



STUDY SESSION

TUESDAY, SEPTEMBER 6, 2016

**LOCATION: BAINBRIDGE ISLAND CITY HALL
280 MADISON AVENUE N., BAINBRIDGE ISLAND, WASHINGTON**

AGENDA (TIMES LISTED ON THE AGENDA ARE APPROXIMATE)

1. CALL TO ORDER / ROLL CALL

7:00 PM

Mayor: Val Tollefson

Deputy Mayor: Kol Medina

Councilmembers: Sarah Blossom Michael Scott
Ron Peltier Roger Townsend
Wayne Roth

**2. ACCEPTANCE OR MODIFICATION OF AGENDA/ CONFLICT
OF INTEREST DISCLOSURE**

3. PUBLIC COMMENT ON AGENDA ITEMS

7:05 PM

4. NEW BUSINESS

7:15 PM

- A.** Proclamation Declaring September 11th as a Day of Service and Remembrance, AB 16-134 - Mayor Tollefson (Pg. 2)

5. CITY COUNCIL DISCUSSION

7:20 PM

- A.** Comprehensive Plan Update Review and Status, AB 15-018 - Planning (Pg. 3)

6. FOR THE GOOD OF THE ORDER

7. ADJOURNMENT

9:20 PM



Americans with Disabilities Act (ADA) accommodations provided upon request. Those requiring special

accommodations, please contact the City Clerk at 206-842-2545 (cityclerk@bainbridgewa.gov) by noon on the day preceding the Meeting.

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: Proclamation Declaring September 11th as a Day of Service and Remembrance, AB 16-134 - Mayor Tollefson (Pg. 2)	Date: 9/6/2016
Agenda Item: NEW BUSINESS	Bill No.: 16-134
Proposed By: Mayor Tollefson	Referrals(s):

BUDGET INFORMATION

Department: City Clerk	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal:	Finance:

DESCRIPTION/BACKGROUND

See attached proclamation.

RECOMMENDED ACTION/MOTION

I move the City Council authorize the Mayor to sign the proclamation.

ATTACHMENTS:

Description	Type
□ Proclamation	Backup Material



PROCLAMATION

WHEREAS, on September 11, 2001, the American people endured with courage and heroism the worst terrorist attack on U.S. soil in the nation's history; and

WHEREAS, in response to this tragedy, Americans across the country came together in a remarkable spirit of patriotism and unity and carried out countless acts of kindness, generosity, and compassion; and

WHEREAS, community organizations and family members of 9/11 victims began observing the anniversary of September 11th as a charitable service day to honor the memory of those who were lost and those who united in response to the tragedy, including first-responders and volunteers; and

WHEREAS, the Edward M. Kennedy Serve America Act, approved by Congress and enacted into law on April 21, 2009, directed September 11th to be observed and recognized as an annual "National Day of Service and Remembrance" and charged the Corporation for National and Community Service with leading this nationwide effort; and

WHEREAS, participating in service and remembrance activities on September 11th is a positive and respectful way to remember the lives of those lost, pay tribute to those who rose in service, and honor those who continue to serve our country today, including veterans, soldiers, military families, and first responders; and

WHEREAS, September 11th National Day of Service and Remembrance activities are being organized by a wide range of nonprofits, faith-based and community groups, public agencies, educational institutions, private businesses, and other organizations across the nation; and

WHEREAS, on September 11, 2016, and on the days leading up to and following this day, citizens of Bainbridge Island have an opportunity to participate in activities that honor 9/11 victims and heroes by joining together in service projects to meet community needs;

NOW, THEREFORE, I, Val Tollefson Mayor of the City of Bainbridge Island, on behalf of the City Council, do hereby proclaim September 11th as

A DAY OF SERVICE AND REMEMBRANCE

in Bainbridge Island and call upon the people of Bainbridge Island to honor the lives and memories of those lost through participation in community service and remembrance ceremonies on this day and throughout the year.

DATED this 6th day of September, 2016

Val Tollefson, Mayor

City of Bainbridge Island City Council Agenda Bill



PROCESS INFORMATION

Subject: Comprehensive Plan Update Review and Status, AB 15-018 - Planning (Pg. 3)	Date: 9/6/2016
Agenda Item: COUNCIL DISCUSSION	Bill No.: AB 15-018
Proposed By: Department of Planning and Community Development	Referrals(s):

BUDGET INFORMATION

Department: Planning	Fund:	
Expenditure Req:	Budgeted? Yes	Budget Amend. Req? No

REFERRALS/REVIEW

:	Recommendation:	
City Manager: Yes	Legal: N/A	Finance: N/A

DESCRIPTION/BACKGROUND

Bi-monthly City Council discussion of the 2016 Comprehensive Plan Update process. The Planning Commission has completed their review of the 2016 Comprehensive Plan and has scheduled open houses and public hearings on the Draft Comprehensive Plan for September 17 and 22.

See attached transmittal memorandum, Draft Plan, proposed code changes, and SEPA review documents.

RECOMMENDED ACTION/MOTION

Discuss materials and review process.

ATTACHMENTS:

Description	Type
❑ Memo to Council	Memorandum
❑ 2016 Comprehensive Plan Cover & TOC	Backup Material
❑ 2016 Comp Plan Introduction	Backup Material
❑ Land Use Element	Backup Material
❑ Economic Element	Backup Material
❑ Environmental Element	Backup Material
❑ Water Resources Element	Backup Material

▣	Housing Element	Backup Material
▣	Transportation Element	Backup Material
▣	Capital Facilities Element	Backup Material
▣	Utilities Element	Backup Material
▣	Cultural Element	Backup Material
▣	Human Services Element	Backup Material
▣	Glossary	Backup Material
▣	Appendix A Economic Profile	Backup Material
▣	Appendix B Water Resources Existing Conditions and Future Needs	Backup Material
▣	Appendix C Housing Needs Assessment	Backup Material
▣	Appendix D Island-wide Transportation Plan	Backup Material
▣	Appendix E Winslow Master Plan	Backup Material
▣	Appendix F Lynwood Center Special Planning Area	Backup Material
▣	Ordinance 2016-29	Ordinance
▣	Ordinance 2016-30	Ordinance
▣	State Environmental Policy Act Review	Backup Material



Joseph W. Tovar
FAICP

MEMORANDUM

DATE: September 1, 2016

TO: Bainbridge Island City Council

FROM: Joseph W. Tovar, FAICP

RE: Draft Updated Comprehensive Plan and Council's September 6 review

Transmitted by this memorandum is the Planning Commission's proposed draft 2016 Comprehensive Plan (the **draft 2016 Plan**). The header on each page reads "PUBLIC HEARING DRAFT" to distinguish these elements from the many earlier drafts that the planning commission and council have reviewed over the past year and a half. The draft 2016 Plan is now posted on the City's website for the public's review prior to the scheduled Planning Commission public hearings on September 17 and 22.

At your September 6 meeting we will brief the Council on the draft 2016 Plan. We do not plan to make a page by page review, but will instead give a high-level review and answer questions. We will include a preview of how we plan to engage the public at the Open Houses – by focusing on the draft Plan's structure (see Attachment 1), the Vision of the desired future (Attachment 2) and the steps needed to get there (Attachment 3).

Following are some highlights about this draft Plan and what it took to produce it.

TOP TEN FACTS ABOUT THE DRAFT 2016 COMPREHENSIVE PLAN

1. The proposed draft 2016 Plan is the result of an extensive, inclusive and transparent public process. It reflects the contributions of hundreds of Bainbridge Island citizens and organizations who provided thousands of written and verbal comments at two visioning workshops, six public scoping/listening sessions, three community conversations about water, ten public workshops on plan elements, and thirty-eight planning commission meetings.
2. The members of the Bainbridge Island planning commission collectively booked over a thousand hours of work - reading and listening to public comments, reviewing agenda packet materials, discussing issues, providing direction on draft plan amendments, composing and editing language at commission drafting committee meetings, making final revisions and assembling this final proposed draft plan.
3. This draft 2016 Plan is 176 pages, which is almost a third shorter than the 2004 comprehensive plan it replaces. Even so, the draft 2016 Plan articulates a much clearer city-wide Vision, includes a vision for each of the ten Elements, has replaced ambiguous policy language (e.g., should and shall) with clearer active verbs (e.g.,

promote, provide, consider), and includes specific and prioritized implementing actions. Overall, the draft 2016 Plan is both more concise and clearer than the 2004 Plan.

4. The draft 2016 Plan has an updated and extensive glossary that is now more useable because every term defined in the glossary is italicized in the text of the Plan.

5. The draft 2016 Plan uses a number of graphics, including photographs, diagrams, concept maps, and summary tables that were absent from the 2004 Plan. Not only does this convey additional information that is difficult to do just with narrative, it makes the document more interesting and easier to read.

6. The City has existing zoning capacity to meet the City's assigned population and employment targets for the year 2036, so the draft 2016 Plan is not predicated on an Island-wide increase in density. Instead, the draft 2016 Plan calls for focusing much of the growth in the designated centers (10% of the Island's land area) while pursuing a low density pattern in the conservation area (90% of the Island's land area.)

7. The Water Resources component of the draft 2016 Plan is based on extensive hydrogeological information prepared by Aspect Consulting. Among their major findings are that the Island's aquifers will have sufficient capacity to serve the growth projected well beyond the year 2036. The draft 2016 plan nevertheless applies the precautionary principle by calling for ongoing monitoring of the health and capacity of the aquifers, application of low impact development standards to all future development and redevelopment, preparation of a surface water master plan and adoption of further controls to protect water quality and quantity on the Island.

8. The Land Use and Housing Elements of the draft 2016 Plan place a high priority on increasing the diversity of housing types and the supply of affordable housing, especially in the designated centers. A number of innovative tools are identified to attack the Island's serious shortfall of housing available to service sector employees and a specific work program priority is included to undertake a multi-year subarea planning process for the Island's designated centers.

9. The draft 2016 Plan is a more strategic policy document than the 2004 Plan. It has a broader base of Guiding Principles (8 versus 5); provides guidance not just to the capital budget, but also the operating budget; and it not only satisfies the GMA's 20-year time horizon for capacity to accommodate growth, but also uses a multi-decade time frame to advocate for a more sustainable built environment and a multi-generational time frame to advocate for a more resilient natural environment.

10. The draft 2016 Plan identifies many specific work program priorities for the City in the coming years. For example, the subarea planning process, code revisions, and surface water master plans all provide policy priorities for the Council to implement through its upcoming budget process.

NEXT STEPS

An extensive public notification and outreach process kicks off this coming week to help engage the public in the open houses and Planning Commission public hearings in September. We expect that the Commission will deliberate on the public input into October and hopefully forward their final recommended draft 2016 Comprehensive Plan to the Council by the end of that month.

The Council will have the months of November and December to schedule meetings to review the recommended draft 2016 Plan and determine what action it wishes to take. That will coincide with the Council's budget process, which is both a challenge and an opportunity to integrate, or at least coordinate, these two major decision-making processes. We will outline several scheduling options during our remarks to you on September 6.

Attachments

Attachment 1 - Diagram of Comprehensive Plan Structure

Attachment 2 - Citywide Vision

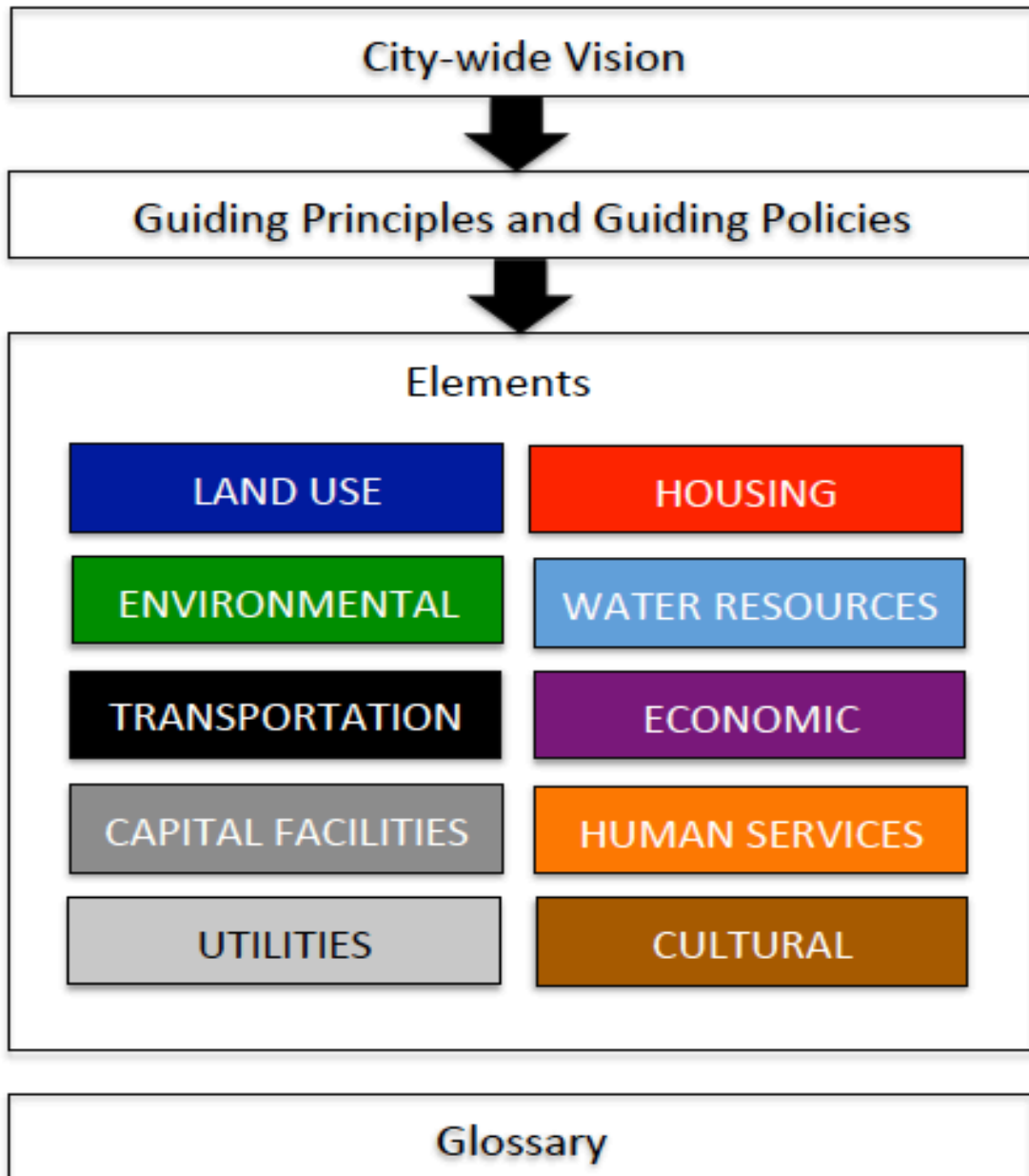
Attachment 3- Action priorities by Element

Enclosure

Draft 2016 Comprehensive Plan

ATTACHMENT 1

STRUCTURE OF BAINBRIDGE ISLAND COMPREHENSIVE PLAN



ATTACHMENT 2

A VISION OF BAINBRIDGE ISLAND IN THE YEAR 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.

Contemporary 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 are 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*.

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.

ATTACHMENT 3

LAND USE IMPLEMENTATION

LU Action #1 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.

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

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

LU Action #4 Identify discrete sections of the Land Use Code to amend to eliminate confusion, redundancy and delay in the permit process.

LU Action #5 Create more efficient review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board, and Hearing Examiner.

LU Action #6 Prepare benchmarks and a schedule to measure progress on implementing the above named priorities.

LU Action #7 Prepare an Island-wide *open space plan*.

LU Action #8 Review and update design standards and guidelines for the *neighborhood centers*.

LU Action #9 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.

HOUSING IMPLEMENTATION

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.

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

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.

HO Action #4 Focus additional city and other financial resources to help increase the supply of affordable housing.

HO Action #5 Look for ways to reduce the cost of multifamily housing, particularly affordable housing.

HO Action #6 Identify ways to achieve local results with and through regional actions.

ENVIRONMENTAL IMPLEMENTATION

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

EN Action #2 Integrate sustainability and conservation into regulations all relevant City decisions, including capital projects, budgeting, staffing, and program creation.

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

EN Action #4 Increase agriculture on Bainbridge Island by improving information, creating new programs, while advocating for farming practices that protect water quality and quantity. Consider creating a new "Agricultural Resource Land" (ARL) designation, and consider designating City-owned farmland ARL.

EN Action #5 Improve City outreach programs to educate the public about how they can protect and enhance natural resources and respond to climate change.

EN Action #6 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.

EN Action #7 Coordinate with other agencies to promote safe and sustainable pest and weed management.

EN Action #8 Prepare and Island-wide Open Space Plan.

EN Action #9 Review and update BIMC 16.22 Vegetation Management and other City tree regulations and programs.

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

WATER RESOURCES IMPLEMENTATION

WR Action #1 Adopt aquifer conservation zoning regulations and innovative permit review processes designed to protect the Island's surface and ground waters.

WR Action #2 Adopt an Island-wide Groundwater Management Plan.

WR Action #3 Apply adaptive management to assure that land use on the Island will continue to be adequately served by the available water resources.

WR Action #4 Launch a program of public education about how individual actions can help protect the quality and quantity of the Island's surface and groundwaters.

WR Action #5 Work with other jurisdictions and the environmental and development communities to promote programs and projects to protect the Island's surface and ground waters.

ECONOMIC IMPLEMENTATION

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

EC Action #2 Continue efforts to promote and support agriculture as a component of the Island's economy, landscape and culture.

EC Action #3 Identify capital projects and streetscape standards to enhance non-motorized mobility within Winslow and connecting to shoreline activities.

EC Action #4 Assure that adequate parking is available to support businesses.

TRANSPORTATION IMPLEMENTATION

TR Action #1 Apply complete streets principles and context sensitive design when designing road improvements or new roads to maximize mobility, connectivity and scenic character.

TR Action #2 Increase communication and coordination between the City, the State Department of Transportation, Puget Sound Regional Council, Kitsap Transit, Bainbridge Island School District, and the Bainbridge Island Metropolitan Park and Recreation District (BIMPRD) to improve the non-motorized and transit system.

TR Action #3 Fund new transportation facilities, in addition to safety and maintenance projects, through the budget process, leveraging grants and/or other shared funding.

TR Action #4 Increase City support for targeted public safety education campaigns to create awareness and improve behaviors by drivers, bikers, and pedestrians. Coordinate with other agencies, such as Kitsap Transit and the Bainbridge Island School District.

TR Action #5 Coordinate with Kitsap Transit, Washington State Ferries, and other agencies to decrease the number of single-occupant vehicle (SOV) trips, with a focus on reducing SOV trips during commuting hours.

TR Action #6 Improve transportation options to address the needs of all ages and abilities.

TR Action #7 Regularly evaluate and improve design standards for all transportation facilities.

TR Action #8 Improve air quality by converting public transportation to run on "greener" power.

TR Action #9 Work with Kitsap Transit and Island business owners to maximize parking and non-motorized opportunities for employees and customers in commercial districts.

TR Action #10 Consider creating a program for local designation of scenic roads.

CAPITAL FACILITIES IMPLEMENTATION

CFE Action #1 *Implement the priorities in the Capital Facilities Element through the adopted Capital Improvement Program*

CFE Action #2 Coordinate the City's plans and capital investment programs with those of other jurisdictions responsible for providing and maintaining capital facilities on the Island.

CFE Action #3 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

UTILITIES IMPLEMENTATION

U Action #1 Coordinate the City's plans and investment programs with those of other entities responsible for provision of other utility services on the Island.

U Action #2 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

CULTURAL IMPLEMENTATION

CUL Action #1 Consider financial support for the arts, *humanities*, arts education and cultural organizations as part of the City's biennial budget process.

CUL Action #2 Adopt and maintain an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

CU Action #3 Consider work and living space for artists when modifying housing regulations or commercial use regulations.

CU Action #4 Maintain the Public Art Program, funded as a percentage of capital projects.

CU Action #5 Integrate art, *placemaking* and public spaces when creating a subarea plan or updating City zoning-district based design guidelines.

CUL Action #6 Protect and develop cultural and historic aspects of City-owned property.

HUMAN SERVICES

HS Action #1 The City Council shall consider human service funding through the biennial budget process.

HS Action #2 Periodically update the Community Needs Assessment. Use the results to inform City funding decisions and promote community discussion about human service needs to increase empathy and understanding.

HS Action #3 Amend the City's development code and create public/private partnerships to increase the diversity of housing types and supply of affordable housing.

HS Action #4 Adopt and maintain an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.



City of Bainbridge Island 2016 Comprehensive Plan



Adopted December ____,
Ordinance No. 2016-29

ACKNOWLEDGMENTS

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Anne Blair, Mayor*

Kol Medina

Sarah Blossom

Ron Peltier

Wayne Roth

Michael Scott

Roger Townsend

Steve Bonkowski*

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Bill Chester, Vice-Chair

Maradel Gale

Mike Killion

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Special Thanks to Citizen Advisory Committees and Community Organizations and Outside Agencies that Contributed Comments

Arts and Humanities Bainbridge, Association of Bainbridge Communities,
Bainbridge Community Foundation, Bainbridge Island Chamber of Commerce,
Bainbridge Island Downtown Association, Bainbridge Island Fire Department,
Bainbridge Island Metropolitan Parks and Recreation District, Bainbridge Island Land Trust,
Bainbridge Island Parks Foundation, Bainbridge Island Senior Community Center, EcoAdapt,
Environmental Technical Advisory Committee, Friends of the Farms, Historic Preservation Commission,
Helpline House, Housing Kitsap Public Health District, Housing Resources Bainbridge,
Island Volunteer Caregivers, Island Non-Motorized Transportation Advisory Committee,
Puget Sound Energy, Quality Bainbridge, Squeaky Wheels Bicycle Club, Sustainable Bainbridge,
Utilities Advisory Committee, Watershed Council



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NOTE: All referenced documents below are hyperlinked.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

[City General Sewer Plan](#)

[City Water System Plan](#)

[Island-wide Transportation Plan](#)

SPECIAL PURPOSE DISTRICT FUNCTIONAL PLANS ADOPTED BY REFERENCE

[Bainbridge Island Municipal Parks & Recreation District 2014 Comprehensive Plan](#)

[Bainbridge Island School District 2014-2020 Capital Facilities Plan](#)

[Bainbridge Island Fire Department 2013-2022 Strategic Plan](#)

[Kitsap Public Utility District 2011 Water System Plan](#)

[Kitsap County Sewer District #7](#)

[Kitsap Regional Library Vision 2020 Strategic Plan](#)



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 three geologic areas, with the southern third composed of sedimentary bedrock thrust up from the sea approximately eighteen 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 Pacific Plate 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

The first people on Bainbridge Island were the Suquamish. There is no written record as to when they arrived, but artifacts and petroglyphs suggest that the Suquamish were here for almost 10,000 years. Most of what is known about Suquamish life on Bainbridge Island came from Europeans and pioneer settlers who explored the area and provided written and photographic records. Approximately 38 specific Suquamish communities have been catalogued on the Island, and all, with one exception, were on or near the coast.

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.

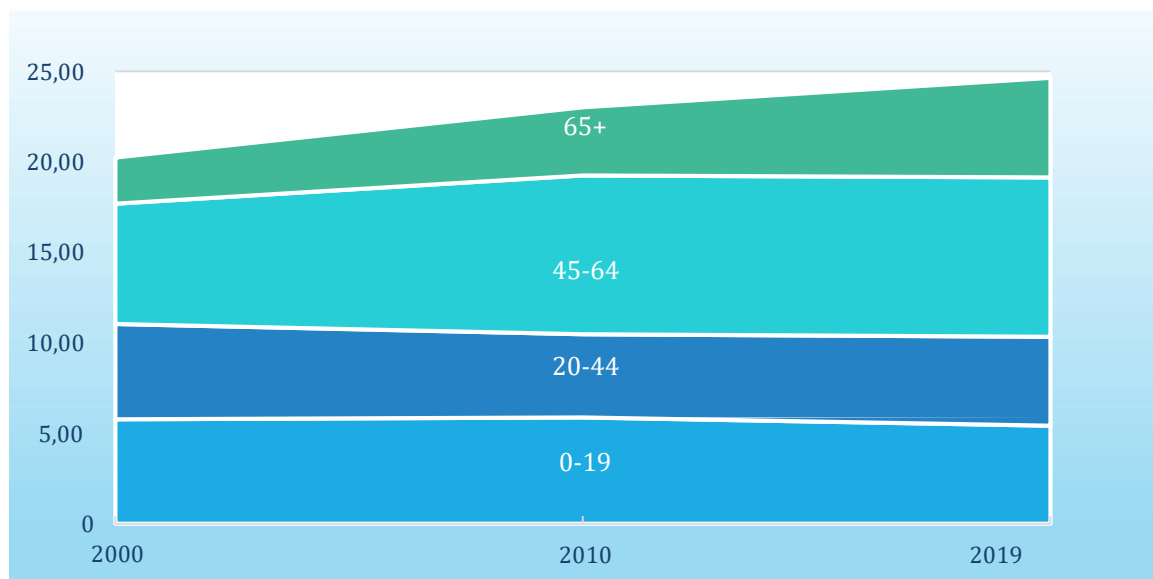
BAINBRIDGE ISLAND TODAY

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.

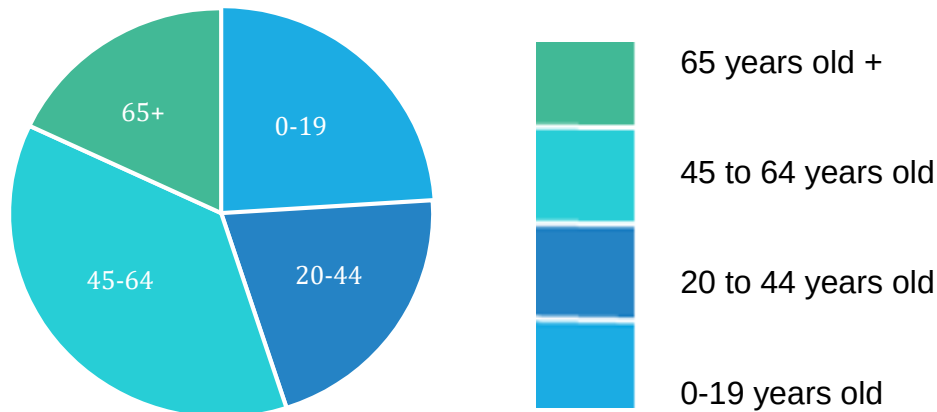
Fig. IN-1 Population Age Cohorts 2000 to 2019



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.

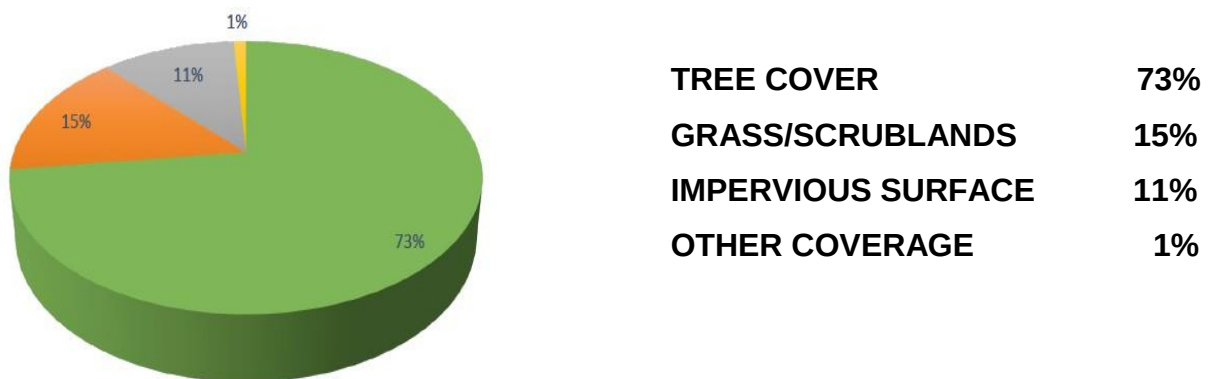
Fig. IN-2 Population by Age Cohort in 2016



Island-wide Land Profiles

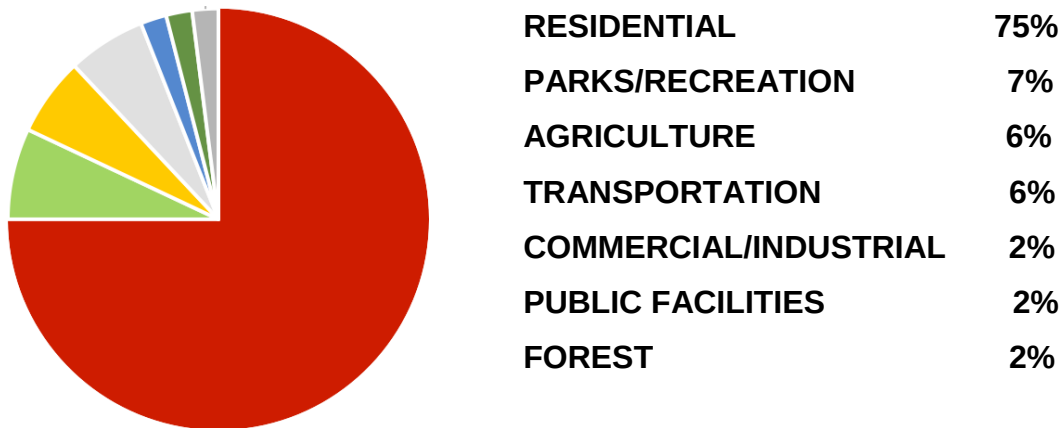
Almost 88% of the twenty-six square miles of the Island's land coverage is either tree cover or grass/scrublands. The developed portions of the Island constitute impervious surface totaling about 11% of its land area.

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



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 economics 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.

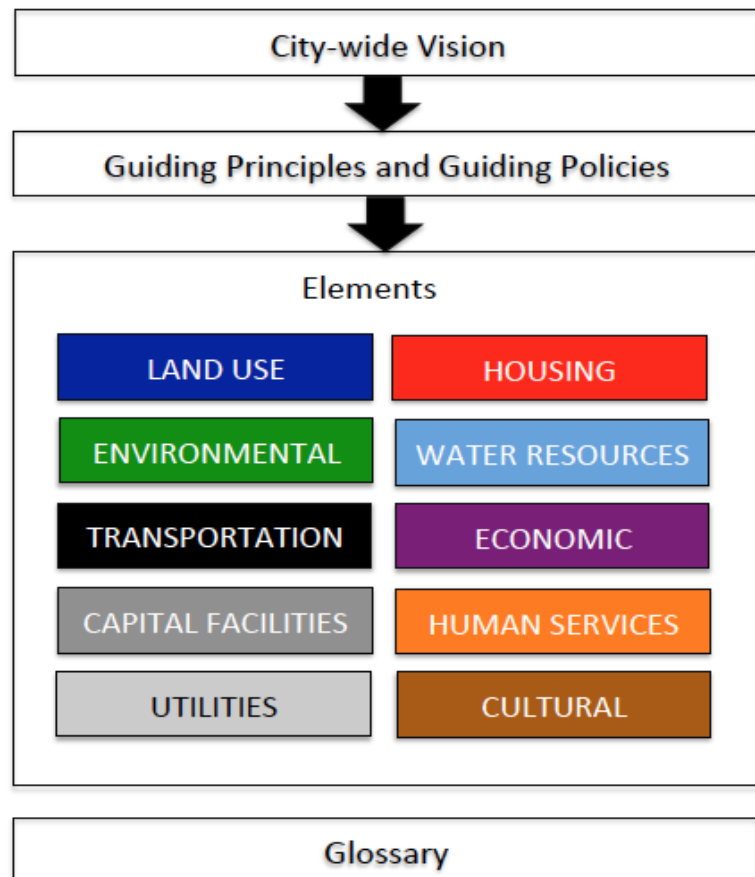
In addition, the Plan's *Vision*, *Guiding Principles* and Policies, and Elements communicate the City's priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire Department, Park and School Districts, and the Washington 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 of 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.

Contemporary 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 are 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*.

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, historic buildings, extensive forested areas, meadows, farms, marine views, and scenic and winding roads supporting all forms of transportation.

Guiding Policy 1.1

Adopt an island-wide conservation plan to identify and apply effective strategies to preserve the natural and scenic qualities that make the Island a special place, including better protection for trees, soils, and native plants.

Guiding Policy 1.2

Accommodate new growth in *designated centers* that meet the Island's identified needs for housing, 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**Protect the water resources of the Island.****Guiding Policy 2.1**

Manage water resources for Bainbridge Island for present and future generations, recognizing that the Island's finite groundwater resources [aquifers] are the sole source of our water supply.

Guiding Policy 2.2

As part of long-range land use planning, consider the impacts of future development to the quality and quantity of groundwater that will be available to future Islanders and to the natural environment. To that end, strive for sustainable groundwater withdrawal, conserve aquifer recharge, guard against seawater intrusion and prevent adverse impacts to ground 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

Sea level rise may reduce the volume of our finite groundwater resources. Anticipate and prepare for the consequences of sea level rise to ensure ample quality and quantity of groundwater for future generations.

Guiding Policy 2.5

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

Guiding Policy 2.6

Recognizing the importance of our ground water and other water resources to present and future generations of Bainbridge Islanders, apply the precautionary principle to activities that pose a potentially adverse impact upon those resources.

Guiding Policy 2.7

Allow for the reasonable needs of farms, home gardens and domestic landscapes, when planning for the long-term sustainable use of the 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 a macro component of *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 Principle #6

Address the needs of the present without compromising the ability of future generations to meet their own needs.

Guiding Policy 6.1

Within our plan, replace 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

Advance social equity on the Island by addressing basic human needs including *affordable housing*, personal health and safety, mobility and access to human services.

Guiding Policy 6.3

Seek appropriate ways to provide economic opportunities for all community residents within a diversified Island economy.

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 only once in any calendar year.
- 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*.

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 requirements of the GMA, yet in several ways this *Comprehensive Plan* goes beyond the GMA's minimum requirements. For example, it exceeds the GMA's minimal requirement to address water resources as a component of the Land Use Element by instead devoting an entire additional Element to Water Resources. The GMA requires plans to be based on a twenty-year horizon, but this plan uses a fifty-year/one hundred-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 Island has sufficiently zoned land in 2016 to accommodate the anticipated 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 while planning for the effects of *climate change*.

Another important component of the Plan's implementation are benchmarks and targets against which to assess progress. For example, the Housing Element sets aspirational targets to

increase the diversity of *housing types* and supply of *affordable housing* 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.)

Outside of the *designated centers*, almost 90% of the Island is a green and open landscape. The 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.)



Fig. LU-2 Typical Island Conservation Area

The evolving *designated centers* and *conservation areas* on Bainbridge Island embody the successful implementation of the Island Land Use Concept. (See Fig. LU-3.)

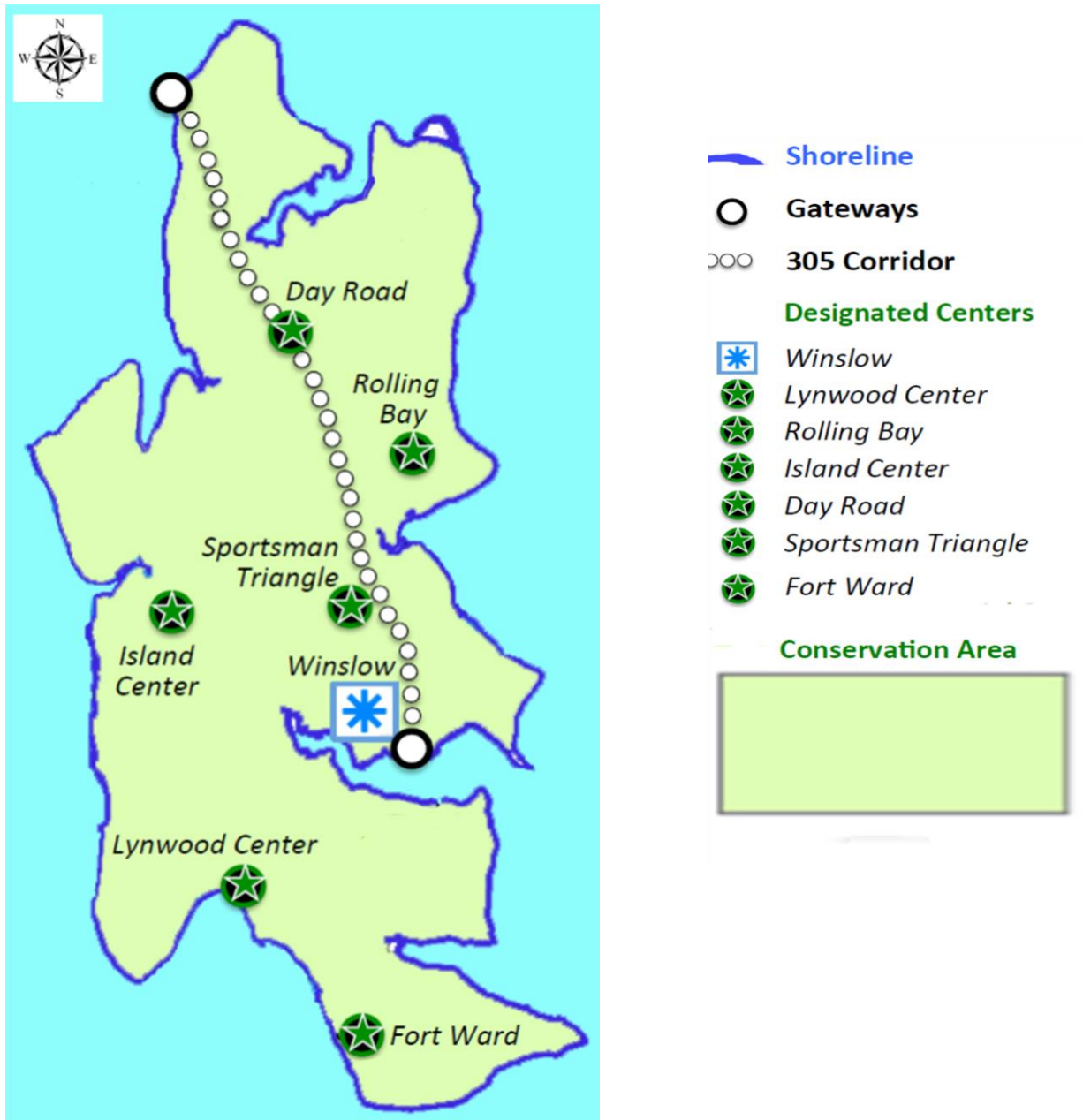


Fig. LU-3. Island-wide Land Use Concept

GOALS & POLICIES

GOAL LU-1

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

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council* (KRPC) population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons by the year 2036.

Policy LU 1.2

Outside of Winslow and the *Neighborhood Centers*, the Island has a rural appearance with forested areas, meadows, *farms* and winding, narrow, heavily vegetated roadways. These characteristics represent the Island character that is so highly valued by its residents.

As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands* and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development that preserves and protects this portion of the Island.

GOAL LU-2

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

Policy LU 2.1

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

The *carrying capacity* of Bainbridge Island is determined by many factors including the supply of limited resources (particularly water), changes in patterns of consumption and technological advances. 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 seeks to take a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2

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

Policy LU 2.3

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

Policy LU 2.4

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

Policy LU 2.5

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

GOAL LU-3

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



Fig. LU-4 Listening sessions with citizens helped kicked off the *comprehensive plan* update.

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY**GOAL LU-4**

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

Policy LU 4.2

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

The product of the “*Special Planning Area*” process will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.3

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

Policy LU 4.4

The “*Special Planning Area*” process for each *designated center* shall be informed by surface water and aquifer data in the respective watershed and appropriate provision made to limit permitted uses or require specific measures to protect the water resource.

Policy LU 4.5

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

Policy LU 4.6

The Future Land Use Map in Fig. LU-5 establishes the future distribution, extent and location of generalized *land uses* on the Island.

Policy LU 4.7

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

Policy LU 4.8

The SR 305 corridor with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation.

Policy LU 4.9

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

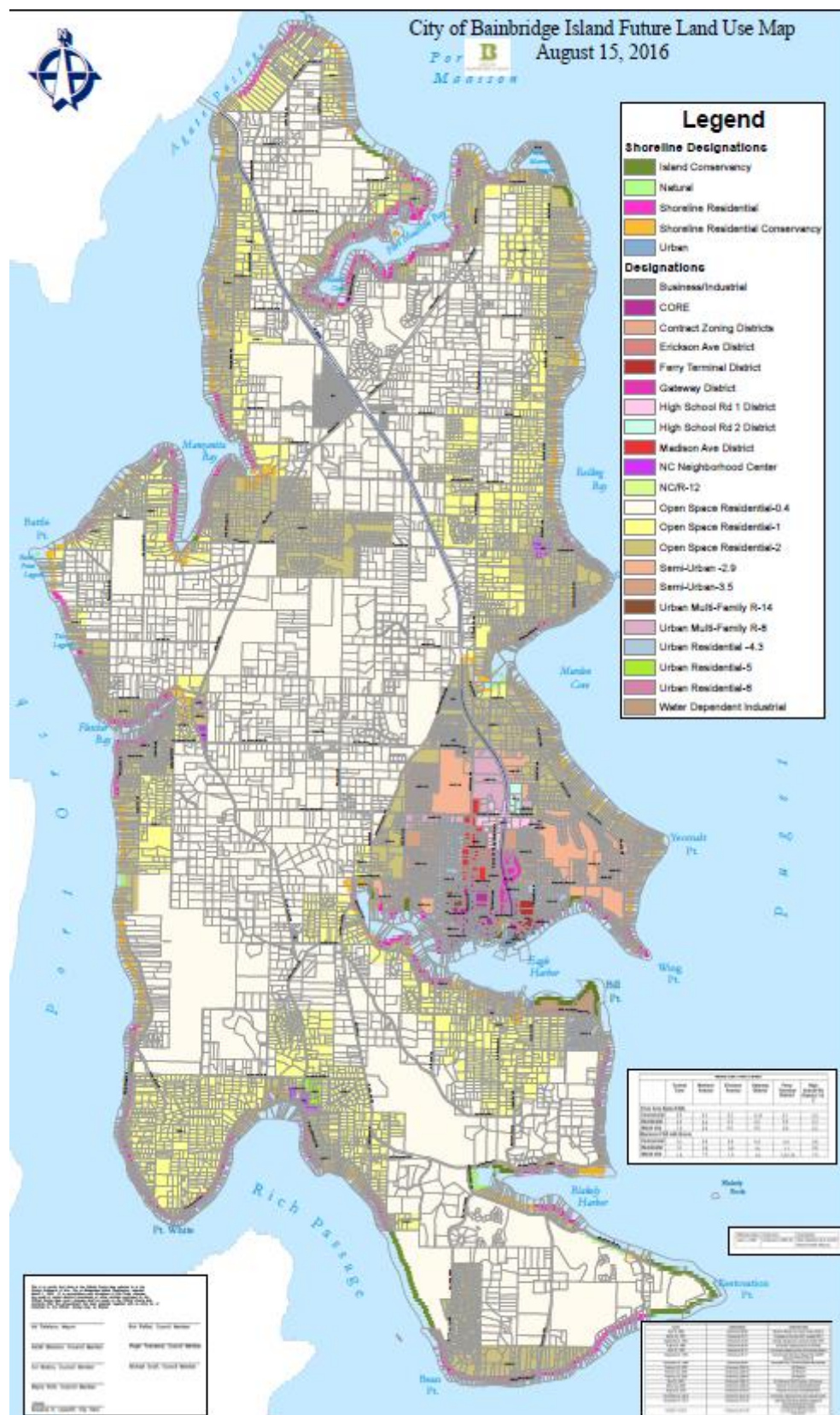


Fig. LU-5 Future Land Use Map



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

Policy LU 4.9

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

DESIGNATED CENTERS

GOAL LU-5

Focus Urban Development in *Designated Centers*

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

This is a change from the 1994 and 2004 Plans both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012 and accommodate 5% of population growth in the *Neighborhood Centers*. The balance of the growth was to be absorbed throughout the remainder of the Island.

Policy LU 5.1

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

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

Policy LU 5.2

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

Policy LU 5.3

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

Policy LU 5.4

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

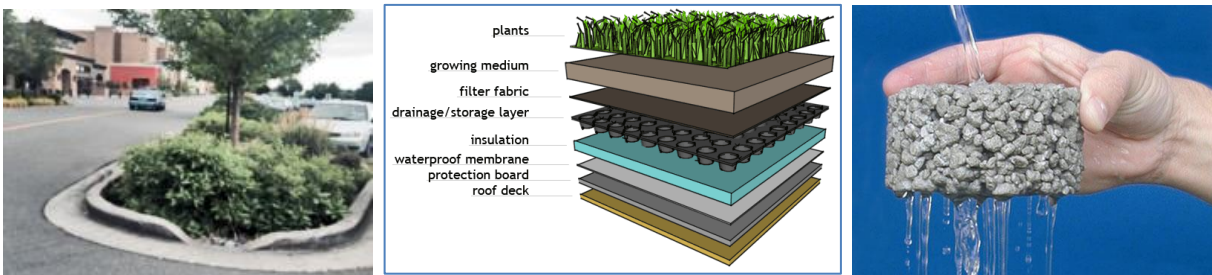


Fig. LU-7 *Low Impact Development* methods mimic natural drainage processes

Policy LU 5.5

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

Policy LU 5.6

Address mechanisms for retaining and preserving *open space* 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

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

Policy LU 4.8

Amend the Island-wide Transportation Plan (IWTP) to link *designated centers* thereby reducing vehicle miles traveled and *greenhouse gas* emissions.

GOAL LU-6

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

Policy LU 6.1

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

Policy LU 6.2

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

Policy LU 6.3

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

Policy LU 6.4

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

Policy LU 6.5

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

Policy LU 6.6

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

Policy LU 6.7

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

Policy LU 6.8

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.

Winslow Town Center

The Winslow Master Plan (Appendix E) 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 (WMUTC) is intended to have a strong residential component to encourage a lively community during the day and at night.

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.

Policy LU 7.2

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

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



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

Policy LU 7.3

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

High School Road District**GOAL LU-8**

The High School Road District is intended to provide 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

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



Fig. LU-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 *should* be developed at higher *densities* to reinforce their roles as community service centers. The service centers will also help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL LU-9

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

Policy LU 9.1

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

Policy LU 9.2

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

Policy LU 9.3

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

Lynwood Center

Policy LU 9.4

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

Lynwood Center is designated as a *Special Planning Area*. Appendix F 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

Island Center is designated as a *Special Planning Area*. 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 special planning process.

Contract Zone: Miller Road/Battle Point Drive

Policy LU 9.6

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

Rolling Bay

Policy LU 9.7

The Neighborhood Center boundaries are as shown on Fig. LU-5, the Future Land Use Map. Rolling Bay is designated as a *Special Planning Area*. Any changes to the boundaries may be determined during the special planning process.

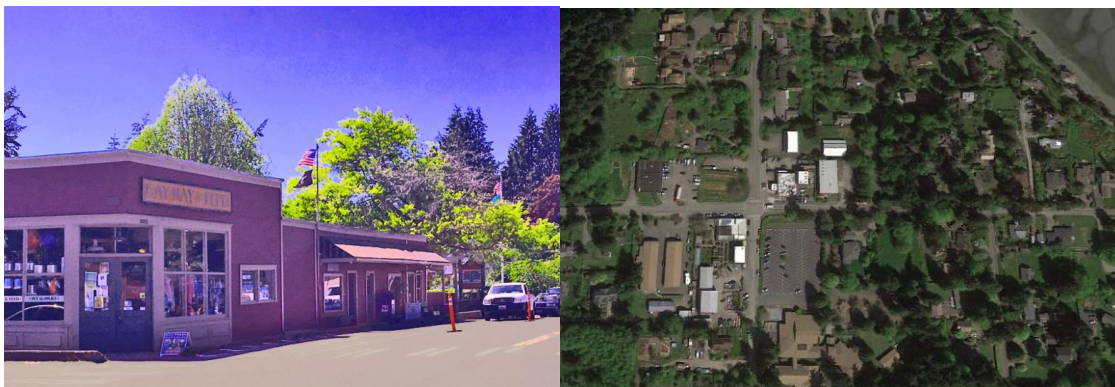


Fig. LU-13 Rolling Bay Center is a cluster of primarily retail and civic uses

Fort Ward

Policy LU 9.8

Maintain and enhance the unique character of Fort Ward Planning 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 State Park.

Policy LU 9.9

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



Fig. LU-14 Ford Ward history and structures help create unique local character and identity

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 9.10

The *Neighborhood Centers* should 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 9.11

Mixed use development is strongly encouraged.

Policy LU 9.12

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 9.13

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 *Special Planning Area* plan.
- Landscaping including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU 9.14

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

Policy LU 9.15

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

Policy LU 9.16

Develop a parking plan for each service center if appropriate.

Policy LU 9.17

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

Policy LU 9.18

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

Policy LU 9.19

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*.

Policy LU 9.20

The base density of residential development in the *Neighborhood Centers* is 2 units per acre. A *density bonus* of 3 units per acre may be obtained in areas not served by public water and sewer systems and using *TDRs* or providing *affordable-housing*, provided state and local health district regulations can be met. Allow up to R-5 with public water and sewer.

BUSINESS/INDUSTRIAL**GOAL LU-10**

The Business/Industrial Zone (B/I) provides 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 jobs, where traffic congestion, visual, and other impacts on the surrounding *neighborhood* can be minimized.

Policy LU 10.1

The Business/Industrial District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island. New uses shall be compatible with established uses and the character of other development in the *neighborhood*.

Policy LU 10.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and 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.

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

GOAL LU-11

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

Policy LU 11.1

Discourage the inappropriate designation of isolated Business/Industrial Districts.

Policy LU 11.2

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

ISLAND-WIDE CONSERVATION AREA**GOAL LU-12**

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

Policy LU 12.1

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



Fig. LU-15 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, *cluster development*, *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, *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

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

GOAL LU-13

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

Policy LU 13.1

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

Policy LU 13.2

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

Policy LU 13.3

Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community, and adopt *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.

OPEN SPACE RESIDENTIAL DISTRICT**GOAL LU-14**

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

Policy LU 14.1

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

Policy LU 14.2

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

Policy LU 14.3

The overall *density* for *residential use* is a maximum of one unit per 2.5 acres, however the landscape *should* maintain the natural and scenic qualities of the Island.

Policy LU 14.4

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

GOAL LU-15

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

Policy LU 15.1

The R-1 District recognizes an existing development pattern of one unit per acre.

Policy LU 15.2

The R-2 District recognizes an existing development pattern of two units per acre.

Policy LU 15.3

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-16**

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

Policy LU 16.1

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



Fig. LU-16 Farmland - Agriculture is part of Bainbridge Island's landscape, history, economy and culture

Policy LU 16.2

Encourage the development of neighborhood community gardens.

Policy LU 16.3

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

Policy LU 16.4

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

Policy LU 16.5

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

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

GOAL LU- 17

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

Policy LU 17.1

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

Policy LU 17.2

Within the Conservation Area of the Island prioritize those parcels most appropriate as TDR sending sites.

The highest priority sending areas could contain sensitive lands that are not protected by the *critical areas* regulations, priority links in the Wildlife Corridor, priority *open space* lands or historic resources. Determination of priorities for sending areas should also be coordinated with the development of an Island-wide *open space* plan.

Policy LU 17.3

Adopt an Island-wide open space plan.

Policy LU 17.4

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.

PROPERTY RIGHTS**GOAL LU-18**

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

INTERGOVERNMENTAL COOPERATION AND COORDINATION**GOAL LU-19**

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

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

HISTORIC PRESERVATION

GOAL LU-21

Maintain and support 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 21.1

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

Policy LU 21.2

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

Policy LU 21.3

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

Policy LU 21.4

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

GOAL LU-22

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

Policy LU 22.1

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

Policy LU 22.2

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

Policy LU 22.3

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

Policy LU 22.4

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

Policy LU 22.5

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

GOAL LU-23

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

Policy LU 23.1

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

Policy LU 23.2

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

Policy LU 23.3

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

Policy LU 23.4

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

Policy LU 23.5

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

Policy LU 23.6

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

GOAL LU-24

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

Policy LU 24.1

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

Policy LU 24.2

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

Policy LU 24.3

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

Policy LU 24.4

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

ESSENTIAL PUBLIC FACILITIES**GOAL LU-25**

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

The GMA requires that all jurisdictions planning under the Act must provide a process for siting *essential public facilities* such as airports, correctional facilities 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 25.1

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

Policy LU 25.2

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

Policy LU 25.3

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

GOAL LU-26

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

Policy LU 26.1

If an *essential public facility* is proposed for Bainbridge Island that is an “*essential public facility*” as defined in RCW 36.70A.200, the City *should* create a Facility Analysis and Site Evaluation Committee composed of citizens, City Staff, elected officials and appropriate technical experts 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 26.2

The City or other government agency, if responsible for construction of an *essential public facility*, *shall* develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of a project.

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

LAND USE 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 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 urban development in *designated centers*, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green, natural and open character of its landscape.

Policy LU 4.3 Updating the Winslow Master Plan is the City's highest work program priority because the greatest potential for achieving many of the City's priorities is focused there, including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas

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 *designated 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 MUTC is intended to have a strong residential component to encourage a lively community during the day and at night.

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

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus urban development in *designated centers*, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green, natural and open character of its landscape.

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

Policy LU 4.5 The *special planning area process* for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

GOAL LU-6 Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

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

GOAL LU-9 Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood, Day Road, Fort Ward and Island Center as designated on the Future Land Use Map, as areas with small-scale commercial, mixed use and residential development outside Winslow.

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

Policy LU 4.9 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 environmentally *critical areas* and innovative *tools* such as aquifer conservation zoning and *conservation villages* to minimize the development footprint within these Conservation Areas.

Policy HO 6.4 Create 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 3.1 Encourage innovative *development 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.

MEDIUM PRIORITY ACTIONS

LU Action #4 Identify discrete sections of the Land Use Code to eliminate confusion, redundancy and delay in the permit process.

Policy LU 6.6 Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness and predictability in the land development process.

LU Action #5 Create more efficient review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner.

Policy LU 6.6 Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness and predictability in the land development process.

LU Action #6 Prepare benchmarks and a schedule to measure progress on implementing the above named priorities.

GOAL LU-27 Ensure that the community *Vision* and *Goals* in this plan are realized.

Policy LU 27.1 Develop a series of benchmarks against which to measure the Plan's continued viability and ensure that continued public input is part of the monitoring program.

Policy LU 27.2 The Action Plan to implement the *Comprehensive Plan* should be reviewed yearly to determine the status of actions described in the Action Plan.

LU Action #7 Prepare an Island-wide *open space plan*.

Policy LU 17.3. Adopt an Island-wide *open space plan*.

OTHER PRIORITY ACTIONS

LU Action #8 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 5.7 Encourage the design of buildings in *designated centers* for a long life and adaptability over time to successive uses.

Policy LU 5.6 Address mechanisms for retaining and preserving *open space* in the vicinity of *designated centers*.

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

Policy LU 9.18 To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. Parking lots should be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Consideration *should* be given to the use of trees that allow solar access.

Action #9 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.

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.

FRAMEWORK

The community seeks to retain and enhance an economy that reinforces Bainbridge Island's diverse character and capitalizes on its assets, including: history and heritage, high educational attainment, diverse skills, artistic creativity, rural quality, agricultural base, natural resources, preserved *open spaces*, beaches and shorelines, maritime orientation, and proximity to the Seattle metropolitan area and the Kitsap Peninsula.

These critical elements of our community identity and economy are all susceptible to anticipated changes in our climate, population and the subsequent responses we make with regard to that change. By considering these changes explicitly, we can work to increase the resilience of our economy and thrive in the face of change.

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

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

Bainbridge Island residents have high incomes relative to the rest of the state and region. See Appendix A – Economic Profile. However, the prospect of functioning solely as an exclusive high-income bedroom community is not desirable. The Comprehensive Plan aims to foster

diverse residential and business opportunities, as does the Economic Element. Creating a diversity of jobs and affordable housing coupled with provisions for responding to market conditions and encouraging innovative business activity are important economic policy steps for the City's future.

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

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

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

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

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

ECONOMIC VISION 2036

Bainbridge Island has balanced economic development 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: all City-owned agricultural land is now under cultivation and producing seasonal foods for local consumption. The number of farms on private acreage has increased and is supplementing the local food supply.

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

Policy EC 1.2

The city *should* embrace diverse and innovative business opportunities compatible with 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. Adopt an economic vitality strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.4

Support entrepreneurship by providing adequate *land use* designations in keeping with the character of the Island, while avoiding investment in sectors/activities/*infrastructure* that will not remain viable in the foreseeable future

Policy EC 1.5

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

Policy EC 1.6

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

Policy EC 1.7

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

INFRASTRUCTURE**GOAL EC-2**

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

Policy EC 2.1

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

Policy EC 2.2

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

Policy EC 2.3

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

SUSTAINABILITY**GOAL EC-3**

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

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

Policy EC 3.1

Encourage the use of *green building* materials and techniques in all types of construction,

as well as design approaches that are responsive to changing conditions.

Policy EC 3.2

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

Policy EC 3.3

Encourage local enterprises to participate in programs, such as the Kitsap County Waste Wise and Green Community Initiative, 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. Organizations such as Helpline House, Arts and Humanities Bainbridge, Bainbridge Island Museum of Art, Housing Resources Bainbridge, Bainbridge Island Downtown Association, and the Chamber of Commerce rely largely on volunteer efforts and provide irreplaceable 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

Create attractive *designated centers* that will 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 craft producers, including specialty foods and beverages, as well as low-impact, specialty manufacturing, including software, electronics and green technology.

Policy EC 6.6

Preserve and enhance activities that feature Bainbridge Island's history of maritime, agricultural and 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 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, 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 recreational, nature-based, and other outdoor events that attract visitors.

Policy EC 7.7

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 7.8

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

Policy EC 7.9

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

Policy EC 7.10

Encourage the private, public, and non- profit sectors to incorporate environmental and social responsibility into their practices.

RETAIL AND SERVICES**GOAL EC-8**

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

Policy EC 8.1

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

Policy EC 8.2

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

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.

The built environment is no less important than our natural resources in defining Bainbridge Island as a unique and attractive place. Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

Policy EC 10.1

Make the City's development permit 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. Visitors on foot and bicycle *should* be encouraged. Encourage and support public transit and shuttle services.

Policy EC 11.2

The predominant focus of downtown Winslow *should* be to serve the commercial and social needs of Island residents. A lively, *pedestrian-oriented* town center that provides a mix of commercial and *residential uses* is a potential tourist destination.

Policy EC 11.3

Support the Island as a visitor destination by preserving and enhancing the unique qualities of our community.

Policy EC 11.4

Encourage multiple-day stays and participation in selected Island events and destinations by Off-Island visitors.

Policy EC 11.5

Encourage bed and breakfasts and other creative tourist accommodation

ARTS

GOAL EC-12

Continue to promote the arts as a significant component of the Bainbridge Island economy.

Policy EC 12.1

Encourage and support the creative and economic contribution of the arts by implementing the *goals* and *policies* of the Cultural Element.

Policy EC 12.2

Promote the arts community within the northwest 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.

Policy EC 13.1

Continue performance standards to harmonize impacts of home-based businesses in residential *neighborhoods*.

Policy EC 13.2

Support home-based businesses through business licensing and other City programs.

AGRICULTURE

GOAL EC-14

Recognize that farming is a part of the Island's heritage and contributes to the island's economy.

The Environmental and Land Use Elements contains several *goals* and *policies* intended to sustain and enhance agriculture.

Policy EC 14.1

Support the market for Island-grown agriculture products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

Policy EC 14.2

Support a program that helps working farms through educational, historic, farm stay and tourist visits.

BUSINESS/INDUSTRIAL**GOAL EC-15**

The Business/Industrial (B/I) land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B/I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre- existing infrastructure and well-designed accommodations in order to flourish.

Policy EC 15.1

Promote manufacturing and business/industrial employment as an important source of family wage jobs on Bainbridge Island.

Policy EC 15.2

New Business/Industrial (B/I) *land use* designations *shall* be considered based on the following:

- Proximity to existing B/I.
- The total amount of and expected need for B/I-zoned land.
- Compliance with all *policies* in the Land Use Element.
- Reasonable proximity to SR 305.
- Availability of public sewer and water, *or* whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District.
- Consideration of pollution and *aquifer recharge* concerns.
- Adjacency to non-residential *land uses*.
- Minimal impact to residential *land uses*, neighborhoods and open space/conservancy and agriculture areas.

Policy EC 15.3

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

ECONOMIC 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. Adopt an economic vitality strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.7

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

MEDIUM PRIORITY ACTIONS

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 Identify capital projects and streetscape standards to enhance non-motorized mobility within Winslow and connecting to shoreline activities.

Policy EC 11.1

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Visitors on foot and bicycle *should* be encouraged. Encourage and support public transit and shuttles.

OTHER PRIORITY ACTIONS

EC Action #4 Assure that adequate parking is available to support businesses.

Policy EC 6.7

Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of non-motorized transportation and improve our local environment.

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 Greenways trails and *open space* system.

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. The 2013 and 2014 National Citizen Survey that the citizens' support for preservation of *environmentally sensitive areas* and *agricultural lands* remains high. It also indicates that 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 survived, 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 and 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

When making land use decisions, seriously consider the overall *goal* of the *Comprehensive Plan* in protecting the Island's natural environment.

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

Land use plans and development patterns *should* to the extent possible maintain and enhance natural systems and protect wildlife, fish resources and *open spaces*.

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*. Additionally, the City *shall* utilize the maps from the Bainbridge Island Climate Impact Assessment (2016).

Policy EN 1.6

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

Policy EN 1.7

To protect the Island's ecosystems, prohibit 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 *shall* include 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.

Policy EN 2.3

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

Policy EN 2.4

The City *shall* follow integrated pest management practices.

Goal EN-3

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

Policy EN 3.1

The design of lots *shall* be based on protecting natural systems and avoiding or minimizing the 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

The use of *Transfer of Development Rights* (TDRs) and *Purchase of Development Rights* (PDRs) to protect critical areas should be explored.

Policy EN 3.3

Any lot created by *subdivision* of land *shall* include 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

Planning and land development *should* 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* and wildlife corridors *shall* be an integral component of the *land use* planning process.

Policy EN 5.2

The identification of *fish and wildlife habitat shall* be based on an 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 *fish and wildlife habitat shall* be among the 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 identified as *critical habitat*.

Policy EN 5.5

Protect *Wetlands* and riparian areas.

Policy EN 5.6

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 5.7

Work closely with 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 5.8

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 5.9

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. Flood hazard maps *should* 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

Public facilities such as sewer and water lines *should* be located 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 existing 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

Land uses on landslide hazard areas and erosion hazard areas should be avoided. If the hazard caused by development can be mitigated, then *land use should be designed 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, development intensity, site coverage, and vegetation removal *should decrease 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 may be required.

Policy EN 8.4

Roads, driveways and utility corridors *should* be constructed to preserve the integrity of the existing land forms, drainage ways, and natural systems minimizing impact to the *landslide and erosion hazard areas*. Common access drives and utility corridors *should* be utilized where feasible.

Policy EN 8.5

Clearing, grading or filling on sloped areas containing *landslide areas and erosion hazard areas* *shall* only be allowed when other alternatives are not feasible. Such activity *should* be 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. The altered area *shall* be landscaped 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

The *best available science* *shall* be considered 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

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

Policy EN 9.4

The City *should* 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.

Policy EN 10.1

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 10.2

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 10.3

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

Policy EN 10.4

Consider the impacts of new development on air quality as a part of the environmental review process and require mitigation when appropriate.

Policy EN 10.5

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 10.6

Strive to 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 10.7

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 10.8

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

Policy EN 10.9

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

Policy EN 10.10

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion, therefore to maintain and improve Island air quality, the City *should* consider and promote the development of carbon free *infrastructure*.

NOISE**GOAL EN-11**

Promote the reduction of cumulative 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

The City *should* 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 through coordinated *land use* and transportation planning and management including assessment and mitigation for air quality impacts.

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

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 LED; and
- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 12.6

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 to develop and maintain a plan to remove and control invasive plant species, as well as prepare for vulnerability to future invasive plant and animal species.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to remove invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to remove and control invasive plant species on private property.

AGRICULTURAL LANDS

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. 40 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. In order to preserve public farmland, the City is designating its public farmland properties as *Agricultural Resource Land (ARL)*. 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.

GOAL EN-19

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 19.1

Owners of *farms* should have the option of participating in the *transfer of development rights (TDRs)/purchase of development rights (PDRs) program*.

Policy EN 19.2

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

Creating a specific area or areas for future *agricultural operations* aims to limit conflicts with *residential uses* and would provide an opportunity for *farm* operations within the area to share resources such as *farm* equipment, processing facilities, retail sales area and road access.

Policy EN 19.3

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 19.4

Develop a procedure to allow other property owners to designate their properties *Agricultural Resource Land*.

Policy EN 19.5

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

Policy EN 19.6

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

Policy EN 19.7

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

Policy EN 19.8

Ensure protection of the Island's *aquifers* by promoting agricultural uses that are not water intensive.

Policy EN 19.9

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. Select crops and commodities that are adapted to future conditions and do not rely on chemical amendments that may adversely impact future water availability.

GOAL EN-20

Minimize conflict between agricultural and non-agricultural uses.

Policy EN 20.1

Development adjacent to areas designated or registered as agricultural land *should* be designed and located so as to avoid or minimize potential conflicts with agricultural activities.

Policy EN 20.2

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 20.3

Maintain the Right to Farm Ordinance.

Policy EN 20.4

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

GOAL EN-21

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

Policy EN 21.1

Small-scale farming *should* be encouraged.

Policy EN 21.2

The City *should* work with the Kitsap County Assessor's office to educate the farming community about the availability of the Tax Reduction Program.

Policy EN 21.3

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

Policy EN 21.4

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

Policy EN 21.5

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

Policy EN 21.6

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

Policy EN 21.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 21.8

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-22

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.

Policy EN 22.1

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 22.2

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-23

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 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 23.1

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 and riparian areas.

Policy EN 23.2

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. The City *should* undertake periodic tree inventories to assess canopy cover and health of forested areas and significant trees.

Policy EN 23.3

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 during site design. Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay *should* be updated to incorporate tree preservation practices and policies.

Policy EN 23.4

A community-wide program to educate Island residents about the functions and values of trees *should* be put into effect.

Consider partnering with the Bainbridge Island Land Trust and re-establishing a Community Forestry Commission. The *Community Forest Management Plan* (2006) and the *Community Forest Best Management Practices Manual* (2007, 2010), with appropriate revisions, could form the basis for an ongoing program of outreach and education.

Policy EN 23.5

Encourage Best Management Practices to protect and enhance community forests.

Policy EN 23.6

Activities that enhance the community's awareness of the value of trees and a community forest *should* be encouraged.

Focused activities might include celebration of Arbor Day; developing a volunteer tree protection program that identifies and conserves trees that are significant due to size, species, or historical or cultural importance; and provision of expert arborist resources where necessary.

A program, such as a "Heritage Tree Program" would be voluntary on the part of the property owner and would include criteria that must be met to be considered as a resource important for recognition and protection. A Heritage Tree Program might for example, require that special consideration be given to preservation of Heritage Trees during site development.

Policy EN 23.7

The City *should* develop street tree programs for the commercial and mixed-use zones, and the more densely developed residential zones.

MINING**GOAL EN-24****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-24.1

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 5.6

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 should be kept current.

Policy EN 8.1

Land uses on landslide hazard areas and erosion hazard areas should be avoided. If the hazard caused by development can be mitigated, then *land use should be designed 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 which are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

Planning and land development *should* employ conservation 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

The City will 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 *shall* include recognizing and preparing for the impacts of *climate change*.

Policy EN 6.4

Public facilities such as sewer and water lines *should* be located 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 existing 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 therefore to maintain and improve Island air quality, the city *should* consider and promote the development of carbon free *infrastructure*.

EN Action #4 Increase agriculture on Bainbridge Island by improving information and creating new programs while advocating for farming practices that protect water quality and quantity. Consider creating a new “Agricultural Resource Land” (ARL) designation, and consider designating City-owned farmland ARL.

Policy EN 19.2

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

Policy EN 19.4

Develop a procedure to allow other property owners to designate their properties *Agricultural Resource Land*.

Policy EN 19.6

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

Policy EN 19.8

Ensure protection of the Island’s *aquifers* by promoting agricultural uses that are not water intensive.

Policy EN 21.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 21.8

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.

MEDIUM PRIORITY ACTIONS

EN Action #5 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 5.8

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 23.4

A community-wide program to educate Island residents about the functions and values of trees *should* be put into effect.

The City *should* consider partnering with the Bainbridge Island Land Trust and re-establishing a Community Forestry Commission. The *Community Forest Management Plan* (2006) and the *Community Forest Best Management Practices Manual* (2007, 2010), with appropriate revisions, could form the basis for an ongoing program of outreach and education.

EN Action #6 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

The use of *TDRs* and *PDRs* to protect critical areas should be explored.

Policy EN 5.3

The protection and enhancement of *fish and wildlife habitat* shall be among the 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 19.1

Owners of *farms* should have the option of participating in the (*TDRs*)/(*PDRs*) program.

EN Action #7 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 to develop and maintain a plan to remove and control invasive plant species as well as prepare for vulnerability to future invasive plant and animal species.

Policy EN 1.7

To protect the island's ecosystems, prohibit the use of neo-nicotinoid pesticides.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to remove invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to remove and control invasive plant species on private property.

EN Action #8 Prepare an Island-wide Open Space Plan.

NOTE: SAME ACTION IN LAND USE ELEMENT

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 identified as *critical habitat*.

EN Action #9 Review and update BIMC 16.22 Vegetation Management and other City tree regulations and programs.

Policy EN 22.2

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 23.7

The City *should* develop street tree programs for the commercial and mixed-use zones and the more densely developed residential zones.

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 10.2

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.

WATER RESOURCES ELEMENT

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WATER RESOURCES INTRODUCTION

Bainbridge Island is a quasi-enclosed environment that requires a holistic perspective to understand the interdependence among the Island's three primary water resources: *groundwater*, surface water and *stormwater*. Although these waters are typically regulated and managed independently, they are in nature, intimately connected. In fact, it is all the same water simply given a different name and managed according to where it resides in the hydrologic cycle at any given time (see Fig.WR-1).

When rain falls rainwater that is not evaporated or taken up by plants will take one of three paths. It may infiltrate into the ground where it is called *groundwater*. It may drain directly into *streams* and harbors where it is called surface water or it may be captured by manmade *infrastructure* such as street drains, ditches or detention/retention ponds where it is called *stormwater*.

Rainwater that infiltrates into the ground (*groundwater*) may be pumped from wells to provide drinking water or irrigation or seep out of the ground into *streams*, springs and harbors where it is again called surface water. Likewise, *stormwater* may discharge into a nearby stream or harbor and become surface water or infiltrate into the ground and become *groundwater*.

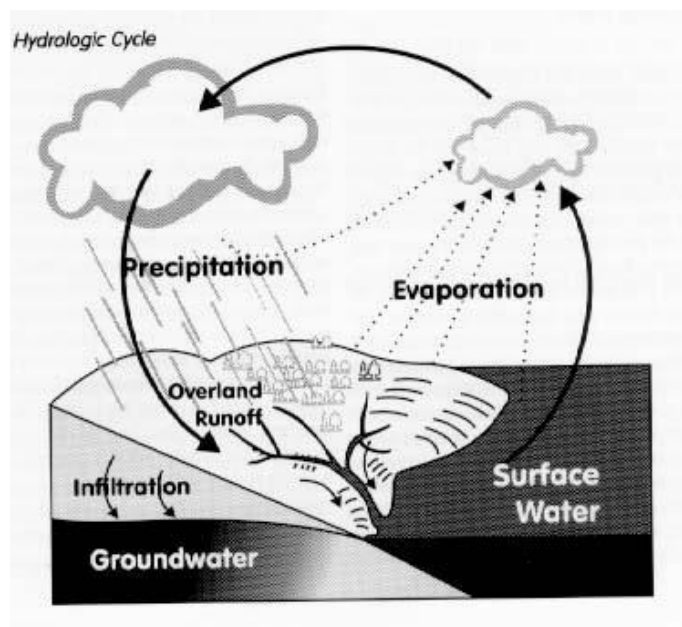


Fig. WR-1 The Hydrologic Cycle

In order to successfully protect and manage any one of these waters one must protect and manage all three. To address these interrelationships, a separate Water Resources Element has been developed as follows:

- General water resources management policies
- *Groundwater* protection and management policies
- Surface water protection and management policies
- *Stormwater* protection and management policies
- Residential on-site sewage system policies
- Contaminated sites policies
- Public education and outreach policies

Land Use Connection

In the development of policies related to the management of our Island water resources, it is important to understand the links between water resources quality and quantity and *land use*. Most water quality and habitat integrity impacts are caused by the way land was or is used. Developed land allows for rapid *runoff* and inundation of natural conveyance systems such as *wetlands* and *streams*. Rapid *runoff* can cause damage through flooding, erosion and water-borne contamination.

In addition, *households* create sewage that needs disposal either by a wastewater treatment plant or by residential on-site sewage systems. Wastewater treatment plants are reasonably effective at cleaning wastewater but do not at present provide complete removal of nitrogen nor treat for contaminants of emerging concerns that include but are not limited to, byproducts of medications, recreational drugs, health and beauty products and caffeine.

Residential on-site sewage systems can fail and cause contaminants to enter the surface water and/or *groundwater*. Even functioning systems, depending upon *density* and proximity to surface water and *groundwater*, can contribute to accumulations of nitrogen and contaminants of emerging concern in these waters.

Use of fertilizers, pesticides and other chemicals for cropland, lawns and gardens, and vehicle and *household* cleaning and maintenance as well as improper pet and livestock waste management can add significant contamination to surface water, *stormwater* and *groundwater*.

Commercial and industrial uses, past and present, leave behind pollutants in our soils. In particular, historic *land uses* such as large row crop agriculture, lumber, petroleum and others have left behind legacy pollutants in sediments both on upland properties and in the sediments along the bottoms of our *streams*, harbors and nearshore areas.

Without proper coordination of the regulations that will implement policy statements, conflicting signals may be given when dealing with water resources issues. For example, a surface water problem may be resolved by efficiently collecting and removing all water from the area whereas a *groundwater recharge* issue may require that the water be kept on-site to allow for infiltration.

Another conflict arises when infiltration of *stormwater* competes for space with on-site sewage system drain fields. There are physical limitations to the rates of infiltration and absorption based on soil types which may make it impossible to have both of those facilities on the same site. Where development occurs in important *aquifer recharge areas*, special consideration is needed to preserve the volume of *recharge* available to the *aquifer* and to protect the *groundwater* from contamination. A key component of water resources protection and adaptive management is adequate monitoring in order to assess impacts of current land use and the effectiveness of applied management actions.

The overriding theme that runs through all of the policies and *goals* in this element is the preservation and protection of water quality, water quantity, and ecological and hydrologic function.

Climate change

Climate change projections indicate that over the coming decades sea level may rise up to four feet in the Puget Sound region, the ocean will become more acidic and climatic conditions are likely to become warmer. This will result in more intense rain events during the wet season with longer, drier summer, though overall annual volume of rainfall will remain approximately the same.

Ocean acidification will likely impact aquatic species survival and assemblages in our marine areas and sea level rise will likely impact habitat and built *infrastructure* in our nearshore areas including homes, businesses and public facilities such as roads and sewer facilities.

Wetter conditions during the wintertime will increase water availability but may cause flooding or diminish water quality. More intense and frequent storms or heavier rainfall events can cause *stormwater* inundation and localized flooding, chronic flooding, non-infiltrated run-off, erosion and landslides. Increased intensity of rainfall may also diminish *aquifer recharge* rates as saturated soils are less able to absorb large amounts of water falling over short periods of time.

Warmer, drier conditions in the summertime will increase evaporation rates and water demand by plants, wildlife and people, and may diminish water quality. Dry conditions decrease water availability resulting in reduced stream flow and diminished *aquifer recharge*. Warmer and drier conditions can also reduce water quality, both by increasing in-stream temperatures and by concentrating contaminants in smaller volumes of water.

WATER RESOURCES VISION 2036



Bainbridge Island's water resources (precipitation on the surface and in the ground) are climate resilient and demand and quantity are adequate for all forms of life on the Island. *Aquifers* are continuously monitored and maintained above the early warning level. The water quality for most of the consumed water is monitored to ensure quality fully meets the standards for drinking water.

Education on water conservation has resulted in a significant reduction in the average water consumption per *household*. The Bainbridge Island *groundwater* model is regularly updated with new data and results from model runs are used to maintain long-term *sustainability* of the Island's water resources. *Low impact development* techniques are applied to all *land uses* and redevelopment.

GOALS & POLICIES

GENERAL WATER RESOURCES

GOAL WR-1

Manage the water resources of the Island in ways that restore, enhance and preserve their ecological and hydrologic function.

- Degradation of water resources is not allowed.
- The long-term *sustainability* of the Island's water resources is maintained, taking into account future climatic conditions and their effects on the water cycle.
- New development and population growth are managed so that water resources remain adequate for the indefinite future.
- *Groundwater*, surface water and *stormwater* monitoring, data assessment and reporting are current and available including future projections of availability, quality and need.
- Use current and future technology to maintain and protect water resources.

Policy WR 1.1

Study future climate and demand scenarios to accurately understand future water resource conditions.

Policy WR 1.2

Groundwater, surface water and *stormwater* are resources that *shall* be protected and managed to preserve water quality and quantity, and to retain natural ecological and hydrologic function to the maximum extent practicable.

Policy WR 1.3

To foster sustainable water resources, planning, protection, management, monitoring and on-going education and outreach *should* be provided by the City in coordination with government agencies at all levels, drinking water purveyors, *watershed* management groups, Tribes, non-profit organizations, local integrating organizations for regional recovery and protection and other stakeholders.

Policy WR 1.4

Apply the policies in this element in tandem with the protective measures set by the City's Shoreline Management Master Program, *Critical Areas Ordinance* and any other environmental or water resources management ordinance established by the City.

Policy WR 1.5

Identify the areas of the Island that are the most vulnerable to pollution from concentrations of fecal coliforms and nitrates (for example, septic fields, agricultural activities, or fertilizers), and monitor those areas to determine if and when preventative or restorative measures are warranted.

GROUNDWATER PROTECTION AND MANAGEMENT**GOAL WR-2**

Protect the quality and quantity of groundwater on the Island.

Policy WR 2.1

Recognize that the entire Island functions as an *aquifer recharge area*. *Low impact development* techniques are essential for maintaining *aquifer recharge*.

Low impact uses and less intense development are appropriate for areas with high *aquifer recharge*. Low impact uses include development for buildings, roads or parking that has a reduced area of impact on the land. Low impact uses do not depend on regular applications of fertilizers or pesticides.

Low impact development is an environmentally-friendly approach to site development and *stormwater* management emphasizing the integration of site design and planning techniques that conserve and protect the natural systems and hydrologic functions of a site.

Policy WR 2.2

Areas of high *aquifer recharge* *should* be identified and assessed as part of a *land use* application. Care *should* be taken to minimize the effect of development on these areas.

Policy WR 2.3

To promote efficient use of *groundwater* resources, encourage the expansion of public and private water systems rather than encouraging *shallow* or individual residential wells.

Policy WR 2.4

Assess the impacts of proposed activities and development on the flow of springs and *streams* and levels of *wetlands* that are either sustained by *groundwater* discharge or contribute

recharge to groundwater, and require an assessment of anticipated hydrologic impacts. Activities or development may be restricted if the report indicates any adverse impacts.

Policy WR 2.5

In cooperation with the appropriate regulatory agencies (e.g., Washington State Department of Health and the Kitsap Public Health District) institute new wellhead protection procedures.

Policy WR 2.6

Encourage the use of integrated pest management techniques and the reduction of pesticide and herbicide use within the City boundaries.

Policy WR 2.7

Establish a stakeholder group to develop an Island-wide *groundwater* management plan.

Policy WR 2.8

Develop a program to strongly encourage exempt well owners to regularly monitor the quality of their well water and identify leaks using tools such as flow meters. Results *should* be self-reported to the Kitsap Public Health District.

Policy WR 2.9

Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities associated with proposed *land use*.

Policy WR 2.10

Develop seawater intrusion prevention regulations.

Policy WR 2.11

Develop a water conservation program.

Policy WR 2.12

Encourage water re-use and reclamation to serve as a supplementary source for high-water users such as industry, parks, schools and golf courses as approved by the Washington State Department of Health.

Policy WR 2.13

Develop a program that encourages homeowners to explore innovative methods for recapturing and reusing surface water *runoff* and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

Policy WR 2.14

Maintain a comprehensive program of *groundwater* data gathering and analysis. The program *shall* include modeling, hydro geologic and geologic studies, and monitoring of static water levels, water use, water quality, surface water flows and acquisition of other data as necessary.

SURFACE WATER PROTECTION AND MANAGEMENT

GOAL WR-3

Achieve no net loss of ecological functions and processes necessary to sustain *aquatic resources* including loss that may result from cumulative impacts over time.

Over recent decades awareness has grown of the importance of preserving and protecting *aquatic resources*. *Aquatic resources* have a number of important ecological functions, processes and values. These functions vary but include providing water quality protection, flood plain control, shoreline stabilization, contributions to *groundwater* and stream flows, and wildlife and fisheries habitat. *Aquatic resources* also have values as natural areas providing aesthetic, recreational and educational opportunities that *should* be preserved for future generations.

Policy WR 3.1

Development *should* not be approved in regulated aquatic *critical areas* or their associated water quality buffer unless the subject property is encumbered to such an extent that application of *development regulations* would deny all reasonable use of property.

Policy WR 3.2

Require that vegetated buffers be maintained between proposed development and the aquatic resource in order to protect the functions and values of such systems. Degraded buffers *should* be restored to enhance their function. Allow reductions in vegetated buffers only in areas where such reductions, if consistently applied, would not result in significant cumulative impacts to *aquatic resources* and *fish and wildlife habitat*.

Policy WR 3.3

Require that buffers be retained in their natural condition wherever possible while allowing for appropriate maintenance. Where buffer disturbance has occurred, require re-vegetation with appropriate species, with a preference for native species, to restore the buffers' protective values.

Vegetated buffers facilitate infiltration and maintenance of stable water temperatures, provide the biological functions of flood storage, water quality protection and *groundwater recharge*, reduce amount and velocity of run-off, and provide for wildlife habitat.

Policy WR 3.4

Ensure that development activities are conducted so that *aquatic resources* and natural drainage systems are maintained and water quality is protected.

Policy WR 3.5

Prior to any clearing, grading or construction on a site, all *wetlands*, *streams* and buffer areas *should* be specifically identified and accurately located in the field in order to protect these areas during development.

Policy WR 3.6

Herbicides and pesticides *shall* not be used in aquatic resource areas and buffers and *should* be discouraged in the areas that drain into them.

Policy WR 3.7

Prohibit access to aquatic *critical areas* by *farm* animals. Agricultural activities within proximity of *aquatic resources* *should* complete a *farm* management plan addressing water quality and other natural resource protection.

Policy WR 3.8

Require mitigation to compensate for unavoidable impacts to aquatic *critical areas*. Mitigation *should* be designed to achieve no net loss in functions and processes of *aquatic resources*.

Policy WR 3.9

Promote *watershed*-based mitigation to meet federal regulations, improve mitigation success and better address the ecological demands of the island's *watersheds*.

Policy WR 3.10

Work with state and local health departments to evaluate the merits of new technologies such as grey water capture, package treatment plants and composting toilets as alternatives to septic and sewer systems. Determine which of those systems *should* be allowed and/or encouraged to better protect the quality and capacity of the Island's surface water and nearshore environment.

Policy WR 3.11

Consider the impacts of *climate change* and ocean acidification when developing regulations or approving capital projects related to *aquatic resources* including marine nearshore, *wetlands*, *streams*, lakes, creeks, associated vegetated areas and *frequently flooded areas*.

Policy WR 3.12

Allow stream relocation only where relocation would result in improved stream habitat or when a property owner would otherwise be denied all reasonable use of the property.

Policy WR 3.13

Degraded channels and banks *should* be rehabilitated by various methods (e.g., culvert replacement, volunteer efforts, public programs or as offsetting mitigation for new development) to restore the natural function of the riparian habitat for fish and wildlife.

Policy WR 3.14

Resident and migratory fish *streams* and adjacent land *should* be preserved and enhanced to ensure a sustainable fishery.

Policy WR 3.15

Require the construction of public facilities to avoid encroachment into and disturbances of *aquatic resources*.

Policy WR 3.16

Maintain a comprehensive program of surface water inventory, data gathering and analysis. The program *shall* include monitoring and assessment of physical, chemical and biological health of surface water ecosystems to include *streams*, ephemeral *streams*, lakes, *wetlands* and marine waters. This may include water, flow, sediment, habitat, submerged aquatic vegetation, fish and shellfish tissue, aquatic species diversity and other ecosystem health indicators.

Policy WR 3.17

Support a community-wide program to educate Island residents about alternatives to using and disposing of herbicides, pesticides, and other household chemicals, to reduce impacts to marine shoreline areas, wetlands, streams, and other environmentally sensitive areas.

Policy WR 3.18

Promote and support volunteer or community-driven restoration projects.

STORMWATER PROTECTION AND MANAGEMENT**GOAL WR-4**

Rather than capture and carry stormwater away as a waste stream, protect it from pollutants and retain it on site to replenish *aquifers* and maintain *wetland* and summer stream flows, preserving or mimicking the natural water cycle to the maximum extent practicable.

Policy WR 4.1

Comply with all requirements of the City's National Pollutant Discharge Elimination System Phase II Municipal *Stormwater* Permit (NPDES Permit).

Policy WR 4.2

Continue to provide ongoing opportunities for the public to participate in the decision-making process involving the development, implementation and update of the City's *Stormwater* Management Program through advisory councils, public hearings, and *watershed* committees.

Policy WR 4.3

Continue to improve and maintain an education and outreach program designed to reduce or eliminate behaviors and practices that cause or contribute to adverse *stormwater* impacts and encourage the public to participate in stewardship activities.

Policy WR 4.4

Continue to identify and eliminate sources of pollutants to the City's *stormwater* drainage system through proactive field screening techniques such as effluent monitoring, system inspections and cleaning, and commercial and industrial business inspection, and through the enforcement of the City's Illicit Discharge Detection and Elimination ordinance.

Policy WR 4.5

Ensure development of and adherence to required public and private *stormwater* pollution prevention plans for public facilities, construction sites and commercial and industrial *land use*. Encourage the use of such plans where not specifically required.

Policy WR 4.6

Ensure development of and adherence to erosion and sediment control plans on all construction and development sites of any size.

Policy WR 4.7

Develop and actively enforce a strong *low impact development (LID)* ordinance to require any and all methods and practices for new development and redevelopment to the maximum extent practicable and reasonable. *LID* is a *stormwater* and *land use* management strategy that strives to mimic pre-disturbance hydrologic processes of infiltration, filtration, storage, evaporation and transpiration by emphasizing conservation, use of on-site natural features, site planning and distributed *stormwater* management practices that are integrated into a project design.

Policy WR 4.8

Prioritize *LID*-based retrofit of public and private *stormwater* drainage systems and built assets through the inventory, management and fiscal planning process.

Policy WR 4.9

Incentivize *LID* retrofit of current built environment.

Policy WR 4.10

Use *watershed* and basin plans to reduce *stormwater* impacts and *non-point source pollution*.

Policy WR 4.11

Comply with all requirements specifically identified by the City's permit for any Total Maximum Daily Load (TMDL) in which the City is a stakeholder.

Policy WR 4.12

Conduct effectiveness monitoring and assessments to continue to adaptively manage *stormwater* to ensure optimal protection.

RESIDENTIAL ON-SITE SEWAGE SYSTEMS

GOAL WR-5

Ensure that sewage is collected, treated and disposed of properly to prevent public health hazards and pollution of *groundwater*, Island surface water and the waters of Puget Sound.

Policy WR 5.1

Regulations and procedures of the Washington State Department of Health and the Kitsap Public Health District apply to all on-site disposal systems. The City *shall* work with these agencies to assure regular inspection, maintenance and repair of all *sanitary sewer* and on-site systems located on the Island.

Policy WR 5.2

Request notification of all waivers or variances of Kitsap Public Health District requirements such as modification of setbacks, vertical separation, minimum lot size, reserve drainfield, etc., prior to issuance and subsequent modifications by the Kitsap Public Health District of an approved Building Site Application.

Policy WR 5.3

Allow alternative systems such as sand filters, aerobic treatment, composting toilets and living-systems when approved by the Kitsap Public Health District.

Policy WR 5.4

Development regulations shall require coordination between the on-site septic and *storm drainage* disposal systems designs to ensure the proper functioning of both systems.

Policy WR 5.5

Assist the Kitsap Public Health District in developing a program to require proper maintenance of all on-site waste disposal systems in order to reduce public health hazards and pollution. This program *shall* include periodic system inspection and pumping when necessary.

Policy WR 5.6

Work with the Kitsap Public Health District on a collaborative program to fund and pursue grants or low-cost loans for low and moderate-income *households* to repair failed septic systems. Incentivize maintenance, repair and replacement of systems for any income level.

Policy WR 5.7

On-site waste disposal systems serving more than one *household should* be allowed only with assurance of proper design, operation, management and approval from the Kitsap Public Health District.

Policy WR 5.8

The City may provide the service of operation and maintenance management for approved large on-site *sanitary sewer* systems or community *sanitary sewer* systems in coordination with the Kitsap Public Health District.

Policy WR 5.9

The City *should* support the Kitsap Public Health District in maintaining and improving a public education program to foster proper construction, operation and maintenance of on-site septic systems.

Policy WR 5.10

Support the Kitsap Public Health District in developing and maintaining an ongoing inventory of existing on-site disposal systems to provide needed information for future studies.

CONTAMINATED SITES**GOAL WR-6**

Incorporate awareness of known contaminated sites such as former lumber treatment facilities, former fueling stations and other pollutant-generating *land use* 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 water resources.

Policy WR 6.1

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 WR 6.2

Collaborate with the U.S. Environmental Protection Agency, Washington State Department of Ecology, 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 WR 6.3

Consult the contaminated site inventory prior to property acquisition and weigh the cost/benefit of acquiring such a property.

Policy WR 6.4

Make every reasonable attempt to clean-up/remediate City-owned sites that are known to be or discovered to be contaminated.

Policy WR 6.5

Consult the contaminated site inventory as part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions.

Policy WR 6.6

Consult the contaminated site inventory as part of capital *infrastructure* construction or maintenance.

Policy WR 6.7

Consult the contaminated site inventory as part of emergency management preparedness and response.

PUBLIC EDUCATION AND OUTREACH**GOAL WR-7**

The City, in concert with federal, state and local governments, public water purveyors, watershed councils, non-profits, citizens and other appropriate entities will continue to improve and implement a comprehensive public education and outreach program to promote protection and management of all water resources.

Policy WR 7.1

Educate and inform the public about the purpose and importance of aquatic environments, their vulnerabilities and observed status and trends in ecological health and function.

Policy WR 7.2

Educate and inform the public about expected *climate change* impacts and how these will affect the Island's water resources and their beneficial uses.

Policy WR 7.3

Educate the public about the characteristics of the *aquifer* system, the Island's dependency upon it and its vulnerability to contamination (including seawater intrusion) and depletion.

Policy WR 7.4

Educate the public about Environmental Protection Agency's Sole Source Aquifer Designation Program and what this designation means for the Island's *aquifer* system.

Policy WR 7.5

Educate the public about wellhead protection and the critical importance of restricted chemical use or storage within the protection area around wells.

Policy WR 7.6

Educate the public about critical *aquifer recharge areas* (or other special conservation areas) and the purpose they serve to the *aquifer* system.

Policy WR 7.7

Inform the public about how to report spills or illicit dumping of hazardous waste or other pollutants and how to access information about location and status of contaminated sites.

Policy WR 7.8

Inform the public about how to find information about their well and how to properly maintain it.

Policy WR 7.9

Educate and provide technical assistance to the public on methods to identify wastewater indoors and outdoors and practices to conserve water such as native landscaping, xeriscaping and water use reduction or reuse.

Policy WR 7.10

Provide "how to" or "dos and don'ts" resources for streamside and shoreline landowners.

Policy WR 7.11

Provide information and guidance on water resources protection best management practices for commercial, industrial, residential, agricultural and other *land uses* to prevent or reduce pollution. These practices include but are not limited to, septic system maintenance, pet and livestock waste management, landscaping and gardening, *farm* plans, appropriate methods for use, storage and disposal of hazardous materials and other chemicals, on-site drainage system maintenance and automotive care.

Policy WR 7.12

Provide and promote opportunities for citizen stewardship and involvement.

Policy WR 7.13

Provide *LID* technical guidance and workshops to businesses and contractors working on the Island.

WATER RESOURCES 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

WR Action #1 Adopt aquifer conservation zoning regulations and innovative permit review processes designed to protect the Island's surface and ground waters.

Policy WR 1.4

Apply the policies in this Element in tandem with the protection measures set by the City's Shoreline Master Program, *Critical Areas Ordinance* and any other environmental or water resources management ordinance adopted by the City.

Policy WR 2.1

Recognize that the entire Island functions as an *aquifer recharge area*. *Low impact development techniques* are essential for maintaining aquifer recharge.

Policy WR 2.9

Recognizing that the Island *aquifer* system is a *Sole Source Aquifer* as designated by EPA, institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities associated with proposed *land use*.

Policy WR 4.7

Develop and actively enforce a strong Low Impact Development (LID) ordinance to require any and all methods and practices for new development and redevelopment to the maximum extent practicable and reasonable.

Policy LU 12.4

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

Policy LU 4.9

The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas*, and innovative *tools* such as aquifer conservation zoning and *conservation villages* to minimize the development footprint within these Conservation Areas.

WR Action #2 Adopt an Island-wide Groundwater Management Plan.**Policy WR 2.7**

Establish a stakeholder group to develop an Island-wide groundwater management plan.

Policy LU 12.5

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

WR Action #3 Apply *adaptive management* to assure that land use on the Island will continue to be adequately served by the available water resources.**Policy WR 3.16**

Maintain a comprehensive program of surface water inventory, data gathering and analysis. The program *shall* include monitoring and assessment of physical, chemical and biological health of surface water ecosystems to include *streams*, ephemeral *streams*, lakes, *wetlands* and marine waters. This may include water, flow, sediment, habitat, submerged aquatic vegetation, fish and shellfish tissue, aquatic species diversity and other ecosystem health indicators.

Policy WR 4.12

Conduct effectiveness monitoring and assessments to continue to adaptively manage *stormwater* to ensure optimal protection.

Policy WR 6.1

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 4.4

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

MEDIUM PRIORITY ACTIONS**WR Action #4 Launch a program of public education about how individual actions can help protect the quality and quantity of the Island's surface and groundwaters.****Policy WR 2.11**

Develop a water conservation program.

Policy WR 2.13

Develop a program that encourages homeowners to explore innovative methods for recapturing and reusing surface water runoff and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

Policy WR 3.17

Support a community-wide program to educate Island residents about alternatives to using and disposing of herbicides, pesticides, and other household chemicals, to reduce impacts to marine shoreline areas, wetlands, streams, and other environmentally sensitive areas.

Policy WR 3.18

Promote and support volunteer or community-driven restoration projects.

Policy WR 7.12

Provide and promote opportunities for citizen stewardship and involvement.

Policy LU 2.2

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

OTHER PRIORITY ACTIONS

WR Action #5 Work with other jurisdictions and the environmental and development communities to promote programs and projects to protect the Island's surface and ground waters.

Policy WR 2.5

The City, in cooperation with the appropriate regulatory agencies (e.g., Washington State Department of Health and the Kitsap Public Health District) will institute new wellhead protection measures.

Policy WR 3.10

Work with state and local health departments to evaluate the merits of new technologies such as greywater capture, package treatment plants and composting toilets, as alternatives to septic and sewer systems. Determine which of those systems should be allowed and/or encouraged to better protect the quality and capacity of the Island's surface water and near-shore environment.

Policy LU 2.5

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

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) issued in December of 2015, documents current housing conditions on the Island and identifies trends and specific needs. The HNA is Appendix C 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 (2015) 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 of Bainbridge Island's Housing needs documented in the HNA.



Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened meaning they spend over 30% of their income on housing. Almost 40% of individuals and families at all income levels who live in renter-occupied housing units are cost burdened. The majority (around 28%) of these residents have an annual income between zero and \$34,999.

This means that as of 2012, 569 renters on the Island that have an income of \$34,999 or less are housing cost burdened. This is concerning as lower income cost burdened households are more likely to have to choose between housing costs and other necessities.

The HNA analysis of Workforce Housing Affordability indicates that there is a gap in housing affordable for the Island's workforce in service professions (e.g., restaurant workers, bank tellers, retail clerks, school bus drivers). Many of those workers are obliged 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 alternatives to equally important goals of environmental stewardship and the population's needs for housing, health and safety and access to employment, goods and services.

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 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 condition of the local housing market and the number of new housing units publicly and privately funded.
8. The use of density bonuses and the number of for-purchase housing units provided in new developments.
9. A description of the various initiatives supporting *affordable housing* including activities of community non-profit organizations and local and regional entities.
10. Programs of housing repair and renovation that improve accessibility.
11. 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 Accessory Dwelling Unit



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

Policy HO 3.2

Recognize that the City shares a housing and employment market as well as a transportation network with the larger region. Therefore, the City should work with the *Kitsap Regional Coordinating Council* to develop 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 effort or organizational entity to assist and advise the community, landowners and private and public entities about options for *affordable housing*, financing strategies and funding sources.

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 *building envelope* and other development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Area Master Plan to encourage the transformation of these areas from auto-oriented, low-rise, homogeneous commercial land use districts into walkable, transit-served, mid-rise, mixed-use 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 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

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

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 for-purchase 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 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

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.

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 and shall be secured by recorded agreement and deed running with the title of the land, binding all the assigns, heirs and successors of the applicant. This policy does not preclude the use of the Multi-Family Property Tax Exemption.

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

Policy HO 6.3

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

Policy HO 6.4

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

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.

MEDIUM PRIORITY ACTIONS

HO Action #4 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 #5 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 #6 Identify ways to achieve local results with and through regional actions.

Policy HO 3.2

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

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). 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. Bainbridge is largely a bedroom community of Seattle and Kitsap County so many Islanders commute 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. 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 has active transportation modes and *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 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 using the corridor, Off-Island commuters, 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. 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 opportunity to mitigate *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), 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 conservation 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, which is hereby adopted by reference. 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, 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.

NON-MOTORIZED SYSTEM

GOAL TR-2

Provide the citizens of Bainbridge Island with 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 existing *neighborhoods*.

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.

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 system trails to serve non-motorized users across the Island. As envisioned, the network will include the Waterfront Trail in Winslow, the Sound to Olympics Trail (a regional trail connecting the Ferry Terminal to the Agate Pass Bridge), intra-island multi-use trails, shoreline trails (Waterfront Park Trail), 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 are envisioned to provide an alternative for cyclists to the shoulder network along arterial streets to accommodate users of all ages and abilities. Multi-use trails are envisioned to connect with pathways, sidewalks and shoulder 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 multiuse 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 are 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 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 non-motorized and motorized 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 advocate for transportation planning, public non-motorized projects, private development projects, and education and outreach. The committee *should* represent a broad range of interests including pedestrians, cyclists, and equestrians.

Secure easements and other land dedication for non-motorized facilities through development mitigation, donation, tax incentives, and direct acquisition.

Incorporate non-motorized improvements during the planning and design phase of transportation improvement projects. All commercial and residential development projects that reach design thresholds set in the municipal code, *shall* be reviewed for compliance with the transportation element non-motorized *goals* and *policies*, adopted plans, and standards.

FERRY SERVICE

GOAL TR-3

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

Policy TR 3.1

Strongly advocate to equalize ferry services from Bremerton, Bainbridge, Kingston and Southworth 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.

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.
- Provides information on the ferries and at the ferry terminals regarding *transit* options.

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 Service Centers and residential areas
- *Transit* dependent access, including addressing the access needs of all ages and abilities.

Policy TR 4.5

Public *transit* should be optimized for access, including accommodation for bikes and assistive devices.

Policy TR 4.6

Improve local air quality by improving the Kitsap Transit 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 and space allocation programs to discourage *Single Occupancy Vehicle (SOV)* parking at City-controlled 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, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan goals*

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. Under the current plan the *LOS* standard is “D-mitigate” where actions are taken to mitigate congestion when operations drop below *LOS* D.

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

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

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 Improvements to off-island State facilities

Promote off-Island projects 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* service 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.

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. On-street parking is a vital element of the core commercial district that includes the City's "Main Street" community on Winslow Way. On-street parking may be a benefit environmentally in urban areas as it may require less developed impervious surface than off-street parking.

Policy TR 10.1

Encourage on-street 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

Where possible, the City *shall* require the undergrounding of overhead utilities to reduce the need for removal and maintenance of roadside vegetation.

Policy TR 12.3

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 12.4

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, Kitsap Regional Coordinating Council, Puget Sound Regional Council, the Suquamish Tribe, the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

Policy TR 14.2

Support the Puget Sound Regional Coordinating Council's (PSRC) long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system. The City *should* submit plans to PSRC for certification of consistency with regional long term planning.

Policy 14.3

Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, Kitsap Coordinating Council, the Suquamish Tribe, Puget Sound Regional Council 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 standard. 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 a 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 Apply complete streets principles and context sensitive design when designing road improvements or new roads to maximize mobility, connectivity and scenic character.

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 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 existing *neighborhoods*.

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.

TR Action #2 Increase communication and coordination between the City, the State Department of Transportation, Puget Sound Regional Council, Kitsap Transit, Bainbridge Island School District, and the Bainbridge Island Metropolitan Park and Recreation District (BIMPRD) to improve the non-motorized and transit system.

GOAL TR-2: NON-MOTORIZED SYSTEM

Provide the citizens of Bainbridge Island with 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 4.1

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

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, and non-motorized and *transit* users.

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 (WSF), Kitsap Regional Coordinating Council, Puget Sound Regional Council, the Suquamish Tribe and the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

TR Action #3 Fund new transportation facilities, in addition to safety and maintenance projects through the budget process, leveraging grants and/or other shared funding opportunities.

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, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan goals*.

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 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 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.

MEDIUM PRIORITY ACTIONS

TR Action #4 Increase City support for targeted public safety education campaigns to create awareness and improve behaviors by drivers, bikers, and pedestrians. Coordinate with other agencies, such as Kitsap Transit and the Bainbridge Island School District.

Policy TR 1.2

The City will coordinate with the City police department, the Kitsap County Health District, the school, parks, 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 2.8

Improve the safe use of non-motorized roadway facilities by non-motorized and motorized 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.

TR Action #5 Coordinate with Kitsap Transit, Washington State Ferries and other agencies to decrease the number of single-occupant vehicle (SOV) trips, with a focus on reducing SOV trips during commuting hours.

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 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.
- Provides information on the ferries and at the ferry terminals regarding *transit* options.

Policy TR 5.3

Encourage schools, the private sector and the public sector to adopt programs that reduce *SOV* use including telecommuting, and 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.

TR Action #6 Improve transportation options to address the needs of all ages and abilities.

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 Service Centers and residential areas
- *Transit* dependent access, including addressing the access needs of all ages and abilities.

Policy TR 4.5

Public *transit should* be optimized for access, including accommodation for bikes and assistive devices.

OTHER PRIORITY ACTIONS

TR Action #7 Regularly evaluate and improve design standards for all types of transportation facilities.

Policy TR 2. 7

Develop and regularly update design standards, for non-motorized facilities that provide safe and efficient access, encourage use and mobility, that are appropriate to the location and needs in the immediate area.

Standards for shoulders, sidewalks, pathways and multiuse 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 are required to provide convenient bicycle parking and storage facilities.

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, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan* goals

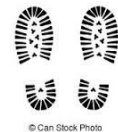
Set street design guidelines which establish street widths, reflecting the desired vehicle speeds, accommodating bicycle, pedestrian, wheelchair, equestrian and *transit* uses, and providing for emergency vehicle access and also considering community character.

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 6.6

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



TR Action #8 Improve air quality by converting public transportation to run on “greener” power.

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 4.6

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

TR Action #9 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. On-street parking is a vital element of the core commercial district that includes the City's "Main Street" community on Winslow Way. On-street parking may be a benefit environmentally in urban areas as it may require less developed impervious surface than off-street parking.

TR Action #10 Consider creating a program for local designation of scenic roads.

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.

CAPITAL FACILITIES ELEMENT

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CAPITAL FACILITIES INTRODUCTION

What Are *Capital Facilities* and Why Do We Need to Plan for Them?

Capital facilities are all around us. They are the *public facilities* we all use on a daily basis. They are our public streets and sidewalks, our City park and agriculture properties, our public buildings such as City Hall, the library, fire and police stations, our public water systems that bring us pure drinking water, and the sanitary sewer systems that collect our wastewater for treatment and safe disposal. Even if you don't reside within the City, you use *capital facilities* every time you drive, eat, shop, work, or play here.

While a *Capital Facilities Plan (CFP)* does not cover routine maintenance, it does include renovation and major repair or reconstruction of damaged or deteriorating facilities. *Capital facilities* do not usually include furniture and equipment. However, a capital project may include the furniture and equipment clearly associated with a newly constructed or renovated facility.

The planning period for a *CIP* is six years. Expenditures proposed for years one and two of the program are incorporated into the City's Biennial Budget as the Capital Budget.

The *CFP* process is an important ongoing part of the City's overall management process. New information, grant-making and evolving priorities require continual review. Each time the review is carried out, it must be done comprehensively.

All of these facilities should be planned for years in advance to assure they will be available and adequate to serve all who need or desire to utilize them. Such planning involves determining not only where facilities will be needed, but when, and not only how much they will cost, but how they will be paid for. It is important to note that the *CFP* is a planning document that includes timeline estimates based on changing dynamics related to growth projections, project schedules, or other assumptions.

Capital Facilities Plans are required under State law to identify *capital facility* deficiencies needed to serve our existing population, plan for capital facility improvements to meet the needs of our future population, and ensure that local governments have the fiscal capacity to afford to construct and maintain those capital facilities.

The *Capital Facilities Plan* includes summary details of the major capital projects of the City and a financial capacity analysis. As the general purpose government on Bainbridge Island, the City is required to analyze and integrate the *capital facilities plans* from special purpose districts (Schools, Parks, Fire, etc) into its *Capital Facilities Plan*. The City and the special purpose districts shall work together to integrate their capital planning efforts to provide a more even tax impact and to prioritize their projects while still providing quality facilities and services for the citizens they serve. This is consistent with *Guiding Principle #8* and its supporting policies 8.1, 8.2, 8.4, 8.5, 8.6

Growth Management Act Requires a Capital Facilities Plan

This *Capital Facilities Element* update has been developed in accordance with the RCW 36.70A.070, the *Growth Management Act (GMA)*, and WAC 365-196, the Procedural Criteria. This *Capital Facilities Plan*, and other City plans adopted by reference, support the Land Use, Housing, and Economic Elements by utilizing the same 2036 population and employment forecasts.

This *Capital Facilities Plan* is the product of many separate but coordinated planning documents and planning bodies. Each special purpose district (Schools, Parks, Fire, etc.) has its own Capital Facility Plan, Strategic Plan, and/or budget. In this *Capital Facilities Plan*, the City adopts these special purpose district planning documents by reference. The City's adopted functional plans are adopted by reference in this *Capital Facilities Element*, including an Island-wide Transportation Plan, Water System Plan, a Sewer System Plan, a Storm and Surface Water Management Program, and a Pavement Management System Plan – each operational plan providing an inventory of existing facilities, an analysis of deficiencies and future demand, and recommendations for capital improvements.

The *GMA* requires that the *Capital Facilities Element* contain a six-year financing plan, known as a *Capital Improvement Plan (CIP)* that identifies the type and location of expanded or new *capital facilities* and the sources of funding that will be used to pay for them.

Relationship of Capital Facilities Plan to the Budget

The *Capital Facilities Plan* and the City's budget serve different but related purposes. The budget authorizes the amount to be spent during the coming biennium; whereas the *Capital Facilities Plan* identifies needed capital facilities over a six-year period. A requirement of the *Capital Facilities Plan* is that it show how the needed facilities will be paid for during at least a six-year period (*Capital Improvement Plan*). Because State law requires that no money can be spent on capital projects which are not shown in the *Capital Facilities Plan*, it is important that the budget authorize spending only on *capital facilities* in the Plan.

Concurrency and Levels of Service (LOS)

The *Growth Management Act* requires jurisdictions to have *capital facilities* in place and readily available when new development occurs. This concept is known as concurrency. Specifically, this means that:

1. All public facilities needed to serve new development and/or a growing service area population must be in place at the time of initial need. If the facilities are not in place, a financial commitment must have been made to provide the facilities within six years of the time of the initial need; and
2. Such facilities must be of sufficient capacity to serve the service area population and/or new development without decreasing service levels below locally established minimum standards, known as *levels-of-service*.

3. In the allocation of funds for *capital facilities*, choices will be made. The *CFP* may facilitate some forms of development while constraining other forms.

Levels-of-service (LOS) are usually quantifiable measures of the amount and/or quality of public facilities or services that are provided to the community and are usually expressed as a ratio of amount of service to a selected demand unit. For example, sewer *LOS* is expressed as 100 gallons per capita per day, public school *LOS* may be expressed as the number of square feet available per student or as the number of students per classroom. Police or Fire protection may be expressed as the average response time for emergency calls. Factors that influence local standards are citizen and City Council recommendations, national standards, federal and state mandates, and the standards of neighboring jurisdictions.

CAPITAL FACILITIES VISION 2036

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. The City's Capital Improvement Plan were coordinated with the strategic plans and budgets of the special purpose districts (e. g., Schools, Parks and Fire).

Planning and budgeting for facilities has been concurrent with subarea planning for the *designated centers*, and to a large extent, recent population growth and commerce have been concentrated in and near those centers. Planning and budgeting has kept with maintenance and expansion of recreational facilities and public lands preserved for agriculture or conservation.

Over the past twenty years, Capital Improvement Plans have responded to anticipated impacts of climate change and sea level rise. New construction and retrofits have made public buildings energy efficient and models of low impact design.

GOALS & POLICIES

GOAL CF-1

The Capital Facilities Element and *Capital Improvement Plan (CIP)* provides the public facilities needed to support orderly compact urban growth, protect and support public and private investments, maximize use of existing facilities, promote economic development and redevelopment, increase public well-being and safety, and implement the *Comprehensive Plan*.

Policy CF 1.1

Biennially review, update and amend a six-year *CIP* that:

- Is subject to review and adoption by the City Council.
- Is consistent with the *Comprehensive Plan*, functional plans and adopted capital and operating budgets.
- Defines the scope and location of capital projects or equipment;

- States why each project is needed and its relationship to established *levels of service*.
- Includes project construction costs, timing, funding sources, and projected operations and maintenance impacts.

Policy CF 1.2

Coordinate with other *capital facilities* service providers to keep each entity current, maximize cost savings, and schedule and upgrade facilities efficiently.

Policy CF 1.3

Evaluate and prioritize proposed *capital improvement* projects using the following long- term financial strategy principles and guidelines:

- Preserve and maintain physical infrastructure.
- Use an asset management approach to the City's capital facilities.
- Use unexpected one-time revenues for one-time costs or reserves.
- Pursue innovative approaches.
- Maintain capacity to respond to emerging community needs.
- Address unfunded mandates.
- Selectively recover costs.
- Recognize the connection between the operating and capital budgets.
- Utilize partnerships wherever possible.
- Remain committed to City *goals* over the long run.
- Anticipate and respond to the impacts of *climate change* and sea level rise.

Policy CF 1.4

Ensure that capital improvement projects are:

- Financially feasible.
- Consistent with planned growth patterns provided in the *Comprehensive Plan*
- Consistent with State and Federal law.
- Compatible with plans of state agencies.
- Sustainable within the operating budget.

Policy CF 1.5

Give priority consideration to projects that:

- Are required to comply with State or Federal law.
- Implement the *Comprehensive Plan*.
- Are needed to meet concurrency requirements for growth management.
- Are already initiated and to be completed in subsequent phases.
- Renovate existing facilities to remove deficiencies or allow their full use, and preserve the community's prior investment or reduce maintenance and operating costs.
- Replace worn-out or obsolete facilities.
- Are substantially funded through grants or other outside funding.
- Address public hazards.

Policy CF 1.6

Adopt each update of the *Capital Facilities Plan* as part of the *Comprehensive Plan*.

Policy CF 1.7

Recognize that the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities, may vary from amounts stated in the *Capital Facilities Plan* due to:

- Unanticipated revenues or revenues that become available to the City with conditions about when they may be used,
- Change in the timing of a facility to serve new development that occurs in an earlier or later year than had been anticipated in the *Capital Facilities Plan*,
- The nature of the *Capital Facilities Plan* as a multi-year planning document. The first year or years of the Plan are consistent with the budget adopted for that financial period. Projections for remaining years in the Plan may be changed before being adopted into a future budget.

GOAL CF-2

Provide the *capital facilities* needed to direct and serve future development and redevelopment.

Policy CF 2.1

When planning for public facilities, consider expected future land use activity.

Policy CF 2.2

Capital facilities planning is an essential component of subarea planning and promoting development in *designated centers*.

Policy CF 2.3

Require new development to fund the *capital facilities* needed to serve the development.

GOAL CF-3

Prudently manage fiscal resources to provide needed *capital facilities*.

Policy CF 3.1

Ensure a balanced approach to allocating financial resources among:

- Maintaining existing facilities,
- Eliminating existing *capital facility* deficiencies, and
- Providing new or expanding facilities to serve development and encourage redevelopment.

Policy CF 3.2

Use the *CIP* to integrate all of the community's capital project resources (grants, bonds, city funds, donations, *impact fees*, and any other available funding).

Policy CF 3.3

Allow developers who install infrastructure with excess capacity to use *latecomer's agreements* wherever reasonable.

Policy CF 3.4

Assess the additional operations and maintenance costs associated with acquisition or development of new *capital facilities*. If accommodating these costs places a financial burden on the operating budget, consider adjusting the capital plans.

Policy CF 3.5

Achieve more efficient use of capital funds through joint use of facilities and services by utilizing measures such as interlocal agreements, regional authorities, and negotiated use of privately and publicly owned land.

Policy CF 3.6

Consider potential new revenue sources for funding capital facilities, such as:

- Growth-induced tax revenues.
- Additional voter-approved revenue.
- Impact Fees.
- Benefit Districts.
- Local Improvement Districts.

Policy CF 3.7

Choose among the following available contingency strategies should the City be faced with capital facility funding shortfalls:

- Increase general revenues, rates, or user fees; change funding source(s).
- Decrease level of service standards in the Comprehensive Plan and reprioritize projects to focus on those related to concurrency.
- Change project scope to decrease the cost of selected facilities or delay construction.
- Decrease the demand for the public services or facilities by placing a moratorium on development, developing only in served areas until funding is available, or changing project timing and/or phasing.
- Use Local Improvement Districts; or surplus City-owned assets.

Policy CF 3.8

Secure grants or private funds, when available, to finance capital facility projects when consistent with the Comprehensive Plan.

GOAL CF-4

Public facilities constructed on Bainbridge Island meet appropriate safety, construction, energy conservation, durability and sustainability standards.

Policy CF 4.1

Adhere to the City's Engineering Development and Design Standards when constructing utility and transportation related facilities.

Policy CF 4.2

Regularly update the Engineering Development and Design Standards, and ensure that the Standards are consistent with the *Comprehensive Plan*.

Policy CF 4.3

Apply value engineering approaches on major projects in order to use resources efficiently and meet community needs.

Policy CF 4.4

Require public facilities to incorporate energy generation when and where possible.

CAPITAL FACILITIES INVENTORY

The following is the City's *capital facilities* property inventory. The inventory is organized by category and includes a current inventory of facilities, a narrative providing a general background of the planning activities and some discussion of future plans, and a discussion of *level of service (LOS)*, if applicable. Inventories of public roads, water utility, and sewer utility *infrastructure* are found in the following functional plans (hyperlinked):

- [Island-wide Transportation Plan](#)
- [City General Sewer Plan](#)
- [City Water System Plan](#)

City Offices, Facilities, and Undeveloped Land

City offices are located at several sites due to space constraints at City Hall. Additional City buildings and facilities provide a variety of functions, including public works operations and house cultural and social services.

Table 1: City Land and Office Facility Inventory

Building and Location	Land Area		Building Area		Owned or Leased	Uses
City Hall 280 Madison Ave. N	1.92	Ac	24,107	Sq Ft	Owned	Administration, Finance, Planning, & Engineering
Police Station 625 Winslow Way E	0.82	Ac	7,000	Sq Ft	Owned	Police
Municipal Court 10255 NE Valley Rd.	NA		2,289	Sq Ft	Leased	Municipal Court
Subtotal Staff Office Space	2.74	Ac	33,396	Sq Ft		
Bainbridge Island Commons 223 Bjune Ave.	0.38	Ac	4,975	Sq Ft	Owned	Social Services & Public Meetings
Bainbridge Performing Arts (land only) 200 Madison Ave N	2.45	Ac	NA		Owned	Land leased to BPA for \$1/yr through May 2081
Public Works Facility 7305 NE Hidden Cove Rd	12.62	Ac	22,712	Sq Ft	Owned	O&M Offices, Shop, Covered Equipment Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		1,524	Sq Ft	Owned	Covered Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		NA		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	NA		Owned	Wells, pump stations, etc.
Total	34.68	Ac	67,007	Sq Ft		

Table 2: City Public Works Facilities Inventory

Facility	Floor Area		Function
Portable office trailers (3)	2,520	Sq Ft*	Storage, safety & future parks buildings
Steel shop building	2,400	Sq Ft	Storage - holds telemetry
PW Facility - Wood Building	100	Sq Ft	Wellhouse
PW Facility - Shop	7,776	Sq Ft*	Mechanics Shop/Equipment Maintenance
PW Facility - Covered Equipment Storage	11,520	Sq Ft*	Covered Equipment Storage
PW Facility - Office Trailer	1,792	Sq Ft*	O & M Office
Fueling Facility			Vehicle Fueling inside covered equipment storage building
Total	26,108	Sq Ft	

*These facilities are also counted in the main office inventory above.

Table 3: City Undeveloped Land Inventory

Location / Description	Land Area		Owned or Leased	Uses
High School Rd. near Madison	1.42	Ac	Owned	Proposed surplus property
Head of the Bay	30.77	Ac	Owned	Wellhead protection
Suzuki Property	13.83	Ac	Owned	Potential Surplus property
Salter Property	5.00	Ac	Owned	Transferring to Park District
Johnson Farm	14.51	Ac	Owned	Agricultural/Open space
Suyematsu Farm	15.00	Ac	Owned	Agricultural land
County Gravel Pit (Lovgreen Pit)	15.54	Ac	Owned	Transferring to Park District
Council Site ("Road Shed")	2.00	Ac	Owned	Proposed surplus property
Council Site ("Myers Pit")	6.00	Ac	Owned	Proposed surplus property
Vincent Road Landfill	34.15	Ac	Owned	Public Works Facility/open space
Manitou Property less tidelands	1.36	Ac	Owned	Open space
M & E Tree Farm	13.00	Ac	Owned	Open space/Agricultural
Morales Property	4.74	Ac	Owned	Agricultural land
Crawford Property	2.30	Ac	Owned	Agricultural land
Ft. Ward Estates - 5 lots	1.61	Ac	Owned	Transferring to Park District
Ft. Ward Parade Ground - 2 lots	0.28	Ac	Owned	Transferring to Park District
Lost Valley Trail	8.06	Ac	Owned	Open space
Blossom - Sullivan Road	3.32	Ac	Owned	Transferring to Park District
Waypoint Park	1.03	Ac	Owned	Open space
Strawberry Plant	4.20	Ac	Owned	Shoreline restoration and park
Bentryn Property	11.50	Ac	Owned	Agricultural land
Pritchard Park Phase II - East	27.18	Ac	Owned	Shoreline restoration and park
Meigs Farm (Cool) & Lowery	24.85	Ac	Owned	Transferring to Park District
Misc. unimproved land	2.24	Ac	Owned	No use specified
Total	245.06	Acres		
Open Space & Future Park Land Included Above	138.46	Acres		

Parks & Trails

Most of the parks and trails on Bainbridge Island are owned and managed by the Bainbridge Island Metropolitan Park and Recreation District. The City has a few parks which are generally maintained (with the exception of Waterfront Park) by the Park District under contract to the City. During the past several years, the City has acquired or helped the Park District acquire a large amount of *open space* and park lands. A number of these parcels are being transferred to the Park District based on Resolution Number 2011-16. The City adopts by reference the [2014-2020 Bainbridge Island Park and Recreation District Comprehensive Plan](#) (and any subsequent update), which establishes *levels of service* for park and recreation facilities for the Island.

Transportation Facilities (Roads, Bike Lanes, Sidewalks, Trails)

Of the many types of *capital facilities* that are constructed, operated and maintained by the City, the most familiar to citizens are the transportation facilities. Where there are facility needs that

involve SR305 or the ferries, the Washington State Department of Transportation assumes the costs. Kitsap Transit pays for facilities that support transit service.

A complete inventory of the Island's transportation facilities is contained in the [Island-wide Transportation Plan](#).

Drinking Water

Domestic drinking water is supplied by the City of Bainbridge Island, Kitsap County P.U.D. No. 1, numerous smaller public water systems (2 or more hookups), and over 1,000 private single-dwelling wells.

The *levels of service* for water systems on Bainbridge Island are the minimum design standards and performance specifications provided in the [2005 Kitsap County Coordinated Water System Plan](#). Fire flow requirements are regularly updated by the City, in coordination with the Bainbridge Island Fire Department, most recently adopted by Ordinance 2016-13 and are tiered based on zoning and type of construction. Residences can satisfy deficiencies by installing individual sprinkler systems. *Levels of service* for the City water system are identified in the [City Water System Plan Update](#).

The Kitsap Public Health District records indicate approximately 170 water systems on the Island that have 2 or more households connected. The number of Group A & B systems are listed below and following is a summary of systems with more than 100 connections.

Table 4: Group A & B Water Systems

Group A systems	(15 or more connections)	39
Group B systems	(under 15 connections)	145

Table 5: Water Systems with over 100 Connections (2016)

System	# Connections	Capacity		Storage
		(ERU)	(MGD)	Volumes (gal)
PUD #1 Island Utility-(Eagledale)	197	455	0.43	400,000
PUD #1 North Island	1767	2,028	0.365	825,105
PUD #1 Fletcher Bay	102	Unspecified	Unspecified	0
Meadowmeer (MWSA)	306	335	.45	225,000
PUD #1 South Bainbridge	1,241	1,416	0.90	807,000
Winslow (City)	2,428	Unspecified	Unspecified	2,800,000
Total	6,041	Unspecified	Unspecified	5,107,105

Most existing water systems were established under state and local guidelines and generally provide high quality water at an adequate pressure and flow rate for residential use. However, because of the number of systems on the Island, there are systems that may not be in compliance with Department of Health water quality requirements and may not meet minimum requirements of pressure and reliability. It is also likely that most of the smaller systems have

poor or nonexistent fire protection designed into their systems due to the cost of providing large diameter pipes and storage tanks.

Winslow Water System

The Winslow Water System is owned and operated by the City of Bainbridge Island under the direction and control of the Department of Public Works. It serves an area similar to the historic Winslow city limits plus Fletcher Bay and Rockaway Beach. The system gets all of its water from the eleven wells owned by the City. Water is pumped into the distribution system both directly from the well pumps and by booster pump stations. A detailed inventory and capacity analysis is provided in the [City of Bainbridge Island Water System Plan](#), which was accepted by the City Council in 2016.

Sanitary Sewage Disposal

The City of Bainbridge Island provides for the collection, treatment, and disposal of effluent in the Winslow service area. The Kitsap County Sewer District #7 treatment plant north of Fort Ward Park serving customers within the District's service area in Fort Ward and the City's sewer service areas in the Emerald Heights, Point White, North Pleasant Beach, and Rockaway Beach neighborhoods and Blakely School. All other residents not within the service areas of the above districts rely upon on-site septic systems that require approval from the Kitsap Public Health District.

Levels of service for wastewater treatment systems are typically expressed as the number of gallons of flow per capita per day and the level of treatment provided by the treatment plant. The current and proposed level of service for the Winslow service area follow the Department of Ecology guidelines of 100 gallons per capita per day (flow) and secondary treatment. In areas not served by treatment plants, on-site septic systems must be built to Kitsap Public Health District standards that consider combinations of lot size, soil type, infiltration capacity, depth to hardpan, and proximity to surface water among others.

The Winslow sanitary sewer system consists of two separate parts: the collection system, and the treatment plant. The City completed the update to the [General Sewer Plan](#) in 2015. The updated plan documents the inventory of the existing system and needs for new facilities and replacement or upgrading existing facilities during the coming decade.

Storm and Surface Water Management

In the Winslow urban area and a few smaller areas, stormwater is managed by a combination of piped collectors, roadside ditches and natural stream channels. All other watersheds and sub-basins on the Island are drained by natural streams and roadside ditches only. The existing natural drainage system consists of wetlands, streams, springs, ditches, and culverts crossing roadways. Storm and surface water is managed by the City as a utility. [Ongoing surface and stormwater system evaluations are used to identify future capital projects](#). In addition, the City places priority on the improvement and restoration of stream channels, particularly undersized or perched culverts, for the improvement of fish passage and fish habitat.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

In planning for future *capital facilities*, several factors have to be considered. Many are unique to the type of facility being planned. The process used to determine the location of a new water line is very different from the process used to determine the location of a new bike lane. Many sources of financing can only be used for certain types of projects. Therefore, this Capital Facilities Element and Plan is actually the product of many separate but coordinated functional planning documents, each focusing on a specific type of facility. These plans utilize the same year 2036 population forecast that the Land Use Element of this *Comprehensive Plan* accommodates. These functional plans are therefore adopted by referenced. They are listed (and hyperlinked) below.

- [Island-wide Transportation Plan](#)
- [City General Sewer Plan](#)
- [City Water System Plan](#)

SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

In addition to planning for capital facilities and projects such as public buildings, bike lanes and sewer infrastructure, the GMA requires that jurisdictions plan public capital projects, such as for parks, fire and schools. The City has several special districts that serve the entire Island (e.g. B.I. Fire Department) and some that serve certain geographical areas, but not the entire Island (e.g. Kitsap County Sewer District 7). The City coordinates with these other special districts to ensure that they are using the same land use designations and population forecasts. These special district plans are therefore adopted by reference. They are listed (and hyperlinked) below.

- [Bainbridge Island Municipal Parks & Recreation District 2014 Comprehensive Plan](#)
- [Bainbridge Island School District 2014-2020 Capital Facilities Plan](#)
- [Bainbridge Island Fire Department 2013-2022 Strategic Plan](#)
- [Kitsap Public Utility District 2011 Water System Plan](#)
- [Kitsap County Sewer District #7](#)
- [Kitsap Regional Library Vision 2020 Strategic Plan](#)

SIX-YEAR CAPITAL IMPROVEMENT PLAN

The [Six-Year Financial Capacity Analysis and Capital Improvement Plan \(CIP\)](#) for the City of Bainbridge Island is updated each year as part of the City's biennial budget process. This [CIP](#) list shows the anticipated expense and timing of each project and contains a project description, if available and *level of service (LOS)* deficiency analysis. The [CIP](#) lists for the special districts on Bainbridge Island are adopted by reference. The City conducts a financial capacity analysis in order to evaluate the City's ability to fund capital expenditures along with general operations. The financial capacity analysis is integrated into the [CIP](#).

CAPITAL FACILITIES 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

CFE Action #1 Implement the priorities in the Capital Facilities Element through the adopted Capital Improvement Program

GOAL CF-1 The Capital Facilities Element and Capital Improvement Plan (CIP) provide the public facilities needed to promote orderly compact urban growth, protect investments, maximize use of existing facilities, encourage economic development and redevelopment, promote private investment, increase public wellbeing and safety, and implement the Comprehensive Plan.

Policy CF 1.1

Biennially review, update and amend a six-year Capital Improvement Program that:

- Is subject to review and adoption by the City Council.
- Is consistent with the *Comprehensive Plan*, functional plans and adopted capital and operating budgets.
- Defines the scope and location of capital projects or equipment;
- States why each project is needed and its relationship to established levels of service.
- Includes project construction costs, timing, funding sources, and projected operations and maintenance impacts.

CFE Action #2 Coordinate the City's plans and capital investment programs with those of other jurisdictions responsible for providing and maintaining capital facilities on the Island.

Policy CF 1.2 Coordinate with other capital facilities service providers to keep each other current, maximize cost savings, and schedule and upgrade facilities efficiently.

GOAL CF-2 As growth occurs, provide the capital facilities needed to direct and serve future development and redevelopment.

MEDIUM PRIORITY ACTIONS

CFE Action #3 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

GOAL CF-4 Public facilities constructed on Bainbridge Island meet appropriate safety, construction, durability and sustainability standards.

Policy CF 4.2 Regularly update the Engineering Development and Design Standards, and ensure that the Standards are consistent with the Comprehensive Plan.

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, eliminating pollutants before the water enters Puget Sound.

Coordinated water and sewer systems serve the more densely populated areas. Private homes on larger lots 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.

Household water rates encourage conservation and limit consumption during the dry season. 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 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 to address utility needs.

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

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. 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 11.5

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 11.6

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 11.7

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 11.8

Implement conservation measures through education and regulation with emphasis on reducing peak seasonal irrigation demand.

PUBLIC SEWER

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow areas 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 existing septic systems that are fully functional and maintained, except as provided by law.

Policy U 12.4

A new public sewer facility or major expansion of an existing public sewer facility may occur following development of a Comprehensive Plan amendment. 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 serves 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

Planning and design treatment facilities that 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 of effluent discharged to Puget Sound.

Policy U 12.7

Conduct a study of 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 utilizes its Storm and Surface Water Utility to operate and manage its stormwater runoff measures and facilities.

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 of natural drainage systems and the waters of the Puget Sound resulting from runoff from roadways.

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 mitigating impacts on service from storms or other natural events.

Policy U 14.4

Encourage undergrounding new and existing electric 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 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, and evaluate opportunities to provide improved and less costly electrical service from alternative service providers.

Policy U 14.7

New taxpayer-funded public buildings shall be designed and engineered to-use renewable 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 ecological and innovative energy systems.

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 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 bio digester.

TELECOMMUNICATION

Telecommunication is the transmission of sound, images, text and/or data by wire, radio, optical cable, electromagnetic, or other similar means. On Bainbridge Island, telecommunication utilities include standard conventional telephone, wireless communication, Internet service, and Cable and satellite television.

Conventional telephone service is provided by established telephone providers and may be provided by a cable company as well. Telephone providers are regulated by the WUTC. Cellular Telephone service is currently provided by a number of wireless service companies. The Federal Communications Commission regulates the cellular telephone industry and controls which carriers can operate and what frequencies can be utilized in their operation.

Cable television services are currently provided by one national provider, Comcast. Satellite services are also available as an alternative to cable television service.

Internet services are provided by several different internet providers including Comcast and CenturyLink and is additionally provided by telephone, cable and satellite. Additionally, Wi-Fi services are available in certain locales within the City limits. Internet connections can also be made through personal cell phones using broadband internet that is currently provided through several cell phone providers.

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 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.

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 plans policies that support that action.

HIGH PRIORITY ACTIONS

U Action #1 **Coordinate the City's plans and investment programs with those of other entities responsible for provision of other utility services on the Island.**

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 to address utility needs.

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 Operate in a manner that preserves and protects the water resources of the Island.

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.

GOAL U-14 Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

GOAL U-16 Ensure adequate, cost effective, reliable and environmentally responsible telecommunications service to the citizens of Bainbridge Island.

MEDIUM PRIORITY ACTIONS

U Action #2 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

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-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.

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

CULTURAL ELEMENT

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INTRODUCTION



Bainbridge Island is home to thriving cultural institutions, and to many artists, writers, musicians, and craftspeople, serving a local and regional public and many tourists. The forms of art and culture that we celebrated are as diverse as our population; they are embedded in our history and our economy. Although a *Cultural Element* is not required in Comprehensive Plans under the Growth Management Act, ours was added in 1998 to recognize the contributions of cultural institutions and many dedicated individuals to our quality of life.

There are specific and compelling reasons for including a Cultural Element in the Comprehensive Plan. Arts and *humanities* include visual, performing, and literary arts, museums, historical sites and landmarks, and many other cultural institutions. The arts and humanities are mechanisms for developing larger community values that are rooted in the interests of citizens such as economic vitality, quality education, and community planning and design and are unto themselves a valuable element of the Island's rich character. Support for the arts and *humanities* is an investment in the community.

In 1992 the Bainbridge Island City Council, in recognition of the importance of cultural programs and activities, passed an ordinance designating the Bainbridge Island Arts and Humanities Council as the "legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and *humanities* in the City" (Ordinance 92-31). This ordinance charged the Bainbridge Island Arts and Humanities Council to "prepare a plan for the arts and *humanities* within the city which is consistent with and may be approved for inclusion in the City's comprehensive plan; ..." (BIMC 2.42.020C).

During the recession that began in 2008, the City Council chose to suspend BIMC Chapter 3.82 and BIMC Chapter 3.80, which had provided funding to local organizations via the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge). The City suspended new contributions into the public art fund during the recession. The Public Art Program itself continued to exist and there was significant fund balance that was available during that time. New contributions to the program, a percentage of capital projects, were restarted in 2015.

This Cultural Element continues to recognize that the arts and *humanities* significantly contribute to the City's identity, *sense of place*, and economy.

CULTURAL VISION 2036

Arts and *humanities* are an integral part of the community fabric. They contribute to the economic vitality, community character, livability, and quality of life of Bainbridge Island. The City includes funding for the arts in their biennial budget. This funding also supports local artists. Public art displays on City-owned property provide professional development opportunities for artists. A variety of housing alternatives are available to artists to enable them to live and work in the community.

Education programs to enhance respect and importance for history and heritage of Bainbridge Island are conducted for residents and Off-Island visitors. The City's Historic Preservation program has preserved historic and cultural resources and farmland. Bainbridge Island is recognized as a national center for artistic excellence.

GOALS & POLICIES

FINANCIAL RESOURCES

GOAL CUL-1

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

Policy CUL 1.1

Designate the City's agent to coordinate marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 1.2

Distribute financial support for the arts and *humanities*, arts education and cultural organizations through the City's biennial budget process.

Policy CUL 1.3

Maintain cooperative working relationships with the Island's principal cultural institutions.

Policy CUL 1.4

Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people encouraging both informal and planned gatherings and recreation.

Policy CUL 1.5

Encourage partnerships between the public, private and nonprofit sectors to engage in creative *placemaking* projects.

Policy CUL 1.6

Make creative *placemaking* as part of *subarea planning* and redevelopment projects.

CULTURAL ACTIVITY AND ECONOMIC VITALITY**GOAL CUL-2**

Preserve and promote the distinctive character, history and arts and *humanities* institutions of Bainbridge Island and take advantage of the Island's cultural stature within the dynamic economy of the Puget Sound region.

The economic identity and vibrancy of Bainbridge Island is based upon its unique cultural values. These values have been historically developed and shaped by generations of Island residents. Invention, creativity, diversity and generosity of spirit and expression have led to the development of Island organizations, events, programs and individual pursuits allowing the community to financially and culturally flourish, enhancing its quality of life.

Policy CUL 2.1

Promote Bainbridge Island's "Sense of Place" through an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

Policy CUL 2.2

Support artistic, historic and cultural events and places for sharing the Island's unique character with residents and visitors.

Policy CUL 2.3

Cultivate partnerships among the arts, economic development and tourism.

Policy CUL 2.4

Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

Policy CUL 2.5

Encourage access to affordable work and living space for artists.

Policy CUL 2.6

Foster a climate that enhances the Island's reputation as a national center for artistic excellence.

HISTORY AND HERITAGE

GOAL CUL-3

Preserve places where the Island's history can be experienced, interpreted, and shared with the general public, in order to deepen an understanding of our heritage and the relationship of the past to our present and future.

Policy CUL 3.1

Promote a sense of respect and importance for history and heritage among Island residents by supporting organizations that provide community education programs, school curriculum and oral history programs.

Policy CUL 3.2

Support the City's Historic Preservation program to identify and preserve historic cultural resources, including historic farms and heritage trees.

Policy CUL 3.3

Support adequate space to collect, preserve and interpret the Island's history.

Policy CUL 3.4

Provide leadership by protecting and developing cultural and historic aspects of City-owned property.

THE HUMANITIES

GOAL CUL-4

Promote understanding of humanistic inquiry as a foundation for civil society, for enjoyment of the arts and for lifelong learning.

The Humanities foster a spirit of community where the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.

Policy CUL 4.1

Support community institutions such as libraries and museums which nurture creative thought and expression and exchanges of ideas between Island residents with community discussions.

Policy CUL 4.2

Foster public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.

MARKETING AND COMMUNICATIONS**GOAL CUL-5**

Support marketing and communication systems to promote the arts and *humanities* through public dialogue, media and education.

Policy CUL 5.1

Engage the City's designated agent in coordination of marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 5.2

Employ a variety of technologies to market cultural events both to residents and as a destination for Off-Island visitors.

PUBLIC ART AND COMMUNITY DESIGN**GOAL CUL-6**

Create a stimulating visual environment by promoting public art and providing stewardship for the City's public art portfolio.

Policy CUL 6.1

Manage the City's Two Percent for Public Art Program to provide opportunities for new projects and ensure financial sustainability.

Policy CUL 6.2

Promote the inclusion of quality art in projects built by both private developers and public agencies.

Policy CUL 6.3

Include public art in appropriate City capital projects.

Policy CUL 6.4

Maintain the artistic aesthetic of Bainbridge Island through inclusion of support for inspiring public spaces.

CULTURAL IMPLEMENTATION

To implement the goals and policies of this Element, the City must take or continue a number of actions. Listed following each action are policies that support that action.

HIGH PRIORITY ACTIONS

CUL Action #1 Consider financial support for the arts, *humanities*, arts education and cultural organizations as part of the City's biennial budget process.

Policy CUL 1.2

Distribute financial support for the arts and *humanities*, arts education and cultural organizations through the City's biennial budget process.

Policy CUL 2.6

Foster a climate that enhances the Island's reputation as a national center for artistic excellence.

CUL Action #2 Adopt and maintain an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

NOTE: Same action in Economic Element.

Policy CUL 1.1

Designate the City's agent to coordinate marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 2.1

Promote Bainbridge Island's *sense of place* through an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

Policy CUL 2.2

Support artistic, historic and cultural events and places for sharing the Island's unique character with residents and visitors.

Policy CUL 2.3

Cultivate partnerships among the arts and *humanities*, economic development and tourism.

CU Action #3 Consider work and living space for artists when modifying housing regulations or commercial use regulations.

Policy CUL 2.4

Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

Policy CUL 2.5

Encourage access to affordable work and living space for artists.

MEDIUM PRIORITY ACTIONS

CU Action #4 Maintain the City's Public Art Program, funded as a percentage of capital projects.

Goal 6

Create a stimulating visual environment by promoting public art and providing stewardship for the City's public art portfolio.

Policy CUL 6.1

Manage the City's Two Percent for Public Art Program to provide opportunities for new projects and ensure financial sustainability.

CU Action #5 Integrate art, *placemaking* and public spaces when creating a subarea plan or updating City zoning-district based design guidelines.

Policy CUL 1.4

Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people, encouraging both informal and planned gatherings and recreation.

Policy CUL 1.5

Encourage partnerships between the public, private and nonprofit sectors to engage in creative *placemaking* projects.

Policy CUL 1.6

Make creative *placemaking* as part of *subarea planning* and redevelopment projects.

Policy CUL 6.2

Promote the inclusion of quality art in projects built by both private developers and public agencies.

Policy CUL 6.4

Maintain the artistic aesthetic of Bainbridge Island through inclusion of support for inspiring public spaces.

CUL Action #6 Protect and develop cultural and historic aspects of City-owned property.

Policy CUL 3.4

Provide leadership by protecting and developing cultural and historic aspects of City-owned property.

HUMAN SERVICES ELEMENT

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HUMAN SERVICES INTRODUCTION

Putting a “human face” on the *Comprehensive Plan* is the motivation for the Human Services Element. As a community we plan for growth in terms of land use, roads, natural resources and infrastructure. It is important to remember the very essence of our community – the people. The Human Services Element focuses on the needs of the individuals who comprise our community. The availability of and access to human services is important to all people regardless of income, family structure, age or cultural background. The purpose of the Human Services Element is to provide policy direction for City actions supporting services relating to the human services needs of the residents of the City of Bainbridge Island.

The Human Services Element supports a delivery system that will be comprehensive and flexible enough to meet the needs of the citizenry now and in the future. City support benefits from regular assessments of community needs. In 2016 a Community Needs Assessment is underway. Updated periodically the needs assessment will help identify demographic trends, emerging problems in the community and help coordinate appropriate levels of City funding.

Human services are defined as those services that assist people in meeting the essential life needs of food, clothing, shelter and access to health care. Further, human services:

- Provide people with the tools to achieve economic, social and emotional stability to the best of their ability.
- Offer activities and services that promote healthy development of the individual, prevent problems and support positive outcomes.
- Support quality of life programs that enhance the health and well-being of the individual and the community.

HUMAN SERVICES VISION 2036

Bainbridge Island continues to support a variety of human service agencies, each with a distinct mission, responding to the basic needs of our diverse population. Cooperation and coordination among human services providers, including the taxing districts, has strengthened the delivery system and improved services.

Bainbridge Island remains a caring community that treats those in need with dignity and respect and has the means to maintain the wellbeing of all its members. No one is excluded and each individual has opportunities to contribute. Diversity (of income and other resources, of origin and life experience, of age and state of health) is a valued community characteristic. Neighborhood networks, providing help in ordinary and emergency circumstances, add specific value to a generally shared sense of place and sense of community; friendliness is the foundation for human services.

Most Islanders prefer to age in place, continuing to enjoy the community’s arts and cultural activities, parks and other outdoor resources. The City’s efforts to provide *affordable housing* that meet the needs of a multi-generational community have been successful.

GOALS & POLICIES

FINANCIAL RESOURCES

GOAL HS-1

City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.

Policy HS 1.1

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of concern and assist human service organizations to respond to current needs.

Policy HS 1.2

Consider information from the Community Needs Assessment in the review process for funding requests for City human service funds.

Policy HS 1.3

Evaluate requests for City human service funding using a fair and transparent process that includes public participation.

Policy HS 1.4

Support increasing emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.

CONTINUUM OF SERVICES

GOAL HS-2

Support a range of human services programs.

Policy HS 2.1

Support programs that meet the basic needs of survival such as food, clothing, shelter and access to emergency health care.

Policy HS 2.2

Support programs that meet the critical needs of vulnerable populations, particularly those most at risk of homelessness.

Policy HS 2.3

Support programs that meet the critical needs of vulnerable populations, particularly those most at risk of homelessness.

Policy HS 2.4

Support preventative and early intervention programs, emphasizing programs (e.g., job training and parenting classes) that address the health, safety and well-being of the vulnerable community members.

Policy HS 2.5

Support programs that provide needed services for families, e.g., child or adult day care, respite care for caregivers and mental health services.

Policy HS 2.6

Support programs designed to allow people who need assistance to remain in their homes or maintain their independence as long as possible.

Policy HS 2.7

Work with partner agencies and nonprofits to support programs that assist veterans, low-income elderly and residents with qualifying disabilities.

Policy HS 2.8

Support programs that address strengthening family relationships and healthy child development to help prevent child abuse, sexual assault, domestic violence and substance abuse.

Policy HS 2.9

Work in partnership with state, county and community agencies to prevent violence including that associated with substance abuse, mental illness and the reckless use of firearms.

HOUSING AND HUMAN SERVICES**GOAL HS-3**

Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in *affordable housing* but also enables people at risk or in crisis situations to remain in their existing housing.

The Human Services Element complements the Housing Element, which deals primarily with the development, retention and construction of *affordable housing*.

Policy HS 3.1

Support emergency rental assistance subsidies.

Policy HS 3.2

Promote the creation of a mix of housing alternatives and services for people at different levels of independence.

Policy HS 3.3

Remove regulatory barriers to *special needs housing*.

ECONOMIC HEALTH AND HUMAN SERVICES**GOAL HS-4**

Recognize the interrelationship between economic health of the community and human services.

Human Services Element complements the Economic Element which promotes business retention and expansion of the City's economy in the broadest sense. Human services organizations contribute to the community's economic well-being by supporting individuals' efforts to be productive members of the community. This support has many forms including but not limited to child care, job skills training, human health and transportation vouchers.

Policy HS 4.1

The City shall serve as a model employer and an example to the larger community in addressing their employees' human service needs.

Policy HS 4.2

Encourage local business organizations to create jobs that reflect good business practices (e.g., job training, employee benefits, family wages).

Policy HS 4.3

Encourage businesses that actively support human services for workers and their families (e.g., provide on-site child care, transportation subsidies, flexible work hours).

Policy HS 4.4

Promote access to jobs, especially for lower-income people, youth workers and people with disabilities, when involved with planning local and regional transportation systems.

PUBLIC AWARENESS AND ACCEPTANCE**GOAL HS-5**

Recognize that for the majority of residents on Bainbridge Island, human services agencies exist to serve 'other' people, and they do their work without much public recognition. The range of services they provide is not well understood, nor is the general public well aware of the prevalence and gravity of the problems many people experience. A periodic *Community Needs Assessment* can provide a foundation for a better and broader understanding of the difficulties that people in our community face and the resources we have available to address them.

Policy HS 5.1

Support efforts to publicize the findings of the *Community Needs Assessment* and stimulate public discussion on the basic human needs and the services that are available, or could be developed, in response to them.

HUMAN SERVICES IMPLEMENTATION

HIGH PRIORITY ACTIONS

HS Action #1

The City Council shall consider human service funding through the biennial budget process.

GOAL HS-1 FINANCIAL RESOURCES

City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.

Policy HS 1.4

Support increasing emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.

HS Action #2

Periodically update the Community Needs Assessment. Use the results to inform City funding decisions and promote community discussion about human service needs to increase empathy and understanding.

Policy HS 1.1

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of concern and assist human service organizations to respond to current needs.

Policy HS 1.2

Consider information from the Community Needs Assessment in the review process for funding requests for City human service funds.

Policy HS 5.1

Support efforts to publicize the findings of the *Community Needs Assessment* and stimulate public discussion on the basic human needs and the services that are available, or could be developed, in response to them.

MEDIUM PRIORITY ACTIONS

HS Action #3

Amend the City's development code and create public/private partnerships to increase the diversity of housing types and supply of affordable housing.

NOTE: Same Action in Housing Element.

GOAL HS-3 HOUSING AND HUMAN SERVICES

Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in affordable housing, but also enables people at risk or in crisis situations to remain in their existing housing.

Policy HS 3.2

Promote the creation of a mix of housing alternatives and services for people at different levels of independence.

Policy HS 3.3

Remove regulatory barriers to *special needs housing*.

HS Action #4

Adopt and maintain and Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

NOTE: Same Action in Economic Element.

Policy HS 4.2

Encourage local business organizations to create jobs that reflect good business practices (e.g., job training, employee benefits, family wages).

Policy HS 4.4

Promote access to jobs, especially for lower-income people, youth workers and people with disabilities, when involved with planning local and regional transportation systems.

GLOSSARY

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

Adaptive management: A structured, [iterative](#) process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In this way, decision making simultaneously meets one or more resource management objectives and accrues information needed to improve future management.

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

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC 365-195-070(6)]. The term "applies to the adequacy of the housing stock to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

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

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

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees, or livestock, and that has long-term (6 years or longer) commercial significance for agricultural production or which has significance for Bainbridge Island.

Agricultural Operation: Any condition, facility, or activity for the production or intent of production for commercial or family use purposes of dairy, apiary, livestock, vegetable or animal products, and crop products including, but not limited to ornamental crops.

Aquatic Resources: Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

Aquifer: A body of soil or rock that contains sufficient saturated material to conduct groundwater and yield usable quantities of groundwater to springs and wells.

Aquifer Conservation Zone Regulations: land use controls designed to protect the functions and values of Bainbridge Island's aquifers. These regulations may include the City's critical area

regulations, the use regulations and standards of the City's Shoreline Master Program, the well-head protection requirements of Class A and B water systems, and the requirements or best management practices of future City enactments such as low impact development regulations or the standards and best management practices required by a Groundwater Management Plan.

Aquifer Recharge Area: The geological formations in which an aquifer is replenished by the downward percolation of water. Critical recharging areas have the potential to effect potable water where an essential source of drinking water is vulnerable to contamination.

Arterial: A major thoroughfare used mainly for through traffic rather than access to nearby property. Arterials generally have greater traffic carrying capacity than collector or local streets and are designed for continuously moving traffic.

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

Average Daily Traffic (ADT): The average number of vehicles passing a point during a 24-hour period.

Base Density: The maximum number of units within an area that can be built under the existing zoning without the use of Transferable Development Rights (TDRs) or a density bonus.

Best Available Science: Current scientific information used in the process to designate, protect, or restore critical areas that is derived from a valid scientific process.

Bicycle Access: An improvement designed to facilitate the use of bicycles, including bicycle trails, bicycle lanes and pedestrian/bicycle trails or pathways.

Bicycle Lane: This facility provides a separate lane for bicycle use. The lane is clearly marked lane of travel on the side of a street or roadway, separated from the automobile by painted strips, curbs or buttons.

Bond and Levy Financing: Local governments can raise revenues by selling tax-exempt municipal bonds or by increasing property taxes through property tax levies. Bonds require a 60 percent voter approval; levies require a simple majority. The City can issue a limited amount of debt without voter approval. This is called limited general obligation or councilmanic debt. Voter approved bonds are retired with property tax revenues.

Capital Facilities Plan: A collection of planning and budget policies and documents working in concert to ensure capital projects are identified and prioritized in a manner that meets the needs of a growing population and promotes a safe and healthy community.

Capital Facility: A structure, improvement, piece of equipment or other major asset, including land that has a useful life of at least 10 years. Capital facilities are provided by, and for public purposes and services. For the purposes of the *Capital Facilities Element*, capital facilities are government offices and facilities; fire and emergency medical services, parks, sewer, water, and storm water utilities, library, and schools.

Capital Improvement: A project to create, expand, or modify a capital facility. The project may include design, permitting, environmental analysis, land acquisition, construction, landscaping,

site improvements, initial furnishings and equipment. The project cost must exceed \$25,000 and have a useful life of at least 5 years.

Capital Improvement Program (CIP): A six-year plan for future capital expenditures that identifies capital projects packaging, timelines, and funding. The CIP is updated and adopted annually or biennially, along with the City's operating budget.

Carbon sequestration: a term used to describe both natural and deliberate processes by which CO₂ is either removed from the atmosphere or diverted from emission sources and stored in the ocean, terrestrial environments (vegetation, soils, and sediment), and geologic formations.

Carrying Capacity: The level of land use or human activity that can be permanently accommodated without an irreversible change in the quality of air, water, land, or plant and animal habitats. In human settlements, this term also refers to the upper limits beyond which the quality of life, community character, or human health, welfare, and safety will be impaired.

Climate resilience: the capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it by climate change.

Climate Change: – Changes in average weather conditions that persist over multiple decades or longer. Climate change encompasses both increases and decreases in temperature, as well as shifts in precipitation, changing risk of certain types of severe weather events, and changes to other features of the climate system. (See www.climate.gov)

Cluster Development: A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, and preservation of environmentally sensitive areas. Cluster development allows the reduction of lot sizes below the zoning ordinance's minimum requirements if the remaining land is preserved as permanent open space.

Co-housing: a type of residential community characterized by either attached or detached single-family dwelling units which may or may not be located on separate lots, and includes a common building, which may contain a large dining room, kitchen, lounges, meeting rooms, recreation and laundry facilities, storage, guest rooms, library, workshops, and/or childcare, to serve only the co-housing community.

Collector: Roads that collect traffic from local access streets and convey it onto the arterial system.

Commercial Use: An occupation, employment or other enterprise that provides goods or services for compensation.

Community Development Block Grant (CDBG) Program: A federal funding program which provides annual funding for eligible local governments for housing and community development programs targeted primarily to low-income persons and neighborhoods.

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

Commute Trip Reduction (CTR): Washington State legislation passed in 1992 requiring specified large employers in certain counties to reduce vehicle occupancy according to a specified time frame.

Comprehensive Plan: A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter (RCW 36.70A).

Concurrency Requirement: A program to ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. (Under the GMA, only transportation facilities and services must satisfy the concurrency requirement.)

Conservation Easement: A legal agreement that the property owner enters into to restrict uses of the land for purposes of natural resources conservation. The easement is recorded on a property deed, runs with the land, and is legally binding on all present and future owners of the property.

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

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

Contract Rezone District: A Contract Zoning District is a distinct area for which a special zoning designation is developed which reflects uses and/or conditions that are unique to that area, and which would affect future development of the land.

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

Cottage Industry: An activity undertaken for gain or profit and carried on in a dwelling or building accessory to the dwelling. See Home Occupation.

Countywide Planning Policies: A series of policies intended to guide the development of city and county comprehensive plans, including, but not limited to, the allocation of population and

employment targets to cities. The GMA gives counties the authority to adopt County-wide Planning Policies.

Critical Areas: Aquifer recharge areas, fish and wildlife habitats, frequently flooded areas, geologically hazardous areas, wetlands and streams.

Critical Habitat: Identified by Washington State Department of Wildlife, Ecology and Fisheries or other source recognized by the City as habitat necessary for survival of endangered, threatened, rare, sensitive, monitor species or identified by Bainbridge Island as species of local significance.

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

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

Designated Centers: Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Fort Ward, Rolling Bay, Day Road and Sportsman Triangle. See Fig. LU-3 Land Use Concept.

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

Development Standards: Requirements or standards imposed on development by regulation or ordinance under land use and environmental planning legislation.

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

Economic capital:

Financial capital is any economic resource measured in terms of money used by entrepreneurs and businesses to buy what they need to make their products or to provide their services to the sector of the economy upon which their operation is based, i.e., retail, corporate, investment banking, etc.

Natural capital consists of indispensable resources and benefits, essential for human survival and economic activity, provided by the ecosystem. Natural capital is commonly divided into (1) renewable resources (agricultural crops, vegetation, wildlife) and (2) non-renewable resources (fossil fuels and mineral deposits.)

Social capital is a form of economic capital in which social networks are central, transactions are marked by reciprocity, trust and cooperation, and market agents produce goods and services not only for themselves, but for a common good. The term generally refers to (1) resources, and the value of those resources, both tangible (public spaces, private property)

and the intangible (people), (2) the relationships among these resources, and (3) the impact that these relationships have on the resources in each relationship, and on larger groups.

Endangered Species: A species or subspecies of bird, mammal, fish, amphibian, reptile or invertebrate for which the prospects of survival and reproduction are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition or disease.

Environmentally Sensitive Areas or ESAs: Critical areas and their protective buffers and natural resource lands.

Erosion Hazard Area: A landform or soil type subject to being worn away by the action of water, wind, freeze-thaw or ice and classified in accordance with the U.S.D.A. Soil Conservation Service, U.S. Geological Survey or Department of Ecology Coastal Zone Atlas.

Essential Public Facility: Any facility meeting the definition of Essential Public Facility set forth in RCW 36.70A.200(1), now or as hereafter amended, any facility identified on the statewide list maintained by the Office of Financial Management.

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

Farm: See Agricultural Land

Fish and Wildlife Habitat: A seasonal range or habitat element with which a given species has a primary association, and which, if altered, may reduce the likelihood that the species will maintain and reproduce over the long-term. These include areas of relative density or species richness, breeding habitat, winter range, and movement corridors. These also include habitats of limited availability or high vulnerability to alteration, such as cliffs, streams and wetlands.

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

Forest Land: Land used for growing trees, not including Christmas trees, for commercial purposes (as shown by record of income) that has long-term commercial significance; or unharvested forest land preserved in open space for the environmental benefits and maintenance of rural character.

Frequently Flooded Areas: Lands subject to a one percent or greater chance of flooding in any given year. These areas include, but are not limited to, floodplains adjacent to streams, lakes, coastal areas, and wetlands.

Functional Classification: A technique for assigning categories to transportation facilities based on a facility's role in the overall transportation system.

Functional Plan: Detailed assessments of existing conditions, current and future facility needs, service targets, and projected funding. Such plans adopted by City Council are incorporated by reference into the Comprehensive Plan's Capital Facilities Element. Other local jurisdictions, such as the Bainbridge Island School District, Bainbridge Island Fire District, and Bainbridge Park District also prepare functional plans.

General Obligation Debt: Local governments can raise revenues by selling tax-exempt municipal bonds and incurring debt. General obligation debt carries an unconditional promise by the local government to levy the taxes necessary to make the interest and principal payments required to retire the debt. General obligation debt is distinguished from limited obligation debt (also known as councilmanic bonds), which does not require a vote of the people and is paid from general operating revenues.

Geologically Hazardous Areas: Areas susceptible to erosion, sliding or other geological events and pose a threat to the health and safety of citizens when used as sites for incompatible commercial, residential or industrial development. Geologically hazardous areas include erosion hazard areas, landslide hazard areas, slopes and seismic hazard areas.

Goal: An expression of a general, ultimate ideal to be sought. It reflects basic community values and establishes the basis for formulating policies.

Green Building: A structure and use process that is environmentally responsible and resource efficient throughout a building's life cycle: from siting to design, construction, operation, maintenance, renovation, and demolition. Green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by efficiently using energy, water, and other resources; protecting occupant health and improving employee productivity; and reducing waste, pollution, and environmental degradation.

Greenhouse Gas (GHG): A gas is an atmosphere that absorbs and emits radiation within the thermal infrared range and affects the temperature of the earth. Primary greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone. At present, the two primary sources of carbon dioxide emissions are from burning coal used for electricity generation and petroleum used for motor transport.

Green infrastructure: Natural vegetation, landscape design, and engineered techniques that retain, absorb, and often cleanse stormwater runoff. By including such features throughout a community, stormwater and other runoff from wet weather or spring thaws is retained, absorbed, and often naturally filtered. Green infrastructure prevents or reduces the amount of runoff from flowing directly into storm drains where it can overwhelm the sewer system and end up contaminating local waterways.

Groundwater: Subsurface or underground water resource.

Growth Management Act (GMA): A Washington State law requiring urban counties and their cities to adopt comprehensive plans and to adopt development regulations and capital budgets to implement comprehensive plans.

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

High Occupancy Vehicle (HOV): Public transportation vehicles and private vehicles carrying no less than a specified number of passengers (usually set at 2 or 3).

High Occupancy Vehicle Improvement: Facilities or priority treatments, such as preferential signalization or queue bypasses, designed to encourage HOV usage.

High Occupancy Vehicle Lane (HOV Lane): A lane of traffic designated for use by public transit vehicles and high occupancy private vehicles.

Historic Preservation: Includes the protection, rehabilitation, restoration, identification, scientific excavation, and reconstruction of districts, sites, buildings, structures and objects significant in American and Washington state history, architecture, archaeology, or culture. (RCW 27.26.901)

Home Occupation: An activity for gainful employment involving the manufacture, provision, or sale of goods and/or services as an accessory use. The home occupation is carried on in the dwelling unit or building accessory to the dwelling unit.

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

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

Housing and Urban Development, Department of HUD: The federal Department of Housing and Urban Development that administers most federally sponsored housing and community development programs.

Housing types: This term refers to the physical form, configuration or scale of housing, as opposed to an ownership pattern (i.e., rental vs. owned). The list below groups housing types into three categories: detached, common wall, or stacked:

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

Humanities: The term 'humanities' encompasses those modes of inquiry, which are also academic disciplines, 'including but not limited to the study of languages, literature, history, philosophy, comparative religion, and ethics. Source: National Endowment for the Humanities.

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

Impervious Surface: Any material that substantially reduces or prevents the infiltration of water into previously undeveloped land. It includes surfaces such as compacted sand, limerock, or clay, as well as most conventionally surfaced streets, roofs, sidewalks, parking lots, and other similar surfaces or structures.

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

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

Infrastructure: A term connoting the physical underpinnings of the built environment including, but not limited to, roads, bridges, transit, waste system, public buildings, and communications networks.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA): Legislative initiative by the U.S. Congress restructuring funding for highway and transit programs. ISTEA authorized increased levels of highway and transportation funding and an enlarged role for regional planning commissions/MPOs in funding decisions. The Act also requires comprehensive regional long-range transportation plans extending to the horizon year of 2015.

Island Character: For purposes of the Bainbridge Island Comprehensive Plan the term is used to describe the special character of the Island - winding, narrow and vegetated roadways and forested areas, meadows, farms, and which contain much of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife habitat.

Kitsap Regional Coordinating Council (KRCC), formerly known as Kitsap Regional Planning Council (KRPC): A Council formed in 1990 by agreement between Kitsap County and the cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo. The purposes of the council are 1) to provide a forum for cooperative decision making by the region's elected officials in order to bring about a continuous and comprehensive planning process, 2) to foster cooperation and mediate differences among governments throughout the region and 3) to maintain an ongoing planning program and coordinate actions to make the best use of the region's resources and overcome problems of waste and pollution. In 1991, the Port Gamble S'Klallam Tribe and the Suquamish Tribe became members.

Land Use: A term used to indicate the utilization of any piece of land. It is the way in which land is being used or may be used.

Land Owner Compacts: Adjacent property owners collectively, aggregate and develop their properties under a unified development plan.

Landslide Hazard Areas: Areas that are potentially subject to risk of mass movement due to a combination of factors, including historic failures, geologic, topographic and hydrologic features as identified in the Department of Ecology Coastal Zone Atlas.

Latecomer Agreement: Also referred to as recovery contracts or reimbursement agreements, a latecomer agreement allows a property owner who has installed street or utility improvements to recover a portion of the costs of those improvements from other property owners who later develop property in the vicinity and use the improvements.

Level-of-Service (LOS): A rating of how well some unit of transportation supply or other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and sewer, park facilities) serves its current or projected demand.

LIHPRHA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRHA, is designed to preserve existing assisted housing for permanent low-income use. It provides incentives for current owners of assisted-housing projects to retain ownership for low-income use or to sell them to new owners who will agree to maintain the housing for low-income occupants for the remainder of its useful life.

Local extirpation: The elimination of self-sustaining residential populations from the entire Island and its waters, or elimination of habitat sufficient to sustain use of the Island's lands and waters by transitory or migratory populations.

Low Impact Development (LID): A stormwater management strategy that emphasizes conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic patterns in residential, commercial, and industrial settings. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surfaces to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Practices that adhere to these LID principles include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting (rain barrels and cisterns) and permeable pavements.

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

Master Plan: A tool to implement the Comprehensive Plan that details land use and circulation plans for a particular area or particular site using the goals and policies contained in the adopted Comprehensive Plan.

Micro unit: A small studio apartment; micro unit could include a fully functioning and accessibility compliant kitchen and bathroom or rely upon communal kitchen or bathroom facilities.

Mineral Resource Lands: Land which is primarily devoted to the extraction of gravel, sand, or valuable metallic substances.

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

Mode Split: The statistical breakdown of travel by alternate modes, usually expressed as a percentage of travel by auto, transit, etc. Mode split is frequently used to describe the percentage of people using private automobiles versus bus transit or other modes.

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

Multi-modal Transportation System: A system in which there is accessibility by a variety of travel modes, typically: pedestrian, bicycle, transit and automobile (Single Occupancy Vehicle and High Occupancy Vehicle - carpool/vanpool) and may include water and air transport as well.

Native Vegetation: Plant species that are indigenous to the Puget Sound region.

Natural Resource Lands: Agricultural, forest and mineral resource lands as defined in this section.

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

Neonicotinoid: a class of neuro-active insecticides chemically similar to nicotine. Studies have linked Neonicotinoid use to adverse ecological effects, including honey-bee colony collapse and loss of birds due to a reduction in insect populations.

Non-point Source Pollution: Pollution that enters water from dispersed and uncontrolled sources (such as surface runoff) rather than through pipes.

Open Space: Any area of land that provides physical or visual relief from the developed environment. Open space may be essentially unimproved and set aside, designated or reserved for public use or enjoyment, or for the private use and enjoyment of adjacent property owners. Open space may also consist of undeveloped areas, such as pastures, woodlands, greenbelts, wetlands, pedestrian corridors and other natural areas that provide visual relief from developed areas.

Preservation of open space would 1) conserve and enhance natural or scenic resources, 2) protect streams or water supply, 3) promote conservation of soils, wetlands, beaches or tidal marshes, 4) enhance the value to the public of abutting or neighboring parks, forests, wild preserves, nature reservations or sanctuaries or other open space, 5) enhance recreation opportunities, 6) preserve historic sites, or 7) preserve visual quality along highway, road and street corridors or scenic vistas.

Open Space Plan: an adopted map that identifies those portions of Bainbridge Island which have the attributes and values of open space and which are candidate areas for protection and/or acquisition through city programs or regulations.

Overlay District: A set of zoning requirements that are described in the ordinance text, are mapped, and subsequently imposed in addition to those of the underlying zone. Development within an overlay zone must conform to the requirements of both zones.

Park-and-Ride: A system in which commuters drive to a common location, park their vehicles, and continue travel to their final destination via public transit or carpooling/vanpooling.

Peak Hour: The hour during which the maximum amount of travel takes place.

Peak Period: The period during which the maximum amount of travel occurs. Usually about 7 to 9 a.m. and 4 to 6 p.m.

Pedestrian-orientation: An area where the location and access to buildings, types of uses permitted on the street level and storefront design are based on the needs of the walking customers and residents. Reduces auto dependence and encourages the use of public transportation.

Peninsula Regional Transportation Planning Organization (PRTPO): The Regional Transportation Planning Organization for Kitsap, Mason, Clallam, and Jefferson Counties. The PRTPO serves as a mechanism for coordinating transportation planning in and among those counties and as a conduit for federal and state transportation funds.

Performance Standards: Regulations that establish standards of performance that are required of any use permitted in a given zoning district. For example, control over the type of a particular development in a particular zone may be accomplished by the establishment of standards which impose maximum levels of smoke, dust, noise, glare, traffic generation or other development impacts which must not be exceeded.

Permeability: The rate at which water moves through undisturbed soil. It depends largely on the texture, structure, porosity and density of the soil.

Place making: With community-based participation at its center, placemaking is a design process that capitalizes on a local community's assets, inspiration, and potential, and results in the creation of quality public spaces that contribute to people's health, happiness, and well being. Source: the Center for Public Spaces.

Policy: An agreed course of action adopted and pursued by decision makers for achieving one or several goals and objectives and which are used to guide the formulation of regulations and programs.

Precautionary principle: An approach to risk management, stating that if an activity carries a threat of causing serious harm to the public or to the environment, the burden of proof that it should not be limited or prohibited falls on proponents of the activity.

Primary Treatment: A wastewater treatment method that uses settling, skimming and usually chlorination to remove solids, floating materials and pathogens from wastewater.

Public Facilities: Use of land that includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

Public Sewer System: Any system which is owned or operated by the City, political subdivision of the state, or other approved ownership consistent of a collection system and necessary trunks, pumping facilities and a means of final treatment and disposal and under permit from the Department of Ecology.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Water System: Any system or water supply intended or used for human consumption or other domestic uses where water is furnished to two or more hookups.

Puget Sound Council of Governments (PSCOG): Predecessor to the Puget Sound Regional Council. PSCOG is the former area-wide metropolitan planning organization (MPO) responsible for regional planning in the Puget Sound area. (See Puget Sound Regional Council.)

Puget Sound Regional Council (PSRC): Current MPO for the Puget Sound region, including Snohomish, King, Pierce, and Kitsap Counties. The PSRC coordinates transportation planning in those four counties and allocates federal and state transportation funds. The PSRC is also responsible for coordinating transportation planning with air quality emissions requirements.

Pump Station: A facility housing the equipment to pump water from or to a destination to counter gravitational forces. Pumping facilities are also employed to increase the pressure of the water as it travels through the system.

Pumping Station: Used to convey sanitary, wastewater to locations that cannot be reached in a normal downhill gravity collection system.

Purchase of Development Rights (PDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to a public entity or non-commercial entity, such as a land trust. In exchange, the seller of the PDR would extinguish the development right on the "sending area" by means of an easement.

Queue Bypass: Route designed to provide a path for transit around traffic queues (or waiting lines), allowing transit to move to the head of traffic flow.

Recharge: The process involved in the absorption and addition of water from the unsaturated zone to groundwater.

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

Right-of-way: Land in which the state, county, city or other governmental entity owns the fee simple title or has an easement dedicated or required for a transportation or utility use. The right-of-way is the right to pass over the property of another. It refers to a strip of land legally established for the use of pedestrians, vehicles or utilities.

Runoff: That portion of precipitation that flows over land surface and enters the storm drainage system during and immediately following a storm. The rapidity of runoff and the amount of water removed are affected by slope, texture (that is the structure and porosity of the soil surface) vegetation and prevailing climate.

Sanitary Sewer: A facility that carries waterborne wastes of household, industrial and commercial users from the point of origin to treatment plant(s) for treatment and disposal.

Secondary Arterial: Roads that link activity centers and convey traffic onto major arterials. Secondary arterials provide both mobility and access.

Secondary Treatment: A wastewater treatment method that usually involves the addition of biological treatment to the settling, skimming and disinfection provided by primary treatment.

Seismic Hazard Areas: Includes areas subject to severe risk of damage as a result of seismic induced ground shaking, slope failure, settlement, slope failure, soil liquefaction or surface faulting. Ground shaking is a primary risk, followed by some unstable slopes causing damage below them. The muck soils of the Island pose a specific risk of settlement and soil liquefaction. These conditions occur in areas where muck soils and other organic deposits are unsuitable for foundations, generally underlain by cohesion-less soils or poorly consolidated sediments usually in association with a shallow groundwater table.

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

Sense of place: A geographic location with a strong identity, historical meaning or visual character that is deeply felt by local inhabitants and by many visitors. It may apply across any scales, from a small, intimate space (e.g., a historic building or a small park), to a unique neighborhood (e.g., Seattle's Pioneer Square or Portland's Pearl District) to an entire city (e.g., New Orleans or San Francisco).

Shoreline Management Act: The Shoreline Management Act of 1971, Chapter 90.58 RCW, as amended.

Shoreline Master Program: Bainbridge Island's policy and use regulations adopted under the authority of and subject to the requirements of the Shoreline Management Act and its implementing administrative guidelines.

Shall: The use of the terms "shall" and "should," determines the level of discretion the City can exercise in making future land use policy, budget, and development regulation decisions. "Shall" means that it is mandatory for the City to carry out the policy, even if a timeframe is not included. The use of "shall" in a policy statement does not convert it into a regulation.

Should: Signifies a slightly less rigid directive than "shall" to be honored in the absence of compelling considerations that require another course of action.

Single Occupant Vehicle (SOV): A vehicle carrying only the driver and no passengers.

Slope: An inclined ground surface, the inclination of which is expressed as a ratio (percentage) of vertical distance to horizontal distance.

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

Special Planning Area: A Special Planning Area is an area that reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area Process would address such issues as current use, future

mix and location of uses and densities, transportation, public facilities, and services and amenities and protection of natural systems.

Storm Drain: A system of gutters, pipes or ditches used to carry storm water from surrounding lands to streams, lakes or Puget Sound.

Storm Water: Water that is generated by rainfall and is often routed into drainage systems in order to prevent flooding.

Stream: Surface waters, which flow into or become connected with other surface waters generally at least once per year. Streams are classified in accordance with classification system established by the Washington State Department of Natural Resources, as modified by Bainbridge Island.

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

Subdivision: The division or redivision of land into five or more lots, tracts, parcels, sites or divisions for the purpose of sale, lease or transfer of ownership.

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

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Tiny House or Home: A small dwelling, with a kitchen and bathroom, possibly mounted on wheels.

Transfer of Development Rights Program (TDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to the developer of a TDR "receiving area" who is allowed to add the capacity to the zoned capacity of the site. In exchange, the seller of the TDR would extinguish the development right on the "sending area" by means of an easement.

Transit: Refers to a multiple-occupant vehicle operated on a for-hire, shared-ride basis, including bus, ferry, taxi, shuttle bus, carpool, or vanpool.

Transportation Demand Management (TDM): Policies and programs to motivate people to use public transportation, such as bus pass subsidies, flex-time programs, and limiting free parking.

Transportation System Management (TSM): An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.

Threatened Species: Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Trip: A one-way movement of a person or vehicle between two points for a specific purpose, sometimes called a one-way trip to distinguish it from a round trip.

Trip Assignment: The process of determining route or routes of travel and allocating the zone-to-zone trips to these routes.

Trip Distribution: The process by which the movement of trips between zones is estimated. The data for each distribution may be measured or be estimated by a growth factor process or by synthetic model.

Undeveloped Rights-Of-Way: Any undeveloped portion of a right-of-way legally established for the use of pedestrians, vehicles or utilities.

Universal Design: The designing of products and environments to be usable by all people, to the greatest extent possible, regardless of age, size, or abilities.

Upzoning: A change in the zoning classification of land to a classification allowing more intensive development, such as a change from single-family to multifamily or from residential to commercial.

Vehicle Miles Traveled (VMT): A measurement of forecasting travel demand; equivalent to one car, bus or truck traveling one mile. VMT is the sum of an individual's vehicle trip lengths - in miles - made over a set period, divided by the number of affected individuals driving that period within the household, study area, zone or facility.

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

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

Watercourse: The areas to which surface and subsurface waters naturally flow and which form a continuous channel through which water descends to natural outlets. A watercourse includes: a permanent stream; intermittent stream; river, brook, creek, channel or ditch for water, whether natural or man-made.

Water Re-use: Using treated wastewater in place of drinking water for commercial irrigation and industrial processes. Also called wastewater reclamation.

Watershed: The geographic region within which water drains into a particular river, stream or body of water. A watershed includes hills, lowlands and the body of water into which the land drains.

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

ECONOMIC PROFILE

Current Economic Background

Bainbridge Island, located 35 minutes from downtown Seattle via ferry, is a vibrant, diverse community. With views of the snow-capped Olympic Mountains to the west and Mount Rainier to the east, Bainbridge Island is the closest getaway destination by ferry from Seattle. The area has a rich history and a unique culture of strong community engagement and sustainable environmental practices.

Demographics

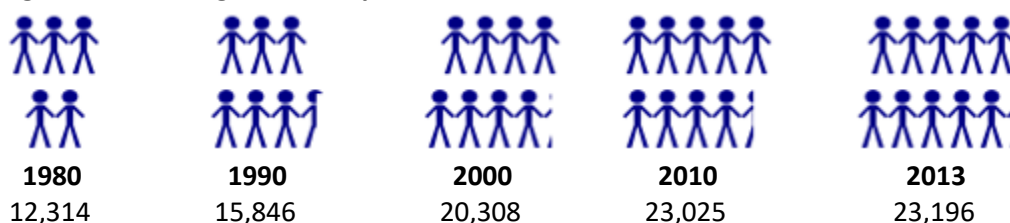
In 2015, Bainbridge Island is home to a community of over 23,000 citizens. Population has remained relatively stable over the past 15 years, after rapid growth between 1980 and 2000, see Figures 1 and 2.

Figure 1: Regional Population Growth

Bainbridge Island		Kitsap County		Washington State	
Population					
2013	23,196	2013	253,968	2013	6,971,406
Population Growth					
2000	20,308	2000	231,969	2000	5,894,121
% Change	12.5%	% Change	8.66%	% Change	15.45%

Source: 2000 U.S. Census and 2013 American Community Survey

Figure 2: Bainbridge Island Population Growth



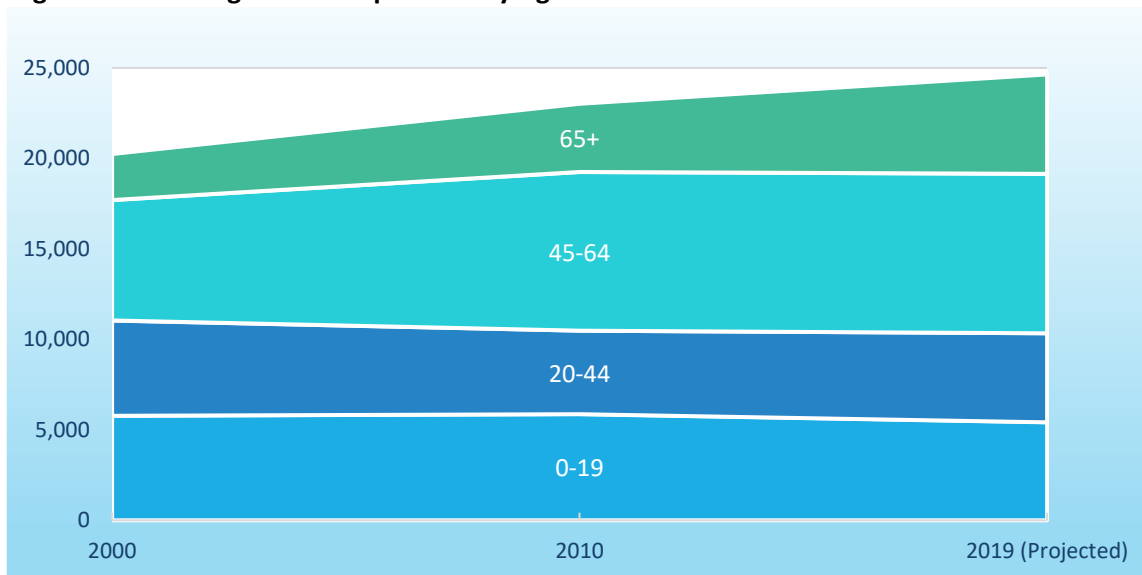
Source: 1980-2010 U.S. Census and 2013 American Community Survey

While modest population growth is anticipated to continue, the number of residents under 65 is expected to remain constant. In contrast, the number of residents aged 65 and above is growing rapidly, see Figure 3. The senior population is anticipated to increase more than 26% by 2019, which will affect the way the economy of the Island looks and operates as the needs and desires of its residents change.

An aging population typically spends less on clothing, transportation, and food but spends far more on health care. Services which give the ability for older residents to stay in their homes such as transit

services, meal delivery, and in-home caregivers will be in greater demand in addition to other long-term care options like assisted living facilities. Although their level of consumption may be more limited overall, seniors tend to have an increased demand for higher-end products. Ultimately, the changing demographics may necessitate a shift in resources away from education and childcare.

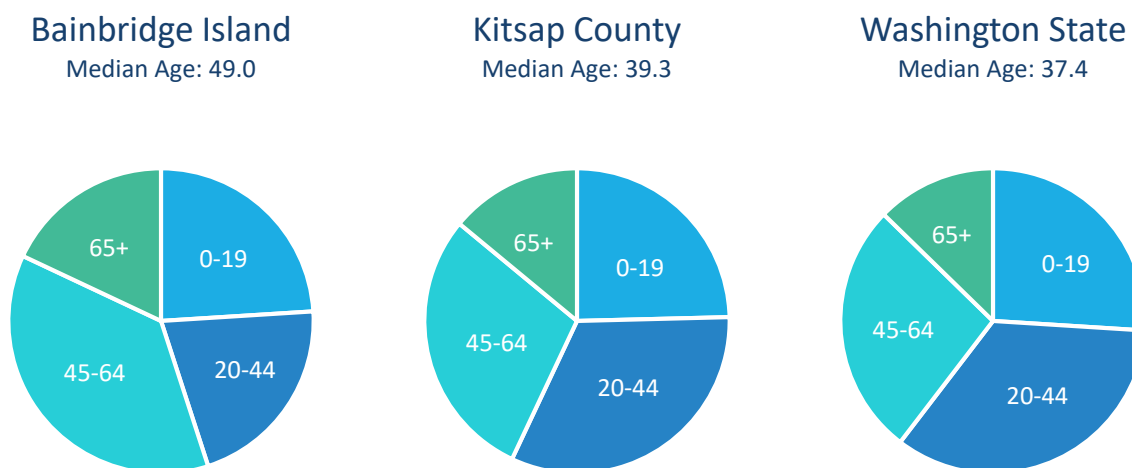
Figure 3: Bainbridge Island Population by Age



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

With the majority of the population above 45 years of age, the composition of the Bainbridge Island population is markedly different than that of both Kitsap County and Washington State. Further, the median age for Bainbridge Island is nearly 10 years older than that of Kitsap County and nearly 12 years older than that of Washington State, see Figure 4. Experian predicts that the median age on Bainbridge Island is projected to be greater than 50 years of age by 2019.

Figure 4: Population by Age

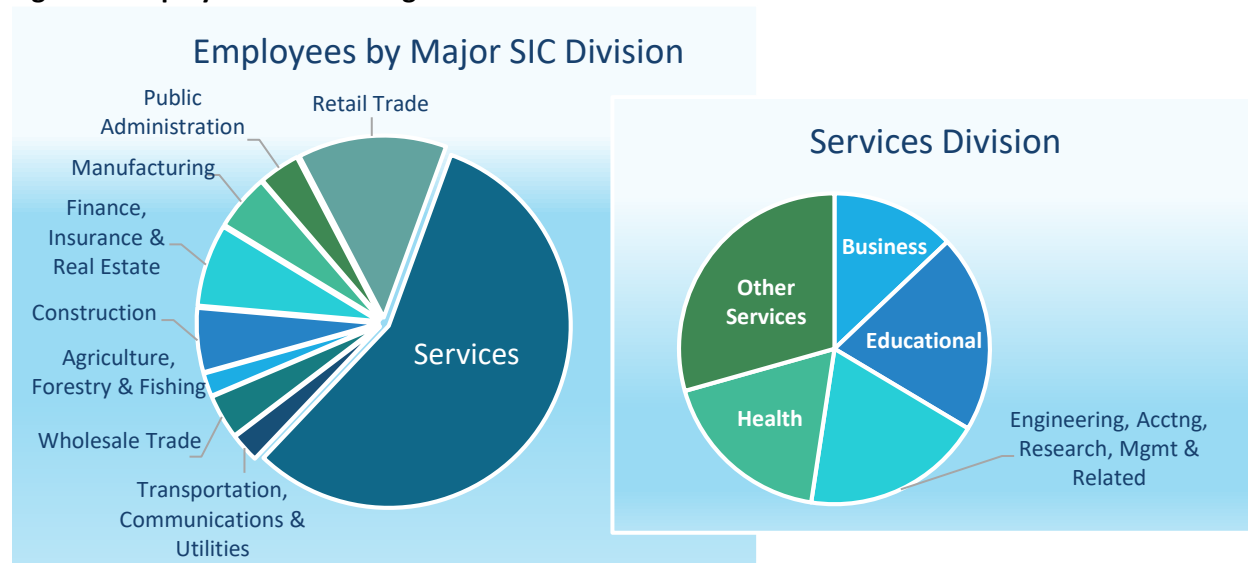


Source: Experian Census Area Projections & Estimates

Bainbridge Island Workforce

Residents enjoy a wide range of amenities. Cultural sites include the Bainbridge Island Museum of Art, Bainbridge Island Historical Museum, Bloedel Reserve, Islandwood, Japanese American Exclusion Memorial, and Bainbridge Performing Arts. The Island also boasts numerous galleries, shops, museums, bakeries, and restaurants. The majority of people employed on Bainbridge Island work within the services industry based on their standard industrial classification (SIC) per the Occupational Safety & Health Administration, see Figure 5. The primary services represented include health, education, business, engineering, and accounting.

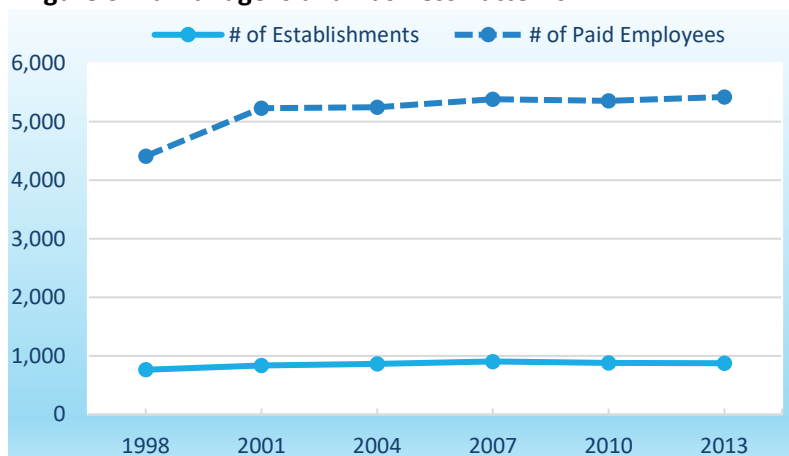
Figure 5: Employees on Bainbridge Island



Source: DemographicsNow

Both the number of people working on the Island and the number of business establishments has remained relatively stable since 2001, see Figure 6. Although the population has grown, the number of available jobs on the island has not increased proportionally.

Figure 6: Bainbridge Island Business Patterns



Source: U.S. Census Bureau, 2013 Zip Code Business Patterns

At 4.2%, unemployment on Bainbridge Island is lower than Kitsap County (6.3%) and Washington State (6.9%) and is projected by Experian to drop to 3.6% by 2019.

There are nearly 10,000 Island residents in the labor force, and with fewer than 6,000 jobs on the Island, it is clear that a number of Island residents must work elsewhere in Kitsap County or the nearby Seattle metropolitan area.

Islanders commute by car far less frequently than Kitsap County or the State as a whole, instead relying more heavily on public transit, see Figure 7. This translates to longer commute times, as the Bainbridge Island commute is longer by 13-18 minutes on average. Also significant in viewing commute patterns is the high number of residents who work at home, almost three times the percentage within Kitsap County or Washington.

Figure 7: Regional Commute Types

Commute Type	Bainbridge Island	Kitsap County	Washington State
Vehicle (Self or Carpool)	49.1%	78.6%	83.2%
Public Transit	25.3%	8.3%	5.8%
Worked at Home	16.3%	6.6%	5.4%
Walked	5.6%	4.4%	3.5%
Other Means	3.7%	2.1%	2.1%
Mean Commute Time (mins)	43.2	29.7	25.7

Source: 2013 American Community Survey

Figure 8: City Business License Information (10/8/15)

	# of Licenses	% of Total Licenses
On-Island Location	2198	68%
Home-based Businesses (included in On-Island Count)	1345	42%
Off-Island Location	1020	32%
Total Business Licenses	3218	100%

Figure 9. Bainbridge Island Home-Based Businesses by Type

Business Type	Number	%
Construction & Related Services	143	10.6%
Artists & Entertainment	141	10.5%
Management & Professional Services	111	8.3%
Marketing, Advertising & Graphic Design	109	8.1%
Accommodations, Real Estate & Related	90	6.7%
Health & Wellness	79	5.9%
Landscaping	60	4.5%
Engineering, Environmental, Scientific & Technical Services	57	4.2%
Computer & Technology	56	4.2%
Educational Services	50	3.7%
Finance, Investment & Accounting	44	3.3%
Fitness, Recreation & Related	43	3.2%
Legal Services	43	3.2%
Home Furnishings & Interior Design	41	3.1%
Nonprofit, Civic & Advocacy Organizations	38	2.8%
Miscellaneous	37	2.8%
Agriculture	30	2.2%
Food Services & Manufacturing	28	2.1%
Architects	24	1.8%
Machinery & Equipment	20	1.5%
Maintenance & Cleaning	19	1.4%
Travel & Transportation	17	1.3%
Pet Services	16	1.2%
Industrial Design & Manufacturing	14	1.0%
Personal Services	11	0.8%

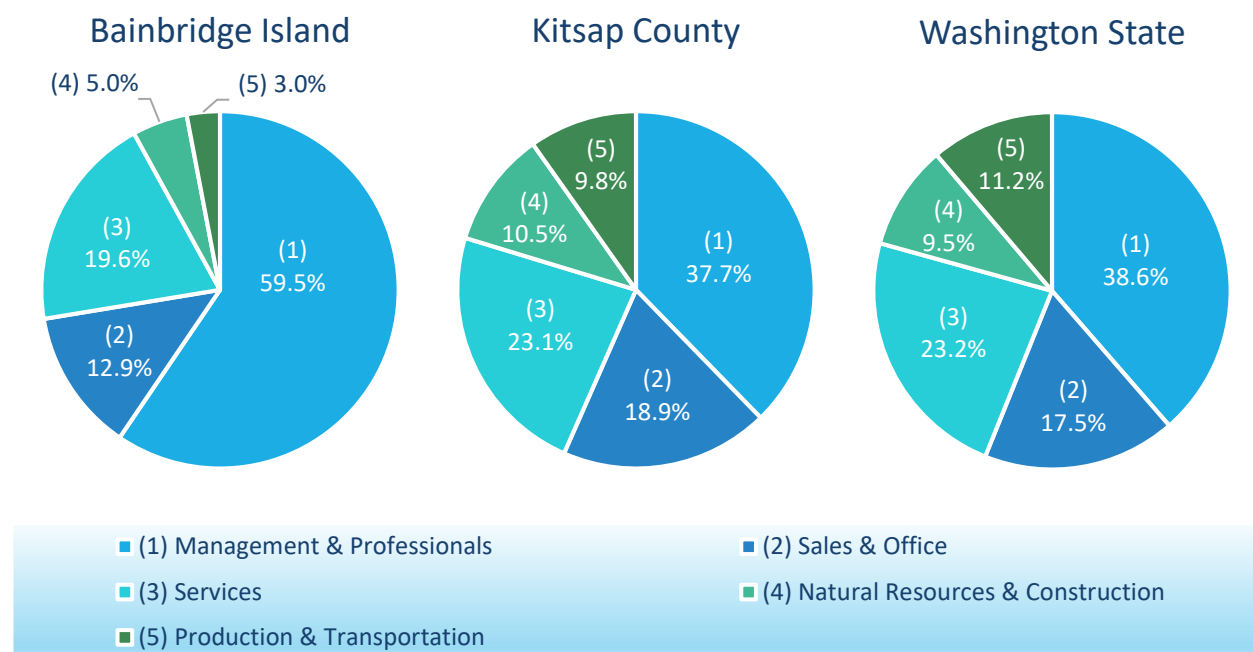
Business Type	Number	%
Childcare	8	0.6%
Clothing	7	0.5%
Water Utilities	5	0.4%
Florists	3	0.2%
Total	1,344	100.0%

Source: City of Bainbridge Island Business Licenses (10/8/15)

Based on the large number of Island residents working off-Island, the type of occupations in which they are employed gives a better indication of their financial means as opposed to analyzing the composition of Island jobs.

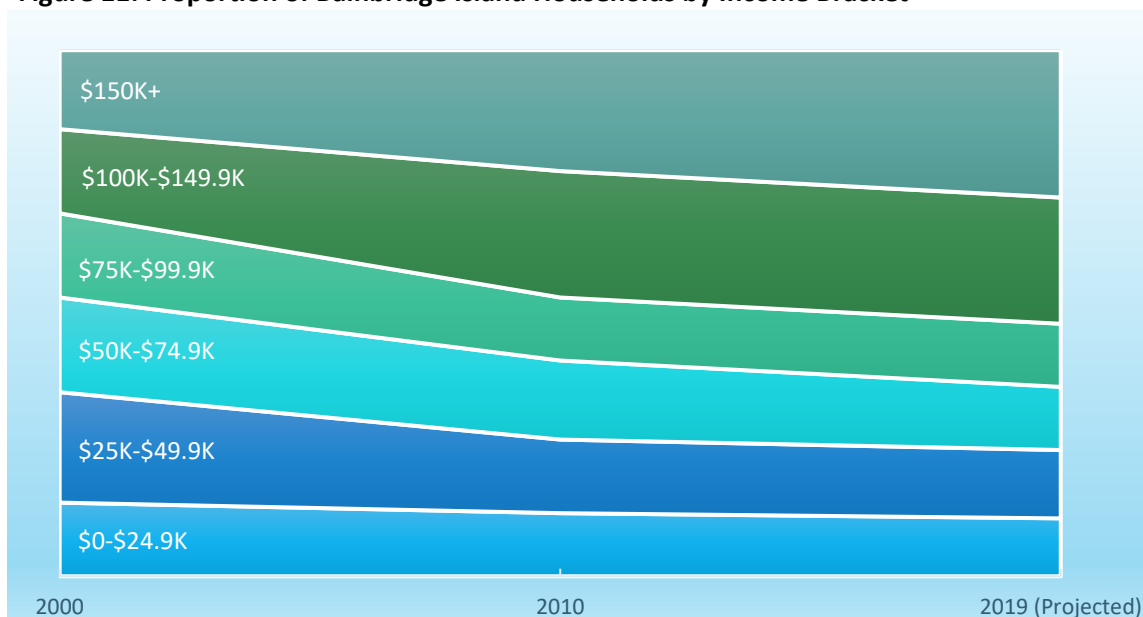
Bainbridge Island residents overwhelmingly hold professional or management positions: almost 60% of the workforce holds such positions, sharply contrasting with the less than 40% of Kitsap County or Washington residents that do, see Figure 8. These positions also tend to command a much higher salary than other types of positions.

Figure 10: Workforce by Occupation



Source: 2013 American Community Survey

Since 2000, the proportion of Bainbridge Island households with incomes greater than \$100,000 has steadily increased with Island businesses benefitting from off-Island income. Bainbridge Island has significantly higher median household incomes, when compared to Kitsap County or Washington State, see Figures 9 and 10.

Figure 11: Proportion of Bainbridge Island Households by Income Bracket

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

Figure 12: Median Household Income

	2000	2010	2014	2019 (Projected)
Bainbridge Island	\$70,797	\$92,762	\$89,223	\$103,499
Kitsap County	\$46,923	\$62,712	\$59,362	\$68,859
Washington State	\$45,811	\$57,181	\$58,274	\$67,667

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

Living and Working in the Same Community

As shown previously in Figure 5, the majority of people employed on Bainbridge Island work in the services industry or retail trade. The corresponding wages paid to employees on the Island in these sectors show a much lower average wage than represented by the median household income, see Figures 10 (above) and 11.

Figure 13: Average Wages on Bainbridge Island by Industry

Industry Name	Average Annual Wage*
Health Care & Social Assistance	\$30,306
Other Services (excl. Public Administration)	\$29,576
Retail Trade	\$27,748
Arts, Entertainment & Recreation	\$21,257
Accommodation & Food Services	\$16,754
*Average Annual Wage is calculated based on the total wages paid by reporting employers during calendar year 2014 and the average of the same 12 months employment for the same employers.	

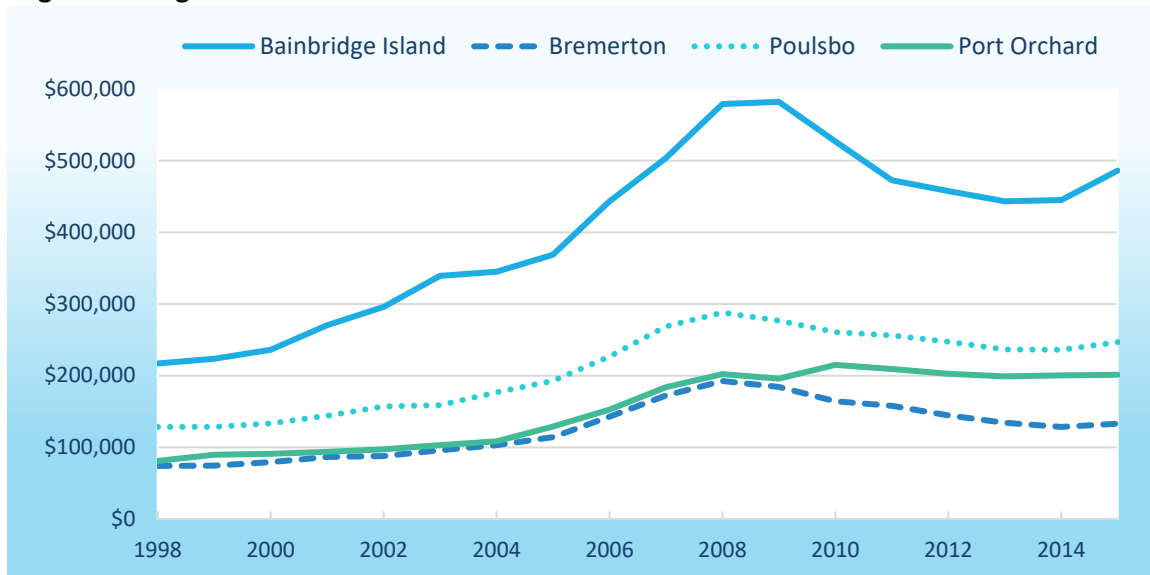
Source: Washington State Employment Security Department

This disparity in income and wages could be the result of a number of different factors such as the prevalence of part-time work in these sectors or that a sizable portion of these employees reside off-Island. Regardless of the reason, it is clear that the wage and salary analysis above coupled with a highly competitive housing market indicates that many jobs within the Island economy cannot provide workers sufficient incomes to make living within the community possible, even for dual income households.

Bainbridge Island Residential Investment

Bainbridge Island is primarily a residential community. Just over 9,600 of the total 17,779 acres of the Island are developed for residential land uses. A majority of the remaining land has been kept undeveloped to maintain the unique rural character so highly regarded by Island residents.

Approximately 87% of all Bainbridge Island property value is in the form of residential property which has a 2015 assessed valuation of over \$5.3 billion per the Kitsap County Assessor. Home values on Bainbridge Island tend to be much higher than those in neighboring communities, see Figure 11. This represents an investment of some portion of the income imported into the community from well-paying jobs in Seattle and elsewhere in addition to employment on the Island.

Figure 14: Regional Median Assessed Home Values

Source: Kitsap County Assessor, Statement of Assessments 2001-2015

Residential investment also drives a portion of the local economy by supporting a demand for businesses such as home repair and remodeling, landscaping services, food service, auto repair, interior design, insurance, house cleaning, day care, and municipal services.

WATER RESOURCES

EXISTING CONDITIONS & FUTURE NEEDS

The following outlines the present conditions and understanding of the water resources of the Island and the future needs for restoration, enhancement, and protection of these resources.

Groundwater

Groundwater is the sole source of drinking water for Island residents, *farms* and industry on Bainbridge Island. It is found in underground reservoirs called *aquifers*. An *aquifer* is defined as a *permeable* sand and/or gravel formation that is capable of yielding a significant amount of water to a well. Wells on Bainbridge Island penetrate several distinct *aquifers* to allow withdrawal of drinking water by individual homeowners and municipal water purveyors. Most individual *household* wells penetrate to depths of less than 300 feet.

Some residents are still using hand-dug wells less than 40 feet deep, completed in the *permeable* sediments known as the Vashon Recessional Outwash. *Groundwater* found at this level also feeds the base flow (summer flow) for Island *streams*. High capacity wells have been drilled as deep as 1,200 feet to find adequate marketable quantities of water for public and private water purveyors. While few in number, these wells produce a large portion of the Island's potable water. The Blakely Formation, a sedimentary bedrock formation, dominates the geology on the southern end of the Island and limits *groundwater* production in this area.

Our understanding of the Island's water resources has been enhanced through historical studies such as the *City of Bainbridge Island, Level II Assessment*⁴ prepared by Kato & Warren and Robinson Noble in 2000 and monitoring and assessments completed in the last ten years by the City's *Groundwater* Management Program. This work includes the development, improvement, and utilization of a *groundwater* model; the development of a well monitoring network; and the implementation of long-term monitoring.

Bainbridge Island has six principal *aquifers* (Kato & Warren and Robinson & Noble, 2000), the extents of which were refined in the *Conceptual Model and Numerical Simulation of the Groundwater-Flow System of Bainbridge Island, Washington* (USGS, 2011). The six *aquifers* delineated below reflect updated understanding based on the United States Geological Survey (USGS) model. Additional details about the *aquifers*, including detailed maps and discussion regarding the extent, thickness, and other characteristics, can be found in the USGS report.

Perched Aquifer (PA)—This *aquifer* is comprised predominantly of Vashon Advance glacial outwash (Qva). The top of the *aquifer* ranges from sea level to more than 300 feet above mean sea level [ft MSL], with a thickness of 20 to 200 feet, and is utilized predominantly by domestic wells. About 4 percent of wells are reported to be completed in this unit.

Semi-Perched Aquifer (SPA)—This semi-perched *aquifer* exists within *permeable* interbeds (QCipi) of the upper confining unit (QC1). The top of the *aquifer* ranges from sea level to more than 200 ft MSL, with a thickness of 10 to 50 feet. About 25 percent of wells are reported to be completed in this unit.

Sea Level Aquifer (SLA)—The Sea Level *aquifer* (QA1) is extensive, widely used, and mostly confined by QC1. The top of the *aquifer* ranges from -200 to 200 ft MSL, with a typical thickness of 25 to 200 feet. Fifty-three percent (53%) of wells are completed in the SLA.

Glaciomarine Aquifer (GMA)—This *aquifer* consists of water-bearing units within a thick sequence of fine-grained glaciomarine drift (QA2). The top of the *aquifer* ranges between more than -500 to -300 ft MSL, with a typical thickness of 20 to 300 feet. Several of the Bainbridge Island's production wells and at least 4 domestic wells are completed in this *aquifer*, representing about 2 percent of wells.

Fletcher Bay Aquifer (FBA)—The FBA (QA3) is the deepest identified *aquifer* on Bainbridge Island. Several large production wells are completed in this *aquifer* including the Fletcher Bay Well. The top of the *aquifer* ranges between more than -900 to slightly less than 600 ft MSL, with a typical thickness of 50 to 300 feet. While representing only about 1 percent of wells on Bainbridge Island, the metered KPUD and COBI FBA wells provide approximately 30 percent of the estimated total Island *groundwater* production.

Bedrock Aquifer—Less than 1 percent of the wells are completed in the sedimentary Blakely Harbor and Blakeley formations on the south end of Bainbridge Island.

Other wells on Bainbridge Island are either completed in water bearing zones within confining units or have an indeterminate *aquifer* completion zone.

COBI's monitoring well network is distributed across the six Bainbridge Island *aquifers* as follows: 16 in the Perched *Aquifer*, 7 in the Semi-Perched *Aquifer*, 32 in the Sea Level *Aquifer*, 5 in the Glaciomarine *Aquifer*, 9 in the Fletcher Bay *Aquifer*, and 1 in the Bedrock *Aquifer*. Aspect has updated the USGS *groundwater* model to include one new public supply well (KPUD North Bainbridge Well #10), for a total of 1,470 Group A and B public wells and exempt wells estimated to be active on Bainbridge Island.

Aquifer Concerns and Observed Conditions

There are two primary concerns in protecting an *aquifer* system. These are quality and quantity.

Water Quality

Seawater Intrusion

One of the most common *groundwater* quality concerns for Islands or other saltwater shorelines is saltwater intrusion, which is the movement of saltwater into a freshwater

aquifer. Where the source of saltwater is marine water such as Puget Sound, this process is known as seawater intrusion. Seawater intrusion occurs when the saltwater/freshwater interface moves inland from offshore. Freshwater is less dense than saltwater and so freshwater will float above saltwater. It is the pressure of the overlying freshwater that keeps the interface offshore. Excessive pumping or overuse of the overlying freshwater will pull the interface toward the shoreline and possibly inland.

Some of our *aquifers* such as the *shallow* Perched and Semi-Perched *aquifers* are, generally, not in contact with saltwater and, therefore, generally not susceptible to seawater intrusion (an exception being where these *aquifers* are present near the shoreline).

The Sea Level *Aquifer* and our deeper *aquifers* can be susceptible. How susceptible can vary from *aquifer* to *aquifer* and, even within the same *aquifer*, depending upon local conditions. In order to monitor for potential seawater intrusion, the most common practice is to measure chloride concentration and specific conductivity in *groundwater*. The City's *Groundwater* Management Program conducts annual chloride sampling in *aquifers* or wells susceptible to seawater intrusion. The established Early Warning Level, or EWL, is a chloride concentration >100 mg/L or any 4 consecutive samples showing an increasing trend. To date, no wells in the City's monitoring network (including Kitsap Public Utility District and the City's Water Utility wells) exceeded the EWL, and no trends in chloride results were noted.

Chloride concentrations typically varied between 2 mg/L and 15 mg/L. Results in 2013 and 2014 in the Fletcher Bay *Aquifer* indicate slightly elevated chloride above historic baseline concentration, but not upward trending results. However, these *should* be monitored for continued changes.

Additionally, the City's *groundwater* model was run by USGS in 2010 and updated, recalibrated and run again by Aspect Consulting in 2016 to examine the potential for seawater intrusion under different water production (e.g., growth) scenarios. Model projections indicated no seawater intrusion. It *should* be noted that the model is designed to observe regional scale conditions, but the scale is not fine enough to assess very localized conditions such as one or two wells along the shoreline. Therefore, it is important to continue to monitor in vulnerable areas to catch potentially developing local conditions.

One example is an elevated chloride level measured in one well in the Seabold area in 2006 prior to the development of the City's *Groundwater* Management Program. As there was no established program in place at the time, there was no immediate follow up sampling/study to confirm seawater intrusion rather than a source other than seawater intrusion. Other common sources of chloride in *groundwater* include connate, or very-old, *groundwater*, septic system effluent, very hard *groundwater*, windblown sea spray, and *recharge* from irrigation, agricultural practices, and well disinfection.

Chloride from any of these sources can result in elevated levels of chloride in an *aquifer*

or well. Erroneously interpreting chloride concentration data without more detailed study may result in what is called a “false positive,” where a test identifies a problem that does not in fact exist. That is why follow up investigation using site-specific assessments, is necessary before seawater intrusion can be confirmed. The City, the Kitsap Public Health District, and the Kitsap Public Utility District have teamed up to scope a localized, focused study in the Seabold area for potential funding in 2017.

Nitrates

According to USGS research, nitrate is the most commonly found pollutant in *groundwater* nationwide, particularly in rural areas. Nitrate levels in drinking water above EPA’s Maximum Contaminant Level (or MCL) of 10 mg/L can have serious health effects primarily for infants, but also pregnant women and individuals undergoing treatment with antioxidant medications. Nitrate converts to nitrite in the digestive tract which causes a condition call methemoglobinemia which lowers the oxygen in the blood stream. In infants this is called “Blue Baby Syndrome.” Brain damage, even death, can occur.

High nitrate levels in *groundwater* can also indicate the possibility that other contaminants may be present in the water such as bacteria or pesticides.

The typical sources of nitrate in *groundwater* include the application of fertilizers and pesticides, mostly from agricultural row crop farming, but commercial and *residential use* can be significant sources as well (such as lawns, parks, golf courses, ballfields, nurseries, and extensive gardens). Other sources include industrial processes and wastewaters, the land application of wastewater treatment plant sludge or biosolids, and on-site septic system returns.

Although the *Groundwater* Management Program does not, at present, routinely monitor nitrate in *groundwater*, the City’s consultant examined nitrate data from the Kitsap Public Health District (KPHD) as part of the 2015-2016 assessment. Nitrate data were not found to exceed EPA’s MCL of 10 mg/L. Nitrate data for Group A and B public wells and exempt wells did not indicate any trends. Data submitted to KPHD for exempt wells are typically single results and are insufficient to calculate any trends. However, the maximum result during the last 15 years (2000–2014) was 5.17 mg/L in 2007. There are no apparent trends over time or geographically across the island.

Other Water Quality Concern

Generally, *groundwater* quality on the Island is very good. However, moderate levels of iron and manganese are naturally-occurring and common. Although neither of these minerals normally exceed EPA’s standards for drinking water, they can influence odor and taste and stain fixtures. Many *public water systems* and some private systems use filtration devices to remove or reduce these minerals.

Sole Source Aquifer Designation

In 2013, the Bainbridge Island *Aquifer* System was designated a Sole Source *Aquifer*. Sole Source *Aquifer* Designation can apply to one *aquifer* or a system of multiple *aquifers* as is the case with Bainbridge Island.

The Sole Source *Aquifer* Designation Program is an EPA program authorized under the Safe Drinking Water Act of 1974. Section 1424(e) defines a sole source *aquifer* as “the sole or principal drinking water source for the area and which, if contaminated, would create a significant hazard to public health.”

The EPA more specifically defines a sole or principal source *aquifer* as one which supplies at least 50 percent of the drinking water consumed in the area overlying the *aquifer*, and that these areas have no alternative drinking water source(s) which could physically, legally, and economically supply all those who depend upon the *aquifer* for drinking water.

The program and designation are specifically designed to protect the quality of drinking water by helping to prevent contamination of the *aquifer* system. It provides this protection by raising the level of awareness of the vulnerability of the *aquifer* system to contamination and our dependence on the system for drinking water supply.

Further, it requires additional EPA scrutiny of federally-funded projects. EPA inspects proposed projects for potential to contaminate the underlying *aquifer*, and, where appropriate, requires modifications and mitigations to prevent contamination.

However, this additional scrutiny applies to federally-funded projects only, and some projects such as highways and agriculture may be exempt if they meet criteria laid out in pre-established memorandums of understanding between the EPA, the Department of Transportation, the Department of Agriculture, or other agencies.

Water Quantity **Water Levels**

The City's *Groundwater* Management Program currently monitors water levels in public and domestic wells Island-wide and in all six *aquifers*. Water level is an indicator for water quantity, and water level data are assessed against the program's early warning level, or EWL, for safe yield. The EWL for safe yield is a declining water level equal to or greater than ½ foot or more per year over a 10-year period that cannot be attributed to below average rainfall.

Individual well levels were reviewed for trends and compared against the EWL for safe yield. All wells were found to be below the EWL. Water levels in the *aquifers* did not indicate any *aquifer*-wide trends, and only two individual wells were noted for further review.

An exempt well (25N/02E-21P03) in the Sea Level *Aquifer* showed an apparent average decline of approximately 0.56 feet/year over the 8-year period of record.

However, further review of the water level measurement method history showed that it changed twice over the period of record from a steel tape to a sonic water level meter and, then, back to steel tape. The results collected via sonic water level meter appeared

to be inconsistent compared to the results before and after using the steel tape, a more rudimentary but more reliable measurement method. Therefore, the sonic level readings were removed from the analysis. Once removed, the remaining data were below the EWL. Water-use data were not available for the well. However, the well owner indicated to COBI that no known change in water use occurred over the period of record. Continued long-term monitoring of this well using the steel tape method, as planned by COBI, will determine if there is a significant trend in water level decline over time.

Group A system well 'Island Utility Well #1' (25N/02E-34F07) in the Fletcher Bay *Aquifer* has shown an average decline of approximately 0.49 feet/year from 2004-2014. Although this does not yet exceed the EWL, it is very close to approaching it. Therefore, further monitoring and assessment are warranted. The well is situated next to two other Fletcher Bay *Aquifer* production wells (Island Utility Well #2, Island Utility Well #4) within the same water system. Production data have not been available for these wells, which makes it unclear if declines are related to changes in water use over the period. This system has just transitioned to operation by KPUD in mid-2015, which is now reviewing available information to understand the current conditions within that water system.

Additional data review will continue as the system *infrastructure* is updated to see if additional water use, system loss, or some other factor contributed to the historical decline. No other Fletcher Bay *Aquifer* wells monitored exhibited a similar declining trend, so it appears that this issue is specific to this well and not an *aquifer*-wide concern.

Aquifer System Carrying Capacity

The City, as a community, has yet to fully-define or characterize a sustainable *aquifer* system. Some initial characteristics are keeping the saltwater/freshwater interface offshore and saltwater out of the freshwater supply, and maintaining a balanced water budget for the *aquifer* system in order to prevent depletion.

To help provide some baseline information about these initial characteristics and expected impacts to the system due to *climate change*, Aspect Consulting conducted a system *carrying capacity* model assessment. The *aquifer* system *carrying capacity* assessment was based on those safe-yield indicators with EWLs described above using *aquifer* water levels and chloride concentration. The on-Island *groundwater* balance for the entire *aquifer* system (water budget) was also evaluated. The *groundwater* balance components do not have EWLs, but were evaluated to provide additional context on the predicted changes in *groundwater* conditions.

Water Level Changes: The following rates of *groundwater* level change were based on comparing current and predicted *groundwater* levels in 100 years:

- The Perched *Aquifer* system showed an average 0.10 foot per year of water level decrease at 25 locations simulated across the Island;
- The Semi-Perched *Aquifer* system showed an average 0.13 foot per year of water level decrease at 12 locations simulated across the Island;

- The Sea Level *Aquifer* system showed an average 0.09 foot per year of water level decrease at 49 locations simulated across the Island;
- The Glaciomarine *Aquifer* showed an average 0.02 foot per year of water level decrease at 6 locations simulated across the Island; and
- The Fletcher Bay *Aquifer* showed an average 0.15 foot per year of water level decrease at 9 locations simulated across the Island.

The predicted *groundwater* level changes over a 100-year timeframe were less than the COBI EWLs.

Saltwater/freshwater Interface: The predictive model results indicated that, despite these slow declines, *groundwater* from the Bainbridge Island *aquifer* system flows to Puget Sound and keeps the freshwater/seawater interface at a distance from the Bainbridge Island shoreline. All wells within the Bainbridge Island shoreline maintained chloride concentrations less than 100 mg/L, and no trend in concentrations was observed based on predictive model results.

Water Budget: Though the predicted *groundwater* level declines did not appear to induce seawater intrusion, they can have impacts on other components in the system such as discharge to *streams* to help maintain summertime flows. Therefore, it is important to examine the components of the system's water budget.

Similar to a financial budget, a water budget represents a balance of inputs and outputs. If one component goes up or down, some other component(s) must go up or down to compensate. *Groundwater* balance components are typically difficult to measure directly (such as *recharge* and *groundwater* underflow). Thus, this *groundwater* balance assessment relies on modeling results without actual field measurements.

Based on the 2011 USGS Report, the relationship between *groundwater* balance inputs and outputs for the Bainbridge Island *aquifer* system is shown in the following equation:

$$R_{ppt} = W_{ppg} + D_{sw} + (GW_{ps} - GW_{kp})$$

Where:

Inputs include:

R_{ppt} is precipitation *recharge*.

Outputs include:

W_{ppg} is *groundwater* withdrawals;

D_{sw} is *groundwater* drainage to surface water (such as seeps to bluffs, creeks, *streams*, etc.); and

$(GW_{ps} - GW_{kp})$ is the net lateral *groundwater* underflow (*groundwater* flow toward Puget Sound submarine seeps (GW_{ps}) and *groundwater* flowing from the Kitsap peninsula in deeper *aquifers* (GW_{kp})).

To balance the modelled 50-percent increase in *groundwater* withdrawals and the 20-percent decrease in *recharge* due to *climate change*, the model showed projected

changes in *groundwater* drainage to surface water (approximately 40-percent decrease) and lateral *groundwater* flow (approximately 24-percent decrease). Figure 6, excerpted from Aspect's technical memorandum (*Bainbridge Island Groundwater Model: Aquifer System Carrying capacity Assessment (Task 3 Scenario)*, 2016) compares the water balance components under current and projected conditions, based on model results.

The Bainbridge Island *groundwater* model results showed *aquifer* storage will be reduced by approximately 11,000 million gallons between current and projected conditions, reflecting the water level decreases described above. These *groundwater* balance results *should* be carefully interpreted, considering that the limited grid resolution may not be sufficient to accurately simulate *groundwater* discharge to surface water, and that the model has not been calibrated to observed flows.

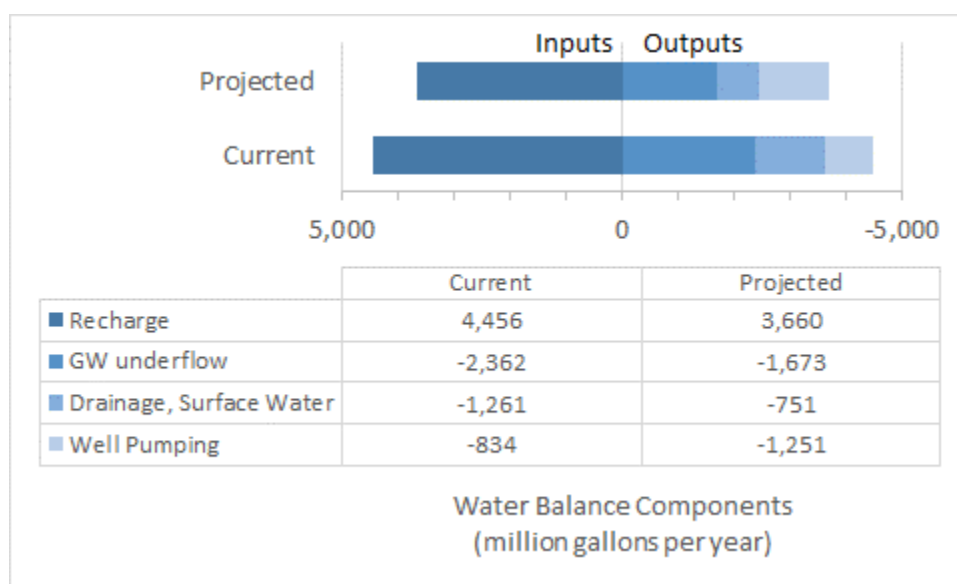


Figure 2. Current and Projected *Groundwater* Balance Components.

As shown in Fig. 2 well pumping (also called production) is the amount of water taken out of the system through wells (water use). The 50% increase in this component represents the expected increase in water use due to population growth.

Drainage to surface water is *groundwater* contribution to surface water features such as *wetlands*, lakes, and *streams*. The 40% reduction shown here may have an impact on maintaining summer baseflows and water temperatures. It is cautioned that the model as it is currently constructed is not specifically designed to provide an estimate as to how much stream flow will be impacted, but it could be modified to answer specific questions around this topic in future model runs.

Groundwater underflow is the amount of *groundwater* that seeps or discharges into Puget Sound at the shoreline. This value is influenced by the water levels in the *aquifers*, and the reduction shown here represents the impact from project water level decreases. The key importance to this component is that there has to be enough underflow to provide the

pressure to keep the saltwater/freshwater interface offshore and prevent seawater intrusion.

Recharge is the portion of precipitation or rainfall that infiltrates the ground and reaches the *aquifer*. The estimated 20% reduction shown in the water balance accounts for *climate change* impacts.

The amount of *groundwater* underflow and discharge to *streams* is driven by the geological makeup of the *aquifer* system. Therefore, we have no direct ability to control these budget components. Rather it is the components of well pumping and *recharge* that we have more ability to directly control. We can reduce well pumping by reducing our water use through aggressive water conservation measures.

Though we cannot control precipitation patterns, we can take measures to enhance *recharge* through creative water capture and return measures (from the rain barrel scale to large scale *infrastructure*) and through protective *land use* measures such as *low impact development* and protection of *aquifer recharge areas* and other *aquifer* conservation areas.

Aquifer Recharge Areas

Understanding the Island's *aquifer recharge* system is important for both *groundwater* quantity and quality. The identification and protection of high *aquifer recharge areas* is important both from the standpoint of *groundwater* quantity and quality. *Aquifer recharge areas* have geologic and soil conditions which allow high rates of surface water infiltration, which also means they are particularly susceptible to contamination. Increasing *impervious surfaces* through development reduces the amount of *recharge* available to the Island's *aquifers*. At the same time, *runoff* from *impervious surfaces* in developed areas contains increased contaminants. Efforts to protect and preserve the Island's natural water supply are warranted, as the resources that would be required to clean up after contamination or to secure a new source would be prohibitive.

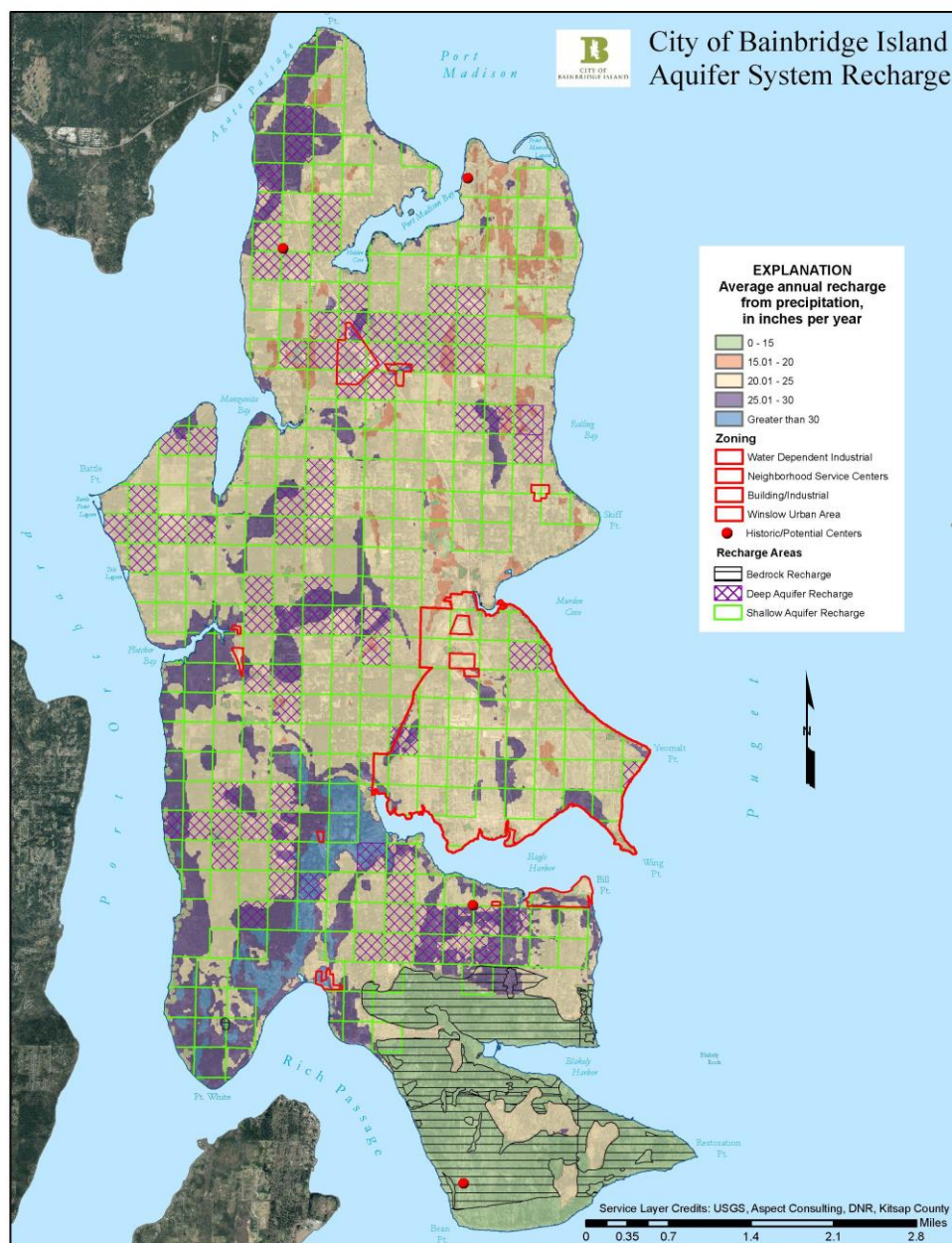
Where development overlays *aquifer recharge areas*, special considerations need to be made to preserve the volume of *recharge* available to the *aquifer* and to protect the *groundwater* from contaminants such as nitrates, biocides and heavy metals found in septic systems and *stormwater runoff*. The most extensively used *aquifer* underlies 85% of the Island and occurs under all zoning classifications.

To help the City assess *recharge* areas for special protection or designation, the model was run to determine *recharge* areas on the Island.

The Bainbridge Island model results indicate that areas across much of the Bainbridge Island area may have a critical recharging effect on *aquifers* that are sources of drinking water. Primary findings include:

Wells in *shallow aquifers* (including the Sea Level Aquifer and above) may withdraw water that originates as *recharge* relatively close to the well head and is younger than 100 years old. See figure below which shows the *recharge* areas for *shallow aquifers* (green squares).

Fig. 3 – Aquifer System Recharge



Not all *groundwater* on Bainbridge Island comes from *recharge* on Bainbridge Island. Model results indicate several wells tapping the deeper *aquifers* withdraw water that originates as *recharge* from areas on the Kitsap Peninsula and is greater than 1,000 years old.

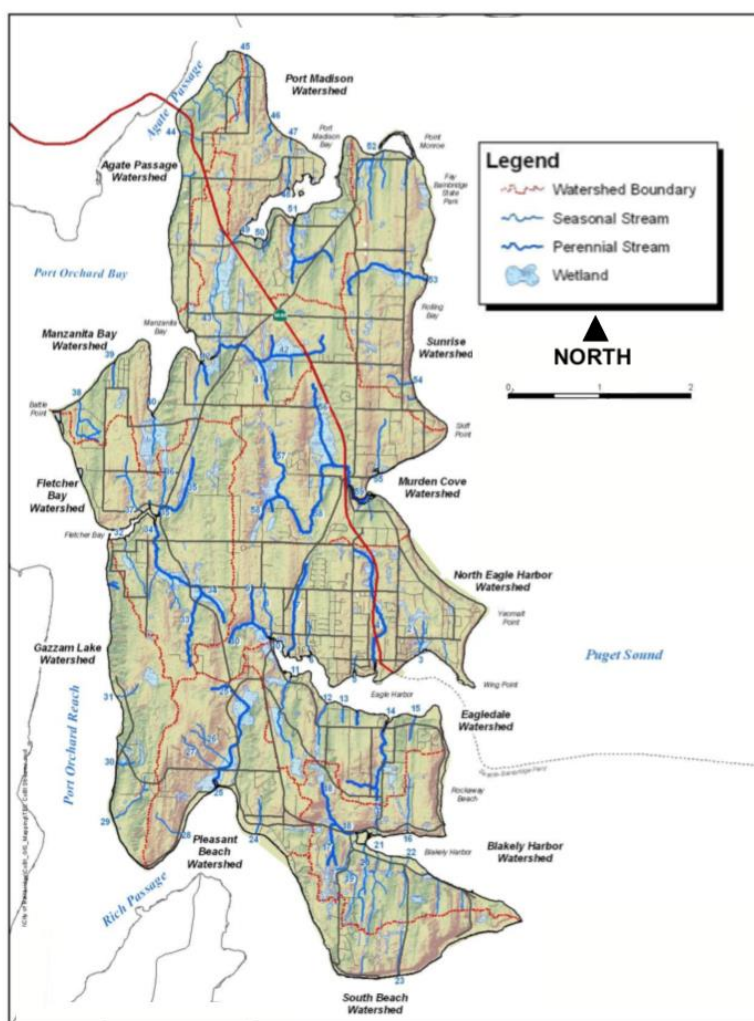
Wells in deep *aquifers* (including the Glacio-Marine *Aquifer* and the Fletcher Bay *Aquifer*) may withdraw water that originates as *recharge* relatively distant from the wellhead and is greater than 100 years old. See Figure 3 above that shows the *recharge* areas for deep *aquifers* (cross-hatched area).

Wells in bedrock were not simulated in the Bainbridge Island model as the method of water particle tracking was not appropriate for fractured bedrock. However, the bedrock is also considered a CARA, because water supply wells have been installed at various depths in bedrock, and potable water supply is from *recharge*. Bedrock *recharge* area is shown at hatched area.

Watersheds

Surface water flows from high geographic points to lower elevations collecting in *streams* and *wetland* systems within the *watersheds* of the Island. *Watershed* boundaries are determined by Island topography where ridgelines define the boundaries.

Fig. 4 – Watershed and Stream names



Bainbridge Island contains twelve distinct *watersheds* with 59 seasonal and perennial *streams* that contribute fresh water to Puget Sound (see Figure 4 excerpted from the Water Quality and Flow Monitoring Program Final Monitoring Plan, 2008). Five harbors, twelve estuarine *wetlands*, one lake, 1,242 acres of *wetland*, 965 acres of tidelands (between mean high and mean low tide), and 53 miles of shoreline comprise the remainder of the surface water system.

Each surface water feature serves a critical function in preserving hydrologic connectivity within the *watershed*. Recent research is finding that even those features that are seasonal such as ephemeral or intermittent *streams* and seasonally-flooded *wetlands* are critical faunal and floral habitat providers, biogeochemical processors, and connectivity corridors.

Surface Water

The surface waters of Bainbridge Island provide aesthetic, recreational, economic, and ecological benefits to Island citizens. Boating, fishing, and shellfish harvest are important recreational and economic activities, and the Island's *streams*, lake, harbors, shorelines, and *wetlands* provide habitat for a diversity of fish and wildlife species.

The harbors and numerous coves around the Island host anchorage, moorage, marinas, boat launches, waterfront access, and swimming beaches. Eagle Harbor, specifically, hosts marinas which provide permanent moorage for live-aboards and an open water mooring and anchoring area for the Island's live-aboard community.

In addition to providing forage and habitat for salmon, otter, sea lions, and waterfowl and swimming, boating, and fishing areas for people, the majority of the Island's shorelines and adjacent nearshore areas are designated commercial shellfish growing and harvest areas by the State Department of Natural Resources. Many shoreline residents recreationally harvest shellfish such as clam and geoduck as well. The Shoreline Master Plan also regulates shellfish harvest activities.

Stormwater

Stormwater is generated when the ground becomes saturated and rainwater drains overland to the nearest surface water body or rainfall encounters hard or *impervious surfaces* and drains into manmade drainage ditches, catch basins, and pipes.

There is no question that *stormwater runoff* is the leading transport pathway of pollution into Puget Sound and its associated *wetlands*, creeks, *streams* and rivers. Not only does it carry pollutants such as trash; gas, oil, and metal-laden sediment from road surfaces and parking lots; pesticides, fertilizers, and other chemicals used in lawn care; pet waste and animal waste in agricultural areas, but the volume of *stormwater* generated by *impervious surfaces* has tremendous force and can cause erosion and damage to in-stream and *wetland* habitat.

Peak flows that follow immediately after a storm can be much greater than existed when the land was in a natural state with vegetative cover, causing *streams* to expand and overflow and creating flooding conditions on adjacent lands.

Therefore, *stormwater* has long been considered, at best, a nuisance and flooding hazard to be collected and delivered downstream as quickly and efficiently as possible and, at worst, a waste stream to be collected and removed from the *watershed*. Existing land development methods and *stormwater* drainage system *infrastructure* are designed to do just that.

However, as early as the year 2000, water-starved areas of the country started to view *stormwater* as a vital resource rather than a waste stream, first by limiting its generation by reducing *impervious surface*; then, retaining and infiltrating it on site where feasible; and, lastly, protecting it from pollution, capturing it, and reusing it to the maximum extent possible. On June 16, 2015, the California State Water Resources Control Board adopted an order that provides a framework to promote integrated *stormwater* capture and reuse to improve water quality, protect local beaches, and supplement water supplies. The new [*stormwater* discharge] permit focuses on using *stormwater* as a resource and encourages *green infrastructure* and *groundwater recharge* (*Stormwater Report, Water Environment Federation, June 2015*).

The Pacific Northwest is not considered water-starved and local conditions are not nearly so dire as in California. However, *climate change* predictions suggest that local water supplies likely will see some reduction in *recharge*; rainfall patterns will further tax existing, ailing, and undersized drainage *infrastructure* and possibly diminish summertime stream flows and water quality; and warming temperatures will increase summertime stream temperatures. Therefore, local municipalities are, also, rethinking their view of *stormwater* and many have already started evaluating and planning for *climate change*, especially in *stormwater* drainage system maintenance and retrofit. In 2009, Kitsap County adopted resolution 109-2009, *Creating Kitsap County "Water as a Resource" Policy*, in which the county resolved to treat all of its waters, including *stormwater*, as a vital resource, incorporating *low impact development* and water capture and reuse into all of its *land use* and utility management planning.

Observed Surface and Stormwater Conditions

Department of Ecology Surface Water Quality Assessment

Every two years the State Department of Ecology (Ecology) identifies polluted water bodies and submits a list of impaired water bodies, called a 303(d) list, to the Environmental Protection Agency (EPA) for approval in accordance with the federal Clean Water Act. This assessment is based on the assumption that each water body *should* support certain designated uses. Some of these uses are swimming and boating, fish and shellfish rearing and harvest, and wildlife habitat.

Ecology designates water bodies that frequently or consistently fail to meet standards or criteria as *Impaired*. Water bodies that only infrequently fail to meet standards are classified as *Waters of Concern* or *Sediments of Concern* if the sampled matrix was sediment. These assessments use water, fish/shellfish tissue, habitat, and sediment data.

Ecology's [2012 Water Quality Assessment](#) determined that one stream, one harbor, two coves, one lagoon, and three Island-adjacent nearshore marine areas on Bainbridge Island were *Impaired* by one or more pollutants and were not able to provide the full recreational, habitat, and aesthetic benefits they once offered. An additional one bay, one harbor, and 28 other Island-adjacent nearshore marine areas were identified as *Waters of Concern* and/or *Sediments of Concern* for periodic excursions beyond the allowable standard or criteria for one or more pollutants.

Ecology's proposed [2014 Water Quality Assessment](#) (under review by the EPA at the time of this printing), designated an additional two *streams* as *Impaired* by at least one pollutant. Tables 2-5 on the following pages detail those water bodies classified as *Impaired* or *of Concern* according to the analyzed matrix (water, tissue, habitat, and sediment, respectively).

It *should* be noted that much of the sediment data were collected prior to 2003, some as early as the 1990's. These may not be representative of current conditions. Further, many of the identified pollutants are legacy pollutants resulting from historic *land use* such as large-scale, row-crop *farming* and the active lumber industry at the turn of twentieth century. The City's sediment sampling data collected in 2008 and 2013 may be more representative of current inputs to these water bodies. These data are summarized in the next section, *City Surface Water Quality Assessment*.

One example of legacy pollution is the former [Wyckoff Creosote Facility](#) located at the mouth of Eagle Harbor. Sites where sediments are contaminated by hazardous waste are regulated and managed through the Model Toxics Control Act (MTCA). Sites such as the former Wyckoff Creosote Facility, due to the complexity and size, are normally addressed through [EPA's Superfund program](#).

However, water bodies listed on the 303(d) list require TMDLs (Total Maximum Daily Loads) where identified sources of the pollutant of concern are allocated a pollutant load reduction in order for that water body to meet criteria. Currently, the City is a stakeholder in the [Sinclair and Dyes Inlets Fecal Coliform Bacteria Total Maximum Daily Load \(TMDL\)](#). Four of the Island's *watersheds* are captured within the TMDL drainage basin boundaries (Fletcher Bay, Gazzam Lake, Pleasant Beach, and South Beach *Watersheds*).

Fig. 5 – Four tables from the Ecology Approved 2012 Water Quality Assessment

Table 2. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Water

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Middle)	Bacteria	Impaired	Impaired
	Copper	Waters of Concern	Waters of Concern
Eagle Harbor (Inner)	Dissolved Oxygen	Waters of Concern	Waters of Concern
	Temperature		
Agate Passage - Bridge	Dissolved Oxygen	Waters of Concern	Waters of Concern
Agate Passage - Agate Point	Dissolved Oxygen	Waters of Concern	Waters of Concern
	Temperature		
Rich Passage - Pleasant Beach Cove/Pleasant Beach	Bacteria	Impaired	Impaired
	Dissolved Oxygen		
	pH	Waters of Concern	Waters of Concern
Rich Passage - Point White	Dissolved Oxygen	Waters of Concern	Waters of Concern
Rich Passage - Fort Ward	Bacteria	Waters of Concern	Waters of Concern
	Dissolved Oxygen		
	pH		
Port Orchard Passage - Lower Crystal Springs	Dissolved Oxygen	Impaired	Impaired
	Bacteria		
	Temperature		
Port Orchard Passage - Upper Crystal Springs	Bacteria	Waters of Concern	Waters of Concern
Port Orchard Passage - Fletcher Bay	Bacteria	Waters of Concern	Waters of Concern
Port Orchard Passage - Battle Point	Bacteria	Waters of Concern	Waters of Concern
Port Orchard Passage - South of Rolston	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Blakely Harbor (Mouth)	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Blakely Harbor (Middle)	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Blakely Harbor (Inner)	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Murden Cove	Bacteria	Impaired	Impaired
Puget Sound (Central) - Rolling Bay	Bacteria	Waters of Concern	Waters of Concern
Port Madison Bay - Point Monroe	Bacteria	Waters of Concern	Waters of Concern
Port Madison Bay - Mouth	Bacteria	Waters of Concern	Waters of Concern
Springbrook Creek	Bacteria	Impaired	Impaired
Ravine Creek	Bacteria	---	Impaired
Murden Creek	Bacteria	---	Impaired

Table 3. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Tissue

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Outer)	Benzo(a)pyrene	Impaired	Impaired
	Benzo(a)anthracene		
	Benzo[b]fluoranthene		
	Benzo[k]fluoranthene		
	Chrysene		
	Dibenzo[a,h]anthracene		
	Indeno(1,2,3-cd)pyrene		
Puget Sound (Central) - Rockaway	PCB	Impaired	Impaired
	Chrysene		

Table 4. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Habitat

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Puget Sound (Central) - Murden Cove	Habitat	Impaired	Impaired
Port Madison - Point Monroe Lagoon	Habitat	Impaired	Impaired

Table 5. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Sediment

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Outer)	1,2,4-Trichlorobenzene	Impaired	Impaired
	1,2-Dichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	2-Methylnaphthalene		
	2-Methylphenol		
	4-Methylphenol		
	Acenaphthene		
	Acenaphthylene		
	Anthracene		
	Arsenic		
	Benzo(a)anthracene		
	Benzo(a)pyrene		
	Benzo(g,h,i)perylene		
	Benzo(a)fluoranthene (b+k+j), Total		
	Benzoic Acid		
	Benzyl Alcohol		
	Bis (2-Ethylhexyl) Phthalate		
	Bioassay		
	Butyl Benzl Phthalate		
	Cadmium		
	Chromium		
	Chrysene		
	Copper		
	Dibenzo(a,h)anthracene		
	Dibenzofuran		
	Diethyl Phthalate		
	Dimethyl Phthalate		
	Di-n-butyl Phthalate		
	Di-n-octyl Phthalate		
	Fluoranthene		
	Fluorene		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	HPAH		
	Indeno(1,2,3-c,d) Pyrene		
	Lead		
	LPAH		
	Mercury		
	Naphthalene		
	N-Nitrosodiphenylamine		
	PCB		
	Pentachlorophenol		
	Phenanthrene		
	Phenol		
	Pyrene		
	Silver		
	Zinc		
Rich Passage - Pleasant Beach	Benzoic Acid	Sediments of Concern	Sediments of Concern
Rich Passage - Pleasant Beach Cove	Benzoic Acid	Sediments of Concern	Sediments of Concern
Port Orchard Passage - Upper Crystal Springs	Benzoic Acid	Sediments of Concern	Sediments of Concern
Port Orchard Passage - South of Rolston	1,2,4-Trichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
	Benzyl Alcohol		
Port Orchard Passage - Manzanita Bay	1,2,4-Trichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
Puget Sound (Central) - Wing Point	1,2-Dichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Hexachlorobenzene		
	Pentachlorophenol		
Puget Sound (Central) - Rockaway	1,2-Dichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	Naphthalene		
Puget Sound (Central) - Blakely Harbor (Middle)	N-Nitrosodiphenylamine	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Dibenzo(a,h) anthracene		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	N-Nitrosodiphenylamine		
	Pentachlorophenol		

Commercial Shellfish Growing Area and Recreational Harvest Area Assessment

Department of Health (DOH) [routine bacterial and biotoxin assessments](#) of recreational shellfish harvest areas and commercial shellfish growing and harvest areas demonstrate a significant loss of designated uses. The entire east, north, and west shorelines are closed to recreational butter and varnish clam harvest, and the southern shoreline is closed to recreational varnish clam harvest. Only one small area around Point White is open to recreational harvest.

Most commercial shellfish growing area around the Island is open to harvest. However, two segments of commercial shellfish growing areas along Agate Passage and Crystal Springs are currently closed due to bacterial contamination in shoreline drainages to include private drains, *stormwater* outfalls, and *streams*. Point Monroe Lagoon is restricted for commercial harvest, requiring that shellfish be transplanted to approved growing area waters for a specified amount of time in order to naturally cleanse themselves of contaminants before they are harvested for market. Commercial Geoduck Tract 07850 at Restoration Point was closed four times in 2012-2013 for biotoxin. Commercial Geoduck Tract 07000 at the mouth of Manzanita Bay has been closed 14 times in the last five years for biotoxin, and is currently closed at the time of this printing.

In addition to annual commercial growing area reports, DOH publishes an annual threatened areas report to bring attention to monitoring sites where bacteria concentrations are close to exceeding the criteria. The [2015 report](#) (based upon 2014 data) identified one monitoring site (#457) immediate outside of the north side of the mouth of Fletcher Bay as a threatened site and one site (#418) along the southern shore of Blakely Harbor as a site of concern.

Swimming Beach Assessment

The Departments of Ecology and Health's BEACH Program conducts [swimming beach monitoring](#) for bacteria during the swimming season (Memorial Day through Labor Day). Typically, bacteria levels in marine waters tends to be fairly low in the summertime. In fact, most beach closures on the Island have been associated with *sanitary sewer* spills such as the Kitsap Sewer District #7 Fort Ward spill in 2012, and the City's sewer main breaks along the north side of Eagle Harbor in 2014.

In 2015, three of the Island's swimming beaches (Fay Bainbridge Park, Joel Pritchard Park, and Eagle Harbor Waterfront Park) were monitored. Bacterial concentrations in 2015 were acceptable, and there were no beach closures in 2015.

City Surface Water Quality Assessment

In 2007, the City received a Centennial Clean Water Fund Grant from Ecology to design and implement a long-term monitoring program to assess the ecological

health of the Island's freshwater (*streams* and lakes), marine water (harbors, bays, and nearshore areas), and *stormwater* discharge.

The Water Quality and Flow Monitoring Program (WQFMP) was pilot-tested in 2007-2008 and expanded to Island wide long-term status and trends monitoring in 2010. The program currently conducts routine monitoring for stream and *stormwater* chemistry, stream and nearshore sediment chemistry, rainfall, stream and *stormwater* flow, and stream biodiversity (benthic macroinvertebrates). Every five years, the program also conducts targeted storm event monitoring to assess *stormwater runoff* impacts in *streams* and nearshore marine waters.

Although the program's [Final Monitoring Plan](#) is comprehensive, staffing and funding are limited. Current monitoring gaps are *stormwater* best management practice effectiveness monitoring, lake monitoring, marine biological assessments (fish, aquatic macrophytes, phytoplankton, and benthic invertebrates), routine marine water chemistry, and freshwater and marine habitat assessments.

The program released its first edition [State of the Island's Waters](#) report in 2012 which summarized findings from data collected through Water Year 2011 (September 2011). Program staff are currently assessing data collected through Water Year 2015 (September 2015) and working on a second edition of the report. The following summary reflects assessments completed at the time of this printing.

Bacteria

All of the seven nearshore marine waters monitored during WY2014 targeted storm event monitoring failed to meet the state criteria for fecal coliform bacteria, while 13 (86%) of the 15 *streams* monitored on a monthly basis failed to meet the state criteria in WY2015. Given these results and the number of state listings for bacterial impairment (see Table 2 above), bacteria has proven to be the most prevalent pollutant in freshwater and marine water resources Island wide.

As described above in *Commercial Shellfish Growing Area and Recreational Shellfish Harvest Area Assessment*, commercial shellfish harvest areas along approximately twelve miles of shoreline are currently closed due to elevated bacteria in shoreline drainages, and nearly the entire Island is closed to recreational harvest of varnish and butter clams due to the biotoxins usually associated with bacteria.

Bacterial contamination is common to every season and every *watershed*, urban or rural, and its sources are as varied as the landscape itself. In rural *watersheds*, the most common sources of bacteria are failing septic systems, improperly-managed pet and livestock wastes, and wildlife. In urban *watersheds*, the most common sources are improperly-managed pet waste, improper food handling, poorly-maintained food waste receptacles, failing septic systems, poorly-maintained or failing *stormwater* drainage

infrastructure (private and public), failing *sanitary sewer infrastructure*, and illicit cross-connections between the *sanitary sewer* and the *stormwater* drainage systems.

In marine environments, common sources of bacteria aside from discharges from upland sources are improper boat waste disposal, failing *sanitary sewer infrastructure*, and wildlife.

Nutrients

Although they are essential to all plant, human, and aquatic life, phosphorus and nitrogen concentrations, if excessive, can overstimulate growth of aquatic vegetation and algal blooms. Applying Ecology's Water Quality Index using the ratio of total nitrogen to total phosphorus, Island *streams* generally rate of low to moderate concern during the wet season and moderate to high concern during the dry season relative to other Puget Lowland *streams*. In 2013, a year of below average rainfall, most *streams* rated of moderate concern even in the wet season, and 3 *streams* reached a high level of concern. During the extreme dry period in the summer of 2015, 7 *streams* climbed to a level of high concern.

Nuisance algal blooms have increased along eastern shorelines and harbors (see Ecology's [Eyes Over Puget Sound](#)). These blooms are not only aesthetically unpleasant, but dying and decomposing algae use up aquatic life-sustaining oxygen and render aquatic habitat unusable such as in Murden Cove and Point Monroe Lagoon which are covered year-round with ulvoid macroalgae (see Table 4 above).

Though more study is needed to establish natural background levels for Island *streams* and it is well-understood that a significant amount of nitrogen-loading in Puget Sound comes from the ocean through the Strait of Juan de Fuca via tidal action, ecosystems with naturally high background levels are particularly sensitive to any additional loading from human sources.

Aside from the natural sources of nutrients from forests and *wetlands*, human inputs include agricultural and residential fertilizers, phosphate-based laundry detergents and commercial washing agents, yard waste such as grass clippings and other vegetation dumped along shorelines and *streams*, failing residential septic systems (in some cases even functioning systems), failing municipal sewer *infrastructure*, and improperly handled pet and livestock waste.

Ammonia

Ammonia is considered a priority pollutant by the EPA, since it is toxic to both humans and aquatic life. Therefore, there are established acute and chronic criteria for ammonia in surface waters. Acute criterion is the concentration of a substance at which injury or death to an organism can occur as a result of short-term exposure. Chronic criterion is

the concentration of a substance at which injury or death to an organism can occur as a result of repeated or constant exposure.

Out of the 11 fish-bearing *streams* monitored on a routine basis, 8 (73%) consistently exceeded the chronic criteria, while the remaining 3 had seasonal exceedances only. During WY2014 targeted storm event monitoring, all 7 *streams* and corresponding nearshore areas monitored exceeded the chronic criteria. Murden Cove frequently exceeded the acute criteria. The cove exceeded acute criteria 14 times during the 3-year Murden Cove *Watershed* Nutrient and Bacteria Reduction Project (2013-2015).

Sediment and Metals

During rain events, sediment-laden *stormwater runoff* is a prominent pollutant on the Island. Not only does sediment cause excessive scouring and erosion, de-stabilizing *slopes* and stream banks and threatening property, but subsequent downstream deposition clogs stream bottoms, smothers fish eggs, and increases siltation rates in the Island's harbors and bays. Sediment also reduces fish's ability to find food and damages their gills as well.

Sediment-intolerant macroinvertebrate species (an important food source for fish) have diminished, some entirely, from half of the Island *streams* monitored, especially Ravine and Murden Creeks.

Equally concerning are the pollutants that sediment carries with it such as heavy metals. Though ambient or background levels of suspended sediment in *streams* and nearshore areas are generally quite low, monitoring results have shown significant increases in suspended sediment and concentrations of metals in *streams*, nearshore marine waters, and *stormwater* outfall discharge during intense rain events.

Anywhere soil is exposed to rain there is a risk of sediment-laden *runoff*. Construction sites, croplands, sand and gravel pits or accumulations, and any other cleared or grubbed land surfaces are all potential sources of sediment. Likewise, poorly-maintained parking lots, *stormwater* drainage systems, and roadways become significant sources of sediment, particularly sediment laden with heavy metals.

Metals are also carried to *streams* from uncontrolled discharges from auto washing wash-water and industrial discharges.

Climate change may lead to an increase in landslide risk, erosion and sediment transport in the fall, winter, and spring seasons, while reducing the rates of these processes in the summer. Quantitative projections are limited, because of the challenge in distinguishing *climate change* impacts from factors such as development patterns and forest management.

The City collects sediment samples from select stream and nearshore sites every five years for contaminant chemistry and grain size analysis.

In-situ Physical Chemistry

Several Island *streams* and nearshore areas experience periodic excursions in pH, temperature, and dissolved oxygen. Excursions in pH are fairly rare. However, Hawley (East and West Forks), Murden, Schel Chelb, Manzanita, Springbrook, Issei, and Mac's Dam Creeks and Murden Cove suffer chronically low levels of dissolved oxygen. While most only exceed standards in the summertime, Murden and Schel Chelb Creeks exceed standards year-round.

Several *streams* that had historically maintained acceptable water temperatures year-round, have started to exceed temperature criteria during the summertime since 2012 with excursions occurring more frequently over time. These *streams* are Hawley (East and West Forks) Springbrook, Schel Chelb, Linquist, Gazzam Lake, and Mac's Dam Creeks. Two nearshore areas (Eagle Harbor at Ravine Creek, and Murden Cove) frequently exceed temperature criteria as well.

Continuous temperature and dissolved oxygen sensors were deployed in three separate reaches of Murden Creek as part of the 2013-2015 Murden Cove *Watershed* Nutrient and Bacteria Reduction Project. Summertime daily maximum temperatures at all three locations exceeded the criteria with temperatures increasing and exceeding criteria more often in the downstream reach. Similarly, summertime daily minimum dissolved oxygen levels exceeded criteria at all three sites. However, upstream reaches only infrequently exceeded criteria during the summertime, while oxygen levels were significantly lower in the downstream reach and exceeded criteria year-round.

Despite observed improvements in some water quality parameters such as phosphorus and bacteria over the project period, in-stream chemistry stayed the same or worsened. This indicates that the impact is most likely habitat driven (lack of canopy cover, reduced or absent buffers, lower summertime stream flows) rather than an illicit discharge of polluted water.

These excursions in physical chemistry, especially temperature and dissolved oxygen, significantly impair these waters' ability to support aquatic life.

Flow and Land Use Impacts on the Biological Community

Hydrology is perhaps the most fundamental driver of physical, chemical, and biological processes in streams and is often considered a "master variable" controlling geomorphology, substrate stability, faunal and floral habitat suitability, thermal regulation, metabolism, biogeochemical cycling, and the downstream flux of energy, matter, and biota [Power et al. 1988; Resh et al. 1988; Poff and Ward 1989; Poff 1996; Poff et al. 1997; Dodds et al. 2004] (McDonough, Hosen and Palmer, 2011).

In 2015, the City contracted with King County Department of Natural Resources and Parks, Water and Land Resources Division to conduct a stream benthos and hydrologic evaluation of the City's stream benthic macroinvertebrate data and continuous flow gauging data.

Flow data analysis showed that stream flows increase more quickly following rain events and generally have higher peaks than would be expected under forested conditions. These results were generally consistent with increasing levels of urbanization upstream of each gauge and consistent with other data collected in other Puget Sound *watersheds*.

The average Benthic Index of Biotic Integrity (B-IBI) scores spanning all years of data were very poor for Ravine Creek; poor for Issei, Murden, and Whiskey Creeks; and fair for Cooper, Manzanita, Springbrook, and Woodward Creeks. None of the eight sites investigated had average scores that showed good or excellent stream benthic communities, although two sites (Cooper and Springbrook) did have individual sampling years that had good scores. Again, these data were generally consistent with the level of development in the study *watersheds* and with data collected in other Puget Sound *watersheds*.

Five statistically significant upward or downward B-IBI component metric trends were identified at four creek sites. Two Murden Creek site metrics showed a worsening trend in species diversity and percentage of pollution tolerant species versus intolerant species. Manzanita Creek showed an improving trend in species richness and both Cooper and Issei Creek showed an improving trend in percentage of pollution intolerant species versus tolerant species.

King County also examined three additional benthic macroinvertebrate diagnostic metrics for organic pollution (i.e., animal waste including human waste), fine sediment, and metals. The Fine Sediment Sensitivity Index was generally lower at all Bainbridge sites relative to reference sites, suggesting that fine sediment inputs may be a factor in benthic impairment in these *streams*. If confirmed through evaluation of sediment conditions at these sites, the cause is unlikely related exclusively to development as some of the stream basins are relatively undeveloped. It is possible that at least in some instances, past *land use* (e.g., historical logging and *farming* activities) is a factor in causing excess sediment to be (or to have been) delivered to these *streams*. Any development within these basins may also be a contributing factor as well; potentially delivering fine sediment through construction and land clearing activities and through stream bank erosion resulting from increased peak flows.

All three diagnostic metrics and the flashiness hydrologic metrics indicate that Ravine Creek is suffering from multiple stressors that potentially include organic and metal pollution, geomorphic alteration, and flashier flows, all typical of an urban stream.

There was only one statistically significant upward or downward trend in these three additional metrics – an improving trend in metals-intolerant species in Issei Creek.

Habitat

As stated above in *City Surface Water Quality Assessment*, limited resources prevent the City's monitoring program from actively monitoring for freshwater and marine water habitat assessment aside from limited sediment sampling in select stream and adjacent nearshore areas (addressed above in Water and Sediment). Most of what we know about our nearshore marine habitat and freshwater habitat is based upon work by non-profit entities such as the Bainbridge Island Land Trust, the Puget Sound Restoration Fund and the Bainbridge Island *Watershed* Council and outside agencies such as Washington State Department of Fish and Wildlife (WDFW), Washington State Department of Natural Resources (DNR), Ecology, Wild Fish Conservancy, and the Suquamish Tribe. Limited *land use*/land cover information is available through aerial photography and light detection and radar (*LIDAR*) technology, as well.

Land cover

Bainbridge Island encompasses an area of 17,471 acres, or approximately 28 square miles. The primary land cover is tree-cover at 73%, or 12,760 acres. Grass/scrub lands, developed areas with *impervious surfaces* and other coverages comprise 15%, 11% and 1%, respectively, with combined coverage of 4,712 acres (Table 1 next page).

Land use type does not vary widely by any great degree across the island due to a low percentage of industrial or commercial land development and the lack of available or developed *farm/range* land. The island's *land use* is consequently dominated by *residential uses* (75%). Other *land uses* such as recreation land (7%), agricultural (6%), transportation corridors (6%), commercial/light manufacturing (2%), *forest land-use* (2%) and public facilities (2%), make up the remainder of the *land use* as a percentage of the total acreage on the island. With a total overall population of 23,630 the greatest population *density* occurs at the towns of Winslow, Island Center, Lynwood Center and around the coastline of the island. Outside of urbanized areas, the Island is generally characterized by scattered, small communities, homes on acreage, and large parcels of undeveloped land.

Stream type

In 2014, the Wild Fish Conservancy (WFC) completed stream typing for Bainbridge Island as part of the [West Sound Watersheds, Kitsap Peninsula \(WRIA 15\) Stream Typing Project](#).

WFC's website states, "Water typing is the state-sanctioned process of mapping the distribution of fish and fish habitat. Regulatory water type maps are used to regulate *land use* decisions adjacent to *streams*, ponds, and *wetlands*. Because existing (modeled) regulatory maps often significantly misrepresent the presence, location, and extent of fish

habitat, the effectiveness of state and local government fish habitat protection regulations is compromised. More information about the water typing process and its significance is available at: <http://wildfishconservancy.org/resources/maps/what-is-water-typing>.”

WFC classified fish and fish habitat in Island *streams* and ground-truthed regulatory maps of stream presence and location, identifying an additional 25 previously unknown/unmapped miles of stream with 698 acres of previously unprotected habitat buffer on Bainbridge Island. The City is currently using WFC’s updated stream data.

Figure 6. City of Bainbridge Island Watershed Land Cover Statistics

<u>Watershed Name /Code</u>	<u>Watershed Area (Acres)</u>	<u>Watershed Size Ranking</u>	<u>Breakdown of Total Watershed Landcover (% of Total Area)</u>								
			<u>Forest</u>	<u>Wetlands</u>	<u>Natural</u>	<u>Grass & Turf</u>	<u>Bare Ground</u>	<u>% Total Impervious Area</u>	<u>Developed</u>	<u>Surface Water</u>	<u>Other</u>
<u>Agate Passage / AGPS</u>	<u>599.96</u>	<u>12</u>	<u>79.52</u>	<u>2.75</u>	<u>82.28</u>	<u>4.25</u>	<u>3.08</u>	<u>9.17</u>	<u>16.51</u>	<u>0.17</u>	<u>1.04</u>
<u>Blakely Harbor / BLKH</u>	<u>1,369.73</u>	<u>7</u>	<u>87.04</u>	<u>1.08</u>	<u>88.13</u>	<u>2.25</u>	<u>3.62</u>	<u>5.75</u>	<u>11.62</u>	<u>0.22</u>	<u>0.04</u>
<u>Eagledale / EGD</u>	<u>1,094.12</u>	<u>9</u>	<u>65.10</u>	<u>2.95</u>	<u>68.04</u>	<u>8.83</u>	<u>4.36</u>	<u>18.45</u>	<u>31.63</u>	<u>0.33</u>	<u>0.00</u>
<u>Fletcher Bay / FLBY</u>	<u>2,114.01</u>	<u>3</u>	<u>75.83</u>	<u>1.09</u>	<u>76.92</u>	<u>8.60</u>	<u>6.04</u>	<u>7.89</u>	<u>22.52</u>	<u>0.56</u>	<u>0.00</u>
<u>Gazzam Lake / GZLK</u>	<u>886.45</u>	<u>10</u>	<u>83.96</u>	<u>0.79</u>	<u>84.74</u>	<u>3.96</u>	<u>1.86</u>	<u>7.82</u>	<u>13.64</u>	<u>1.62</u>	<u>0.00</u>
<u>Manzanita Bay / MZBY</u>	<u>2,296.34</u>	<u>1</u>	<u>72.25</u>	<u>1.92</u>	<u>74.18</u>	<u>9.76</u>	<u>6.76</u>	<u>8.85</u>	<u>25.37</u>	<u>0.46</u>	<u>0.00</u>
<u>Murden Cove / MDCV</u>	<u>2,046.36</u>	<u>4</u>	<u>73.65</u>	<u>2.34</u>	<u>75.99</u>	<u>7.65</u>	<u>6.46</u>	<u>9.48</u>	<u>23.58</u>	<u>0.43</u>	<u>0.00</u>
<u>North Eagle Harbor / NEGH</u>	<u>2,184.91</u>	<u>2</u>	<u>50.64</u>	<u>2.46</u>	<u>53.11</u>	<u>8.30</u>	<u>10.57</u>	<u>26.95</u>	<u>45.82</u>	<u>0.44</u>	<u>0.63</u>
<u>Pleasant Beach / PLBH</u>	<u>1,437.63</u>	<u>5</u>	<u>70.66</u>	<u>3.00</u>	<u>73.66</u>	<u>6.01</u>	<u>6.64</u>	<u>13.56</u>	<u>26.21</u>	<u>0.13</u>	<u>0.00</u>
<u>Port Madison / PTMD</u>	<u>1,388.31</u>	<u>6</u>	<u>81.85</u>	<u>1.18</u>	<u>83.03</u>	<u>6.26</u>	<u>3.75</u>	<u>6.36</u>	<u>16.37</u>	<u>0.30</u>	<u>0.31</u>
<u>South Beach / SHBH</u>	<u>711.89</u>	<u>11</u>	<u>76.59</u>	<u>1.20</u>	<u>77.79</u>	<u>4.16</u>	<u>10.88</u>	<u>6.54</u>	<u>21.58</u>	<u>0.63</u>	<u>0.00</u>
<u>Sunrise / SNRS</u>	<u>1,342.24</u>	<u>8</u>	<u>79.08</u>	<u>1.92</u>	<u>81.00</u>	<u>4.49</u>	<u>6.41</u>	<u>7.97</u>	<u>18.87</u>	<u>0.13</u>	<u>0.00</u>
<u>TOTAL ACREAGE</u>	<u>17,471.95</u>	<u>-</u>	<u>12,760.44</u>	<u>333.49</u>	<u>13,093.92</u>	<u>1,194.76</u>	<u>1,089.27</u>	<u>1,994.28</u>	<u>4,278.31</u>	<u>74.84</u>	<u>24.88</u>

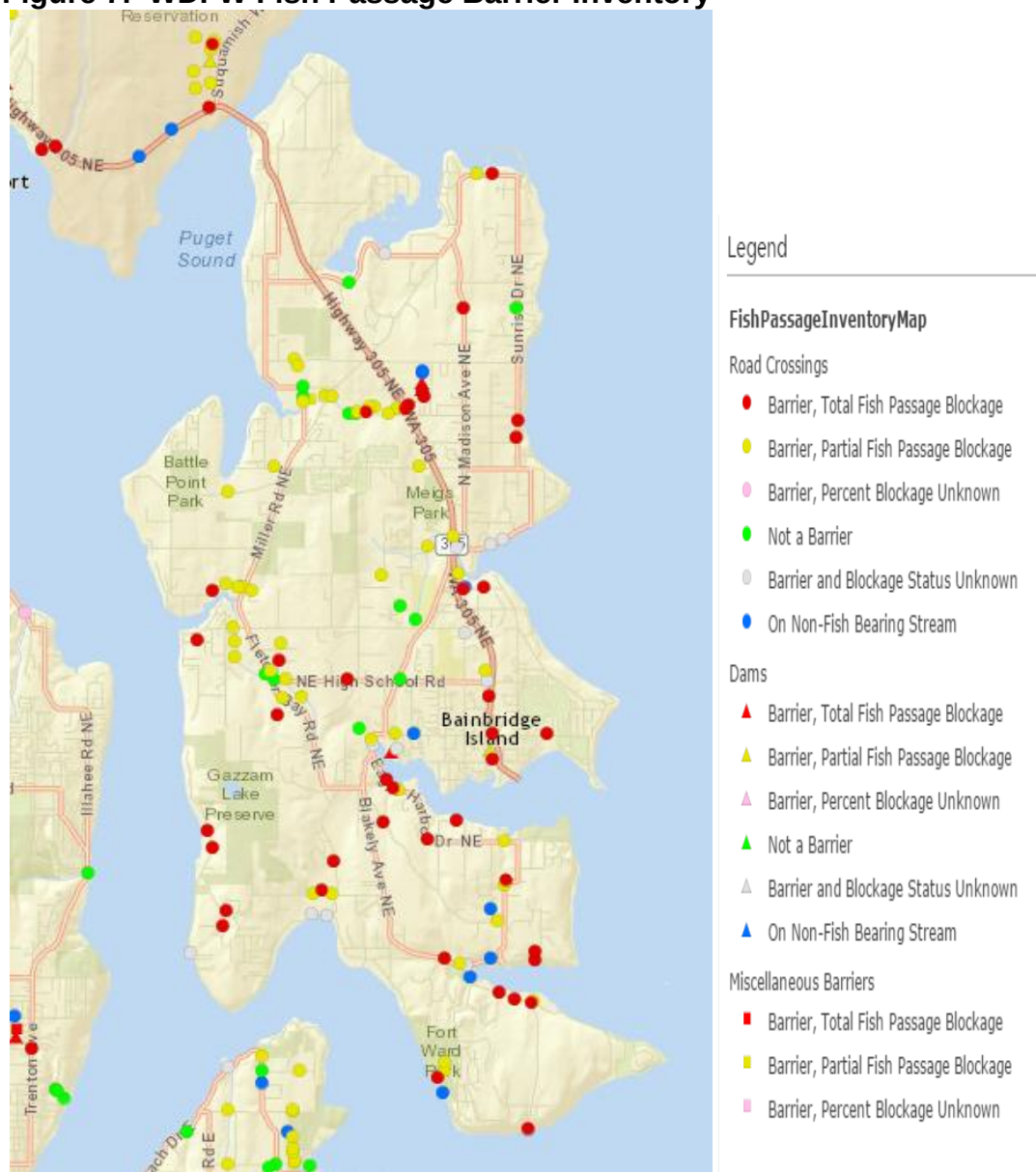
Notes:

** Statistical sources include: Battelle GIS database, CoBI GIS data, and CoBI Level II Assessment (Kato & Warren, 2000)

(Water Quality and Flow Monitoring Program – Final Monitoring Plan, COBI, 2008)

In 2014 the Washington Department of Fish and Wildlife (WDFW) completed fish passage assessments on Bainbridge Island *streams*. As part of this assessment, WDFW identified 43 total passage barriers (40 road crossings and 3 dams) and 45 partial passage barriers (43 road crossings, 1 dam, and 1 miscellaneous) (see Figure 7).

Figure 7. WDFW Fish Passage Barrier Inventory



(<http://wdfw.maps.arcgis.com/home/webmap/viewer.html>)



CITY OF
BAINBRIDGE ISLAND

Housing Needs Assessment

April 2016

City of Bainbridge Island

Housing Needs Assessment

Prepared by

Jared Eyer, Management Intern

December 2014

Revised December 2015, April 2016 (Table 33)

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April 2016

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Introduction

The purpose of this Housing Needs Assessment is to present the City of Bainbridge Island's current housing goals and policies, along with the City's current housing supply inventory and demographics, and provide some analysis based on these statistics to determine the current and future housing needs on the Island. Development of the Housing Needs Assessment also fulfills Goal 8 of the Housing Element of the City's Comprehensive Plan, which speaks to the importance of staying abreast of the status of housing, in order to assess the effectiveness of the City's housing policies.

The City is currently engaged in the state-mandated update of its Comprehensive Plan, which is scheduled for completion in 2016. The housing data included in this Housing Needs Assessment will inform the review of and revisions to the current Housing Element contained in the Comprehensive Plan.

The previous Housing Needs Assessment was prepared for the City by Karen Monson of Space-Solutions pllc in September of 2003, in anticipation of the 2004 Comprehensive Plan update. The report provided a baseline for the state of housing on Bainbridge Island and what the City should be aware of as it prepared for future population growth. It specifically discussed the growth strategy in the Comprehensive Plan and Winslow Master Plan of accommodating 50% of projected growth in the downtown Winslow area. The report noted that while the Comprehensive Plan establishes this goal, as of 2003 only one-third of new growth had been directed to this area.

This Housing Needs Assessment picks up the question of housing needs on Bainbridge Island where the last report left off. The structure of this assessment is slightly different from the previous report as direction was taken from the Puget Sound Regional Council's recommendations for how a City should approach the assessment.

Goals and Requirements

Growth Management Act

Revised Code of Washington (RCW)

The Growth Management Act requires that all cities' Comprehensive Plans "include a plan, scheme, or design for" a Housing Element.¹ The purpose of the Housing Element is to ensure the "vitality and character of established residential neighborhoods." Jurisdictions will accomplish this by:

- a) Including an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth;

¹ RCW 36.70a.070 – Comprehensive plans – Mandatory elements.
<http://app.leg.wa.gov/rcw/default.aspx?cite=36.70a&full=true#36.70A.070>; 23 OCT 2014

- b) including a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences;
- c) identifying sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- d) making adequate provisions for existing and projected needs of all economic segments of the community.

The following GMA planning goal guides the development of the City's Housing Element and associated regulations.

- Housing: Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.²

Washington Administrative Code (WAC)

Furthermore, the WAC recommends the following to meet the requirements of a Housing Element.³

The Housing Element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the Housing Element:

- 1) Housing goals and policies.
- 2) Housing inventory
- 3) Housing needs analysis
- 4) Housing targets or capacity
- 5) Affordable housing – RCW [36.70A.070](http://app.leg.wa.gov/rcw/default.aspx?cite=36.70A.070) requires counties and cities, in their Housing Element, to make adequate provisions for existing and projected needs for all economic segments of the community.
- 6) Implementation plan

A detailed list of descriptions and definitions related to the components are included in the appendix.

² RCW 36.70a.020 – Planning Goals – <http://app.leg.wa.gov/rcw/default.aspx?cite=36.70a.020>; 23 OCT 2014

³ WAC 365-196-410 – Housing Element – <http://app.leg.wa.gov/wac/default.aspx?cite=365-196-410>; 23 OCT 2014

Kitsap County

Kitsap Regional Coordinating Council – Countywide Planning Policies for Kitsap⁴

As required by the Growth Management Act, Kitsap County adopted County-Wide Planning Policies (CPPs) in 1992 that are intended to establish a countywide framework from which the County and cities' comprehensive plans are developed and adopted. The Kitsap Regional Coordinating Council is required to periodically update the Planning Policies through a multi-jurisdictional collaboration that includes Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, the Suquamish and Port Gamble S'kallam Tribes, the Navy, and other agencies. The last update was completed in 2013

Element I. *Housing* of the CPPs provide housing policy guidance on:

- **Jobs-Housing Balance**
- **Best Practices in Housing**
- **Affordable Housing**

as well as specific housing policies that describe a coordinated County-wide effort to address housing needs. (See excerpt below.)

1. Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:
 - d. The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.
 - e. The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:
 - i. protection of the public health and safety remains the primary purpose for housing standards.
 - ii. regulations are streamlined and flexible to minimize additional costs to housing.
2. Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.
3. Recognizing the percentage share of the existing and forecasted countywide population and

⁴ Kitsap County Ordinance 509-2013 - Adopted Kitsap Countywide Planning Policies; 25 NOV 2013;
<http://www.kitsapregionalcouncil.org/library/D%20-%20Countywide%20Policies/CPP%20As%20Adopted%2011%2025%2013.pdf>; 23 OCT 2014

housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.

4. Provision of affordable housing for households below 120% countywide median income should include:

- a. Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.
 - i. Designated Centers should include such housing options.
 - ii. Rural self-help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.
- b. Local comprehensive plan policies and development regulations that encourage and do not exclude such housing.
- c. Housing strategies that include:
 - i. preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
 - ii. provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;
 - iii. housing design and siting compatible with surrounding neighborhoods;
 - iv. mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
 - v. innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as

appropriate.

- d. Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.
 - e. Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.
5. The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.

City of Bainbridge Island

Comprehensive Plan

The City adopted its original Comprehensive Plan in 1994. As required by the GMA, a comprehensive review and update of the Plan was conducted in 2004. In addition, the Plan has also been amended several times in the last twenty years as part of the City's regularly scheduled limited amendment process. The City is currently engaged in another GMA-mandated review and update of its Comprehensive Plan, which is scheduled for completion in 2016.

The current Housing Element incorporates the GMA definition of "affordable housing" and includes goals and policies to:

- Promote and maintain a variety of housing choices to meet the needs of island residents at all economic segments;
- Maintain the stock of existing affordable and rent-assisted housing;
- Increase the supply of affordable multi-family housing;
- Promote and facilitate the provision of diverse affordable housing stock in all geographic areas of the community;
- Promote and facilitate the provision of rental and for-purchase housing that is affordable to households with a variety of income levels;
- Facilitate the siting and development of housing opportunities for special needs populations;
- Utilize the City's bonding capacity to support the creation of affordable housing; and
- Provide a periodic update on the status of housing and the implementation of the Housing Element.

Housing Supply Inventory

The Housing Element should begin with an inventory of the existing housing resources in a community. This information will create a baseline for understanding the current condition of housing on Bainbridge Island and inform how decision makers and the community could proceed with the update of the Housing Element, policies, and programs.

Total Housing Units and Growth

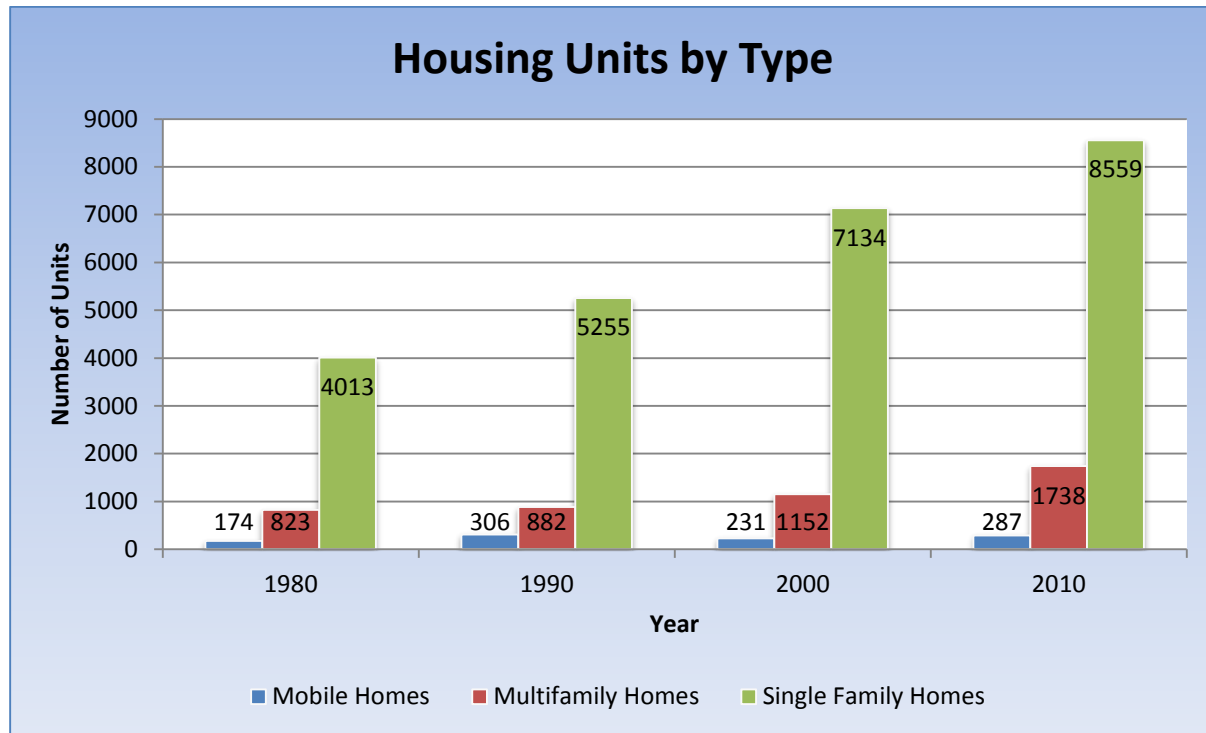
As of 2010 the total housing units on Bainbridge Island reached 10,584, which met the growth requirements set by the Office of Financial Management in the last Comprehensive Plan update. The largest gain in housing unit type in the last thirty years was single-family homes, which saw an overall increase of 113.3%. Multifamily housing kept pace with single-family housing at a total of 111.2%. Mobile homes did increase by 24% between 2000 and 2010, which compensated for the loss of 75 units during the previous decade. (Please see Table 1) Even though every type of housing unit had increases during the last decade, single-family housing makes up 81% of all housing units on Bainbridge Island, far surpassing the number of multifamily and mobile home units. (Please see Chart A)

Table 1 – Housing Units by Type

	Single Family Homes	Percent	Multifamily Homes	Percent	Mobile Homes	Percent	Total
1980	4013	80.1%	823	16.4%	174	3.5%	5010
1990	5255	81.6%	882	13.7%	306	4.7%	6443
Change 1980 - 1990	1242		59		132		1433
Percent Change	30.9%		7.2%		75.9%		28.6%
2000	7134	83.8%	1152	13.5%	231	2.7%	8517
Change 1990 - 2000	1879		270		-75		2074
Percent Change	35.8%		30.6%		-24.5%		32.2%
2010	8559	80.9%	1738	16.4%	287	2.7%	10584
Change 2000 - 2010	1425		586		56		2067
Percent Change	20.0%		50.9%		24.2%		24.3%
Change 1980 - 2010	4546		915		113		5574
Percent Change	113.3%		111.2%		64.9%		111.3%

Source: Decennial United State Census (1980 – 2010)

Chart A – Total Housing Units by Type



Source: Decennial United State Census (1980 – 2010)

New and Demolished Housing Units by Structural Type

Table 2 shows the detailed summaries of new and demolished residential building permits by type on Bainbridge Island from 2002 to 2012. Except for 2005, which saw a net increase of 409 multifamily permits, the number of single-family permits was significantly higher every year. It is also important to note that the Puget Sound Regional Council includes accessory dwellings in their multifamily one and two unit counts. This inflates the number of net multifamily permitted units, which means the difference is even greater between single-family and multifamily permits.

Table 2 – Residential Building Permit Summaries from 2002 – 2012

Year	New Units Total New units permitted	Lost Units Total units lost through demolition	Net Units Lost units subtracted from new units	SF Net Single-Family units	MF Total Net Multifamily units, in any structure	MF1-2 Net Accessory Dwelling & Duplex Units	MF3-4 Net 3- and 4-family units	MF5-9 Net units in 5- to 9-family structure	MF10-19 Net units in 10- to 19-family structure	MF20-49 Net units in 20- to 49-family structure	MF50+ Net units in a 50+ family structure	MH Net Mobile & Modular home units
2012	65	-24	41	32	12	2	0	0	10	0	0	-3
2011	59	-25	34	32	5	5	0	0	0	0	0	-3
2010	34	-10	24	21	5	5	0	0	0	0	0	-2
2009	42	-24	18	14	4	4	0	0	0	0	0	0
2008	70	-18	52	33	23	8	15	0	0	0	0	-4
2007	100	-17	83	67	16	16	0	0	0	0	0	0
2006	120	-15	105	94	9	6	3	0	0	0	0	2
2005	611	-14	597	187	409	2	4	20	23	360	0	1
2004	216	-1	215	127	87	16	3	8	0	0	60	1
2003	223	-5	218	152	63	46	17	0	0	0	0	3
2002	196	-4	192	129	59	13	8	22	16	0	0	4

Source: PSRC Residential Building Permit Summaries (2002 – 2012)

Housing Tenure

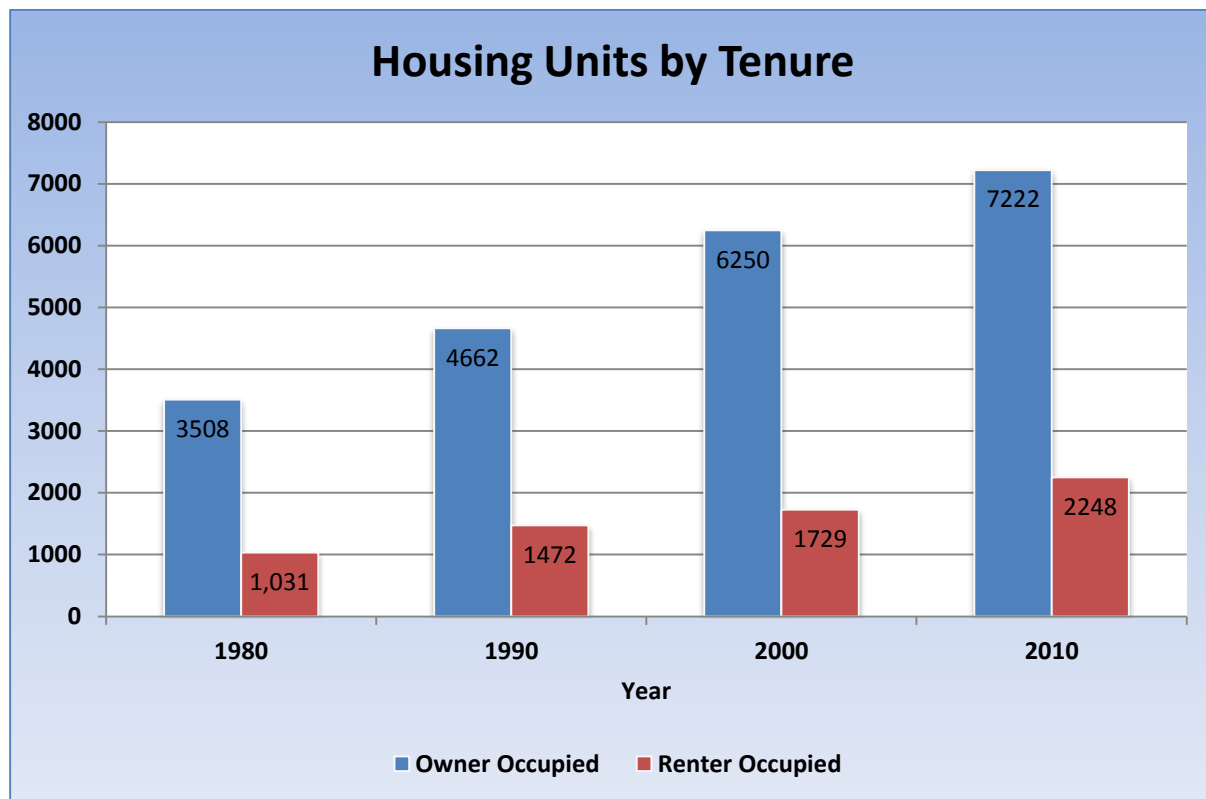
Table 3 tracks the changes in owner and renter-occupied housing units between 1980 and 2010. The ratio of owner-occupied to renter-occupied housing units has remained fairly consistent from 1980 to 2010, with owner-occupied units accounting for just over three-quarters of all housing units in each of these census decades. Owner-occupied units increased slightly from 1990 to 2000, but in 2010, decreased back to the same level as 1990. Chart B provides a graphic comparison of the number of renter-occupied to owner-occupied units for each census decennial from 1980 to 2010.

Table 3 – Housing Units by Tenure

	Owner Occupied Unit	Percent	Renter Occupied Unit	Percent	Total Occupied Housing Units	Change in total units	Percent Change
1980	3508	77.3%	1,031	22.7%	4539		
1990	4662	76.0%	1472	24%	6134	1595	35.1%
2000	6250	78.3%	1729	21.7%	7979	1845	30.1%
Change 1990 - 2000	1588		257		1845	250	
Percent change	34.1%		17.5%		30.1%		
2010	7222	76.3%	2248	23.7%	9470	1491	18.7%
Change 2000 - 2010	972		519		1491	-354	
Percent change	15.6%		30.0%		18.7%	-19.2%	
Change 1990 - 2010	2560		776		3336	-104	
Percent change	54.9%		52.7%		54.4%	-6.5%	

Source: Decennial United State Census (1980 – 2010)

Chart B – Housing Units by Tenure



Source: Decennial United State Census (1980 – 2010)

Housing Cost: Multifamily Rentals

Multifamily rentals are defined by the U.S. Department of Housing and Urban Development as a building or project with five or more units. On October 27, 2014 and October 28, 2014, City staff conducted a phone survey. All multifamily rental units were polled for their number of units, types of units, and rental costs. Rentals in a duplex, triplex, four-plex, and condominiums were not included in the survey. However, the rental townhomes of Camelia on Bainbridge are included because they are part of a project that is managed by one owner. Based on the survey information, each of the following multifamily rental apartment tables were divided into Market Rate Units (Table 4), Market Rate Senior Units (Table 5), and Rent Assisted Units (Table 6).

Table 4 – Market Rate Multifamily Rental Units

	Total Units	Type	Studio	Rent per Month	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Number Vacant	Vacancy Rate
Eagle's Nest Apts	40	*I&F			25	\$850	15	\$950			2	1%
Island Homestead Apts	75	*I&F					75	\$1,300 - \$1,550			0	0%
Lynwood Commons LLC	30	*I&F	8	\$825	10	\$950	12	\$1300 - \$1450			0	0%
Quay Bainbridge	72	*I&F			38	\$ 895	25	\$ 1,000	9	\$1,200	0	0%
Camelia on Bainbridge	71	*I&F	4	\$1175 - \$1190	13	\$1,105 - \$1,290	36	\$1,310 - \$1,450	18	\$1625 - 1675	0	0%
The Residences at Pleasant Beach	12	*I&F			4	\$1730 - \$2250	3	\$3050 - \$3200	5	\$2570 - \$3550	0	0%
The Cooper - Grow Community	20	*I&F			4	\$975	16	\$1800 - \$1975			0	0%

*I&F – Individuals and Families

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

Assisted Living Units were by far the most expensive multifamily rentals on Bainbridge Island. Table 5 shows that an independent senior living two bedroom apartment is around the median price for two bedroom apartments. An assisted living two bedroom apartment is three times the price in rent. However, assisted living rental prices cannot be directly compared to the market-rate multifamily rental prices as they provide meals and 24-hour staff with a range of services to the residents. The assisted living apartments were not included in the multifamily summaries other than the following table.

Table 5 - Market Rate Independent Senior and Assisted Living Rental Units

	Total Units	Type	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Number Vacant	Vacancy Rate
Winslow Manor Apts	39	Independent Senior (adult living - no children)			39	\$1325 - \$1475			3	1%
Madison Ave Retirement Center	53	Assisted Living	50	\$2500 - \$4100	3	\$3950 - \$5800			3	5%
Wyatt House	42	Assisted Living	39	\$2900 - \$4200	3	\$4500 - \$5000			4	9%
Madrona House	81	Assisted Living	79	\$4000-\$4500	2	\$5,000			28	36%

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

Bainbridge Island contains some rent assisted multifamily units. These units are managed by two private rental management companies, an independent non-profit called the Housing Resources Bainbridge (HRB), and a public housing authority called Housing Kitsap. Since the 1980s, both HRB and Housing Kitsap have made it their mission to provide and facilitate affordable housing on Bainbridge Island and Kitsap County respectively.

Table 6 – Rent Assisted Multifamily Units

	Owner	Total Units	Type	Studios	Rent per Month	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Vacant
Island Home	HRB	10	*I&F					4	\$951	6	\$1,244	0
Village Home	HRB	11	*I&F			11	\$725					0
Western View Terrace	HRB	8	*I&F					8	\$851			0
Janet West	HRB	9	*I&F			8	\$832	1	\$832			0
Island Terrace	Winslow Terrace LLC	48	*I&F			12	\$697	36	\$818			0
Lynnwood Commons	Lynnwood Commons LLC	4	*I&F	1	\$500	3	two for \$500 and one for \$700					0
Rhododendron	Housing Kitsap	50	*I&F			38	\$745	12	\$820			0
550 Madison	Housing Kitsap	14	*I&F			11	\$631	3	\$820			0
Finch Place Apt	Housing Kitsap	29	Senior/ Disabled			29	\$630					0
Virginia Villa	Blue Heron Park Apts LP	40	Senior/ Disabled			36	\$635	4	\$885			0
Winslow Arms	Winslow Arms Associates LLP	60	Senior/ Disabled	1	30% of income	12	30% of income	47	30% of income			0

*I&F – Individuals and Families

Source: Housing Resources Broad provided Rent Assisted data Oct 29, 2014

Currently, Bainbridge Island has a total number of multifamily rental inventory of 642 units. There are eight market-rate, multifamily rental projects with 359 units, comprising 56% of the multifamily apartment inventory. Since 2003, the number of projects has been reduced by four, due to condominium conversions and a demolition, but the amount of units has increased by 42 from new builds. The Park View Apartments, Sea Breeze Apartments, and Victoria Lane were all converted into condominiums. The eleven rent-assisted projects add 283 units, comprising 44% of the multifamily rental inventory. Both the number of rent assisted projects and the number of units have increased since 2003 by three and 26 respectively. The breakdown of rental units and their monthly average rent for each unit type is shown in the following table. One and two-bedroom units make up 92% of the market. Studios and three-bedroom apartment units continue to be in very short supply. A summary of multifamily units and average rentals are included in Table 7.

Table 7 – Summary of Multifamily Units & Average Rents

Multifamily Projects	Total Units	Percent of Total Units	Studio	Average Monthly Rent	One BR	Average Monthly Rent	Two BR	Average Monthly Rent	Three BR	Average Monthly Rent
Market Rate Units	320	50%	12	\$ 944	94	\$ 980	182	\$ 1,380	32	\$ 1,744
Senior Market Rate Units (Non-assisted Living)	39	6%	0	\$ -	0	\$ -	39	\$ 1,400	0	\$ -
Total Market Rate Units	359	56%	12		94		221		32	
Rent Assisted Units	154	24%	1	\$ 500	83	\$ 722	64	\$ 831	6	\$ 1,244
Senior Rent Assisted Units*	129	20%	1	*	77	\$ 633	51	\$ 885	0	\$ -
Total Rent Assisted Units	283	44%	2		160		115		6	
Total all units	642	100%	14		254		336		38	
Percent of total units	100%		2.18%		39.6%		52.3%		5.92%	

* Winslow Arms was excluded from the Average Monthly Rent calculation as their rent is based on 30% of tenants' income. They are still included in the Total Rent Assisted and Total Units.

Table 8 shows significant increases in the average market rate rental prices over the last ten years. The vast majority of apartments, being one and two bedroom, show an average increase in rent of around \$270.00 for a one bedroom and \$473.00 for a two bedroom. Rent-assisted units also show significant increases over the last ten years, but all units showed a smaller percentage increase than market rate. In addition, a qualified individual or family can rent a two bedroom rent-assisted apartment for \$150.00 less per month than a market rate one bedroom apartment.

Table 8 – Summary of Multifamily Rents 2002 and 2014

	Unit Type	FY 2002	FY 2014	Change 2002 - 2014	Percent change
Market Rate	Studios	\$ 850	\$ 944	\$ 94	11.1%
	1 BR	\$ 713	\$ 981	\$ 268	37.6%
	2 BR	\$ 911	\$ 1,384	\$ 473	51.9%
	3 BR	\$ 1,042	\$ 1,744	\$ 702	67.4%
Rent Assisted	Studios	\$ 528	*	*	*
	1 BR	\$ 563	\$ 685	\$ 122	21.7%
	2 BR	\$ 575	\$ 834	\$ 259	45.1%
	3 BR	\$ 916	\$ 1,244	\$ 328	35.8%

Source: 2003 City of Bainbridge Island Housing Needs Assessment and Phone Survey Conducted 10/27/2014 – 10/28/2014

The net gain in multifamily rental apartments was relatively low. Based on the survey results, the net gain was 68 units, bringing the total to 642. This was due to a combination of new construction, demolition, and some apartments being converted into condominiums. Over the last ten years, there was a 12% increase in rental apartment units on Bainbridge Island. However, rental apartments (market rate and rent assisted) make up less than 7% of the total housing units. Additionally, rent assisted apartments make up 3% of the total housing units in the City. These numbers show that the vast majority of new construction of multifamily housing units was condominiums in the last ten years.

According to previous survey data and the most recent survey conducted on October 27 and 28, 2014, the vacancy rate in established projects was 1% or less. Property managers consistently attested to the low vacancy rates and high demand they have for apartments. These vacancy rates are well below 5%, the percentage generally assumed to indicate a healthy rental market with a balance in supply and demand. This means that the demand for apartments has continually exceeded the supply on Bainbridge Island.

Housing Cost: Single-Family Residences

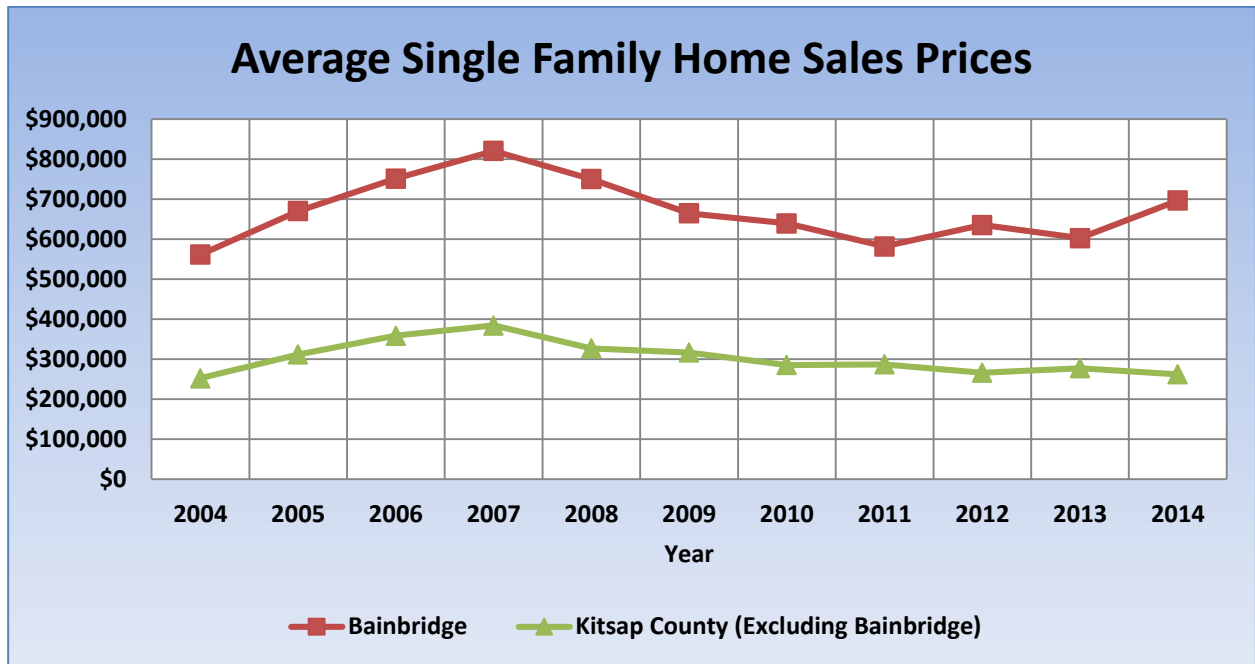
The average single family home sale prices on Bainbridge Island and in the rest of Kitsap County show the same signs of being affected by the national housing bubble and subsequent Great Recession that the rest of the United States experienced during the last decade. Table 9 and Chart C show the average single-family home sale price growing annually to its peak in 2007 of \$820,569.00 in Bainbridge Island and \$384,119.27 in the rest of Kitsap County. After the bubble burst in 2008, housing prices declined until they were able to stabilize between 2011 and 2012 at average price levels seen in 2004. The number of houses sold also reflects the challenges the housing market and the economy endured, with more sales before and after the recession.

Table 9 – Average Single-Family Home Sales and Prices

Bainbridge			Rest of Kitsap County		
Year	Number Sold	Price	Year	Number Sold	Price
2004	469	\$ 561,462.00	2004	2652	\$ 252,513.20
2005	442	\$ 670,004.00	2005	2710	\$ 311,742.00
2006	350	\$ 751,346.00	2006	2418	\$ 358,785.09
2007	333	\$ 820,569.00	2007	1957	\$ 384,119.27
2008	187	\$ 749,862.00	2008	1529	\$ 327,075.27
2009	215	\$ 664,545.00	2009	1615	\$ 316,873.27
2010	256	\$ 639,169.00	2010	1389	\$ 285,491.00
2011	258	\$ 581,855.00	2011	1324	\$ 286,934.73
2012	386	\$ 635,394.00	2012	1540	\$ 266,436.45
2013	415	\$ 602,500.00	2013	1942	\$ 277,468.00
2014 (as of Oct 28)	327	\$ 696,519.80	2014 (as of Oct 28)	2617	\$ 262,381.15

Source: Northwest Multiple Listing Service

Chart C – Average Single-Family Home Sales Prices



Source: Northwest Multiple Listing Service

The following table shows the average price difference between Bainbridge single-family home sales prices and the rest of Kitsap County single-family home sales prices. Since 2004, Bainbridge Island has maintained a price difference of at least \$300,000.00 or higher compared to the rest of homes sold in Kitsap County. This means that homes on Bainbridge Island are consistently worth twice as much as comparable homes throughout the rest of the County. It is interesting to note that after the economic recovery, home sale prices for Bainbridge Island are growing at a faster rate than the rest of Kitsap County, which is holding steady just under an average of \$300,000.

Table 10 – Average Single Family Home Sales Price Comparison

	Bainbridge	Kitsap	Price Difference	Bainbridge Price "premium"	Change in Bainbridge Price	Percent Change	Change in Kitsap Price	Percent Change
2004	\$ 561,462	\$ 252,513	\$ 308,948	222.3%				
2005	\$ 670,004	\$ 311,742	\$ 358,262	214.9%	\$ 108,542	19.3%	\$ 59,228	23.5%
2006	\$ 751,346	\$ 358,785	\$ 392,560	209.4%	\$ 81,342	12.1%	\$ 47,043	15.1%
2007	\$ 820,569	\$ 384,119	\$ 436,449	213.6%	\$ 69,223	9.2%	\$ 25,334	7.1%
2008	\$ 749,862	\$ 327,075	\$ 422,786	229.3%	\$ (70,707)	-8.6%	\$ (57,044)	-14.9%
2009	\$ 664,545	\$ 316,873	\$ 347,671	209.7%	\$ (85,317)	-11.4%	\$ (10,202)	-3.1%
2010	\$ 639,169	\$ 285,491	\$ 353,678	223.9%	\$ (25,376)	-3.8%	\$ (31,382)	-9.9%
2011	\$ 581,855	\$ 286,934	\$ 294,920	202.8%	\$ (57,314)	-9.0%	\$ 1,443	0.5%
2012	\$ 635,394	\$ 266,436	\$ 368,957	238.5%	\$ 53,539	9.2%	\$ (20,498)	-7.1%
2013	\$ 602,500	\$ 277,468	\$ 325,032	217.1%	\$ (32,894)	-5.2%	\$ 11,031	4.1%
2014 (as of Oct 28)	\$ 696,519				\$ 94,019	15.6%		

Source: Northwest Multiple Listing Service

The following table compares single-family home sale prices on Bainbridge Island to other cities and census tract areas in the County as of October 2014. Even with multi-million dollar home sales in other parts of the County, Bainbridge Island has the highest average price of single-family home sales.

Table 11 – Single-Family Home Sales Prices for 2014 (January 1 – October 28)

City	Average Sell Price	Range	Maximum	Minimum
Bainbridge	\$ 696,519.80	327	\$ 3,300,000.00	\$ 180,000.00
Kitsap County (Excluding Bainbridge)	\$ 262,381.15	2617*	\$ 3,490,004.00	\$ 23,000.00
Bremerton	\$ 207,272.70	920	\$ 1,100,000.00	\$ 32,175.00
Hansville	\$ 335,354.08	49	\$ 995,000.00	\$ 137,000.00
Indianola	\$ 416,608.33	12	\$ 875,000.00	\$ 284,900.00
Kingston	\$ 311,569.72	124	\$ 1,225,000.00	\$ 34,000.00
Olalla	\$ 289,974.67	45	\$ 765,000.00	\$ 75,000.00
Port Orchard	\$ 253,289.46	753	\$ 2,649,000.00	\$ 23,000.00
Poulsbo	\$ 354,369.95	414	\$ 3,490,004.00	\$ 24,000.00
Seabeck	\$ 308,326.30	57	\$ 848,000.00	\$ 68,000.00
Silverdale	\$ 288,022.74	199	\$ 648,000.00	\$ 99,900.00
Suquamish	\$ 222,763.16	37	\$ 795,000.00	\$ 43,000.00

*This will not tie with the rest of the Cities and county areas below as Keyport, Manchester, and Southworth did not have enough purchases to provide significant statistics. These seven purchases were included in Countywide Average Sell Price.

Source: Northwest Multiple Listing Service

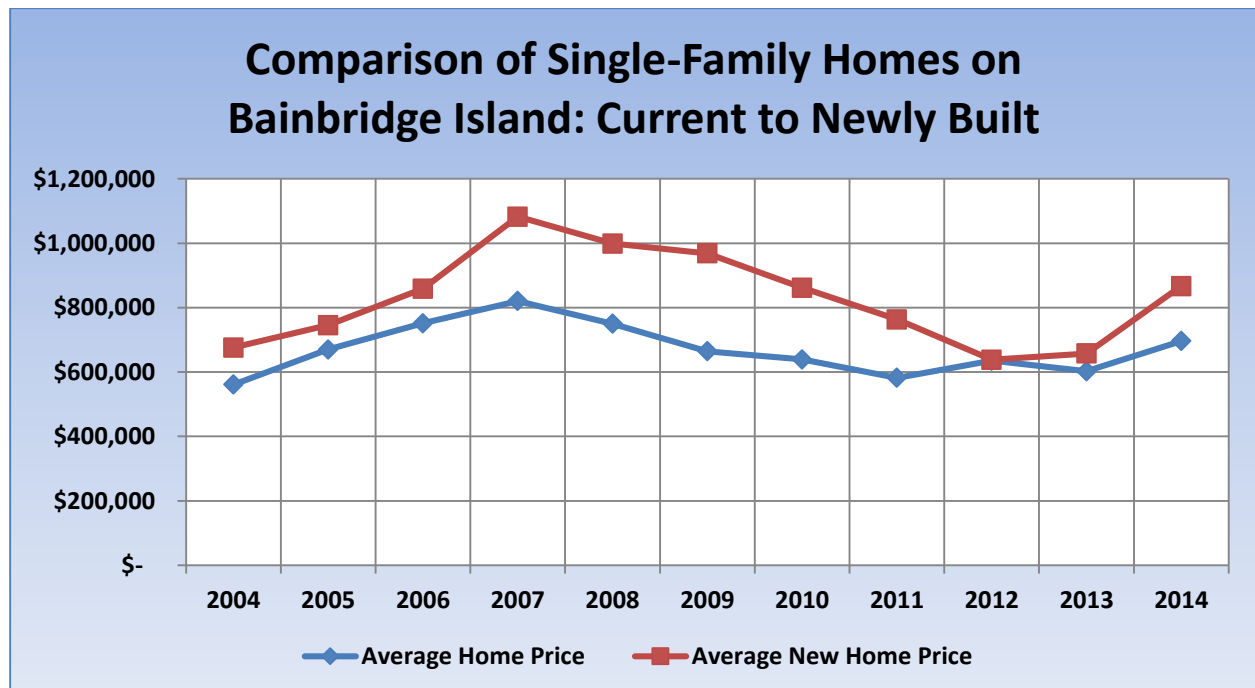
The average new home price on Bainbridge Island followed the same trends as the rest of the U.S. housing market. It continued to increase through 2007 and then decline until 2012. “New” is defined as newly built, either on a new plot of land or after a demolition, with no occupants until after its first sale. Average new single-family home prices sales have consistently stayed above average single-family home prices for the last decade on Bainbridge Island. However, the average sales price of existing homes nearly caught up to the average sales price of a new homes built in 2012. This can be seen in Table 12 and Chart D.

Table 12 – Bainbridge Average Single-Family Home Sales Price: Current Market Vs. New Build

Average Home Price		Average New Home Price	
Year	Price	Year	Price
2004	\$ 561,462	2004	\$ 676,063
2005	\$ 670,004	2005	\$ 745,435
2006	\$ 751,346	2006	\$ 858,720
2007	\$ 820,569	2007	\$ 1,082,562
2008	\$ 749,862	2008	\$ 998,841
2009	\$ 664,545	2009	\$ 968,848
2010	\$ 639,169	2010	\$ 861,939
2011	\$ 581,855	2011	\$ 763,669
2012	\$ 635,394	2012	\$ 638,474
2013	\$ 602,500	2013	\$ 657,640
2014	\$ 696,520	2014	\$ 866,876

Source: Northwest Multiple Listing Service

Chart D - Bainbridge Average Single-Family Home Sales Price: Current Market Vs. New Build



Source: Northwest Multiple Listing Service

Rent Assisted Housing

Bainbridge Island has eleven rent assisted projects that received funds in whole or in part from Federal, State, and/or local agencies. In exchange for favorable financing terms, the property owner commits to providing the housing to a targeted population for a specific term. Commitments can run from 20 to 50 years depending upon the funding source. Federal funding sources include the U.S Department of Housing and Urban Development and the U.S. Department of Agriculture (USDA). Local jurisdictions have priority purchase rights for the USDA projects through the Housing Preservation Section of the Federal Housing Act of 1990 before they are offered on the open market. The USDA projects must provide a one-year notice of intent to pre-pay the loan with notices being sent to the City and to Housing Kitsap. Table 13 shows the date each project's current commitment expires.

Table 13 – Duration of Commitment on Rent Assisted Multifamily Projects

	Owner	Total Units	Type	Number of ADA units	Number of units with subsidy	Required Period of Affordability	subsidy type
Island Home	HRB	10	*I&F		0	12/1/2031	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements
Village Home	HRB	11	*I&F	1	0	8/9/2048	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements
Western View Terrace	HRB	8	*I&F		0		no subsidy - rent, lower than market, HRB rents to those at 80% or below
Janet West	HRB	9	*I&F		0	1/1/2053	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements

	Owner	Total Units	Type	Number of ADA units	Number of units with subsidy	Required Period of Affordability	subsidy type
Island Terrace	Winslow Terrace LLC	48	*I&F	4	19		USDA - Rural Development
Lynnwood Commons	Lynnwood Commons LLC	34	*I&F		4		Follows King County Affordable Housing Incentive Program
Rhododendron	Housing Kitsap	50	*I&F		48	1/1/2016; Renewed annually based on tenant needs	USDA - Rural Development
550 Madison	Housing Kitsap	14	*I&F		0		no subsidy - rent lower than market rate
Finch Place Apt	Housing Kitsap	29	Senior/ Disabled		20	Renewed annually based on tenant needs	USDA - Rural Development
Virginia Villa	Blue Heron Park Apts LP	40	Senior/ Disabled		20	Renewed annually based on tenant needs	USDA - Rural Development
Winslow Arms	Winslow Arms Associates LLP	60	Senior/ Disabled		60	Renewed annually based on tenant needs	Project based Section 8

*I&F – Individuals and Families

Source: HRB provided data

The City's local financing source is the Housing Trust Fund. The Trust Fund was established by ordinance in 1999. Funds were distributed to local non-profits to fund affordable housing projects and programs on the Island. Funding was reduced in response to the financial challenges the City faced during the Great Recession, but the Trust was maintained to fund affordable housing programs on the Island. Recently the Council decided to appropriate \$200,000.00 to the Housing Trust Fund as part of the 2015-16 biennial budget for future housing projects.

Table 14 tallies the number of individuals and families desiring affordable housing on Bainbridge Island. HRB, Housing Kitsap, and other owners of rent assisted multifamily units maintain a waiting list for individuals and families who contact them for affordable rental housing. The current totals of combined waiting lists contain 149 households (individuals and families).

Table 14 – Demand from Waitlists for Existing Rent Assisted Multifamily Units

HRB Projects	Individuals	Households
Total	24	14
Currently Live on BI	10	4
Currently Work on BI	5	5
Disabled	3	3
Female Head of Household	13	13
Other Housing Assisted Projects		
Finch Place Apt		30
Rhododendron		31
550 Madison		6
Virginia Villa		Unknown
Winslow Arms		36
Island Terrace		8
Total of All Projects	24	125

Source: HRB provided data

In addition to the multifamily units mentioned above, HRB also offers three single-family rental housing units on Bainbridge Island to qualifying individuals and families. They are listed in Table 15.

Table 15 – Single-Family Rental Units

Property	Owner	Total Units	Type	Studio	Rent per Month	Three BR	Rent per Month	Vacant	Number of units with subsidy	Subsidy Type
Forest Home (single family home)	HRB	1	*I&F			1	\$1,199	0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below
Dore Cabin (single family home)	HRB	1	*I&F	1	\$725			0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below
Sadie Woodman (single family home)	HRB	1	*I&F			1	\$1,199	0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below

*I&F – Individuals and Families

Source: HRB provided data

Housing Condition

It is difficult to determine the condition of the housing stock of Bainbridge Island as a whole. No surveys have been done to gauge this on a consistent basis. The Kitsap County Assessor's database assesses the value of homes in Kitsap County every six years on a cyclical basis. The database includes a category to assess the condition of a home, but this field is not maintained in a consistent manner. The following Table shows the percentage of houses built during a specific census decennial. As of 2010, 40% of the Island's housing stock was built before 1980. A trend of concern regarding housing condition is the combination of a larger portion of older residents and the increasing cost of housing. An increased percentage of income needed for housing leaves a reduced portion of that income for repairs.

Table 16 – Housing Condition – Year Structure was Built

YEAR STRUCTURE BUILT	2000		2010	
	Number	Percent	Estimate	Percent
Total housing units			10,402	10,402
Built 2010 or later			23	0.20%
Built 2000 to 2009			2,255	21.70%
Built 1990 to 1999	2453	28.8%	2,218	21.30%
Built 1980 to 1989	1463	17.2%	1,759	16.90%
Built 1970 to 1979	1767	20.7%	1,818	17.50%
Built 1960 to 1969	850	10.0%	864	8.30%
Built 1940 to 1959	880	10.3%	744	7.20%
Built 1939 or earlier	1104	13.0%	721	6.90%

Source: American Community Survey (2008-2012)

Vacancy Rates

Vacancy rates for multifamily rental units and housing unit occupancy have been reviewed in earlier sections of this report. The following table reviews occupancy and vacancy rates as of 2010. Based on the survey and the recent recovery of the economy and the housing market, it is fair to assume that occupancies have increased and vacancies have decreased.

Table 17 – 2010 Housing Occupancy

	Bainbridge		Kitsap	
Total housing units	10,584	100%	107,367	100%
Occupied housing units	9,470	89.5%	97,220	90.5%
Vacant housing units	1,114	10.5%	10,147	9.5%
For rent	154	1.5%	2,897	2.7%
Rented, not occupied	27	0.3%	171	0.2%
For sale only	181	1.7%	1,521	1.4%
Sold, not occupied	50	0.5%	336	0.3%
For seasonal, recreational, or occasional use	514	4.9%	2,781	2.6%
All other vacancies	188	1.8%	2,441	2.3%
Homeowner vacancy rate (percent) [8]	2.4	(X)	2.2	(X)
Rental vacancy rate (percent) [9]	6.3	(X)	8.6	(X)

Source: American Community Survey (2008-2012)

Special Housing: Group Homes and Senior Housing

Bainbridge Island has a handful of group homes. The stock of group homes includes nursing homes, assisted living facilities, and a dormitory. The following tables outline the population and vacancy rates, when applicable, of each group home.

Table 18A – Special Housing: Nursing/Assisted Living/Convalescent Homes

Facility Name	Type	2013 Population	2014 Population	Vacancy Rate
Island Health and Rehabilitation	Nursing Home	49	57	N/A
Messenger House Care Center	Nursing Home	75	77	N/A
Madison Ave Retirement Center	Assisted Living	50	50	5%
Wyatt House	Assisted Living	43	38	9%
Madrona House Assisted Living	Assisted Living, number of units have specific focus for residents with dementia and Alzheimer's	0	52	36%
Subtotal		217	274	

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014 and COBI's most recent submission of the annual Housing Unit and Population Estimate Report for the Office of Financial Management

Table 18B – College Dormitory, Fraternity, or Sorority

Facility Name	Type	2013 Population	2014 Population
Island Wood	College Dormitory	20	22
Subtotal		20	22

Source: COBI's most recent submission of the annual 'Housing Unit and Population Estimate Report' for the Office of Financial Management

The following graphic tracks the entire senior group/multifamily unit housing on Bainbridge Island as of 2013. Bainbridge currently has a senior housing stock of 344 units. Multifamily senior housing represents around 3% of housing units of the current stock.

Table 19 – Senior Housing Stock

	Type	Units
Madison Ave Retirement Center	Assisted Living	53
Wyatt House	Assisted Living	42
Madrona House Assisted Living	Assisted Living, number of units have specific focus for residents with dementia and Alzheimer's	81
Winslow Manor Apts	Independent Senior Living	39
Finch Place Apartments	Senior/Disabled	29
Virginia Villa	Senior/Disabled	40
Winslow Arms	Senior/Disabled	60
Total Senior Housing		344

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

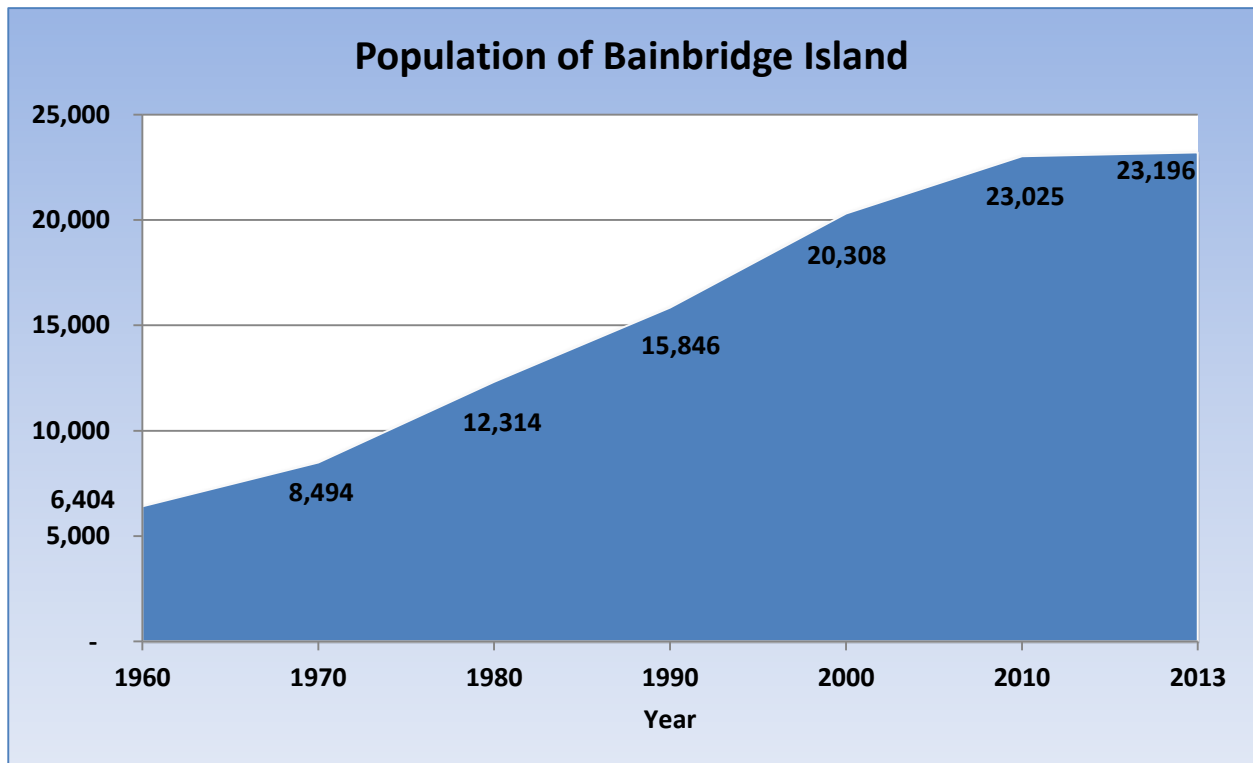
Demographic Profile

The following section provides demographic information about Bainbridge Island over multiple planning periods. The purpose of this information is to provide a cumulative profile of the City's characteristics and to show demographic trends over time. This community profile includes population, race and ethnicity, household size, household type, age, educational attainment, persons in group quarters, household income, wage and employment data, and immigration and migration trends. These characteristics and trends will inform goals and policies during the Comprehensive Plan update process and beyond.

Total Population and Growth

As depicted in Chart E and Table 20, Bainbridge Island saw significant population increases between 1960 and 2000, which then slowed to a relaxed but still positive rate. The Island's population grew rapidly between 1960 and 1980 by 77.6%. The following two decades showed a consistent rate of growth around 28.5% per decade. Between 2000 and 2010, the 3% annual population growth of the previous decades slowed to an approximate 13.5% increase in population for the whole decade. Population growth between 2010 and 2013 has slowed even further to below 1% percent growth (0.72%).

Chart E – Total Population and Growth



Source: Decennial United State Census (1960 – 2010); American Community Survey (2008-2012)

Total Households and Household Size

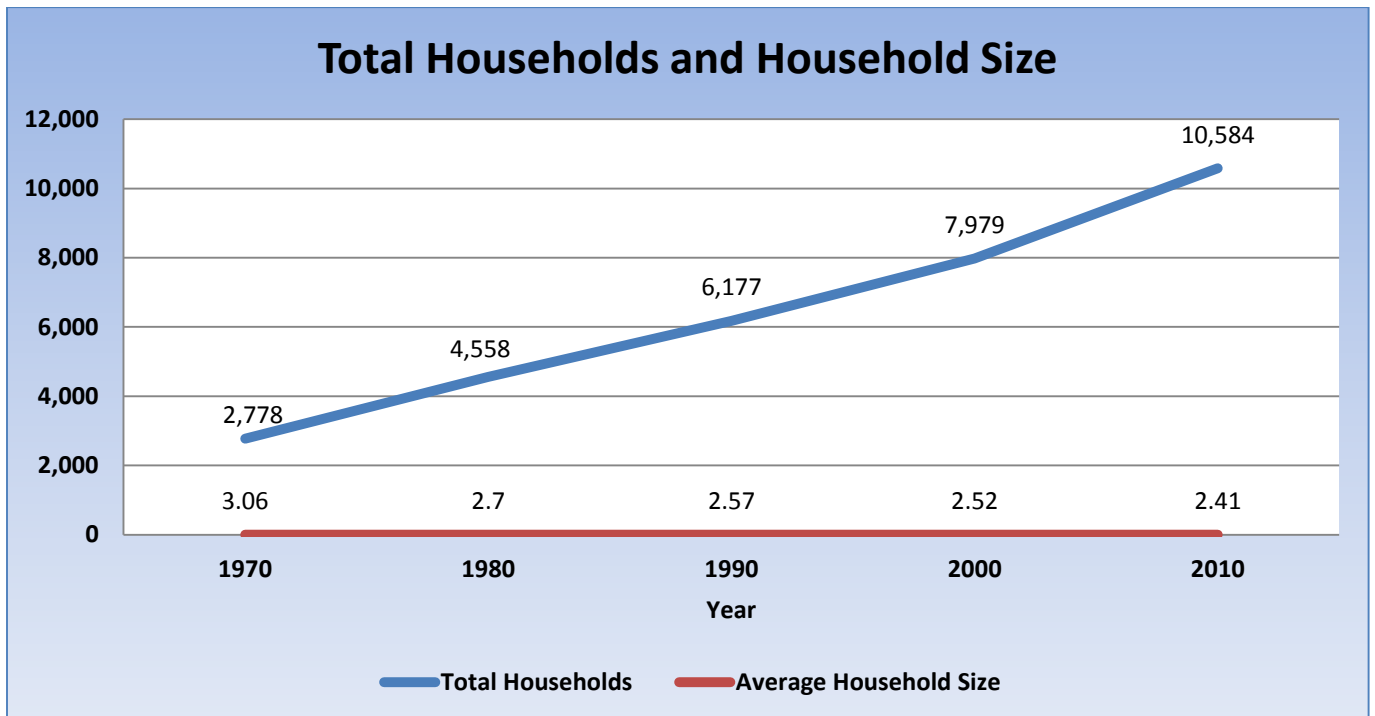
As would be expected, total households increased with population. Table 20 and Chart F show a steady increase in total households on Bainbridge at a rate of around 30% per decade. While the total population and households have increased since 1960, the average household size decreased steadily from 3.06 in 1970 to 2.41 in 2013. Projected household size will likely continue to decrease very slightly based on age demographic movements and current trends. This can be seen in Table 20 and Chart F.

Table 20 – Population, Total Household, and Household Size

Year	1960	1970	1980	1990	2000	2010	2013	Change 1990- 2010	Change 2000 - 2013
Population	6,404	8,494	12,314	15,846	20,308	23,025	23,190		
Change		2,090	3,820	3,532	4,462	2,717	165	7,179	2,882
Percent Change		32.64%	44.97%	28.68%	28.16%	13.38%	0.72%	45.3%	14.2%
Total Households		2,778	4,558	6,177	7,979	10,584			
Change			1,780	1,619	1,802	2,605		4,407	
Percent Change			64.07%	35.52%	29.17%	32.65%		71.3%	
Average Household Size		3.06	2.7	2.57	2.52	2.41			
Change			-0.36	-0.13	-0.05	-0.11		-0.16	
Percent Change			-11.77%	-0.05%	-0.02%	-0.04%		-6.2%	

Source: Decennial United State Census (1960 – 2010); American Community Survey (2008-2012)

Chart F – Total Households and Average Household Size



Source: Decennial United State Census (1970 – 2010)

Household Composition (Type)

The following table (Table 21) shows a breakdown of household types including family and non-family households, whether children under eighteen are present, and single parent households. The number of households on Bainbridge Island doubled between 1980 and 2010. In 1980 the number of married couple households without children under eighteen years of age and those with children under eighteen were the same. Since 1980, the number of households without children under eighteen living at home consistently exceeded those with children. In fact, there was a sharp increase of households without children by 2010. Both male and female headed-households with no spouse have continuously increased since 1980, but it is important to note that there were three times as many female headed households to males. Finally, non-family households, composed of unrelated persons, increased by 160% from 1980 to 2010.

Table 21 – Household Composition (Type)

		Family Households						Non-Family Households
		Married Couples		Male Head – No Spouse		Female Head - No Spouse		(Unrelated Persons)
Children under 18	Total Households	Yes	No	Yes	No	Yes	No	Total
1980	4,558	1,509	1,509	53	49	190	147	1,101
1990	6,134	1,905	2,078	81	45	273	122	1,630
1980 - 1990 change	1,576	396	569	28	-4	83	-25	529
Percent change	34.6%	26.2%	37.7%	52.80%	-8.20%	43.70%	-17.0%	-52.0%
2000	7,979	2,391	2,592	114	75	372	225	2,200
1990 - 2000 change	1,845	486	514	33	30	99	103	570
Percent change	40.50%	32.20%	34.10%	62.30%	61.20%	52.10%	70.10%	-48.20%
2010	9,470	2,343	3,355	146	96	442	229	2,858
2000 - 2010 change	1,491	-48	763	32	21	70	4	658
Percent change	18.7%	-2.0%	29.4%	28.1%	28.0%	18.8%	1.8%	29.9%

		Family Households						Non-Family Households
		Married Couples		Male Head – No Spouse		Female Head - No Spouse		(Unrelated Persons)
Children under 18	Total Households	Yes	No	Yes	No	Yes	No	Total
1980 - 2010 change	4,912	834	1,846	93	47	252	82	1,757
Percent change	107.8%	55.3%	122.3%	175.5%	95.9%	132.6%	55.8%	159.6%

Source: Decennial United State Census (1980 – 2010)

Race Representation

According to the U.S. Census Bureau, the information on race in the 2000 Census and beyond cannot be directly compared to the data in earlier censuses because respondents were and are able to select more than one race category. The question sequence was altered and changes were made to the terminology. The category of “some other race” includes responses to the “two or more races” and all other responses not included in those specified in the first four categories. Persons of Hispanic origin are also included in the other race categories.

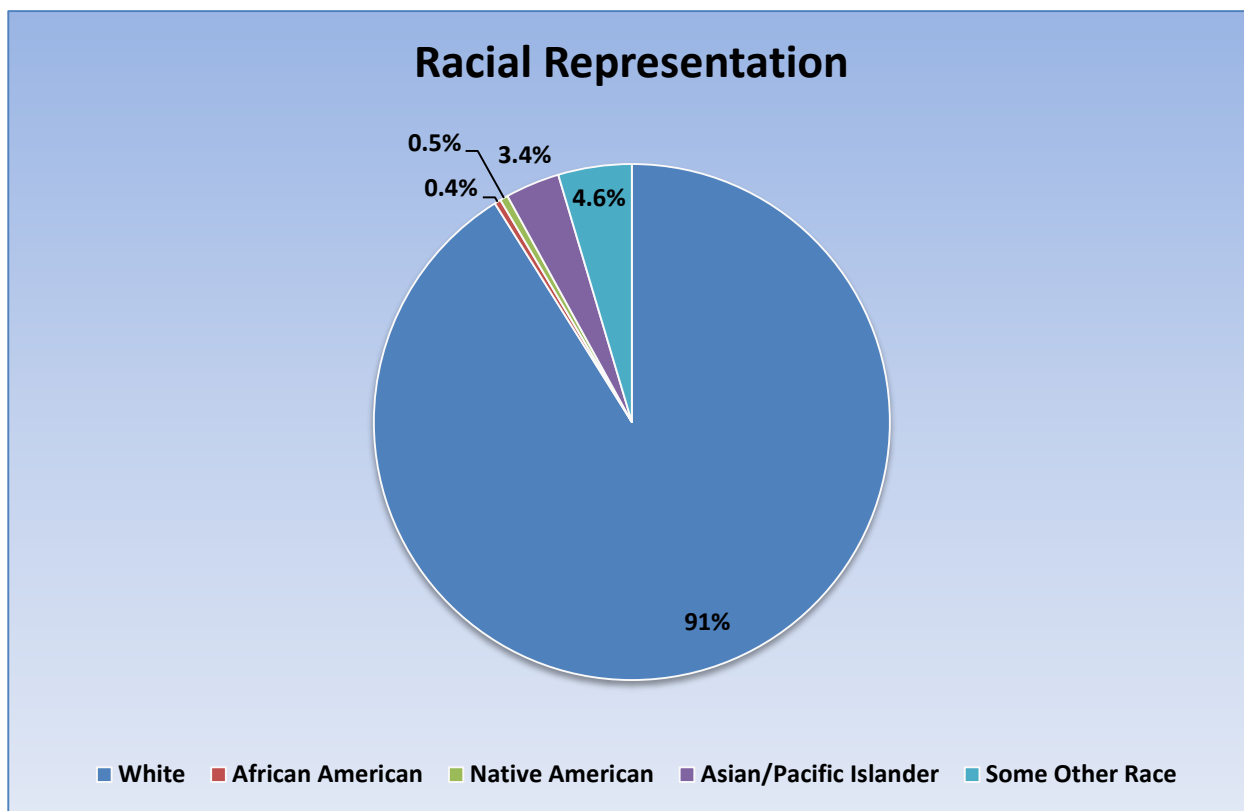
As shown in Table 22, minority racial groups showed some growth in each category between 1980 and 1990. African Americans, Some Other Race, and Hispanic categories showed consistent growth through 2010. The Native American category showed a consistent decline since 1990. The Asian/Pacific Islander category fluctuated slightly, but ultimately showed an increase in the population. As displayed in Table 22, minorities have consistently made up less than 10% of the population of Bainbridge Island since 1980.

Table 22 – Racial Representation

	White	African American	Native American	Asian/Pacific Islander	Some Other Race	Total	Hispanic
1980	11,639	23	70	482	40	12,314	60
Percent of population 1980	95.0%	0.2%	0.6%	3.9%	0.3%	100.0%	0.5%
1990	15,071	43	156	522	54	15,846	237
Percent of population 1990	95.10%	0.30%	1.0%	3.30%	0.30%	100.0%	1.5%
2000	18,863	57	125	509	754	20,308	440
Percent of population 2000	92.9%	0.3%	0.6%	2.5%	3.7%	100.0%	2.2%
2010	20,963	100	111	784	1067	23,025	887
Percent of population 2010	91%	0.4%	0.5%	3.4%	4.6%	100%	3.9%
Change 1980 - 2000	7,224	34	55	27	714	7,994	380
Percent change	62.1%	147.8%	78.8%	5.6%	1785.0%	64.9%	633.3%
Change 2000 - 2010	2,100	43	-14	275	313	2,717	447
Percent change	11.1%	75.4%	-11.2%	54.0%	41.5%	13.4%	101.6%

Source: Decennial United State Census (1980 – 2010)

Chart G – Racial Representation in 2010



Source: Decennial United State Census (2010)

Age Distribution

As can be seen in Table 23 below and Charts H and I that follow, there have been significant changes in age distributions of the Island's population during the thirty-year span from 1980 to 2010. In 1980 Bainbridge Island had a fairly even distribution of age groups. Since that time the population has seen significant increases in the five to seventeen, thirty-five to fifty-nine, and the sixty and over age groups, so much so that these age groups make up 86% of the population. Further analysis of the trend of each age group follows:

- **0 – 4 Age Group:** The population of children ages zero to four declined by 10% between 2000 and 2010. This suggests that fewer births are occurring in Bainbridge Island than in previous decades. This age group represents the smallest in size compared to the rest of the age groups.
- **5 – 17 Age Group:** The population of children ages five to seventeen increased by 45% between 1990 and 2010. In addition, the representation of this age group stayed around 20% of the population.

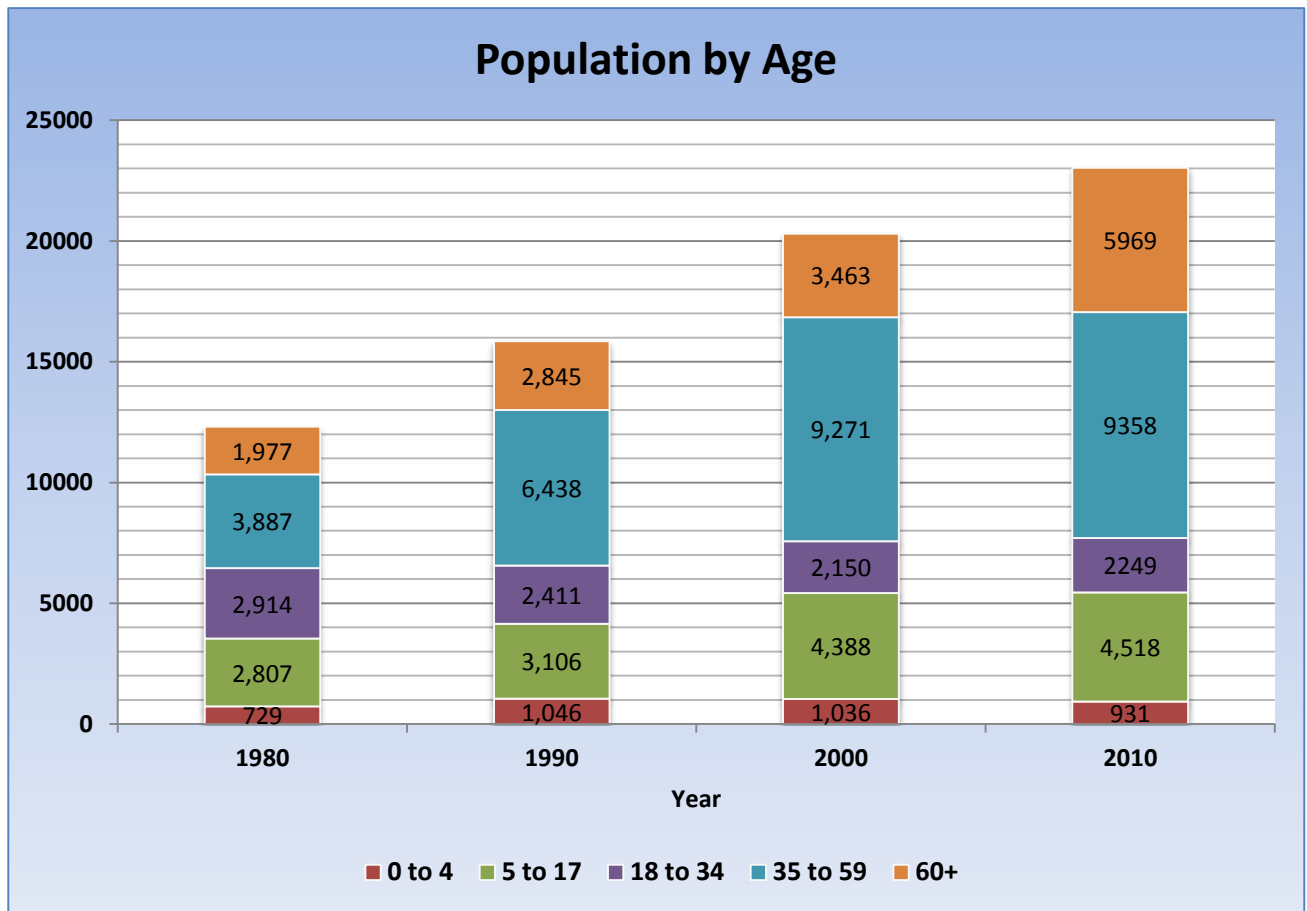
- **18 – 34 Age Group:** The population of adults ages eighteen to thirty-four continuously declined between 1980 and 2000. However, this age group increased by 100 individuals between 2000 and 2010. This age group represents the second smallest in size compared to the rest of the age groups.
- **35 – 59 Age Group:** The population of adults between the ages of thirty-five and fifty-nine has nearly tripled between 1980 and 2010. This age group has consistently represented the largest in size compared to the other age groups.
- **60 and Over Age Group:** The population of adults sixty years and older has increased by 72% between 2000 and 2010. It surpassed the five to seventeen year old age group during this time, making it the second largest age group compared to the other age groups.

Table 23 – Population by Age

Age Group	0 to 4	5 to 17	18 to 34	35 to 59	60+	Total
1980	729	2,807	2,914	3,887	1,977	12,314
Percent of Total	5.90%	22.80%	23.70%	31.60%	16.10%	100%
1990	1,046	3,106	2,411	6,438	2,845	15,846
Percent of Total	6.60%	19.60%	15.20%	40.60%	18.00%	100%
2000	1,036	4,388	2,150	9,271	3,463	20,308
Percent of Total	5.10%	21.60%	10.60%	45.70%	17.10%	100%
2010	931	4,518	2,249	9,358	5,969	23,025
Percent of Total	4.0%	19.6%	9.8%	40.6%	26.0%	100%
Change 1990 - 2010	-115	1,412	-162	2,920	3,124	7,179
Percent Change 1990 - 2010	-11.00%	45.46%	-6.72%	45.36%	109.81%	45.30%
Change 2000 - 2010	-105	130	99	87	2,506	2,717
Percent Change 2000 - 2010	-10.13%	2.96%	4.60%	0.94%	72.37%	13.38%

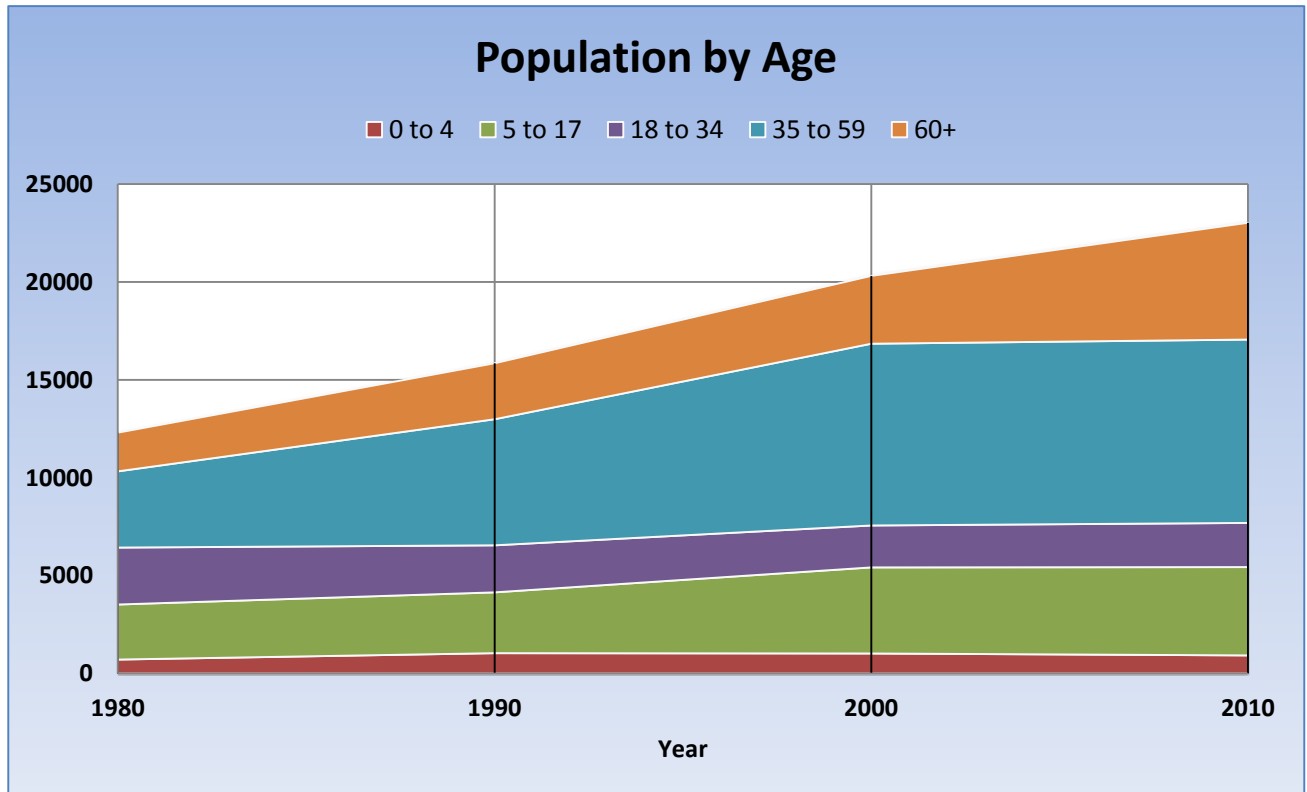
Source: Decennial United State Census (1980 – 2010)

Chart H – Population by Age (Bar Chart)



Source: Decennial United State Census (1980 – 2010)

Chart I – Population by Age (Trend Chart)

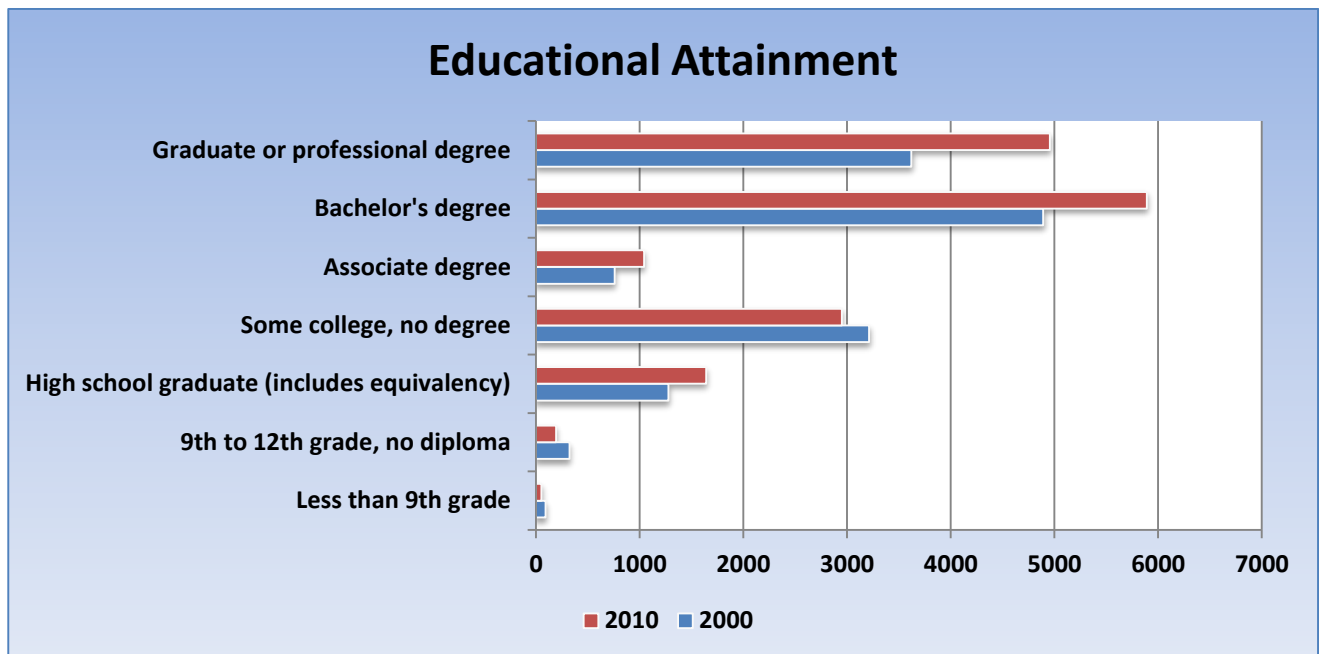


Source: Decennial United State Census (1980 – 2010)

Educational Attainment

Bainbridge Island has a relatively high educational attainment rate. As of 2010, around 98% of the population 25 years old and over had obtained a high school degree or higher and almost 65% of 25 year olds and older obtained a bachelor's degree. In addition, both statistics increased between 2000 and 2010. A detailed breakdown of educational attainment comparing 2000 to 2010 can be seen below in the Chart J.

Chart J – Educational Attainment



Source: Decennial United State Census (1980 – 2010)

Household Income

The Bainbridge Island Median Household Income, according to the 2010 Census, was \$92,558.00 compared to the Kitsap County Median Household Income of \$61,776.00. Between 2000 and 2010, the Bainbridge Median Income jumped \$22,447 compared to Kitsap's increase of \$14,802. However, the percentage increase in Median Income was consistent between Bainbridge Island and the rest of Kitsap County.

Table 24 – Bainbridge Island & Kitsap County Income Figures

	1990	2000	Percent change 1990 and 2000	2010	Percent change 2000 and 2010	Percent change 1990 and 2010
Median Household Income						
Bainbridge	\$ 42,135.00	\$ 70,110.00	66.40%	\$ 92,558.00	32.0%	119.7%
Kitsap	\$ 32,038.00	\$ 46,840.00	46.20%	\$ 61,776.00	31.9%	92.8%
Median Family Household Income						
Bainbridge	\$ 51,971.00	\$ 83,415.00	60.50%	\$ 120,200.00	44.1%	131.3%
Kitsap	\$ 36,942.00	\$ 53,878.00	45.80%	\$ 73,731.00	36.8%	99.6%
Average Household Income						
Bainbridge	\$ 57,751.00	\$ 93,078.00	61.20%	\$ 130,379.00	40.1%	125.8%
Kitsap	\$ 38,095.00	\$ 58,299.00	53.0%	\$ 77,782.00	33.4%	104.2%
Per Capita Income						
Bainbridge	\$ 22,437.00	\$ 37,482.00	67.10%	\$ 53,589.00	43.0%	138.8%
Kitsap	\$ 14,282.00	\$ 22,317.00	56.30%	\$ 31,287.00	40.2%	119.1%

Source: Decennial United State Census (1990 – 2010)

Wage and Employment Data

Employment Status

Table 25 shows the trends of employment status on Bainbridge Island. The combination of an increase in population of 60 years and older age group, who typically are retired or working less, and the Great Recession are likely factors in the increases in the categories “Population Not in the Labor Force” and “Unemployment.”

Table 25 – Employment Status

	2000		2010	
	Number	Percent	Number	Percent
Population 16 years and over	15,626	100%	18,627	100%
In labor force	10,026	64.2%	11,196	60.1%
Civilian labor force	9,929	63.5%	11,125	59.7%
Employed	9,670	61.9%	10,284	55.2%
Unemployed	259	1.7%	841	4.5%
Armed Forces	97	0.6%	71	0.4%
Not in labor force	5,600	35.8%	7,431	39.9%
Own children under 6 years	1,198	100%	1,147	
All parents in family in labor force	513	42.8%	660	57.5%
Own children 6 to 17 years			3,959	3,959
All parents in family in labor force			2,332	58.9%

Source: Decennial United State Census (2000 – 2010)

Table 26 shows the percentages of families and individuals whose incomes in the last year were below the poverty line in the years 2000 and 2010. Almost every category within the Poverty Status Table was higher in the 2010 census verses the 2000 census, but this seems expected at the height of the recession in 2010.

Table 26 – Poverty Status

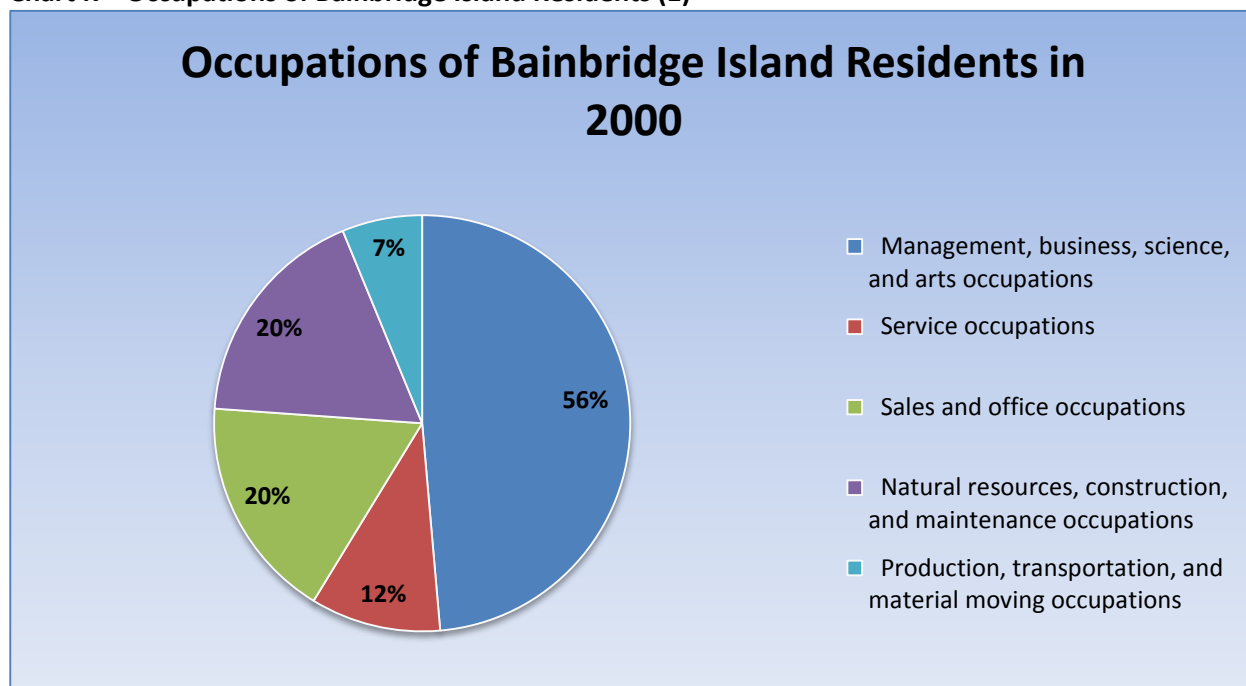
	2000		2010	
	Number	Percent	Number	Percent
All families	171	3%		3.3%
With related children under 18 years	115	3.9%		4.5%
With related children under 5 years only	36	4.1%		10.9%
Married couple families				2.0%
With related children under 18 years				2.6%
With related children under 5 years only				7.5%
Families with female householder, no husband present	72	12.1%		12.9%
With related children under 18 years	55	14%		12.2%
With related children under 5 years only	18	31%		22.9%

	2000		2010	
	Number	Percent	Number	Percent
All people	896	4.4%		5.4%
Under 18 years				5.9%
Related children under 18 years	206	3.8%		5.4%
Related children under 5 years				14.1%
Related children 5 to 17 years	168	3.9%		3.5%
18 years and over	686	4.7%		5.3%
18 to 64 years				6.2%
65 years and over	81	3.3%		2.1%
People in families				3.4%
Unrelated individuals 15 years and over	362	12.8%		16.5%

Source: Decennial United State Census (2000 – 2010)

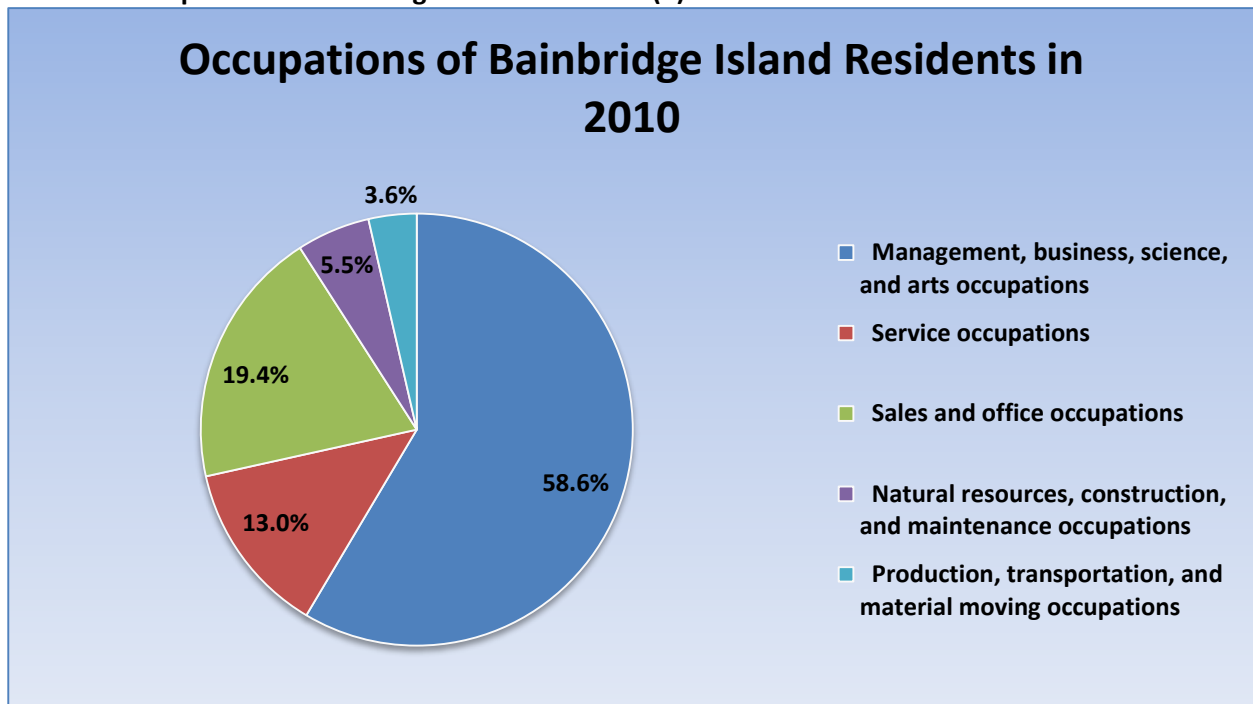
The number of employed residents who are sixteen years and over increased from 9,670 in 2000 to 10,284 in 2010. While the majority of occupational categories were consistent, “Natural Resources, Construction, and Maintenance” occupations decreased by a three-fourths and “Production, Transportation, and Material Moving” occupations decreased by nearly half over the decade. This can be seen in the two occupation charts that follow (Chart K and Chart L).

Chart K – Occupations of Bainbridge Island Residents (1)



Source: Decennial United State Census (2000)

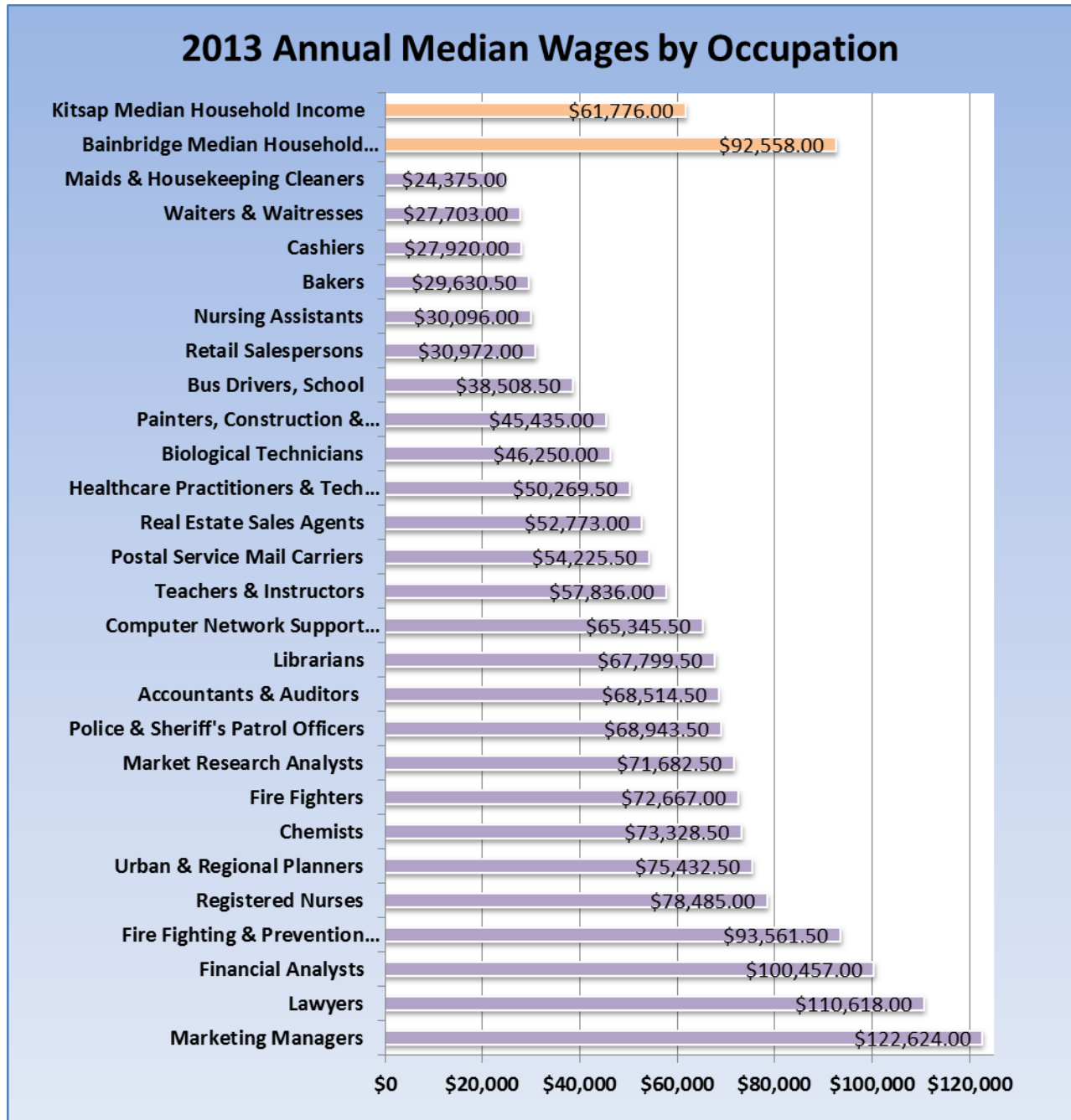
Chart L – Occupations of Bainbridge Island Residents (2)



Source: Decennial United State Census (2010)

Chart M compares the Median Household Income of Bainbridge Island and Kitsap County to the Annual Median Wages for a selected range of occupations found on Bainbridge Island. The occupational wages of the Bremerton-Silverdale area and the Seattle-Bellevue-Everett area were averaged per position to better represent the possible wages of individuals on Bainbridge as surveyed by the Washington State Employment Security Department.

Chart M - Median Income in 2010 versus Median Wages in 2013



Source: 2013 Occupational Employment and Wages Estimates – Labor Market and Economic Analysis, June 2013, Washington State Employment Security Department

Immigration and Migration

As of 2012, almost 90% of householders on Bainbridge Island had moved into their current residence before 2009. Only 38% of Bainbridge Island householders moved into their current residence before 1999. These trends mimic the trends in population growth as well as the economically-charged housing market through the early 2000 before the recession. These numbers are displayed in Chart 27.

Chart 27 – Year Householder Moved into Unit

	Number	Percent
Occupied housing units	9,325	100%
Moved in 2010 or later	964	10.30%
Moved in 2000 to 2009	4,827	51.80%
Moved in 1990 to 1999	2,004	21.50%
Moved in 1980 to 1989	873	9.40%
Moved in 1970 to 1979	376	4.00%
Moved in 1969 or earlier	281	3.00%

Source: American Community Survey 2008-2012

Determining Existing and Future Housing Needs

The Housing Element should include an inventory and analysis of existing and projected housing needs. The element should identify the number of housing units necessary to accommodate projected growth, including government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities.

Determining the existing need for housing at all income levels is an important step for jurisdictions in evaluating current policies and provides the basis for determining future housing needs of projected housing growth.

WAC rules identify topics to consider when looking at housing needs, including:

- Workforce housing
- Jobs-to-housing-balance
- Reasonable measure to address inconsistencies found in the Buildable Lands Report
- Affordable housing

Methods to Assess Housing Needs

Cost Burden Analysis

The US Department of Housing and Urban Development (HUD) defines any household spending more than 30% of household income on housing as “cost burdened.” Extremely cost burdened households are defined as households that pay more than 50 percent of income on housing. Households that pay more than 30 percent of their income for housing may face additional financial challenges for purchasing food, education, transportation, and medical care. Extremely cost-burdened low-income households are at risk of becoming homeless. The percentage of households that are cost burdened, in addition to the percentage that is extremely cost burdened, is an indicator of an existing unmet need for affordable housing.

A cost burden analysis is applied both to renter and owner households. The WAC requires jurisdictions to make adequate housing provisions for all economic segments of the community; a cost burden analysis will help determine the existing and projected housing need. Table 29 displays household income, monthly housing costs, and monthly housing costs as a percent of household income for Bainbridge Island in 2012. Each set is divided into total occupied housing units, owner-occupied housing units, and renter-occupied housing units.

The last set in Table 29 shows the percent of residents whose monthly housing costs make up more than 30% of their income, which is Bainbridge Island’s cost burden analysis. However, there are some important points to make from the other two table sections. As displayed in Table 29A, median household income for owner-occupied housing units (\$110,670) was more than double the median household income of renter-occupied units (\$46,905). The number of owner-occupied housing units (7,329) is over three-and-a-half times the number of renter-occupied units (1,996). The significant difference in income levels between the overall median household income of \$92,558, which is still almost double to the \$46,905 of median income for individuals and families in renter-occupied units, is tied to the types of housing units available.

Table 29A – Cost Burden Analysis: Household Income in 2012

	Total Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Occupied Housing Units	9,325	+/-256	7,329	+/-323	1,996	+/-254
Household Income in the Past Twelve Months (in 2012 Inflation-Adjusted Dollars)						
Less than \$5,000	1.6%	+/-0.8	1.5%	+/-0.9	1.7%	+/-1.6
\$5,000 to \$9,999	1.8%	+/-1.0	0.7%	+/-0.6	5.9%	+/-4.1
\$10,000 to \$14,999	1.2%	+/-0.8	1.3%	+/-0.9	0.7%	+/-1.1
\$15,000 to \$19,999	3.2%	+/-1.2	1.7%	+/-0.9	8.7%	+/-4.4
\$20,000 to \$24,999	3.3%	+/-1.3	3.6%	+/-1.4	2.3%	+/-2.1
\$25,000 to \$34,999	6.0%	+/-2.0	3.5%	+/-1.2	15.1%	+/-7.6
\$35,000 to \$49,999	11.1%	+/-2.3	9.6%	+/-2.6	16.4%	+/-6.7
\$50,000 to \$74,999	13.1%	+/-2.4	11.6%	+/-2.3	18.2%	+/-6.8
\$75,000 to \$99,999	12.2%	+/-2.1	11.4%	+/-2.2	15.4%	+/-5.1
\$100,000 to \$149,999	19.1%	+/-2.5	21.5%	+/-2.9	10.4%	+/-5.8
\$150,000 or more	27.4%	+/-2.9	33.5%	+/-3.3	5.2%	+/-2.8
Median Household Income	\$92,558	+/-9,860	\$110,670	+/-7,103	\$46,905	+/-10,469

Source: American Community Survey (2008 – 2012)

Table 29B displays Bainbridge Island’s monthly housing costs in 2012. Over 43% of individuals and families pay more than \$2,000 a month in housing costs. Furthermore, 52% of individuals and families that own their housing unit pay more than \$2,000. The majority (31.5%) of renter-occupied housing units pay between \$1,000 and \$1,499 a month. However, 23% of renters pay \$1,500 or more a month for housing. Monthly housing costs will also be useful in the Workforce Housing Analysis.

Table 29B – Cost Burden Analysis: Monthly Housing Costs in 2012

	Occupied housing units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Less than \$100	0.2%	+/-0.3	0.2%	+/-0.4	0.0%	+/-1.6
\$100 to \$199	0.7%	+/-0.6	0.8%	+/-0.7	0.7%	+/-1.1
\$200 to \$299	1.9%	+/-1.1	0.6%	+/-0.5	6.6%	+/-4.8
\$300 to \$399	0.8%	+/-0.8	1.1%	+/-1.1	0.0%	+/-1.6
\$400 to \$499	1.7%	+/-0.9	1.6%	+/-0.8	2.4%	+/-2.2
\$500 to \$599	3.2%	+/-1.3	3.2%	+/-1.2	3.4%	+/-3.7
\$600 to \$699	2.9%	+/-1.0	2.7%	+/-1.1	3.7%	+/-2.7
\$700 to \$799	5.2%	+/-1.3	4.8%	+/-1.2	6.8%	+/-3.9
\$800 to \$899	5.2%	+/-2.0	2.8%	+/-1.1	14.0%	+/-7.0
\$900 to \$999	3.7%	+/-1.3	3.4%	+/-1.5	4.8%	+/-2.9
\$1,000 to \$1,499	17.1%	+/-2.4	13.2%	+/-2.3	31.5%	+/-6.8
\$1,500 to \$1,999	13.3%	+/-2.2	13.7%	+/-2.5	11.7%	+/-4.6
\$2,000 or more	43.4%	+/-2.9	52.0%	+/-3.0	11.9%	+/-5.7
No cash rent	0.6%	+/-0.5	(X)	(X)	2.7%	+/-2.1
Median (dollars)	1,800	+/-87	2,079	+/-120	1,089	+/-105

Source: American Community Survey (2008 – 2012)

Table 29C shows the calculation of five different income groups' cost burden. Based on 2012 data, over 35% of all residents at all income levels experience housing cost burden on Bainbridge Island. Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened. The majority (around 14%) of these residents have an income of \$75,000 or more a year. 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.

Table 29: C - Monthly Housing Costs as a Percentage of Household Income in 2012

	Occupied housing units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
Monthly Housing Costs	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Monthly Housing Costs as a Percentage of Household Income in the Past 12 Months						
Less than \$20,000	6.8%	+/-1.8	4.6%	+/-1.6	15.0%	+/-6.0
Less than 20 percent	0.8%	+/-0.6	0.6%	+/-0.6	1.3%	+/-1.1
20 to 29 percent	0.3%	+/-0.3	0.3%	+/-0.4	0.0%	+/-1.6
30 percent or more	5.8%	+/-1.8	3.6%	+/-1.5	13.8%	+/-5.9
\$20,000 to \$34,999	9.3%	+/-2.2	7.1%	+/-1.7	17.4%	+/-7.6
Less than 20 percent	1.1%	+/-0.9	0.8%	+/-0.6	2.3%	+/-3.6
20 to 29 percent	0.7%	+/-0.5	0.8%	+/-0.6	0.5%	+/-0.7
30 percent or more	7.5%	+/-2.0	5.5%	+/-1.7	14.7%	+/-7.1
\$35,000 to \$49,999	10.9%	+/-2.3	9.6%	+/-2.6	15.8%	+/-6.7
Less than 20 percent	2.5%	+/-1.0	2.3%	+/-1.0	3.1%	+/-3.7
20 to 29 percent	2.6%	+/-1.3	1.2%	+/-1.1	7.5%	+/-4.8
30 percent or more	5.9%	+/-1.7	6.1%	+/-2.0	5.2%	+/-2.9
\$50,000 to \$74,999	12.9%	+/-2.4	11.6%	+/-2.3	17.6%	+/-6.9
Less than 20 percent	4.2%	+/-1.3	3.9%	+/-1.4	5.5%	+/-3.6
20 to 29 percent	4.1%	+/-1.3	2.9%	+/-1.1	8.5%	+/-5.4
30 percent or more	4.6%	+/-1.3	4.9%	+/-1.5	3.6%	+/-2.2
\$75,000 or more	58.8%	+/-3.2	66.3%	+/-3.2	31.0%	+/-8.1
Less than 20 percent	31.5%	+/-3.0	35.1%	+/-3.5	18.3%	+/-6.2
20 to 29 percent	16.0%	+/-2.3	17.5%	+/-2.5	10.7%	+/-5.8
30 percent or more	11.3%	+/-2.2	13.8%	+/-2.6	2.1%	+/-2.0
Zero or negative income	0.7%	+/-0.5	0.7%	+/-0.5	0.5%	+/-0.8
No cash rent	0.6%	+/-0.5	(X)	(X)	2.7%	+/-2.1

Source: American Community Survey (2008 – 2012)

Housing cost burden is one important measure of how well the existing housing market is meeting actual needs of residents. Policy implications could include measures to stimulate housing production and a variety of housing types. Previous indicators and this analysis suggest that an increased production in apartments, both market-rate and rent-assisted, would benefit the City of Bainbridge. However, there are limits to meeting affordability needs through new housing production alone and a full range of other tools targeted specifically to affordable, below market rate housing preservation and production are necessary as well.

Affordability by Income Level Analysis

Affordability of housing is considered in relation to the amount of income available to households. PSRC suggests Area Median Income (AMI) as a benchmark of the median income assessed by HUD at the

Metropolitan Statistical Area or the Fair Market Rent Area, which is used to determine eligibility for subsidized housing. To determine the AMI associated with our jurisdiction, household incomes were divided into the categories below representing different levels of affordability based on the Median Family Income of Bainbridge Island in 2012.

This method of analysis complements and builds upon the employment and household growth targets set by each county and meets GMA and VISION 2040 requirements to plan for a range of housing options and affordability at all income levels. When applied to the existing housing stock, this analysis provides a measure of existing need. With a few simple assumptions, future need can be described based on the percent of households in each income category.

Table 30 – Area Median Income Categories (Comparing Regional and Jurisdictional Shares)

Income Category	Percent Area Median Income (AMI)	Regional Share	Jurisdictional Share	Household Income Ranges
Upper-income households	Earning more than 120% of AMI	35% of households	46% of households	\$111,070 and Above
Middle-income households	Earning 80% to 120% of AMI	22% of households	13% of households	\$74,047 - \$111,070
Moderate-income households	Earning 50% to 80% of AMI	18% of households	13% of households	\$74,047 - \$46,279
Low-income households	Earning 30% to 50% of AMI	12% of households	17% of households	\$46,279 - \$27,767
Very low-income households	Earning less than 30% of AMI	13% of households	11% of households	\$27,767 - \$0.00

Source: PSRC Housing Element Guide 2014 and American Community Survey (2008-2012)

The above table shows that Bainbridge Island's jurisdictional share deviates from the proscribed regional share. The number of upper-income households is 10% higher than suggested, while the middle-income and moderate-income are 9% and 5% lower respectively. This first step in the affordability by income analysis suggests that Bainbridge Island could increase its stock of middle- and moderate-income households.

Table 31 gives the number of housing units per price range on Bainbridge Island based on 2013 data from Kitsap County's Assessor's Office. The data removed all assessed land that did not have any

additional value added and rolled up housing number values into set price ranges to see how many housing units were in a specific price range. This can be an indicator of how many units are in each income price range and how many units at specific price ranges the City could encourage to promote affordable housing at all income levels.

The data gives some insight to the current housing stock on Bainbridge Island. Based on the number of assessed value units, over half of the housing units on the Island are condominiums, mobile homes, or homes between the \$100,000 to \$299,999 price ranges. The number of condominiums on the Island has increased over the last decade with a number of developments in the Winslow area including Harbor Square and some of the Grow properties. Condominiums are an effective approach to housing an aging population, which is consistent with the demographic information on Bainbridge. However, this housing does not support young families who want to raise a family in a house on the Island. As shared earlier, the average single family home value is nearly \$700,000 this year. The number of housing units in the market value ranges compared to the number of income households is another indicator that more affordable housing is needed in the middle, moderate and lower income ranges.

Table 31 – Number of Housing Units per Price Range

Market Value Range	Count in Range	Percentage
\$0.00 - \$49,999	37	0.66%
\$50,000 - \$99,999	244	4.36%
\$100,000 - \$199,999	1350	24.15%
\$200,000 - \$299,999	1588	28.41%
\$300,000 - \$399,999	909	16.26%
\$400,000 - \$499,999	479	8.57%
\$500,000 - \$599,999	301	5.38%
\$600,000 - \$699,999	168	3.01%
\$700,000 - \$799,999	107	1.91%
\$800,000 - \$899,999	64	1.14%
\$900,000 - \$999,999	77	1.38%
\$1,000,000 - \$1,999,999	186	3.33%
\$2,000,000 - \$2,999,999	41	0.73%
\$3,000,000 - \$3,999,999	10	0.18%
\$4,000,000 - \$4,999,999	8	0.14%
\$5,000,000 - \$5,999,999	7	0.13%
\$6,000,000 - \$6,999,999	3	0.05%
\$7,000,000 - \$7,999,999	3	0.05%
\$8,000,000 - \$8,999,999	1	0.02%
\$9,000,000 - \$9,999,999	7	0.13%
Total	5590	100.00%

Source: Kitsap County Assessor's Office – 2013 Assessed Value Data

Table 32 compares rent limits based on 2013 Income Limits for Seattle-Bellevue HUD Metro Fair Market Rent Area to current market rental prices on Bainbridge Island. The purpose of this analysis is to show the range of rental amounts that would be affordable for different sizes of housing units and households. Based on the AMI categories above, the average rental prices are affordable at the top of the income ranges while 43% of households in the community are cost burdened and qualify for assistance or more opportunities for affordable housing. It is important to reiterate that 28% of residents on the Island are very-low or low income and only around 6% of housing units are dedicated to affordable housing on Bainbridge Island (including rental and Ferncliff Village houses).

Table 32 – Affordable Rents by Bedroom Size

Unit Type	2014 Average Rental Price	Very low-income households (< 30% MFI)	Low-income households (30% - 50% AMI)	Moderate-income households (50% - 80% AMI)
Studios	\$ 944.00	\$ 455.00	\$ 758.00	\$ 1,127.00
1 BR	\$ 981.00	\$ 487.00	\$ 813.00	\$ 1,208.00
2 BR	\$ 1,384.00	\$ 585.00	\$ 976.00	\$ 1,450.00
3 BR	\$ 1,744.00	\$ 676.00	\$ 1,127.00	\$ 1,675.00

Source: 2013 Income Limits for Seattle-Bellevue HMFA and Phone Survey Conducted 10/27/2014 – 10/28/2014

Ideally, the existing stock of housing will be affordable to meet the needs of households at all income levels. A shortfall of housing affordable at any income level, particularly levels below 80% of AMI, indicates an existing need that should be addressed through new policies in the Housing Element. Based on the above data, there are shortfalls for middle- and moderate-income households in general and the number of rental units for very low- and low-income households. As a related issue, vacancy rates across segments or the entirety of the housing market are also a major factor in housing availability and price. Low vacancy rates can exert upward pressure on rents and low vacancy rates themselves mean that relatively few units are available to meet households that need housing at any one time. As displayed earlier in this report and previous reports, Bainbridge Island has had and continues to have historically low vacancy rates.

Workforce Housing

Workforce housing refers to housing that is affordable to individuals employed in the community, especially housing at affordability levels that are not provided for adequately by the private market. The WAC requires jurisdictions to address the housing needs of the local workforce in Comprehensive Planning. If there is no housing that is affordable to employees at local public and private employers, workers may have longer commutes, undermining goals for transportation and the environment.

Table 33 displays selected professions common to citizens of Bainbridge Island and whether they work on the Island or in Seattle. Each position can be compared to the top two measures at the top of the table ('Household Income Needed to Purchase Average Priced Home in 2013: \$602,500' and 'Median Income') to see if the income the profession provides meets median affordability.

It is important to point out that the calculation for 'Affordable Home Prices' is actually lower because this calculation does not include the costs of a mortgage, insurance, or repairs and upkeep. The assumptions needed for this calculation vary too much in reality to the fluctuations of the housing market in the last decade. Assessed value has increased with the housing bubble, significantly decreased with the housing market crash, and increased with the recovery over this period of time. Those fluctuations in assessed value have a significant impact on taxes, interest rates, and ultimately house insurance. In addition, a home owner may increase the value of their home through renovation or decrease the value of their home by not keeping up with maintenance and repairs. All of these factors influence affordability.

Table 33 – Workforce Housing Affordability

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Average Bainbridge Island Single-Family Home Sales Price in 2013: \$602,500							
Median Income	\$320,357	5.50%	\$1,818.95	\$375.00	\$120.00	\$2,314	\$92,558
Marketing Managers	\$430,723	5.50%	\$2,445.60	\$500.00	\$120.00	\$3,066	\$122,624
Lawyers	\$386,667	5.50%	\$2,195.45	\$450.00	\$120.00	\$2,765	\$110,618
Financial Analysts	\$350,733	5.50%	\$1,991.43	\$400.00	\$120.00	\$2,511	\$100,457
Fire Fighting & Prevention Supervisors	\$324,777	5.50%	\$1,844.05	\$375.00	\$120.00	\$2,339	\$93,562
Registered Nurses	\$262,796	5.50%	\$1,492.13	\$350.00	\$120.00	\$1,962	\$78,485
Urban & Regional Planners	\$249,358	5.50%	\$1,415.83	\$350.00	\$120.00	\$1,886	\$75,433
Chemists	\$240,094	5.50%	\$1,363.23	\$350.00	\$120.00	\$1,833	\$73,329
Fire Fighters	\$245,985	5.50%	\$1,396.68	\$300.00	\$120.00	\$1,817	\$72,667
Market Research Analysts	\$241,652	5.50%	\$1,372.08	\$300.00	\$120.00	\$1,792	\$71,683
Police & Sheriff's Patrol Officers	\$229,592	5.50%	\$1,303.60	\$300.00	\$120.00	\$1,724	\$68,944
Accountants & Auditors	\$227,703	5.50%	\$1,292.88	\$300.00	\$120.00	\$1,713	\$68,515

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Librarians	\$224,555	5.50%	\$1,275.00	\$300.00	\$120.00	\$1,695	\$67,800
Computer Network Support Specialists	\$213,750	5.50%	\$1,213.65	\$300.00	\$120.00	\$1,634	\$65,346
Teachers & Instructors	\$189,489	5.50%	\$1,075.90	\$250.00	\$120.00	\$1,446	\$57,836
Postal Service Mail Carriers	\$173,594	5.50%	\$985.65	\$250.00	\$120.00	\$1,356	\$54,226
Real Estate Sales Agents	\$167,197	5.50%	\$949.33	\$250.00	\$120.00	\$1,319	\$52,773
Healthcare Practitioner & Tech Workers	\$156,176	5.50%	\$886.75	\$250.00	\$120.00	\$1,257	\$50,270
Biological Technicians	\$147,282	5.50%	\$836.25	\$200.00	\$120.00	\$1,156	\$46,250
Painters, Construction & Maintenance	\$143,693	5.50%	\$815.88	\$200.00	\$120.00	\$1,136	\$45,435
Bus Drivers, School	\$122,004	5.50%	\$692.73	\$150.00	\$120.00	\$963	\$38,509
Retail Salesperson	\$88,818	5.50%	\$504.30	\$150.00	\$120.00	\$774	\$30,972
Nursing Assistants	\$84,961	5.50%	\$482.40	\$150.00	\$120.00	\$752	\$30,096
Bakers	\$82,914	5.50%	\$470.78	\$150.00	\$120.00	\$741	\$29,631

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Cashiers	\$75,380	5.50%	\$428.00	\$150.00	\$120.00	\$698	\$27,920
Waiters & Waitresses	\$74,425	5.50%	\$422.58	\$150.00	\$120.00	\$693	\$27,703
Maids & House Cleaners	\$59,771	5.50%	\$339.38	\$150.00	\$120.00	\$609	\$24,375

Source: 2013 Occupational Employment and Wage Estimates Washington State Employment Security Department Labor Market and Economic Analysis, June 2013

An analysis of housing needs for the local workforce will strengthen planning efforts to ensure housing affordability for the individuals who work within the jurisdiction. Based on the above numbers, a gap in housing affordable for the workforce has been identified. Workers in service professions may be challenged to find affordable housing near their employment. This can cause workers to have to travel longer distances to work. This increase in transportation costs increases their cost burden as well as adding demands to the transportation system and the environment. Programs and regulations may be needed to create opportunities for more affordable ownership or rental housing. Development incentives tied to affordability have proven successful for providing housing that meets the needs of the workforce.

Jobs/Housing Balance

Jobs/housing balance is a measure that compares the amount of employment vs. the amount of housing in a specific geographic area. Typically, a jobs/housing balance is calculated by dividing jobs within in geography by the number of housing units in that geography. There are approximately 1.15 jobs for every housing unit in the 4-county central Puget Sound region as a whole. This is a ratio that is close to representing jobs/housing balance across the entire regional commute-shed. The range included in the average includes jurisdictions with jobs centers with jobs/housing balance as high as 3 jobs per housing unit to more residential communities with less than .5 jobs per housing units. A low jobs/housing ratio indicates a housing-rich “bedroom community,” while a high jobs/housing ratio indicates an employment center.

Providing an appropriate balance between jobs and housing ensures that workers have access to housing near their work. Measuring jobs/housing balance around major employment centers and within individual communities provides jurisdictions an opportunity to work with neighboring cities and towns to reconcile the geographic distribution of housing and employment opportunities. It is important to note that a jobs/ housing balance is already reflected in each jurisdiction’s housing targets developed at the countywide level. Jurisdictions should not modify their housing target based on a jobs/housing analysis, but may use this analysis at a neighborhood level to plan effectively for projected household and employment growth.

Bainbridge Islands jobs/housing balance is .59 jobs for every housing unit in the City, making it a “bedroom community.” PSRC suggests that housing-rich neighborhoods can add employment to provide more access for current residents to economic opportunities. Planning to move toward a more balanced distribution of housing and jobs within a jurisdiction can help to achieve a number of transportation and environmental goals as the need to commute long distances by private auto declines.

Housing + Transportation Costs Index

A Housing + Transportation Costs Index represents the percentage of household income spent on housing and transportation. This tool expands on the cost burden analysis to account for transportation costs. Housing costs may be lower in more suburban areas for modest and low-income households, but

the Housing + Transportation analysis incorporates the resulting increase in transportation for a more comprehensive definition of affordability.

This approach addresses the location of housing within a community and the provision of transportation infrastructure and services as components of the total affordability picture. Increasingly, affordability is defined by the confluence of housing and transportation costs. After the cost of housing, the largest expense for most households is transportation. The location cost of transportation is largely determined by the range of transportation options available in a given location in addition to the average length of the trips for work, education, and other daily needs. Locations with better access to transit and other alternative transportation modes generally result in lower transportation costs. Bainbridge Island residents show a significant increase in their housing + transportation cost burden as a number of residents commute to Seattle, other sections of King County and Kitsap County. Transportation costs can range from the costs of bus passes, ferry passes, and gasoline/maintenance for cars.

The Housing +Transportation analysis may be used to develop affordable housing policies that focus the development of housing, and specifically affordable housing, in areas with lower transportation costs. A Housing +Transportation analysis provides the basis for developing policies and investing financial resources to support equitable transit oriented development (TOD). A recent Sustainable Communities Grant, awarded by HUD to the PSRC, funded the Growing Transit Communities Partnership and Strategy, which outlines strategies to leverage transit investment through equitable TOD. Strategies outlined through the Growing Transit Communities Partnership aim to mitigate and reverse the negative community, environmental, and economic impacts of a high housing and transportation costs by developing policies that facilitate the concentration of affordable housing, employment, and services near transit.

Special Needs Housing

Special needs housing refers broadly to housing accommodations for individuals with physical and mental disabilities, seniors, veterans, individuals with mental illness, individuals with chronic and acute medical conditions, individuals with chemical dependency, survivors of domestic violence, and adult, youth, and families who are homeless. Planning for special needs populations is integral to the success of an economically and socially vibrant Puget Sound Region. Both GMA and the WAC specifically require jurisdictions to “address how the county or city will provide for group homes, foster care facilities, and facilities for other populations with special needs” (WAC 365-196-410)

As displayed above in the Special Needs Housing on page 32, there was an increase in units for assisted living in the last decade. However, with the significant increase in seniors and an aging population, more planning for senior housing could be important to a successful plan for future housing on Bainbridge Island.

Appendix

Washington Administrative Code (WAC)

Furthermore, the WAC recommends the following to meet the requirements of the Housing Element.⁵

The Housing Element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the housing element:

- 7) Housing goals and policies.
 - a) The goals and policies serve as a guide to the creation and adoption of development regulations and may also guide the exercise of discretion in the permitting process.
 - b) The housing goals and policies of counties and cities should be consistent with county-wide planning policies and, where applicable, multicounty planning policies.
 - c) Housing goals and policies should address at least the following:
 - i) Affordable housing;
 - ii) Preservation of neighborhood character; and
 - iii) Provision of a variety of housing types along with a variety of densities.
 - d) Housing goals and policies should be written to allow the evaluation of progress toward achieving the housing element's goals and policies.
- 8) Housing inventory
 - a) The purpose of the required inventory is to gauge the availability of existing housing for all economic segments of the community.
 - b) The inventory should identify the amount of various types of housing that exist in a community. The act does not require that a housing inventory be in a specific form. Counties and cities should consider WAC [365-196-050](#) (3) and (4) when determining how to meet the housing inventory requirement and may rely on existing data.
 - c) The housing inventory may show the affordability of different types of housing. It may provide data about the median sales prices of homes and average rental prices.
 - d) The housing inventory may include information about other types of housing available within the jurisdiction such as:
 - i) The number of beds available in group homes, nursing homes and/or assisted living facilities;
 - ii) The number of dwelling units available specifically for senior citizens;
 - iii) The number of government-assisted housing units for lower-income households.
- 9) Housing needs analysis
 - a) The purpose of the needs analysis is to estimate the type and densities of future housing needed to serve all economic segments of the community. The housing needs analysis should

⁵ WAC 365-196-410 – Housing Element – <http://app.leg.wa.gov/wac/default.aspx?cite=365-196-410>; 23 OCT 2014
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compare the number of housing units identified in the housing inventory to the projected growth or other locally identified housing needs.

- b) The definition of housing needs should be addressed in a regional context and may use existing data.
- c) The analysis should be based on the most recent twenty-year population allocation.
- d) The analysis should analyze consistency with county-wide planning policies, and where applicable, multicounty planning policies, related to housing for all economic segments of the population.

10) Housing targets or capacity

- a) The housing needs analysis should identify the number and types of new housing units needed to serve the projected growth and the income ranges within it. This should be used to designate sufficient land capacity suitable for development in the land use element.
- b) Counties and cities may also use other considerations to identify housing needs, which may include:
 - i) Workforce housing which is often defined as housing affordable to households earning between eighty to one hundred twenty percent of the median household income.
 - ii) Jobs-to-housing balance, which is the number of jobs in a city or county relative to the number of housing units.
 - iii) Reasonable measures to address inconsistencies found in buildable lands reports prepared under RCW [36.70A.215](#).
 - iv) Housing needed to address an observed pattern of a larger quantity of second homes in destination communities.
- c) The targets established in the housing element will serve as benchmarks to evaluate progress and guide decisions regarding development regulations.

11) Affordable housing – RCW [36.70A.070](#) requires counties and cities, in their housing element, to make adequate provisions for existing and projected needs for all economic segments of the community.

- a) Determining what housing units are affordable.
 - i) In the case of dwelling units for sale, affordable housing has mortgages, amortization, taxes, insurance and condominium or association fees, if any, that consume no more than thirty percent of the owner's gross annual household income.
 - ii) In the case of dwelling units for rent, affordable housing has rent and utility costs, as defined by the county or city that cost no more than thirty percent of the tenant's gross annual household income.
 - iii) Income ranges used when considering affordability. When planning for affordable housing, counties or cities should use income ranges consistent with the applicable county-wide or multicounty planning policies. If no such terms exist, counties or cities should consider using the United States Department of Housing and Urban Development (HUD) definitions found in 24 C.F.R. 91.5, which are used to draft consolidated planning documents required by HUD. The following definitions are from 24 C.F.R. 91.5:
 - (1) Median income refers to median household income.

- (2) Extremely low-income refers to a household whose income is at or below thirty percent of the median income, adjusted for household size, for the county where the housing unit is located.
 - (3) Low-income refers to a household whose income is between thirty percent and fifty percent of the median income, adjusted for household size, for the county where the housing unit is located.
 - (4) Moderate-income refers to a household whose income is between fifty percent and eighty percent of the median income where the housing unit is located.
 - (5) Middle-income refers to a household whose income is between eighty percent and ninety-five percent of the median income for the area where the housing unit is located.
 - b) Affordable housing requires planning from a regional perspective. County-wide planning policies must address affordable housing and its distribution among counties and cities. A county's or city's obligation to plan for affordable housing within a regional context is determined by the applicable county-wide planning policies. Counties and cities should review county-wide affordable housing policies when developing the housing element to maintain consistency.
 - c) Counties and cities should consider the ability of the market to address housing needs for all economic segments of the population. Counties and cities may help to address affordable housing by identifying and removing any regulatory barriers limiting the availability of affordable housing.
 - d) Counties and cities may help to address affordable housing needs by increasing development capacity. In such an event, a county or city affordable housing section should:
 - i) Identify certain land use designations within a geographic area where increased residential development may help achieve affordable housing policies and targets;
 - ii) As needed, identify policies and subsequent development regulations that may increase residential development capacity;
 - iii) Determine the number of additional housing units these policies and development regulations may generate; and
 - iv) Establish a target that represents the minimum amount of affordable housing units that it seeks to generate.
- 12) Implementation plan
- a) The housing element should identify strategies designed to help meet the needs identified for all economic segments of the population within the planning area. It should include, but not be limited to, the following:
 - i) Consideration of the range of housing choices to be encouraged including, but not limited to, multifamily housing, mixed uses, manufactured houses, accessory dwelling units, and detached houses;
 - ii) Consideration of various lot sizes and densities, and of clustering and other design configurations;
 - iii) Identification of a sufficient amount of appropriately zoned land to accommodate the identified housing needs over the planning period; and

- iv) Evaluation of the capacity of local public and private entities and the availability of financing to produce housing to meet the identified need.
- b) The housing element should also address how the county or city will provide for group homes, foster care facilities, and facilities for other populations with special needs. The housing element should provide for an equitable distribution of these facilities among neighborhoods within the county or city.
- c) The housing element should identify strategies designed to ensure the vitality and character of existing neighborhoods. It should show how growth and change will preserve or improve existing residential qualities. The housing element may not focus on one requirement (e.g., preserving existing housing) to the exclusion of the other requirements (e.g., affordable housing) in RCW [36.70A.070](#)(2). It should explain how various needs are reconciled.
- d) The housing element should include provisions to monitor the performance of its housing strategy. A monitoring program may include the following:
 - i) The collection and analysis of information about the housing market;
 - ii) Data about the supply of developable residential building lots at various land-use densities and the supply of rental and for-sale housing at various price levels;
 - iii) A comparison of actual housing development to the targets, policies and goals contained in the housing element;
 - iv) Identification of thresholds at which steps should be taken to adjust and revise goals and policies; and
 - v) A description of the types of adjustments and revisions that the county or city may consider.

Kitsap County

Kitsap Regional Coordinating Council – Countywide Planning Policies for Kitsap⁶

Jobs-Housing Balance:

Jobs-housing balance refers to relationship of housing supply and the job base. There are transportation implications in terms of improving accessibility between where jobs are located and where people live, as well as access to goods, services and other amenities.

Best Practices in Housing:

The County and the Cities recognize the value of housing practices that preserve existing neighborhoods and communities, use land more efficiently, make services more economical, and meet the diverse needs of our county's changing demographics. The Community Design and Development Policies in

⁶ Kitsap County Ordinance 509-2013 - Adopted Kitsap Countywide Planning Policies; 25 NOV 2013;
<http://www.kitsapregionalcouncil.org/library/D%20-%20Countywide%20Policies/CPP%20As%20Adopted%2011%2025%2013.pdf>; 23 OCT 2014

Element F: Contiguous, Compatible and Orderly Development address key innovative practices and design principles for development and housing.

Affordable Housing:

Housing affordability refers to the balance (or imbalance) between household income and housing costs. Affordable housing is a major challenge in Kitsap County.

The following definitions relate to the Countywide Planning Policies: Housing shall mean housing intended for a full range of household incomes. These income levels are defined as follows (WAC 365.196.410 [2]-e-i-C):

- Extremely low-income shall mean those households that have incomes that are at or below 30% of the countywide median.
- Very low-income shall mean those households that have incomes that are within the range of 31 - 50% of the countywide median.
- Low-income shall mean those households that have incomes that are within the range of 51 - 80% of the countywide median.
- Moderate-income shall mean those households that have incomes that are within the range 81- 95% of the countywide median.
- Middle-income shall mean those households that have incomes that are within the range of 96- 120% of the countywide median.
- Upper-income shall mean those households that have incomes above 120% of the countywide median.

Policies for Affordable Housing (AH):

- a) Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:
 - i) The County and the Cities should inventory the existing housing stock consistent with the Growth Management Act synchronized with County and Cities' respective Comprehensive Plan updates, and correlate with current population and economic conditions, past trends, and ten year population and employment forecasts, to determine short and long range housing needs, including rental and home ownership. Navy personnel housing policy should also be considered.
 - ii) Local housing inventories, projections, and equitable distribution strategies should be compiled, updated, and monitored under the coordination of the Kitsap Regional Coordinating Council to identify countywide conditions and projected needs.
 - iii) Sufficient land supply for housing including various housing types shall be identified and monitored through regular updates to the countywide Buildable Lands Analysis [see Element B-1 Land Utilization and Monitoring Programs].

- iv) The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.
- v) The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:
 - (1) protection of the public health and safety remains the primary purpose for housing standards
 - (2) regulations are streamlined and flexible to minimize additional costs to housing.
- b) Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.
- c) Recognizing the percentage share of the existing and forecasted countywide population and housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.
- d) Provision of affordable housing for households below 120% countywide median income should include:
 - i) Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.
 - (1) Designated Centers should include such housing options.
 - (2) Rural self- help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.
 - ii) Local Comprehensive Plan policies and development regulations that encourage and do not exclude such housing.
 - iii) Housing strategies that include:
 - (1) preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
 - (2) provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;
 - (3) housing design and citing compatible with surrounding neighborhoods;

- (4) mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
- (5) innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as appropriate.
- iv) Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.
- v) Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.

The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.

APPENDIX D: ISLAND-WIDE TRANSPORTATION PLAN

The [Island-wide Transportation Plan \(IWTP\)](http://www.bainbridgewa.gov/708/Island-wide-Transportation-Plan-IWTP-Upd) can be viewed on the City's website. See hyperlink below.

<http://www.bainbridgewa.gov/708/Island-wide-Transportation-Plan-IWTP-Upd>

APPENDIX E: WINSLOW MASTER PLAN

The [Winslow Master Plan](http://www.bainbridgewa.gov/431/Winslow-Master-Plan) can be viewed on the City's website. See hyperlink below.

<http://www.bainbridgewa.gov/431/Winslow-Master-Plan>

ORDINANCE NO. 97-16

AND ORDINANCE of the City of Bainbridge Island, Washington, amending the City's Comprehensive Plan to incorporate recommendations of the Lynwood Center Special Planning Area Report and Final Recommendations, amend the Land Use Map of the Comprehensive Plan and create a new section of the Comprehensive Plan.

WHEREAS, the City adopted a Comprehensive Plan on September 1, 1994, which has subsequently been amended; and

WHEREAS, the City undertook the Lynwood Center Special Planning Area process as designated in Policy NSC 1.2 of the Land Use Element of the Comprehensive Plan and which process is set out in BIMC 18.115, Special Planning Area Process; and

WHEREAS, after extensive deliberations and two public meetings, the Lynwood Center Special Planning Area Report and Final Recommendations was prepared dated, January 3, 1997; and

WHEREAS, implementation of the Lynwood Center Report and Final Recommendations requires amendments to the Comprehensive Plan which are now being presented in accordance with BIMC 18.115.080 and BIMC 18.117; now therefore

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON DO ORDAIN, as follows:

Section 1. The City's Comprehensive Plan, adopted by Section 2 of Ordinance No. 94-21, as amended, is further amended in accordance with the amendments as set forth below:

AMENDMENT TO THE LAND USE ELEMENT

Neighborhood Service Centers

NSC 1.2

Lynwood Center

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. ~~Once public sewer is in place, Lynwood Center may be able to accommodate additional growth beyond what is currently recommended in the Plan.~~

Lynwood Center is designated as a Special Planning Area. ~~The boundaries for Lynwood Center as shown on the Land Use Map may be changed during the special planning process.~~

Reduce the commercial area of Lynwood Center as shown on the Land Use Map. Allow R-5 with public water and sewer in the area that has been changed from commercial to residential use. The use of TDRs or affordable-housing bonus density would not be required, but affordable housing would be encouraged.

Rezone the Island Trade District to Neighborhood Service Center to ensure coordinated and compatible uses in the neighborhood service center. Allow up to 12 residential units per acre along with commercial uses (if served by public sewer and water) on the commonly owned parcels on Lynwood Center between Baker Hill Road and Point White Drive, as shown on the Land Use Map (Tax Parcel #s 041402-1-012-2006, 042402-1-047-2005, 042402-1-048-2004, 042402-1-049-2003, 042402-1-050-2009), provided that a community center is constructed that is of similar style and quality to the entire development. Higher density may be achieved with affordable housing.

Allow the existing lumberyard pier (Tax Parcel # 042402-1-019-2009) to be rebuilt with commercial uses consistent with the Bainbridge Island Shoreline Management master Program, 1996. Parking for this use must be located either on the parcel directly north of this parcel (Tax Parcel # 042402-046-2006) or on that parcel to the west (Tax Parcel # 042402-1-021-2005). The City should pursue public funds, whether from the sale of road-end property or other sources, to combine with private funds to construct a public access pier or acquire other public beach access.

The parcel of land located on Point White Drive, directly adjacent to the western boundary of the NSC, as shown on the Land Use Map (Tax Parcel #042402-1-021-2005), is designated OSR-2 with the provision that density may be increased to 3 units per acre on the condition that a public access easement be granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage and adjacent to the old lumberyard pier.

Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

The *Lynwood Center Report and Final Recommendations* is included in the section of the Comprehensive Plan entitled Subarea Plans.

NSC 1.9

The land use regulations shall have design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale

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

Historic Preservation

HP 2.7

To ensure the preservation of the historic character of the the Lynwood Center building, the Pleasant Beach Grill and the Serenity House, any additions to, or redevelopment of, the existing structures should be located to the rear and should be consistent with the character of the older structure, if possible. The City should engage in cooperative efforts with owners to encourage preservation of the older structures.

AMENDMENT TO THE TRANSPORTATION ELEMENT

TR 2.12

Access to the residential areas west of the Lynwood Center Neighborhood Service Center should be located along property lines and shared by adjacent landowners in order to minimize curb cuts on the three major roadways serving the area. Residents should be encouraged to develop a low use, internal roadway system within the residential area, consistent with the City's adopted street standards, to provide both auto and pedestrian access to the commercial area while eliminating the need for each property have its own access.

Section 2. The land use map of the City of Bainbridge Island Comprehensive Plan shall be amended to establish the Lynwood Center Special Planning Area and to include the changes in land use designations as presented in Section 1 of this ordinance.

Section 3. New Figures NSC-1: Lynwood Center Special Planning Area; and NSC-2: Lynwood Center Special Planning Area Land Use shall be added to the Land Use Element.

Section 4. The Bike Plan (Figure 7) shall be amended to include bike lanes on the south side of Point White Drive within the Lynwood Center Special Planning Area boundary.

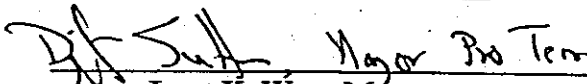
Section 5. A new section, Subarea Plans, of the Comprehensive Plan shall be established and the Lynwood Center Special Planning Area Report and Final Recommendations shall be included in this new section.

Section 6. The Capital Facilities Element shall be amended to include those capital costs required to implement the recommendations as identified by the City Engineer.

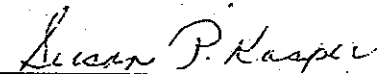
Section 7. This ordinance shall take effect and be in force five days from and after its passage, approval and publication as required by law.

PASSED by the City Council this _____ day of _____, 1997.

APPROVED by the Mayor this _____ day of _____, 1997.


Janet K. West, Mayor

ATTEST/AUTHENTICATE:


Sue Kasper, City Clerk

APPROVED AS TO FORM:

Rod P. Kaseguma, City Attorney

FILED WITH THE CITY CLERK:

PASSED BY THE CITY COUNCIL:

PUBLISHED:

EFFECTIVE DATE:

POSTED:

ORDINANCE NUMBER:

LYNWOOD CENTER
SPECIAL PLANNING AREA
PROPOSED PLANNING AREA BOUNDARY

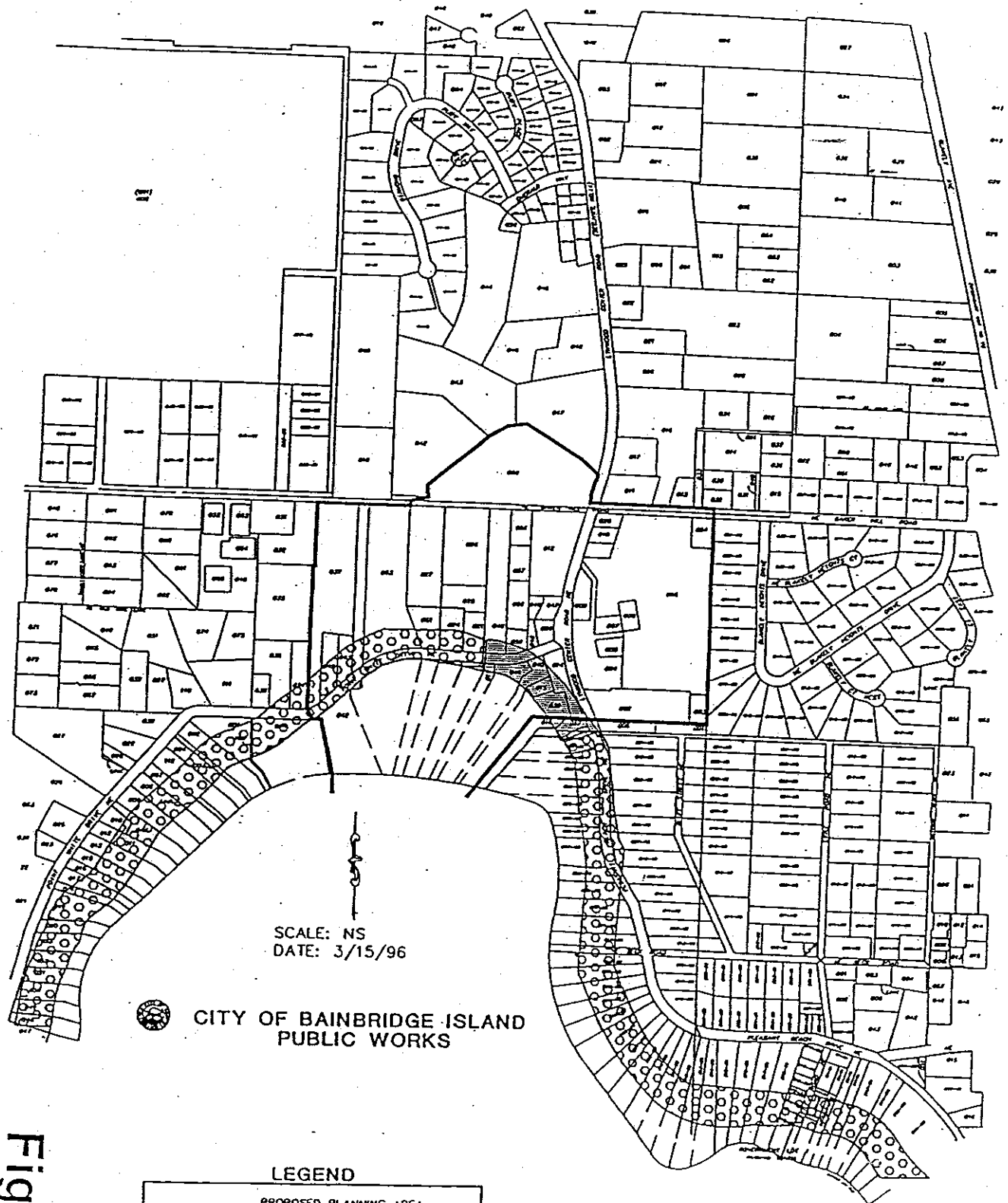
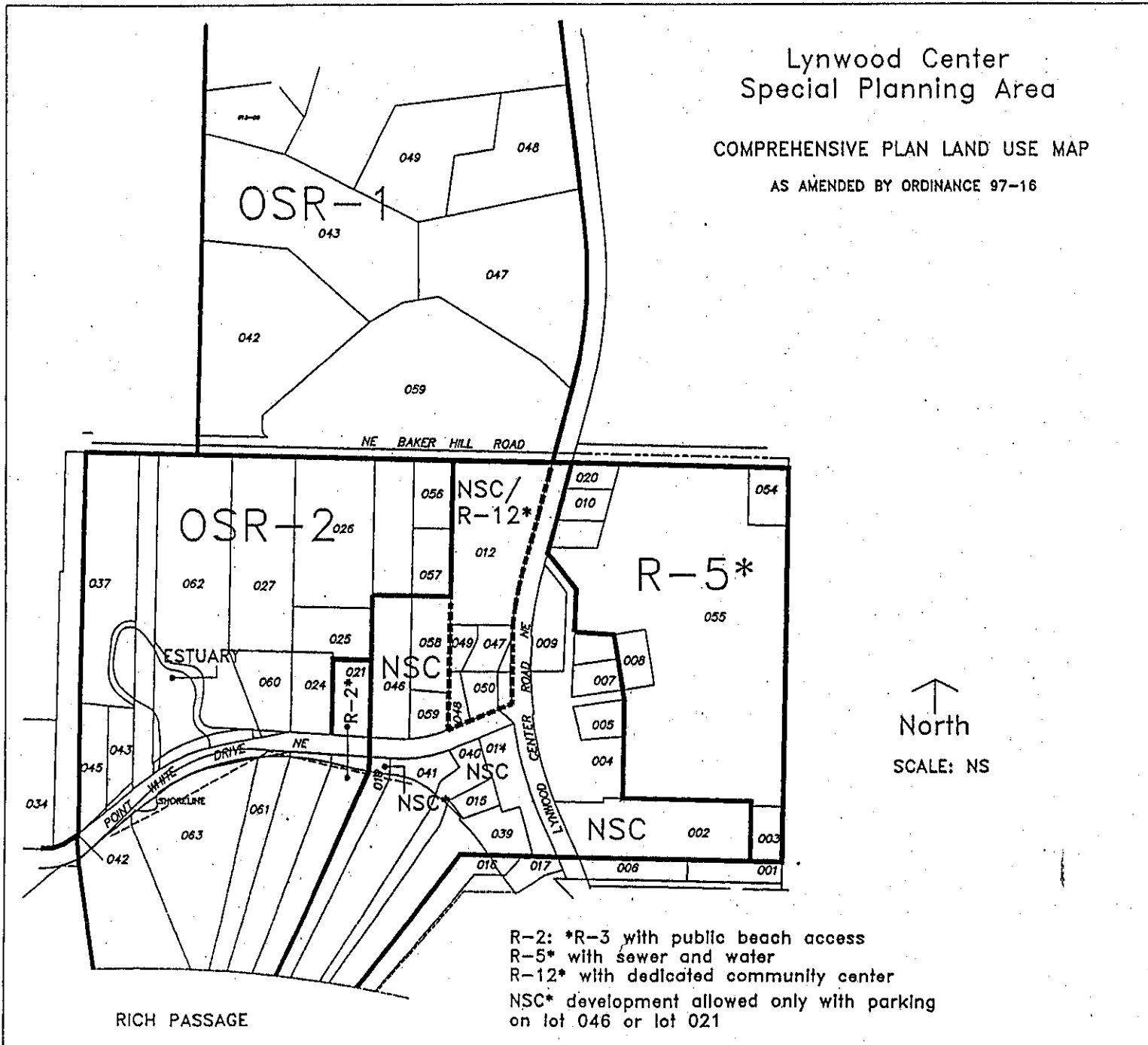


Figure 1

Lynwood Center Special Planning Area

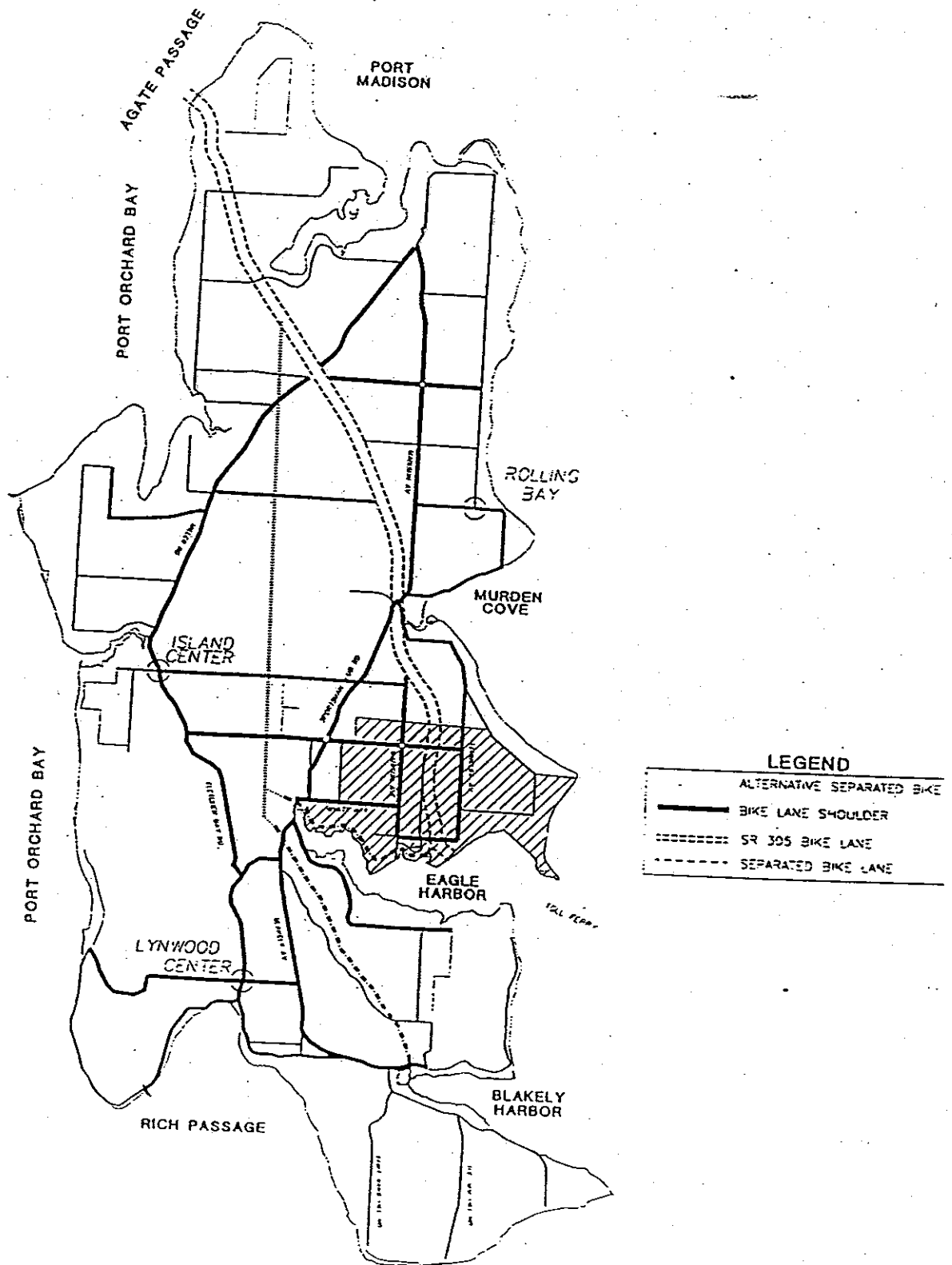
COMPREHENSIVE PLAN LAND USE MAP

AS AMENDED BY ORDINANCE 97-16



North
SCALE: NS

Figure 7 Bicycle Plan
Comprehensive Plan Amendment
Ordinance 97-XX, February 1997
Lynwood Center Special Planning Area.



Lynwood Center Special Planning Area Comprehensive Plan Amendment

1997 Capital Facilities Projects - Transportation Lynwood Center

Projects	1997	1998	1999	2000	2001	2002	2003	Total	2004+	Proposed Funding
Point White Drive Bike/Pedestrian Path	0	0	0	0	0	0	0	83	0	
Concrete Sidewalk from intersection to "pier" area	0	0	0	0	0	0	0	6	0	
Lynwood Center Road Bike/Pedestrian Paths	0	0	0	0	0	0	0	81	0	
Baker Hill Bike/Pedestrian	0	0	0	0	0	0	0	58	0	
Intersection Improvements	0	0	0	0	0	0	0	11	0	
Total	0	0	0	0	0	0	0	239	0	

Lynwood Center Special Planning Area Report and Final Recommendations

May 23, 1997

We would like to gratefully acknowledge the following contributors to the Lynwood Center Special Planning Area effort:

Steering Committee:

**Morrie Blossom
Tom Dreiling, Chair
Walt Hannon
Lynn McIntyre
Andy Ward**

**Ann Bowden
Allan Ferrin
Henry Larson
Larry Nakata, Co-Chair**

City of Bainbridge Island Staff:

**Marti Stave
Kathy Cook**

**Theresa Rice
Josh Machen**

Gerald Elfendahl of the Bainbridge Historical Society for the historical context.

Lee Stubbe and Seth Seablom of GLS Architects

Lynwood Center Special Planning Area Report and Final Recommendations

I. Introduction

Located at the southwest end of Bainbridge Island, Lynwood Center shares the winding roads, water views and forested areas characteristic of much of the Island. Lynwood Center is also the site of a small-scale service center valued by the community for its unique architecture and sense of neighborhood vitality. Lynwood Center is one of three service areas on the Island designated by the Comprehensive Plan as a "Neighborhood Service Center" (NSC). Each of the Neighborhood Service Centers developed not so much in response to neighborhood demand, but because of their location at a major crossroads. The Lynwood Center commercial area has offered a limited range of goods and services, including a convenience store that serves mainly the local neighborhood and specialty businesses such as restaurants, art galleries, a hair salon, and auto repair. The Island's only movie theater is also located at Lynwood Center.

Historical background

Lynwood Center is the site of one of the largest geologic uplifts estimated to have occurred only 1,100 years ago. In more recent times, the area was one of three native village sites on the Island, including that of the tribal elder, Kitsap.

A number of the existing buildings have a colorful history. The Tudor-style Lynwood Center building opened in 1936 (mid-depression) with a sound theater. The structure was the vision of the community-minded Edna and Emmanuel Olson and was carried out by the skilled shipwrights of Blakely Harbor, including George Beck. Pleasant Beach School was built in 1914 and closed in the late 1940s. It was acquired by Mrs. Olson as a rest home and later became the Serenity House residential home. The old lumberyard on Point White Drive was opened in the early 1900s by Louis Larsen, whose descendants still live in the area. The Bainbridge Garage (at Point White Drive and Lynwood Center Road) was built in the 1920s and was one of the earliest auto repair services on the Island.

The Lynwood Center area was also the site of three major greenhouse operations at the turn of the century. The Kitayama Greenhouse operated on Lynwood Center Road between Point White and Baker Hill Road until World War II. After the war, Roy Kitayama moved to California and became one of the largest carnation growers in the world and the first Japanese-American mayor of any town in the U.S. (Union City).

Comprehensive Plan

The Comprehensive Plan calls for small-scale commercial uses to continue at Lynwood Center but also recognizes the opportunity for slightly increased residential densities in the area. There should be an attempt to 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 (NSC 1.6). Mixed use development is encouraged (NSC 1.8).

Lynwood Center Special Planning Area Process

The Comprehensive Plan, adopted in September of 1994, recognizes that there were some areas or neighborhoods, including Lynwood Center, that would benefit from more detailed, community-based planning. These areas were designated *Special Planning Areas*:

A Special Planning Area is an area which reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by the City Council. The end result of a special planning process would be a "neighborhood," "subarea" or site-specific plan which will require an amendment to the Comprehensive Plan, unless no changes to the Plan's policies are proposed.

With the Comprehensive Plan goals and policies as general guidelines, the Special Planning Area (SPA) Process seeks to involve those who would be most directly affected by long-range plans for the neighborhood and also represent a wide spectrum of interests and expertise.

In late 1995, a petition was presented to the Mayor and City Council, asking that the Lynwood Center Special Planning Area process begin as soon as possible. The Mayor appointed a committee of interested persons, in accordance with BIMC 18.115, consisting of 1) residents, land owners and business owners within the special planning area; 2) residents and landowners adjacent to the special planning area; and 3) residents of the City at large. The committee is supported by City staff and an interdepartmental staff team consisting of representatives from each City department along with those from the Park District, the School District, and the Fire District. The committee met for the first time on February 5, 1996. Several meetings were spent gathering background information on existing conditions and setting preliminary boundaries for the planning area (Figure 1). The planning area boundary was set based on consideration of natural land features and land use designations in the Comprehensive Plan.

The committee held a public meeting on March 26, 1996 at Blakely Elementary School. Flyers were sent to over 1200 people. Approximately 150 attended and took part in facilitated discussions in which they related issues and concerns regarding land uses, design, transportation and circulation, and open space and recreation. The major issues and desires raised were:

- desire for public beach access

- improved pedestrian and bike access (safety issues)
- preserve the "quaint" (historical), small scale nature of Lynwood Center
- mixed use is desirable for new development
- improved parking
- preserve natural areas
- light manufacturing should be "very light"
- affordable housing is desirable
- density increases should be moderate, building height limited

In May, 1996, the City hired design consultants Lee Stubbe and Seth Seablom of GLS Associates, to assist the committee in the decision making process and to provide conceptual drawings of the committee's ideas.

After reviewing all of the background material, the consultant team presented the committee with graphics illustrating the issues identified and the range of options open to the committee. After several weeks of analysis and discussion of several alternatives the committee finalized its recommendations. In addition to the specific issues identified by the community, the committee examined each decision in light of three overall goals:

1. How to retain the unique character of Lynwood Center.
2. How to add development to the area without overwhelming its present character.
3. Find a means to develop all the amenities that the community had defined as desirable.

After making final decisions, a report was prepared and the committee held another public meeting on December 10, 1996, to present its recommendations. Approximately 60 people attended. Comments submitted were generally favorable and those of a more specific nature have been addressed in this report.

II. Existing Conditions

Natural Landscape and Hydrology

The Lynwood Center Special Planning Area totals approximately 54 acres in and around the intersection of Lynwood Center Road and Point White Drive and includes the area designated in the Comprehensive Plan as NSC, in addition to the area designated as R-5 east of Lynwood Center Road and the OSR-2 area just west of the NSC (see Figure 1). The planning area also includes the large triangular shaped parcel at the northwest intersection of Lynwood Center Road and Baker Hill Road. This parcel was included because of its hydrological connection to the area. The planning area is generally flat except for east of Lynwood Center Road where it rises to approximately 100 feet above sea level.

Lynwood Center is the focal point of considerable drainage from streams and groundwater seeps draining the high areas to the north, east and west and which form two lobes of a large Class II wetland system. Several areas of this system have been filled and drained over the years. Water now flows through a series of culverts and daylighted ditches under Baker Hill Road and Point White Drive and emerges in the inter tidal portion of Rich Passage. Vegetation in undeveloped areas consists mainly of deciduous forest (ash, alder, cottonwood, willow) and emergent wetland vegetation (cattail, bulrushes, skunk cabbage, and salmonberry). The undeveloped R-5 parcel east of Lynwood Center Road is second growth coniferous and deciduous forest.

Underlying the entire area is the Lynwood Aquifer which, at places, is exposed to the surface. The surface geology is mainly sand and gravel with high infiltration rates. The aquifer is considered highly vulnerable to contamination in this area due to the combination of geologic, soil, and land use conditions.

Land Uses and Ownership

Of the approximately 54 acres in the Lynwood Center Special Planning Area, 37 acres are undeveloped. Commercial uses occupy only 5 acres. The construction storage yard on the southwest corner of Baker Hill Road and Lynwood Center Road is being planned for redevelopment and is, therefore, included in the count of undeveloped land. The remaining 12 acres are in residential development. Approximately 31 acres of the Planning Area are held by two landowners, 17+ acres and 12 acres respectively. The next largest ownership is approximately 3 acres.

Infrastructure

The entire planning area is served by the South Bainbridge Water System. Sewage conveyance is by on-site septic system. The commercial area of Lynwood Center has for many years experienced septic failure and raw sewage has been flowing directly into Rich Passage. For this reason this very limited area was required by the Department of Ecology to be served by the Sewer District #7 Sewage Treatment plant which has just completed. The plant has been designed to accommodate expansion in the future so that the possibility of a greater area of Lynwood Center may be served at some future time. The Special Planning Area boundary is not to be confused in any way with sewer service area. Actual timing of, and disposition of sewer service is beyond the scope of the Steering Committee's responsibilities.

The roads serving the area, Lynwood Center Road, Baker Hill Road, and Point White Drive are in relatively good condition with the exception of the portion of Point White Drive along Rich Passage which experiences periodic flooding at the edge of the road at high tide conditions at certain times of the year. As a result the road bed is failing in places along this particular section. While there are shoulders on some roads, area residents view them as dangerous for walkers, cyclists and children. Speeding is also a problem on Point White Drive with several areas suffering property damage because of out-of-control, speeding vehicles.

Approved Developments

Pleasant Beach Condominiums

This development of 10 condominium units in 6 separate buildings was first approved as a PUD in 1983 by Kitsap County. Several extensions of the original approval have been granted since then, the most recent in 1995, to arrange for sewage disposal. The project, located on the waterfront behind the Lynwood Center building, is now under construction.

Shel - chelb Estuary Project

The Washington State Department of Transportation, Marine Division, is developing and enhancing a degraded estuary on property north of Point White Drive which will provide for tidal exchange with the waters of Rich Passage. The project, named "Shel - chelb", a Suquamish word meaning "bringing it home", also redirects an existing stream channel that originates north of Baker Hill Road. This portion of the project is being undertaken in conjunction with the local chapter of Trout Unlimited. The various terms of the agreement include the vacation of the unopened City right-of-way abutting the adjacent property in exchange for a 50' conservation easement with a pedestrian trail along the stream corridor and around the estuary.

III. Final Recommendations

Land Use

Few changes in land use designations are recommended for the planning area. The framework policies of the Comprehensive Plan provide that increases in density may be considered if there is a public benefit. Changes recommended by the committee, therefore, reflect community's desire for some public benefit in the area. The recommendations are based on the assumption that sewer service will be available at some point during the twenty year planning period for those properties where land use recommendations would require sewer. These recommendations, which are also depicted in Figure 2 - Land Use, are as follows:

1. The five parcels along the west side of Lynwood Center Road and bounded by Baker Hill Road and Point White Drive ("A" on Figure 2 - Land Use) should retain the NSC designation but will permit a residential density up to 12 units per acre (R-12) provided that a public community center be constructed of equal and compatible quality and style as the rest of the development. Higher density could be allowed if affordable housing requirements were met. Size and configuration of the community center would be similar to that at Island Center or the Commons where there would be meeting space provided for community groups, classes or events and would include a small kitchen area. This space could be a stand alone building or be part of a mixed use building planned by the developer. Actual size and disposition of this space will be determined at a later date.

2. The parcel containing the old lumber yard ("B") should be allowed to develop as a commercial property as long as parking is provided on the parcel directly to the north ("C" - a permitted use in the NSC) or on the parcel immediately to the west of that ("D" - a conditional use). Further, if road end funds should become available, these funds could be used in conjunction with private funds to develop a public pier or other public beach access.
3. The first parcel along the north side of Point White Drive that is immediately west of the NSC ("D") should be allowed to develop at 3 residential units per acre (R-3) if and when an easement for public beach access is granted for the portion of the parcel south of Point White Drive and adjacent to the lumber yard.
4. The R-5 designation for the 13-acre parcel east of Lynwood Center Road ("E") was not changed. Multi-family should be added as a permitted use, subject to site plan review.

Analysis: Framework Policy 1.3 of the Comprehensive Plan allocates up to 5% of the 2012 population growth to the Neighborhood Service Centers. This represents approximately 375 persons. Under current land use designations additional population at build-out for the Lynwood Center NSC would be approximately 115 persons (50 units of mixed single family and multi-family). Under the recommended land use changes this figure rises to 174 persons (77 units). This does not include the additional 150+ persons (approximately 65 units) that may inhabit the R-5 area adjacent to, but not included within, the NSC. If considering strictly the NSC boundaries this population increase (174 persons) is still well within what is reasonable for the NSC's, especially considering the limited potential for additional population at both Island Center and Rolling Bay.

5. Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

Transportation/Circulation - Auto

Baker Hill Road, Lynwood Center Road, and Point White Drive continue to serve as the main thoroughfares within the Planning Area. However, changes are recommended to improve the safety and efficiency of circulation in the area: (refer to Figure 3)

1. The northwest corner of Lynwood Center Road should be squared up so that the roadway is slightly narrowed to create more of a right angle turn from Lynwood Center Road southbound to Point White Drive.
2. The intersection of Lynwood Center Road and Point White Drive should be a three-way stop with crosswalks added to accommodate pedestrians from future developments to the east of Lynwood Center Road and at the northwest corner of Lynwood Center Road and Point White Drive.
3. Access to the residential areas to the west of the NSC should be located along property lines and shared by adjacent landowners in order to minimize the number of curb cuts on the three major roadways (indicated by the large arrows on Figure 3). In addition, a local, low-use roadway system within the residential area, consistent with the City's adopted standards, would provide both auto and pedestrian access to the commercial area while eliminating the need for each property to have its own access. This roadway system would be for internal, neighborhood use.
4. Construction of the estuary project and culvert should include a slightly raised "bridge" or textured pavement as a traffic calming tool on Point White Drive.

Traffic Circulation - Parking

1. Some parallel parking for the commercial development on the northwest corner of Lynwood Center Road and Point White Drive may be located at roadside (out of traffic lanes). This same parking pattern may also be on the north side of Point White Drive in the NSC zone. (Figure 3).
2. The parking lot south of the Lynwood Center building should be developed as a formal parking lot in accordance with existing City regulations. Such a parking lot would accommodate significantly more cars than at present.
3. The informal park-and-ride use of the lot at the northwest corner of Lynwood Center Road and Baker Hill Road should be allowed to continue and Kitsap Transit should be encouraged to formalize this use.

Traffic Circulation - Pedestrians/Bicycles

1. The plan includes pedestrian and bike trails on both sides of Lynwood Center Road to north of Baker Hill Road and south down Pleasant Beach Road, and on the south side of Baker Hill Road. Pedestrian and bike trails will also go west along Point White Drive on the water side. A series of pedestrian courts and paths on the north side of Point White Drive will serve to connect parking and development. (Figure 4).
2. A pedestrian trail connecting Baker Hill Road and Point White Drive shall be located either along the City's unvacated portion of Baker Road and around the Shel-chelb estuary or along the stream corridor associated with the estuary.
3. Crosswalks should be added at the proposed three-way stop at the intersection of Lynwood Center Road and Point White Drive, as previously stated.
4. Bus stops should be provided on Lynwood Center Road both north and south of the intersection with Point White Drive and at the informal park and ride on Baker Hill Road.

Landscape and Buffers

The Lynwood Center commercial area has been described during the Special Planning Area process as "a wide spot in the road". This is because the major approaches to the intersection of Lynwood Center Road and Point White Drive are characterized by dense vegetation that generally screens development from the road. In keeping with that concept, and the Comprehensive Plan vision that the natural landscape buffers long scenic roads should be preserved, the following is recommended: (see Figure 5):

1. A minimum 25 foot vegetation buffer with 50% screening (partial screen as described in the adopted landscape ordinance) shall be required on all approaches to Lynwood Center as shown on Figure 5.
2. The City endorses the 50 foot buffer around the Washington State Department of Transportation estuary project.
3. The view of Serenity House from Pleasant Beach Road is considered to be of great historical value and as such, the view from the road to the front of the existing building should be maintained. If the property owner wishes to expand the use, this should be done to the rear of the property.

LYNWOOD CENTER
SPECIAL PLANNING AREA
PROPOSED PLANNING AREA BOUNDARY

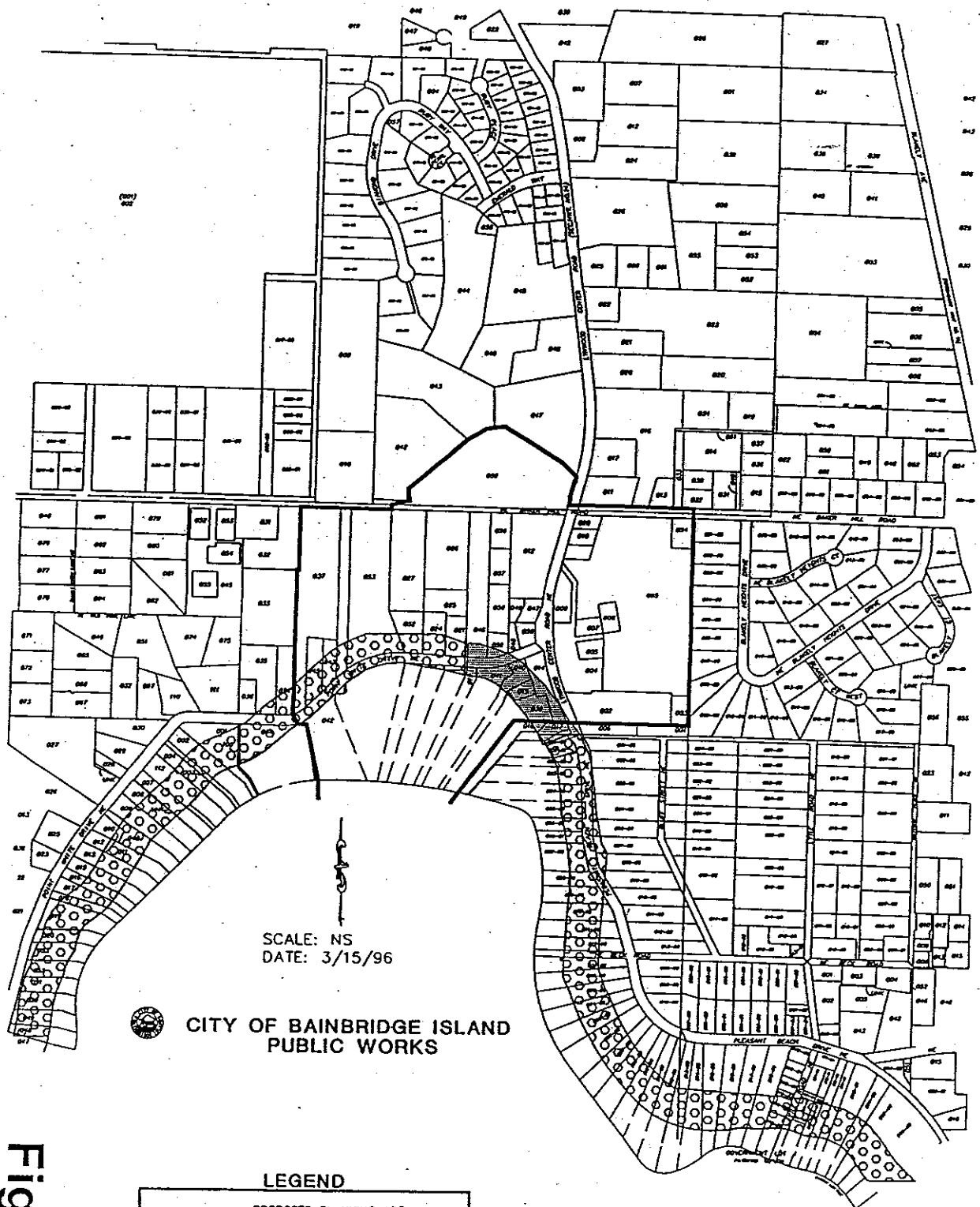
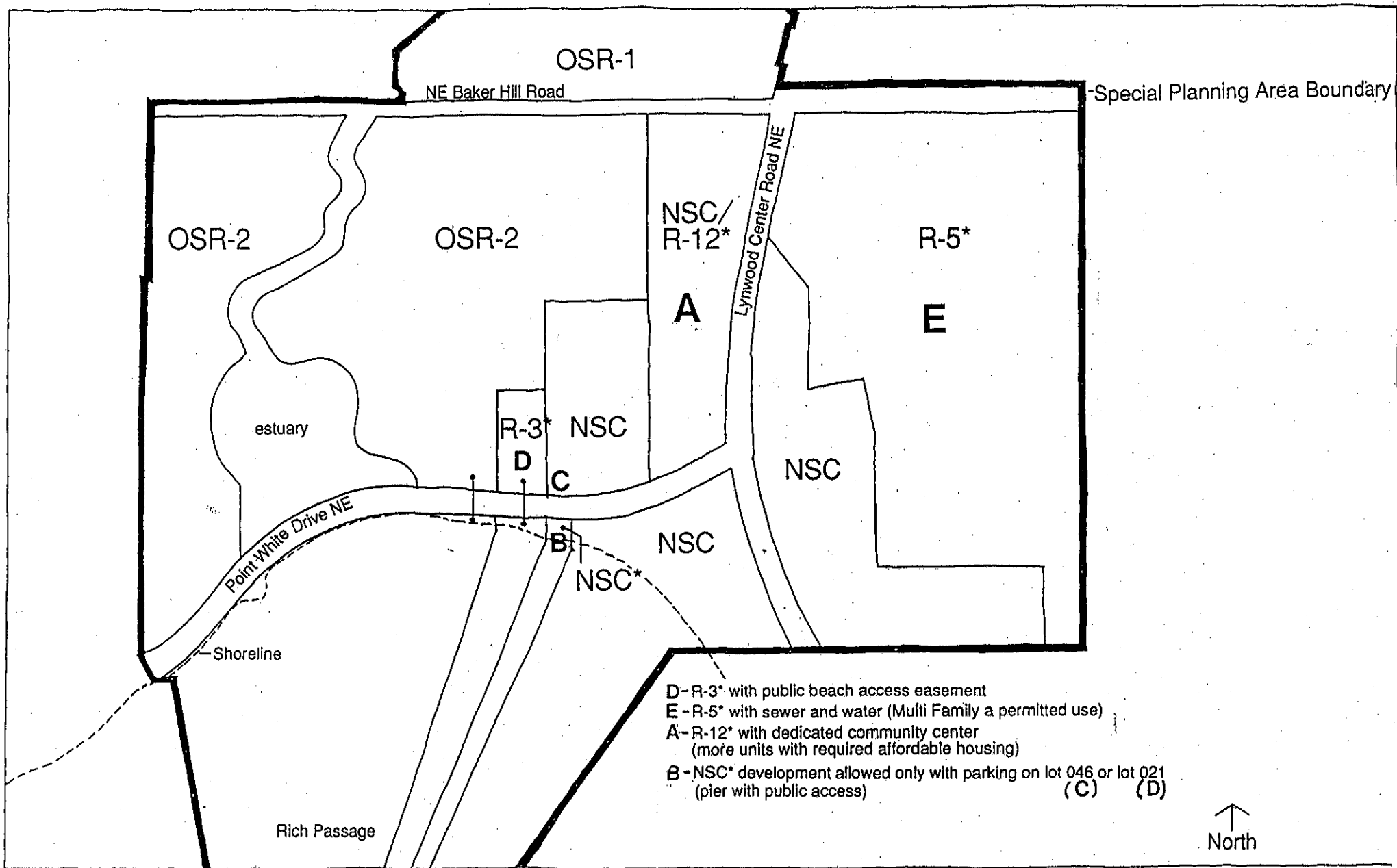
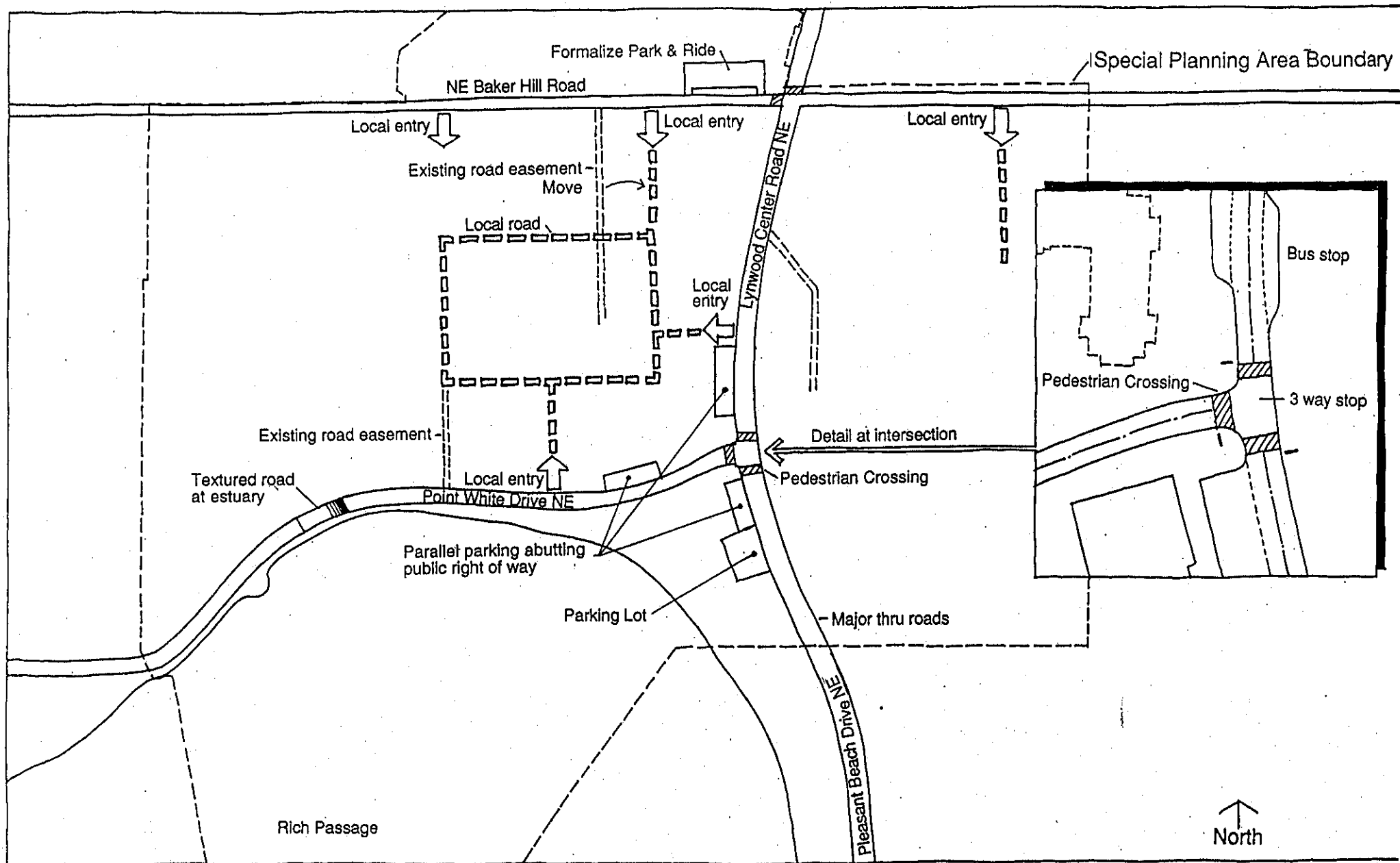


Figure 1





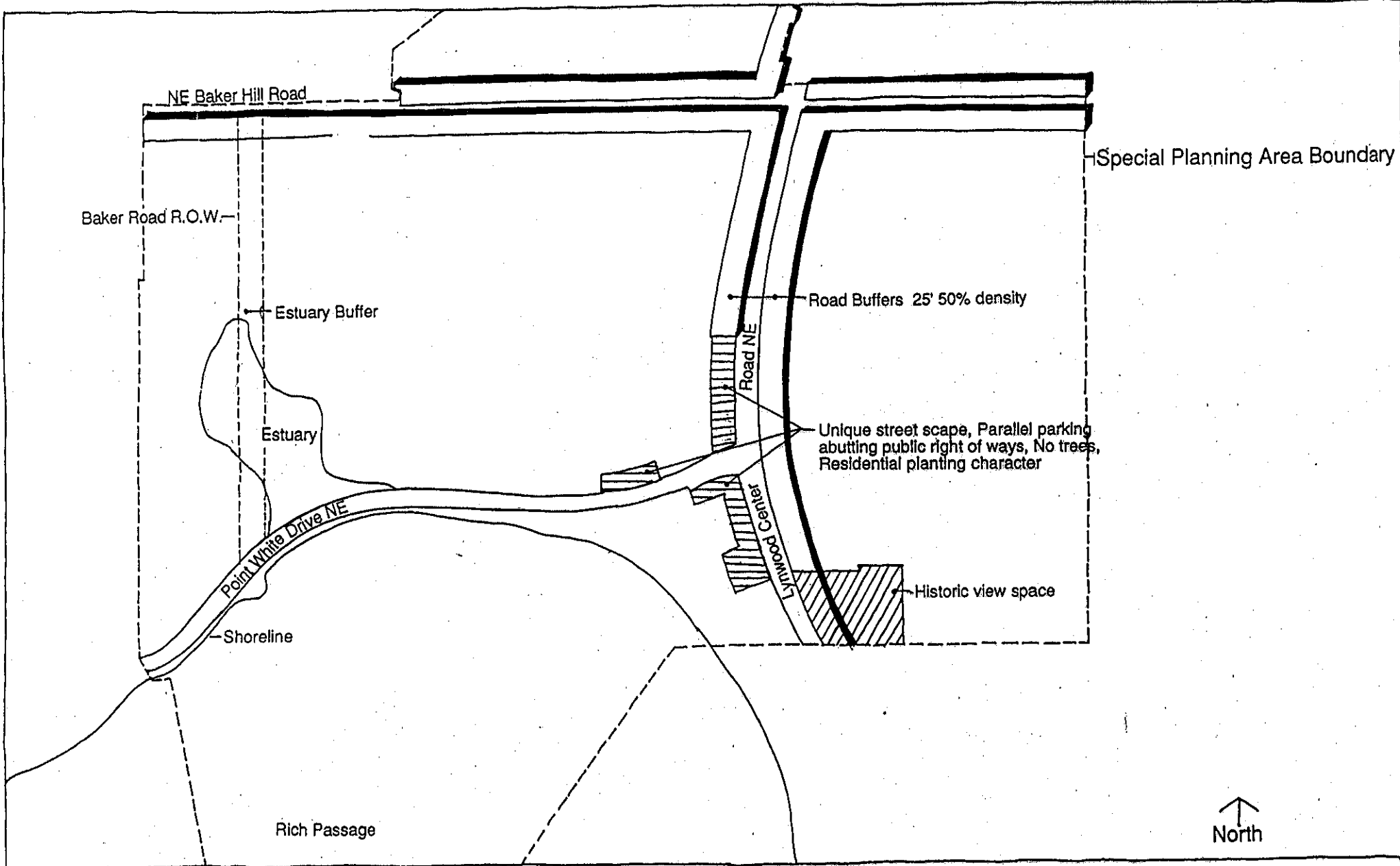
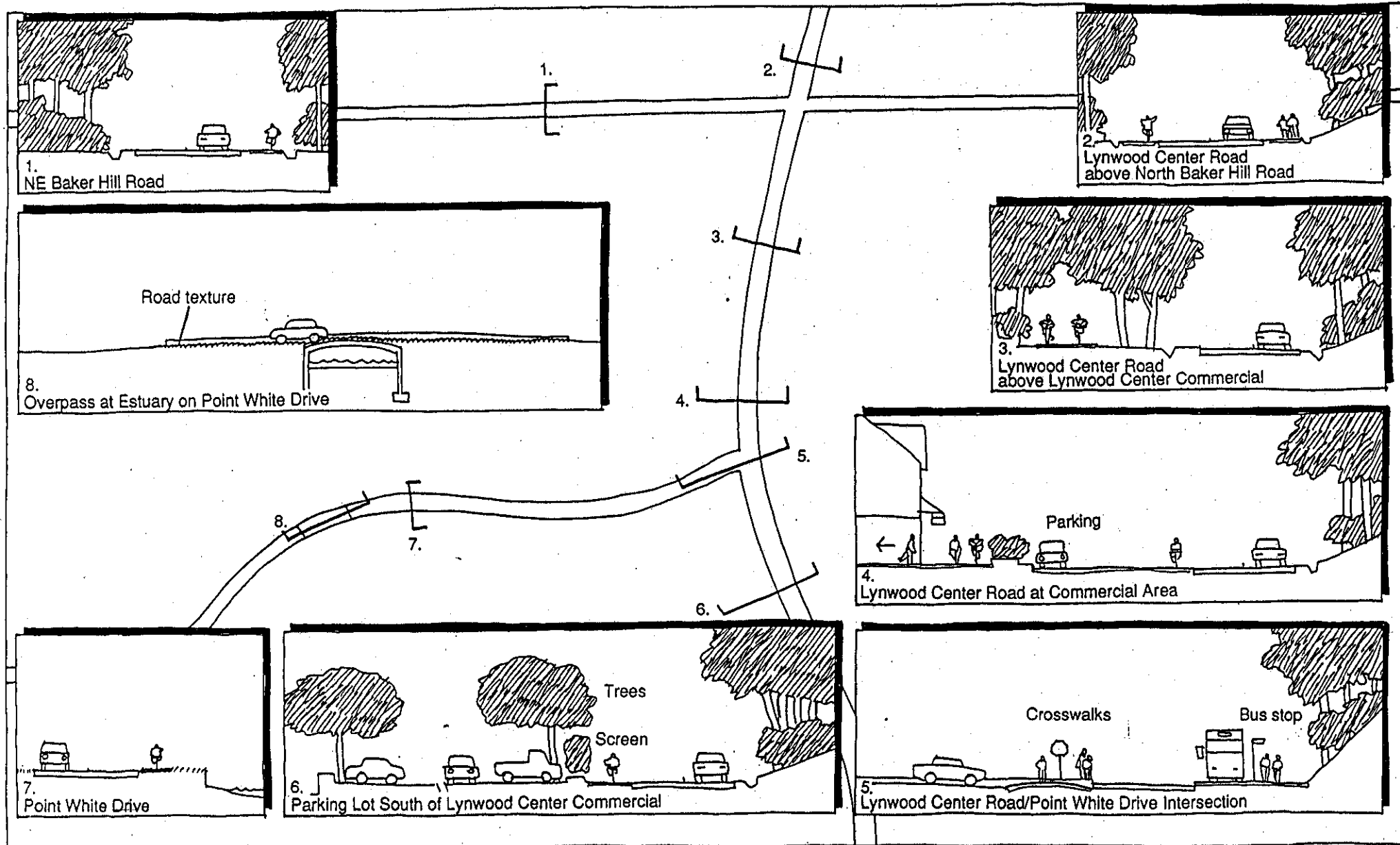


Figure 5-1 Landscape



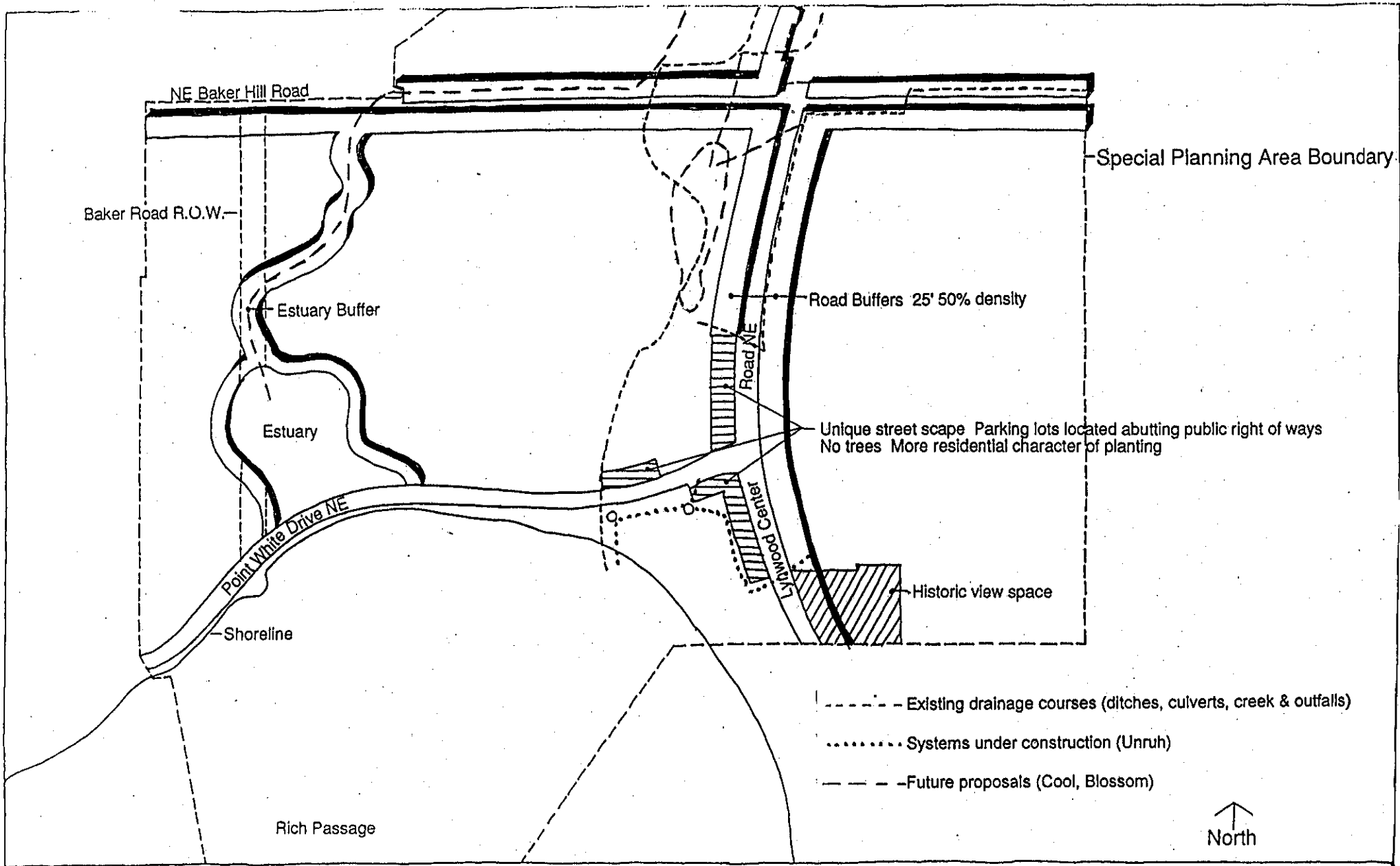
Circulation

Capital Facilities

Possible additions to the Capital Facilities Plan were analyzed by the City Engineer. The report is attached. Cost of those facilities will be included in the Comprehensive Plan Amendment. Timing and funding to be determined at a later date.

Storm Drainage

Drainage issues for the entire area were reviewed in detail by the City's Storm Water Technician. In general, her findings were that the majority of drainage and runoff which has been a problem in the area for some time would be addressed by the two major developers around the intersection of Lynwood Center Road and Point White Drive. The complete report is attached hereto.



ORDINANCE NO. 2016-29

AN ORDINANCE of the City of Bainbridge Island, Washington,
adopting the 2016 Comprehensive Plan periodic update.

WHEREAS, the City is required by the Growth Management Act (GMA), RCW 36.70A.130, to conduct a periodic review and update of its comprehensive plan and development regulations to ensure consistency with updated state laws and population and employment projections; and

WHEREAS, the deadline to update to the City's Comprehensive Plan was June 30, 2016; and

WHEREAS, the City began working on the Comprehensive Plan update in August 2014, with the establishment by the City Council of a Comprehensive Plan Update Steering Committee comprised of three Planning Commissioners and three City Council members to help guide the process; and

WHEREAS, the Planning Commission and City Council reviewed the Public Participation Program, which was adopted by Resolution 2014-23 in October 2014; and

WHEREAS, two community visioning workshops were held in November 2014 to gather thoughts on the current Comprehensive Plan's *Vision* and *Overriding Principles*, among other topics; and

WHEREAS, the City held six Scoping/Listening Sessions in the Winter/Spring of 2015 at which the public provided extensive input on the issues that should be addressed in the update process; and

WHEREAS, the City held three "Community Conversations about Water" sharing information from the City's Groundwater Assessment Model Evaluation project in the Summer 2015 through Winter 2016, focusing on the issue of the Island's aquifers and the long term prospect for water supply and qualify to support and serve existing and future needs for potable water; and

WHEREAS, the Planning Commission began the review of each of the Comprehensive Plan's ten elements by holding a public workshop, where the Commission accepted both written and verbal comments on each of the elements; and

WHEREAS, for the 2016 Comprehensive Plan Update, the Planning Commission reviewed the *Introduction* and each element one at a time, meeting 38 times between January 2015 and August 2016 to discuss updating the elements, completing their preliminary review of all the elements on August 18, 2016; and

WHEREAS, each of the 38 Planning Commission meeting included an agenda item providing specific opportunity for public comment on the 2016 Comprehensive Plan Update; and

WHEREAS, the City issued a Determination of Non-significance regarding Ordinances No. 2016-29 and No. 2016-30 in compliance with the requirements of the State Environmental Policy Act, and

WHEREAS, the Comprehensive Plan is consistent with the Kitsap County Countywide Planning Policies, including the year 2036 population and employment allocations for the City of Bainbridge Island, and the Puget Sound Regional Council Multicounty Planning Policies, and the Growth Management Act; and

WHEREAS, notice was given on XXXX, 2016 to the Growth Management Services Office at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, the Planning Commission conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on September 17 and 22, 2016; and

WHEREAS, Ordinance 2016-30 adopts the amendments to the Bainbridge Island Municipal Code to maintain consistency with and implement this Comprehensive Plan Update, and is being processed concurrently with this Ordinance; and

WHEREAS, after closing the public hearing, the Planning Commission deliberated on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on October XX, 2016 voting to recommend approval on XXXX, 2016; and

WHEREAS, the City Council held study sessions on October XX and November XX, 2016 on both Ordinance No. 2016-29 and Ordinance No. 2016-30; and

WHEREAS, the City Council conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on XXXX, 2016; and

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

Section 1: The 2004 Bainbridge Island Comprehensive Plan adopted by Ordinance 2004-09 is hereby rescinded.

Section 2: In conformance with the requirements of the Growth Management Act RCW 36.70A and the State Environmental Policy Act RCW 43.17, the 2016 Bainbridge Island Comprehensive Plan is hereby adopted as shown in Exhibit A.

Section 3: This ordinance shall take effect and be in force on and after five days from its passage, approval and publication as required by law.

PASSED BY THE CITY COUNCIL this _____, 2016.

APPROVED BY THE MAYOR this _____, 2016.

Val Tollefson, Mayor

ATTEST/AUTHENTICATE:

Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK: XXXX, 2016

PASSED BY THE CITY COUNCIL: XXXX, 2016

PUBLISHED: _____

EFFECTIVE DATE: _____

ORDINANCE NUMBER: 2016-29

ORDINANCE NO. 2016-30

AN ORDINANCE of the City of Bainbridge Island, Washington, amending Titles 2, 3, 17 and 18 of the Bainbridge Island Municipal Code to ensure consistency with the updated 2016 Comprehensive Plan.

WHEREAS, the City is required by the Growth Management Act (GMA), RCW 36.70A.130, to conduct a periodic review and update of its comprehensive plan and development regulations to ensure consistency with updated state laws and population and employment projections; and

WHEREAS, the deadline to update to the City's Comprehensive Plan was June 30, 2016; and

WHEREAS, the City began working on the 2016 periodic update of the Comprehensive Plan in August 2014; and

WHEREAS, the Planning Commission began the review of each of the Comprehensive Plan's ten elements by holding a public workshop, where the Commission accepted both written and verbal comments on each of the elements; and

WHEREAS, for the 2016 Comprehensive Plan Update, the Planning Commission reviewed the *Introduction* and each element one at a time, meeting 38 times between January 2015 and August 2016 to discuss updating the elements, completing their preliminary review of all the elements on August 18, 2016; and

WHEREAS, each of the 38 Planning Commission meeting included an agenda item providing specific opportunity for public comment on the 2016 Comprehensive Plan Update; and

WHEREAS, the City issued a Determination of Non-significance regarding Ordinances No. 2016-29 and No. 2016-30 in compliance with the requirements of the State Environmental Policy Act, and

WHEREAS, the Comprehensive Plan is consistent with the Kitsap County Countywide Planning Policies, including the year 2036 population and employment allocations for the City of Bainbridge Island, and the Puget Sound Regional Council Multicounty Planning Policies, and the Growth Management Act; and

WHEREAS, the City must adopt development regulations that implement the Comprehensive Plan; and

WHEREAS, each Comprehensive Plan element has an implementation section that calls for further actions such as budget allocations, department work program additions, and community partnerships in order to fully implement the Comprehensive Plan; and

WHEREAS, the changes to the BIMC executed through this ordinance are generally the simple procedural or clarifying changes to the code that can be made without further study; and

WHEREAS, Ordinance 2016-29 adopts the update to the City’s Comprehensive Plan, and is being processes concurrently with this ordinance; and

WHEREAS, notice was given on XX, 2016 to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, the Planning Commission conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on September 17 and 22, 2016; and

WHEREAS, after closing the public hearing, the Planning Commission deliberated on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on October XX, 2016 voting to recommend approval on XXXX, 2016; and

WHEREAS, the City Council held study sessions on October XX and November XX, 2016 on both Ordinance No. 2016-29 and Ordinance No. 2016-30; and

WHEREAS, the City Council conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on XXXX, 2016; and

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

Section 1: The Bainbridge Island Municipal Code is amended to change the name of the “Neighborhood Service Center” (NSC) zoning district to “Neighborhood Center” (NC) zoning district throughout the municipal code.

Section 2: Section 2.16.040.E *Site Plans and Design Review- Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

2. The locations of the buildings and structures, open spaces, landscaping, pedestrian, bicycle and vehicular circulation systems are adequate, safe, efficient and in conformance with the Island-wide Transportation Plan ~~nonmotorized transportation plan~~;

Section 3: Section 2.16.050.D *Nonagricultural Minor Conditional Use Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

4. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~;

Section 4: Section 2.16.050.E *Agricultural Minor Conditional Use Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

1. As agriculture is a preferred use, conditional uses that are listed as agricultural uses in Table 18.09.020 (except for agricultural research facilities) may be approved if:

- a. The conditional use will not be materially detrimental to uses or property in the immediate vicinity of the subject property; and
- b. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~; and
- c. The conditional use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities; and
- d. The conditional use complies with all other provisions of the BIMC.

Section 5: Section 2.16.070 *Short Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Preapplication Conference. The applicant shall provide copies of one or more proposed or “first draft” composite site plans prepared in accordance with flexible lot design standards of Title 17 and Chapter 18.12 ~~methodology as described in the Flexible Lot Design Handbook~~ for the preapplication conference.

Section 6: Section 2.16.110.D *Major Conditional Use Permit- Decision Criteria* of the Bainbridge Island Municipal Code is amended to read as follows:

1. A conditional use may be approved or approved with conditions if:
 - a. The conditional use is harmonious and compatible in design, character and appearance with the intended character and quality of development in the vicinity of the subject property and with the physical characteristics of the subject property; provided, that in the case of a housing design demonstration project any differences in design, character or appearance that are in furtherance of the purpose and decision criteria of BIMC 2.16.020.Q shall not result in denial of a conditional use permit for the project; and
 - b. The conditional use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities; and
 - c. The conditional use will not be materially detrimental to uses or property in the vicinity of the subject property; and
 - d. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~; and
 - e. The conditional use complies with all other provisions of the BIMC, unless a provision has been modified as a housing design demonstration project pursuant to BIMC 2.16.020.Q; and
 - f. All necessary measures have been taken to eliminate or reduce to the greatest extent possible the impacts that the proposed use may have on the immediate vicinity of the subject property; and
 - g. Noise levels shall be in compliance with BIMC 16.16.020 and 16.16.040.A; and
 - h. The vehicular, pedestrian, and bicycle circulation meets all applicable city standards, unless the city engineer has modified the requirements of BIMC 18.15.020.B.4 and B.5, allows alternate driveway and parking area surfaces, and

- confirmed that those surfaces meet city requirements for handling surface water and pollutants in accordance with Chapters [15.20](#) and [15.21](#) BIMC; and
- i. The city engineer has determined that the conditional use meets the following decision criteria:
 - i. The conditional use conforms to regulations concerning drainage in Chapters [15.20](#) and [15.21](#) BIMC; and
 - ii. The conditional use will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use and enjoyment of properties downstream; and
 - iii. The streets and pedestrian ways as proposed align with and are otherwise coordinated with streets serving adjacent properties; and
 - iv. The streets and pedestrian ways as proposed are adequate to accommodate anticipated traffic; and
 - v. If the conditional use will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the conditional use, and the applicable service(s) can be made available at the site; and
 - vi. The conditional use conforms to the “City of Bainbridge Island Engineering Design and Development Standards Manual,” unless the city engineer has approved a variation to the road standards in that document based on his or her determination that the variation meets the purposes of BIMC Title [17](#).
 - j. If a major conditional use is processed as a housing design demonstration project pursuant to BIMC [2.16.020.Q](#), the above criteria will be considered in conjunction with the purpose, goals, policies, and decision criteria of BIMC [2.16.020.Q](#).

Section 7: Section 2.16.125 *Preliminary Long Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Preapplication Conference. The applicant shall provide copies of one or more proposed or “first draft” composite site plans prepared in accordance with flexible lot design standards of Title 17 and Chapter 18.12 methodology as described in the Flexible Lot Design Handbook for the preapplication conference. Applicants are required to participate in a community meeting through the city’s public participation program outlined in Resolution No. 2010-32. The meeting will be held during the preapplication conference phase of the project.

Section 8: Section 2.16.210.C *Special area plan process* of the Bainbridge Island Municipal Code is amended to read as follows:

- C. Beginning the Process. The special planning area process may be started in two different ways:
 1. The City Council may begin the process through the annual development of department work programs or biennial budget process; or
 2. Upon the written request of at least one owner of property located within a special planning area, the city council by resolution may approve the commencement of the special planning area process for that special planning area.

Section 9: Section 2.32.030 *Nonmotorized Transportation Advisory Committee* of the Bainbridge Island Municipal Code is amended to read as follows:

2.32.030 Duties and responsibilities.

The goal of the committee is to work with neighborhood groups and city staff to implement the Island-wide Transportation Plan ~~nonmotorized transportation plan~~ and advocate for nonmotorized transportation facilities, including the funding for such facilities and promotional or educational programs encouraging nonmotorized transportation. The committee will advocate for and ensure implementation of the Island-wide Transportation Plan ~~nonmotorized transportation plan~~, including but not limited to the recognition and integration of the federal, state and local emphasis on active recreation, the reduction of greenhouse gas emissions and the linkage of communities through regional connectivity.

Section 10: Chapter 3.82 *Bainbridge Island Arts and Humanities Account* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.

Section 11: Chapter 3.86 *Health, Housing, and Human Services Account* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.

Section 12: Section 17.12.020 *Flexible Lot Design Requirement for Single-family Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

A. Requirement.

1. All single-family residential short and long subdivisions within the city shall be designed in accordance with the city's adopted flexible lot (flexlot) design requirements. If, due to site or design constraints, no homesite with supporting infrastructure can be located on a subject property, no division of land is permitted.
2. Some of the flexible lot design requirements are outlined in this title and in BIMC Title 18, ~~and additional guidance is provided in the city's flexible lot design handbook, which has been prepared and shall be maintained by the director, and made available to the public, to assist applicants in the preparation of flexible subdivision designs and applications for residential subdivisions.~~

B. Pre-Existing Lots. Lots that have previously received final approval from the city, or that have previously received final approval from Kitsap County prior to inclusion within the city boundaries, and that do not comply with the adopted flexible lot design requirements shall be considered existing nonconforming lots, but any future resubdivision of any such lots shall comply with adopted flexible lot design requirements.

C. Two Types of Flexible Lot Design Available. Applicants for a short or long subdivision or resubdivision shall comply with the standards in this title applicable to open space design or the standards applicable to cluster design. If an applicant does not notify the city of his or her intention to submit a cluster design, the open space design standards shall apply. In some cases, however, site constraints such as the size

and shape of the parcel or the presence of areas subject to Chapter [16.12](#) BIMC (Shoreline Master Program) or Chapter [16.20](#) BIMC (Critical Areas) result in only one of the options being feasible. The cluster design option is not available to properties located in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8 and R-14 zoning districts.

- D. Large Lot Subdivisions. As authorized by RCW [58.17.040](#)(2) or its successors, the city regulates the division of land into large lots. Large lot subdivisions shall comply with the requirements of BIMC [17.12.040](#) (General residential subdivision standards), the requirements of BIMC [17.12.060](#) (Special requirements for sensitive areas), if applicable, and the requirements of BIMC Title [18](#) for the zone district in which the property is located. Large lot subdivisions are not a form of flexlot and therefore are not subject to cluster or open space design requirements.

Section 13: Section 17.12.030.A.4 *Open space/Cluster Standards and Homesite Locations for Single-family Residential Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

4. Amount of Open Space Required.
- a. Basis. In determining the open space area requirement stated in subsection A.4.b of this section, the city has relied on the “Analysis of Open Space Report” dated July 15, 2003, and amended April 30, 2004, and the other reports, statutes and documents referenced in the recitals to the ordinance codified in this section (“open space documentation”). The open space documentation shall be incorporated into the record of every short or long subdivision application. In reviewing a short or long subdivision application, the city shall consider the open space documentation as presumptively valid and applicable to the short or long subdivision application.
 - b. Amount Required.
 - i. The area provided for open space shall be based on and consistent with the existing valued open space features (listed in Table 17.12.030-2) on the subject property, up to a maximum of 25 percent of the area of the property being subdivided, unless additional open space area is otherwise provided pursuant to subsection A.5 of this section.
 - ii. All lands subject to critical area regulations by Chapter [16.20](#) BIMC shall remain subject to those regulations regardless of whether they are included in the required open space designation.
 - iii. If a property being subdivided contains valued open space features as described in Table 17.12.030-2 that exceed 25 percent of the gross land area, the maximum required area for open space designation is still 25 percent, unless it includes protected critical area as regulated by Chapter [16.20](#) BIMC.
 - iv. If the gross land area contains less than 25 percent in open space features, then the designated open space is identified accordingly. ~~The flexible lot design handbook provides assistance on the methodology for designating open space areas.~~ Designated open space areas shall not be required to be dedicated to the public, and the owner shall not be required to permit public access to

designated open space areas. Landscape buffers may be included in the open space calculation as specified in Tables 18.15.010-3 and 18.15.010-45.

Section 14: Section 17.12.030.B *Open space/Cluster Standards and Homesite Locations for Single-family Residential Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- B. Cluster Short and Long Subdivisions. If an applicant chooses to apply for a cluster short or long subdivision, the open space provisions of subsection A of this section shall not apply. Clustering shall be accomplished through the design standards of Title 17 and Chapter 18.12 ~~process specified in the flexible lot design handbook. The cluster design option is not available to properties located in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8 and R-14 zoning districts.~~ The following requirements shall apply to cluster short and long subdivisions:
1. Homesite Clustering. The purpose of clustering is to facilitate the efficient use of land by reducing disturbed areas, impervious surfaces, utility extensions and roadways. Homesites shall be located in cluster groupings and the efficient location of infrastructure shall be used to maximize the undeveloped area. Four or more homesites shall constitute a cluster grouping in a long subdivision, and two or more homesites shall constitute a cluster grouping in a short subdivision.
 - a. All homesites in a cluster grouping shall adjoin or be located a maximum of 25 feet apart from another homesite.
 - b. The city encourages design of homesite cluster groups that create open areas large enough to accommodate crop agriculture, when such areas are created. The applicant shall record covenants making it clear to lot buyers that crop agriculture may take place on the open areas.
 - c. The location of homesite cluster groups is not required to be located near any existing home on the property.
 2. Homesite Area.
 - a. The homesite area is for development of the primary residential dwelling and accessory buildings for each lot within the subdivision.
 - b. In the R-0.4, R-1, ~~and R-2, and R-2.9~~ zoning districts, a homesite area with a maximum area of 10,000 square feet shall be provided for each lot and shall be depicted on the face of the plat.
 - c. ~~In the R-3.5 and R-4.3 zoning districts, a homesite area with a maximum homesite area of 7,600 square feet shall be provided for each lot and shall be depicted on the face of the plat.~~
 - d. ~~In the R-5, R-6, R-8, and R-14 zoning districts, a homesite area with a maximum area of 5,000 square feet shall be provided for each lot and shall be depicted on the face of the plat.~~
 - e. Other allowed uses and structures, including well houses, may be located within the lot and outside the homesite area; provided, that all other applicable requirements of the BIMC are satisfied.
 - f. Designated homesites shall not include designated critical areas or their buffers.
 - g. Fencing or signage of designated critical areas shall be required pursuant to subsection A.8.a of this section.

Section 15: Section 17.12.040 *General Residential Subdivision Standards* of the Bainbridge Island Municipal Code is amended to read as follows:

- B. Homesites. Residential homesites shall be located consistent with the design standards of Title 17 and Chapter 18.12 methodology prescribed in the flexible lot design handbook.
- E. Roads and Pedestrian Access.
1. Roads and access complying with the “City of Bainbridge Island Design and Construction Standards and Specifications,” and all applicable requirements of the BIMC, shall be provided to all proposed lots consistent with the standards contained within this subsection.
 2. A variation from the road requirements and standards contained within the “City of Bainbridge Island Design and Construction Standards and Specifications” may be approved by the city engineer through the minor variance process described in BIMC Title 2.
 3. Existing roadway character shall be maintained where practical. This may be accomplished through the reduction of roadway width consistent with subsection E.2 of this section, the minimization of curb cuts, and the preservation of roadside vegetation. To minimize impervious surfaces, public rights-of-way, access easements and roadways shall not be greater than the minimum required to meet standards unless the city engineer agrees that the additional size is justified.
 4. Connections to existing off-site roads that abut the subject property shall be required where practicable, except through critical areas and/or their buffers.
 5. Street names and traffic regulatory signs shall be provided, and their locations shall be indicated on the plat/plan. The location of mailboxes and traffic regulatory signs is only required to be indicated on the plat/plan when other public improvements are required.
 6. Transit stops shall be provided as recommended by Kitsap Transit.
 7. Pedestrian and bicycle circulation and access within a subdivision and onto the site shall be provided through walkways, paths, sidewalks, or trails and shall be consistent with the Island-wide Transportation Plan ~~nonmotorized transportation plan~~. Pursuant to RCW 58.17.110(1) sidewalks shall be provided, where necessary, to assure safe walking conditions for students who walk to and from school. Special emphasis shall be placed on providing pedestrian access to proposed recreational and/or open space areas.

Section 16: Section 17.28.020 *Definitions* of the Bainbridge Island Municipal Code is amended to read as follows:

19. “Flexible lot design” is the design process the city uses that permits flexibility in lot development and encourages a more creative approach than traditional lot-by-lot subdivision. The flexible lot design process includes lot design standards, guidance on for the placement of buildings, use of open spaces and circulation that best addresses site characteristics. This design process permits clustering of lots, with a variety of lot sizes, to provide open space, maintain Island character and protect the island’s natural systems.

Section 17: Table 18.12.020-1 *Flexlot Dimensional Standards for Residential Zone Districts* of the Bainbridge Island Municipal Code is amended as shown in Exhibit A:

Section 18: Table 18.15.010-3 *Perimeter Landscaping Requirements by Land Use and Zoning District* of the Bainbridge Island Municipal Code is amended as shown in Exhibit B.

Section 19: Section 18.27.020 *Transfer of Development Rights* of the Bainbridge Island Municipal Code is amended to read as follows:

18.27.020 Development rights sending areas.

- A. ~~Critical Areas Overlay District. All properties located outside of designated centers within the critical areas overlay district (CAOD) as designated on the land use map of the city comprehensive plan are established as development rights sending areas. A copy of the critical areas overlay district is available from the department.~~
- B. Agricultural Land. Any owner of agricultural land as defined by BIMC [16.26.020](#), ~~whether located in or outside of the CAOD,~~ may elect to have the agricultural land designated as a development rights sending area through the sale or transfer of the development rights of the property.
- C. Donation of Development Rights. Any owner of real property may donate all or a portion of their development rights to the city.
- D. Property Already Restricted from Development Not Eligible. Development rights are not available for real property ~~in the CAOD or agricultural land outside of the CAOD~~ that is subject to easements or covenants preventing further development of the real property.

Section 20: Section 18.36.030 *Definitions* of the Bainbridge Island Municipal Code is amended to read as follows:

- 16. “Affordable housing” or “affordable dwelling unit” (formerly “HUD-defined affordable housing”) means a dwelling unit for use as primary residence by a household in any of the income groups described below, which may be rented or purchased (including utilities other than telephone and cable TV) without spending more than 30 percent of monthly household income. Income level eligibility threshold levels shall be set using HUD levels for the ~~Bremerton-Silverdale~~ Seattle metropolitan statistical area.

Section 21: The Official Zoning Map of the Bainbridge Island Municipal Code is amended for consistency with the Future Land Use Map of the 2016 Comprehensive Plan, as shown in Exhibit C:

Section 22. This ordinance shall take effect and be in force on and after five days from its passage, approval and publication as required by law.

PASSED BY THE CITY COUNCIL this _____, 2016.

APPROVED BY THE MAYOR this _____, 2016.

Val Tollefson, Mayor

ATTEST/AUTHENTICATE:

Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK: XXXX, 2016

PASSED BY THE CITY COUNCIL: XXXX, 2016

PUBLISHED: _____

EFFECTIVE DATE: _____

ORDINANCE NUMBER: 2016-30

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
MINIMUM LOT AREA Note: Additional regulations on lot dimensions may apply pursuant to: (a) BIMC 17.12.030 .A, flexible lot subdivision open space development option; or (b) BIMC 17.12.030 .B, flexible lot subdivision cluster development option. <u>Cluster option not available for properties in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8, and R-14 zoning districts.</u>										
Open Space Short and Long Subdivision	If the parcel is served by a public sewer system or the septic drainfield is located outside of the lot: 5,000 sq. ft. located outside of critical areas and their buffers (see BIMC Title 16) in every zone district except R-14. Parcels containing liquefaction hazard critical areas are exempt from the 5,000 sq. ft. requirement. If the septic drainfield is located within the lot: 12,500 sq. ft., of which 5,000 sq. ft. must be located outside of critical areas and their buffers. Parcels containing liquefaction hazard critical areas are exempt from the 5,000 sq. ft. requirement. The health district may require a larger lot size. In the R-14 district, the minimum lot area is 3,100 sq. ft. For all zone districts, the minimum lot size can be reduced below 5,000 sq. ft. as an incentive for providing additional open space pursuant to BIMC 17.12.030 .A.5.									
	Lot size flexible as long as minimum homesite area met per BIMC 17.12.030 .B.									
Short and Long Cluster Subdivision	Homesite max. 10,000 sq. ft.		NA Homesite max. 7,600 sq. ft.			NA Homesite max. 5,000 sq. ft.				
Large Lot Subdivision	5 ac or 1/128th of a section, whichever is smaller									

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
DIMENSIONAL STANDARD										
MAXIMUM DENSITY (Minimum lot area per dwelling unit) Note: Subdivisions containing irregularly shaped lots and lots containing critical areas may not be permitted to achieve maximum density. Additional regulations on density may apply pursuant to: (a) BIMC 16.20.160 .F.5.a, Additional Development Standards for Regulated Uses, Land Divisions and Land Use Permits, Density Calculation										
Short, Long, and Large Lot Subdivisions	The maximum number of lots permitted shall be calculated by dividing the total lot area of the property (without deducting areas to be dedicated as public rights-of-way or areas to be encumbered by private road easements) by the minimum lot area for standard lots in the zone district.									
Base Density	100,000 sq. ft.	40,000 sq. ft.	20,000 sq. ft. [1]	15,000 sq. ft. [2]	12,500 sq. ft. [2]	10,000 sq. ft. [2]	8,500 sq. ft.	7,260 sq. ft.	5,400 sq. ft.	3,100 sq. ft.
Bonus Density pursuant to BIMC 18.12.030 .A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3,630 sq. ft.	2,074 sq. ft.
MINIMUM LOT DIMENSIONS Note: Additional regulations on lot dimensions may apply pursuant to: (a) BIMC 17.12.030 .A, flexible lot subdivision open space development option, or										

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
DIMENSIONAL STANDARD										
(b) BIMC 17.12.030 .B, flexible lot subdivision cluster development option. <u>Cluster option not available for properties in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8, and R-14 zoning districts.</u>										
Short, Long, and Large Lot Subdivisions	Minimum lot width shall be 50 ft. unless the shoreline master program requires a larger width. Insofar as practical, side lot lines shall be at right angles to street lines or radial to curved street lines. The size, shape, and orientation of lots shall be appropriate for the type of development and use contemplated. Corner lots may be required to be platted with additional width to allow for the additional side yard requirements. When consistent with neighborhood character, subdivision lots situated along public streets should be configured to allow future houses to face the street, but this requirement does not apply to short plats or large lots.									
MAXIMUM LOT COVERAGE [3]										
Short and Long Subdivision	Same as applied to the entire property that is the subject of the subdivision application, a portion of which shall be assigned to each lot at the time of preliminary plat approval.									
Large Lot Subdivision	10%	15%	20%	25%	25%	25%	25%	N/A	25%	40%
MINIMUM SETBACKS										
Note: Landscaped areas may serve as setbacks (i.e., setbacks are not in addition to landscaped areas), and some encroachments into setback areas are permitted pursuant to BIMC 18.12.040 .										
Note: Additional setbacks may be required by:										
(a) Chapter 16.08 or 16.12 BIMC, or										
(b) Chapter 16.20 BIMC, Critical Areas, or										

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
(c) BIMC 16.28.040 , mining regulations, or										
(d) BIMC 18.09.030 , Use-specific standards, or										
(e) BIMC 18.12.030 .F, Shoreline Structure Setbacks, or										
(f) BIMC 18.15.010 , landscaping and screening.										
Short, Long, and Large Lot Subdivisions [4]										
Bldg. to bldg.	0 ft. 10 ft. , or minimum required by the fire code, whichever is greater									
Building to exterior plat boundary line	25 ft.	15 ft.								
Building to SR 305 right-of-way	75 ft.									
Building to other arterial and collector rights-of-way	50 ft.				40 ft.					
Building to other streets	15 ft.									
Building to trail, open space or access easement (except for open space areas that are	10 ft.									

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
DIMENSIONAL STANDARD										
also roadside or landscape buffers)										
Cluster Subdivisions: Homesite clustering	All homesites in a cluster grouping shall adjoin or be located a maximum of 25 feet apart from another homesite.			NA						
Shoreline Jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC 18.12.030.F , Shoreline Structure Setbacks. For properties abutting the shoreline, the native vegetation zone required by BIMC 16.12.030 and Table 16.12.030-3 replaces the zoning setbacks along the water.									
MAXIMUM BUILDING HEIGHT										
Note: Bonus may not be available in the shoreline jurisdiction										
Short, Long, and Large Lot Subdivisions	Height requirements for standard lots apply (see end of table)									

[1] The base density for that parcel in the Lynwood Center special planning area designated as R-2 is one unit per 20,000 sq. ft., but may be increased up to 3 units per acre; provided, that a public access easement is granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage. The base density of some parcels in the Fort Ward historic overlay district may be increased as shown in BIMC [18.24.070](#).

[2] Pursuant to Chapters [18.18](#) and [18.27](#) BIMC the minimum lot area for a dwelling unit shall be 5,400 square feet for that area designated on the official land use map as the urban single-family overlay district (R-8SF). All other requirements of this chapter shall apply.

[3] Educational, governmental, cultural, religious, and health care, within residential zone districts must be processed as major conditional use permits pursuant to BIMC [2.16.110.E](#).

Ordinance 2016-30 Exhibit A

[4] For flexlot subdivisions and short plats, setbacks from rights-of-way may be reduced to maintain neighborhood character by establishing building setbacks equal to or greater than the existing building setbacks on the adjacent properties. Where there are no developed properties adjacent to the property being subdivided, the setbacks in Table 18.12.020-1 shall apply.

Table 18.15.010-3: Perimeter Landscaping Requirements by Land Use and Zoning District

Abutting Zoning or Land Use District	Perimeter Landscape Type	Perimeter Width (ft.)	Minimum Perimeter Width (ft.)
Multifamily in R-2, R-1 and R-0.4 Districts			
Single-family residential	Full Screen	25	25
R-8 and R-14 Multifamily Districts			
R-4.3 (urban residential)	Partial Screen	20	15
Short Plats and Subdivisions in Residential Zoning Districts [1]			
Residential subdivision in the R-0.4, R-1, and R-2, and R-2.9 districts (cluster option only)	Edge Planting Standard	25	25
Residential subdivision in the R-3.5, R-4.3, R-5, R-6, R-8, and R-14 districts (cluster option only)	Edge Planting Standard	10	10
Multifamily subdivision in the R-2, R-1, and R-0.4 zoning districts (cluster option only)	Full Screen	25	25
Park and conservation land buffer: applies to all single-family subdivisions (OS) [2]	Edge Planting Standard	25	25
Nonresidential Uses in Areas Outside Winslow Mixed Use, HSR, NSC, B/I, WD-I Districts			
Residential including multifamily	Full Screen	25	25
Nonindustrial uses	Partial Screen	20	10
Winslow Town Center Mixed Use District [3]			
Single-family residential	Full Screen	20	15
HSR I and II Districts			
Single-family residential	Full Screen	20	15

Table 18.15.010-3: Perimeter Landscaping Requirements by Land Use and Zoning District

Abutting Zoning or Land Use District	Perimeter Landscape Type	Perimeter Width (ft.)	Minimum Perimeter Width (ft.)
NSC Districts			
Residential including multifamily	Full Screen	20	15
B/I Districts			
Non-B/I	Full Screen [4]	50	35
WD-I Districts			
Residential including multifamily	Full Screen	40	30
Nonindustrial uses	Full Screen	25	15
[1] Properties with less than one acre being subdivided are not subject to perimeter buffer requirements. [2] (OS) indicates that the buffer may be calculated in the required open space area for the subdivision. [3] For perimeter landscaping requirements in the ferry terminal district transition area, north of Winslow Way, reference BMC 18.12.030.C. [4] This perimeter buffer applies even when a private access road separates a B/I property from non-B/I property.			



City of Bainbridge Island Future Land Use Map

August 15, 2016

Port Madison

Legend

Shoreline Designations

- Island Conservancy
- Natural
- Shoreline Residential
- Shoreline Residential Conservancy
- Urban

Designations

- Business/Industrial
- CORE
- Contract Zoning Districts
- Erickson Ave District
- Ferry Terminal District
- Gateway District
- High School Rd 1 District
- High School Rd 2 District
- Madison Ave District
- NC Neighborhood Center
- NC/R-12
- Open Space Residential-0.4
- Open Space Residential-1
- Open Space Residential-2
- Semi-Urban -2.9
- Semi-Urban-3.5
- Urban Multi-Family R-14
- Urban Multi-Family R-8
- Urban Residential -4.3
- Urban Residential-5
- Urban Residential-6
- Water Dependent Industrial

This is to certify that this is the Official Zoning Map referred to in the Zoning Ordinance of the City of Bainbridge Island. Hereafter, any changes made in zoning district boundaries or other matters portrayed on the Official Zoning Map, such changes shall be made on the Official Zoning Map promptly after the amendment has been adopted, together with an entry on, or attached to, the Official Zoning map, as follows:

Val Tollefson, Mayor
Sarah Blossom, Council Member
Kol Medina, Council Member
Wayne Roth, Council Member

Ron Peltier, Council Member
Roger Townsend, Council Member
Michael Scott, Council Member

Attest:
Rosalind D. Lassofo, City Clerk

Mixed Use Town Center						
	Central Core	Madison Avenue	Erickson Avenue	Gateway District	Ferry Terminal District	High School Rd District 1 & 2
Floor Area Ratio (FAR)						
Commercial	0.6	0.4	0.3	0.15	0.1	0.3
Residential	0.4	0.4	0.3	0.5	0.4	0.3
Mixed Use	1.0	0.5	0.5	0.5	0.5	0.3
Maximum FAR with Bonus						
Commercial	1.0	0.6	0.6	0.3	0.2	0.6
Residential	1.0	0.6	0.6	1.0	1.1	0.6
Mixed Use	1.5	1.0	1.0	1.0	1.3 (1.5)	1.0

Effective Date	Ordinance	Description
June 1, 2005	Ordinance 2005-02	WSF Maintenance Yard & Ravine Creek Estuary

DATE	ORDINANCE	DESCRIPTION
April 4, 1996	Ordinance 95-08	Window Mixed Use Town Center (MUTC)
March 23, 1997	Ordinance 97-01	Changes to LM and NEC created WSD-1
September 15, 1997	Ordinance 97-08	Zoning changes per Lynwood Center (LWC)
August 6, 1998	Ordinance 98-38	Corrected mapping errors in Winslow
April 28, 1999	Ordinance 98-12	Corrected mapping errors at Rockaway Beach
September 8, 1999	Ordinance 98-17	Implemented Winslow Master Plan (WMP) adopted FARs for MUTC
December 31, 1999	Ordinance 99-64	Amended Ferry Terminal District boundaries
February 23, 2000	Ordinance 2000-03	LM Rezone
February 23, 2000	Ordinance 2000-04	LM Rezone
February 23, 2000	Ordinance 2000-05	LM Rezone
May 25, 2005	Ordinance 2005-12	R-8 Rezone, MAD Rezone, LM Rezone
March 23, 2006	Ordinance 2006-03	Rezone of parcel 26252204/2004
August 15, 2013	Ordinance 2013-21	Rezone of parcel 10252200/2001
November 27, 2013	Ordinance 2013-19	Corrected mapping errors at Lynwood Center
November 27, 2013	Ordinance 2013-20	Light Manufacturing District changed to Business/Industrial District
October 14, 2014	Ordinance 2014-39	Change of designation to WSD for a priority on the north shore of Eagle Harbor



To: LEGAL NOTICES

Publication Date: August 26, 2016

Issuance Date: August 26, 2016

NOTICE OF PLANNING COMMISSION OPEN HOUSES & PUBLIC HEARINGS & NOTICE OF DETERMINATION OF NONSIGNIFICANCE (DNS)

Applicant/Lead Agency: City of Bainbridge Island

Project Name: 2016 Comprehensive Plan Update

- Ordinance 2016-29: Update to the City's Comprehensive Plan
- Ordinance 2016-30: Update to the Bainbridge Island Municipal Code (BIMC) to ensure consistency with the Comprehensive Plan

Location of Project: City limits of the City of Bainbridge Island

Documents Available at: The 2016 DRAFT Comprehensive Plan, BIMC Amendment, State Environmental Policy Act (SEPA) Checklist, and additional supporting information may be found at <http://bit.ly/DRAFTCompPlan>

Planning Commission Public Hearing Dates: **Saturday, September 17:** Open House 10:00 AM – 11:30 AM followed by Public Hearing 11:30 AM – 1:00 PM

Thursday, September 22: Open House 4:30 PM – 6:00 PM followed by Public Hearing 6:00 PM – 8:00 PM

Location: Council Chambers
Bainbridge Island City Hall
280 Madison Avenue North

Planning Commission Comment Period: The Planning Commission will take oral testimony on the 2016 Comprehensive Plan Update at their public hearings on September 17 and 22 (see above). Written comments to the Planning Commission must be submitted **no later than 4:00 p.m. on Monday, September 26, 2016. Written comments may be submitted to:**

Department of Planning & Community Development
280 Madison Avenue North
Bainbridge Island, WA 98110
Email: pcd@bainbridgewa.gov

Description of Proposal: The City of Bainbridge Island is conducting its periodic review and update of its Comprehensive Plan and Development Regulations pursuant to the Washington State Growth Management Act (GMA), RCW 36.70A. This proposal is a non-project amendment to the City of Bainbridge Island Comprehensive Plan and associated procedural or non-substantive amendments to the Bainbridge Island Municipal Code. The City of Bainbridge Island 2016 Comprehensive Plan Update includes amendments to the following: Introduction, Land Use Element, Housing Element, Economic Element, Environmental Element, Water Resources Element, Transportation Element, Capital Facilities Element, Utilities Element, Human Services Element, Cultural Element and Glossary. The Comprehensive Plan proposals include extension of the City's planning horizon to 2036 with updated growth targets; policy and text amendments to correspond with changes to state and regional guidance, reflect evolving community vision and city policy, increase readability, clarify direction, remove redundancies and add new/updated information. No City-sponsored amendments to the Future Land Use Map (FLUM) are proposed. The six privately sponsored comprehensive plan amendments, if approved, would amend portions of the FLUM by adding individual parcels to the neighborhood service centers at Island Center and Lynwood; add a parcel to the Business Industrial designation; create a new park designation for properties owned by the Bainbridge Island Municipal Park District; and change the existing residential designation for Pritchard Park to a new parks designation.

The City of Bainbridge Island has made a State Environmental Policy Act (SEPA) decision concerning the proposed 2016 Comprehensive Plan Update, non-project, legislative actions:

SEPA Decision: The City of Bainbridge Island (lead agency) has determined the proposal does not have a probable significant impact on the environment. This DNS is issued under WAC 197-11-340 (2). This determination was made after review of a completed environmental checklist and other information on file with the lead agency. This information is available to the public upon request. An environmental impact statement (EIS) is not required under RCW 43.21C.030 (2) c. **The lead agency will not act on this proposal for 14 days. Comments must be submitted by no later than 4:00 p.m. on September 9, 2016.**

Responsible Official: Gary R. Christensen, AICP, Director
Department of Planning & Community Development

Address: City of Bainbridge Island
280 Madison Avenue North, Bainbridge Island, WA 98110
Email: pcd@bainbridgewa.gov

Signature:  Date: August 25, 2016

APPEAL: You may appeal this determination by filing a written appeal and paying the appropriate fee to the City Clerk, at 280 Madison Avenue North, Bainbridge Island, WA 98110, in accordance with the procedures set forth in the Bainbridge Island Municipal Code, Section 16.04.170 **no later than 4:00 p.m. on September 16, 2016. You should be prepared to make specific factual objections.**



SEPA Expanded Environmental Checklist for the 2016 Comprehensive Plan Update and associated Code Amendments

Prepared by Joseph W. Tovar, FAICP
Tovar Consulting

AUGUST 2016

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1 Bainbridge Island Land Capacity Analysis	
2 Bainbridge Island Municipal Park District Proposed Park Zone Map Comprehensive Plan Amendment (CPA)	
3 Schmidt proposed CPA Map for Pritchard Park	
4 Cainion and Anderson proposed map CPAs for Island Center	
5 Thomas proposed map CPA for Lynwood Center	
6 Moore proposed map CPA	

Introduction



The City of Bainbridge Island has prepared this expanded SEPA Environmental Checklist to study the potential environmental implications of the proposed 2016 Comprehensive Plan Update. The City is using a SEPA/Growth Management Act (GMA) integrated approach to conducting environmental review, intended to help identify potential environmental issues concurrent with considerations of possible policy changes. It is intended that the City and public will use the environmental analysis to help shape decisions on the proposed update.

This environmental document has been prepared in a manner consistent with the requirements of the Washington State Environment Policy Act (SEPA). The standard Environmental Checklist form has been integrated with an expanded description and analysis of the proposal in order to support future decision-making. The document is organized as follows:

- 1. SEPA Environmental Checklist Part A.** Part A provides background information on the proposal and proponents. Part A serves as a fact sheet, as established in WAC 197-11-235(3)(b).
- 2. Summary.** Provides a brief overview of the information considered in this environmental document, including a short description of the proposal and findings of the environmental issue papers. This summary fulfills the requirement for an environmental summary established in WAC 197-11-235(3)(b).
- 3. Proposal Overview.** Includes a description of the proposal, state and regional policy framework and environmental review process.
- 4. SEPA Environmental Checklist Part B.** Includes a statement that Part B is not required to be completed in an integrated SEPA/GMA document.
- 5. SEPA Environmental Checklist Part D.** Contains the questions and responses to the SEPA Checklist Supplemental Sheet for Non-Project Actions.
- 6. Environmental Issue Papers.** Includes issue papers that correspond to comprehensive plan elements and discuss the potential implications of the proposed action.
- 7. SEPA Environmental Checklist Part C.** Contains the SEPA Checklist.



1 SEPA Environmental Checklist:

Part A: Background

1. Name of proposed project, if applicable:

*City of Bainbridge Island Comprehensive Plan Update and code amendments
Ordinance 2016-29 and Ordinance 2016-30, respectively*

2. Name of applicant:

City of Bainbridge Island Planning and Community Development Department is the applicant, although the Plan Update includes six docketed, privately initiated comprehensive plan amendments to the Future Land Use Map. These private parties are enumerated on page 5, and the locations of their proposed amendments are shown in Attachments 2 through 6.

3. Applicant and contact person:

*City of Bainbridge Island
Planning and Community Development Department
280 Madison Avenue North
Bainbridge Island, WA 98110
Email address: pcd@bainbridgewa.gov
Contact: Jennifer Sutton, AICP, Senior Planner*

4. Date checklist prepared: *April – August, 2016*

5. Agency requesting checklist: *City of Bainbridge Island*

6. Proposed timing or schedule (including phasing, if applicable):

The City of Bainbridge Island kicked-off review of the Bainbridge Island Comprehensive Plan Update in mid-2014. At about that same time, the City began public outreach and engagement on visioning and a variety of topics related to the Comprehensive Plan. Major public outreach efforts that began in 2014 included:

- Two community visioning workshops to update and gather thoughts on vision, land use and other topics.*
- Six scoping/listening sessions at which the public provided extensive input on the issues that should be addressed in the update process*

- Three “Community Conversations about Water” that focused on the issue of the Island’s aquifers and the long term prospect for water supply and quality to support and serve existing and future needs for potable water.
- Ten public workshops, one on each of the elements in the comprehensive plan, at which verbal and written comments were accepted.

Since the project start, the City has conducted rigorous and ongoing public outreach. The Planning Commission met 38 times from 2015 to through August 2016 to review the Introduction (Vision, Guiding Principles) and each element of the Comprehensive Plan, has included specific opportunities for public comment, both written and verbal, to be presented. Please see the discussion in Section 2 (Proposal Overview) for additional discussion of public outreach and participation.

The Planning Commission is expected to make a recommendation on the draft Comprehensive Plan to the City Council in the fall of 2016. City Council action on the Comprehensive Plan is anticipated to occur by the end of 2016.

7. **Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.**

The draft Comprehensive Plan provides policy direction and priorities for a multi-year planning work program, which will include implementing actions such as, but not limited to amendments to the development code and a subarea planning process for the designated centers. Each of these future actions will be subject to independent SEPA review and threshold determinations.

8. **List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.**

The City has been updating its functional plans:

- [Island-wide Transportation Plan](#)
- [City General Sewer Plan](#)
- [City Water System Plan](#)

and began a [Groundwater Assessment Model Evaluation](#). Information prepared through these efforts have informed the 2016 Comprehensive Plan Update. Previous FEIS, SEIS, and Addendums have been completed for other periodic Comprehensive Plan updates and for the Winslow Master Plan subarea plan, and its revisions.

9. **Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.**

The Comprehensive Plan provides policy guidance for the City of Bainbridge Island. On an ongoing basis, the City receives private and public proposals for land use and other actions that are within the area covered by the Comprehensive Plan. These proposals are reviewed for consistency with the current adopted Comprehensive Plan and implementing regulations.

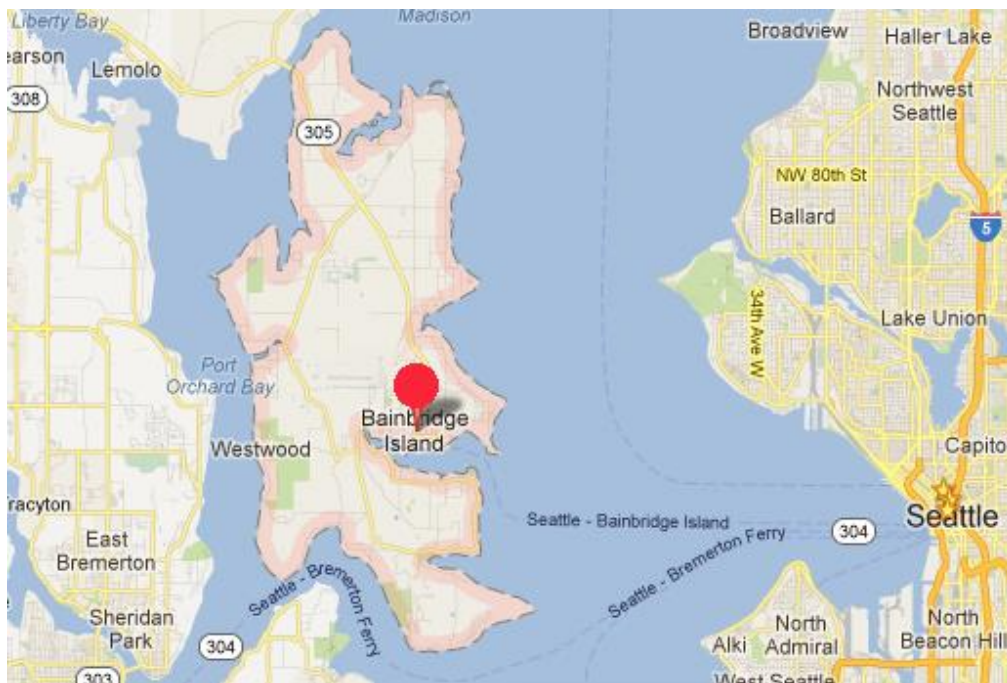
10. **List any government approvals or permits that will be needed for your proposal, if known.**

- Bainbridge Island City Council adoption of Ordinance 2016-29 Comprehensive Plan.

- *Bainbridge Island City Council adoption of the proposed Bainbridge Island Municipal Code (BIMC) amendments, Ordinance 2016-30.*
- *Verification of GMA compliance by WA Department of Commerce.*
- *Full implementation of the Comprehensive Plan will rely on future City budget and department work program decisions.*

11. **Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.**

Figure 1 Vicinity Map



The location of the proposed action is the City of Bainbridge Island. See Figure 1 Vicinity Map. The proposed action has two parts: (1) the 2016 update of the City of Bainbridge Island GMA Comprehensive Plan in accordance with the requirements of the Growth Management Act (GMA), and (2) amendments to the Bainbridge Island Municipal Code (BIMC) to reflect non-substantive, primarily procedural, changes to implement and achieve consistency with the proposed 2016 Comprehensive Plan Update.

A. 2016 Comprehensive Plan Update

In general, the City-initiated portion of the proposed update is intended to update and refine the Comprehensive Plan policy direction in the 2004 era plan to reflect changed conditions, the new population and employment allocations from Kitsap County, and evolving city policy since prior plan adoption.

The City's comprehensive plan was originally adopted in 1994 and the City has been updating and revising the Plan and associated development regulations on a periodic basis since that time. The last major update was in 2004. The 2016 update is considered a major update to the Comprehensive Plan and includes:

(i) Updated growth targets. *Extension of the City's GMA planning horizon to 2036 and adoption of new growth targets consistent with the Kitsap County Countywide Planning Policies. See Attachment 1.*

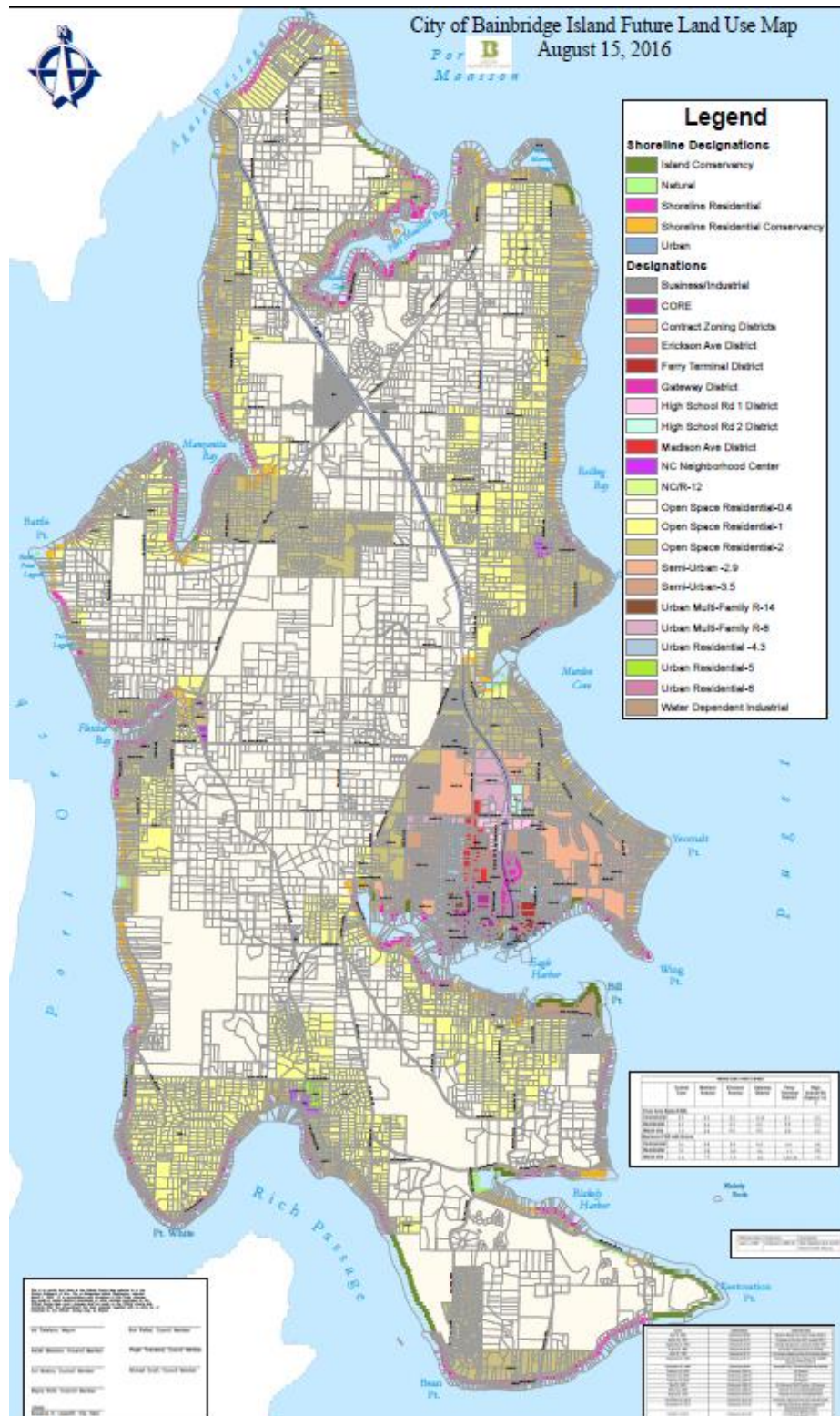
(ii) Policy and text amendments. *Revisions associated with changes to state and regional guidance as Vision 2040, the Multi-County Planning Policies adopted by the Puget Sound Regional Council; updates to reflect evolving city policy; rewrite and editorial changes to policies to increase readability, clarify direction and remove obsolete or redundant text; and addition of new or updated information since adoption of the current Comprehensive Plan.*

(iii) Privately initiated amendments. *In addition to the City-initiated portion of the comprehensive plan update, the proposed action includes six privately initiated proposed and docketed amendments. These are as follows:*

1. Submitted by Bainbridge Island Metro Park and Recreation District, to create a new "Park" Zone for public parks. See Attachment 2.
2. Submitted by C. Schmid, to change the designation for Pritchard Park from WD-I to OSR-2 (Location: Eagle Harbor Drive; Tax parcel Nos. 352502-1-001-2001. 352502-1-035-2001, 352502-1-034-2002). See Attachment 3.
3. Submitted by A. Cainion, to change the designation from OSR-0.4 to NSC for a property on Fletcher Bay Road (Tax parcel # 212502-3-011-2001), immediately south of the Island Center NSC area. See Attachment 4.
4. Submitted by S. Anderson, to change the designation from OSR-0.4 to NSC for a property on New Brooklyn Road (Tax parcel # 212502-2-014-2000), immediately east of the Island Center NSC area. See Attachment 4.
5. Submitted by S. Thomas, to change the designation from OSR-2 to NSC for a property located at 4552 Point White Dive, immediately west of the Lynwood Center NSC area. See Attachment 5.
6. Submitted by W. Moore, to change the designation from OSR-0.4 to Business/Industrial for a property located at the intersection of Fletcher Bay, Bucklin Hill, and Lynwood Center Roads (Tax parcel Nos. 332502-1-007-2007 & 332502-1-006-2008). See Attachment 6.

The scope of the 2016 Comprehensive Plan Amendment did not include any City-initiated amendments to the Future Land Use Map. The City proposes to re-adopt the 2014 Future Land Use Map as the 2016 Future Land Use Map. See Fig. 2.

Figure 2
2004 Future Land Use Map proposed for re-adoption in 2016 Plan Update



B. Amendments to the Bainbridge Island Municipal Code (BIMC).

1. *Amendments to throughout the BIMC are proposed to change the name of the Neighborhood Service Centers (NSC) to Neighborhood Centers (NC). This is a housekeeping change to reflect the re-naming of NSC to Neighborhood Centers in the 2016 Updated Plan. This amendment does not change uses or boundaries of the centers, and therefore has no environmental impact.*
2. *BIMC 2.16.210 is proposed to be modified so that the Special Planning Area Process would allow for a City initiated Special Planning Area Process. This is a procedural change which would have no environmental impact.*
3. *Titles 17 & 18.15.010 & 18.12.020 of the BIMC are proposed to be amended to eliminate the “cluster” subdivision option for zones R-2.9 and denser. This is a procedural change which would have no environmental impact. Table 18.12.020-1 eliminate a minimum 10 foot building to building setback that is applied through residential subdivision. This change would facilitate the construction of single-family common wall homes to allow zero-lot line subdivisions. This change will assist in lessening the area disturbed through construction by facilitating more concentrated development within a subdivision. Title 17 references to the “Flexlot Design Handbook” are proposed for elimination. This DRAFT Guidance document has not been completed, and is not used.*
4. *BIMC 18.27 is proposed to be amended so that the sending areas for Transfer of Development Rights regulations would be broadened beyond the “Critical Areas Overlay District” to include all lands “not located in designated centers.” By increasing the lands eligible as “sending areas” this amendment would potentially reduce environmental impacts.*
5. *The definition of “affordable housing” in BIMC at 18.36.030.16 is proposed to be amended to refer to the Bremerton-Silverdale MSA for median income instead of the Seattle MSA. This definitional change would increase the number of households who would potentially qualify for income-restricted housing and have no environmental impact.*
6. *Repeal of the BIMC 3.86 Health, Housing and Human Services Account is proposed because that organization no longer exists. This is a housekeeping amendment that would have no environmental impact.*
7. *Repeal of the BIMC 3.82 Bainbridge Island Arts and Humanities Account is proposed because that organization is no longer designated City agent for arts funding distribution. This is a housekeeping amendment that would have no environmental impact.*
- 12 **Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.**

The City of Bainbridge Island is located in Kitsap County. Bainbridge Island borders Puget Sound on the east, north and south, and the Kitsap Peninsula to the west. The Island is approximately 12 miles long (north-south) and 4 miles wide (east-west) with a total city area of 27.8 square miles. See Figure 1.



2 Summary

This chapter provides a brief overview of the information considered in this environmental document, including a short description of the proposal and findings of the environmental issue papers. Please consult the balance of this environmental document for more information on these topics.

Proposal

The proposed action is the 2016 update of the City of Bainbridge Island's 2004 Comprehensive Plan in accordance with the requirements of the Growth Management Act (GMA). In general, the proposed update is intended to revise and refine the current GMA Comprehensive Plan policy direction to reflect changed conditions and broadened policy priorities such as climate change and having the comprehensive plan provide direction to the operating budget as well as the capital budget. The City's Comprehensive Plan was originally adopted in 1994 and has been reviewed and amended on a periodic basis to allow for review of citizen requests for amendments and to address changed requirements or conditions.

On a schedule for periodic review established by the GMA, the City has also conducted major updates that extend the planning horizon, update growth targets and reflect updated state and regional guidance and changed local conditions. The last major update was conducted in 2004. The 2016 update is considered a major update to the Comprehensive Plan. The update includes (1) updated growth targets; (2) city-initiated policy and text amendments; and (3) procedural and housekeeping code amendments to maintain consistency with the Updated Comprehensive Plan. Neither the City-initiated Plan Update nor the proposed code amendments would increase the buildable lands capacity of the City nor are they likely to have more than a moderate impact on the environment. The City proposes to re-adopt the 2004 Future Land Use Map as the 2016 Future Land Use Map. See Figure. 2. The number and scale of the privately initiated proposed amendments to the Future Land Use Map are so small that even were they to be approved, their likely environmental impact is minimal.

Each of these is discussed below.

(1) Updated growth targets. *Extension of the City's GMA planning horizon to 2036 for purposes of accommodating the new growth targets consistent with the Kitsap County countywide planning process.*

(2) Policy and text amendments. *Revisions associated with changes to state and regional guidance and to reflect evolving city policy; language and editorial changes to policies to increase readability, clarify direction and remove redundancies and obsolete information; and addition of new or updated information since adoption of the current Comprehensive Plan. For additional information please see Chapters 1 and 3.*

Environmental Analysis

The issue papers contained in Chapter 6 document the environmental analysis of proposed amendments to all applicable elements of the City's Comprehensive Plan. For each element, the papers provide a review of existing and proposed policy changes, and an analysis of potential environmental implications associated with proposed new or amended policies.

Table 1 Relationship between issue papers and Comprehensive Plan Elements

ISSUE PAPER	COMPREHENSIVE PLAN ELEMENT
# 1 Land Use and Economic Vitality	GUIDING PRINCIPLES & LAND USE ELEMENT GUIDING PRINCIPLES & ECONOMIC ELEMENT
# 2 Environment and Water Resources	GUIDING PRINCIPLES & ENVIRONMENTAL ELEMENT GUIDING PRINCIPLES & WATER RESOURCES ELEMENT
# 3 Housing	GUIDING PRINCIPLES & HOUSING ELEMENT
# 4 Transportation	GUIDING PRINCIPLES & TRANSPORTATION ELEMENT
# 5 Capital Facilities and Utilities	GUIDING PRINCIPLES & CAPITAL FACILITIES ELEMENT GUIDING PRINCIPLES & UTILITIES ELEMENT
# 6 Human Services and Cultural	GUIDING PRINCIPLES & HUMAN SERVICES ELEMENT GUIDING PRINCIPLES & CULTURAL ELEMENT

Summary Table

A summary table that highlights key issues and related SEPA implications is shown at the beginning of each issue paper. These summary tables have been compiled into a single summary table, below. For additional information on each of these topics, please consult Chapter 6.

Table 2 Key issues by Element and potential impacts

KEY ISSUES BY ELEMENT	POTENTIAL IMPACTS
1 LAND USE ELEMENT	
<i>Residential Land Capacity</i> Is the supply of vacant and re-developable land sufficient to accommodate the 20-year planned population/housing growth?	The supply of vacant and re-developable land is sufficient to accommodate 20-year planned population/housing growth allocated by Kitsap County. No significant impacts would occur.
<i>Employment Land Capacity</i> Is the supply of vacant and re-developable land sufficient to accommodate the 20-year planned employment growth?	The supply of vacant and re-developable land is sufficient to accommodate 20-year planned employment growth. No significant impacts would occur.
<i>Land Use Compatibility</i> Do the City's planned land uses impact compatibility?	The Update does not propose any changes to the Future Land Use Map (FLUM). Therefore, the FLUM is not expected to impact land use compatibility. Policy language in the draft Land Use Element and regulations in the City code would help to mitigate any minor compatibility impacts associated with growth and development.
<i>Community Character</i> Do planned land use patterns enhance community character?	Proposed changes to the Comprehensive Plan Land Use Map are not expected to result in impacts to community character. The draft Land Use Element includes policy language for enhancing City character through other aspects of land use patterns, such as allowable uses, natural features and development standards, and design review processes. No significant negative impacts of these policies are anticipated.
<i>Environmental Stewardship</i> Do policies address the need to preserve environmental resources and natural habitat areas?	The proposed policies seek to ensure that park facilities and programs are conducted with sensitivity to the protection and restoration of environmental resources and natural habitats. Implementation of these policies is likely to result in benefits to the natural environment.
<i>Shoreline Access</i> <i>Will shoreline access continue to be provided?</i>	Existing shoreline access goals and policies are carried forward. Because no significant changes are proposed to shoreline access policies, no significant adverse impacts are anticipated.

KEY ISSUES BY ELEMENT

POTENTIAL IMPACTS

Bainbridge Island Community Forests

Do proposed policies support preservation of the Bainbridge Island Community Forests?

Updated goals and policies carry forward concepts in existing goals and policies. Because no significant changes are proposed to the island's community forest and natural resource policies, no significant adverse impacts are anticipated.

Open Space Connectivity

Do proposed policies support a connected open space network?

New open space goals and policies support acquisition and development of a network of open space and public access corridors. Implementation of these policies is likely to result in benefits to the natural environment.

Historic and Cultural Resources

Does planned population/housing growth pose a threat to the City's historic and cultural resources?

Policy language in the draft Land Use Element and City code seeks to protect and preserve historic, cultural and archeological resources in Bainbridge Island. No significant negative impacts of these policies are anticipated.

Health

Do planned land use patterns promote community health?

The draft Land Use Element includes policies that support active transportation, safe and attractive non-motorized connectivity between designated centers, uses and amenities, development regulations that encourage integration of recreation space within multifamily development, public recreational facilities that are accessible to all Bainbridge Island residents, and increased access to healthy foods. No significant negative impacts of these policies are anticipated.

2

ECONOMIC ELEMENT

Economic Development

Do the proposed economic development policies promote desired economic diversity and vitality?

Proposed policy language focuses on measures to strengthen a sustainable and diverse economy in Bainbridge Island. Many of the new policies address programmatic measures to support economic development in Bainbridge Island. In general, programmatic measures do not have any direct implications for the natural or built environment. To the extent that any of the policies might support or lead to physical development, any future project-level proposals would be subject to project-level environmental review. No significant environmental impacts are anticipated.

3

ENVIRONMENTAL ELEMENT

Sustainability and Sustainable Building Practices

How do policies promote sustainability?

The draft Environmental Element includes new and continued policy guidance on this topic. Policies address public education, regional collaboration, sustainable construction practices and energy conservation. The environmental impacts of these policies would likely be positive.

KEY ISSUES BY ELEMENT**POTENTIAL IMPACTS*****Natural Hazards***

Do policies limit the risks posed by natural hazards to people, property and the environment?

The draft Environmental Element expands upon existing policy guidance regarding natural hazards. New policies provide additional emphasis on geologic and flood hazards areas. The environmental impacts of these policies would likely be positive.

Air Quality and Climate Change

Do policies provide support for reducing greenhouse gas emissions and other air pollutants?

New climate change guidance in the Guiding Principles and Policies, includes support for mitigating and adapting to climate change, including a multi-pronged approach to climate change adaptation and mitigation. New air quality policies seek to maintain high air quality through coordinated land use and multi-modal transportation planning. The environmental impacts of these policies would likely be positive.

Tree Retention

Do policies provide support to ensure that the City's tree canopy is maintained over time?

The draft Environmental Element maintains and strengthens policy concepts from the current element that support tree retention. The environmental impacts of these policies would likely be positive.

Other Emerging Issues

What other emerging environmental issues are addressed in the draft element?

Other issues addressed in the draft Environment Element include noise, light pollution and food security. Noise policies seek to limit noise to levels that protect public health. Light pollution measures support "dark sky" approaches and seek to minimize ambient light levels to protect ecological systems and public health. Draft food security policies promote increased access to locally grown foods and strategies to increase food resilience. The environmental impacts of these policies would likely be positive.

4**WATER RESOURCES ELEMENT*****Fish and Wildlife Habitat***

Do policies protect fish and wildlife habitat?

The draft Water Resources element contains new and expanded policy guidance seeking to protect fish and wildlife habitat. Draft policies seek to preserve habitat areas, participate in regional species protection efforts, encourage the removal of invasive species and limit stream alterations. The environmental impacts of these policies would likely be positive.

Water Quality

Do policies protect surface water quality and provide support for stormwater management best practices?

A new goal focuses on protection and enhancement of water quality, including sustainable use of water resources, a drainage basin approach to maintaining and restoring hydrologic function, protection of groundwater quality, protection/preservation of wetlands, streams and water bodies. Existing policy guidance calling for protecting the functional integrity of the City's water courses, wetlands, bodies of water and their shores is carried forward. The environmental impacts of these policies would likely be positive.

KEY ISSUES BY ELEMENT**POTENTIAL IMPACTS*****Water Supply***

Do policies protect aquifers and support best practices?

New goals and policies focus on protection of the Island's critical aquifer recharge areas, ongoing monitoring of their health and function, and adaptive management. The environmental impacts of these policies would likely be positive.

Marine Waters and Shorelines

Do policies provide for protection of marine waters and shorelines and consistency with the City's Shoreline Master Program?

Policies for marine waters and shorelines are carried forward and include recognition of the goals and policies in the adopted Bainbridge Island Shoreline Master Program. The environmental impacts of these policies would likely be positive.

5**HOUSING ELEMENT*****Housing Supply***

Is the supply of vacant and re-developable land sufficient to accommodate the 20-year planned population/housing growth?

The supply of vacant and re-developable land is sufficient to accommodate 20-year planned population/housing growth. No significant impacts are anticipated.

Housing Affordability

Do policies support and encourage the provision of housing for a variety of household incomes, including low income?

The draft Housing Element expands upon existing policy concepts and identifies specific strategies and actions to encourage provision of affordable housing.

Housing Character

Do policies support community character?

The draft Housing Element carries forward existing policy language that supports community character. No significant adverse environmental impacts are anticipated.

Housing Diversity

Do policies support a range of housing types that meet the community's needs?

The draft Housing Element expands on existing policy concepts that support diversity of housing types. From an environmental perspective, adverse impacts of these new policies are not expected to be significant, but specific impacts will depend on implementation.

Special Needs Housing

Do policies address changing housing needs associated with an aging population and the problem of homelessness?

The draft Housing Element contains new policies in support of providing for people with special needs. New policies support housing and services for older adults, persons with disabilities, those in need of drug/alcohol rehabilitation and the homeless. From an environmental perspective, adverse impacts of these new policies are not expected to be significant, but specific impacts will depend on implementation.

KEY ISSUES BY ELEMENT

POTENTIAL IMPACTS

6	TRANSPORTATION ELEMENT	
	Level of Service Standards <i>Are the transportation level of service standards in the Transportation Element consistent with the overall policy direction provided by the Transportation Element?</i>	The level of service standards supports the Transportation Element's objectives of developing and operating an efficient transportation system that supports regional transportation priorities. No major changes to level of service standards are proposed in the draft Transportation Element, thus no significant environmental impacts are anticipated.
	Consistency with Land Use Assumptions <i>Do existing and planned transportation facilities support the land use patterns outlined in the Land Use Element?</i>	The draft Transportation Element carries forward current policy guidance supporting consistency between transportation and land use. The travel demand forecasts used to determine the capital facilities necessary to support planned growth are based upon the growth assumptions in the Land Use Element. The draft Transportation Element also adds new policy language to support the regional growth strategy. The impacts of the updated policy language would likely be neutral or positive.
	Safety and Mobility <i>How are safety and mobility considered for all modes of transportation?</i>	The draft Transportation Element adds policies with an emphasis on mobility choices beyond the single occupant vehicle. Safety for pedestrians, bicyclists, and the disabled are included to promote a more multi-modal transportation system. The impacts of the updated policy language would likely be neutral or positive.
	Operations, Maintenance, and Management <i>Is effective use of existing facilities prioritized over expansion?</i>	The draft Transportation Element adds policies that support the utilization of existing facilities to the greatest extent possible before expansion of existing facilities or construction of new facilities. The impacts of the updated policy language would likely be neutral or positive.
	Sustainability <i>How are the natural environment and human health addressed with respect to increased demand for transportation?</i>	New policies encourage the design and management of the City's transportation system to minimize the negative impacts of transportation on the natural environment, to promote public health and safety, and to achieve optimum efficiency. The impacts of the updated policy language would likely be neutral or positive.
7	CAPITAL FACILITIES ELEMENT	
	Consistency with Land Use and Public Service Assumptions <i>Do existing and planned capital facilities support land uses and level of service standards outlined in the Comprehensive Plan?</i>	The draft Capital Facilities Element requires capital facilities to support the land use patterns envisioned in the Land Use Element and establishes level of service standards for public services. It includes policy guidance for coordinating with providers to ensure adequate services and for identifying and addressing deficiencies and future needs. No significant impacts would occur.

KEY ISSUES BY ELEMENT**POTENTIAL IMPACTS*****Infrastructure Resilience in the face of Changing Conditions***

Does the plan consider the potential impacts of changing conditions on infrastructure lifespan?

The Guiding Principles and the draft Capital Facilities Element support resilient capital facilities and consideration of the potential impacts of future climate conditions. These policies would likely have a positive impact on the lifespan of infrastructure.

8**UTILITIES ELEMENT*****Utility System Capacity***

Do existing and planned utility systems provide sufficient capacity to accommodate the City's 20-year population and employment targets?

The draft Utilities and Capital Facilities Elements include policy language supporting the provision of adequate utility services that support City growth plans. No significant impacts are expected.

Energy Conservation

Does the plan support City and regional goals for energy conservation?

The draft Utilities Element encourages conservation of energy resources and reduced energy consumption. These policies would likely have positive environmental impacts.

Changing Telecommunications Needs

Does the plan address changing telecommunications needs in the community?

The draft Utilities and Capital Facilities Elements recognize a need for improved telecommunication on Bainbridge Island such as high speed internet and include policy guidance for the City to evaluate ways to address this. The potential impacts of this policy guidance would depend upon how it is implemented, but would likely be minor.

9**HUMAN SERVICES ELEMENT**

The policy direction in the draft Human Services Element is programmatic, rather than regulatory or capital specific oriented. Therefore, the potential impacts of any of the goals or policies in this Element are neutral.

10**CULTURAL ELEMENT**

The policy direction in the draft Cultural Element is programmatic, rather than regulatory or capital specific oriented. Therefore, the potential impacts of any of the goals or policies in this Element are neutral.

3 Proposal Overview



This chapter provides a description of the proposal, a review of the planning and policy framework that guides the proposal and an overview of the guidance for the SEPA environmental review process.

Description of the Proposal

The proposed action is the 2016 update of the City of Bainbridge Island's 2004 Comprehensive Plan in accordance with the requirements of the Growth Management Act (GMA). In general, the proposed update is intended to revise and refine the current GMA Comprehensive Plan policy direction to reflect changed conditions since prior plan adoption. The City's Comprehensive Plan was originally adopted in 1994 and has been periodically reviewed and amended to allow for review of citizen requests for amendments and to address changed requirements or conditions.

On a schedule established by the GMA, the City has also conducted major updates that extend the planning horizon, update growth targets and reflect updated state and regional guidance and changed local conditions. The last major update was conducted in 2004. The 2016 update is considered a major update to the Comprehensive Plan. The update includes (1) updated growth targets and (2) policy and text amendments. Each of these is discussed below.

Updated Growth Targets

The 2016 Comprehensive Plan update is required by GMA to accommodate the forecasted population and employment in the City through 2036. The City's growth targets are the result of a multi-jurisdictional, regional process that establishes how each City is able to accommodate its fair share of future regional growth. The growth allocations that result from this process are documented in the Kitsap County Countywide Planning Policies (CPPs). Based on available countywide data, Bainbridge Island has a net population target of 5,635 persons through 2036 and a new employment target of 2,808 jobs between 2016 and 2036.

These targets, added to the City's current population and jobs, would result in a 2036 residential population of 28,660 persons and 2,941 jobs. In adopting this 20-Year Comprehensive Plan update, the City must demonstrate that these population and employment levels can be achieved. As shown in Attachment 1, the City's existing land use designations and zoning have the capacity to add 6,814 persons, which exceeds the 2036 population allocation by 1,179. The City's existing land use designations and zoning capacity for employment is 2,941, which exceeds the 2036 employment allocation by 133 jobs. The City therefore does not need in its 2016 Comprehensive Plan Update to increase either employment or population capacity for purposes of complying with the CPPs.

Policy and Text Amendments

Proposed revisions in the 2016 update are intended to reflect current state and regional guidance; capture evolving City policy since the last major update; increase readability, clarify direction and remove redundancies; and add new or updated information since the last major update. Proposed policy amendments are more specifically discussed in Chapter 6.

Planning Framework

The City of Bainbridge Island Comprehensive Plan is prepared and updated within a framework of state and regional guidance. The following provides a brief summary of the Bainbridge Island Comprehensive Plan and guidance provided by the GMA, Vision 2040 and Kitsap County Countywide Planning Policies.

City of Bainbridge Island Comprehensive Plan

Bainbridge Island's comprehensive plan is a broad statement of guiding principles, community goals and policies that direct the orderly and coordinated physical development of the City. The comprehensive plan serves as a guide for designating land uses, infrastructure development and community services and provides specific guidance for future legislative and administrative actions. The plan reflects extensive citizen involvement, technical analysis and the judgment of decision-makers.

Bainbridge Island's comprehensive plan was originally adopted in 1994 and has been updated periodically, with the last major update in 2004. Since adoption, the focus of plan has been on preserving and enhancing a vibrant Winslow Town Center and neighborhood centers, nurturing a strong and diverse local economy, and protecting the Island's sole source aquifer with a pattern of open space and lesser intensive land uses outside of centers. The current 2004 version of the Comprehensive Plan is described below.

The Comprehensive Plan also contains a number of appendices, listed below:

Appendices	Topic
A	Economic Profile
B	Water Resources Conditions and Future Needs
C	Housing Needs Assessment
D	Island-wide Transportation Plan
E	Winslow Master Plan
F	Lynwood Center Special Planning Area Report and Final Recommendations

Discussion

The City's current Comprehensive Plan is designed to minimize environmental impacts to the natural and built environment that could result from future growth and development. For example, conservation and natural hazard reduction goals and policies are focused on protection of the natural environment. The City's Comprehensive Plan provisions promote the overall quality of life, emphasize aesthetics and health, and promote land use compatibility,

among other goals. The City's current plan also incorporates by reference relevant functional plans into the Comprehensive Plan.

In the 2016 Comprehensive Plan update, amended goals and policies and new goals and policies continue to focus on measures that eliminate or minimize the potential impacts of growth on the natural and built environments. Please see the discussion in Chapter 6 for a review of policies in each of the elements.

Washington Growth Management Act

The GMA was passed in 1990 by the Washington State Legislature, signed by the Governor and codified as RCW 36.70A. The GMA contains a comprehensive framework for managing growth and coordinating land use with infrastructure. A selected summary of the major provisions of the GMA together with specific provisions that directly pertain to the alternatives is provided below.

The GMA contains broad planning goals to guide local jurisdictions in determining their vision for the future and in developing plans, regulations, programs and budgets to implement that vision. The goals discourage sprawling development, encourage development in urban areas with adequate public facilities, encourage economic development throughout the state consistent with comprehensive plans, encourage efficient multimodal transportation systems, provide for the protection of property rights, and require that adequate public facilities and services necessary to support development be available when new development is ready for occupancy.

A fundamental requirement of the GMA is early and continuous public participation in the development and amendment of plans and development regulations. Public participation procedures that are described in the procedural rules (WAC 365-195-600) include broad dissemination of proposals and alternatives, opportunity for written comment, public meetings after effective notice, provision for open discussion, communication programs, information services, and consideration of and response to public comments.

A central concept of the GMA is that comprehensive plans must be internally and externally consistent. Internally, each GMA comprehensive plan must demonstrate that the land use element, capital facilities element and financing plan are consistent. If funding is not available to support the proposed land use pattern and maintain adopted level of service standards for public facilities and services, the jurisdiction is required to reassess the land use pattern and/or the level of service standards until balance is reached. Externally, local comprehensive plans are required to be consistent with the comprehensive plans of other jurisdictions with common borders or related regional issues. Standards for transportation level of service should be regionally coordinated.

In order to ensure consistency with GMA requirements, each county or city that is preparing a comprehensive plan or implementing development regulations is required to submit the proposed plan or regulations to the State Department of Commerce for review and comment before final adoption.

Discussion

The City's current Comprehensive Plan meets the requirements of the GMA. As proposed, the draft 2016 Comprehensive Plan would continue to comply with the goals of the GMA that seek to focus growth in urban areas with adequate services, provide for environmental protection, encourage economic development, support efficient transportation systems, protect private property rights and require that adequate public services are available concurrent with new development.

As required by the GMA, the City has conducted a comprehensive public involvement program for this update, described in the Public Participation section below.

Consistent with GMA requirements, the proposed draft Comprehensive Plan uses a planning horizon of 2036 for purposes of land use capacity and sufficient services and infrastructure to accommodate the population and employment targets assigned by Kitsap County. In recognition of the fact that major capital investments and natural systems have a life cycle beyond 20 years, the Plan utilizes a longer 50-year time horizon when discussing those components.

The proposal would also amend Comprehensive Plan policies to incorporate a number of changes that are recommended and/or required by GMA. As required by GMA, the City will submit its updated Plan to the State Department of Commerce for review and comment prior to final adoption. As required by the multi-county planning policies, the City will also submit its updated Plan to the Puget Sound Regional Council for review and comment and certification of the consistency of the Comprehensive Plan's Transportation Element with the regional plan.

Kitsap County Countywide Planning Policies (CPPs)

GMA requires that counties adopt countywide planning policies to provide an agreed-upon framework within which cities and counties can develop comprehensive plans (RCW 36.70A.210). The purpose of these policies is to express a regional vision and help measure consistency of local plans. The CPPs address the major GMA goal topics, including urban growth, reduce sprawl, transportation, housing, economic development, property rights, permits, natural resource industries, open space and recreation, environment, citizen participation, public facilities and services, and historic preservation. The CPPs assign residential population and commercial/industrial land allocation targets through 2036.

Discussion

Kitsap County and its cities have worked collaboratively to update population and employment targets through 2036. The Bainbridge Island 2016 Comprehensive Plan update provides sufficient capacity to provide urban levels of growth and meet the updated growth targets established through this collaborative planning process. Consistent with the CPPs, goals and policies in the current Comprehensive Plan and the 2016 update have considered and are consistent with the environment, development patterns, transportation, housing, economy, transportation and public facilities and services topics. Proposed policy amendments are discussed in Chapter 6.

Environmental Review

The purpose of this environmental document is to assist the public and decision-makers in considering the environmental impacts of the 2016 Comprehensive Plan update on the built and natural environments.

SEPA/GMA Integration

WAC 197-11-210 authorizes jurisdictions planning under the GMA to integrate the requirements of the State Environmental Policy Act (SEPA) (RCW 43.21C) and GMA during comprehensive plan updates. The goal is to ensure that environmental analysis under SEPA occurs as an integral part of the planning and decision-making process under GMA. Analysis of environmental impacts during the planning process can result in better-informed planning decision as well as avoid delays and duplication.

WAC 197-11-228 states that the appropriate scope and level of detail of environmental review should be tailored to the GMA action under consideration; jurisdictions may modify SEPA phased review as necessary to track the phasing of GMA actions; and the process of integrating SEPA and GMA should begin at the early stages of plan development.

The City of Bainbridge Island has elected to follow an integrated SEPA/GMA process for the 2016 Comprehensive Plan update SEPA document. Integration of the environmental analysis with the planning process informs future decisions in refining the 2016 Comprehensive Plan update.

Non-Project Environmental Analysis

SEPA requires government officials to consider the environmental consequences of actions they are about to take and seek better or less impacting ways to accomplish those proposed actions. The adoption of comprehensive plans or other long-range planning activities is classified by SEPA as a non-project, or programmatic, action. A non-project action is defined as an action that is broader than a single site-specific project, and involves decisions on policies, plans or programs. SEPA establishes that environmental analysis for a non-project proposal may discuss potential impacts at a level of detail appropriate to the scope and level of planning for the proposal. This environmental document analyzes potential environmental impacts as appropriate to the general nature of this non-project proposal.

Scope of Analysis

As established in WAC 197-11-235, there is no standard format for an integrated GMA document. The environmental analysis in this document has been organized as a series of issue papers that correspond to the general city-wide elements contained in the proposed 2016 Comprehensive Plan Update. Comprehensive Plan elements and the associated approaches to environmental review are shown in Table 3.

Table 3 Comprehensive Plan Elements and environmental analysis

COMPREHENSIVE PLAN ELEMENT	ENVIRONMENTAL ANALYSIS
GUIDING PRINCIPLES & LAND USE ELEMENT	Land use and Economic Vitality Issue Paper
GUIDING PRINCIPLES & ECONOMIC ELEMENT	Land use and Economic Vitality Issue Paper
GUIDING PRINCIPLES & ENVIRONMENTAL ELEMENT	Environment and Water Resources Issue Paper
GUIDING PRINCIPLES & WATER RESOURCES ELEMENT	Environment and Water Resources Issue Paper
GUIDING PRINCIPLES & HOUSING ELEMENT	Housing Issue Paper
GUIDING PRINCIPLES & TRANSPORTATION ELEMENT	Transportation Issue Paper
GUIDING PRINCIPLES & CAPITAL FACILITIES ELEMENT	Capital Facilities and Utilities Issue Paper
GUIDING PRINCIPLES & UTILITIES ELEMENT	Capital Facilities and Utilities Issue Paper
GUIDING PRINCIPLES & HUMAN SERVICES ELEMENT	Human Services and Culture Issue Paper
GUIDING PRINCIPLES & CULTURAL ELEMENT	Human Services and Culture Issue Paper

Community Engagement

Public participation is a fundamental goal of the GMA and is central to the update of the City's Comprehensive Plan. Public engagement provides important opportunities for the community to help shape the plan, to learn more about the City and to build community connections. Recognizing the importance of this goal, WAC 365-196-800 establishes that jurisdictions planning under the GMA must establish procedures for early and continuous public participation in the development and amendment of comprehensive plans and development regulations.

The following summarizes key events and activities that the City of Bainbridge Island has undertaken to promote community engagement in the 2016 Comprehensive Plan update:

- **Two Visioning Workshops.** Two community visioning workshops were conducted in November of 2014. Each workshop had participation by over 100 community members.
- **Six Scoping and Listening Sessions:** During February and March of 2015 between 50 and 100 participants attended each of six public sessions. Each session included a

presentation on the project context and small group exercises to identify issues to be addressed in the Update and solicit opinions about desired uses, design features and priorities.

- **Three Community Conversations about Water.** Three public conversations were held in June of 2015, January of 2016 and March of 2016. Over 100 participants attended these workshops to hear presentations by City staff, representatives of the Department of Ecology, Kitsap County Public Health District, the USGS, and Aspect Consulting, the City's geo-hydrologic consultants regarding the status, trends and capacity of the Island's aquifers to support the growth allocations to 2036 and beyond. Questions were posed by citizens and answered by experts.
- **10 Public Workshops on specific Plan Elements.** As the first phase of reviewing each of the 10 plan Elements, a public workshop was held where citizens and organizations provided input which ranged from general comment about issues that should be addressed to specific proposed comprehensive plan text to be added or deleted.
- **Planning Commission meetings.** Beginning in January 2015 and continuing through August of 2016, the Planning Commission met 38 times to hear and consider public comment on the information generated at the public workshops and review draft versions of the Plan Elements regarding the issues and Elements in the comprehensive plan issues. All meetings were open public meetings, advertised and held at a regular time and location.
- **Website.** Beginning in 2014, the City's has maintained a webpage titled [Navigate Bainbridge](#) which has provided background project information and resources, project updates, information on upcoming meetings and summaries of prior meetings, survey links, and a list of ongoing opportunities to get involved in the planning process.

4 SEPA Environmental Checklist



Part B: Environmental Elements

As described in the Section 3 (Proposal Overview), the proposed Comprehensive Plan Update is a GMA action and environmental review is being conducted in an integrated SEPA/GMA document. Environmental documentation contained in the Proposal Overview, Parts A and D of this Environmental Checklist, and the attached issue papers provide the basis for the City's threshold determination. Part B is not required to be completed in an integrated SEPA/GMA document [WAC 197-11-235(3)(b)] and is not included in this document

5 SEPA Environmental Checklist



Part D: Supplemental Sheet for Non-Project Actions

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment. When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

As a non-project action, the proposal would not directly impact water, air quality, noise or release of hazardous substances. However, project-level development envisioned by the plan could result in such impacts. Future project specific development proposals within the City that may result in impacts to vegetation would be reviewed consistent with the applicable provisions of the Bainbridge Island Municipal Code and City of Bainbridge Island SEPA procedures.

Proposed measures to avoid or reduce such increases are:

The draft Comprehensive Plan provides a policy framework that is intended to protect water, air quality, noise impacts and release of hazardous substances, described below:

Water. *Proposed policy guidance in the Plan's Eight Guiding Principles, the Environmental Element and Water Resources Elements carry forward and expands upon the direction established in the current Comprehensive Plan, including guidance related to water conservation and water recycling, preservation and enhancement of the City's shoreline areas, examination of streams and wetlands in a basin-wide approach, inventory of all significant drainage patterns, and restrictions on land surface modifications that would result in hydrology modifications or erosion. Draft goals and policies seek to protect water quality through working with neighboring jurisdictions and other partners, promoting the sustainable use of water resources, preventing pollution of surface and groundwater resources, ongoing inspection and maintenance of City sewer infrastructure and private septic systems, requiring best management practices and low impact development measures, striving to minimize impervious surfaces, protection of areas critical to aquifer recharge, and no net loss of wetland areas.*

Air. *The draft Comprehensive Plan's Eight Guiding Principles, Environmental and Transportation Elements goals and policies support maintaining high air quality through*

coordinated land use and transportation planning, and reduction in airborne particulates through a variety of measures.

Hazardous Materials. *The Draft Plan's the Plan's Eight Guiding Principles, Water Resources, Utilities and Environmental Elements policies support green energy and environmentally friendly construction practices to reduce potential for hazardous materials, as well as stormwater management best practices, on-going maintenance of sewer and septic systems, and continual protection and preservation of aquifer recharge areas.*

Noise. *The draft Comprehensive Plan's Environmental goals and policies seek to ensure that mixed use developments are designed and operated to minimize noise impacts, and to require buffering or other noise reduction to reduce noise impacts from commercial/industrial zones on residential areas.*

Please see also Chapter 6, Issue Papers #2 Environmental and Water Resources, #4 Transportation, and #5 Capital Facilities and Utilities.

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

As a non-project action, the proposal would not directly impact plants, animals or marine life. However, project-level development envisioned by the plan could impact plants, animals or marine life. Future project specific development proposals within the City that may result in impacts to vegetation would be reviewed consistent with the applicable provisions of the Bainbridge Island Municipal Code and SEPA procedures.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

The draft Comprehensive Plan's Eight Guiding Principles, Environmental and Water Resources Elements goals and policies seek to identify, plan and preserve habitat areas, including wildlife corridors and areas with healthy natural ecosystems; support participation in regional species protection efforts; encourage removal of invasive species and replanting with natural vegetation; and minimize stream alterations. These draft Principles and Elements also carry forward and expands upon goals and policies for tree preservation, including support for retention of mature trees, regulatory measures for tree preservation, educational outreach for planting and retention of trees, maintenance and enhancement of the City-owned trees, and consideration of off-site options in order to meet tree retention programs.

Please see also Chapter 6, Issue Paper #2 Environmental & Water Resources.

3. How would the proposal be likely to deplete energy or natural resources?

As a non-project action, the draft Comprehensive Plan would not deplete energy or natural resources. However, project specific development proposals within the City that may result in increased energy consumption and would be reviewed consistent with the City of Bainbridge Island SEPA procedures and requirements of the applicable service provider.

Proposed measures to protect or conserve energy and natural resources are:

The draft Comprehensive Plan's Guiding Principles, Environmental, Water Resources, Transportation and Utilities Elements provide support for energy conservation as a goal in the design or remodel of commercial, public and residential buildings, incentives for use of state-of-the-art energy conservation techniques in construction, green energy strategies and innovative approaches to conservation of resources, conversion of existing low-efficiency

buildings to cost-effective and environmentally sensitive technologies and energy sources, and working with Puget Sound Energy to encourage conservation and encourage renewable energy production. Please see also Chapter 6, Issue Papers #2 Environment and Water Resources, #4 Transportation and #5 Capital Facilities and Utilities.

- 4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

As a non-project action, the draft Comprehensive Plan would not directly impact the areas described above. The draft Comprehensive Plan provides a policy framework that is intended to preserve and enhance critical areas, plant and animal habitat, wetlands and floodplains.

The draft Comprehensive Plan is entirely contained within a designated urban growth area and does not adjoin any designated agricultural, forest or wilderness areas, nor to any wild and scenic rivers.

The draft Comprehensive Plan Land Use, Environmental and Transportation Elements support policy direction balance active space and passive recreation opportunities, develop a comprehensive multi-purpose trail system, support and encourage the management of Bainbridge Island's Community Forests, develop an integrated open space plan and promote stewardship of City-owned park land as well as the facilities owned and operated by the Bainbridge Island Municipal Park and Recreation District.

The draft Comprehensive Plan's Eight Guiding Principles, Land Use Element and Cultural Element proposes goals and policies intended to protect and celebrate Bainbridge Island's historic, cultural and archeological resources.

Proposed measures to protect such resources or to avoid or reduce impacts are:

Please see the response to question D.4, above and Chapter 6, Issue Papers #1 Land Use and Economic Vitality, #2 Environment & Water Resources.

- 5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The draft Comprehensive Plan continues and updates established land use policy for the City of Bainbridge Island. In general, the proposed update is intended to revise and refine the current GMA Comprehensive Plan policy direction to reflect changed conditions and evolving city policy since prior plan adoption. Existing adopted plans, such as the Bainbridge Island Shoreline Master Plan, are incorporated.

Proposed measures to avoid or reduce shoreline and land use impacts are:

Please see the response to question D.5, above and Chapter 6, Issue Paper #1 Land Use and Economic Development, and #2 Environment and Water Resources.

- 6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

As a non-project action, the draft Comprehensive Plan would not directly impact demand on transportation or public services or utilities. However, project-level development envisioned by the plan would generally increase motorized and non-motorized travel demand in the city.

Commuting to and from Bainbridge Island and other Kitsap county destinations would increase on State Route 305, while trips to Seattle via the Washington State Ferries also would increase. Project-level development would result in an increased demand for public services and utilities.

Proposed measures to reduce or respond to such demand(s) are:

New and amended policies call for multi-modal transportation system enhancements focusing on moving people and goods, not just automobiles; greater safety, options, and mobility for all users; an increased focus on operations, maintenance and management to preserve and maximize the capacity of existing facilities before expanding them; and a new focus on sustainability to minimize the negative impacts of transportation on the natural environment and public health. Level of service standards that consider the provision of non-motorized facilities, not only vehicle lanes, will support the completion of a network of multi-modal corridors in the city. For additional discussion, please see Chapter 6, Issue Paper #Transportation.

Proposed capital facilities goals and policies seek to provide adequate public facilities which address past deficiencies, anticipate growth needs, achieve acceptable levels of service, use fiscal resources efficiently and meet realistic timelines. Proposed utilities goals and policies emphasize effective management to provide reliable, quality service for city-owned facilities and effective coordination with other agencies for non-city owned facilities. Please see the discussion of public services and utilities in Chapter 6, Issue Paper # 5 Capital Facilities and Utilities.

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

In general, the proposal seeks to protect the environment, so conflicts with local, state or federal laws for the protection of the environment are not anticipated. As described in Chapter 3, the City's current Comprehensive Plan is designed to minimize environmental impacts to the natural and built environment that could result from future growth and development. In the proposed update, existing Guiding Principles and Elements goals and policies are carried forward, amended goals and policies, and new goals and policies, continue to focus on measures that eliminate or minimize the potential impacts of growth on the natural and built environment.

In addition, the draft Comprehensive Plan has been reviewed for consistency with the Washington Growth Management Act and the Kitsap County Countywide Planning Policies. No conflicts with local, state or federal laws for the protection of the environment have been identified

6 Environmental Issue Papers



Introduction

The City is using an integrated approach to conducting environmental review and amending the Comprehensive Plan. The issue papers contained in this chapter review existing and proposed policy changes and expand upon the SEPA Environmental Checklist, Part D., Supplemental Sheet for Non-Project Actions. Each issue paper begins with a summary table that highlights emerging issues and related SEPA implications, followed by a brief discussion of these issues. The relationship between the issue papers and comprehensive plan elements is shown in Table 4 below.

Table 4 Relationship between issue papers and Comprehensive Plan Elements

ISSUE PAPER	COMPREHENSIVE PLAN ELEMENT
# 1 Land Use and Economic Vitality	GUIDING PRINCIPLES & LAND USE ELEMENT
	GUIDING PRINCIPLES & ECONOMIC ELEMENT
# 2 Environment and Water Resources	GUIDING PRINCIPLES & ENVIRONMENTAL ELEMENT
	GUIDING PRINCIPLES & WATER RESOURCES ELEMENT
# 3 Housing	GUIDING PRINCIPLES & HOUSING ELEMENT
# 4 Transportation	GUIDING PRINCIPLES & TRANSPORTATION ELEMENT
# 5 Capital Facilities and Utilities	GUIDING PRINCIPLES & CAPITAL FACILITIES ELEMENT
	GUIDING PRINCIPLES & UTILITIES ELEMENT
# 6 Human Services and Cultural	GUIDING PRINCIPLES & HUMAN SERVICES ELEMENT
	GUIDING PRINCIPLES & CULTURAL ELEMENT

ISSUE PAPER #1 LAND USE AND ECONOMIC VITALITY

Introduction

The Guiding Principles and Policies provided over-arching direction to both of these Elements, specifically Guiding Principle #1 (*Preserve the special character of the Island, which include downtown Winslow's small town atmosphere, historic buildings, extensive forested areas, meadows, farms, marine views, and scenic and winding roads supporting all forms of transportation*) and Guiding Policy #6.3 (*Seek appropriate ways to provide economic opportunities for all community residents within a diversified Island economy.*)

In general, the policy language in the draft Land Use and Economic Elements is also consistent with the direction of the 2004 Comprehensive Plan. Changes were made to clarify and refine language, to ensure consistency with other city and regional planning documents. The environmental impacts of projects developed under the policy framework provided by the draft Land Use and Economic Elements would be minor. There is policy language in the draft Land Use Element designed to mitigate potential adverse environmental impacts. The Bainbridge Island Municipal Code also includes regulations to control environmental impacts associated with land use and development.

KEY ISSUES	POTENTIAL IMPACTS
LAND USE	
<i>Residential Land Capacity</i> Is the supply of vacant and re-developable land sufficient to accommodate the 20-year planned population/housing growth?	The 2016 Update does not propose any city-initiated changes to the 2004 Future Land Use Map (FLUM). Both the 2004 and 2016 FLUMs are consistent with the existing zoning map. The supply of vacant and re-developable land is sufficient to accommodate 20-year planned population/housing growth. See Attachment 1 – Land Capacity Estimates. Even if all of the docketed, privately initiated plan amendments were to be approved, they are so few in number and small in scale that no significant impacts are likely.
<i>Employment Land Capacity</i> Is the supply of vacant and re-developable land sufficient to accommodate the 20-year planned employment growth?	The 2016 Update does not propose any changes to the 2014 Future Land Use Map (FLUM). Both the 2004 and 2016 FLUMs are consistent with the existing zoning map. The supply of vacant and re-developable land is sufficient to accommodate 20-year planned employment growth. See Attachment 1 – Land Capacity Estimates. No significant impacts would occur.

KEY ISSUES	POTENTIAL IMPACTS
<i>Land Use Compatibility</i> Do the City's planned land uses impact compatibility?	There are no proposed amendments to the Future Land Use so no significant impacts would occur. Policy language in the draft Land Use Element and regulations in the City code would help to mitigate any minor compatibility impacts associated with growth and development.
<i>Community Character</i> Do planned land use patterns enhance community character?	The draft Land Use Element includes policy language for enhancing City character through other aspects of land use patterns, such as allowable uses, natural features and design elements. No significant negative impacts of these policies are anticipated.
<i>Health</i> Do planned land use patterns promote community health?	The draft Land Use Element includes policies that support active transportation, safe and attractive non-motorized connectivity between uses and amenities, development regulations that encourage integration of recreation space within multifamily development, public recreational facilities that are accessible to all Bainbridge Island residents, and increased access to healthy foods. No significant negative impacts of these policies are anticipated.
<i>Historic and Cultural Resources</i> Does planned population/housing growth pose a threat to the City's historic and cultural resources?	Policy language in the draft Land Use Element and City code seeks to protect and preserve historic, cultural and archeological resources in Bainbridge Island. No significant negative impacts of these policies are anticipated.
ECONOMIC VITALITY	
<i>Economic Development</i> Do the proposed economic development policies promote desired economic diversity and vitality?	Proposed policy language focuses on measures to strengthen a sustainable and diverse economy in Bainbridge Island. Many of the new policies address programmatic measures to support economic development in Bainbridge Island. In general, programmatic measures do not have any direct implications for the natural or built environment. To the extent that any of the policies might support or lead to physical development, any future project-level proposals would be subject to project-level environmental review. No significant adverse environmental impacts are anticipated.

Proposed Policies, Impacts and Mitigation

Land Use

Residential Land Capacity

Bainbridge Island has a net population target of 5,635 additional persons through 2036. This target, added to current population, would result in a 2036 residential population of 28,660 persons.

As part of the comprehensive plan update, the City estimated land capacity based on existing zoning. This analysis found capacity for an additional 6,814 people based on existing zoning. See Attachment 1.

Employment Land Capacity

The employment target for Bainbridge Island is 2,808. There is adequate capacity for 2,941 jobs by the year 2036, exceeding the employment target. See Attachment 1. The majority of future growth will likely be focused in the Winslow Urban Town Center, Lynwood Center or other designated centers.

Land Use Compatibility

Because the City of Bainbridge Island does not propose amendments to the Future Land Use Map as part of the Comprehensive Plan update, and because the scale and number of privately initiated amendments are so small, no significant changes are expected to the overall land use pattern in the city. The 2016 Future Land Use Map will essentially look like the 2004 Plan Future Land Use Map. See Figure 2. Some of the proposed policy language could lead to incremental differences in development standards and others focus on specific limited geographic areas where land use changes are anticipated to be compatible with the surrounding area. As such, no significant land use compatibility impacts are anticipated.

The draft Land Use Element includes goals and policies that support compatible development and includes specific guidance for residential, commercial and industrial compatibility. Existing regulations in the Bainbridge Island Municipal Code also provide for compatibility between adjacent land uses, and for mitigating traffic and noise impacts of new development. This policy and regulatory framework will help to mitigate any land use compatibility issues that arise as the City grows.

Community Character

The draft Comprehensive Plan's focus on community character begins with Guiding Principle #1 (*"Preserve the special character of the Island . . ."*). This direction is carried forward through policy language under draft Land Use Element Goal LU-1 and Policy LU 1.2 which seek to promote compatible development and respect historic character in the 10% of the Island's land area that contains Winslow and other designated centers. Draft policies call for user-friendly design standards for commercial and multifamily development and ensuring that public facilities support Bainbridge Island's community character and identity. For example, Policy LU 9.10 provides: *"The neighborhood centers should achieve a mix of neighborhood-scale businesses,*

public uses, and housing which are compatible with the scale and intensity of the surrounding residential neighborhood ...”

For the 90% of the Island’s land area that is outside designated centers, the draft Land Use Element seeks to promote compatible development that respects the green and open space character of this part of the Island. Goal LU-14 provides: *“Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.”*

The environmental impacts of these policies will depend upon how they are implemented, but are likely to result in environmental benefits and significant adverse environmental impacts are not anticipated.

Health

The draft Comprehensive Plan promotes land use and community design that encourages healthy and active living. The direction begins with 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.”* Supporting Land Use Element policy language seeks to provide a complementary mix of uses within mixed use designated centers that encourage active transportation, safe and attractive non-motorized connectivity between uses and amenities, development regulations that encourage integration of recreation space within multifamily development, public recreational facilities that are accessible to all Bainbridge Island residents, and increased access to healthy foods. For example, Policy LU 5.8 provides *“Adopt development standards and program public improvements to encourage walkability within each designated center and to the surrounding areas.”* The impacts of these policies will depend upon how they are implemented, but will likely be positive and may include reductions in vehicle emissions.

Historic and Cultural Resources

Bainbridge Island contains many buildings and sites that have historic and cultural value to the community. As the City grows, these resources could be lost if they are not protected. Policy language under Goals LU-21, LU-22, LU-23 and LU-24 in the draft Land Use Element include guidance for protecting, preserving and celebrating Bainbridge Island’ historic, cultural and archeological resources. The Bainbridge Island Municipal Code also includes provisions for protection and preservation of landmarks. No significant adverse environmental impacts are anticipated from these proposed policies.

Economic Vitality

The draft Economic Development Element addresses the coordinated actions that can improve the economic health and standard of living of a community. Key goals and policies address the following topics:

- **Diversified Economy**, with a focus on a balanced and sustainable economy (Goal EC-1)
- **Retail and Commercial** uses that serves the community’s needs for employment, goods and services (Goal EC-9)

- **Tourism**, emphasizing year-round opportunities for sustainable tourism consistent with the community's vision (Goal EC-11)
- **Jobs/Housing balance** that will enable the Island's service sector employees to live on the Island (Goals EC-5 and EC-8)
- **Manufacturing and Industrial** land use designations to encourage light manufacturing and ancillary commercial opportunities (Goal EC-15)
- **Agricultural land use designations** to enhance food security and recognize the importance of farming to the Island's history, landscape and culture (Goal EC-14, and Goals EN-19 and EN 21)
- **Arts, cultural and non-profit sector uses** that enhance the quality of life for all Islanders (Goal EC-4)
- **Remove/reduce Regulatory Barriers**, streamlining regulations and providing incentives to achieve desired results (Policy LU 6.6).

Many of the new policies address programmatic measures to support economic development in Bainbridge Island. In general, programmatic measures do not have any direct implications for the natural or built environment. To the extent that any of the policies might support or lead to physical development, any future project-level proposals would be subject to project-level environmental review. No significant adverse environmental impacts are anticipated.

ISSUE PAPER #2 ENVIRONMENT AND WATER RESOURCES

Overview and Summary

The purposes of the draft Environmental and Water Resources Elements are to provide policy guidance that integrates the natural and developed environments for a sustainable environment that supports all forms of life on the Islands by protecting the Island's sole source aquifer, air and water quality, and provides habitat for fish and wildlife, and comfortable and secure places for people to live and work.

These draft Elements add new goals and policies to address sustainability, climate change, water quality, fish and wildlife habitat, air, noise, and food security. Because these draft Elements strengthen existing goals and policies and address new and emerging issues, the overall impact is likely to be one of environmental benefit and significant adverse environmental impacts are not anticipated.

KEY ISSUES	POTENTIAL IMPACTS
ENVIRONMENT	
<i>Sustainability and Sustainable Building Practices</i> How do policies promote sustainability?	The Guiding Principles and draft elements include new and continued policy guidance on this topic. Policies address public education, regional collaboration, sustainable construction practices and energy conservation. Goals EN-1, EN-2, EN-4, and EN-5. The environmental impacts of these policies would likely be positive.
<i>Natural Hazards</i> Do policies limit the risks posed by natural hazards to people, property and the environment?	The draft elements expand upon existing policy guidance regarding natural hazards. New policies provide additional emphasis on geologic and flood hazards areas. Goals EN-6, EN-7, EN-8, and EN-9. The environmental impacts of these policies would likely be positive.

KEY ISSUES**POTENTIAL IMPACTS**

ENVIRONMENT

Air Quality and Climate Change
Do policies provide support for reducing greenhouse gas emissions and other air pollutants?

New climate change guidance is included in Guiding Policies #6 and #7 and carried forward in the Environmental Element. These policies support for a multi-pronged approach to climate change adaptation and mitigation. New air quality policies seek to maintain high air quality through coordinated land use and transportation planning, and to reduce the amount of airborne particulates. Goal EN-10.

The environmental impacts of these policies would likely be positive.

Tree Canopy
Do policies provide support to ensure that the City's tree canopy is maintained over time?

The draft Elements maintain and strengthen policy concepts from the current elements that support conservation and management of the Island's community forests. Goals EN-22 and EN-23.

The environmental impacts of these policies would likely be positive.

Other Emerging Issues
What other emerging environmental issues are addressed in the draft element?

Other issues addressed in the draft Environmental Element includes light pollution, noise and sea level rise. Light pollution measures support "dark sky" approaches and seek to minimize ambient light levels to protect ecological systems and public health. Noise policies seek to limit noise to levels that protect public health. Goal EN-11. Draft policy language promotes anticipation and preparation for the consequences of sea level rise. Goal EN-7.

The environmental impacts of these policies would likely be positive.

KEY ISSUES	POTENTIAL IMPACTS
WATER RESOURCES	
<i>Water Quality and Quantity</i> Do policies protect surface water quality and provide support for stormwater management best practices?	Guiding Policy 2.2 provides: “As part of long-range land use planning, consider the impacts of future development to the quality and quantity of groundwater that will be available to future Islanders and to the natural environment. To that end, strive for sustainable groundwater withdrawal, conserve aquifer recharge, guard against seawater intrusion, and prevent adverse impacts to ground water quality from surface pollution.” Goals in the draft Water Resources Element carry forward existing policy guidance calling for protecting the functional integrity of the City’s watercourses, wetlands, and aquifers is carried forward. The environmental impacts of these policies would likely be positive.
<i>Fish and Wildlife Habitat</i> Do policies protect fish and wildlife habitat?	The draft Water Resources Element expands policy guidance seeking to protect fish and wildlife habitat. Draft policies seek to preserve habitat areas, prohibit harmful pesticides, encourage the removal of invasive species and limit stream alterations. The environmental impacts of these policies would likely be positive.
<i>Marine Waters and Shorelines</i> Do policies provide for protection of marine waters and shorelines and consistency with the City’s Shoreline Master Program?	Policies for marine waters and shorelines are carried forward and include recognition of the goals and policies in the adopted Bainbridge Island Shoreline Master Program. The environmental impacts of these policies would likely be positive.

Proposed Policies, Impacts and Mitigation

Sustainability

The Guiding Principles provide over-arching policy direction to both of these Elements, specifically Guiding Principle #2 (*Protect the Water Resources of the Island*), 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*), and Guiding Principle #7 (*Reduce greenhouse gas emissions and increase the Island’s Climate Resilience*). These principles provide guidance to the policy language in the draft Environmental and Water Resources Elements and are consistent with and expand upon the direction of the 2004 Comprehensive Plan to protect, preserve and enhance the natural

environment. For example, Policy EN 1.8 provides: *“The City will consider the potential impacts of climate changes and its impacts in all decisions related to natural systems and environmental quality.”*

Sustainable Building Practices

The draft Land Use and Environmental Elements contain new policies to increase the sustainability and efficiency of building practices in Bainbridge Island, including policies that support energy conservation, promote the use of environmentally friendly construction practices, suggest the use of incentives for state-of-the-art energy conservation techniques, encourage projects that utilize green energy and water conservation strategies, promote sustainable building management and maintenance practices, and encourage existing buildings to become more energy-efficient. For example, Policy LU 5.4 provides: *“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.”*

Natural Hazards

The draft Elements expand upon existing policy guidance regarding natural hazards. Draft policies carry forward existing guidance for reducing exposure to hazards, minimizing reliance on public programs for disaster mitigation, protecting public and private property, saving lives and using community resources wisely. New policies provide additional emphasis on geologic and flood hazards areas. For example, Goal EN-8 provides: *“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.”*

Air Quality and Climate Change

Climate change is an issue that has become more prominent since the last major update of the City’s Comprehensive Plan. New Guiding Principles (Guiding Policies #6 and 7) support a multi-pronged approach to climate change adaptation and mitigation, public practices to reduce greenhouse gas emissions, identification of potential local climate change risks and impacts, development of adaptation strategies and maintaining current knowledge of climate change science.

New air quality policies seek to maintain high air quality through coordinated land use and transportation planning. For example, Policy EN 10.2 provides: *“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.”*

Tree Canopy

Bainbridge Island’s extensive tree canopy is part of the community’s identity. As the City grows and development patterns intensify, it is likely that the City will experience some tree loss. The draft element carries forward policy concepts from the current element that support tree retention, mitigate for tree loss and support education to encourage planting and retention of trees. For example, Goal EN-22 provides: *“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.”

Water Quality and Quantity

Guiding Principles and goals and policies in the draft Water Resources Element focus on protection and enhancement of water quality. Supporting policies address sustainable use of water resources; a drainage basin approach to maintaining and restoring hydrologic function; protection of groundwater quality; protection/preservation of wetlands, streams and water bodies critical to aquifer recharge; and striving for no net loss of wetland acreage, function and value. For example, Policy WR 1.2 provides: *“Groundwater, surface water, and stormwater are resources that shall be protected and managed to preserve water quality and quantity, and to retain natural ecological and hydrologic function to the maximum extent practicable.”*

Existing policy guidance calling for protecting the functional integrity of the City’s watercourses, wetlands, and aquifers is carried forward. Policies call for restrictions on land surface modifications and the rigorous application Island-wide of low impact development methods.

Fish and Wildlife Habitat

The draft Environmental and Water Resources Elements contains new policy guidance seeking to protect fish and wildlife habitat. Draft policies seek to identify, plan and preserve habitat areas, encourage the removal of invasive species and replanting of natural vegetation, and limit stream alterations in order to preserve habitat.

Marine Waters and Shorelines

Policies for marine waters and shorelines are carried forward and include recognition of the goals and policies in the adopted Bainbridge Island Shoreline Master Program. Other policies include guidance for restoration and enhancement of shoreline areas, together with guidance for access to the shorelines and water-dependent and water-related uses.

Other Emerging Issues

Other issues addressed in the draft Environmental and Water Resources Elements include light pollution, noise and Sea Level Rise. Light pollution measures support “dark sky” approaches and seek to minimize ambient light levels to protect ecological systems and public health.

Goal EN-13 provides: *“Preserve and enhance the view of the dark sky by controlling glare and light trespass.”* Goal EN-11 provides: *“Promote the reduction of cumulative noise impacts.”* Goal EN-7 provides: *“Anticipate and prepare for the consequences of sea level rise.”*

The environmental impacts of these policies would likely be positive.

ISSUE PAPER #3 HOUSING

Introduction

In general, the policy language in the draft Housing Element is consistent with the direction of the 2004 Comprehensive Plan. Changes were made to clarify and refine language, to ensure consistency with other city and regional planning documents, and to address emerging issues.

KEY ISSUES	POTENTIAL IMPACTS
<i>Housing Supply</i> Is the supply of vacant and re-developable land sufficient to accommodate the 20-year planned population/housing growth?	The supply of vacant and re-developable land is sufficient to accommodate 20-year planned population/housing growth. No significant impacts are anticipated.
<i>Housing Affordability</i> Do policies support and encourage the provision of housing for a variety of household incomes, including low income?	The draft Housing Element expands upon existing policy concepts that support and encourage provision of affordable housing, but the City's ability to control the cost of housing is limited.
<i>Housing Character</i> Do policies support community character?	The draft Housing Element carries forward existing policy language that supports community character. No significant adverse environmental impacts are anticipated.
<i>Housing Diversity</i> Do policies support a range of housing types that meet the community's needs?	The draft Housing Element expands on existing policy concepts that support housing diversity. From an environmental perspective, adverse impacts of these new policies are not expected to be significant, but specific impacts will depend on implementation.
<i>Special Needs Housing</i> Do policies address changing housing needs associated with an aging population and the problem of homelessness?	The draft Housing Element contains new policies in support of providing for people with special needs including policies that support housing and services for older adults, and persons with disabilities. From an environmental perspective, adverse impacts of these new policies are not expected to be significant, but specific impacts will depend on implementation.

Proposed Policies, Impacts and Mitigation¹

Housing Supply

Draft Guiding Principles and Policies provide direction to provide an adequate supply of appropriately zoned land must be provided to accommodate the City's housing growth target. Guiding Principle #3 provides: *"Foster diversity with a holistic approach to meeting the needs of the Island's and the human needs of the residents consistent with the stewardship of our finite environmental resources."* This direction is clarified by Guiding Policy 3.1 that provides: *"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."*

As part of the comprehensive plan update, the City estimated land capacity based on existing zoning. It is anticipated that existing capacity is sufficient to accommodate the City's residential target of 5,635 people. The draft element contains goals and policies calling for increasing the supply of housing. For example, Goal HO-4 provides: *"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."*

Housing Affordability

Approximately 28% of Bainbridge Island households earn less than 80% of Kitsap County AMI are "cost burdened"- spending more than 30% of household earnings on housing. When the match of rental stock to income levels is considered, the greatest need is for affordable housing for those earning less than 30% of the countywide AMI.

Cities have limited ability to control the cost of housing, but they can take actions to promote affordable housing. Policies in the draft Housing Element provide a variety measures to support the creation and maintenance of affordable housing and establish aspirational targets to measure progress toward providing a diversity of housing types and a supply of affordable housing. Goal HO-1 provides: *"Make steady progress toward the following aspirational targets for increasing the diversity of housing types and the supply of affordable housing."*

The draft Element includes policies aimed at the preservation of existing affordable stock, participation in regional efforts to meet affordable housing targets, supporting public/private agencies and partnerships to preserve and provide affordable housing, and encouraging a variety of affordable housing types. Draft policies also seek to require that affordable housing achieved through public actions remain affordable for as long as possible. Policies also consider the location of affordable housing, with a special focus on Winslow and other designated centers with good access to transit, employment, education and shopping. For example, Policy HO-6 provides: *"Facilitate the provision of a diverse affordable housing stock in all geographic areas of the community."*

¹ Unless otherwise noted, housing data provided in this paper is based on the [Bainbridge Island Housing Needs Assessment, April, 2016](#).

Proposed new housing policies also set specific targets for increasing the supply of affordable housing, advocate ongoing monitoring of progress and taking specific action if targets are not being met.

Housing Character

The draft Comprehensive Plan includes new policies that identify the need for a variety of housing types, illustrating and describing the different forms of housing including detached, stacked and attached housing. Policy HO 3.1 provides: *“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.”*

Other policies encourage housing types and design that reinforce and enhance the character and scale of established neighborhoods, support design guidelines or other measures to maintain appropriate character within the respective centers or conservation areas of the Island. Other policies facilitate compatibility, encourage programs to preserve the character and condition of existing housing, and support preservation of historically significant housing.

Housing Diversity

In Bainbridge Island, an estimated 80% of homes are single family detached, 19% contain two or more units and less than 1% are mobile homes. In the next 20 years, Bainbridge Island will require a variety of housing types to meet changing market demand and community needs. Factors that indicate an increased demand for greater housing diversity and supply include a lack of jobs/housing balance on the Island, trends for smaller households, a growing elderly population and increased ethnic diversity.

The 2004 Comprehensive Plan recognizes single-family detached residential units as the primary residential form in the City, and provides for higher density housing in Winslow and Lynwood Centers. The draft Future Land Use Map (see Figure 2) continues to provide guidance for single-family detached residential units to be the primary residential outside of Winslow and other designated centers. New policies in the draft plan place a greater emphasis on housing variety and diversity. For example, Goal HO-3 provides: *“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.”*

The draft Housing Element supports a variety of residential densities and housing types including mixed-use residential, cottages, duplexes, townhouses, accessory dwelling units (ADUs), tiny houses, co-housing, micro-units and conservation villages. Consistent with the 2004 Comprehensive Plan, draft Housing Element policies support location of higher density housing in the Island's designated centers near services and provide for flexibility in subdivision development to achieve public goals. Implementation of these policies could have the benefit of increased housing opportunity in the City. Compatibility impacts could result, but could also be

avoided if implementation occurs in concert with policy guidance related to neighborhood character and context-sensitive design guidelines.

Special Needs Housing

Over the 20-year planning timeframe, it is anticipated that there will be an increased demand for housing and services for older adults and people with special needs. Policies support accommodation for special needs housing throughout the city. For example, Goal HO-8 provides: *“Facilitate the siting and development of housing opportunities for special needs populations.”* Policy HO 8.2 provides: *“Support the development of programs to meet the housing needs of the developmentally, physically and emotionally disabled within the community.”*

The impacts of these policies would depend upon how they are implemented. They could improve the health and wellbeing of those with special needs and the community as a whole. Land use compatibility impacts could also result, but could be avoided if implementation occurs in concert with policy guidance related to neighborhood character and context-sensitive design guidelines.

For older adults, supporting policies seek to encourage the development of senior-friendly housing, promote a range of housing types and support ways for older adults and those with disabilities to remain in the community as needs change. If these policies are implemented in a way that significantly increases the number of seniors and people with disabilities to remain active within the community, there would likely be positive impacts to individual and community well-being.

ISSUE PAPER #4 TRANSPORTATION

Introduction

In general, the policy language in the draft Transportation Element is consistent with the current adopted policy. Changes were made to clarify and refine language, to ensure consistency with other city and regional planning documents, and to address emerging issues. The environmental impacts of projects developed under the policy framework provided by the draft Transportation Element would likely not be significant. There is policy language in the draft element designed to mitigate potential adverse environmental impacts. The City of Bainbridge Island Municipal Code also includes regulations to control environmental impacts associated with transportation projects.

KEY ISSUES	POTENTIAL IMPACTS
<i>Level of Service Standards</i> Are the transportation level of service standards in the Transportation Element consistent with the overall policy direction provided by the Transportation Element?	The level of service standards supports the draft Transportation Element's objectives of developing and operating an efficient transportation system that supports growth and provides safe facilities for all users. No major changes to level of service standards are proposed in the draft Element, thus no significant environmental impacts are anticipated.
<i>Consistency with Land Use Assumptions</i> Do existing and planned transportation facilities support the land use patterns outlined in the Land Use Element?	The draft Transportation Element carries forward current policy guidance supporting consistency between transportation and land use. The travel demand forecasts used to determine the capital facilities necessary to support planned growth are based upon the growth assumptions in the Land Use Element. The draft Transportation Element also adds new policy language to support county-wide and regional growth strategies. The impacts of the updated policy language would likely be neutral or positive.
<i>Safety and Mobility</i> How are safety and mobility considered for all modes of transportation?	The draft Transportation Element adds policies with an emphasis on mobility choices beyond the single occupant vehicle. Safety for pedestrians, bicyclists, and the disabled are include promoting a more multi-modal transportation system. The impacts of the updated policy language would likely be neutral or positive.

KEY ISSUES	POTENTIAL IMPACTS
<i>Operations, Maintenance, and Management</i> Is effective use of existing facilities prioritized over expansion?	The draft Transportation Element adds policies that support the utilization of existing facilities to the greatest extent possible before expansion of existing facilities or construction of new facilities. The impacts of the updated policy language would likely be neutral or positive.
<i>Sustainability</i> How are the natural environment and human health addressed with respect to increased demand for transportation?	New policies encourage the design and management of the city's transportation system to minimize the negative impacts of transportation on the natural environment, to promote public health and safety, and to achieve optimum efficiency. The impacts of the updated policy language would likely be neutral or positive.

Proposed Policies, Impacts and Mitigation

Level of Service Standards

Level of service (LOS) standards describe the amount, type or quality of facilities needed to serve the City; they establish a minimum threshold for provision of services and facilities. Policies in the draft Transportation Element, and its associated Island-wide Transportation Plan, set forth LOS standards for arterial corridors and for intersections and call for maintenance of those LOS. For example, Goal TR-6 provides: *“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.”*

The draft Transportation Element includes new policy language for focusing level-of-service standards on the movement of people and goods rather than just the movement of vehicles. This is consistent with other new policy language in the Element that supports greater mobility options within Bainbridge Island. However, neither the draft Transportation Element nor the Island-wide Transportation Plan (IWTP) propose changing any transportation Level of Service Standards for cars. The IWTP does add a new non-motorized LOS. Therefore, no significant environmental impacts are anticipated.

Consistency with Land Use Assumptions

The location and design of transportation infrastructure is one of the City’s key tools for implementing the Comprehensive Plan Land Use Map. The draft Transportation Element carries forward current policy guidance to ensure that transportation facilities are coordinated with the City’s land use needs. New draft policies recognize the role that the City’s transportation system has in supporting regional growth strategies. For example, Goal TR - 14 provides: *“Coordinate with local, regional, and 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. Also, Policy TR 14.2 provides: "Support the Puget Sound Regional Coordinating Council's (PSRC) long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system. The City should submit plans to PSRC for certification of consistency with regional long term planning."

Additionally, the draft Transportation Element adds new emphasis on using multimodal transportation systems to support land use objectives. For example, Goal TR-1 provides: *"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."*

The impacts of the updated policy language would likely be neutral or positive.

Support for Mobility Choices and Safety

Proposed transportation policies would strengthen existing policy language that supports mobility choices, including transit, pedestrian and bicycle modes of transportation. For example, Goal TR-2 provides: *"Provide the citizens of Bainbridge Island with 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. 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 existing neighborhoods."*

Other draft Policies under this goal include addressing non-motorized connectivity and community education, access to schools, siting and designing transit facilities for pedestrian and bicycle access, designing transportation facilities to be safe for all users including pedestrians and bicyclists, and improving local street design for walking and bicycling.

The draft Comprehensive Plan also emphasizes the importance of safety on the Island's transportation networks. For example, Goal TR-9 provides: *"Support the safe use of the transportation system by maintaining the roadway system and including necessary safety enhancements in transportation improvement projects."*

The impacts of the draft Transportation Element's new policy language will depend on how it is implemented, but would likely be positive and could include increased access to opportunities for physical activity, decreased vehicle emissions and increased transit ridership. The impacts of the updated policy language would likely be neutral or positive.

Operations, Maintenance, and Management

Proposed transportation policies support as a high priority the maintenance, preservation, and operation the city's transportation system in a safe and functional state. Maintenance and preservation policies address the preservation and operation of existing transportation systems to provide safe and efficient transportation while avoiding more costly major

reconstruction activities. For example, draft Policy TR 2.7 provides: *“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.”*

Transportation System Management policies focus on accommodating all modes of transportation including pedestrian facilities, bicycles and transit vs. relying solely on the automobile. The impacts of the updated policy language would likely be neutral or positive.

Sustainability

The draft Transportation Element includes new policy language that acknowledges the connection of transportation facilities to climate change. For example, the draft Transportation Element provides: *“Transportation is both a cause of climate change, and provides opportunity to mitigate 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.”* Goal TR-12 provides: *“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.”*

The impacts of the updated policy language would likely be neutral or positive.

ISSUE PAPER #5 CAPITAL FACILITIES AND UTILITIES

Introduction

The 2004 Comprehensive Plan provides some policy guidance for capital facilities and utilities, but also relies on a number of relevant functional plans that are incorporated by reference, including the City's Capital Facilities Plan. The draft Capital Facilities and Utilities Elements build on this foundation and incorporate by reference functional plans for City-owned public facilities and services including sewer, water and stormwater management. The environmental impacts of projects developed under the policy framework provided by the draft Capital Facilities and Utilities Elements would be minor. There is policy language in the draft elements designed to mitigate potential adverse environmental impacts. The Bainbridge Island Municipal Code also includes regulations to control environmental impacts associated with land use and development.

KEY ISSUES	POTENTIAL IMPACTS
CAPITAL FACILITIES	
<i>Consistency with Land Use and Public Service Assumptions</i> Do existing and planned capital facilities support land uses and level of service standards outlined in the Comprehensive Plan?	The draft Capital Facilities Element requires capital facilities to support the land use patterns envisioned in the Land Use Element and establishes level of service standards for public services. It includes policy guidance for coordinating with providers to ensure adequate services and for identifying and addressing deficiencies and future needs. No significant impacts would occur.
<i>Cost Impacts</i> Does the plan provide guidance for managing the cost impacts of growing demand for capital facilities in a way that is financially feasible?	The draft Capital Facilities Element provides policy guidance for ensuring that planned projects are financially feasible. These policies would likely have a positive impact on cost efficiency.
<i>Infrastructure Lifespan and Changing Conditions</i> Does the plan consider the potential impacts of changing conditions on infrastructure lifespan?	The draft Capital Facilities Element supports resilient capital facilities and consideration of the potential impacts of future climate conditions. These policies would likely have a positive impact on the lifespan of infrastructure.

UTILITIES

Utility System Capacity

Do existing and planned utility systems provide sufficient capacity to accommodate the City's 20-year population and employment targets?

The draft Utilities Element includes policy language supporting the provision of adequate utility services that support City land use plans. No significant impacts are expected.

Energy Conservation

Does the plan support City goals for energy conservation?

The draft Utilities Element encourages conservation of energy resources and reduced energy consumption. These policies would likely have positive environmental impacts.

Changing Telecommunications Needs

Does the plan address changing telecommunications needs in the community?

The draft Utilities Element recognizes a need for improved telecommunication in Bainbridge Island services such as high speed internet and include policy guidance for the City to evaluate ways to address this. The potential impacts of this policy guidance would depend upon how it is implemented, but would likely be minor.

Proposed Policies, Impacts and Mitigation

Utilities

The draft Utilities Element provides a framework for the provision of utility services within the City, including power, telecommunications and natural gas. Utility service providers on Bainbridge Island include Puget Sound Energy and various telecommunications providers.

Utility System Capacity

As the City grows, the utility systems serving Bainbridge Island may need to increase capacity in order to meet demand. The draft Utilities Element calls for working with utility providers to meet the needs of residents and businesses and to support the City's present and future land use patterns. While the City does not have direct control over utility services provided by other entities, there are tools it can use to meet this objective. Goal U-1 provides: *"Ensure that reliable utility services are available to all Bainbridge Island residents."* Goal U-8 provides: *"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 to address utility needs"*

These policy concepts are consistent with the current plan, thus no significant environmental impacts are anticipated.

Energy Conservation

The draft Comprehensive Plan supports goals for energy conservation. Energy conservation has environmental benefits such as reduced air pollution associated with coal-fired power plants

and sustainable management of clean energy resources such as water and natural gas. Policy U 14.2 provides: *“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.”* In addition, Policy U 11.8 provides: *“The City should promote conservation measures through education and regulation with emphasis on reducing peak seasonal irrigation demand.”*

Specific strategies include encouraging new development to use energy-efficient and cost-effective technologies, encouraging the use of solar energy and considering incentive programs to seek and implement alternative energy resources in building and site design. Policy U 14.5 provides: *“Encourage the electric service provider 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.”*

These policies would likely have positive environmental impacts.

Changing Telecommunication Needs

As telecommunications technology changes there is a need to update telecommunications infrastructure in order to provide quality service for residents and businesses. Policy U.16.5 provides: *“The City expects all providers to regularly evaluate the capacity of their facilities 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 patterns in the City.”*

The draft Utilities Element calls for exploring options for improving telecommunication services in Bainbridge Island, with high speed internet as a high priority. Policy U 16.6 provides: *“Recognizing the importance of internet capabilities in all aspects of the lives of its citizens, the City should seek internet service of the highest standard for its citizens.”*

The potential impacts of this policy guidance would depend upon how it is implemented, but would likely be minor.

Capital Facilities

The Capital Facilities Element provides a long-range strategy for providing adequate public facilities and services to support development, including estimated costs and methods of financing. Capital facilities on Bainbridge Island are provided by the City and by other entities, including the Bainbridge Island School District, Bainbridge Island Fire District, Bainbridge Island Municipal Parks District, and the Kitsap Public Utility District. The City collaborates with these providers to ensure that growing demand does not decrease levels of service below established standards, and that there are financially feasible plans in place to pay for needed facilities improvements.

Consistency with Land Use and Public Service Assumptions

The draft Capital Facilities Element provides policy guidance to ensure consistency with land use and public service assumptions. GOAL CF-2 provides: *“Provide the capital facilities need to direct and serve future development and redevelopment.”* Goals call for capital facilities to

support existing and new development envisioned in the Land Use Element, and Policies provide guidance for the City to work with other providers to achieve this goal.

The draft plan does not propose any significant changes to land use patterns or capital facilities policy guidance, and as such no significant impacts are anticipated.

Cost Impacts

Policy concepts in the draft Capital Facilities Element support the financial feasibility of capital facilities projects. GOAL CF-3 provides: “Prudently manage fiscal resources to provided needed capital facilities.” Policy CF-3.1 calls for a balanced approach to funding sources, including various sources of public funding and developer installed improvements. Policy CF 3.6 supports the use of potential new revenue sources, including impact fees, transportation benefit districts, local improvement districts and voter-approved revenues. In the event that funding sources are anticipated to be inadequate to meet capital facility needs, Policy CF 3.7 provides a reassessment strategy in situations where a funding shortfall may occur. The impact on cost efficiency of these policy concepts would likely be positive.

Infrastructure Lifespan and Changing Conditions

The draft Capital Facilities Element includes new policy language to address issues that have become more prominent since the last comprehensive plan update, such as the potential impacts of changing conditions like climate change, technological change and man-made disasters. GOAL CF-4 provides “*Public facilities constructed on Bainbridge Island will meet appropriate safety, construction, energy conservation, durability and sustainability standards.*” These new policy concepts will likely have positive impacts on infrastructure lifespan.

ISSUE PAPER #6 HUMAN SERVICES AND CULTURE

The Goals and Policies in the Human Services and Cultural Elements are programmatic in nature. They express the importance of programs to serve both the human service and cultural needs of the community, however they do would not directly result in any physical outcomes that would create potential impacts.

A number of the policies in Human Services and Cultural Elements do support policies in other Elements, such as Land Use, Housing and Economic Development. Potential impacts attributable to those other Elements are discussed above in Issue Papers 1 (Land Use and Economic), 3 (Housing), and 5 (Capital Facilities Element).

The Cultural Element supports the priorities in the Housing Element to provide housing alternatives to enable local artists to live and work in the community. Other policies reinforce the Land Use Element's focus on designated centers as appropriate locations for civic structures and activities. Policy CUL 1.4 provides: *"Support the emergence of cultural spaces Island-wide, especially in designated centers, where they are accessible to a broad range of people, encouraging both informal and planned gatherings and recreation."*

The Cultural Element also acknowledges that the capital projects described in the Capital Facilities Element provide opportunities for placemaking through the 2% for Art program. Policy CUL 6.3 provides: *"Include public art in appropriate City capital projects."*

The Human Services Element complements the Housing Element, which deals with the development, retention and construction of *affordable housing*. Goal HS-3 provides: *"Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in affordable housing, but also enables people at risk or in crisis situations to remain in their existing housing."*

7 SEPA Environmental Checklist



Part C: Signature

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature Jennifer E. Sutton

Name of Signee: Jennifer E. Sutton, AICP

Position and Agency/Organization: Senior Planner, Department of Planning and Community Development, City of Bainbridge Island

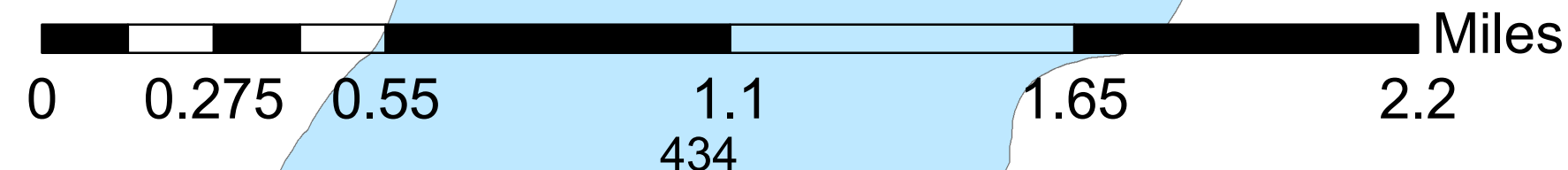
Date Submitted: 8/25/14

ATTACHMENT 1

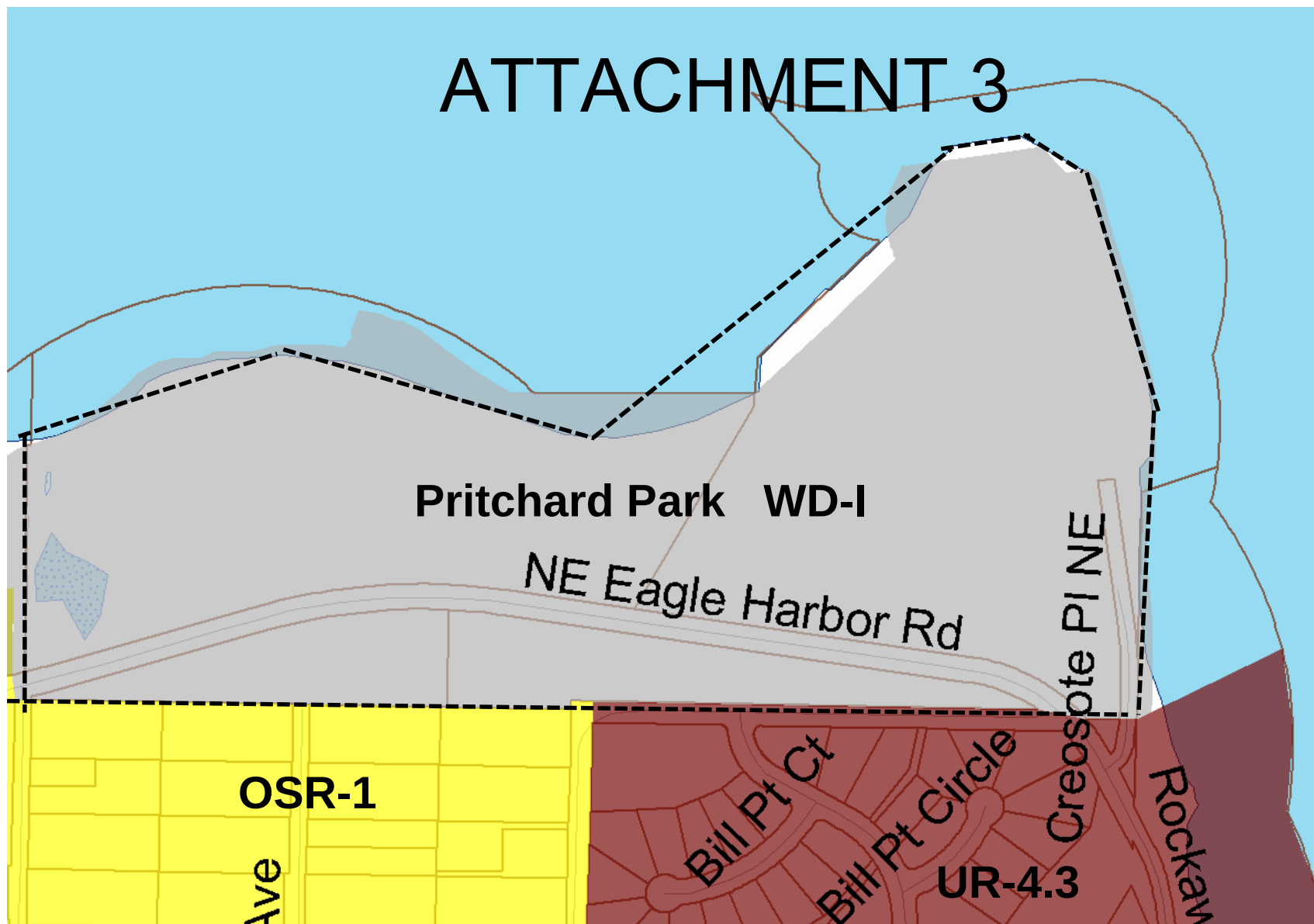
2014 Kitsap County Buildable Lands Report & Residential Capacity Analysis	
2036 Bainbridge Island Population Estimate	28,660 persons
2010-2036 Allocated Population Growth	5,635 persons
Current Residential Land Capacity	6,814 persons (+1,179 persons)
2036 Population Capacity/Demand Ratio	1.21

2014 Kitsap County Buildable Lands Report & Commercial Capacity Analysis	
Adopted 2036 Population/ Employment Ratio	2.65
2036 Employment Target	2,808 jobs
Current Industrial Land Capacity	201 jobs
Current Commercial Land Capacity	2,739 jobs
Total Employment Capacity with Current Zoning	2,941 jobs (exceeds target)

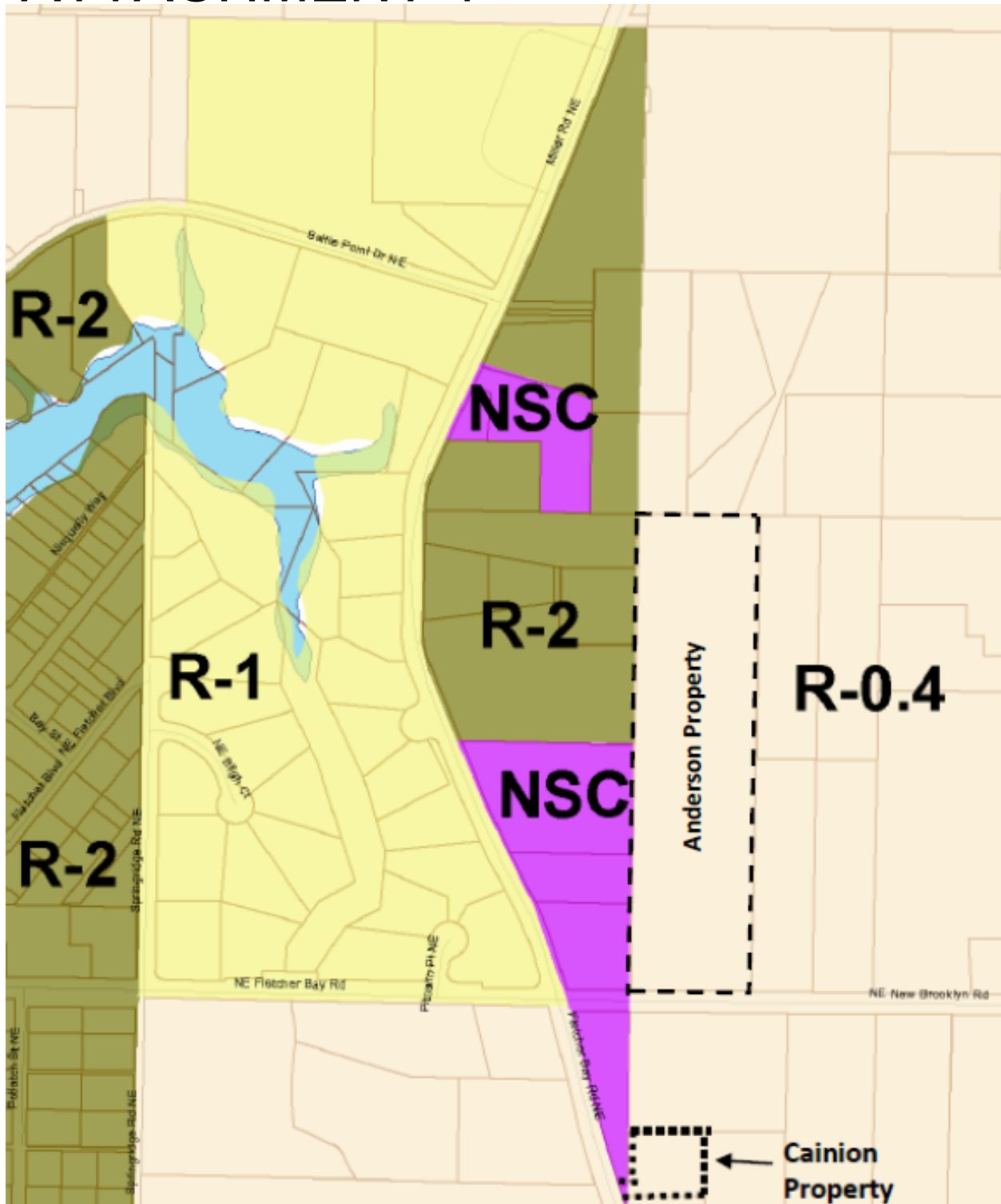
Parkland and Zoning Overview



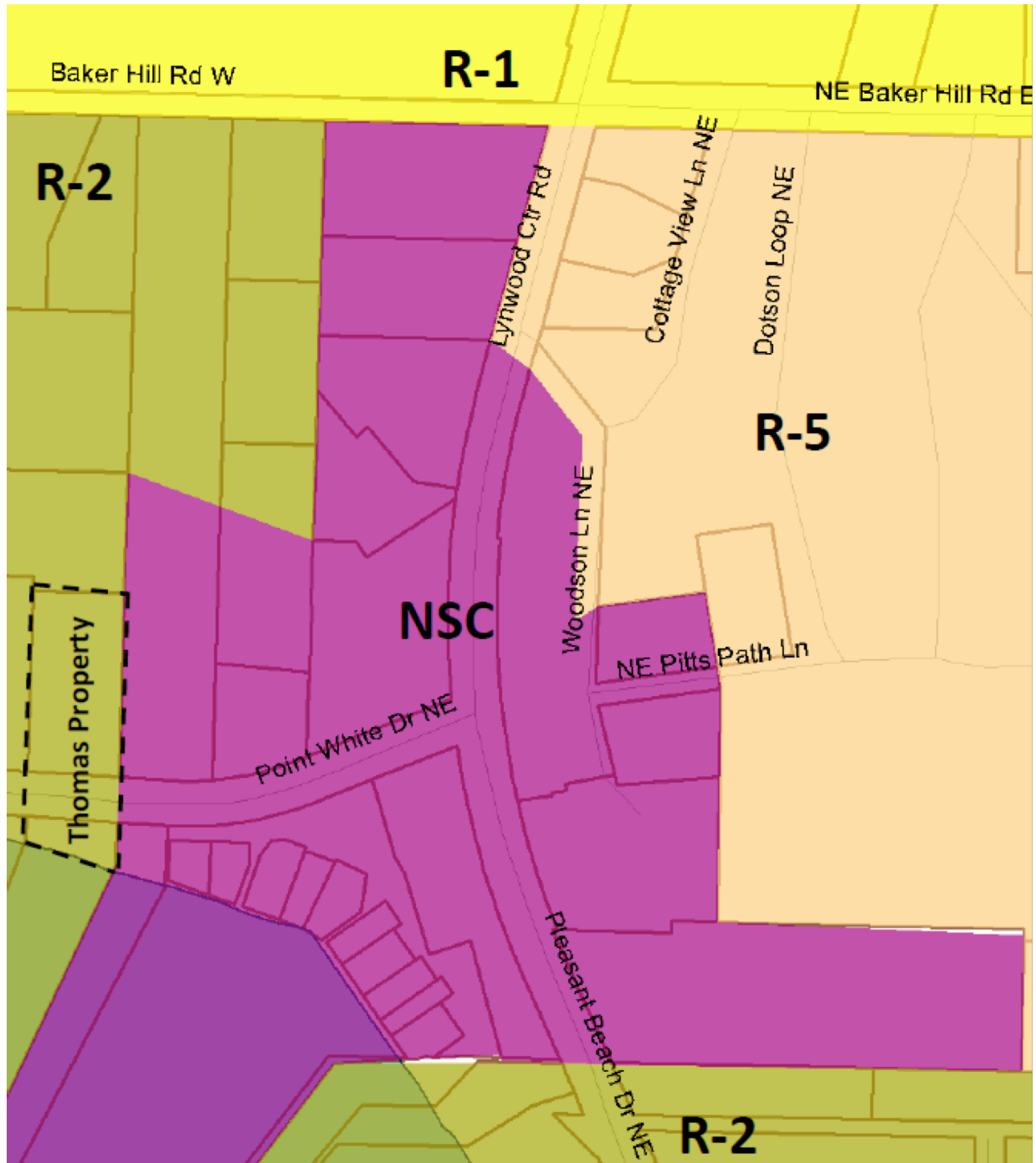
ATTACHMENT 3



ATTACHMENT 4



ATTACHMENT 5



ATTACHMENT 6

