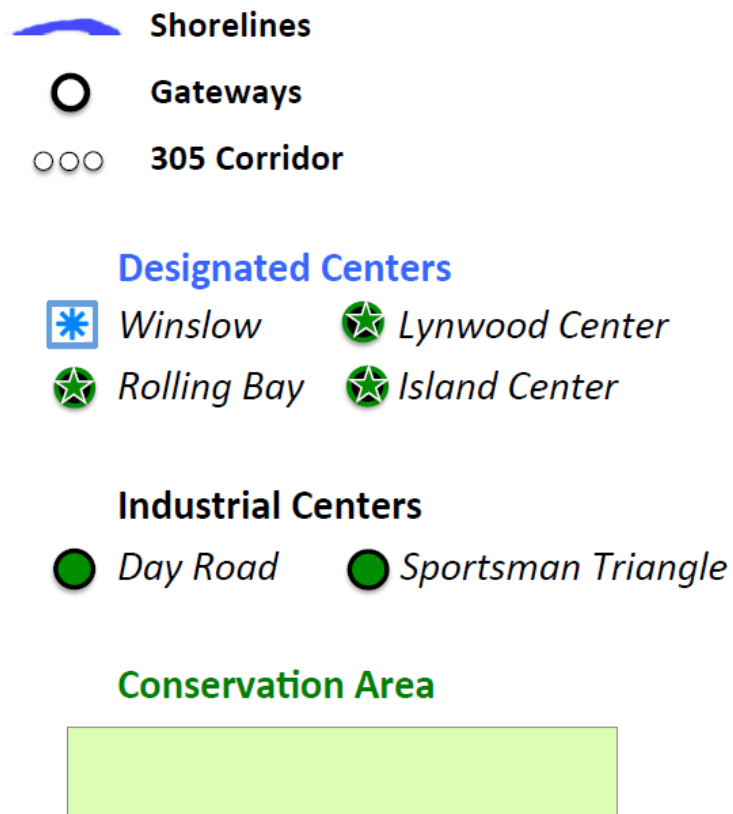


Fig. LU-3. Island-wide Land Use Concept



GOALS & POLICIES

GOAL LU-1

Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents and 2,808 additional jobs from 2010-2036 and at the same time promote and sustain high standards that will enhance the quality of life and improve the environment of the Island.

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council (KRCC)* 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 and 2,808 jobs by the year 2036.

Policy LU 1.2

Outside of Winslow and the *Designated Centers*, the Island has a rural appearance with forested areas, meadows, *farms* and winding, narrow, heavily vegetated roadways. These characteristics represent an important part of the Island's special 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. This Plan acknowledges that with current information, the *carrying capacity* of the Island is unknown. During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The plan takes 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 they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2

Establish a public education program 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 sets an example of environmental stewardship so that others will be encouraged to do so.

Policy LU 2.4

Develop a City program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5

Prepare a Bainbridge Island Climate Change Strategy and Water Conservation Plan.

GOAL LU-3

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



Fig. LU-4 Listening sessions with citizens helped kick off the 2016 *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 residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Policy LU 4.1

Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure* while increasing conservation, protection and restoration on the Island, including shorelines, especially where there is interaction between the fresh and saltwater environments.

Policy LU 4.2

Adopt a multi-year work program to undertake the subarea planning for the *designated centers* of Island Center, Rolling Bay, Sportsman Triangle and Day Road. The product 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 a high work program priority because the greatest potential for achieving many of the City's development 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

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

Policy LU 4.5

Subarea planning 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-5 establishes the future distribution, extent and location of generalized *land uses* on the Island.

Policy LU 4.7

Continue to utilize the *goals, policies* 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. Actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality, noise and the visual character of Bainbridge Island while also serving both the motorized and non-motorized needs of Island residents and businesses.

Policy LU 4.9 Coordinate the City's planning programs and *development regulations* concerning *open space* preservation with the efforts of appropriate organizations to identify and prioritize conservation and *open space* opportunities, and to acquire and administer *conservation easements*.

2/28/17

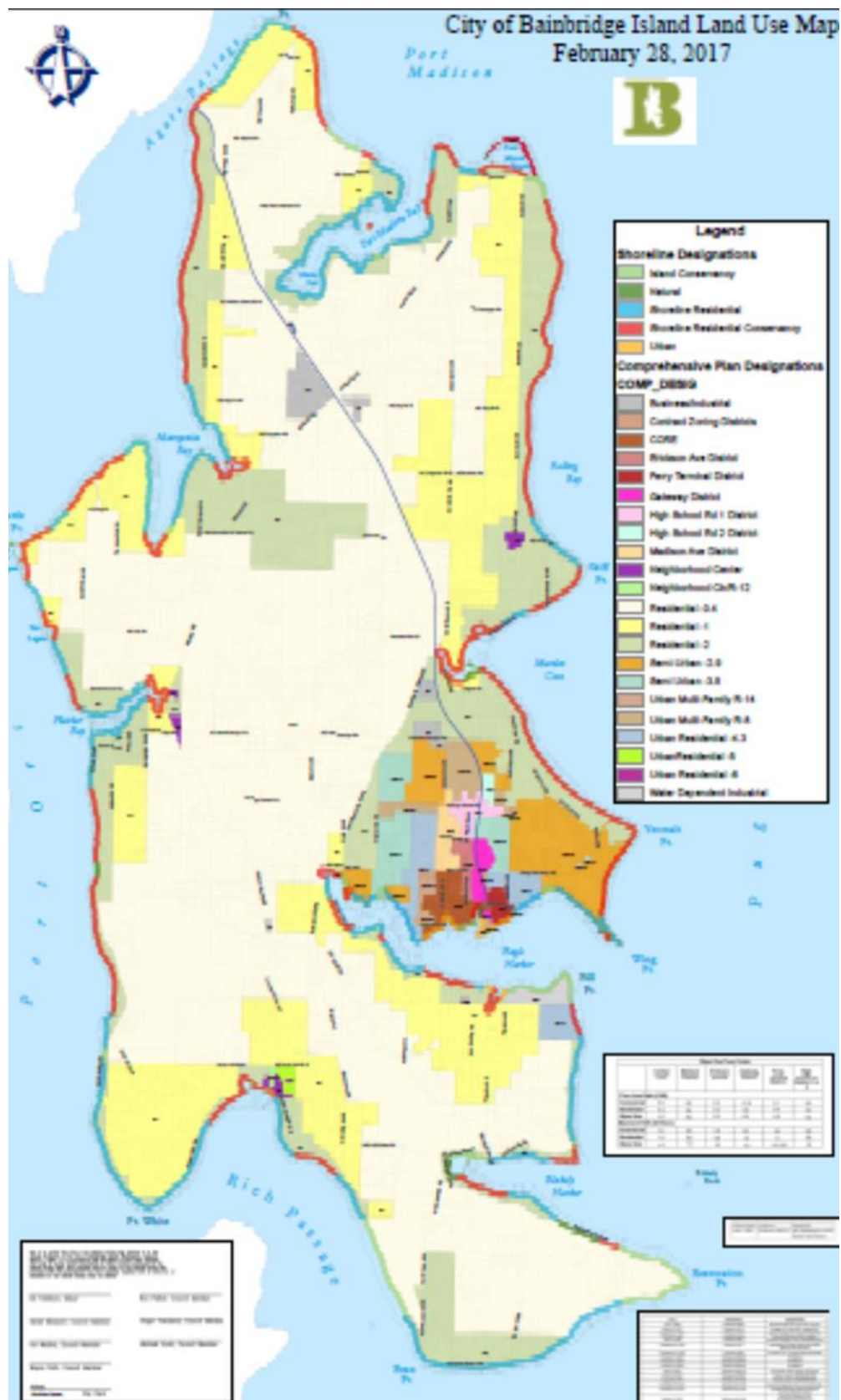


Fig. LU-5 Future Land Use Map



Fig. LU-6 The scenic highway SR 305 corridor is a major part of the Island’s functional mobility and visual character.

Policy LU 4.10

Lands shown on Fig. LU-3 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 *critical areas* and innovative tools such as aquifer conservation zoning and conservation villages to minimize the development footprint within these Conservation Areas.

Policy LU 4.11

To the greatest degree practical, prohibit clearcutting and grading of the natural landscape.

DESIGNATED CENTERS

GOAL LU-5

Focus Urban Development in *Designated Centers*

The Plan focuses residential, commercial, and industrial growth in Winslow and other *designated centers* with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, and Sportsman Triangle. Collectively, Winslow, the Neighborhood Centers, and the two industrial 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 mixed-use 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 open space.
- Maintains and enhances fish and wildlife habitat.

Policy LU 5.2

Increased density over and above the existing zoning in the Neighborhood Centers *should* only occur through a shift in *density* from areas identified in the Island-wide Conservation Strategy through *PDRs*, *TDRs* or other mechanisms 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 Winslow and neighborhood 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.

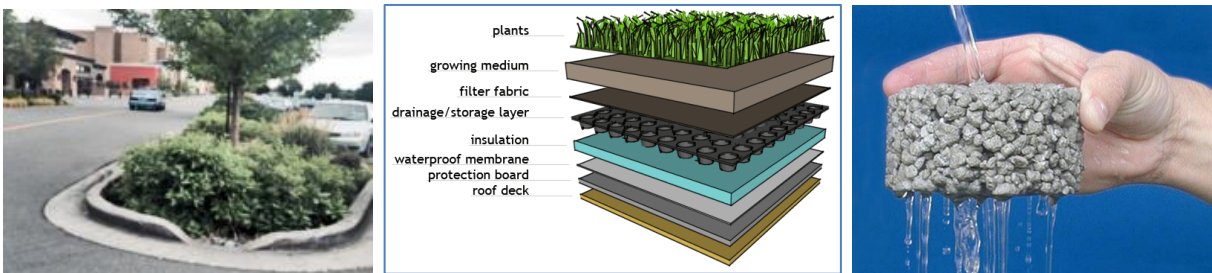


Fig. LU-7 Low Impact Development methods mimic natural drainage processes

Policy LU 5.5

Implement a *green building* code.

Policy LU 5.6

Create mechanisms for retaining and preserving *open space* near *designated centers*.

Policy LU 5.7

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

Policy LU 5.8

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

Policy LU 5.9

Design and locate development to avoid or minimize potential conflicts with agricultural activities and recognize right-to-farm regulations in developments located adjacent to agricultural uses.

Policy LU 5.10

Improve transportation facilities between *designated centers* to reduce *vehicle miles traveled* and *greenhouse gas* emissions.

Policy LU 5.11

Commercial and residential *density* within *designated centers* may be increased 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 residential *density* within the MUTC and the High School Road Districts or within neighborhood centers.
- Preservation of on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.

GOAL LU-6

Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the conversion of undeveloped land into sprawling development. Encourage improvement of aging or underutilized developments over development of previously undeveloped property.

Policy LU 6.1

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

Policy LU 6.2

Promote dense residential and commercial development and encourage human activity 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. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.

Policy LU 6.3

Island Center, Rolling Bay, and Lynwood Center offer housing and small-scale, commercial and service activity outside of Winslow. These Neighborhood Centers are allowed to develop at higher *densities* to reinforce their roles as centers.

Policy LU 6.4

The industrial *designated centers* at Day Road and Sportsman Club are intended to augment the Winslow, Lynwood, Island Center and Rolling Bay *designated centers* and allow a diverse economy with business retention, growth and innovation on the Island.

Policy LU 6.5

Process applications for development approval on Bainbridge Island within the timelines established in the City's *land development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

Policy LU 6.6

Accessory dwelling units are considered allowed uses in all residential zoning districts except R-6 to reflect the policies in the Housing Element to provide for a variety of housing options, especially affordable housing, in areas designated for residential development.

Policy LU 6.7

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

Policy LU 6.8

Review and specify the authority and the role of the Design Review Board, Hearing Examiner, Planning Commission and City Council in the land use development review and decision-making process. Land use actions can be ministerial, quasi-judicial and legislative in nature. As part of this review, consider a role for the Planning Commission and/or Design Review Board in reviewing preliminary long subdivisions.

Winslow Town Center

The Winslow Master Plan (Appendix D) 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-8 Winslow Way buildings and uses create human scale, pedestrian orientation and character

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 Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential *density* of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

Policy LU 7.1

The Island's 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. The level of development is determined using 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.



Fig. LU-9 Winslow Residential, Commercial and Civic Uses are inter-connected

Policy LU 7.2

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

Policy LU 7.3 Central Core Overlay District

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

Policy LU 7.4 Ericksen Avenue Overlay District

The purpose of this Overlay District is to preserve the unique and historical features of the *neighborhood* and to provide for a mix of residential and small-scale non-residential development. Retail development is permitted only on the ground floor, while residential and office development is permitted on the upper floors. Historic (pre-1920) single-family residential structures on Ericksen may be converted to non-residential use, provided that the structure is preserved. However, any additions to the structure must be added to the rear and must be

compatible with the character of the original structure. New buildings shall employ traditional building forms, roof shapes, and relationship of building to street to be compatible with the historic structures on Ericksen Avenue.

Policy LU 7.5 Madison Avenue Overlay District

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

Policy LU 7.6 Gateway Overlay District

The corridor along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island, and new uses should enhance its role as the gateway while also protecting the Winslow Ravine.

Policy LU 7.7 Ferry Terminal Overlay District

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

High School Road District

GOAL LU-8

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

Policy LU 8.1

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

Policy LU 8.2

Promote *pedestrian-oriented* mixed use and residential development to offer a variety of housing types and sizes.



Fig. LU-10 High School Road Area

Policy LU 8.3

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

Policy LU 8.4

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

Policy LU 8.5

The properties designated on the Land Use Map as High School Road

District II are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet requires a conditional use permit. This portion of High School Road is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and *should* have less intense uses than the remainder of the High School Road district.

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



Fig. LU-11 High School Road Area Mid and Low Rise Buildings

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 are to be developed at higher *densities* to reinforce their roles as community centers. The neighborhood centers will 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 Center, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

Policy LU 9.1

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

Policy LU 9.2

Orient development toward the pedestrian. Retail uses are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses are 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

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.

A subarea plan has been completed for Lynwood Center. Appendix E is the "Lynwood Center Special Planning Area Report and Final Recommendations" adopted as a *subarea plan* in 1997.



Fig. LU-12 Lynwood Center is a thriving mixed-use pedestrian neighborhood center

Island Center

Policy LU 9.5

The boundaries for Island Center are as shown on Fig. LU-5, the Future Land Use Map. Any changes to the boundaries may be considered during the subarea 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

Policy LU 9.7

The boundaries for Rolling Bay are as shown on Fig. LU-5, the Future Land Use Map. Any changes to the boundaries may be considered during the subarea planning process.

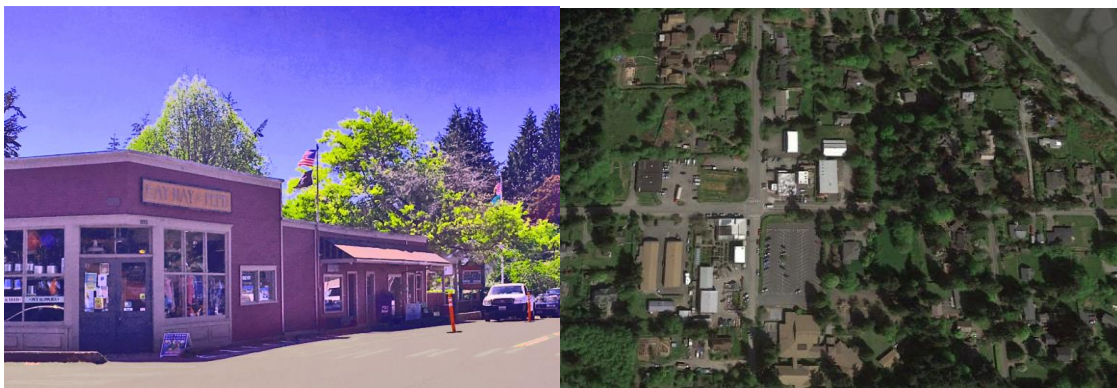


Fig. LU-13 Rolling Bay Center is a cluster of primarily retail and civic uses

Standards for 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 developed design prototypes or illustrated design guidelines for each of the three Neighborhood Centers to serve as a visual reference for the future development of the community. These design guidelines can be crafted to recognize the distinct qualities of each *designated center*.

Policy LU 9.8

The Neighborhood Centers achieve a mix of neighborhood-scale businesses, public uses and housing which 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 9.9

Mixed use development is encouraged.

Policy LU 9.10

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

Policy LU 9.11

The *development regulations* should 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 *Subarea 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 glare and light trespass on neighboring residential properties.
- Noise level limits appropriate for *mixed use development*.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU 9.12

Encourage *neighborhood* participation in defining the design standards for each Neighborhood Center.

Policy LU 9.13

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

Policy LU 9.14

Develop a parking plan for each Neighborhood Center if appropriate.

Policy LU 9.15

Consider opportunities for providing a *neighborhood* commons or meeting place 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 9.16

To minimize visual and environmental impacts, encourage parking in the rear or side yards or underground of *multifamily*, commercial and *mixed use developments*. Design parking lots to be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Consider solar access when planning size and type of trees within a parking lot.

Policy LU 9.17

Infill within the boundaries of Neighborhood Centers through the *transfer of development rights* from the *Conservation Areas* of the Island (See Fig. LU-3) or through an *affordable housing density bonus*.

BUSINESS/INDUSTRIAL

GOAL LU-10

Provide appropriate Business/Industrial (B/I) zoned land to create opportunities for new businesses and expansion of existing Island businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding *neighborhood* can be minimized.

Policy LU 10.1

The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

Policy LU 10.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage and 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

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

Policy LU 10.4

Applications for development approval within the B/I 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 B/I 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

B/I uses must be visually screened year-round from adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

Policy LU 10.8

Discourage the inappropriate designation of isolated Business/Industrial Districts.

Policy LU 10.9

Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.

WATER-DEPENDENT INDUSTRIAL DISTRICT

GOAL LU-11

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 11.1

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 11.2

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 11.3

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 11.4

Carefully consider regional and statewide needs for industrial facilities in reviewing new proposals, as well as in allocating shorelines for such development. Coordinate such reviews or allocations 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 11.5

Encourage expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating *mixed use development* over the addition or location of new or single-purpose industrial facilities.

Policy LU 11.6

Encourage or require the joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities in waterfront industrial areas.

Policy LU 11.7

Require new or expanded industrial development to provide physical access to shorelines when such public access does not cause significant interference with operations or hazards to life and property. Require as much visual access to the shoreline as possible.

ISLAND-WIDE CONSERVATION AREA

GOAL LU-12

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

Policy LU 12.1

Preserve the conservation 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 conservation area serves on the Island (i.e., *aquifer recharge*, *fish and wildlife habitat*, recreation).



Fig. LU-14 Typical views 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, *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 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 development regulations*, Shoreline Master Program use regulations, *low impact development* regulations and the wellhead protection regulations administered by the Kitsap Public Health District.

Policy LU 12.5

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

Policy LU 12.6

Work with Kitsap Public Health District to allow innovative solutions for on-site sewage treatment including community septic and grey water systems.

Policy LU 12.7

Consider allowing 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

Manage existing vegetated buffers to preserve the Island's character and the forested view from the road. Remove invasive species in order to keep the *native vegetation* healthy.

Policy LU 13.2

Design and site new development to cause the least visual and environmental impact on the Island landscape. Encourage the retention of features that enhance the Island's character such as barns, fences, fruit and vegetable stands.

Policy LU 13.3

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

Policy LU 13.4

Properties with frontage along SR 305 will provide and maintain a vegetated buffer along the highway, preserving and augmenting existing vegetation, providing a year-round visual screen between development and the highway. Access to these properties from SR 305 is discouraged, and must follow the Highway Access Management provisions of WAC 468-51 and WAC 468-52.

RESIDENTIAL DISTRICT

GOAL LU-14

Develop *context-sensitive* regulations for residential development in areas designated R-2, R-1 or R-0.4, in order to limit clearing, soil disturbance, promote *low impact development* and reconcile development and conservation.

Policy LU 14.1

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

Policy LU 14.2

Encourage residential development that is compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.

Policy LU 14.3

Maintain the natural and scenic qualities of the Island by limiting residential *density*.

Policy LU 14.4

Permit *home occupations* that provide employment opportunities where they are compatible with surrounding *neighborhoods* and the environment.

Policy LU 14.5

Consider subarea planning for *neighborhoods* that request it. Establish *land use policies* and *development standards* through the development of subarea plans tailored to the individual communities. *Neighborhood* participation in development of *subarea plans* should be encouraged.

LOCAL FOOD PRODUCTION

GOAL LU-15

Promote food security and public health through support for local food production, awareness of farming practices. Encourage locally-based food production, distribution and choice through commercial and urban *agriculture*, community gardens, farmers' markets, *farm* stands and food access initiatives.

Policy LU 15.1

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



Fig. LU-15 Farmland - *Agriculture* is part of Bainbridge Island's landscape, history, economy and culture

Policy LU 15.2

Encourage the development of neighborhood community gardens or small-scale commercial *agriculture* where appropriate.

Policy LU 15.3

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

Policy LU 15.4

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

Policy LU 15.5

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

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

GOAL LU-16

Prioritize program *goals* and establish and maintain a *purchase and transfer of development rights* program, to allow transferring development rights from areas intended for conservation and promoting development in areas suitable for denser development.

Policy LU 16.1

Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the Conservation Areas of the Island into *Designated Centers*. See Fig. LU-3.

Policy LU 16.2

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;
3. Creating a process that coordinates the *purchase and transfer of development rights*; and
4. Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights program*.
5. Engage and involve community partners such as the BI Land Trust, in the exploration and potential implementation of a density transfer program.

PROPERTY RIGHTS

GOAL LU-17

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-18

The citizens expect all government entities to cooperate and serve their constituents in a fiscally sound manner.

Policy LU 18.1

It is the policy of the City to cooperate and coordinate with all other governmental entities which serve the people of Bainbridge Island.

HISTORIC PRESERVATION

GOAL LU-19

Maintain and support an *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 19.1

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

Policy LU 19.2

The City and its Historic Preservation Commission (HPC) will 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 19.3

Develop the City's preferred method of project compliance review and reporting consistent with state laws and local ordinances.

Policy LU 19.4

Coordinate with Tribes and other interested stakeholders to promote awareness, respect for and celebration of the Island's historic resources.

GOAL LU-20

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 20.1

Recognize historic resources listed on or eligible for the local registry as significant historic properties.

Policy LU 20.2

Maintain an updated inventory of historic resources using the latest affordable technologies available.

Policy LU 20.3

Support and expand the Local Historic Register program.

Policy LU 20.4

Develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU 20.5

Define and identify “iconic” structures and sites (those intended for permanent preservation) which are deemed essential elements of the community’s character, history and identity.

GOAL LU-21

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 21.1

Encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 21.2

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

Policy LU 21.3

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

Policy LU 21.4

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

Policy LU 21.5

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

Policy LU 21.6

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

GOAL LU-22

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 22.1

Support on-going education programs to increase awareness of the Island’s historic resources.

Policy LU 22.2

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

Policy LU 22.3

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

Policy LU 22.4

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

Policy LU 22.5

Maintain and enhance the unique character of Fort Ward Study Area 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 Fort Ward Park.

Policy LU 22.6

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.



Fig. LU-16 Ford Ward history and structures help create unique local character and identity

CONTAMINATED SITES

GOAL LU-23

Incorporate awareness of known contaminated sites such as former lumber treatment facilities, former fueling stations and other pollutant-generating *land uses* into all water resources management, *land use* planning and *capital facility* management in order to remediate or clean-up sites as effectively as possible while preventing further impacts to the environment.

Policy LU 23.1

Assemble and maintain an inventory of contaminated sites on the Island to track site location, contaminant(s) of concern, cleanup status and potential to impact nearby surface or *groundwater*.

Policy LU 23.2

Collaborate with the U.S. Environmental Protection Agency, Washington State Department of Ecology, Tribes and the Kitsap Public Health District to address contaminated site assessment and cleanup efforts within the purview of those agencies to achieve remediation/cleanup as quickly as reasonably possible.

Policy LU 23.3

Clean-up and remediate City-owned contaminated sites.

Policy LU 23.4

Consult the contaminated site inventory:

- Prior to property acquisition and weigh the cost/benefit of acquiring such a property;
- As part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions;
- As part of capital *infrastructure* construction or maintenance;
- As part of emergency management preparedness and response.

ESSENTIAL PUBLIC FACILITIES

GOAL LU-24

Meet the needs of the community 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 and 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 24.1

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 24.2

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

GOAL LU-25

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

Policy LU 25.1

When an *essential public facility* as defined in RCW 36.70A.200 is proposed for Bainbridge Island, and is greater than 3,000 square feet, the City will create a Facility Analysis and Site Evaluation Committee composed of citizens, City Staff, elected officials and appropriate technical experts. The Committee should consider, at a minimum, the following in determining a recommendation to City Council:

- 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 25.2

Develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of an *essential public facility* project.

Identify of all departments that will play a role in the planning or construction of an *essential public facility*. Identify other governmental regulatory requirements, strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations and identify a conflict resolution process.

LAND USE IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions including adopting or amending *development regulations*, creating partnerships and educational programs and staffing or other budgetary decisions. Listed following each action are several of the Comprehensive Plan's policies that support that action.

HIGH PRIORITY ACTIONS

LU Action #1 Complete a thorough review of all Bainbridge Island codes to ensure that they implement and are consistent with the Comprehensive Plan.

Policy LU 4.9 Coordinate the City's planning programs and *development regulations* concerning *open space* preservation with the efforts of appropriate organizations to identify and prioritize conservation and *open space* opportunities, and to acquire and administer *conservation easements*.

Policy LU 5.7 Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.

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

Policy LU 6.8 Review and specify the authority and the role of the Design Review Board, Hearing Examiner, Planning Commission and City Council in the land use development review and decision-making process. Land use actions can be ministerial, quasi-judicial and legislative in nature. As part of this review, consider a role for the Planning Commission and/or Design Review Board in reviewing preliminary long subdivisions.

LU Action #2 Review and update the Lynwood Center Subarea Plan.

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.

A subarea plan has been completed for Lynwood Center. Appendix E is the “Lynwood Center Special Planning Area Report and Final Recommendations” adopted as a *subarea plan* in 1997.

LU Action #3 Amend the City’s development code to implement green building codes. Utilize lessons learned from communities of comparable environmental and socio-economic characteristics to implement green building codes which address issues such as site sustainability, water use efficiency, energy use efficiency, indoor environmental quality, and the impact on the atmosphere, materials and resources by buildings.

Policy LU 5.5 Implement a *green building* code.

LU Action #4 Encourage development of adequate parking to support Winslow facilities and services.

Policy LU 6.2 Promote dense residential and commercial development and encourage human activity 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. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.

LU Action #5 Adopt a multi-year planning work program for adopting the subarea plans for Island Center, Rolling Bay, Sportsman Triangle and Day Road.

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island’s ecosystems and the green and open character of its landscape.

Policy LU 4.2 Adopt a multi-year work program to undertake the subarea planning for the *designated centers* of Island Center, Rolling Bay, Sportsman Triangle and Day Road. The product will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.5 Subarea planning 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.

GOAL LU-6 Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the conversion of undeveloped land into sprawling development. Encourage improvement of aging or underutilized developments over development of previously undeveloped property.

Policy LU 6.3 Island Center, Rolling Bay, and Lynwood Center offer housing and small-scale, commercial and service activity outside of Winslow. These-Neighborhood Centers are allowed to develop at higher *densities* to reinforce their roles as centers.

GOAL LU-9 Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood Center, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

GOAL EC-6 As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

LU Action #6 Update the Winslow Mixed Use Town Center Master Plan in order to facilitate progress on the Housing Priorities that can best be accommodated in an area with an existing urban character, urban facilities, services and multi-modal transportation options.

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Policy LU 4.3 Updating the Winslow Master Plan is a high work program priority because the greatest potential for achieving many of the City's development 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

GOAL LU-5 Focus Urban Development in *Designated Centers*.

Policy LU 5.3 Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in Winslow and neighborhood centers.

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 Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential density of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

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

GOAL EC-5 Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

LU Action #7 Consider development of a new *Conservation Village* land use regulation to incentivize creation of a new housing pattern that consolidates and dedicates open space.

Policy LU 4.10 Lands shown on Fig. LU-3 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 *critical areas* and innovative tools such as *aquifer* conservation zoning and *conservation villages* to minimize the development footprint within these Conservation Areas.

Policy HO 3.1 Encourage innovative 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 character of existing neighborhoods.

LU Action #8 Identify discrete sections of the Land Use Code and land use approval process, that can be enhanced to improve the quality of development, eliminate confusion, and reduce redundancy and delays in the permitting process.

Policy LU 6.8 Review and specify the authority and the role of the Design Review Board, Hearing Examiner, Planning Commission and City Council in the land use development review and decision-making process. Land use actions can be ministerial, quasi-judicial and legislative in nature. As part of this review, consider a role for the Planning Commission and/or Design Review Board in reviewing preliminary long subdivisions.

LU Action #9 Create more efficient and effective review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner.

Policy LU 6.5 Process applications for development approval on Bainbridge Island within the timelines established in the City’s *land development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

Action #10 Evaluate the reasons why the City’s PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

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 the Conservation Areas of the Island into *designated centers*. See Fig. LU-3.

MEDIUM PRIORITY ACTIONS

LU Action #11 (Policy LU 2.5)

Prepare a Bainbridge Island Climate Change Strategy and Water Conservation Plan.

OTHER PRIORITY ACTIONS

LU Action #12 Review and update design standards and guidelines for the *neighborhood 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.

Policy LU 5.6 Create 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 to successive uses over time.

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.

Policy LU 9.2 Orient development toward the pedestrian. Retail uses are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses are encouraged above ground floor retail.

Policy LU 9.16 To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. Design parking lots = to be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Integrate trees in a parking lot to allow solar access.

ECONOMIC ELEMENT

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ECONOMIC ELEMENT INTRODUCTION

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* and creating 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*.

ECONOMIC VISION 2036

Bainbridge Island has developed in a manner that is consistent with stewardship of our Island's finite natural resources and the needs of a diverse population. *Affordable housing* is available for much of the local service sector workforce and improvements in communications infrastructure have enabled more successful local enterprises, including home-based business.

The economy of Bainbridge Island reaps advantages from proximity to the Seattle area and the Kitsap Peninsula. The Island is a destination for visitors interested in learning about sustainability and resilient community development. Local employment opportunities are diverse, including small manufacturing, artisanal crafts, high tech, e-commerce, arts, and food. Small retailers are thriving by serving the needs of local residents as well as visitors.

Agriculture is a thriving part of the Island's economy: City-owned agricultural lands are being sustainably cultivated and producing seasonal foods for local consumption. The number of *farms* on private acreage has increased and is supplementing the local food supply. To enhance the viability of local *farms*, *affordable housing* for farmworkers has been appropriately built on City owned farmland.

Innovative and flexible city programs encourage the real estate market to adapt to trends that favor conservation, efficient use of land and resources, and homes of modest size and price. Islanders recognize that a sense of community as well as economic value is achieved by

neighborly acts. A robust non-profit sector strengthens social capital, provides services and employment opportunities.

GOALS & 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. 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 will be 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 would include identifying emerging needs and markets so that Bainbridge Island businesses benefit from being on the leading edge of change.

Policy EC 1.1

Develop and maintain regulations that provide support for our community's businesses.

Policy EC 1.2

The city *should* embrace diverse and innovative business opportunities compatible with community values 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 and changes in the physical environment. 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 activities 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. Create an Economic Development 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, or *infrastructure* that will not remain viable in the foreseeable future.

Policy EC 1.5

In order to provide opportunities for business enterprise, adequate space must be provided for efficient use of existing developed areas near public transportation (e.g. ferry, bus service) and 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

Coordinate with the business community 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, particularly telecommunications and electrical reliability.

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.

Policy EC 2.4

Utilize Local Improvement Districts to spur *infrastructure* development.

Policy EC 2.5

Consider the development of a downtown parking structure, possibly through a public/private partnership.

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 incorporates and enhances financial, natural, and social *economic capital* 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, which 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 and provide valuable human 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 institutions, and other entities to provide continuing education and skills development.

Policy EC 4.4

Promote Bainbridge Island as a family-friendly community 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, farmers and craftspeople.

DEVELOPMENT IN DESIGNATED CENTERS

GOAL EC-6

As the city's *designated centers* evolve, balance their functions 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

Enhance the existing *designated centers* to help the Island economy prosper and provide a high quality of life, 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

Develop urban design strategies 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 anticipate the needs of the Island's businesses.

Policy EC 6.5

Promote emerging business sectors such as artisanal and small-scale producers, including *craft food 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 artistic 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 multi-modal transportation options, reduce dependence on automobiles 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 "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, nature based 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 and cultural events attract.

Policy EC 7.6

Support and enhance the role of the *craft food and beverage* industry as attractions for residents and visitors alike.

Policy EC 7.7

Support and enhance recreational, nature-based, and other outdoor events that attract visitors.

Policy EC 7.8

Support and make Bainbridge Island a model community for *climate change* preparedness and *sustainability* practices that ensure long-term business viability while attracting and protecting visitors, businesses and residents.

Policy EC 7.9

Support and enhance our waterfront, including docks and maritime services that attract visitors and residents.

Policy EC 7.10

Provide an efficient, timely and predictable regulatory environment within the framework of a strong customer service approach.

Policy EC 7.11

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 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

Develop Neighborhood Centers 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 locally-owned and independent businesses with standards that foster unique development.

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 that 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 well-being of the entire community. Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

Policy EC 10.1

Make the City's development permit and code enforcement action process 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. Encourage visitors on foot and bicycle and support public *transit* and shuttle services.

Policy EC 11.2

The predominant focus of downtown Winslow is 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* creates 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 accommodations.

Policy EC 11.6

Monitor the Island's short-term rentals to gauge their impact on the community.

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 the arts community within the region as an economic asset 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. Home-based businesses are divided into two categories: minor and major *home occupations*.

Policy EC 13.1

Apply performance standards to limit impacts of home-based businesses in residential *neighborhoods*. Home-based business that do not meet performance standards may qualify as a major *home occupation* and will require a conditional use permit.

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, farm stay and tourist visits.

Policy EC 14.3

Support working farms through the creation and sale of locally-constituted, high-grade compost to maintain the fertility of Island soils.

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 will 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 *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

Conform Business/Industrial development to all Business/Industrial performance standards, the requirements of Site Plan and Design Review, and applicable design guidelines.

ECONOMIC IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

EC 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. Create an Economic Development Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.6

Coordinate with the business community and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy.

EC Action #2 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.

EC Action #3 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 multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

EC Action #4 Identify capital projects and streetscape standards to implement Policy EC 11.1, to improve non-motorized facility links between the ferry terminal, downtown Winslow, and the harbor.

Policy EC 11.1

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle and support public transit and shuttles.

ENVIRONMENTAL ELEMENT

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ENVIRONMENTAL INTRODUCTION

This element addresses the natural environment of Bainbridge Island. The Environmental Element includes *goals* and *policies* for all lands considered *critical areas* under the *Growth Management Act* (GMA), such as *wetlands*, *streams*, *aquifer recharge areas*, *fish and wildlife habitat*, *frequently flooded areas* and *geologically hazardous areas*.

This element also addresses natural resources such as forests, *agricultural lands* and *mineral resources* and provides *goals* and *policies* concerning air quality and the retention and development of the trails and *open space* systems.

Preserving and protecting the environmental resources and natural amenities of the Island is an important component for the vision of our city. Bainbridge Island contains interconnected forests, meadows, *wetlands* and *stream* systems, and saltwater shorelines, all of which provide wildlife habitat and scenic value, and some of which are protected as public parkland. The Island also contains *agricultural lands* and land areas that are sensitive due to geological conditions, slope and/or soil types.

As our Island grows and develops continued protection of varied *open space* areas and environmentally sensitive landscape is necessary to maintain the quality of life that is currently enjoyed on Bainbridge Island. Additionally, the unpredictable cumulative impacts of *climate change* in our region justify appeals to the *precautionary principle*. *Climate change* may require that the areas we protect and approaches we use to achieve our *goals* and *policies* will change.

Citizens of Bainbridge Island enjoy and value the Island's natural environment. The public parklands, *open spaces*, and other natural areas contribute to the quality of life on the Island. Support for preservation of *environmentally sensitive areas* and *agricultural lands* is high. The community is supportive of providing pedestrian and bicycle trails and increased public access to shorelines.

Understanding the functions of the Island's valuable natural systems and what types of activities may impact these functions now and in the future as conditions change, is key to protecting these lands and natural resource areas. Retaining the viability and ecological functions of our natural systems and protecting those areas that are sensitive to development is paramount to maintaining a healthy natural environment and a high quality of life.

The goals and policies of the Environmental Element attempt to guide future action such that the quality of the Island's natural environment is protected and maintained and when possible, restored and improved. Future actions will incorporate the *best available science* as required by RCW 36.70A.172.

ENVIRONMENTAL VISION 2036

It is well understood that the integrity of our environment – the foundation of our quality of life – sets limits on the growth of our population and our economic life. We have faced some distressing events within the changing natural order and have survived as a stronger community.

A culture of stewardship has preserved and even improved the varied landscapes, forests and views that contribute so much to the sense of place that is valued here. Monitoring and regulation of the impacts of human activities on the Island's natural resources has been successful in maintaining their resilience. Public policies and many initiatives of citizens and businesses have been proactive in response to the anticipated effects of climate change, such as sea level rise, adapting where necessary and mitigating impacts to the extent possible.

GOALS & POLICIES

ENVIRONMENT

GOAL EN-1

Preserve and enhance Bainbridge Island's natural systems, natural beauty and environmental quality.

Policy EN 1.1

A primary goal of the *Comprehensive Plan* is protecting the Island's natural environment; land use decisions implement this *goal*.

Policy EN 1.2

Taking into account the present and future need to reduce the potential for personal injury, loss of life, or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained.

Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact or mitigates potential problems through engineering, siting or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners and other public, non-profit and private organizations.

Policy EN 1.4

Maintain and enhance natural systems and protect wildlife, fish resources and *open spaces* through *land use* plans and development patterns including tree retention and planting.

Policy EN 1.5

Create and maintain overlay maps that show the location of *agricultural lands*, critical *aquifer recharge areas*, *geologically hazardous areas*, floodplains, *streams*, *wetlands* and *fish and wildlife habitat*. Integrate the maps from the Bainbridge Island Climate Impact Assessment (2016).

Policy EN 1.6

Use the City's Shoreline Master Program to address and protect marine fish and marine shoreline habitat.

Policy EN 1.7

To protect the Island's ecosystems, discourage the use of *neonicotinoid* pesticides.

Policy EN 1.8

Consider the potential impacts of *climate change* and its impacts in all decisions related to natural systems and environmental quality.

GOAL EN-2

Encourage *sustainability* in City Government operations.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This includes recognizing and preparing for the impacts of *climate change*.

Policy EN 2.2

Seek to minimize the quantity and toxicity of materials used and waste generated for City facilities and operations through reduction, reuse and recycling. Use products made from recycled materials when available.

Policy EN 2.3

Use new technologies to reduce environmental impacts such as solar panels, electric and hybrid vehicles, high-efficiency lights and heating systems.

Policy EN 2.4

Utilize integrated pest management practices.

Goal EN-3

Consider the impact on *critical areas* whenever land is subdivided.

Policy EN 3.1

Design lots to protect natural systems and avoid or minimize impact to *critical areas*. In order to protect *critical areas*, the full *density* permitted under the zoning ordinance might not be achieved.

Policy EN 3.2

Use *Transfer of Development Rights* (TDRs) and *Purchase of Development Rights* (PDRs) to protect critical areas.

Policy EN 3.3

Include in any lot created by *subdivision* of land sufficient area to accommodate a building site outside of a *critical area* and its buffers.

Goal EN-4

Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

Employ conservation design methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

Policy EN 4.2

Create a program with effective mechanisms intended to offset development impacts to the Island's ecosystems.

FISH AND WILDLIFE

GOAL EN-5

Protect and enhance wildlife, fish resources and ecosystems.

Policy EN 5.1

The protection and enhancement of *fish and wildlife habitat*, especially during offspring rearing season, and wildlife corridors, including Tribal Usual and Accustomed fishing areas, are integral components of the *land use* planning process.

Policy EN 5.2

The identification of *fish and wildlife habitat* is based on a current evaluation of the species of wildlife on the Island and the habitat requirements of these species now and in the future.

Policy EN 5.3

The protection and enhancement of mature trees, and *fish and wildlife habitat* are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 5.4

Protect *fish and wildlife habitat* and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations by identifying an interconnected system of corridors that will provide continuous links east to west and north to south connecting larger tracts that are important habitat.

Policy EN 5.5

Identify and classify streams and stream reaches which have an anadromous fish presence.

Policy EN 5.6

Protect *wetlands* and riparian areas.

Policy EN 5.7

Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species Act*, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore of the City and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 5.8

Work closely with Tribes, the Park District, local conservation organizations and the Washington State Department of Fish and Wildlife (the agency with expertise to “preserve, protect, and perpetuate” wildlife resources of the state) in matters involving wildlife including identifying “priority *fish and wildlife habitat*.”

Policy EN 5.9

Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 5.10

Consider *climate change* and its impacts in all decisions related to wildlife, fish resources and natural systems.

FREQUENTLY FLOODED AREAS

Regulation of *frequently flooded areas* is important for property and habitat protection. Floodplains are valuable natural resource areas that play a major role in the function of ecosystems. Floods are a natural process where rising water inundates otherwise dry land. Floodplains provide storage for floodwaters which reduces downstream erosion and improves downstream water quality. Floodplains allow infiltration for *aquifer recharge* and provide important habitat necessary for the survival of many invertebrate, fish and wildlife species. Flood courses can change naturally over time. As impervious development covers more land surface and encroaches on floodplains, damage increases to both the built and natural environments.

The Federal Emergency Management Agency (FEMA) has designated *frequently flooded areas* as areas that have a 1% or greater chance of flooding in any given year. Also known as the 100-year flood, this level was chosen to manage flooding as a compromise between an economic use of the land and an understanding of the natural benefits of flooding. *Frequently flooded areas* are *Critical Areas*.

GOAL EN-6

Protect the natural functions of *frequently flooded areas*.

Policy EN 6.1

Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of *frequently flooded areas*. The Flood Insurance Rate Maps adopted by the City were originally produced in 1975 and updated in 1977, and need to be kept current.

Policy EN 6.2

Limit the alteration of natural floodplains, *stream* channels and natural protective barriers that help accommodate, dissipate, or channel floodwaters.

Policy EN 6.3

Emphasize nonstructural methods such as setbacks and vegetation, to prevent or minimize flood damage.

Policy EN 6.4

Locate public facilities such as sewer and water lines outside of *frequently flooded areas* and with consideration of future sea level rise in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate environmental concerns. Additional development is not encouraged in *frequently flooded areas*.

SEA LEVEL RISE

GOAL EN-7

Anticipate and prepare for the consequences of sea level rise.

Sea level rise may happen as the result of natural or human activity such as geologic subduction or *climate change*. Here in the Puget Sound we experience the effects of both the geologic and climatological forces. Cumulative sea level rise has serious implications for the shorelines and lowland areas of the Island such as beach and bluff erosion and loss of intertidal zones. These areas serve such purposes as nursery habitat, feeding grounds for fish and fowl, stormwater collection and water filtration.

Policy EN 7.1

Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and interpreted with the Bainbridge Island Climate Impact Assessment).

Policy EN 7.2

Coordinate with Tribal, Federal, State and local agencies to address issues related to sea level rise.

GEOLOGICALLY HAZARDOUS AREAS

GOAL EN-8

Protect *landslide hazard areas* and *erosion hazard areas* from the impacts of use and development for the protection of public safety, property and the environment.

Policy EN 8.1

Avoid *land uses* on *landslide hazard* and *erosion hazard areas*. If the hazard caused by development can be mitigated, then design *land use* to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

Policy EN 8.2

As the degree of slope increases, decrease development intensity, site coverage, and vegetation removal to mitigate problems of drainage, erosion, siltation and landslides.

Policy EN 8.3

In order to protect *landslide and erosion hazard areas* from damage during construction and from intrusion following construction, an analysis by a geotechnical engineer and a certified arborist may be required.

Policy EN 8.4

Construct roads, driveways and utility corridors to preserve the integrity of the existing land forms, drainage ways, and natural systems minimizing impact to the *landslide and erosion hazard areas*. Utilize common access drives and utility corridors where feasible.

Policy EN 8.5

Allow clearing, grading or filling on sloped areas containing *landslide hazard and erosion hazard areas* only when other alternatives are not feasible and when it will not destabilize those areas. Such activity is limited to the dry period of the year.

Policy EN 8.6

Any alteration of a *landslide hazard area* or *erosion hazard area* may not increase the rate of surface water discharge or sedimentation and may not decrease slope stability on adjacent property. Landscape the altered area to provide erosion control.

GOAL EN-9

Identify and map areas that are at risk due to seismic activity and regulate activities in these areas for public safety and property protection.

Policy EN 9.1

Consider the *best available science* in mapping these high-risk areas and in regulating and permitting *land use* activities in areas that have a heightened risk from earthquakes such as liquefaction areas and fault rupture zones, tsunami or other geological hazards.

Policy EN 9.2

Consider tsunami hazards in regulating *land use* activities on Bainbridge Island.

Policy EN 9.3

Consider seismic activity and the potential for earthquake-induced landslides in the determination of *geologically hazardous areas*. Areas that are stable under normal conditions can become landslides during earthquake events.

Policy EN 9.4

Provide information and educational opportunities to the citizens of Bainbridge Island on the hazards posed by seismic events.

AIR QUALITY

GOAL EN-10

Protect and promote clean air.

These policies address the need for clean air to protect the Island's residents and ecosystems, under current and future climatological conditions. For example, increasing regional air temperatures are increasing air pollution components such as ground level ozone and smog.

Policy EN 10.1

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

Policy EN 10.2

Encourage the retention of existing trees and vegetation and the planting of new trees and vegetation that provides natural filtration of suspended particulate matter, removes carbon dioxide and improves air quality.

Policy EN 10.3

Evaluate the impacts and consequences of new development both during and subsequent to construction on air quality as a part of the environmental review process and require mitigation when appropriate.

Policy EN 10.4

Cooperate with the Puget Sound Clean Air Agency in providing information to the community about available and innovative emission controls for residential, commercial, vehicular and light industrial use.

Policy EN 10.5

Ensure beneficial indoor air quality in all renovations and new construction of City-owned facilities and promote design choices that enhance beneficial indoor air quality in private construction.

Policy EN 10.6

Reduce the quantity of airborne particulates through regulations for dust abatement of construction sites and street sweeping programs in areas with concentrations of both vehicular and pedestrian traffic.

Policy EN 10.7

Maintain nuisance regulations to minimize offensive odors generated by commercial or industrial uses in proximity to *residential uses*.

Policy EN 10.8

Encourage the retrofit or replacement of non-certified wood stoves with certified appliances.

Policy EN 10.9

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. Maintain and improve Island air quality, by promoting the development of carbon free *infrastructure*.

NOISE

GOAL EN-11

Promote the reduction of invasive noise impacts.

Policy EN 11.1

Review the effectiveness of current noise standards and modify these standards as necessary to ensure acceptable noise levels.

Policy EN 11.2

Promote actions such as equipment modifications and operational requirements that reduce noise from transportation modes, construction sites, industrial uses and commercial business establishments.

Policy EN 11.3

Work with the Federal Aviation Administration to design flight paths and schedules that minimize the airplane noise over Bainbridge Island.

GREENHOUSE GASES

GOAL EN-12

Reduce *greenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further.

Policy EN 12.1

Support and implement climate pledges and commitments undertaken by the City and other multi-jurisdictional efforts to reduce *greenhouse gas* emissions, address *climate change*, sea-level rise, ocean acidification and other impacts of changing global conditions.

Policy EN 12.2

Facilitate the improvement and convenience of low carbon mass transit and increased car-sharing, cycling, walking and the development of alternative vehicle infrastructure (e.g., charging stations) to reduce *greenhouse gas* emissions.

Policy EN 12.3

Strive for reduced *greenhouse gas* emissions by, among other actions, integrating *climate change* into the city planning process, including *land use* and transportation planning and management, and making *climate change* considerations and meeting *greenhouse gas* emission reduction goals a component of city decision making.

Policy EN 12.4

Establish benchmarks, metrics and targets for reduction of *greenhouse gas* emissions, assess current conditions and progress in reducing *greenhouse gas* emissions from municipal, commercial, residential and transportation-related land uses, projects and programs.

Policy EN 12.5

Support the development of a public education program which informs all citizens on the methods and progress for meeting the Island's *greenhouse gas* emission *goals* and ways citizens can assist in reaching the reduction *goals*.

Policy EN 12.6

Promote energy conservation measures by all government entities including:

- Retrofitting offices, shops and garages with high-efficiency lighting;
- Converting vehicles to hybrid fuel vehicles as replacement or new vehicles are acquired;
- Converting traffic signals and lighting to the most energy efficient and spectrum appropriate technology available; and
- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 12.7

Promote the installation of residential solar panels and the adoption of other energy saving technologies such as LED lights, heat pumps and insulation.

DARK SKIES

Goal EN-13

Preserve and enhance the view of the dark sky by controlling glare and light trespass.

Policy EN 13.1

Enforce *development regulations* that provide standards for appropriate lighting practices and systems that will curtail the degradation of the nighttime visual environment.

INVASIVE SPECIES

Goal EN-14

Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from *climate change* and international commerce.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to control and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to control and where feasible, eradicate invasive plant species on private property.

Policy EN 14.3

Tree clearing permits may require a surety bond for larger-scale tree clearing to cover the costs of invasive species removal in the eventuality that land is not properly managed and results in invasive weed infestation.

AGRICULTURAL LANDS

GOAL EN-15

Conserve and protect the Island's existing agricultural uses and increase the acreage of permanently protected and productive farmland by using preservation methods including incentive-based programs.

Policy EN 15.1

Provide owners of *farms* the option of participating in the *transfer of development rights (TDRs)/purchase of development rights (PDRs) program*.

Policy EN 15.2

Inventory land currently used and/or potentially available for *agriculture*, including community gardens.

Policy EN 15.3

Where land that had historically been used for *agriculture* is being subdivided for residential development, a portion *should* be reserved for agricultural use or community gardens. Existing traditional agricultural lands *should* be included in the *open space* of clustered development.

Policy EN 15.4

Develop a procedure to allow public and private property owners to designate their properties Agricultural Resource Land, consistent with WAC 365-190-050.

Policy EN 15.5

Utilize the Floor Area Ratio (FAR) Farmland/Agriculture fund for viable farmland preservation projects.

Policy EN 15.6

Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.7

Encourage the use of native and/or regionally produced edible plants for use in required landscape and roadside vegetation buffers.

Policy EN 15.8

Ensure protection of the Island's *aquifers* and streams by promoting agricultural uses that are not water intensive, and *agriculture* practices that protect water quality.

Policy EN 15.9

Work with the Conservation District and nonprofits to encourage farming that accounts for changing Island conditions with regard to hydrology, temperature and other climatologically influenced factors. Promote crops and commodities that are adapted to future conditions and do not rely on chemical amendments that may adversely impact future water availability.

Policy EN 15.10

Improve public information and creating new programs to promote *agriculture* while advocating for farming practices that protect water quality and quantity.

GOAL EN-16

Minimize conflict between agricultural and non-agricultural uses.

Policy EN 16.1

Design and locate development adjacent to areas designated or registered as agricultural land to avoid or minimize potential conflicts with agricultural activities.

Policy EN 16.2

Require notification on all plats, development permits and building permits of the existence of any registered agricultural lands within 300 feet of the development.

Policy EN 16.3

Maintain the Right to Farm Ordinance.

Policy EN 16.4

Cooperate with the Kitsap Conservation District to promote use of Best Management Practices.

GOAL EN-17

Encourage and support farming as an economically viable option for *land use* and as a means to providing diversity of lifestyle.

Policy EN 17.1

Encourage small-scale farming.

Policy EN 17.2

Work with the Kitsap County Assessor's office to educate the farming community about the availability of the Tax Reduction Program.

Policy EN 17.3

Elevate and encourage public appreciation and awareness of *farms* by allowing tours of *farms* and farming facilities.

Policy EN 17.4

Permit the production, processing and marketing of *farm* products from Island *farms*.

Policy EN 17.5

Support the Farmers' Market and promote the sale of local *farm* products in other locations.

Policy EN 17.6

Minimize the parking requirements for agricultural uses (i.e., number of parking spaces, paved parking and landscaping requirements), due to the seasonal nature of the marketing of *farm* products.

Policy EN 17.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8

Consider establishing a Citizen Advisory Group on *Agriculture* comprised of citizens representing farmers, non-profit organizations involved with local *agriculture* and businesses with an interest in local *farm* produce.

FOREST LANDS

Few large tracts of second-growth timber remain on the Island and some of these could be converted to other uses in the near future. As of August 2015, there were approximately 529.34 acres classified as timberlands by the Kitsap County Tax Assessor. Forty-six parcels are classified as *Forest Land* including the 42-acre Port Madison watershed. These *forest lands*, together with tracts that are protected by conservancy agreements and other privately owned forested acres that may not be classified as timberlands, have immeasurable value within the Island-wide conservation strategy.

GOAL EN-18

Encourage the retention of *forest land* and multiple-aged forests since healthy forests provide many ecological benefits to all forms of life on the Island and help mitigate climate change.

Policy EN 18.1

Encourage stewardship of forests, to promote forest health, provide for selective harvest of merchantable timber and protect *critical areas*. Department of Natural Resources and City regulations apply when converting *forest land* to agricultural, residential or other uses.

Policy EN 18.2

When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

FORESTS & TREES

GOAL EN-19

Retain, conserve and improve portions of the community forests where people live, work and learn through public education and through management and protection measures that will help to conserve these resources.

The community forests on Bainbridge Island are comprised of the street tree system in the urban center, trees in parks and on other public lands, and trees and forested areas on private properties throughout the Island. Bainbridge Island's urban and rural forests have historically been a resource for logging but more recently have become a source of community identity and civic pride. Trees and forested areas are essential to the Island's conservation strategy. It is recognized that in addition to biological benefits a community forest provides a significant return by creating appealing streets and *neighborhoods* with resulting higher property values in the built environment. In addition, trees and forests provide buffering and screening between differing *land uses*, reduce surface water *runoff*, improve air and water quality, help maintain soil and slope stability, provide wildlife habitat, reduce energy consumption by providing shade and functioning as windbreaks, and sequester carbon dioxide.

Policy EN 19.1

Encourage protection, restoration and maintenance of existing vegetation that has environmental, wildlife habitat and aesthetic qualities including tree groves, significant tree stands, forested hillsides and vegetation associated with *wetlands*, *stream* corridors, riparian areas, steep slopes and areas subject to erosion.

Policy EN 19.2

Utilize various tools to understand and monitor existing conditions and changes of Island-wide tree cover, significant tree groves and significant individual trees over time. Undertake periodic tree inventories to assess canopy cover and health of forested areas and significant trees.

Policy EN 19.3

In pre-application conferences and as part of the review of development applications, encourage property owners to maximize the preservation of trees and to maintain and enhance the cohesive quality of tree groves through appropriate site design and construction methods as well as *open space* dedication of areas that contain these resources.

Incentives such as a building height bonus could be used to encourage tree preservation greater than the preservation required by code during site design. Update Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay to incorporate tree preservation practices and policies.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees.

Policy EN 19.5

Consider partnering with other organizations and re-establishing a Community Forestry Commission.

Policy EN 19.6

Encourage Best Management Practices to protect and enhance community forests.

Policy EN 19.7

Encourage activities that enhance the community's awareness of the value of trees and the community forest.

Policy EN 19.8

Develop street tree programs for the commercial and mixed-use zones, and the more densely developed residential zones.

MINING

GOAL EN-20

Manage the remaining mining operations on the Island.

Bainbridge Island has had a history of mining, predominantly sand and gravel. While multiple sites have been reclaimed there are still two active mining operations on the Island. One operation functions as a recycling/mulching facility and another as a sand mining operation.

Policy EN-20.1

Rigorously control the excavation of sand and gravel and other minerals.

ENVIRONMENTAL IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating outreach and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

EN Action #1 When updating the City's Critical Areas Ordinance, integrate the precautionary principle and mitigation sequencing to protect and preserve natural resources

Policy EN 1.2 Taking into account the present and future need to reduce the potential for personal injury, loss of life or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.

- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained. Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact, or mitigates potential problems through engineering, siting, or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 5.7 Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species Act*, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 6.1 Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of *frequently flooded areas*. City Flood Insurance Rate Maps originally produced in 1975 and updated in 1977, and need to be kept current.

Policy EN 8.1 Avoid *land uses* on *landslide hazard* and *erosion hazard areas*. If the hazard caused by development can be mitigated, then design *land use* to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

EN Action #2 Integrate sustainability and conservation into regulations.

Goal EN-4 Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1 Employ conservation design methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

EN Action #3 Consider *climate change* in all relevant City decisions, including capital projects, budgeting, staffing, and program creation.

GOAL EN-2 Encourage sustainability in City Government operations.

Policy EN 1.8 Consider the potential impacts of *climate changes* and its impacts in all decisions related to natural systems and environmental quality.

Policy EN 2.1 In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This includes recognizing and preparing for the impacts of *climate change*.

Policy EN 6.4 Locate public facilities such as sewer and water lines outside of *frequently flooded areas* and with consideration of future sea level rise, in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate environmental concerns. Additional development is not encouraged in *frequently flooded areas*.

Policy EN 10.10 Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. Maintain and improve Island air quality by promoting the development of carbon free *infrastructure*.

EN Action #4 Consider creating a new “Agricultural Resource Land” (ARL) designation consistent with WAC 365-190-050, and consider designating City-owned farmland ARL.

Policy EN 15.2 Inventory land currently used and/or potentially available for *agriculture*, including community gardens.

Policy EN 15.4 Develop a procedure to allow public and private property owners to designate their properties Agricultural Resource Land, consistent with WAC 365-190-050.

Policy EN 15.6 Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.8 Ensure protection of the Island’s *aquifers* and streams by promoting agricultural uses that are not water intensive and *agriculture* practices that protect water quality.

Policy EN 17.7 Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8 Consider establishing a Citizen Advisory Group on *Agriculture* comprised of citizens representing farmers, non-profit organizations involved with local *agriculture* and businesses with an interest in local *farm* produce.

EN Action #5 Incorporate *low impact development* principles, goals, and approaches into all land use and development codes.

NOTE: SAME ACTION IN WATER RESOURCES ELEMENT

EN Action #6 Review and update BIMC 16.22 Vegetation Management and other City tree regulations and programs.

Policy EN 18.2 When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

Policy EN 19.8 Develop street tree programs for the commercial and mixed-use zones and the more densely developed residential zones.

EN Action #7 Evaluate the reasons why the City's PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

NOTE: SAME ACTION IN LAND USE ELEMENT

Policy EN 3.2 Use *Transfer of Development Rights (TDRs)* and *Purchase of Development Rights (PDRs)* to protect critical areas.

Policy EN 5.3 The protection and enhancement of mature trees, and *fish and wildlife habitat* are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights (TDRs)*.

Policy EN 15.1 Provide owners of *farms* the option of participating in the *(TDRs)/(PDRs)* program.

MEDIUM PRIORITY ACTIONS

EN Action #8 Improve City outreach programs to educate the public about how they can protect and enhance natural resources and respond to climate change.

Policy EN 1.3 Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners, and other public, non-profit and private organizations.

Policy EN 5.9 Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees.

EN Action #9 Coordinate with other agencies to promote safe and sustainable pest and weed management.

Goal EN-14 Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from *climate change* and international commerce.

Policy EN 1.7 To protect the island's ecosystems, discourage the use of *neonicotinoid* pesticides.

Policy EN 14.1 Coordinate with public agencies and nonprofit organizations to control, and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2 Improve public outreach to encourage residents control and where feasible, eradicate invasive plant species on private property.

OTHER ACTIONS

EN Action #10 Coordinate with organizations and governments at all levels to prepare for and respond to *climate change*.

GOAL EN-12 Reduce *greenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further.

Policy EN 7.1 Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and interpreted with the Bainbridge Island Climate Impact Assessment).

Policy EN 10.1 Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

HOUSING ELEMENT

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HOUSING ELEMENT 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.

The City's Housing Needs Assessment (HNA) documents current housing conditions on the Island and identifies trends and specific needs. The HNA is Appendix B to this Plan and adopted as a part of this Element. Many of the statistics below are excerpted from the HNA or the City's Economic Profile (Appendix A).

BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING

Bainbridge Island's 2015 population of 23,390 is predominantly white (91%), well-educated and relatively 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 work in the service sector, such as retail clerks, waiters and 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 GMA recognizes the importance of planning for adequate housing by requiring it as an element in Comprehensive Plans. Housing is addressed 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

The Housing Needs Assessment for Bainbridge Island includes an inventory 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 on Bainbridge Island.



Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened meaning 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 these workers are obliged therefore to commute from less-expensive off-Island housing, which increases their transportation costs, congestion on SR 305 and greenhouse gas emissions.

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

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

HOUSING VISION 2036

Bainbridge Island in the year 2036 provides a broad diversity of housing. The broadest variety of *housing types* including rental homes, exists within the compact, walkable, transit-served, mixed-use *designated centers*. These include small detached homes on small lots, attached and detached *accessory dwelling units*, *cottage housing*, common-wall duplexes, triplexes and row houses, and stacked units on the upper floors of mixed-use, mid-rise buildings.

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

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.

GOALS & POLICIES

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 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 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.

Policy HO 2.1

The Housing report shall address the following aspects of housing:

1. Housing trends in general both regionally and on Bainbridge Island.
2. The number and location of *housing types* constructed or active applications in the permit process in the preceding two years.
3. An evaluation of the effectiveness of the City's measures and identification of additional or revised measures or targets.
4. The vacancy rate for rental apartments.
5. The number of cost burdened and extremely cost burdened households.
6. The status of efforts to address housing needs at the regional level.
7. The housing availability for special needs or difficult to serve populations.
8. The condition of the local housing market and the number of new housing units publicly and privately funded.
9. The use of density bonuses and the number of for-purchase *affordable housing* units provided in new developments.
10. A description of the various initiatives supporting *affordable housing* including activities of community non-profit organizations and local and regional entities.
11. Programs of housing repair and renovation that improve accessibility.
12. An analysis of how property taxes impact housing affordability.
13. If insufficient progress is made toward meeting the targets in Policies HO 1.1 through HO 1.7, determine what actions are not working and make adjustments.

Policy HO 2.2

Make the Biennial Housing Reports 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.

Policy HO 3.1

Encourage innovative 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, *conservation villages*, stacked or common-wall housing, *tiny houses* and *accessory dwelling units*.

Housing types are illustrated in: Figs. HO-1 through HO-3 (*detached housing*); Figs. HO-4 through HO-6 (*attached housing*); and Figs. HO-7 through HO-9 (*stacked housing*).



Fig. HO-1 Single-family Home



Fig. HO-2 Cottage Housing



Fig. HO-3 Tiny House/ADU



Fig. HO-4 Duplex



Fig. HO-5 Row House



Fig. HO-6 Zero Lot Line



Fig. HO-7 Garden Apartment



Fig. HO-8 Mixed-use, Mid-rise



Fig. HO-9 Micro Units



Fig. HO-10 Live-aboard Unit

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* and other regional entities to develop an equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing*.

Policy HO 3.3

Designate the appropriate staff 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.

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 3.5

Support 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.

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 3.7

Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood 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).

GOAL HO-4

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

Policy HO 4.1

Encourage new *multifamily* housing in a variety of sizes and forms in *designated centers*.

Policy HO 4.2

Increase the efficiency of the review process and revise 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 areas 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 significant 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 “right-size” parking requirements, reduce certain *impact fees* and encourage the use of parking management programs to enable the more efficient use of parking.

Policy HO 4.6

Allow *accessory dwelling units* in all residential zones, except at Point Monroe, the Sandspit (R-6). Review and revise regulations as appropriate to create reasonable flexibility regarding development standards including lot coverage, setbacks, parking requirements and Health District requirements for water and sewage.

Policy HO 4.7

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

Evaluate the efficacy of existing regulations in facilitating the provision of assisted and independent living *senior housing* and take action to amend *development regulations* as needed.

GOAL HO-5

Maintain the existing stock of affordable and rent-assisted housing, in partnership with community non-profit organizations and local and regional public and private entities.

Policy HO 5.1

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 and non-profit organizations such as Housing Resources Bainbridge to purchase the units through the provisions of the 1990 Housing Act.

Policy HO 5.2

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

Policy HO 5.3

Support water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

GOAL HO-6

Facilitate the provision of a diverse *affordable housing* stock in all geographic areas of the community.

Policy HO 6.1

Encourage housing created by agencies such as a community land trust.

Policy HO 6.2

In order to provide for permanently *affordable housing* pursue effective strategies to reduce the land cost component of *affordable housing* which may include alternative land use zoning, *density bonuses* and other incentives.

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

Policy HO 6.5

Develop regulations and provide incentives to construct *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. Adopt amendments to City programs and *development regulations* as appropriate.

Policy HO 6.7

Support the development of *livable neighborhoods*.

GOAL HO-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.

Policy HO 7.1

Exempt from City *impact fees* and other administrative development fees housing developments where all units are limited to residents in specified income groups.

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 50 years from the time of first occupancy.

Policy HO 7.3

Explore measures and the merits of source-of-income discrimination controls.

GOAL HO-8

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

Policy HO 8.1

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.

Policy HO 8.2

Support the development of programs to meet the housing needs of the developmentally, physically and emotionally disabled within the community.

Policy HO 8.3

Support programs that provide assistance to low-income, elderly and disabled persons to repair, rehabilitate or retrofit homes to be more accessible and safe.

GOAL HO-9

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

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.

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.

Policy HO 9.3

Consider the issuance of 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.

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 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.

HOUSING IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the plan's goals and policies that support that action.

HIGH PRIORITY ACTIONS

HO Action #1 Set targets for increasing the supply of moderately priced and *affordable housing*, measure progress, and if insufficient progress is being made toward meeting the housing targets, determine what actions are not working and make appropriate adjustments.

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.

HO 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 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 a 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*.

HO 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.

HO Action #4 Consider actions that can be taken to reduce financial barriers that inhibit the desired increase in diverse and affordable housing.

Policy HO 5.2

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

Policy HO 7.1

Exempt from City *impact fees* and other administrative development fees housing developments where all units are limited to residents in specified income groups.

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.

Policy HO 9.3

Consider the issuance of 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.

HO Action #5 Create a short-term (60-90 days) citizen *affordable housing* task force to consider the revised Housing Element and provide specific recommendation for near-term action.

Policy HO 3.3

Designate the appropriate staff 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.

HO Action #6 Review and revise City regulations related to permissible live-aboard capacity in City marinas.

Policy HO 5.3

Support Water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

MEDIUM PRIORITY ACTIONS

HO Action #7 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.

HO Action #8 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

HO Action #9 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 and other regional entities to develop equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing*.

TRANSPORTATION ELEMENT

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TRANSPORTATION INTRODUCTION

Purpose and Structure of the Transportation Element

The *Growth Management Act* requires that a Transportation Element be consistent with and implement the Land Use Element and that it contain a number of specific sub-elements. The primary focus of this Element is to set forth a Transportation *Vision, Goals and Policies* consistent with the rest of the *Comprehensive Plan* and to provide direction to implementing actions. Other *GMA* requirements, including a detailed inventory of transportation facilities, identification of needs, projects to meet those needs, and financing for those projects, are contained in the [Island-wide Transportation Plan \(IWTP, Appendix C of the Comprehensive Plan\)](#). The [IWTP](#) is a functional plan, technical rather than policy in nature, and provides the primary means for carrying out the policy direction of the Transportation Element. The [IWTP](#) is hereby adopted by reference.

The Comprehensive Plan's *Guiding Principles* emphasize the important relationship between the Island's transportation system and community character, livability, public health, safety, economic vitality and environmental quality. Implementation of the Transportation Element plays a large role in the *sustainability* of Bainbridge Island's economy and environment and the quality of life of its residents.

Existing Conditions and Challenges

The ferry to Seattle and the Agate Pass Bridge are the only two public options for travel to or from the Island. Many Islanders commute to work off-island by ferry or bridge. Likewise, many on-Island workers commute from off-island. Lengthy commute times by ferry or being stuck in traffic on SR 305 mean spending hours away from family, friends, and activities. Speeding and cut-through traffic makes *neighborhood* streets feel unsafe. During commute hours, SR 305 creates a wall across the Island. Reliable and efficient transportation on and off island is important to balance jobs and housing and maintaining the quality of life for Island residents.

Poor quality or non-existent bicycle and pedestrian facilities can be a deterrent to residents walking or bicycling for transportation, connecting to *transit*, traveling to schools and parks, as well as for recreational purposes. Non-motorized facility networks provide options for active modes of transportation allowing residents to make healthy lifestyle choices. Walkability and bikeability are desirable characteristics of *neighborhoods*. An increasing number of Island residents are choosing to walk and bike to goods and services in the urban developed area of the Island and to work.

How people choose to travel is a key element of both environmental sustainability and quality of life. Motorized transportation is a significant contributor to *climate change*, as it accounts for a high percentage of *greenhouse gas* emissions. This *Comprehensive Plan* focuses growth in

designated centers such as Winslow, Lynwood, Rolling Bay, and Island Center. The High School Road shopping area is designed to be automobile-oriented while the Winslow Master Plan for downtown stresses designing for pedestrian and bicycle modes of transportation.

With good planning and implementation of mixed use and higher densities within these *designated centers*, development can lead to a more sustainable growth pattern and preserve community character. Investments in *infrastructure* for active transportation modes and access to *transit* reduce dependence on the automobile, which in turn reduces the Island's *greenhouse gas* emissions and improves the quality of life for Island residents.

Transportation *infrastructure* and associated drainage have direct impacts on the environment. *Stormwater runoff* can contribute to water pollution, flooding, and water temperature elevation. The road network right-of-way presents many opportunities to incorporate sustainable *stormwater* practices to provide positive contributions to environmental *sustainability*.

Balancing Community Interests

One of the challenges of improving a transportation system is finding the right balance between sometimes competing community interests. For example, it may be best to construct a sidewalk/separated pathway on one side of the roadway rather than on both sides to reduce impacts to vegetation. Evaluating the trade-offs and weighing the importance among competing community *goals* is an important function of the City of Bainbridge Island.

The City uses the community values in the *Comprehensive Plan* when developing project objectives. The City of Bainbridge is committed to the principles of *context sensitive* solutions. Public Works staff strive to facilitate public engagement when developing capital projects to evolve and refine the community's values as they relate to each project.

TRANSPORTATION VISION 2036

Bainbridge Island has a safe, dependable, properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for non-motorized users and pedestrians and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users while respecting the character of *neighborhoods* and maintaining a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community supported.

TRANSPORTATION ISSUES

As population grows on the Island and in Kitsap County, more demand is placed on the Island's roadway network and the regional SR 305 Corridor. As traffic volumes and vehicular-related congestion increases, so do conflicts with bikes/pedestrians and the need grows for transportation improvements to accommodate all modes of transportation and a wider range of users. We need to consider how future growth will affect the community, and how to preserve the character and livability of Bainbridge Island. The following list identifies and briefly describes the community's transportation issues.



A. Limited Transportation Choices – Given the relative lack of non-motorized *infrastructure* in many parts of the Island, and limited transportation services, many Islanders are dependent on individual automobile travel as their only practical and safe transportation option. In order to meet the needs of a growing population and maintain or improve quality of life on the Island, we need to provide better transportation options to improve mobility for all ages and abilities.

B. Roadway Congestion – Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of issues such as making it difficult to “get around” by automobile, traffic “spilling over” into adjacent *neighborhoods*, and making it more difficult for *transit* and non-motorized users to get to their destinations in a timely manner. Congestion related to ferry loading and unloading creates surges on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. In addition to ferry traffic, the SR 305 Corridor has experienced increasing congestion due to commuters traveling on and off island across the Agate Pass Bridge. Congestion and increased travel times are experienced during commute hours along the SR 305 Corridor.

C. SR 305 Traffic Congestion – Concern surrounds the future of the SR 305 Corridor. While the existing configuration of two lanes is adequate during off-peak hours, peak hour traffic coupled with surges from exiting ferry activities have resulted in high levels of congestion at multiple locations. This affects Island residents and off-Island commuters using the corridor and increases the difficulty of cross-Island travel, resulting in higher volumes of traffic on local streets when drivers try to avoid SR 305 congestion. Access to SR 305 is becoming increasingly difficult at the north end of the Island.

D. School Related Congestion – Congestion related to schools has become more problematic, such as intersections on New Brooklyn and Sportsman Club Roads. Youth are routinely being driven to and from school and not taking the school bus, walking, or bicycling to home or to after-school activities, causing additional demands on the transportation system.

E. Greater Winslow Area Traffic Congestion – Residential and economic growth on Bainbridge Island, particularly in the Winslow subarea, has resulted in more vehicles on the street system. Intersections are increasingly congested, in particular during commute and

school drop off and pick up times, but also in general. These impacts are felt on streets adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the *neighborhoods*.

F. Motor Vehicle Speeds and Speed Limits – Excessive vehicular speeds put the traveling public at greater risk especially for walkers, wheel chair users, and bicyclists. Many Island roads lack shoulder facilities or separate bicycle and pedestrian *infrastructure*. Speeding vehicles discourage many people who want to walk, use a wheelchair, or ride a bicycle for transportation or recreation in many areas on the Island.

G. Non-Motorized Travel – Non-motorized modes of transportation are important to many Islanders and the need for improved non-motorized *infrastructure* has consistently ranked high in community surveys. While significant improvements have been made, many parts of the Island *infrastructure* are not adequate to serve the needs of users of all ages and abilities. As a result, many people remain dependent on cars as the only practical and safe means of travel. Many people do not feel safe walking and biking outside of the urban center of Winslow.

H. Transit Service – Ferry Service is vital to many residents who work in Seattle and to the local and regional economy. As automobile capacity and parking space at the ferry terminal are limited, non-motorized facilities with connectivity to the ferry and *transit* service are important to many Islanders for sustainably accommodating population growth. WSF forecasts significant growth of non-motorized trips in the coming decade.

Kitsap Transit provides bus service connecting many areas of the Island to the ferry and Winslow. Kitsap Transit is working to expand service during non-peak hours and to inter-Island locations, and many in the community would like to see this service maintained and expanded. This service has provided valuable mobility to the community, especially for older people, those with disabilities and younger populations.

I. Transportation Network Connectivity – Bainbridge Island's roadway system has few roadways that contribute to the development of a "network". Many parts of the Island have only a single way to access the area, such as the Beans Bight, West Port Madison or Agatewood areas. The South end of the Island has limited connectivity to the rest of the Island. Mobility, emergency access, emissions and circulation can all be improved with better roadway connections. Alternative modes of travel are a high priority for many Islanders. Expanding the Island's network of both on-street and off-street non-motorized facilities is needed to provide *neighborhood*, inter-island and regional connectivity.

J. Climate change – Transportation is both a cause of *climate change* and provides opportunities to mitigate the effects of *climate change*. Creating a *transit* plan that reduces emission of *greenhouse gases* and increases our community's resilience to the effects of *climate change* is a priority. These criteria *should* be used to evaluate all transportation solutions and proposed projects.

K. Roadway Intersection Congestion – At locations other than SR 305, intersections may limit capacity as the Island population grows. Islanders are increasingly concerned about relieving intersection capacity at school locations and during commute times in Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.

L. Livability – Providing convenient active transportation choices provides for better public health and improved lifestyles both in the urban center of Winslow and outlying areas of the Island. Bikeable and walkable communities are increasingly desirable and important to many Island residents. These aspects of the community are attractive to visitors as well and are an important element to creating a vibrant downtown business community.

M. Community Character - There is a desire to retain the feel of the Island's existing road system. Outside of Winslow and other designated *neighborhood* centers, the scenic roadways, open drainage ditches, and winding roads provide a more rural flavor that many consider important elements of the Island's character. However, these elements need to be balanced with the community's desire for safe roads that provide mobility options for all ages and abilities of Island residents without requiring a vehicle.

N. Stormwater – *Stormwater* management is an important environmental concern. As *stormwater* regulations evolve, the cost of roadway construction has increased.

O. Regional coordination – The 2016 update of the [Island-wide Transportation Plan \(IWTP\)](#) and the Comprehensive Plan Transportation Element creates an opportunity to coordinate with WSDOT (WSF, Olympic Region), KRCC, Kitsap Transit, and neighboring jurisdictions to ensure a more integrated transportation system.

P. Financing – Solutions to many of the Island's transportation issues will cost money, a lot of money. Considering how best to pay for these improvements and who *should* pay (City, State, Federal) are key issues to this Plan. The scale of investment must be commensurate with the scale of the problems we are trying to solve.

Relationship of the Transportation Element to the [Island Wide Transportation Plan \(IWTP\)](#)

The primary purpose of the Transportation Element is to support and implement the Island's *Vision* and *Guiding Principles* as well as the *Goals* and *Policies* set forth in the other Plan Elements. The "Island Wide Land Use Concept," described in Figure LU-3 of the Land Use Element, calls for compact, walkable, mixed use centers within a much larger less dense landscape of *open spaces*, wildlife habitat, forested areas, agricultural, residential and recreational lands. The transportation improvements and programs called for in the Plan are essential to meeting the objectives for both the centers and the surrounding conservation landscape.

The GMA's transportation requirements are met either in this Transportation Element or in the [IWTP](#). The Transportation Element provides consistency with other Plan Elements and over-

arching policy direction, whereas the [IWTP](#) provides the technical support for those *policy* choices and a detailed guide for implementing and funding all transportation programs, projects and services.

Transportation Element Utilization

The Transportation Element is a tool for the City to aid in decision-making in all aspects of transportation planning, scheduling and budgeting. The Transportation Element will guide the City in making decisions regarding public expenditures, improvements, and developments. City staff will use the Transportation Element to establish budgets and plan improvement projects. The Transportation Element will also be used to ensure consistency between land use actions and the City's transportation plans and *policies*.

Other agencies, such as the State Department of Transportation, *KRCC*, Kitsap Transit, and Kitsap County, will use the Transportation Element to coordinate their actions with Bainbridge Island to address regional transportation issues and projects. Developers and businesses may also use the Transportation Element to assess project feasibility, make investment decisions and develop individual projects. Transportation providers *should* consult the Transportation Element to coordinate their services with transportation facility design and operation, and the general public can use the Transportation Element to become better informed about the City's transportation plans.

Transportation issues are among the top concerns for Bainbridge Island residents since Island roadways serve two equally important purposes. Not only do the roadways provide mobility, they also enhance the character of the Island. Much of the concern over transportation is related to the future of State Route 305, which serves not only Bainbridge Island, but also functions as a regional facility connecting Seattle and the Island ferry terminal with the Kitsap and Olympic Peninsulas.

GOALS & POLICIES

MULTIMODAL

GOAL TR-1

Encourage the development of an integrated multimodal transportation system that provides a range of safe transportation alternatives and increases the through movement of people, maximizing use of non-motorized and public *transit*.

Policy TR 1.1

In accordance with complete streets practices and guidelines, new or rebuilt streets *shall*, as much as is practical, address the use of the right-of-way by all users.

Policy TR 1.2

The City will coordinate with the City police department, the Kitsap Public Health District, the school, park and fire districts, and other civic groups to develop and sponsor outreach programs. The programs are intended to inform specific segments of the community, including but not limited to, motor-vehicle drivers, school-age children, non-motorized commuters, cyclists, recreational users, private property owners with or adjoining non-motorized facilities, and the general public.

The following public education programs *should* be provided to Island citizens:

- pedestrians and non-motorized vehicle safety
- rights and responsibilities of non-motorized facility users
- rights and responsibilities of property owners

Bicycle and pedestrian advocacy organizations are good resources of information on skill development and safety education for bicyclists and pedestrians.

Policy TR 1.3

Encourage and support the establishment of ride sharing and ride hailing services.

Policy TR 1.4

Promote the coordination of a walking and non-motorized map which identifies areas of interest for all Island constituents and tourists.

NON-MOTORIZED SYSTEM

GOAL TR-2

Provide a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhoods* with parks, schools, the shoreline, the ferry terminal and commercial areas.



Policy TR 2.1

Provide a non-motorized transportation system that effectively serves the needs of people of all ages and abilities who walk, bike, or ride horses, or use wheel chairs; encourages non-motorized travel; and provides continuous networks of safe, efficient and attractive shoulders, sidewalks, pathways (footpaths), and multi-purpose trails throughout the Island that are also connecting to regional systems.

Provide safe and appropriately scaled non-motorized access that connects *designated centers*, the ferry terminal, services such as a doctors' offices, schools, parks, recreation areas, shorelines (including road-ends), and *transit* connections including to ferry and bus services.

The non-motorized system *should* maximize mobility, provide safety, efficiency and comfort for pedestrians, bicyclists, and equestrians, respect property owners' rights, protect the natural environment and complement the character of *neighborhoods*.

The non-motorized system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school.

Policy TR 2.2

Trails *should* provide for both passive and active pursuits including recreation and nature study, exercise, shopping, and commuting to work and schools. Coordinate with the Park District as the primary provider of the community's recreational trails.

Policy TR 2.3

Provide networks of pedestrian facilities within one mile and bicycle facilities within two miles of schools. The City and the School District *should* coordinate efforts to develop non-motorized facilities. Each school *should* coordinate with neighboring property owners to provide access to the school. Separated facilities are preferred near schools and especially for elementary schools.



Policy TR 2.4

Provide a network of sidewalk facilities adjacent to roadways in *designated centers* with the Winslow area given priority. Sidewalks *shall* be of sufficient width to accommodate expected pedestrian use, including safe crossings with adequate overhead or embedded lighting. Where possible, separate sidewalks from the roadway with a street tree planting strip and buffer. Designs *should* accommodate users of all abilities, meeting ADA requirements.



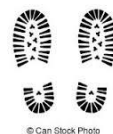
Policy TR 2.5

Provide a network of shoulder facilities along the Island's arterial roadways and collector streets, creating an integrated network that serves cyclists as well as pedestrians in locations without sidewalks.

Policy TR 2.6

Develop a trail system to serve non-motorized users across the Island. As envisioned, the network will include the Waterfront Trail in Winslow, the Sound to Olympics Trail (STO, a regional trail connecting the Ferry Terminal to the Agate Pass Bridge), intra-island multi-use trails, unopened City rights-of-way, shoreline trails, and connecting pathways within *neighborhoods*. The *goal* is to provide walkability within *neighborhoods* and Island-wide connectivity for both pedestrians and cyclists.

Multi-use trails accommodate users of all ages and abilities. Such trails provide an alternative to the shoulder network along arterial streets and connect with other non-motorized facilities to form an integrated non-motorized system.



Policy TR 2.7

Develop and regularly update design standards for non-motorized facilities that provide safe and efficient access, encourage use and mobility and are appropriate to the location and needs in the immediate area. Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for non-motorized users. Include appropriate amenities such as benches and short term and long term bicycle parking in the construction of non-motorized facilities. Parking lots and garages serving public, commercial, and multifamily residential buildings should be required to provide convenient bicycle parking and storage facilities.

Policy TR 2.8

Promote the safe use of non-motorized facilities through effective transportation improvements, maintenance operations and enforcement.

Provide safety enhancement in annual capital improvement programs and individual transportation improvement projects where applicable and needed to meet safety standards. Strongly encourage the Washington State Department of Transportation to accommodate non-motorized permeability and safety enhancements on SR 305.

Routinely evaluate facilities and roadway maintenance operation programs and resource levels to ensure adequate maintenance and preservation of the City's growing inventory of non-motorized facilities. Provide a high *level of service (LOS)* to meet safety standards, maintain low user stresses and encourage active transportation.

Coordinate with the Police Department and the Washington State Patrol to provide officer training and consistent enforcement of traffic laws, including speed limits, for both motorized and non-motorized users.

Policy TR 2.9

Improve the safe use of non-motorized roadway facilities by all users and encourage active modes of transportation through continuous community education. Coordinate with the City Departments, Schools, the Park District, the Fire District and other civic groups to develop and sponsor outreach programs. Programs *should* inform specific segments of the community including but not limited to motor-vehicle drivers, school age children, non-motorized commuters, recreational users, private property owners fronting non-motorized facilities and the general public.

Maintain and update guide maps that effectively identify the location of non-motorized routes and facilities and provide signage for public non-motorized facilities, such as trails, in order to clearly designate routes and access points.

Policy TR 2.10

The City supports the Federal, State, and Regional *goals* of doubling walking and cycling by 2036, the 20-year planning period of the City's comprehensive plan. The City will maintain an advisory committee to advise the City Council and staff, and to advocate for transportation planning, public non-motorized projects, private development projects, and education and outreach, as directed by the City Council. The committee *should* represent a broad range of interests including pedestrians, cyclists, and equestrians.

Policy TR 2.11

Secure easements and other land dedication for non-motorized facilities through development and redevelopment mitigation and conditions, donation, tax incentives, and direct acquisition. Coordinate these efforts with the Park District when parkland and recreational trails are involved.

Policy TR 2.12

Incorporate non-motorized improvements during the planning and design phase of transportation improvement projects. All development projects that reach design thresholds set in the [IWTP](#), *shall* be reviewed for compliance with the Transportation Element's non-motorized *goals and policies*, adopted plans, and standards.

FERRY SERVICE

GOAL TR-3

Coordinate with Washington State Ferries (WSF) and other ferry service providers to ensure that ferries meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.

Policy TR 3.1

Advocate for ferry services to and from Bainbridge Island in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users' origin and destination.

Policy TR 3.2

Support the ferry system efforts to maximize the convenience of pedestrian, bicycle, *transit* and *HOV* use on ferry runs through providing priority status and improvements to discourage *single occupancy vehicle (SOV)* use.

Policy TR 3.3

Advocate for increased service options for foot ferry passengers such as water taxi and passenger ferry service to and from various areas of the Puget Sound region.

Policy TR 3.4

Support WSF and other providers to create and incorporate best practices into ferry services that reduce *greenhouse gas* emissions and vulnerability of ferry *transit* from *climate change*.

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

Policy TR 3.6

Promote safe and efficient pickup and drop off from the ferry terminal. Promote safe and efficient taxi and public transportation services from the ferry terminal.

BUS SERVICE

GOAL TR-4

Encourage the use of public *transit* and encourage *transit* agencies to operate and maintain local and regional *transit* service and facilities that reduce the need for *single-occupant vehicles* and support the needs of *transit*-dependent users.

Policy TR 4.1

Encourage a *transit LOS* standard that identifies deficiencies and the program improvement needs defined in the Kitsap Transit Plan.

Policy TR 4.2

Support actions from Metro, Sound Transit, Kitsap Transit or other appropriate agencies that:

- Improve public *transit* from the Seattle ferry terminal directly to popular destinations in Seattle metropolitan area as well as Sea-Tac Airport.
- Promote the availability of public *transit* service to ferry commuters and for special events.
- Maintain bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provide information on the ferries and at the ferry terminals regarding *transit* options.
- Increase bus service on the Island to seven days a week.

Policy TR 4.3

Encourage park-and-ride use of multiple-use lots such as those located at churches or other locations and promote the use of those lots to Island residents. Encourage park-and-ride lots to include areas, preferably covered, for bicycle parking.

Policy TR 4.4

Support the expansion of Island *transit* services that target:

- Ferry commuters
- Non-ferry commuters, including Island employees
- Connection of High School Road and Winslow Way
- Non-commuter travel to other Kitsap County service and employment areas
- Intra-Island connection to Neighborhood Centers and residential areas
- *Transit* dependent access, including addressing the access needs of all ages and abilities.

Policy TR 4.5

Optimize public *transit* for access, including accommodation for bikes and assistive devices, availability and increased visibility of bus service and bus stops.

Policy TR 4.6

Improve local air quality by encouraging Kitsap Transit to modify its fleet to meet the highest possible emission standards.

TRANSPORTATION DEMAND MANAGEMENT

GOAL 5

Encourage greater efficiency of the integrated *multimodal transportation system* that provides a range of transportation alternatives and increases the through movement of people.

Policy TR 5.1

Use fee structure, space allocation, and other programs to discourage *Single Occupancy Vehicle (SOV)* parking.

Policy TR 5.2

Develop parking and other programs that encourage *High Occupancy Vehicle (HOV)* use, including carpool and vanpool parking.

Policy TR 5.3

Encourage schools, the private sector and the public sector to adopt programs that reduce *SOV* use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.

Policy TR 5.4

The development of projects to improve the transportation system and reduce *SOV* traffic *shall* include enhancements for cyclists and pedestrians.

Policy TR 5.5

Support the Washington Department of Transportation and Kitsap Transit with the development and implementation of demand management strategies for SR 305 to encourage alternate modes of transportation.

OPERATION AND MOBILITY

GOAL TR-6

Improve the operation and mobility of the Island's transportation system through the identification and implementation of system improvements that maintain *Level of Service (LOS)* standards and meet the transportation vision.

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users and equestrians as appropriate), 3) correct *LOS* deficiencies, and 4) improve connectivity and emergency response times.

Set street design guidelines which establish street widths, reflecting the desired vehicle speeds, accommodating bicycle, pedestrian, wheelchair, equestrian, and *transit* uses, and providing for emergency vehicle access and also considering community character.

Policy TR 6.2

Set appropriate roadway classifications that reflect existing and projected vehicle usage, traffic operations, including non-motorized and *transit* uses, and considers adjacent land uses and community character.

Policy TR 6.3

Establish *Level of Service* standards for Bainbridge Island that measure the performance of the existing transportation system for motorized vehicles, bicycles, and pedestrians. Providing a *level of service* for all modes is important for a viable transportation system. Transportation networks *should* provide for all modes of transportation as a system.

Policy TR 6.4

Enforce the City's *concurrency* ordinance and monitor the expected transportation impact of proposed development on the available capacity of the roadway system. Early in the development review process, ensure that there are adequate transportation facilities or that improvements are planned, scheduled and funded for completion within six (6) years.

Policy TR 6.5

Develop access management programs to control the location and number of curb cuts. Control the location and spacing of commercial driveway entrances and the design of parking lots to avoid congestion near intersections, line of sight obstructions and confusing circulation patterns. Design to prevent pedestrian and vehicular accidents.

Policy TR 6.6

Designate truck corridors to allow the efficient movement of goods and freight within the transportation system.

Policy TR 6.7

Identify and support measures that will improve vehicular and non-motorized connectivity across SR 305.

Policy TR 6.8

Secure easements or other land dedication for transportation facilities through development mitigation, donation, tax incentives/exemption programs, or direct acquisition.

Policy TR 6.9

If the adopted *LOS* standard cannot be maintained due to funding shortfalls or other events, the City *shall* evaluate and revise the adopted *LOS* standard, restrict land use development as required, or institute other actions consistent with *LOS* reassessment strategy.

STATE ROUTE (SR) 305

GOAL TR-7

Coordinate with WSDOT to ensure that state facility improvements meet the *goals* of the Bainbridge Island Transportation *Vision and Comprehensive Plan* and minimize impacts to the local transportation system.

Policy TR 7.1

Adopt the Level of Service standard for SR 305, as established by WSDOT in the State Highway Plan.

Policy TR 7.2

Develop a master plan for the SR 305 corridor as a green and scenic highway balancing the objectives of maintaining the treed character, and providing safe visibility. Incorporate best practices into highway improvements that reduce *greenhouse gas* emissions and *transit* vulnerabilities from *climate change*.

Policy TR 7.3

All proposed improvements to SR 305 *shall* include provisions to improve permeability for island residents, reduce *neighborhood* cut through traffic and improve access to and from North-end *neighborhoods*.

Policy TR 7.4

Support planning efforts for the eventual replacement/refurbishment of the Agate Pass Bridge including potential capacity improvements for *transit* and non-motorized modes. Oppose proposals to construct any other bridges to Bainbridge Island.

Policy TR 7.5

Support the construction of spot improvements for SR 305 to reduce congestion, increase permeability across the corridor and improve safety for through traffic, local traffic, non-motorized and *transit* users.

Policy TR 7.6

Support the construction of the STO and its branch trails.

Policy TR 7.7

Encourage the development of park-and-ride lots near commuters' points of origin throughout Kitsap County in order to minimize traffic impacts along SR 305.

Policy TR 7.8

Promote improvements to off-island State facilities that will mitigate on-Island congestion of SR 305.

NEIGHBORHOODS

GOAL TR-8

Consider the special needs of *neighborhood* safety, pedestrian and bicycle facilities, *transit* use and facilities and traffic flow in the development of transportation improvements that affect *neighborhoods*.

Policy TR 8.1

Protect residential *neighborhoods* from the impacts of cut-through motor vehicle traffic by providing appropriate connecting routes and applying appropriate traffic-calming measures to control vehicle volumes while maintaining emergency vehicle response times.

Policy TR 8.2

Support the character of *neighborhoods* by providing *neighborhood* programs and projects for place making, traffic calming, greenways, appropriate street width, lighting for safety, curb cuts, and pedestrian and bicycle facilities as consistent with the *Comprehensive Plan*.

Policy TR 8.3

Develop a circulation and access management plan for *neighborhoods* and neighborhood centers so that as properties develop, vehicular and non-motorized connectivity and circulation are maintained.

Policy TR 8.4

Complete and protect the Winslow Waterfront Trail.

Policy TR 8.5

Consider closing or restricting streets to motorized traffic and devote those streets to non-motorized and other neighborhood uses.

Policy TR 8.6

Consider re-striping or re-designing appropriate streets to make half of the street available for one-way motorized traffic and the other half of the street available for two-way non-motorized transport and other appropriate neighborhood uses.

SAFETY AND MAINTENANCE

GOAL TR-9

Support the safe use of the transportation system by maintaining the roadway system and including necessary safety enhancements in transportation improvement projects.

Policy TR 9.1

Include transportation projects and adequate operation and maintenance funding to ensure that the vehicular and non-motorized transportation system *infrastructure* is maintained in a safe and usable condition.

Policy TR 9.2

Conduct periodic traffic studies in areas of the Island's roadway network that have experienced significant traffic changes due to development to ensure that appropriate traffic control devices are employed for the safety of the traveling public. Consider opportunities to improve the non-motorized *infrastructure* as a means to increase mobility options for cyclists and walkers.

Policy TR 9.3

Periodically evaluate roadside conditions of the City's secondary arterial network and higher volume collectors to evaluate the condition of existing roadways and prioritize repairs and improvements to ensure the safety of the traveling public.

Policy TR 9.4

Provide street lighting, including safety features designed for sidewalks, to address safety issues. Light design and placement *should* minimize glare and light spillage and maximize visibility of pedestrians and bicyclists.

PARKING
GOAL TR-10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.

Policy TR 10.1

Provide adequate parking in *designated centers*. Development of street frontages in urban commercial areas *should* maximize on-street parking to the extent practical. Development projects in urban residential areas *should* consider on-street parking rather than off-street parking.

Policy TR 10.2

Preserve on-street parking in the mixed-use commercial districts of Winslow and *designated centers*. City projects in commercial districts *should* maximize parking to the extent practical within the existing rights of way. Note that “*Complete Streets*” projects must also balance other functions such as non-motorized uses. Seek opportunities to expand public parking.

Policy TR 10.3

The City *should* look to maximize public parking on City-owned properties in addition to maintaining convenient parking for visitors and staff at City facilities.

Policy TR 10.4

Prioritize parking in the mixed-use districts of Winslow for short-term use. Continue to manage City public parking in Winslow so that commuter parking for ferry commuters is not practical and short-term parking is prioritized for the Waterfront Park, Senior Center, and patrons of downtown businesses.

Policy TR 10.5

Support parking programs for customers in retail and service areas and employees of local businesses in the mixed-use districts of Winslow. Work with business owners to limit employee parking to off-street facilities to optimize available, convenient parking for patrons. Continue to manage City public parking to maximize close-in parking for patrons of local businesses and assist in providing some daily off-site parking for employees at walkable outlying locations.

Policy TR 10.6

Encourage bicycle parking in the designated *neighborhood centers* and at public facilities. Provide bicycle parking at locations convenient to businesses providing goods and services and for employees who commute to work by bicycle. Provide bicycle storage at *transit* facilities.

COMMUNITY CHARACTER

GOAL TR-11

Develop transportation improvements that respect the Island's natural and historic character and are consistent with both the short and long-term vision of the *Comprehensive Plan*.

Policy TR 11.1

Protect the Island's unique scenic resources along corridors including SR 305 and secondary arterials corridors outside *designated centers*; require broad greenbelts and trees to screen parking and unwanted views and buffer noises between the roadway and development. Develop a program for local designation of scenic roads.

Policy TR 11.2

Manage the appearance and safety of winding roadways in areas outside *designated centers* through the provision for and retention of appropriate roadside vegetation and trees, and following of the natural topography whenever possible. Retain the scenic character of SR 305 by minimizing the placement of signs, discouraging new access points, and planting and maintaining vegetation.

Policy TR 11.3

Create safe, attractive, and functional pedestrian and bicycle circulation within Winslow and designated *neighborhood centers* through the design and implementation of Complete Streets to enhance community character.

Policy TR 11.4

Minimize the use of street lighting outside of Winslow, except to address safety.

ENVIRONMENT

GOAL TR-12

Develop, operate, and maintain a transportation system that respects and protects the natural environment including the quality of the Island's air, water and natural habitats.

Policy TR 12.1

Avoid impacts of road construction on *environmentally sensitive areas*; minimize damaging *runoff* and pollution from road use and maintenance; implement programs that encourage the planting of low-maintenance, vegetated groundcover and trees along roadways.

Policy TR 12.2

Develop transportation plans and programs that reduce travel demand, improve traffic flow and consider the impact to air quality including reducing *greenhouse gas* emissions. Support County, regional and state air quality *goals* and requirements.

Policy TR 12.3

Avoid transportation impacts to identified wildlife corridor crossings so that adequate linkages for animal movement between habitat areas are maintained.

COMMUNITY INVOLVEMENT

GOAL TR-13

Ensure involvement and input from the citizens at all stages of significant transportation projects and decision-making that affect Bainbridge Island.

Policy TR 13.1

Provide citizen opportunities for reviewing transportation plans and documents to give an opportunity for public comment and ensure consistency with the community *vision*.

Policy TR 13.2

In the design process for transportation projects, use the principles and practices of *context sensitive* solutions to refine the *goals* of the *Comprehensive Plan* and the IWTP in keeping with the context of the site.

Policy TR 13.3

Insist on early and full City participation in regional transportation decisions affecting the Island. Such participation *should* include City and community representation in the decision-making process and public meetings on the Island.

REGIONAL COORDINATION

GOAL TR-14

Coordinate with local, regional, state, public and private organizations to promote regional transportation improvements and services that are compatible with the community's vision as expressed in the *Comprehensive Plan*.

Policy TR 14.1

Work to ensure that the transportation system is planned and operated in coordination with adjoining jurisdictions by participating in regional coordinating functions with the Kitsap County, Kitsap Transit, Washington State Ferries, *KRCC*, *Puget Sound Regional Council (PSRC)*, the Suquamish Tribe, the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

Policy TR 14.2

Support the *PSRC* long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system.

Policy 14.3

Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, *KRCC*, the Suquamish Tribe, *PSRC* and other planning / advocacy groups to further non-motorized *goals*. This includes trails and access to *transit* in Kitsap County, the Olympic Peninsula and the greater Puget Sound region.

TRANSPORTATION FINANCING

GOAL TR-15

Prepare and periodically update a fiscally responsible, cost-effective transportation financing plan that optimizes the use of City funds and leverages other funding sources.

Policy TR 15.1

Pursue joint funding opportunities with the School District, Park and Recreation District, Washington State Department of Transportation and other agencies to meet high priority needs. Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.

Policy TR 15.2

Require all new and expanded development to maintain the adopted Transportation *LOS* standards. The pro-rated cost of any improvements needed to maintain the adopted *LOS shall* be the responsibility of developers.

Policy TR 15.3

Require new and expanded developments to construct, or upgrade unimproved and/or under improved roadways, or participate in the funding of roadways that conform to City standards.

Policy TR 15.4

Aggressively seek available County, State and Federal money to fund projects that help meet the Island's transportation objectives.

Policy TR 15.5

Ensure that the Island's transportation improvement plan accounts for forecasted population and employment growth and has revenue sources sufficient to build and maintain it.

Policy TR 15.6

Mandate the maintenance and repair of the existing transportation system as a high priority when making funding allocation decisions.

Policy TR 15.7

Periodically update traffic impact fees to mitigate the impacts of future development.

TRANSPORTATION IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the many comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

TR Action #1 Accelerate accomplishment of the Goals of the Transportation Element by considering a General Obligation Bond to finance the build-out of needed transportation infrastructure over the next five years.

GOAL TR-15 Prepare and periodically update a fiscally responsible, cost-effective transportation financing plan that optimizes the use of City funds and leverages other funding sources.

TR Action #2 Work with Kitsap Transit and Island business owners to maximize parking and non-motorized opportunities for employees and customers in commercial districts.

GOAL TR- 10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.

TR Action #3 Substantially increase the quality and quantity of bike lanes connecting neighborhood centers to Winslow and the Ferry Terminal.

GOAL TR-2: Provide a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhoods* with parks, schools, the shoreline, the ferry terminal and commercial areas.

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

UTILITIES ELEMENT

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UTILITIES INTRODUCTION

The *Growth Management Act* requires all comprehensive plans to include a utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to electrical lines, telecommunication lines, drinking water and sewer lines (RCW 36.70A.070(4)). On Bainbridge Island, these utilities are provided by a combination of the City of Bainbridge Island, State regulated utilities, federally licensed communications companies and a municipally franchised cable television company.

The City of Bainbridge Island provides some sewer and water services. Other public and privately held water and sewer purveyors on the Island also provide services to residents of the City. Private households provide for a large percentage of the City's utility infrastructure with individual and on-site wells and septic systems.

A private corporation based on the Island provides solid waste disposal and recycling services to residents and businesses and is regulated by the Washington Utilities and Transportation Commission (WUTC).

Regional telecommunication and electric utilities serve the City of Bainbridge Island. The electric and telecommunication utilities are regulated by the WUTC.

UTILITIES VISION 2036

The City of Bainbridge Island has ensured that all residents have reliable electric power, telecommunications services to meet their needs, potable water, solid waste and recycling services, and stormwater facilities that prevent flooding and erosion, maximize infiltration and eliminate pollutants before the water enters Puget Sound.

Coordinated water and sewer systems serve the more densely populated areas. Some private homes rely on septic systems, but most are served by water purveyors that cover broad areas of the Island. The City, working with other water purveyors, coordinates a monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels for present and future generations.

Water use is managed to encourage conservation and limit consumption. Sewer systems provide for the reuse of treated water to recharge aquifers, for irrigation and to reduce outflow into Puget Sound. Tertiary treatment has been implemented to improve water quality in Puget Sound.

Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. A Bainbridge Island moderate-risk waste facility encourages the proper disposal of materials such as paints, solvents and cleaners. A state-of-the-art telecommunication network has increased cooperation among neighbors and across the Island; it has facilitated ride-sharing and reduced dependence on private automobiles for commuting and daily errands. Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power.

GOALS & POLICIES

GOAL U-1

Ensure that reliable utility services are available to all Bainbridge Island residents.

GOAL U-2

Ensure that the utility services are comparable in terms of cost, quality, and technology to services available in similar jurisdictions in the Puget Sound region.

GOAL U-3

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

GOAL U-4

Ensure that the provision of utility services is environmentally responsible and sustainable, and encourage utility services that are carbon neutral and do not contribute to climate change.

GOAL U-5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

GOAL U-6

Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

GOAL U-7

Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

GOAL U-8

Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.

GOAL U-9

Ensure that sufficient city resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility services, and by assigning to the Utility Advisory Committee (UAC) or other city organization the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

POTABLE WATER

Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap County Public Utility District, private for-profit water companies, not-for-profit companies or homeowner associations, and private wells. All water providers must comply with a variety of federal and state laws and regulations.

GOAL U-10

Ensure that city-managed and to the extent possible, non-city managed utility services, are sufficient, cost effective, reliable, and that safe water utility service is provided.

GOAL U-11

Require utilities to operate in a manner that preserves and protects the water resources of the Island.

Policy U 11.1

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

Policy U 11.2

As an approved Satellite System Management Area (SMA), the City may elect to provide water system management services to other utility providers.

Policy U 11.3

Encourage new development in previously unserved water service areas to connect to existing public water systems. The City, at its discretion, may require new water systems be dedicated to the City.

Policy U 11.4

Require engineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the City's rights-of-way to meet standards set forth by the City.

Policy U 11.5

Adopt standards that differentiate between urban and non-urban density fire flow requirements. A differential policy is needed to promote cost effective water system upgrades by the many small water systems on the Island.

Policy U 11.6

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently, economically, and safely.

Policy U 11.7

Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U 11.8

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems.

Policy U 11.9

Implement conservation measures through education and regulation with emphasis on limiting and reducing demand.

PUBLIC SEWER

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow area and the Rockaway Beach, Pleasant Beach, and Lynwood areas ("the Southend System.") The other, owned by Kitsap County Sewer District #7, serves the Fort Ward area.

The service area for the Winslow Public Sewer System is designated in the City's General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment Plant. The sewer service area for the Southend System is also designated in the City's General Sewer Plan. Treatment for this system occurs at the Kitsap County Sewer District #7 treatment plant pursuant to an interlocal agreement.

GOAL U-12

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

Policy U 12.1

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

Policy U 12.2

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

Policy U 12.3

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

Policy U 12.4

In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries will be evaluated taking the following into consideration:

- a. Areas that have an environmental need for sewer due to 1) a group of documented failing septic systems; or 2) proximity to sensitive bodies of water that are unsuitable for on-site septic systems according to the Kitsap County Health District.
- b. Areas used or planned for development that serve a public need, such as a public school.
- c. Areas designated for commercial and mixed use.

- d. Areas designated for residential use at densities of four units to the acre (R4) or greater.
- e. Areas planned for an increase in density through a special planning area process.

Policy U 12.5

When utilities plan, renovate, or build treatment facilities, require utilities to consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

Policy U 12.6

Improve the quality and reduce the quantity of effluent discharged to Puget Sound.

Policy U 12.7

Investigate the development of tertiary sewer and sewer greywater systems.

Policy U 12.8

Study cooperation (such as shared operations) or consolidation of sewer systems owned by the City and Kitsap County Sewer District #7.

STORM AND SURFACE WATER

The City of Bainbridge Island operates a storm and surface water utility for the purposes stated in BIMC Section 13.24.010.

GOAL U-13

Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.

Policy U 13.1

Maintain a comprehensive storm drainage plan that identifies problems, proposes solutions, provides a strategy for implementation and funding, and establishes design and development guidelines.

Policy U 13.2

Require new development to provide both on-site and off-site improvements necessary to avoid adverse water quality and quantity impacts.

Policy U 13.3

Use *low impact development* standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities.

Policy U 13.4

Design and construct stormwater systems that provide for removal of pollutants and sediment through bio-filtration or other means.

Policy U 13.5

Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers, and specifying use of permeable materials.

Policy U 13.6

Manage surface water in a manner which prevents pollutants from industrial, commercial, and agricultural land uses from entering ground or surface waters.

Policy U 13.7

Consider a program of retrofitting existing roads with water quality and quantity stormwater system improvements in order to minimize pollution from runoff from roadways to natural drainage systems and the waters of Puget Sound.

ELECTRICAL

The City is currently served by Puget Sound Energy (PSE), which provides electricity generation sources, transmission, distribution and maintenance of electrical facilities throughout the island. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC.) It is the commission's responsibility to ensure regulated companies provide safe and reliable service to customers at reasonable rates, while allowing them the opportunity to earn a fair profit.

GOAL U-14

Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

Policy U 14.1

Develop a plan together with the electric service provider to undertake energy efficiency improvements and other alterations of electric utility facilities to provide capacity for future growth.

Policy U 14.2

Encourage the conservation of electrical energy, especially during periods of peak usage, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island's energy needs, including distributed energy systems.

Policy U 14.3

Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

Policy U 14.4

Encourage undergrounding new and existing electric transmission and distribution power lines, and develop a long-term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of *households* and businesses.

Policy U 14.5

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

Policy U 14.6

Periodically undertake comparative evaluations of electric service reliability, cost, and environmental impact, customer service and customer support and evaluate opportunities to provide improved and less costly electrical service from alternative service providers.

Policy U 14.7

New taxpayer-funded buildings shall use carbon-neutral energy for heating, cooling, and operational use to the maximum extent practical within site specific and existing technology limitations.

Policy U 14.8

Encourage new development to integrate environmentally responsible and innovative energy systems.

Policy U 14.9

Explore ways to obtain 100% green electricity including investing in new renewable energy projects.

SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING

Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the exclusive provider of solid waste disposal and recycling services to City. Bainbridge Disposal is regulated by the Washington Utilities and Transportation Commission (WUTC), which is charged with ensuring the utility provides reliable, safe and economical service.

GOAL U-15

Ensure adequate, cost effective, reliable, and environmentally responsible solid waste, recycling and composting service to the citizens of Bainbridge Island.

Policy U 15.1

Seek a method to provide on-island collection site for moderate risk waste or household hazardous waste including oil based paints, stains, adhesives, aerosols, paint thinner, corrosive cleaners, yard chemicals, and pool/spa chemicals and a means for transferring these substances in a timely manner to the Kitsap County site.

Policy U 15.2

Support non-governmental organizations that provide outreach and education to citizens to ensure that the populace is informed about the latest waste reduction, composting, recycling and hazardous waste practices.

Policy U 15.3

In addition to WUTC regulation, the City should perform periodic reviews to ensure that Bainbridge Disposal is providing safe, reliable, cost effective and responsive solid waste, compost and recycling collection. Evaluate opportunities to provide improved and cost effective services from alternative providers.

Policy U 15.4

Coordinate with Bainbridge Disposal and the County to improve access to updated information on solid waste, recycling and composting collection and disposal services. Increase visibility and outreach for special events for hard-to-recycle materials such as hazardous waste or polystyrene foam.

Policy U 15.5

Consider methods to reduce the amount of solid waste disposed, e.g. material bans, composting or compaction, or by the conversion of solid waste to energy, e.g. using a biodigester.

TELECOMMUNICATION

Telecommunication is the technology of communication at a distance by electronic transmission of alphanumeric, audio, video and other data over wired and wireless delivery systems. On Bainbridge Island, telecommunication utilities provide telephone, television, and internet services.

Telephone utilities are regulated by the WUTC. The Federal Communications Commission (FCC) regulates wireless service providers.

Comcast and CenturyLink are the largest telecommunication service providers on Bainbridge Island. KPUD provides a public wi-fi service in Winslow.

GOAL U-16

Ensure adequate, cost effective, reliable, and environmentally responsible telecommunication service to the citizens of Bainbridge Island.

Policy U 16.1

Encourage shared use of facilities and the use of existing utility corridors, public rights-of-way and city owned properties.

Policy U 16.2

Require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses.

Policy U16.3

Encourage major telecommunication utility providers to work with the City to identify potential sites for infrastructure and facility expansion to address future growth and development and meet the demands for additional utility service.

Policy U 16.4

Encourage all providers to serve all parts of the City equally.

Policy U 16.5

The City expects all providers to evaluate the capacity of their facilities regularly to ensure that new facilities are installed in a timely basis to meet new and future demand. Providers are expected to provide facilities to accommodate growth within the City.

Policy U 16.6

Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce and personal use.

Policy U 16.7

Require new development to have underground conduits suitable for existing and foreseeable new utilities such as cable and broadband.

Policy U 16.8

Ensure that emergency communication services are universally available to assist residents in emergencies.

Policy U 16.9

In addition to WUTC regulation, the City should perform periodic reviews to ensure that various telecommunication providers are providing safe reliable, cost effective, and responsive telecommunication services. During such reviews, the City should evaluate opportunities to obtain improved and cost effective services from alternative providers.

Policy U 16.10

Conduct a study to support the creation of an Island-wide high-speed internet service.

UTILITIES IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plan policies that support that action.

HIGH PRIORITY ACTIONS

U Action #1 Develop a process for periodic review of Island utility services.

Goal U-9 Ensure that sufficient city resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility services, and by assigning to the Utility Advisory Committee (UAC) or other city organization the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

U Action #2 Support the development of sewer tertiary treatment and sewer greywater systems.

Policy U 12.6

Improve the quality and reduce the quantity of effluent discharged to Puget Sound.

U Action #3 Facilitate cooperation among or consolidation of water systems.

Policy U 11.6

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently, economically, and safely.

U Action #4 Continue the investigation of the creation of an Island-wide high-speed internet service.

Policy U 16.10

Conduct a study to support the creation of an Island-wide high-speed internet service.

MEDIUM PRIORITY ACTIONS

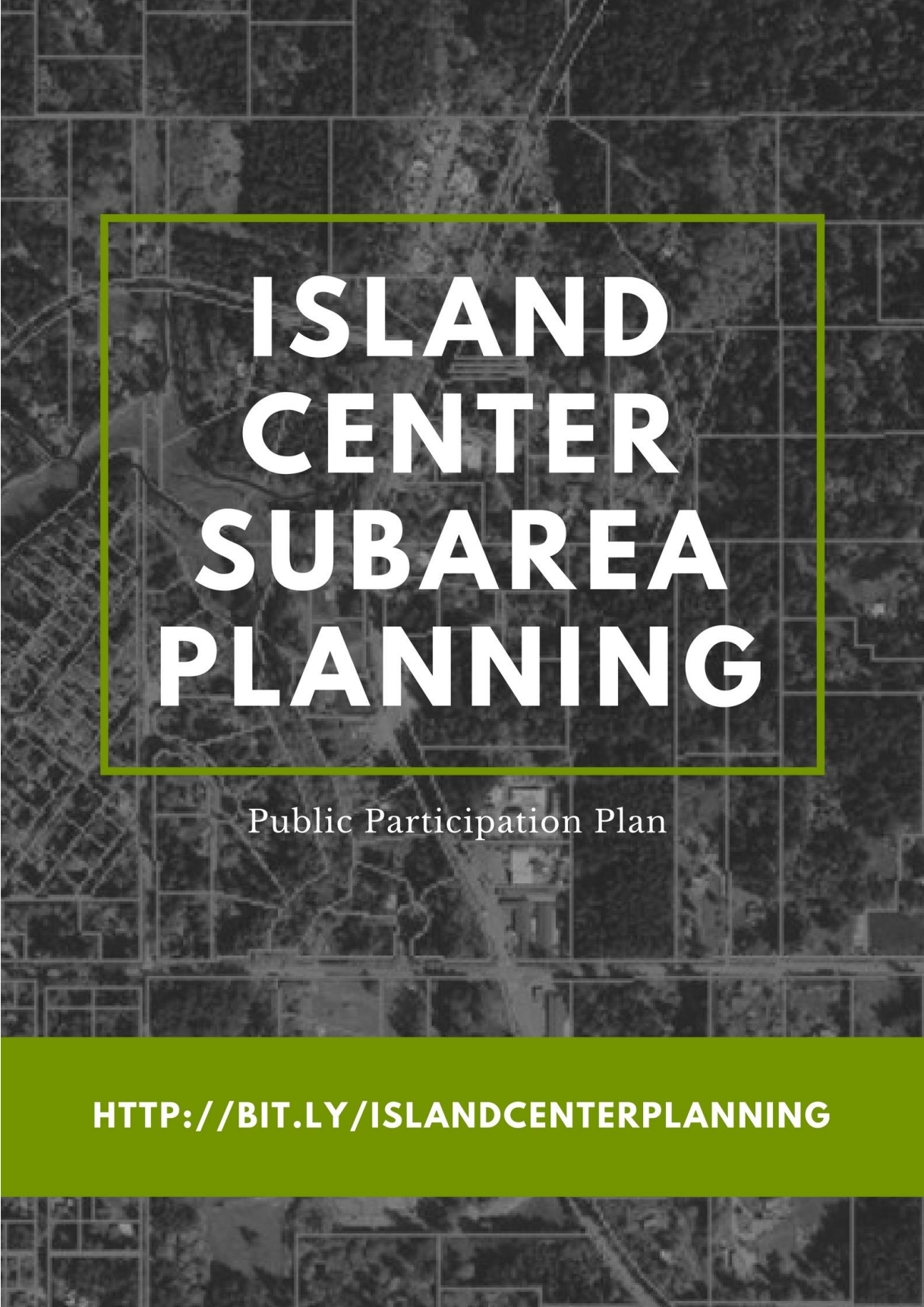
U Action #5 Proactively encourage, study, and facilitate consolidation of water systems to manage water resources and systems more efficiently, economically and safely.

Policy U 11.7

Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U 11.8

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems.



ISLAND CENTER SUBAREA PLANNING

Public Participation Plan

[HTTP://BIT.LY/ISLANDCENTERPLANNING](http://bit.ly/islandcenterplanning)

Introduction

The Island Center Neighborhood Center is classified as a designated center in the City of Bainbridge Island Comprehensive Plan.

These areas have land uses and conditions that are unique to the area and would benefit from a subarea planning process. The subarea planning process will address issues such as current land uses, future mix and location of uses and densities, transportation, utilities, public facilities, amenities and natural resources. The result of a subarea planning process is a subarea (or neighborhood) plan which will be incorporated in the Comprehensive Plan. The Subarea Planning Process is outlined in Bainbridge Island Municipal Code (BIMC) Section 2.16.210. The City Council has appointed a steering committee composed mostly of residents and business owners in or nearby Island Center. The Island Center subarea planning process is expected to last 12-18 months. This Public Participation Program outlines the timing of the Update process, and describes opportunities for public participation throughout.

Goals

Overall goals of this Public Participation Program are to:

- Provide objective information to assist the public in understanding issues and solutions related to the Island Center Subarea Planning Process.
- Provide opportunities to the public to contribute ideas and provide feedback through all phases of the subarea planning process.
- Improve the involvement of traditionally under-represented audiences.
- Make the Update process accessible and engaging to interested participants by using a variety of media, plain language, and easy-to-understand materials.

Island Center Steering Committee

The Island Center Steering Committee was created by the City Council to guide and oversee the Comprehensive Plan Update process. The steering committee is comprised of nine members, with liaisons from the City Council, Planning Commission, and Design Review Board.

Adam Matschek

Scott Anderson

Donna Harui

Sherri Eckert

Lisa Neal

Tracy Collier

Maradel Gale

City Council Liaison: Sarah Blossom

Micah Strom

Planning Commission Liaison: Michael Killion

Michael Loverich

Design Review Board Liaison: Joe Dunstan

Opportunities for Public Involvement

All regular meetings of the Island Center Steering Committee will be advertised and open to the public, with designated public comment opportunities at the beginning and end of each meeting. The City is committed to providing multiple opportunities for the public to engage in the subarea process. The City will host larger neighborhood public meetings beginning in the spring of 2018 and continue through the Spring/ Summer 2019. Most meetings will be hosted by the Island Center Subarea Planning Steering Committee, the Planning Commission or City Council an estimated timeline is below. The City will strive to provide two-week notice or more on all public meetings related to the Island Center Subarea Planning Process.

In-Person Public Participation Opportunities	
Outreach Meetings	Timeline
Island Center Subarea Planning Process Neighborhood Kick-off	<i>Estimate</i> April 18, 2018
Planning Commission Briefing	May, 2018
Island Center Character Meeting (Uses, Densities, Natural Resources)	October, 2018
Island Center Infrastructure Meeting (Transportation, Utilities)	October, 2018
Planning Commission Review: DRAFT Subarea Plan	Winter 2018/2019
City Council Review: DRAFT Subarea Plan	Spring 2019

April 18, 2018: Island Center Subarea Planning Process Neighborhood Kick-off and Survey Launch

This neighborhood meeting will be the first community meeting for the Island Center Subarea Planning Process. The neighborhood meeting will have two purposes: inform the public about the process and begin to identify community priorities. The neighborhood meeting will include a presentation and have time set aside for questions and answers, and part interactive Open House where community members can begin to identify concerns in the following topic areas: Transportation, Utilities, Public Facilities, Uses/Densities, Natural Resources, and Amenities. An electronic survey should be launched at this meeting that allows for broader public participation in identifying areas of focus and concern. (approximately two hours) The survey will be available to the public until May 1, 2018 (estimate). After the survey is a completed, a report will be drafted for the Planning Commission outlining the feedback received during the neighborhood meeting and through the survey.

Early October 2018: Island Center Character Workshop

This workshop will focus on topic areas that directly impact the character of Island Center. Participants will breakout into small groups and answer questions regarding land uses, densities, and natural resources. The workshop will alternate between breakout sessions and large group report outs. (approximately three hours)

Late October 2018: Island Center Infrastructure Workshop

This meeting will be formatted similarly to the Island Center Character Workshop, but will focus on the areas of transportation, utilities, public facilities, and community amenities.

Winter 2018/2019: Planning Commission Review

At this time the public will have another opportunity to comment to the Planning Commission on a DRAFT Subarea Plan proposed by the Steering Committee. This may be an iterative process that takes place over multiple meetings, including public hearings. The Planning Commission will recommend a DRAFT Island Center Subarea Plan to the City Council.

City Council Review: Spring 2019

The City Council will accept the Planning Commission's recommended DRAFT Island Center Subarea Plan, and discuss over several public meetings. The public will be able to comment to the City Council on the DRAFT Island Center Subarea Plan at all meetings. The Council may also make changes to the draft subarea plan. The Council will hold a public hearing on the proposed subarea plan, and then will vote to approve changes to the Plan.

Outreach Methods and Tools

The overall objective of this Public Participation Plan is to describe how the City will engage the community during the Subarea Planning Process. Public participation methods and tools may vary by phase of the Update process. This Public Participation Program may continue to be reviewed and refined throughout the Update process, if needed. The City will take advantage of all modes of communication to engage the community. Public outreach will consist of in-person outreach efforts, traditional media and advertising, and outreach efforts utilizing technology and social media. Public meetings shall be noticed as far in advance as possible, and the City shall strive to provide two-week notice.

In-person Outreach methods

- In-person presentations at group meetings, i.e. School Board or Parent Teacher Association meetings, or meetings of existing neighborhood groups.

Traditional media and advertising

- Press releases to local papers, blogs and newsletters
- Utilize community organization email lists, newsletters and social media
- Flyering for Meeting Events in Island Center
- Bainbridge Community Broadcasting
- Mail Postcard with Meeting Schedule to neighbors
- Send emails to current City email listservs, volunteer lists and citizen advisory groups

Technology and Social media

- City Website
 - Background information, previous draft Island Center subarea plan, useful weblinks to planning resources, and materials prepared for public meetings should be available to the

public on the City's project webpage

- [Notify Me](#) – There is a listserv for the public to sign up for *Island Center Subarea Planning Process*
- Press releases related
- Posting Island Center Subarea Plan events and meetings to the calendar on the City website
- Online Survey Tool
- [City Facebook page](#)
 - Posting events, meetings, and stories related to Council, committees, and City Admin
- Twitter
- Weekly City Manager Update

Potential Groups for Outreach:

Citizen Advisory Groups

Affordable Housing Taskforce
Climate Change Advisory Committee
Design Review Board
Environmental Technical Advisory Committee
Historic Preservation Commission
Lodging Tax Advisory Committee
Multi-Modal Transportation Advisory Committee
Planning Commission (see *Role* above)
Marine Access Committee
Utility Advisory Committee

Other Public Agencies

Bainbridge Island School District
Bainbridge Island Fire Department
Bainbridge Island Metro Park and Recreation District
Suquamish Tribe
Kitsap Transit
Kitsap Public Health District
Puget Sound Energy

Community Groups

Arts and Humanities Council
Association of Bainbridge Communities
Bainbridge Business Women

Bainbridge Community Foundation
Bainbridge Island Land Trust
Bainbridge Island Lodging Association
Bainbridge Island Senior Community Center
Bainbridge Island Watershed Council
Chamber of Commerce
Congregation Kol Shalom
Friends of the Farms
Filipino American Community
Helpline House
Housing Resources Board
League of Women Voters
Rotary Club of Bainbridge Island
Squeaky Wheels Bicycle Club
Sustainable Bainbridge

DRAFT