



**CITY COUNCIL STUDY SESSION
TUESDAY, MARCH 01, 2022**

REMOTE MEETING ON ZOOM

PLEASE CLICK THE LINK BELOW TO JOIN THE WEBINAR:
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/92947338351](https://bainbridgewa.zoom.us/j/92947338351)
OR TELEPHONE: US: +1 253 215 8782
WEBINAR ID: 929 4733 8351

AGENDA

1. **CALL TO ORDER / ROLL CALL - 6:00 PM**
2. **APPROVAL OF AGENDA / CONFLICT OF INTEREST DISCLOSURE - 6:05 PM**
3. **REGULAR BUSINESS**
 - 3.A **(6:10 PM) Review 2044 Initial Growth Target Setting Process Overview - Planning**, 60 Minutes
[Bainbridge Island Presentation - March 2022.pptx](#)
[Staff Memo for Council.pdf](#)
4. **COMMITTEE REPORTS - 7:10 PM**
5. **ADJOURNMENT - 7:20 PM**

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

Guiding Principle #2 - Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.

Guiding Principle #3 - Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.

Guiding Principle #4 - Consider the costs and benefits to Island residents and property owners in making land use decisions.

Guiding Principle #5 - The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

Guiding Principle #6 - Nurture Bainbridge Island as a sustainable community by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Guiding Principle #7 - Reduce greenhouse gas emissions and increase the Island's climate resilience.

Guiding Principle #8 - Support the Island's Guiding Principles and Policies through the City's organizational and operating budget decisions.



City Council meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the City Clerk's Office at 206-780-8604 or cityclerk@bainbridgewa.gov by noon on the day preceding the meeting.



CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill

MEETING DATE: March 1, 2022

ESTIMATED TIME: 60 Minutes

AGENDA ITEM: (6:10 PM) Review 2044 Initial Growth Target Setting Process Overview - Planning,

SUMMARY: The purpose of tonight's City Council discussion is to provide an overview to the City Council about the preliminary 2044 population and employment growth target process. This discussion has begun at the Kitsap Regional Coordinating Council (KRCC) level, including at the KRCC Land Use Planning Policy Committee (PlanPOL). KRCC staff will be providing an overview presentation to the City Council. KRCC and City planning staff will then assist the City Council to determine what methodology or information to use to determine what 2044 population and growth estimates the City should put forward through the ongoing KRCC discussions.

Using existing data, City staff has put forward an option for 2044 population forecasts for City Council consideration. The 2044 population forecast number can then be advanced at the March 15, 2022 Plan POL meeting. Additional work on employment methodology would follow at the appropriate discussion time.

AGENDA CATEGORY: Discussion

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION: I move to recommend that we utilize the following method to estimate 2044 population growth, for the purposes of ongoing countywide discussion at KRCC and Plan POL:

Traditional Growth: Using this method, the 2044 Population Forecast is 29,349 persons, a 2020-2044 population growth of 4,524 additional persons.

STRATEGIC PRIORITY:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND: See attached Staff Memo.

ATTACHMENTS:

[Bainbridge Island Presentation - March 2022.pptx](#)

[Staff Memo for Council.pdf](#)

FISCAL DETAILS:

Fund Name(s):

Coding:



Kitsap Regional Coordinating Council

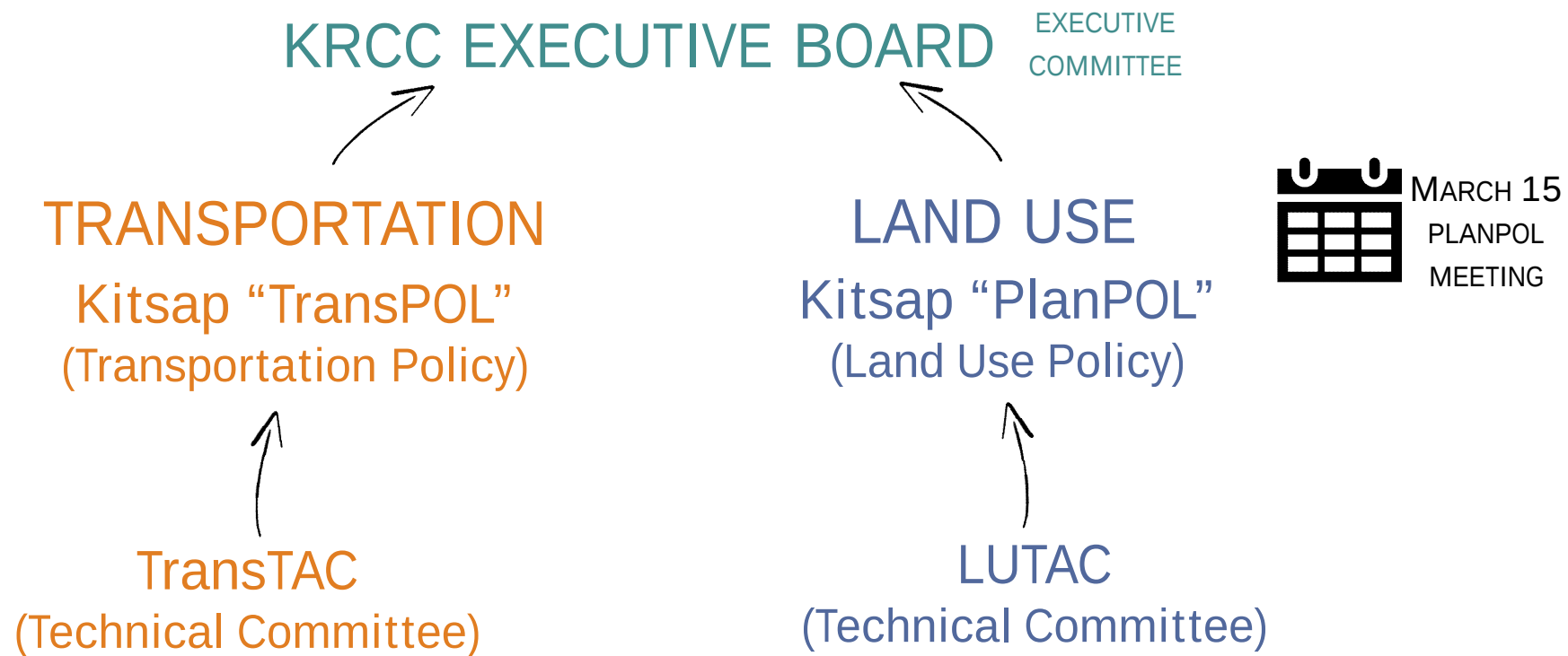
2044 INITIAL GROWTH TARGETS

Bainbridge Island City Council Study Session
March 1, 2022

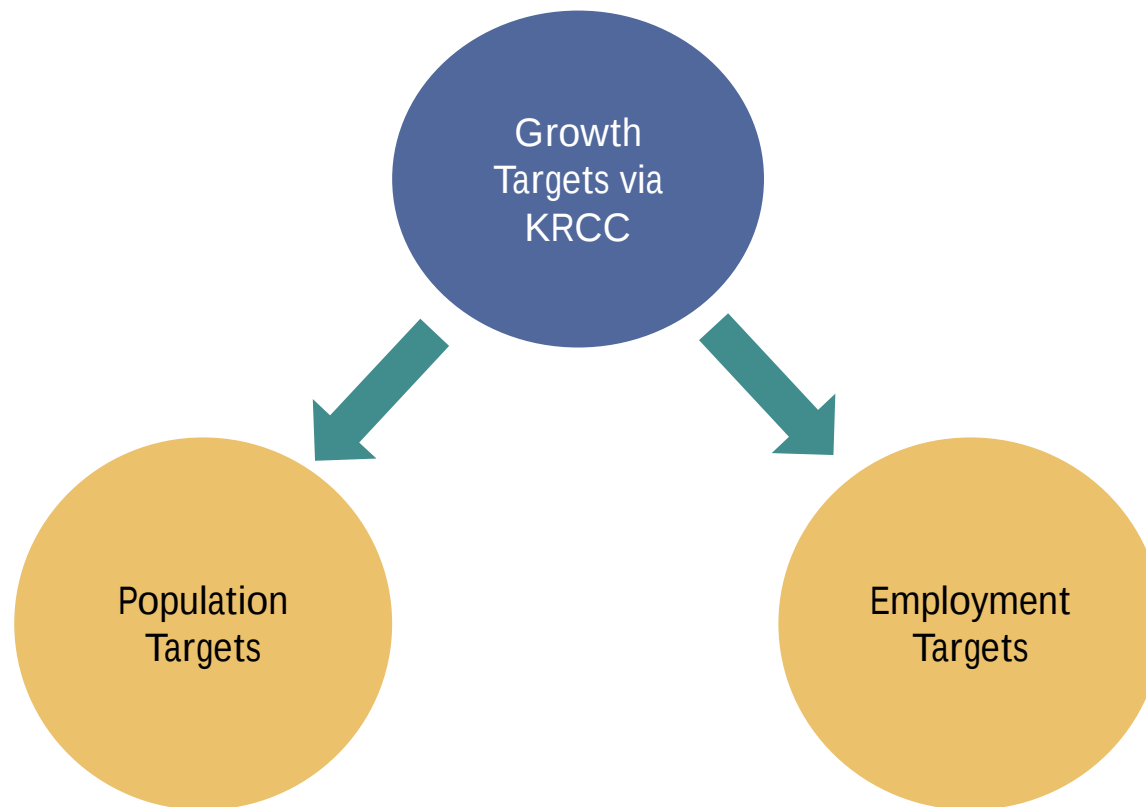
PRESENTATION GOALS

- Share context regarding the Kitsap Regional Coordinating Council, Puget Sound Regional Council and Growth Management Act re: population and employment targets.
- Provide the Council with an overview of key requirements for growth target setting.
- Describe the process for developing population and employment targets.
- Help prepare Bainbridge Island representatives for the March 15 KRCC Planning Policy Committee (PlanPOL) meeting
- Answer questions from the Council.

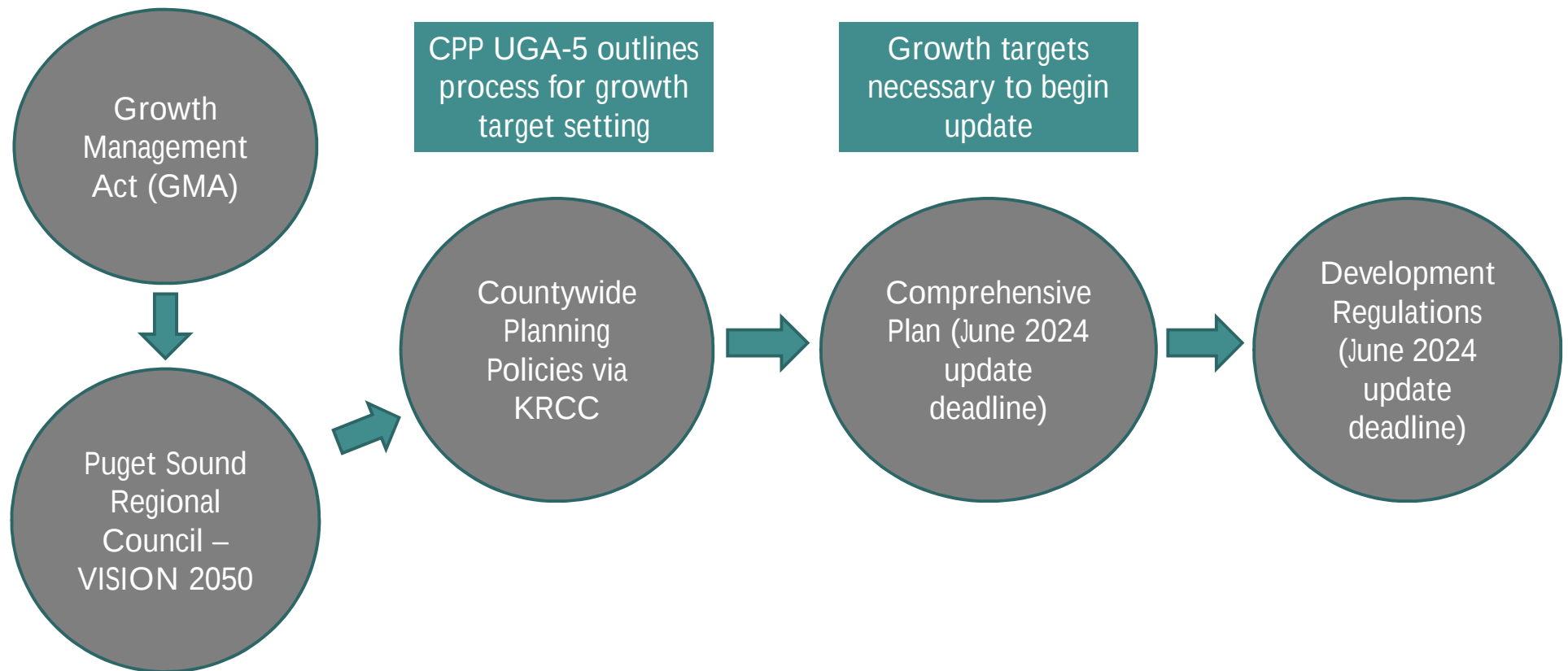
KITSAP REGIONAL COORDINATION COUNCIL STRUCTURE



GROWTH TARGET SETTING OVERVIEW



GROWTH TARGET SETTING OVERVIEW



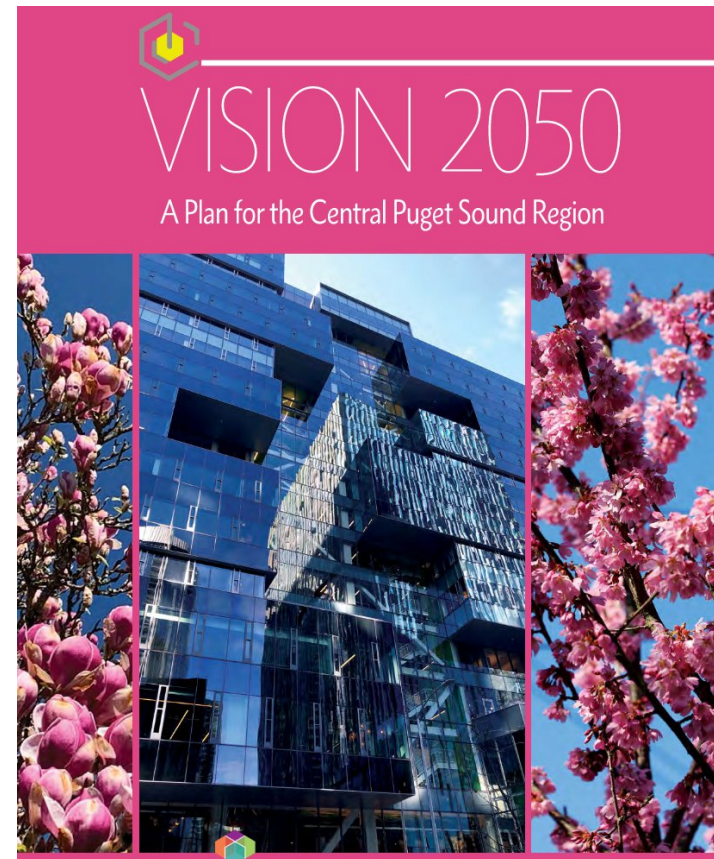
GROWTH MANAGEMENT ACT – PROVIDES BASE REQUIREMENTS

RCW 36.70A.110 – Comprehensive Plans – Urban Growth Areas

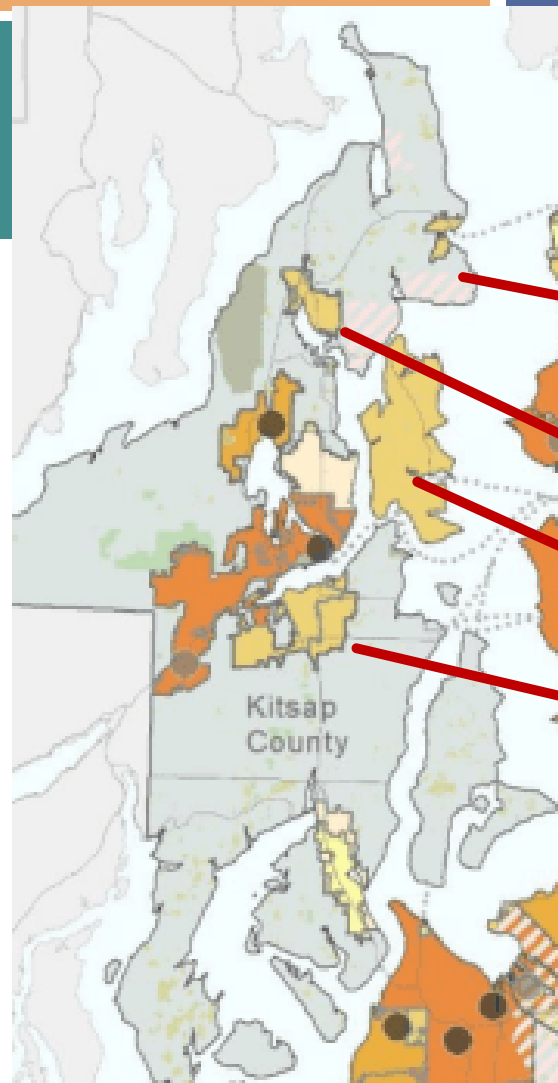
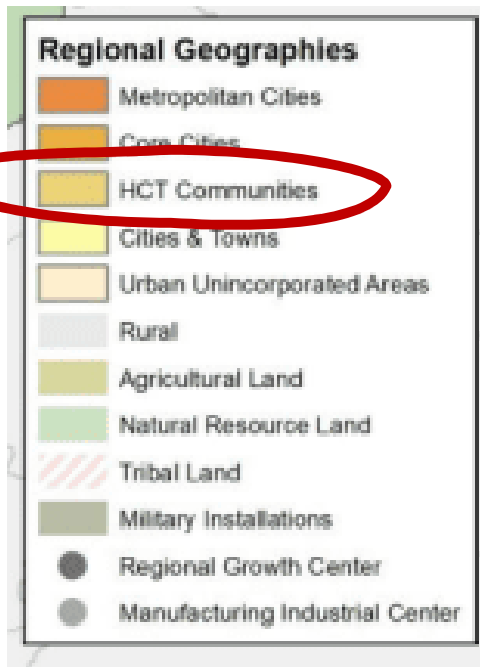
(2) Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period...As part of this planning process, each city within the county must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses.

VISION 2050 - HOW DOES IT FIT IN?

- VISION 2050's multicounty planning policies and regional growth strategy further guide how the four-county region grows.
- Allocates growth by Regional Geography
- Growth Management Act and PSRC differences/similarities



REGIONAL GEOGRAPHIES



Kingston

Poulsbo + Urban
Growth Area (UGA)

Bainbridge

Port Orchard + UGA

“High Capacity
Transit Communities”

Figure 1 Regional Growth Strategy — Population Growth 2017–2044 (Illustrative)

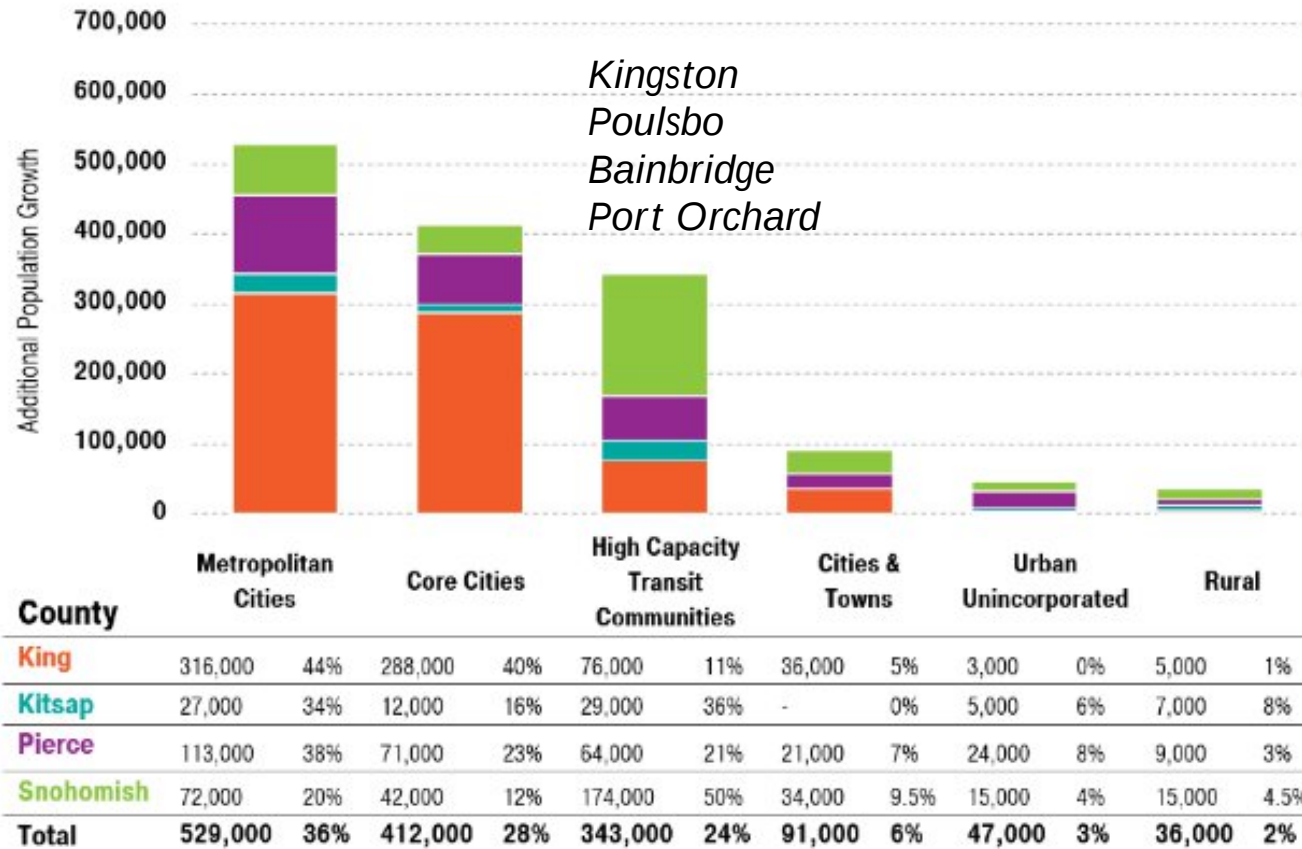
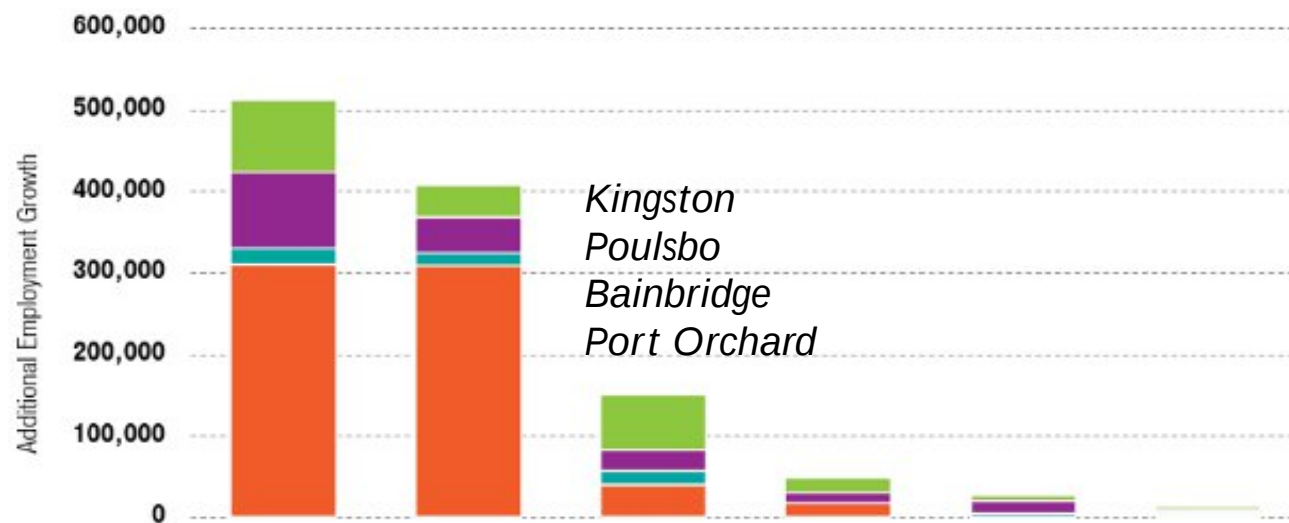


Figure 2 Regional Growth Strategy — Employment Growth 2017–2044 (Illustrative)



County	Metropolitan Cities		Core Cities		High Capacity Transit Communities		Cities & Towns		Urban Unincorporated		Rural	
King	250,000	46%	248,000	45%	32,000	6%	14,000	3%	1,000	0%	2,000	0%
Kitsap	16,000	35%	12,000	26%	14,000	32%	-	0%	1,000	2%	2,000	5%
Pierce	76,000	48%	35,000	23%	23,000	15%	10,000	7%	9,000	6%	3,000	2%
Snohomish	71,000	39%	31,000	17%	55,000	30%	14,000	8%	6,000	2%	3,000	2%
Total	412,000	44%	327,000	35%	124,000	13%	39,000	4%	17,000	2%	10,000	1%

RGS ALLOCATIONS VS. CURRENT 2036 POPULATION DIST. (CPP)

RGS - VISION 2050

- Metropolitan Cities 34% – Bremerton and Bremerton UGA
- Core City 16% – Silverdale
- High-Capacity Transit Communities 36% – Bainbridge Island, Kingston, Port Orchard & Port Orchard UGA, Poulsbo and Poulsbo UGA
- Urban Unincorporated 6%
- Rural Areas 8%

Current adopted targets – 2036

- Metropolitan Cities 23% – Bremerton and Bremerton UGA
- Core City 11% – Silverdale
- High-Capacity Transit Communities 35% – Bainbridge Island, Kingston, Port Orchard & Port Orchard UGA, Poulsbo and Poulsbo UGA
- Urban Unincorporated 8%
- Rural Areas 23%

RGS ALLOCATIONS VS. CURRENT 2036 EMPLOYMENT TARGETS (CPP)

RGS – Vision 2050

- Metropolitan Cities 35% – Bremerton and Bremerton UGA
- Core City 26% – Silverdale
- High-Capacity Transit Communities 32% – Bainbridge Island, Kingston, Port Orchard & Port Orchard UGA, Poulsbo and Poulsbo UGA
- Urban Unincorporated 2%
- Rural Areas 5%

Current adopted targets -2036

- Metropolitan Cities 42% – Bremerton and Bremerton UGA
- Core City 20% – Silverdale
- High-Capacity Transit Communities 27% – Bainbridge Island, Kingston, Port Orchard & Port Orchard UGA, Poulsbo and Poulsbo UGA
- Urban Unincorporated 3%
- Rural Areas 8%

NEXT STEPS

Month	March	April	May	June
Meeting	PlanPOL	PlanPOL	KRCC Board	KRCC Board
What	Review <i>initial</i> growth targets	Recommend growth targets to KRCC Board	Review recommended growth targets	Approve growth targets



QUESTIONS?

SOPHIE GLASS
KRCC TECHNICAL DIRECTOR
SGLASS@KITSAPREGIONALCOUNCIL.ORG





DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

Date: February 25, 2022

To: City Council
via Blair King, City Manager

From: Jennifer Sutton, AICP, Senior Planner
Mark Hofman, AICP, Interim Director

Subject: Discussion of 2044 Growth Target Process

I. MEETING PURPOSE

The purpose of tonight's City Council discussion is to provide an overview to the City Council about the preliminary 2044 population and employment growth target process. This discussion has begun at the [Kitsap Regional Coordinating Council \(KRCC\)](#) level, including at the [KRCC Land Use Planning Policy Committee \(PlanPOL\)](#). KRCC staff will be providing an overview presentation to the City Council. [KRCC](#) and City planning staff will then assist the City Council to determine what methodology or information to use to determine what 2044 population and growth estimates the City should put forward through the ongoing [KRCC](#) discussions.

II. GROWTH TARGETS AND GMA

The [Washington State Growth Management Act \(GMA, RCW 36.70A\)](#) requires that for communities planning under the act, that Comprehensive Plans are updated every 8 years (known as the periodic update). The Comprehensive Plans are crafted to plan for 20-years into the future for land use, transportation, and other capital facilities. Twenty-year population and employment forecasts are generated at a countywide-level, and then counties and their cities coordinate to divide up county-wide growth between cities and counties.

[Existing City Comprehensive Plan: Planning for 2036](#)

The City's [existing Comprehensive Plan \(Plan\)](#) was completed in early 2017 and plans for growth through 2036. The population and employment growth of the current Plan is summarized in the tables found on [page 18 of the](#)

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

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

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

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

[Introduction](#) (at right), and acknowledged again at the beginning of the [Land Use Element](#) (see Goal LU-1 and Policy LU 1.1 below).

GOAL LU-1
Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents and 2,808 additional jobs from 2010-2036 and at the same time promote and sustain high standards that will enhance the quality of life and improve the environment of the Island.

Policy LU 1.1
The City accepts the *Kitsap Regional Coordinating Council (KRCC)* population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons and 2,808 jobs by the year 2036.

The City’s next periodic Comprehensive Plan update will be completed by June 30, 2024 and will look out 20-years to 2044.

III. FORECASTING 2044 BAINBRIDGE ISLAND GROWTH
Population forecasting is not an exact science. City staff recommends utilizing recent population data and information gleaned from the recently completed [Kitsap Buildable Lands Report \(BLR, Nov. 2021\)](#) to develop 2044 population forecasts (see below).

Population Forecasting: Using Bainbridge Island Population Data	
Current Comprehensive Plan: 2036 Population	28,660 people
2020 BI Census Population	24,825 people
2020 BI Population Capacity (Exhibit 40, BLR)	5,301 people
2013-2020 BI Annual Growth Rate	1.007%
Estimating 2044 Population Growth	
2044 BI Population Estimate at 1.007% Annual Growth	29,349 people

Methods for Forecasting 2044 Population Growth
Using existing data (see table above), City staff puts forward an option for City Council consideration.

Traditional Growth: Forecast 2020-2044 population growth using the current (2013-2020) annual growth rate of 1.007%. Using this method, the 2044 Population Forecast is **29,349 persons**, a 2020-2044 population growth of **4,524 additional persons**.

Through [KRCC](#), the City is coordinating with Kitsap County and other Kitsap cities, Bremerton, Port Orchard and Poulsbo, on this effort. The County and its Cities are also coordinating under [Vision 2050](#), the regional growth strategy developed by [Puget Sound Regional Council \(PSRC\)](#). Bainbridge Island is identified as one of four Kitsap a *High Capacity Transit Communities (HCTC)* in [Vision 2050](#), which calls for Kitsap HCTCs to accommodate 36% of 2044 countywide growth. Therefore, is coordinating with the other 3 HCTCs (Port Orchard, Poulsbo, and Kingston [Kitsap County]) to account for that amount of growth. [PSRC](#) has estimated that total Kitsap HCTC 2044 population growth of an additional 24,368 persons.

It should be noted that this current work at [KRCC](#) is relying on the 2044 growth estimates modeled by [PSRC](#). Washington State Office of Financial Management (OFM) anticipates release its 2044 countywide growth forecasts in December 2022 or soon thereafter. The County and its cities, through [KRCC](#), may need to adjust the 2044 growth targets to align with OFM forecasts.

IV. NEXT STEPS:

The City Council should discuss what information and methodology the City should use at this time to estimate the City's 2044 population forecast. This topic will be discussed at the March 15, 2022 Plan POL meeting. Using existing data, City staff has put forward the following option for City Council consideration, described above.

Traditional Growth: Using this method, the 2044 Population Forecast is **29,349 persons**, a 2020-2044 population growth of **4,524 additional persons**.