



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, JUNE 11, 2015
6:00 p.m.-9:00 p.m.
CITY COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WASHINGTON**

- 6:00 PM CALL TO ORDER**
Call to Order, Agenda Review, Conflict Disclosure
- 6:05 PM PUBLIC COMMENT**
Accept Public Comment on off agenda items
- 6:20 PM ORDINANCE 2015-16, ACCESSORY DWELLING UNIT REGULATIONS**
Study Session
- 7:00 PM REVIEW PROCESS FOR 2016 COMPREHENSIVE PLAN UPDATE**
Discussion
- 7:15 PM 2016 COMPREHENSIVE PLAN UPDATE**
- Review proposed changes to and make recommendations on the *Introduction*
 - Continue discussion of *Land Use Element* with a focus “cleanup/updating” changes and the current Residential Growth Strategy
- 8:55 PM NEW/OLD BUSINESS**
- 9:00 PM ADJOURN**

****TIMES ARE ESTIMATES****

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



City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT

MEMORANDUM

TO: Planning Commission

FROM: Jennifer Sutton, AICP
Special Project Planner

DATE: June 11, 2015

RE: Ordinance 2015-16: Accessory Dwelling Unit Regulations

Background

The City Council discussed the City's regulations on Accessory Dwelling Units (ADU) at the January 13, 2015 Council meeting. At that meeting, the Council heard testimony that increasing the maximum ADU size from 800 to 900 square feet would mean two-bedroom ADU's could be constructed allowing a wider segment of the population to live in ADUs (i.e. a young family with one or two children, or a senior citizen with a caregiver). The table below outlines the size limitations in Kitsap County and the cities of Bremerton, Port Orchard and Poulsbo. The Council requested the Planning Commission review the existing regulations to determine if changes are needed. The Planning Commission discussed the issue at the April 9, 2015 meeting, and requested that staff bring back an ordinance to increase the maximum ADU size to 900 square feet (see attached Draft Ordinance 2015-16).

Kitsap County Comparison of Maximum Accessory Dwelling Unit (ADU) Size	
Jurisdiction	Maximum ADU Size
Kitsap County	Shall not exceed 50% of the square footage of the habitable area of primary residence or 900 square feet, whichever is smaller
Bainbridge Island	800 square feet
Bremerton	• 60% of the principal unit's total floor area (not including basement), and • One thousand (1,000) square feet maximum, 300 square feet minimum.
Port Orchard	Shall not exceed 50% of the square footage of the habitable area of primary residence or 900 square feet, whichever is smaller
Poulsbo	• 800 square feet of heated living area; however • If the accessory unit is completely located on a ground floor or basement, City may allow increased size in order to efficiently use all floor area.

Existing Regulations, BIMC 18.09.030.I.5

An accessory dwelling unit (ADU) is a small, self-contained residential unit located on the same lot as an existing single-family home. An ADU has all the basic facilities needed for day-to-day living independent of the main home such as a kitchen, sleeping area, a bathroom. ADUs are commonly viewed as a tool to help local jurisdictions meet GMA goals, to encourage affordable housing and provide a variety of housing densities and types while preserving the character of single-family neighborhoods. ADUs offer the potential for extra income for the homeowner and a more affordable living arrangement for the renter. They can also provide the opportunity for relatively independent living for the elderly or disabled with support from neighboring family.

The City's ADU regulations are contained in BIMC 18.09.030.I.5 *Use Specific Standards- Accessory Uses*. To summarize:

- ADUs are a permitted accessory use in all residential zones, except that they are a conditional use on the shoreline.
- ADUs may be contained within, or detached from, the single-family home.
- ADUs are currently limited to 800 square feet of floor area.
- ADU must share a single driveway with the primary residential unit.
- All other zoning regulations must be met—setbacks, lot coverage, parking and Health District regulations.

A search of the City's permit database indicates that approximately 200 ADUs have been permitted since 1992. Please note that this does not include older ADUs that may have been permitted under Kitsap County and grandfathered in or units that were built without permits.

Action Requested of the Planning Commission

Staff is requesting the Planning Commission discuss the ordinance, and determine whether the ordinance is ripe to schedule a public hearing, or if another study session on June 25, 2015 is desired.

Attachments

Draft Ordinance 2015-16

ORDINANCE NO. 2015-16

AN ORDINANCE of the City of Bainbridge Island, Washington, relating to the Accessory Dwelling Units; amending Bainbridge Island Municipal Code Section 18.09.030.

WHEREAS, Accessory Dwelling Units (ADUs) are an allowed accessory use to a single-family residence; and

WHEREAS, the City Council discussed ADU's, at their January 13, 2015 meeting, noting that the City's 800 square foot maximum size is less than other Kitsap County jurisdictions; and

WHEREAS, the City Council directed staff bring forward an ordinance to increase the maximum size for an ADU; and

WHEREAS, the Planning Commission was briefed on this issue on April 9, 2015, concurring with the City Council that increasing the City's maximum ADU size would support the City's housing goals; and

WHEREAS, the City Council conducted a public hearing on Ordinance 2015-16 on XXXX, 2015; and

WHEREAS, notice was given on XXXX, 2015 to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106;

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN, AS FOLLOWS:

Section 1: Section 18.09.030.I.5 *Use Specific Standards- Accessory Uses*, of the Bainbridge Island Municipal Code is amended to read as follows:

I. Accessory Uses

5. Accessory Dwelling Unit.

- a. An accessory dwelling unit may be created within, or detached from, any single-family dwelling, whether existing or new, as a subordinate use, where permitted ("P") by this chapter.
- b. In the shoreline jurisdiction, an accessory dwelling unit may be created within, or detached from, any single-family dwelling, whether existing or new, as a subordinate use, where conditional ("C") pursuant to this chapter. See Chapter [16.12](#) BIMC for shoreline conditional use process.
- c. Only one accessory dwelling unit may be created per parcel.
- d. No variances shall be granted for an accessory dwelling unit.

- e. One off-street parking space shall be provided in addition to off-street parking that is required for the primary dwelling.
- f. Accessory dwelling units shall be designed to maintain the appearance of the primary dwelling as a single-family dwelling, containing ~~900~~ 800 sq. ft. of floor area or less. However, if the accessory dwelling unit will be located within an existing building, such as a basement, the City may allow an increased size in order to efficiently use all floor area. If a separate outside entrance is necessary for an accessory dwelling unit located within the primary dwelling, that entrance must be located either on the rear or side of the building.
- g. If an accessory dwelling unit is constructed in conjunction with a garage, the square footage of the garage shall not count towards the ~~900~~ 800-square-foot limitation.
- h. An accessory dwelling unit not attached to the single-family dwelling may not contain any accessory use other than a garage.
- i. No recreational vehicle shall be an accessory dwelling unit.
- j. When stairs utilized for the ADU are enclosed within the exterior vertical walls of the building, they shall not count towards the floor area of the ADU.
- k. The ADU shall share a single driveway with the primary dwelling.
- l. School impact fees and qualified exemptions from those fees as provided in Chapter [15.28](#) BIMC shall apply.
- m. All other applicable standards including, but not limited to, lot coverage, setbacks, parking requirements, and health district or city requirements for water, sewer, and/or septic must be met.
- n. In the Mixed Use Town Center, new accessory dwelling units are only permitted as part of a housing design demonstration project single-family subdivision approved pursuant to BIMC [2.16.020.Q](#).

Section 2. 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 _____, 2015.

APPROVED BY THE MAYOR this _____, 2015.

Anne S. Blair, Mayor

ATTEST/AUTHENTICATE:

Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK:	XXXX, 2015
PASSED BY THE CITY COUNCIL:	XXXX, 2015
PUBLISHED:	_____
EFFECTIVE DATE:	_____
ORDINANCE NUMBER:	2015-16

DRAFT



City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT

MEMORANDUM

TO: Planning Commission

FROM: Jennifer Sutton, AICP
Special Project Planner

DATE: June 11, 2015

RE: Planning Commission Deliberation Structure for Comprehensive Plan Update Process

At Commissioner Lewars request, city staff and planning consultant Joe Tovar met with Commissioners Pearl, Lewars, and Gale on June 2nd to discuss how the Planning Commission could structure Comprehensive Plan (Plan) deliberations to ensure that review of the Plan generally proceeds according to the adopted schedule (see attached). The schedule shows review of the Land Use Element will be completed by the end of June 2015. Everyone in attendance at the June 2nd meeting, made clear that the Planning Commission review of the Plan should be structured to achieve two goals:

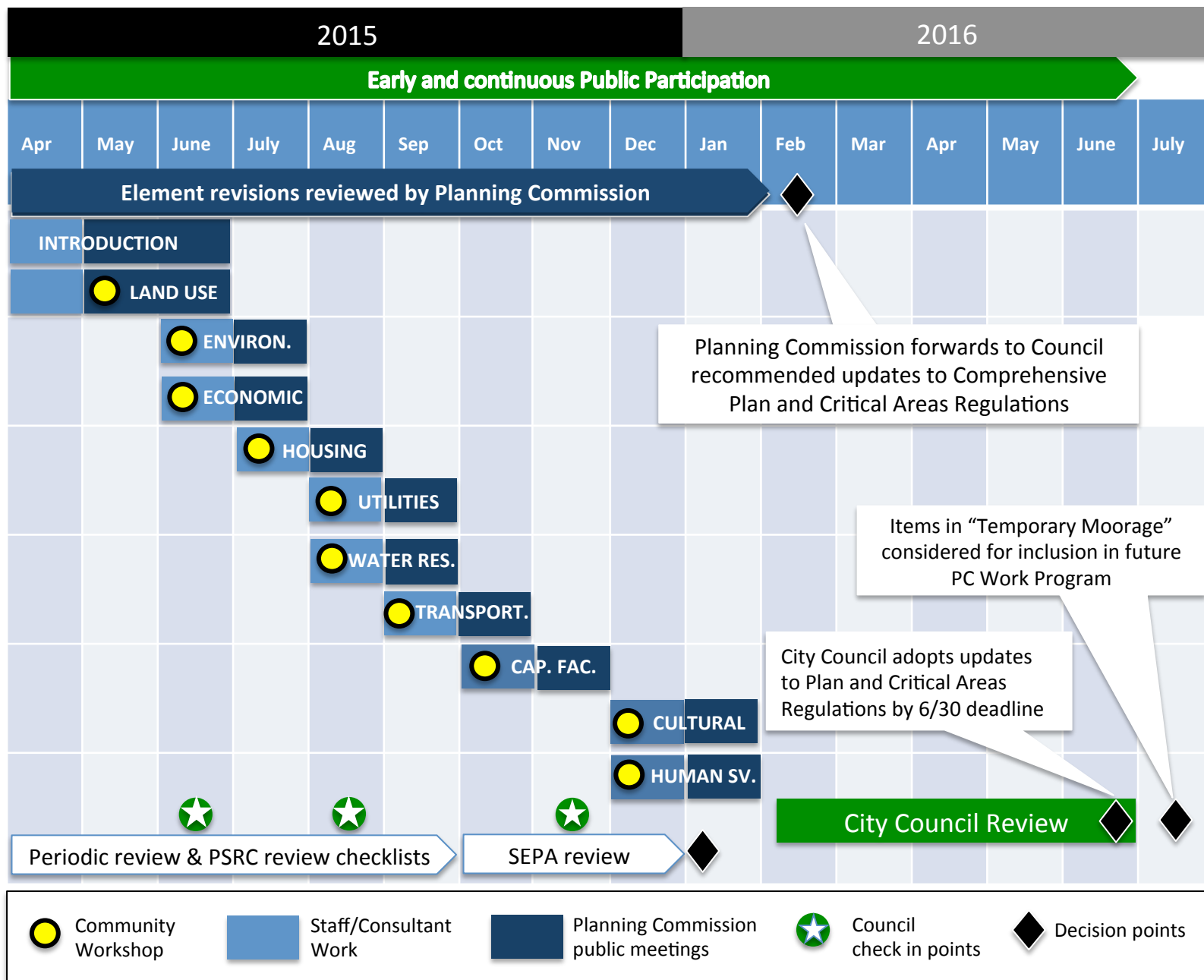
1. Predictable public comment opportunity; and
2. Adequate time for Commissioners to consider what they have read and heard and then discuss and deliberate as a Commission to reach conclusions and provide direction about any recommended changes or additions to the Plan.

Beginning the June 11th meeting, any Plan discussion time at a Planning Commission meeting will be structured as follows:

- The first 10 minutes of the Comprehensive Plan agenda item will be reserved for public comment. Public comment will usually pertain to the material in the Planning Commission packet for that meeting or general questions about the Plan. Depending on how many people have comments at this time, the Commission Chair may limit commenters to a certain amount of time (i.e., 3 minutes).
- After 10 minutes of public comment, the Planning Commission will deliberate on the Comprehensive Plan material on the agenda for that meeting, attempting to reach group consensus on recommendations or changes to the Plan. This Commission deliberation portion of

the public meeting will be uninterrupted meaning the Commission will not take public comment during this time.

- The Commission will reserve 15 minutes at the end of their deliberations for additional public comment. The public may use this time to comment on the Commission's deliberations, conclusions or recommendations from the evening.





City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT

MEMORANDUM

TO: Planning Commission

FROM: Jennifer Sutton, AICP
Special Project Planner

DATE: June 11, 2015

RE: Study Session on Comprehensive Plan Update: Introduction & Land Use Element

INTRODUCTION TO COMPREHENSIVE PLAN

At the June 11th Study Session, the Planning Commission will again review proposed updates to the Comprehensive Plan (Plan) *Introduction* chapter and *Land Use Element*. Mr. Tovar's memorandum in this packet goes into greater detail on the reasoning behind the proposed changes to the *Introduction*. At the May 28th Planning Commission meeting, the Commission and public had a robust discussion on the merits of transforming and adding to the Plan's current 5 *Overriding Principles* that appear at the beginning of the *Introduction* in the current Plan. After the discussion of the Overriding Principles/ Framework Goals, the Commission confirmed staff should modify the *Introduction* as described on pages 4-5 of the memo (i.e., much of the existing *Introduction* chapter will be moved to Appendices to be kept as part of the record). Staff and planning consultant Joe Tovar have modified the proposed *Framework Goals* in a new DRAFT *Introduction* chapter (Attachment 1 to Tovar memo) to reflect that discussion by the Commission.

Planning Commission Action: Review and make recommendation on changes to the *Introduction* chapter of the Plan, completing review of the *Introduction* at this time. All proposed changes to the Plan would be brought back before the Commission at a future public hearing.

LAND USE ELEMENT

I. Housekeeping – Clarifying - Update Changes

The drafting subcommittee (Commissioners Gale, Quitslund), consultant Joe Tovar and staff have been working on proposed revisions to the *Land Use Element* (Attachment 2 to Tovar memo). Mr. Tovar has annotated the existing *Land Use Element* with color (see below). The Commission has yet to fully discuss this annotation method or confirm these suggestions, which all fall into the realm of housekeeping and clarifying the existing language. For the June 11th meeting, the Commission should review the language in the *Land Use Element* coded:

- Yellow: Needs Updating
- Red: Deletion
- Green: Addition
- Grey: To Appendix
- Blue: To Temporary Moorage

Planning Commission Action: Review, affirm and make recommendations on the color-coded “housekeeping” changes to the Land Use Element. Changes the Commission agrees upon on June 11th will be integrated into the next draft of the Land Use Element for the June 25th Commission meeting.

II. Revised Residential Capacity

Kitsap County has notified the City there was an error in the Residential Land Capacity calculations run as part of the Kitsap County 2014 Buildable Lands Report (BLR). Correction of the error added another **1,272 persons** to the City’s residential capacity. This means the City’s residential capacity exceeds the 2010-2036 Allocated Population Growth by **1,179 persons** (see table below). Most on the City’s zoning districts had more dwelling units/ population capacity added through this revised calculation.

	Population Capacity & Demand
2010-2036 Allocated Population Growth	5,635 persons
2014 BLR Year Residential Capacity (original)	5,542 persons (-93 persons)
Revised 2014 BLR Year Residential Capacity	6,814 persons (+1,179 persons)
Amended 2036 Population Capacity/Demand Ratio	1.21

The *Residential Growth Strategy* section below contains additional discussion.

III. Review and Recommend Changes to Current Residential Growth Strategy

The 2004 Comprehensive Plan laid out a Population/ Residential Growth Strategy that directed residential growth:

- 50% to the Winslow Master Plan Study Area (WMPSA); with 25% of total growth to Mixed Use Town Center/ High School Road districts.
- 5% to all three Neighborhood Service Center districts combined.
- 45% to the rest of the Island- Open Space Residential – 0.4, -1, & -2 zoning districts

From 1994 through 2004, and up until 2014, that strategy has generally succeeded with 71% of population growth occurring in Winslow between Years 2004-2014 (Source: US Census & Office of Financial Management). That success means that there is less capacity in the WMPSA looking forward, as seen in the residential capacity table below. The Mixed Use Town Center Winslow semi-urban residential zones have 23% of residential capacity. The less dense zones- R-0.4, R-1, and R-2 have 74% of residential capacity. Therefore the 2004 Growth Strategy needs to be modified or densities within Winslow increased.

Zoning District	Dwelling Unit (DU) Capacity	Population Capacity	% of Total Population Capacity
Gateway	159 DU	270 people	4%
Ferry Terminal	180 DU	306 people	4.5%
R-14	28 DU	69 people	1%
R-8	161 DU	403 people	6%
R-6	7 DU	18 people	0.5%

Zoning District	Dwelling Unit (DU) Capacity	Population Capacity	% of Total Population Capacity
R-5	41 DU	102 people	1.5%
R-4.3	80 DU	201 people	3%
R-3.5	62 DU	154 people	2%
R-2.9	76 DU	191 people	3%
R-2	981 DU	2,454 people	36%
R-1	555 DU	1,387 people	20%
R-0.4	504 DU	1,260 people	18.5%
Total	2,834 DU	6,814 people	100%
Source: Kitsap County 2014 Buildable Lands Report (Revised)			
NOTE: To calculate population capacity in table, the City and County assumed an average single-family residence has 2.5 persons per household (pph) and a multi-family residence would have 1.7 pph.			

Capacity in Winslow Sewer Area and increasing R-4.3 Land Use Designations

On May 14th, the Planning Commission requested that staff research how much residential capacity could be gained if:

- The WMPSA coincided with the Winslow Sewer Service Area?
114 additional dwelling units/2.5 pph = 285 additional persons
- The R-2, R-2.9, and R-3.5 zones in the current WMPSA were increased to R-4.3 (one unit per 10,000 square feet)?
342 additional dwelling units/ 2.5 pph = 855 additional persons {NOTE: Includes Suzuki Property with zoning increased to R-4.3 (80 units)}

Please see the attached map, which shows the WMPSA boundary, the updated Winslow Sewer Area boundary (2015 General Sewer Plan Update Boundary), and lot sizes shown in increments of 10,000 square feet- the R-4.3 density of one unit per 10,000 square feet. If the WMPSA or current densities were modified as shown in these scenarios, it still would not be enough to accommodate 50% of residential population growth in the WMPSA looking forward.

The City-owned Suzuki property (SE corner of New Brooklyn and Sportsman Club Roads) is not in the WMPSA, but is in the Winslow Sewer Service Area. The Suzuki property is 13.83 acres and currently zoned R-2, but is adjacent to R-3.5 zoning to the south, and R-2.9 zoning to the east. See table below:

Suzuki Property: 13.83 acres/ 602,434 square feet	
Zone	Dwelling Units
R-2 (Current zone)	30 DU
R-2.9 (bordered to East)	40 DU
R-3.5 (bordered to South)	48 DU
R-4.3 (for discussion purposes)	60 DU

Staff Recommendation on Residential Growth Strategy

Staff recommends the City eliminate the numeric aspect of the growth strategy (i.e., directing 50% of new Island-wide growth to Winslow, 5% to the Neighborhood Service Centers, 45% on the balance of the Island). Instead, the City should ensure current

policies and land use designations focus residential growth where urban services such as sewer, water, and transportation facilities are located. Although the current numeric growth strategy is a clear statement that the Island should work toward preventing sprawl, to continue concentrating 50% of Island-wide growth in the greater Winslow area would require much up-zoning and/or increasing Floor Area Ratios in that area. If the Commission is uncertain as to ending the numeric part of the Growth Strategy, at least the allocation to the Neighborhood Service Center districts should be eliminated. There appears to be consensus that Island Center and Rolling Bay will go through sub-area planning in the near future and the result of those efforts could be very different from the current policies, densities, and utilities that currently inform development in those two districts. The City has enough more than enough capacity to accommodate the allocated 2036 population of 28,660 persons.

Planning Commission Action

Discuss and make recommendation on keeping or change the City’s current residential growth strategy. If the Commission chooses to keep the current strategy, then increases in densities will be needed in the Winslow and/or Neighborhood Service Center Areas.

IV. Commission Policy Direction Required

The table below should be used by the Commission to review and provide direction to staff on the outstanding policy questions in the *Land Use Element* and changes to the *Introduction* described above.

Planning Commission Action: Discuss and make recommendations on outstanding policy questions outlined in table below.

Issue #	Issue for Planning Commission deliberation		
		Approve or draft new text?	Yes No
COMPREHENSIVE PLAN INTRODUCTION			
1	Agree with the proposed draft Vision Statement		
2	Agree with replacing the Five Overriding Principles with the Five Framework Goals and Framework Policies.		
3	Agree with the abbreviated “Bainbridge Today/Island History” and moving the more detailed/updated Island History to an appendix.		
4	Agree with the new section “What is a comprehensive plan and how is it used.”		
LAND USE ELEMENT			
Issues 5 through 12 refer to places where “PC Policy direction” is noted in white/black text shown on the proposed amended Land Use Element - Tovar memo Attachment #2 in this packet.			
5	Replace “shall” with “shoulds” throughout the Land Use Element?		
6	Should the plan affirm Island-wide Land Use Strategy of 50% Winslow/5% NSCs and 45% elsewhere?		
7	Should the plan replace the existing Island-wide Land Use Strategy with a strategy of “adopt a conservation plan/concentrate new growth in centers with services”?		

8	Should the Plan keep text re: Neighborhood Services Centers at pages 2, 3, 23 and 24 of Tovar Memo Attachment 2 to?		
9	Should the Plan keep/revise existing Transfer of Development Rights language in the Plan? See pages 4, 12, and 29 of Attachment 2.		
10	Should the Plan keep existing text regarding Business Industrial Districts? See page 26 of Attachment 2.		
11	Should the Plan keep existing Policy regarding development of 40 acres of city-owned land on Vincent road? See Page 30, Attachment 2.		
12	Should the Plan keep Fort Ward Goal? See page 31 of Attachment 2.		
Issues 13 through 33 were first reported in a May 28, 2015 memo from Kathy Cook to the PC. On many of these, the PC gave preliminary direction, which is noted IN BOLD.			
13	Consider increasing density and number of units through infill and compact development. Create “urban villages” in the High School Road zones, with mixed use development and design requirements emphasizing walkability and a sense of community, while avoiding the current strip-mall appearance. Floor area ratio (FAR) levels could be increased in this area to take some of the pressure away from the Core District; the increased density would be offset by pedestrian-oriented, attractive design. RETAIN AND CONSIDER FURTHER.		
14	Create “rural neighborhood communities” in the lower density residential zones, with clustered, smaller homes and 50% of the land area preserved as open space through a conservation easement. CONSIDER FURTHER.		
15	Adopt a mandatory green building code. INCLUDE A POLICY DIRECTIVE IN THE PLAN AS PART OF A LARGER SUSTAINABILITY SECTION/ELEMENT.		
16	Look at examples of what other communities have done with form-based codes. CONSIDER INCLUDING A POLICY DIRECTIVE AS PART OF THE REVIEW OF NEIGHBORHOOD SERVICE CENTERS/SPECIAL PLANNING AREA DISCUSSION.		
17	Extend the Housing Design Demonstration Program (HDDP) island-wide. DEFER TO A FUTURE “BUCKET”.		
18	Include water conservation measures as a mandatory element in new development. INCLUDE A POLICY DIRECTIVE IN THE PLAN AS PART OF A LARGER SUSTAINABILITY SECTION/ELEMENT AND ADDRESS IN REVIEW OF ENVIRONMENTAL ELEMENT AND CRITICAL AREAS ORDINANCE.		
19	Designate aquifer recharge conservation zones and make the management of water resources a top priority. INCLUDE A POLICY DIRECTIVE IN THE PLAN AS PART OF A LARGER SUSTAINABILITY SECTION/ELEMENT AND ADDRESS IN REVIEW OF ENVIRONMENTAL ELEMENT AND CRITICAL AREAS ORDINANCE.		
20	Sea water intrusion should be a top priority in the update process. INCLUDE A POLICY DIRECTIVE IN THE PLAN AS PART OF A LARGER SUSTAINABILITY SECTION/ELEMENT AND ADDRESS IN REVIEW OF WATER RESOURCES AND ENVIRONMENTAL		

	ELEMENT AND CRITICAL AREAS ORDINANCE.		
21	Pressure the state to update the Growth Management Act to reflect how the City does not meet the definition of an urban growth area due to its designation as a sole source aquifer. DO NOT INCLUDE.		
22	Metrics are needed to determine the impacts of development including the HDDP. CONSIDER ADDING POLICY ABOUT ESTABLISHING TARGETS AND MEASURING SUCCESS, BUT METRICS THEMSELVES SHOULD NOT BE IN COMP PLAN.		
23	We need to look at site development on a “micro-scale.” Vegetation management needs to be addressed in greater detail, including tree protection during construction. We should be addressing biodiversity, groundwater recharge, removal of invasive species and stormwater management. ACHIEVE THROUGH DEVELOPMENT REGULATIONS.		
24	Look at LEED Neighborhood Development and Green Factor programs in developing land use goals and policies. INCLUDE A POLICY DIRECTIVE IN THE PLAN AS PART OF A LARGER SUSTAINABILITY SECTION/ELEMENT.		
25	Identify areas in the downtown AREA where residential/mixed use development is desirable, and then adjust FARs so that purely commercial development is not possible. GIVE FURTHER CONSIDERATION.		
26	“Unlock the box” that currently requires a Special Planning Area (SPA) process for any new NSC zoning. Either commit to the SPA process for the Island Center and Rolling Bay NSCs, <u>or</u> revise the current Plan policy to allow for some incremental expansion. PLANNING COMMISSION AGREED AT MAY 7th WORKSHOP THAT THIS IS A PRIORITY.		
27	Finish the Island Center SPA the City started in 2002. PART OF NSC DISCUSSION.		
28	Revitalize Neighborhood Service Centers (NSCs), possibly using package waste treatment systems as an alternative to sewers. PART OF NSC DISCUSSION.		
29	The Rolling Bay SPA should be done concurrently with the Comprehensive Plan Update process. PART OF NSC DISCUSSION		
30	The Coppertop development has such a diversity of uses and services that it no longer matches Business/Industrial (B/I) goals and policies in the Comp Plan. It looks and functions more like a Neighborhood Service Center or some other type of commercial center. The zoning of this property should be looked at during the update process, as well as the B/I goals and policies. RETAIN AND CONSIDER FURTHER		
31	Look at what other cities do in terms of neighborhood planning processes—every neighborhood has a plan developed by its residents.		
32	Look into “land banks,” where a developer pays to develop and the resultant funds are used to buy open space.		
33	Any upzoning has a social cost and needs to be offset by decreased density elsewhere or some type of public benefit. SHOULD BE UNDERLYING THEME THROUGHOUT REVIEW PROCESS.		

Please also note review of the Land Use Element will not be limited to these issues—the public may continue to submit ideas through June 30th and the Planning Commission may also wish to add topics for review. For instance, new policies related

to “Food Policy” or “Agriculture” will be discussed in the future, including consideration of whether a new Food and Agriculture Element should be created.

For the Good of the Order

Staff has added new documents to the online [Navigate Bainbridge- Reference Document Library](#) such as the Mayor’s 2025 report, the City’s Water Resources Library, and the 2002 Island Center Plan have been added. The Commission can request hard copies of any of the documents or reports from staff.

The City is hosting a *Community Conversation on Bainbridge Island’s Water Supply* on Thursday, June 16th at 6:30 pm. A multi-agency panel of experts will be on hand to answer questions.

R4.3 Map

Legend

- Official Zoning Designations
- Winslow Master Plan Study Area
- Winslow Sewer Service Area Boundary
- Lots Between 20,000-29,999 Sq. Ft.
- Lots Between 30,000-39,999 Sq. Ft.
- Lots 40,000 Sq. Ft. and Greater

2015 General Sewer Plan Expansion Service Area

2015 General Sewer Plan Expansion Service Area

0 0.075 0.15 0.3 0.45 0.6 Miles

Legend

-  Official Zoning Designations
-  Winslow Master Plan Study Area
-  Winslow Sewer Service Area Boundary
-  Lots Between 20,000-29,999 Sq. Ft.
-  Lots Between 30,000-39,999 Sq. Ft.
-  Lots 40,000 Sq. Ft. and Greater

 Winslow Master Plan Study Area Winslow Sewer Service Area Boundary

 Lots Between 20,000-29,999 Sq. Ft.

 Lots Between 30,000-39,999 Sq. Ft.

 Lots 40,000 Sq. Ft. and Greater

2015 General Sewer Plan
Expansion Service Area



0 0.075 0.15 0.3 0.45 0.6 Miles



Memorandum

TO: Bainbridge Island Planning Commission
FROM: Joseph W. Tovar, FAICP
DATE: June 4, 2015
SUBJ: Latest drafts of proposed changes to Introduction and Land Use Element

I. June 4, 2015 draft of Proposed Amendments to the Plan's Introduction

At the Commission's May 28 meeting, you provided initial feedback on the draft amendments to the Comprehensive Plan's Introduction. The Commission concluded that 11 "Framework Goals" were too many and that the five "Overriding Principles" should be the primary focus, with any reference to the Priority Based Budget values to be in secondary place and in support of these five. The Commissioners did agree to re-naming the Five Overriding Principles as Framework Goals and some minor edits to the text and sequencing of phrases to be clearer. You asked the staff and I to take the next round of edits first to the Planning Commission's Drafting Committee (Commissioners Gale and Quitslund) for their review and then to the full Commission. We will review those edits, contained in Attachment #1 to this memo, at your meeting of June 11.

The new proposed "Framework Goals and Policies" (beginning on page 4 of Attachment #1) now reflect your direction from last meeting. Most of the proposed Framework Policies are existing Goals in Elements of the existing Plan, with the specific source cited in endnotes. Other proposed Framework Policies appear in the Final Report of the Mayor's 2025 Growth Advisory Committee, or the State and U.S. Constitutions, or the GMA itself. In addition, some of the Framework Policies were derived from some of the language in the draft new Vision Statement (which appears on pages 3 and 4 of Attachment #1.)

Brackets [like this] appear in the Framework Goals and Policies, indicate new text that I have drafted for your consideration. For example, FW Policies 1.2 and 1.3 on page 4 were drafted to expand and support FW Policy 1.1 which is to "adopt an island-wide conservation plan." Another example is the suggestion to add the words "aquifers" and "sole source" to the existing Water Resources Goal language set forth in FW Policy 2.1,

Another suggested addition is to insert the phrase "and meet the human needs" into proposed Framework Goal 3. The original Over-riding Principle 3 stated: "Foster Diversity of the residents of the Island, its most precious resource." No

mention is made anywhere in the Five Overriding Principles of the need for affordable housing or human services, yet those values are already prominently featured in the existing Plan's Elements. Housing and human services also came up as a priority during the Listening Sessions. It seems therefore consistent and appropriate to add to Framework Goal 3 the phrase "and meet human needs" and to add Framework Policies 3.1, 3.2 and 3.3 which are almost verbatim major Goals from Elements in the existing Comprehensive Plan.

Also contained in Attachment # 1 is a section titled "Bainbridge Island Today" which is almost verbatim what is in the Current Plan Introduction. The extensive historical background in the existing Plan has been referred to the Bainbridge Island Historical Society for updating. It is our recommendation that once updated, the updated history be placed in an Appendix to the Plan, accessible via a hyperlink.

The Introduction also includes a new section titled "What is the Comprehensive Plan and how is it used?" (pages 2 and 3). This section helps the reader understand early on what a Comprehensive Plan is (a policy document) and what it is not (a regulation). Once this is understood, the reasoning for some of what is suggested in Attachment #2 is clearer – specifically the default use of the word "should" as opposed to "shall".

"Should" is appropriate in policy documents that provide guidance. "Shall" is appropriate in controls such as development regulations. One consequence of the existing Plan's frequent use of "shall" has been to perpetuate the mistaken perception that the Comprehensive Plan can be applied directly to permit decisions. If the Commission wishes to make a policy statement more directly apply to permit decisions, it needs to place the issue on the "temporary moorage" list of potential development code amendments.

We would be happy to answer questions about Attachment #1 in greater detail at your meeting on June 11.

II. June 4, 2015 draft of Proposed Amendments to the Land Use Element

Although we had hoped to discuss the draft proposed Amendments to the Land Use Element at your May 28 meeting, we ran out of agenda time. We only had sufficient time to explain the Council's direction for this task (Resolution 2015-04) which was to "streamline, clarify and strengthen" the text of the comprehensive plan and a bit about the organizing and formatting rationale for this draft. Most of the proposed revisions shown on Attachment 2 are housekeeping, cleaning up format and organization for greater clarity.

This draft does not make any major policy changes, focusing instead on improvements to format, organization and clarity. Where have noted in this draft where some of those major policy issues exist and await your further deliberation

and subsequent policy direction. After we receive that direction, hopefully by the end of your June 11 study meeting, the staff and I will work with the Commission's drafting committee to prepare specific language for your subsequent review.

This draft uses color coding to highlight what text is a candidate for deletion, addition, movement to the appendix or potentially taking up as part of a code amendment or subsequent subarea planning. We did not use the traditional ~~striketrough~~ and underlining protocol for this Attachment because with this much potential change it would be very difficult to read. The following color code highlighting is applied to identify proposed alterations to the Land Use Element:

NEED PC DIRECTION *Identifies an issue area where the Planning Commission (PC) needs to provide policy direction to guide drafting of potential new text.*

UPDATE *identifies text that requires updated information to be accurate and current.*

DELETE *Identifies text proposed to be removed. Detailed rationale will be explained at the PC meeting of 5 28 15.*

ADD *identifies text to be added to the plan. Detailed rationale will be explained at the PC meeting of 5 28 15.*

TO APPENDIX *identifies information that is informative, but does not need to be in the body of the Comprehensive Plan.*

TO TEMPORARY MOORAGE *identifies text/issues that should be taken up by the PC later, such as code amendments or subarea planning.*

This draft has been reviewed by your subcommittee of Commissioners Gale and Quitslund and they have recommended it for your consideration.

ATTACHMENTS

Attachment #1 - June 4, 2015 draft Proposed Amendments to the Introduction

Attachment #2 - June 4, 2015 draft Proposed Amendments to the Land Use Element

INTRODUCTION

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Bainbridge Island 2015

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These two sections recommended to be moved to an Appendix

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I. Bainbridge Island 2015 The Island Today

The Island's once rural landscape began yielding to residential pressures as events such as the 1962 Seattle World's Fair led to the Island's continued "discovery." In some areas, summer cabins became year- round residences and berry farms became golf courses surrounded by cul-de-sacs. The Island has three privately owned courses. Two courses are the region's oldest -- Country Club and Wing Point.

An Island-wide park district was formed in 1965, transforming former military lands and preserving other lands for recreational purposes, including a swimming pool. The State Parks acquired the Fay property near Port Monroe and waterfront portions of Fort Ward. Today, the fort is a National Historic District, one of at least ten historic areas and part of the 200 properties on the State's Island historic resource inventory. Archaeological sites also remain and are protected by state law.

Today, the skyline is lower -- forests have been logged two or even three times. Islanders voted in _____ to purchase Grand Forest from the state. Few salmon return to spawn in local streams and paralytic, shellfish-poisoning toxins are now recorded periodically within the Sound. Since 1970, commercial divers have harvested geoducks from newly discovered deep-water beds. The largest industry is aquaculture. Disease resistant Atlantic salmon are raised by Norwegian specialists in floating pens off Fort Ward.

Environmental concerns led to the closure of the Island's oldest industry, the creosote wood preservative plant. New, land-based industrial efforts produce such items as commercial fish net systems, sport fishing poles, office furniture, and housing. Farm pursuits focus mainly on wine grapes, berries, produce, and livestock. A seasonal, weekly Farmers' Market offers home-grown produce. The school district is the largest employer, but many Islanders commute to King, and Kitsap County urban centers. Far from being isolated, Islanders play an active role in the regional and world community and value cultural diversity.

Population growth pressures, environmental concerns, and county representation were among the issues that caused residents to study ways of gaining more access to government and more local control. In 1991, Islanders elected to annex all other areas to Winslow and to change the name of their new city to Bainbridge Island. A more complete discussion of the Island's history and evolution is contained in Appendix X.

The forces of change, including this Plan, will continue to shape the Island.

II. What is the Comprehensive Plan and how is it used?

The authority and requirements for the City of Bainbridge Island to adopt and update its Comprehensive Plan (the **Plan**) is contained in the Growth Management Act (GMA) (RCW 36.70A) [NOTE: insert hyperlink here]. The GMA requires that the plan be reviewed and updated at least every eight years, which means that the periodic update cycle for Bainbridge Island is 2016, 2024, 2032, etc. The GMA requires that the Plan have sufficient land capacity and urban services adequate to accommodate at least the next twenty years of growth, although the City may choose to adopt policies and strategies with an even longer time-frame. For example, sustainability goals, policies or strategies may have a multi-decade or even multi-generational perspective.

What a Plan is, what it isn't, and how it is to be used, is set forth in the provisions of the GMA. The definition of the Plan is:

"Comprehensive land use plan," "comprehensive plan," or "plan" means a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter."¹

The Plan is a "policy statement" which 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, itself 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 . . ."²

The GMA 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."³ The "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 park plan and utilities plans. 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 functional/operational plans.

Because each of these plans is influenced by and affects the city's land use planning and service delivery, it is important that they be coordinated with the comprehensive plan. The capital facilities element of the City's Plan includes an inventory of all public facilities on the island, including those addressed in these functional plans,

and an assessment of the ability of those plans to support the City's land use element.

The Vision and Framework Goals and Policies in this Comprehensive Plan also provide important direction to another important City decision-making process. In 2014 the City Council integrated the Priority Based Budgeting (PBB) framework into the City's organizational plan and biennial budget process. The priorities established through the PBB process can have a large impact on the ability of the City to achieve its future Vision, Framework Goals and Policies.

III. Vision and Planning Framework Goals and Policies

This section contains the Island's Vision, an aspirational description of the community's desired future. The values and priorities in the Vision are served and advanced through this comprehensive plan and its implementing actions. This section also contains Framework Goals and Policies that help connect the Vision to the elements of the Comprehensive Plan. The Framework Goals carry forward and update the five Overriding Principles contained in the 2004 version of the Comprehensive Plan and references the City's priority-based budgeting process as an additional means to achieve the adopted Vision and Goals.

A. Vision (Recommended by PC 1/22/15, City Council 2/3/15)

Bainbridge Island is notable for its beauty, its maritime climate, its location between Seattle and the Olympic Peninsula, and its support of the arts. The island consists of beaches and harbors, forests and fields, trails and two-lane country roads, homes and businesses surrounded by the waters of Puget Sound. We are defined as much by the water around us as by the ground beneath our feet.

Bainbridge has a rich natural and cultural history including a long presence of 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, retirees, and is hospitable to visitors.

The people of Bainbridge aspire to accommodate inevitable growth while protecting the wildlife habitat, watersheds, shorelines, open space, and the air and water quality of the island. We welcome innovative ideas, industrious business people, new and traditional cultures, and people of all ages and backgrounds. We strive to provide quality housing, education, health care, and business, recreational, and cultural opportunities for all of our inhabitants. We embrace local food sources, renewable energy, and paths for biking and walking.

Global warming and the impacts of climate change are major issues for our generation, and will be for the foreseeable future. We recognize that it will be

challenging to adapt to the environmental and economic changes that we will face in the decades ahead. The good will, imagination, and pragmatism of our citizens will foster a compassionate environment in which we listen to, learn from, and engage with all the people who live here. There is no word for exclusion in the Lushootseed language of Puget Sound.

The people of Bainbridge Island understand that it will take an active approach to not only maintain, but restore and enhance the condition of the island if we expect to continue enjoying its bounty. Island residents balance personal interests with concern for the community and the environment. As the island's population increases, we will manage our lands and waters thoughtfully, with innovative planning policies.

Bainbridge citizens embrace the challenges of our future. That future calls on residents and visitors alike to actively participate in shaping a joyful, stable, and sustainable community, where its present and future generations are stewards of the land and keepers of its culture.

~~FIVE OVERRIDING PRINCIPLES THAT GUIDE THE PLAN~~

B. Framework Goals and Policies

Framework Goal 1 - Preserve the special character of the Island, which includes forested areas, meadows, farms, marine views, and winding roads ~~bordered by dense vegetation~~ that support all forms of transportation.

FW Policy 1.1

Adopt an island-wide conservation plan⁴ to identify and apply effective strategies to preserve the natural and scenic qualities that make the Island a special place.

[FW Policy 1.2]

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

[FW Policy 1.3]

Identify appropriate land use patterns and building form alternatives to achieve the Island's priorities for both conservation and growth.

Framework Goal 2 - Protect the water resources of the Island.

FW Policy 2.1

Manage water resources for Bainbridge Island for present and projected land uses, recognizing that Island water resources [aquifers] are the sole [source] of our water supply.⁵

FW Policy 2.2

Preserve and protect the functions and values of the Island's aquatic resources.⁶

FW Policy 2.3

Anticipate and prepare for the consequences of sea level rise.⁷

FW Policy 2.4

Institute [and maintain the Island's] a comprehensive program of water resource data gathering and analysis.⁸

Framework Goal 3 - Foster diversity [and meet the human needs] of the residents of the Island, its most precious resource.

FW Policy 3.1

Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote ~~by promoting~~ plans, projects and proposals to create a significant amount of affordable housing.⁹

FW Policy 3.2

Maintain the well being of all members of the Island community, where all Islanders feel connected to the community and where each individual has opportunities to contribute to the community.¹⁰

FW Policy 3.3

Support, protect, and enhance the value of the arts and humanities as essential to education, quality of life, economic vitality, broadening of mind and spirit, and as treasure in trust for our descendants.¹¹

Framework Goal 4 - Consider the costs and benefits to Island residents and property owners ~~should be considered~~ in making land use decisions.

[FW Policy 4.1]

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

[FW 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.

Framework Goal 5 – ~~Development should be based on the principle that the~~ Maintain the Island's environmental resources ~~are finite and must be maintained at a sustainable level the Island's finite environmental resources.~~

FW Policy 5.1

Preserve and enhance the Island's natural systems, natural beauty and

environmental quality.¹²

FW Policy 5.2

Protect and enhance wildlife, fish resources and natural ecosystems on Bainbridge Island.¹³

[FW Policy 5.3]

Look beyond the state's mandated 20-year plan horizon in order to recognize the longer term life cycles of natural systems, green building practices, and public infrastructure investments.

[FW Policy 5.4]

Identify strategies and actions to mitigate and adapt to the effects of climate change.

Framework Goal 6 - Support the Island's Framework Goals through the City's Priority Based Budgeting decisions.

FW Policy 6.1

Promote *good governance*¹⁴ and an Island culture of citizenship, stewardship and civic engagement.¹⁵

FW Policy 6.2

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.¹⁶

FW Policy 6.3

Grow a [diversified]¹⁷ *vibrant economy*.¹⁸

FW Policy 6.4

Nurture a *healthy and attractive community*.¹⁹

FW Policy 6.5

Build *reliable infrastructure and connected mobility*.²⁰

FW Policy 6.6

Grow a *green, well-planned community*.²¹

FW Policy 6.7

Maintain a *safe city*.²²

¹ RCW 36.70A.030(4).

² RCW 36.70A.030(7)

³ RCW 36.70A.120

⁴ Final Report, City of Bainbridge Island Mayor's 2025 Growth Advisory Committee.

⁵ Plan, Water Resources Element, Goal 1.

⁶ Plan, Environmental Element Aquatic Resources Goal 1, which is also the mandate under the GMA to designate and protect the "functions and values" of ecosystems. RCW 36.70A.060 and .170.

⁷ Plan, Environment Element, Frequently flooded areas, Goal 1.

⁸ Plan, Water Resources Element.

⁹ Final Report, City of Bainbridge Island Mayor's 2025 Growth Advisory Committee.

¹⁰ Plan, Human Services Element, Framework Statement.

¹¹ Plan, Cultural Element, Goal submitted for Inclusion.

¹² Plan, Environment Element, Environment Goal 1.

¹³ Plan, Environment Element, Fish and Wildlife Goal 1.

¹⁴ *Good Governance* is one of the six desired results of the City's adopted PBB.

¹⁵ *A culture of stewardship, citizenship and civic engagement* was one of the key issues to address listed in the Council's adopted scope for the Plan Update.

¹⁶ This proposed Framework Policy expresses the City's commitment to continually take actions, including in its planning work program, to meet its statutory duties under the GMA to be consistent with and implement its Plan. RCW 36.70A.040(3) provides in part that "each city located within the county shall adopt a comprehensive plan under this chapter and development regulations that are consistent with and implement the comprehensive plan" RCW 36.70A.120 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."

¹⁷ Plan, Economic Element, Goal 1, uses the important term "diversify". Adding that word to this Plan Framework Policy makes clear that the value of economic development does not mean any large or single solution.

¹⁸ *Vibrant Economy* is one of the six desired results of the City's adopted PBB.

¹⁹ *Healthy and Attractive Community* is one of the six desired results of the City's adopted PBB.

²⁰ *Reliable Infrastructure and connected mobility* is one of the six desired results of the City's adopted PBB.

²¹ *A Green, well-planned community* is one of the six desired results of the City's adopted PBB.

²² *Safe City* is one of the six desired results of the City's adopted PBB.

APPENDIX

SECTIONS FROM 2004 PLAN INTRODUCTION MOVED TO APPENDIX FOR 2016 PLAN UPDATE

INTRODUCTION TO THE 2004 UPDATE OF THE COMPREHENSIVE PLAN

The City is required by the Growth Management Act (GMA, RCW 36.70A) to review, and if needed, revise the Comprehensive Plan to address changes in local and regional conditions and state or federal laws since the original plan was adopted in 1994. The City of Bainbridge Island GMA Comprehensive Plan review must be completed by December 2004.

Development of the Plan Update Process

The City began the review process in 2000 with the appointment of a steering committee made up of three City Council members, three Planning Commissioners and staff. The committee decided on a methodology for the review, dividing the process into three phases:

Phase One – Information Gathering – 2000

In Phase One, staff analyzed the existing policies of the Plan and prepared the document “Staff Review 2000,” which provided a review of actions taken to date to implement the Plan. The staff review also included recommendations for revising some of the goals and policies.

Another important component of Phase One was the completion of a new community values survey, to measure any change in community sentiment since the 1992 Community Values Survey was conducted as part of the development of the 1994 Comprehensive Plan. The new survey, with slight modifications, was conducted in May 2000 and a final report was published in July 2000 (*Bainbridge Island Community Values Survey Report*, July 10, 2000, Pacific Rim Resources, Inc.). The results of the survey were presented to the public and the City Council at an open house on July 26, 2000.

Phase Two – Analysis – November 2000 - January 2001

The steering committee reviewed the results of the community survey and staff review and determined that the goals and policies in the Comprehensive Plan still represented the community’s vision, and that substantive revisions were not necessary. The Planning Commission was directed to begin their review of the Plan, discussing each element individually and proceeding policy by policy. The steering committee also decided that consideration of public comment provided in writing and at Planning Commission meetings

should be an important part of the review process. At the end of the discussion of each element, agreed-upon changes were to be publicized for public comment at a public hearing before the Planning Commission.

Phase Three – Recommended Action – January 2001 – March 2004

Planning Commission Review

The Commission began their review in early 2001, using the *2000 Staff Review* and the results of the *2000 Community Values Survey* as the basis for their discussions. Through a series of study sessions and public hearings, the Commission completed the review process in January 2004, held a final series of public hearings and a workshop, gathered additional community input and forwarded their recommendation along with the public comments to the City Council in March 2004.

City Council Committee Review – March 2004 - December 2004

The City Council continued the public review process through the spring and summer of 2004, reviewing each of the Planning Commission recommendations on the elements of the Plan within the four Council Committees (Public Works and Transportation Committee, Land Use Committee, Finance Committee, and Community Relations Committee), and holding a series of public meetings. The Council held a public open house and workshop on the entire Plan Update in September 2004 and then a series of public hearings, gathering additional public input prior to adopting the revisions.

County-wide Planning Policies (CWPP)

In coordination with the Kitsap Regional Coordinating Council, in which the City of Bainbridge Island participates, Kitsap County adopted the County-wide Planning Policies in 2001 and amended in 2003. The City reviewed the policies in relationship to the Comprehensive Plan and ratified the County-wide Policies in 2001, and again with the revisions in 2003. The Kitsap Regional Coordinating Council is currently updating these policies.

Socioeconomic Profile

Since the development of the 1994 Plan, the socioeconomic character of Bainbridge Island has changed only slightly. The population has grown to 20,760 (Office of Financial Management estimate for 2004), in line with the expected growth trend of the 2012 population projection. From 1990 to 2000, the population grew from 15,846 to 20,308, an increase of 4,462 people, or a 28% increase in population.

The 2000 census reports that 92.9 % of Islanders are listed as white and that those of Asian ancestry (Japanese, Filipino and Vietnamese) remain the largest minority on the Island.

The Island experienced an increase in employment of 52% between 1990 to 2000, from 3,460 jobs to 5,271 jobs. The majority of the job growth was in the finance, real estate and service sectors, with an increase of 69%. Manufacturing employment increased 60% after decreasing last decade; however, it represents only 11% of the jobs on the Island.

Community Values

As required by the GMA, the City of Bainbridge Island produced its first Comprehensive Plan in 1994, to outline strategies to manage growth on the Island through the year 2012. A community values survey was conducted for the 1994 Plan.

In 2000, the City began the required update of the Comprehensive Plan by again identifying the community values and opinions about land use, growth, environment, and related policy issues. The City of Bainbridge Island contracted with Pacific Rim Resources (PRR) to develop and implement a random community values survey and analyze the resulting data. The 2000 survey was based largely on the 1992 survey to allow for direct comparisons. The survey was administered by telephone to 406 residential households.

A random telephone survey format was chosen because it would yield an unbiased, objective and scientific analysis of public opinions about growth issues on Bainbridge Island.

Specifically, the objectives of the survey were to:

- Determine significant changes in public attitudes since the 1992 Community Values Survey;
- Understand residents' vision for the future of Bainbridge Island;
- Understand residents' perceptions about Bainbridge Island's character;
- Prioritize residents' desires for services and improvements;
- Determine levels of support for a variety of growth management issues;
- Assess attitudes about restricting private property rights;
- Determine whether residents support the development of affordable housing;
- Determine the willingness of residents to support tax increases to pay for additional services or improvements;
- Identify the most effective means of communicating with residents about the Comprehensive Plan.

Conclusions and General Recommendations from the Survey Consultant

- In general, residents appear to have mixed feelings about past growth on the Island, and little enthusiasm for future development. There is still little support for additional shopping facilities, office space, or industrial facilities, and job creation is not a high priority.
- While traffic congestion is one of the issues of most concern to residents, there is clear support for maintaining narrow, winding roads with native vegetation and other public services. Clarifying the tradeoff between expanding roads and maintaining narrow, winding character could reduce the potential for unreasonable expectations with respect to congestion improvements. More creative solutions than road widening and straightening should be considered to address traffic problems.
- Increasing park-and-ride lots, expanding the sewer and water systems, and expanding roadways are the issues with the least support in the community. If it is determined

that these are needed services, public education activities will be needed to broaden understanding of these issues.

- Residents are surprisingly willing to be taxed, both for environmental preservation and for "quality of life" improvements like pedestrian and bike trails and new parks and recreational areas. These are the items around which a base of support would most easily be built in terms of tax proposals.
- Although Bainbridge Island residents recognized the importance of a mix of incomes and affordable housing and favored the issue when asked to rate it, few were willing to be taxed in support of affordable housing.
- Bainbridge Island residents opposed improved police and fire services, road expansion, development of manufacturing, additional shopping facilities and other infrastructure improvements that support growth.
- Newspaper articles should be the primary mechanism for reaching Bainbridge Island residents, followed by mail. The city website has gained in popularity.

Planning Under GMA

Under the Growth Management Act, updates to the Comprehensive Plan may occur on an on-going basis to reflect local needs, new data or new law, but they must occur in a deliberate manner every seven years [RCW 3670A.130(4)]. This deliberate GMA Update process includes four basic steps: 1) establish a public participation program that identifies procedures and schedules for the review, evaluation and possible revision process; 2) review of relevant regulations; 3) analysis of need for revisions; and 4) adoption of an appropriate resolution and/or amendments.

The issues that the Washington State Office of Community Development (OCD) advises communities to address in their GMA Update include: urban densities; urban growth areas; critical areas; natural resource lands; essential public facilities; affordable housing for all income levels; transportation, including levels of service to meet future needs; and shorelines.

Population assumptions: According to GMA the Comprehensive Plan must be evaluated based on the most recent 20-year population forecast, expressed in a range from high to low, on a county-by-county basis. RCW 36.70A.130(1)(b) specifically states that the review must include an analysis of the population allocated to a city from the most recent ten-year population forecast by the Washington State Office of Financial Management (OFM). According to guidance from OCD, the City has three options in dealing with population forecasts in the GMA Update processes: 1) Continue with existing county-wide population projections; 2) Use the new OFM county-wide population forecasts; or 3) Work with the County to develop own population projections and reallocate population based on these projections.

Although OFM has provided a 20-year forecast for Kitsap County (January 2002), the official allocation for the City of Bainbridge Island for the year 2025 has not yet been finalized; therefore the 2004 Update utilizes option one, continuing with the 2012 population

projection for the City. The City will re-evaluate the Comprehensive Plan again in 2005 upon receiving the official 2025 population allocations from the County, expected late in 2004.

Urban densities: Under the Growth Management Act, the City must include provisions to accommodate projected population growth in a manner that reduces sprawl and encourages growth in urban areas that can provide urban services, such as public sewer and water. This should be accomplished through a coordinated approach that plans for development in the urban growth area.

The framework of the Comprehensive Plan is to accommodate 50% of the growth in Winslow and 5% in the Neighborhood Service Centers, with the remaining 45% provided for Island-wide in the open space residential areas. The Comprehensive Plan accommodates the projected population by concentrating the growth in the Winslow area where urban services exist and can service the growing population. As the Island develops, population increases and new growth projections are supplied, the plan must accommodate these numbers and revisions will be necessary. The Comprehensive Plan is a dynamic document that is designed to retain the basic framework for growth and development while also responding to changing forecasts through review and amendment.

The City is a water service provider and a sewer service provider with both the primary water and sewer service areas located in Winslow. Service areas for both the public water and public sewer are dictated by the capabilities of the facilities. Expansion and additions to these facilities are based on several necessary considerations, including programming capital costs within the six-year capital facilities plan.

When the City addresses the new population projections for 2025, an evaluation of the land use densities and the urban services necessary to serve the densities will be conducted and amendments will be made as necessary.

Critical areas and natural resource lands: One of the adopted changes to GMA since 1995 is the requirement that best available science be included in the critical areas policies and regulations, with special consideration given to measures for protecting anadromous fisheries. The policies relating to critical areas are provided in the new Environmental Element and were reviewed in consideration of best available science.

Essential public facilities: Minor amendments are included to the policies addressing essential public facilities to meet the requirements of the GMA Update (RCW 36.70A.200).

Affordable housing for all income levels: GMA requires that the City provide affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stocks. The City's 2004 Update includes amendments that address changing local needs associated with the affordable housing program.

Transportation, including levels of service to meet future needs: The 2004 Update includes a revised Transportation Element built on the Island-wide Transportation Study (IWTS). The IWTS is a 20-year vision for the transportation system of the City including a technical analysis of the transportation system, update of goals and policies to reflect GMA Updates and new state law, and development of new level of service standards based on industry standards.

Shorelines: Updates to the City of Bainbridge Island Shoreline Master Program (SMP), adopted in 1996, are being processed on a separate timetable from the 2004 Comprehensive Plan Update. The update to the SMP policies began in 2002 and is continuing at least through 2006. State regulations require that the SMP update occur by 2011.

2004 Update

The 2000 Community Values Survey revealed that the community held primarily the same values and vision for Bainbridge Island as had been determined in 1994, and the review and analysis of the Plan indicated that, with the exception of the Transportation Element and to some extent the Water Resources Element, only minor changes were necessary in the goals and policies guiding that vision. Therefore, most of the existing goals and policies within the Plan are retained, with minor amendments to improve clarity, reduce redundancy or reflect new information. Several new policies have been added and some have been incorporated with other policies for organizational purposes. Other policies have been deleted because they are unnecessary or no longer relevant. The Water Resources and Transportation Elements have been updated and reorganized, and the existing environmental goals and policies have been consolidated in a new Environmental Element.

The following summary outlines the revisions to the various elements of the Comprehensive Plan.

Water Resources Element

The 2004 Update to the Water Resources Element includes a complete reorganization of its goals and policies. This includes the addition of a new introduction, reordering the subjects to follow a logical sequence and adding two new policy sections that address monitoring and public education.

The greatest change in the Water Resources Element is to policies related to the extension of public sewer service. The Winslow sewer service map is amended to designate one service boundary. The previously existing service area map has been the cause of considerable confusion as it had two boundaries that designated a “future service area” and an “existing service area.” This revised sewer service map eliminates the dual boundary, and drops out most of the area previously labeled “future.” In addition, a new Policy SSP 2.7 is added to establish the criteria and process for developing or expanding public sewer systems.

Existing policies pertaining to drinking water are amended to discourage individual shallow private wells, and to clarify the role the City plays in terms of public and private water systems. A major change is the addition of a new policy that provides for administration of the City service area map by the Public Works Department.

Minor amendments are made to the on-site septic system policies, primarily to clarify the responsibilities of the City and the Kitsap County Health District.

An updated Aquifer Recharge map and supporting information are also added to the Water Resources Element. (The map and related information were previously included in the Land Use Element.)

Transportation Element

Revisions to this element include a new introduction, revised and reorganized goals and policies (including new levels of service for Island transportation systems) and updated information on existing conditions. New information proposed for inclusion in the element is drawn from a transportation study commissioned by the City to provide direction in meeting state requirements for the Transportation Element update. This study, titled *Island-Wide Transportation Study* (IWTS), 2003, JDL & Associates, is referenced in the Transportation Element and provides current information on the use and function of the Island roadways and recommendations for potential improvements to the transportation system.

The Non-Motorized Transportation Plan (NMTP), adopted in 2002, is part of the Transportation Element. No revisions to the NMTP are proposed in the 2004 Update.

New Environmental Element

Environmental goals and policies related to fish and wildlife, aquatic, agricultural and forest resources, flood and geological hazards, greenways, atmospheric conditions and mining are moved from the Land Use Element to the newly created Environmental Element. Revisions to some of these existing policies are included to increase clarity, reduce redundancy and provide consistency with changed circumstances. Several new policies relating to sea level rise, seismic information, indoor air quality, noise pollution and regional greenhouse gases are also included.

Land Use Element

As described above, environmental goals and policies previously located in this element have been relocated to the new Environmental Element. Other amendments to land use policies include designating the Rolling Bay Neighborhood Service Center as a special planning area, identifying the Winslow Master Plan Study Area as the target area for accommodating future growth and highlighting the community goal of public acquisition for the Wyckoff site. Policies that designate contract zones are deleted, as are several redundant policies pertaining to flexible lot design.

Land Use Map

The land use map is amended changing three land use designations: 1) the St. Cecilia Parish property at the corner of High School Road and Madison Avenue is changed to Madison Avenue District (MAD) from Urban Multi-family (UMF); the Webster property located on the east side of Madison Avenue near the intersection of New Brooklyn is changed to Urban Multi-family (UMF) from Semi-urban Residential (SUR); and the property located at the

southwest corner of Madison Avenue and New Brooklyn, currently occupied by a mini-storage facility, is changed from Contract Zone-Light Manufacturing (CZ-2) to Business/Industrial (B/I).

Housing Element

Language is added to the element to incorporate the GMA definition of “affordable housing” and policies are broadened to include more of the available affordable housing tools, including cottage housing and accessory dwelling units. Specific numeric requirements are removed from some goals and policies in order to provide flexibility and make it easier to adjust the City’s housing programs if necessary. New goals relating to the financing of affordable housing and the monitoring of the City’s housing programs are added.

Economic Element

Minor amendments are made to this element to remove language related to skills development and educational curricula (former Goal 5), as they are not appropriate to this element. In addition, previous language pertaining to fiscal practices of all the taxing districts (former Goal 7), and monitoring and reporting commercial activity (former Goal 8) are removed.

Other Elements

Minor revisions to policies in the Utilities, Capital Facilities, and Human Services elements are also included in the 2004 Update. No revisions were made to the Cultural Element.

Public Involvement

As required under GMA, the City has involved the public in the review and update to the Comprehensive Plan. The 2000 Community Values Survey was the first step to gathering public input in the review. A city-wide mailing was provided to each household on the Island, inviting citizens to participate in the update to the plan.

The Planning Commission held a series of public study sessions, workshops and public hearings on the review and revisions of each of the elements of the Comprehensive Plan beginning in 2000 and concluding in early 2004.

- 51 Planning Commission meetings with study sessions on the 2004 Update
- 9 Planning Commission meetings with public hearings on the 2004 Plan
- 2 Planning Commission open house/workshops on the 2004 Update

The City Council began their review of the 2004 Comprehensive Plan Update in March of 2004 and held a series of meetings on specific elements of the Plan within the Council subcommittees. A special Council open house/workshop was also held, followed by a series of public hearing at City Council meetings.

- 20 City Council Committee meetings on the 2004 Update
- 1 City Council open house/workshop on the 2004 Update
- 2 City Council public hearings on the 2004 Update

INTRODUCTION TO THE 1994 COMPREHENSIVE PLAN

AN HISTORICAL PROFILE¹

The Island land mass was shaped by many natural forces.

Between Rockaway Beach and Fort Ward, 18- to 30-million-year-old sedimentary bedrock thrusts above sea level. Part of the Blakely Formation, this ancient ocean bottom yields fossils of marine life still found on the rock's southern shoreline. North America's steepest gravity gradient is found on the formation's northern edge. The edge stretches across the Sound from Elliot Bay to Eagle Harbor and, in part, accounts for the "Seattle Fault," a potentially active seismic zone. Geologists recently discovered that, about 1,100 years ago, a catastrophic event uplifted the portions of the Blakely Formation 23 feet, causing a tidal wave and likely forming the shoreline shelf that stretches from Rockaway Beach to Crystal Springs. The bedrock yields limited water and makes for rocky beaches.

The Island's north and central areas are sand, clay, and gravel deposits laid down by glaciers during the many Ice Ages felt here, the last as recent as 15,000 years ago. In these deposits have been found the dried remains of ancient rivers that once flowed across this land. One, from Mt. Rainier, flowed near Eagle Harbor before Puget Sound was carved. Another, from the Olympics, ran from Fletcher's Bay to Pt. Monroe before Hood Canal was formed. The Island's best freshwater aquifers are found among the glacial deposits, as are commercial sand and gravel resources, and the occasionally discovered remains of prehistoric forests and elephant-like mammoths. Vast, bountiful tide flats, beaches, and sand spits owe their existence to these deposits and the powerful, life-like balance of the forces of coastal drift- wind, current, and tide.

In geologic time, the climate has seen enormous changes; in recent times, our climate has been mild. Temperatures can range from 0 to 100 degrees, but they rarely reach these extremes. Though rainfall is not as heavy as in other regions (there was a 5-foot snowfall in the 1880s!), cloud cover and mist are more common. Earthquakes in excess of 6 on the Richter scale rock the area every few decades. Four wind storms topping 100 mph-two each from the north and south-have blasted Island forests and seas since 1962.

The people of this abundant inland sea, with its forests of giant ancient trees, were hidden for centuries from the world's navigators, except those with large cedar canoes from elsewhere on the coast. More than 36 Suquamish namesakes throughout Bainbridge recall native island villages, camps, and landmarks, including "Haleelts," the 1,500-to 3,000-year-old petroglyph at Agate Point; and Yeomalt, "the place where the north and south winds do battle," an early description of the area's "convergent zone." The forests, meadows, beaches, and bays teemed

¹ This Community Profile was prepared by Gerald Elfendahl, Curator, Bainbridge Island Historical Museum.

with plants and wildlife-deer, shellfish and salmon-that supported a flourishing and sophisticated native culture for several thousand years. Inhabitants of winter villages harvested their needs at numerous seasonal campsites. In May of 1792, some, including an elder named Kitsap, were harvesting rice root, wild onion and other edible bulbs when HMS Discovery anchored nearby off the south shore.

Captain George Vancouver was charting the coast for King George of England, a last search for the elusive Northwest Passage, when his men and ships anchored for two weeks off today's Bean's Bight. They left English names such as "Restoration Point," "Port Orchard," and "Mount Rainier"; collected botanical specimens; recorded descriptions of the region, including a map showing the Island as a peninsula; and enlisted Kitsap to guide them on their way north.

In 1824, a Hudson's Bay Company survey team again sought Kitsap's help during a visit to T'chookwap (Port Madison) on "Suquamish Bay." They found that Kitsap had gone fishing. And, they found "an opening to the west," Agate Pass.

Seventeen years later, after mapping much of Antarctica and the South Pacific, teams from the U.S. Exploration expedition, under Lt. Charles Wilkes, surveyed the Oregon Territory and put Bainbridge Island on their map -- so named for the captain of the USS Constitution during the War of 1812. Added to the 1841 Yankee map were: Port Madison and Point Monroe (for former presidents); Port Blakely (for another War of 1812 naval hero), Eagle Harbor with Wing and Bill Points; Rich and Agate Pass (for U.S. Ex. biologist and artist), Point White (for the seabird "painted" boulders there), and Point Gordon (not every name stuck-it was already Restoration Point). Wilkes' surveyors saw Suquamish houses with large potato crops on the east Island shore. Settlers seeking their "Manifest Destiny" soon followed Wilkes' maps to Puget Sound.

Following the '49ers gold rush, several California capitalists sent agents north lured by dreams of building "The Gateway to the Orient" and large stands of giant timber. George Meigs occupied land in 1854 Port Madison and founded Meigs Lumber and Shipbuilding Co. The following year, the U.S. government negotiated treaties with indigenous peoples which established reservations, retained native hunting and fishing rights, provided other considerations, and also paved the way for U.S. Land Office surveys in 1856 and subsequent land claims by an oncoming wave of settlers.

Island settlement centered around two mill towns, Port Madison and Port Blakely, founded a decade later by Capt. William Renton. These mill towns processed timber from throughout the region. Port Madison was the Kitsap County seat in the new Washington Territory until the 1890s. The Island's first newspaper, the Port Madison Weekly Sawdust Gazette, was published in 1878. Both towns had large hotels, schools, foundries, and substantial shipbuilding enterprises. Between 1880 and 1903, the Hall Brothers' Shipyard at Port Blakely built 88 vessels, most of which were large schooners for hauling lumber. The economic depression of 1893 helped close the Madison Mill. Port Blakely milltown grew to become the largest lumber mill in the world by the turn of the century. It closed its doors in the mid-1920s, 57 years after it began, and its buildings were dismantled, recycled, or destroyed.

These international export mills sent northwest lumber throughout the world, and brought seafaring people back to Island towns. Almost every language could be heard in those days.

Europe was represented on the Island by newcomers, especially those from Scandinavia, the British Isles, Germany, Italy, Spain, and Yugoslavia. The Pacific Rim was represented by newcomers from Hawaii, China, Japan, the Philippines, and Australia. Even sailors from Africa and South America joined the communities, as did natives from up and down the northwest coast, as well as other North Americans-Nova Scotiamen, Prince Edward Islanders, New Englanders, Californians, and Midwesterners.

In the 1900s, the U.S. Army built Fort Ward at Bean's Point. Four gun batteries and a mine-field in Rich Passage provided coastal defenses for the Puget Sound Naval Shipyard until rendered obsolete by aircraft in the 1930s.

Area lumber mill and Hall Brothers' Shipyard owners moved their shipyards to a large sandspit on Eagle Harbor's north shore in the winter of 1902-03. The name of the town there changed from "Madrone" to "Winslow," honoring brother Winslow Hall. The new shipyard featured a 4,000-ton-capacity cradle and marine railway, the region's largest, built to haul ships from the sea for repair and maintenance. In 1905, across the harbor on Bill Point, the coast's largest wood preservative facility grew. The community there was named Creosote after the coal tar derivative that was shipped around the Horn from Wales for use as a preservative. Treated timber and pile helped build railroad lines, docks, shipyards, power poles, and even the Panama Canal, as the nation and west coast communities grew.

Five hotels and several resorts served visitors to early Island communities. The Port Madison offered elegant dining from the 1860s, the Bainbridge Hotel -- its Tyee Room bar seldom closed -- served Port Blakely. The 40-room Pleasant Beach Hotel with its bowling alleys, swimming pool, billiard room, and pavilion, which hosted everything from church conferences to world championship prizefights, was considered the Coney Island of Puget Sound. The Hotel Winslow and other boarding houses served shipyard workers and visitors. The hotel at the Manitou Park Chautauqua grounds on Skiff Point held visitors who came to hear the likes of William Jennings Bryan and John Phillips Sousa. Residents and off-Islanders, alike, flocked to other seaside resorts with popular dance pavilions such as Eagledale's and Fosters' Resort at Fletcher Bay.

Water transportation determined early development patterns. The county's first commissioner declared that every shore road would go to the water, thus the Island's legacy of road ends every half-mile or so around the Island. At first, residents hailed steamers from rowboats, then floats, and finally docks. Communities grew around some 30 mosquito fleet landings and residents knew their captain's whistle signature. Everything from cows to the first Model T Ford automobiles came by steamer. The Sound's worst maritime accident, the sinking of the Dix, cost the Port Blakely community 38 lives in 1906. Car ferry service began by barge from Point White to Retsil. Regular car service to Seattle commenced in 1923 from Port Blakely and about the same time between Fletcher's Bay and Brownsville. In 1937, Seattle car ferry service moved to Eagle Harbor.

Eleven neighborhoods had their own schools until Islanders voted to consolidate in the 1920s. The county's first school was in Port Madison. High schools formed at Port Madison and Winslow as early as 1914 and were merged in 1928 to create Bainbridge High. An Island-wide network of dirt roads and make-shift school buses made consolidated grade schools possible too. One of the nation's finest private schools, the Moran Preparatory School, a forerunner of

Seattle's Lakeside School, served young men from a Manitou Park campus. The Island has seen at least 27 different public schools and over a half-dozen private ones, including Hill's Naval Academy.

Touring theatrical companies and locally produced performances helped keep the arts alive in the early mill towns. Silent films soon played at theaters in Fort Ward, Port Blakely, Manitou Park, and Winslow. In the mid-1930s, at Tudor-styled Lynwood Center, the Island's first sound theater was built and continues today, along with community participation in the arts, crafts, and performing arts.

County agricultural agents actively promoted farming enterprises after World War I. Land clearing with dynamite was taught and stump farms became some of the region's finest strawberry farms. Over a dozen greenhouse enterprises were also successful from around 1900 until World War II. Farmers of Japanese ancestry were leaders in and pioneered many of these enterprises.

The world depression hit the Philippine Islands before the United States and a second group emigrated from that country in the late 1920s. The first group came to work in the early lumber mills. The WPA drained Island swamps, graded ball fields, and helped build a Boy Scout camp. Islanders promoted a larger public works dream -- an Agate Pass Bridge. An empty Fort Ward was used to house homeless children.

In 1938, the U.S. Navy took over Fort Ward from the Army, confiscating several surrounding properties and evicting their owners. Large acreages were put into antenna fields overnight as a top-secret, international, radio listening station was built. Radio communication and code schools were also established that lasted through the Korean War. The Fort Ward command also oversaw the construction of the Navy's largest radio transmitter at Battle Point with a tower 300 feet taller than the Space Needle.

With the attack on Pearl Harbor and the commencement of World War II in the Pacific, the Island was hit hard. Bainbridge became one of the first communities required to respond to Executive Order 9066 which uprooted those of Japanese ancestry, most of whom were U.S. citizens, and forced them to move inland. A majority spent the war interred in one of several camps, while some enlisted in the Army. Editors of *The Bainbridge Review* kept Islanders up to date on the activities of displaced residents during the war and regular columns appeared from the internment camps. Editorials pointed out violations of the Bill of Rights inherent in the Executive Order. More than half of the uprooted Japanese-American families returned home after World War II. Winslow's shipyard workers labored round-the-clock, especially on the construction of almost two dozen Minesweepers, and car ferry service was initiated from Point White to Bremerton to accommodate Navy shipyard workers.

In honor of the young men who lost their lives in World War II, Island residents raised funds for a Living Memorial Field at the high school. With only hand tools, the world's largest public school student-built project, a 1,000 seat grandstand, was erected for the memorial by carpentry trade classes between 1947 and 1951.

Winslow incorporated in 1947, developed water and sewer utilities, and became the Island's urban center none too soon. The Agate Pass Bridge became a reality in 1950 and with it the

Island's first highway, year-round real estate office, bank, and shopping center. The Army returned to install a Nike missile base and radar station. The Washington State Ferries took over the old shipyard and Winslow, and with the completion of the Hood Canal floating bridge, became a busy connector to the Kitsap and Olympic peninsulas.

The Island Today

The once rural landscape began yielding to residential pressures as events such as the Seattle World's Fair led to the Island's continued "discovery." In some areas, summer cabins became year-round residences and berry farms became golf courses surrounded by cul-de-sacs. The Island has three privately owned courses. Two courses are the region's oldest -- Country Club and Wing Point. An Island-wide park district was formed in 1965, transforming former military lands and preserving other lands for recreational purposes, including a swimming pool. The State Parks acquired the Fay property near Port Monroe and waterfront portions of Fort Ward. Today, the fort is a National Historic District, one of at least ten historic areas and part of the 200 properties on the State's Island historic resource inventory. Archaeological sites also remain and are protected by state law.

Today, the skyline is lower -- forests have been logged two or even three times. Islanders voted to purchase Grand Forest from the state. Few salmon return to spawn in local streams and paralytic, shellfish -- poisoning toxins are now recorded periodically within the Sound. Since 1970, commercial divers have harvested geoducks from newly discovered deep-water beds. The largest industry is aquaculture. Disease resistant Atlantic salmon are raised by Norwegian specialists in floating pens off Fort Ward.

Environmental concerns led to the closure of the Island's oldest industry, the creosote wood preservative plant. New, land-based industrial efforts produce such items as commercial fish net systems, sport fishing poles, office furniture, and housing. Farm pursuits focus mainly on wine grapes, berries, produce, and livestock. A seasonal, weekly Farmers' Market offers home-grown produce. The school district is the largest employer, but many Islanders commute to King, and Kitsap County urban centers. Far from being isolated, Islanders play an active role in the world community and value cultural diversity.

Population growth pressures, environmental concerns, and county representation were among the issues that caused residents to study ways of gaining more access to government and more local control. In 1991, Islanders elected to annex all other areas to Winslow and to change the name of their new city to Bainbridge Island.

The forces of change, including this Plan, will continue to shape the Island.

WHO WE ARE TODAY

Socioeconomic Profile

During the past 70 years, the socioeconomic character of Bainbridge Island has undergone more than one significant transition. The once self-sufficient population supported almost solely by abundant timber resources changed, as the timber supply dwindled, to a primarily agrarian society. With the advent of more efficient access, provided by increased ferry service and a land bridge, the transition to a commuting society began and continues today.

Today, Bainbridge Island is a community that embraces and values many diverse lifestyles. The Island is home to artists, farmers, retirees, homemakers, live-aboards, residents who work in retail and manufacturing, and those who provide professional services. In 1990, over 95% of the Island residents were listed as white. Those of Asian ancestry (Japanese, Filipino, and Vietnamese) formed the largest minority.

Over 17,000 people currently live on Bainbridge Island. This number represents the addition of an average of 350 to 400 persons per year since 1970. From 1980 to 1990, the population of Bainbridge Island grew by 3,532 persons, or 28.7%

The following table shows population growth on Bainbridge Island since 1970:²

Year	1970	1980	1990	1993	2000	2010
Population	8,494	12,314	15,846	17,200	19,309	21,846

While the population has continued to grow, average household size has decreased from 2.7 persons per household in 1980 to 2.5 persons per household in 1990 and is expected to decrease further over the next 20 years to 2.4 persons per household by 2010. This means that, though population growth may slow, the growth in the number of housing units may remain steady.

Employment increased on the Island by 46% between 1980 and 1990, from 2,360 jobs to 3,460 jobs. The retail sector accounted for the majority of this, registering a 78% increase in the 10-year period, followed by services which increased 40%. Manufacturing employment has been steady, about 300 jobs for the period. Most of those jobs are with three major employers in the Day Road light manufacturing area: Nor'Eastern Trawl Systems, Watson Furniture and Sage, Inc.

Although accurate figures are not available, the Community Values Survey conducted in 1992 indicates that of those who work outside the home, 39% work on Bainbridge Island, while 58% commute off-Island to work. In contrast, there are an estimated 800 people engaged in or employed by home occupations on the Island.

² Population and employment trends are the basis for determining the amount of land and services required to accommodate future Island residents. Trends and forecasts, however, are estimates. Unpredicted events and unforeseen forces can affect changes in behavior that may alter predicted outcomes.

Community Values

From the town meetings, telephone surveys, and focus groups, which were all part of the Comprehensive Plan's visioning process, a profile of the community's values emerged: most Islanders value the sense of community which is a part of Island life, the diversity of its residents (age, ethnic background, and socioeconomic) and the Island's rural character and natural systems. These values are illustrated in the variety of responses by Island residents to the following two questions:

(1) What do you love about Bainbridge Island?

(2) What two things do you most want to preserve on the Island?

Value the People Who Live and Work on the Island

- Diversity of people - age, ethnically, socioeconomically
- Acceptance of diversity
- Dynamic
- Self sufficient
- Informal, relaxed attitude
- Respect for privacy/individuality

Community

- Citizens can shape policy
- High level of community involvement
- Small-town atmosphere where people know each other and there is a sense of community
- Lack of municipal structure
- Diverse landscape and diverse architecture
- Narrow, two-lane roads, with no sidewalks
- Dark nights
- Safe community, with low crime rate
- Quiet, slower pace
- Seeing farms around the Island and eating local produce

Natural Environment

- Rural character (forested areas, open space, meadows, farms, with a variety of wildlife)
- Water orientation, as an Island
- Natural beauty, abundance of nature with wildlife
- Woods, animals and plants
- Public access to shoreline
- High quality drinking water, in sufficient quantity
- Trees along ridgelines
- Wetlands and streams

Transportation

- Good transit system
- Bicycle lanes and paths
- Pedestrian paths
- Narrow, two-lane roads
- Scenic quality of SR 305
- Water trails for kayaks and canoes
- Horse trails

Public Services and Facilities

- Open, responsive government
- Quality schools
- Provide services for the special needs of Island residents (elderly center, teen/youth center, crisis assistance, emergency services)
- Planning for future potable water needs of the Island

PLANNING UNDER THE GROWTH MANAGEMENT ACT

Bainbridge Island's Plan for Managing Growth Through the Year 2012

It was an important year for Bainbridge Island in 1990! The citizens of Bainbridge Island voted to annex the unincorporated area of the Island into the City of Winslow, and the state legislature enacted the Growth Management Act (GMA). The coming together of these two events has been a valuable coincidence for Bainbridge Island. The GMA requires a community to look into the future at least 20 years and answer a number of questions:

1. What should our community look like in 20 years?
2. How can the community accommodate growth and still ensure that its vision will become a reality?
3. How can Bainbridge ensure that citizens of all ages and socioeconomic backgrounds will be able to live on the Island in the future?
4. What services will be needed in the future - transportation, schools, fire, parks, police?
5. How will those services be paid for?
6. What is Bainbridge Island's regional responsibility?
7. What are the best ways to keep the plan up to date?
8. How can Bainbridge Island continue to foster citizen involvement and communication between officials, community members and City staff?

These are important questions for a new all-Island city to address. The next 20 years will bring more residents to Bainbridge Island and will challenge this community to manage the growth in a way that is beneficial for both present and future residents. The challenge will be to preserve the quality of life most residents now value so highly, while accommodating future growth.

Managing growth can take many forms. However, if growth management is to succeed, it must be directed toward a common set of goals. The challenge for the future of Bainbridge Island is to accommodate growth in a way which is true to the community's vision and goals for the future of the Island. This is the objective of the Comprehensive Plan.

The Bainbridge Island Comprehensive Plan provides a set of common goals and policies designed to help achieve them. The goals and policies were developed through the combined

efforts of residents, elected and appointed policy makers, and the City staff. This goal-policy framework, taken in conjunction with the accompanying Land Use Designation Map, provides the common direction that is necessary for effective growth management, and is a guide to future actions and development on Bainbridge Island. City regulations will be modified to be consistent with the Comprehensive Plan.

A NEW TYPE OF COMPREHENSIVE PLAN – The requirements of the Growth Management Act

Under the GMA, the fastest growing counties in the state (and the cities within them) are required to plan extensively to manage growth. The Act requires jurisdictions to prepare, adopt, and implement a comprehensive plan.

A comprehensive plan must accommodate a 20-year growth projection as prepared by the Washington State Office of Financial Management (OFM). Counties, in coordination with cities and towns, are required to designate as Urban Growth Areas (UGA) those areas where population growth is to be accommodated. Under GMA, a city is an urban growth area. Since Bainbridge Island is a city, the entire Island is an urban growth area. Although Bainbridge is an urban growth area, the GMA provides enough flexibility to allow the Island to satisfy the requirements of the GMA and still achieve the vision and goals of the Island residents: to preserve the Island's character, protect its water resources, and foster the diversity of its residents.

While the GMA contains a number of planning requirements which form the framework of the Act, within that framework the vision of each community can be accommodated. The GMA provides for a "bottoms up" planning process which implicitly recognizes the variations and diversity of each local jurisdiction.³ The GMA has three key components:

Comprehensiveness

The comprehensive planning process must now be an integrated one. The plan must, at a minimum, address land use, housing, transportation, utilities, and capital facilities. To accomplish this, *comprehensiveness* requires a new level of coordination and cooperation between the City and the three special-purpose districts on Bainbridge Island (Fire District, School District, Parks and Recreation District) and Sewer District, and between the City and its residents and the other local jurisdictions of the County and their citizens.

Concurrency

Under the provisions of the GMA, development cannot occur until transportation facilities are available to serve the development once the impacts of that development occur, or within a specified time, thereafter (concurrency). The concurrency requirement in the GMA is specifically applicable to transportation facilities. With respect to facilities other than transportation, each local jurisdiction must determine which other public facilities should be subject to the *concurrency* requirement. The Washington State Department of Community Development (DCD) Guidelines recommend that at least domestic water and sanitary sewer

³WAC 365-195-020 and 050 (Sections of the Washington State Department of Community Development Guidelines).

systems be added to the concurrency list applicable within urban growth areas, and at least domestic water systems be added for lands outside of urban growth areas.⁴

The City has chosen not to adopt specific Water and Sewer levels of service at this time. However, public water systems (two or more connections) must comply with all State and Federal laws concerning construction of water systems and water quality monitoring. In addition, the GMA required the City to determine that adequate water supplies exist prior to the approval of a building permit.

In order to achieve *concurrency*, each jurisdiction must develop a six-year Capital Improvement Program (CIP) consistent with the comprehensive plan. Furthermore, the CIP must identify the source and commitment of public funds for needed facilities. If funds are inadequate to meet identified needs, jurisdictions must discuss how additional funding will be raised, or how land use assumptions will be readjusted to ensure that level of service standards will be met.

To help jurisdictions meet funding requirements, the GMA authorizes counties, cities, and towns to impose impact fees on development as part of the financing of public facilities. It also allows jurisdictions to adopt a 25% increase in the state sales tax to assist in providing required services. However, the level and method of funding is to be determined as part of the comprehensive planning process.

Consistency

The Comprehensive Plan, itself, must be internally consistent. All parts of the Plan must fit together so that no one feature precludes the achievement of any other. In addition, the Bainbridge Island Comprehensive Plan must be consistent with the comprehensive plans of jurisdictions with common borders or related regional issues.

County-Wide Policies and Plan: The first step in interjurisdictional consistency is to ensure that the Bainbridge Island Plan is consistent with the Kitsap County-Wide Planning Policies. Kitsap County's Plan was not complete when this Plan adopted. When Kitsap County's Comprehensive Plan is complete, the City will need to review the County's plan to ensure that the plans of the City and the County are consistent, as required by RCW 36.70A.100. The County-wide policies are based on Vision 2020, a regional plan, and the findings of the 1990 Kitsap County Growth Symposium.

Multi-County Policies: Under the requirements of the GMA, Pierce, Snohomish and King County developed multi-county policies. In 1992, the Kitsap County Commissioners voted to have Kitsap County included within the area subject to the multi-county policies. The multi-county policies were adopted in 1993. The City's Comprehensive Plan must be consistent with these policies.

⁴ DCD Guidelines, WAC 365-195-060 (3) Concurrency.

GMA Goals

The GMA contains 13 goals. The goals are not listed in order of priority, but must be used to guide the development of comprehensive plans. Each community's comprehensive plan must show how the goals are addressed, consistent with the community's vision for the future. The 13 goals are:

1. *Urban Growth*: Encourage urban growth in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. *Reduce Sprawl*: Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. *Transportation*: Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
4. *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.
5. *Economic Development*: Encourage economic development which is consistent with adopted comprehensive plans, promotes economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourages growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. *Property Rights*: 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.
7. *Permits*: Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. *Natural Resource Industries*: Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible land uses.
9. *Open Space and Recreation*: Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
10. *Environment*: Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. *Citizen Participation and Coordination*: Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

12. *Public Facilities and Services:* 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.
13. *Historic Preservation:* Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

A Dynamic Process

This Plan is designed to be dynamic rather than static, to accommodate changing conditions which are impossible to foresee. The Plan will be subject to periodic review and refinement to ensure the quality of life that the people of the Island desire. The GMA anticipates an evolving comprehensive planning document. It requires a review of the Comprehensive Plan at least every five years, but limits amendments to once a year.

DESCRIPTION OF THE PLANNING PROCESS – PUBLIC INVOLVEMENT

Phase 1 – Citizen Advisory Committee

Involvement in civic activities is an integral part of living on Bainbridge Island. The GMA requires early and continuous citizen participation; the citizens of the Island would have been involved regardless of any requirement of the GMA.

To ensure that the citizens of Bainbridge were involved in the comprehensive planning process from the very beginning, the Mayor and City Council created a seven-member, citizen advisory committee to oversee the development of a comprehensive plan. A nominating committee was appointed by the City Council to select candidates for the advisory committee.

In December 1990, based on the recommendations of the nominating committee, the advisory committee -- the Comprehensive Plan Advisory Committee (CPAC) -- was appointed to develop a new comprehensive plan for the entire Island which would comply with the Growth Management Act (Resolution 91-03). The new plan would supplant the existing Subarea Plan for the unincorporated portion of the Island and the existing Winslow Comprehensive Plan.

One of the responsibilities specifically assigned to CPAC in Resolution 91-03 was "to obtain broad community participation including, but not limited to, accepting written comments, and conducting public hearings." CPAC used a variety of methods to obtain broad community participation.

Development of the Vision and Overall Goals of the Plan

The Comprehensive Plan comprises a set of community choices based on a common vision. That vision can only be realized if it truly represents the citizens of the community. Therefore, CPAC's first effort was to try to obtain a community vision and overall goals which would guide Bainbridge Island in the future.

Town Meetings

A town meeting on December 5, 1990 kicked off the visioning process. On April 17, 1991, CPAC held a second town meeting which focused on developing a vision for the future of Bainbridge. CPAC sought answers to the following questions from the over 140 participants:

- 1) What do you love about Bainbridge Island?
- 2) What two things do you want to most preserve on the Island?
- 3) What services do you want to see on the Island?
- 4) What method of transportation do you see yourself and the people of Bainbridge Island using?
- 5) If the Island needs to accommodate more growth, where should the growth occur?

Two additional town meetings were held in August 1991 to continue the visioning process and more than 100 citizens attended. These meetings included not only a presentation to the public, but also a workshop format in which the citizens who attended met in small groups to discuss

the issues of the meetings. Participants of the small groups prioritized community themes and values which were identified at the April 14 town meeting.

Citizen Participation Workgroup

A 17-member citizen participation workgroup was established to assist CPAC with its citizen participation efforts. The focus of the workgroup was assisting at the town meetings and developing the telephone survey.

Telephone Survey and Focus Groups

To further its effort in developing a vision and overall goals for the Comprehensive Plan, CPAC sought to affirm that views obtained from public meetings represented the views of the community at large. CPAC met with staff from the Washington Department of Community Development to determine the best method to use. A random telephone survey was chosen since it would ensure that a cross-section of Islanders would be represented. CPAC members and the citizen participation workgroup worked with a consultant, Pacific Rim Resources, to develop the survey. As a result, a sample of 402 Island residents were contacted through the survey. The findings of the survey were published in *The Bainbridge Island Community Values Survey Summary of Findings*, by Pacific Rim Resources, Inc. (See Appendix)

One of the results of the telephone survey indicated that significant differences existed in how residents felt about growth on the Island. Consequently, CPAC determined that the survey should be followed up with six focus groups consisting of: one group with only citizens who lived on the Island more than 16 years; one group with only citizens who lived on the Island less than 16 years; three mixed groups; and one group of business people. Seventy-two people, primarily chosen from the telephone survey, were contacted to participate in the focus groups; 51 people actually participated. The results from the focus groups were published in *The Bainbridge Island Community Values Focus Groups Summary of Findings*, by Pacific Rim Resources. (See Appendix)

Based on the information drawn from the town meetings, the CPAC regular meetings, and from the telephone survey and focus groups, CPAC developed a Vision Statement and Overall Goals for the Comprehensive Plan.

Development of Inventory of Critical Areas and Natural Resource Lands and the Environmentally Sensitive Areas Ordinance as Mandated by GMA

CPAC members spent over six months working with members of the community to develop an inventory of critical areas and natural resource lands. The August 1991 town meetings provided Island residents an opportunity to review the inventory maps and comment.

An Environmentally Sensitive Areas Ordinance Committee (ESAC) was appointed by the Mayor and City Council in 1991 to develop a draft Environmentally Sensitive Areas Ordinance (ESA). The workgroup consisted of representatives of farming, logging and environmental interests, a member of the Home Builders Association, a horticulturist, a professor of geography with expertise in physical geography and mapping, and two members of the City's

Planning Commission. The workgroup met for approximately eight months during which time they reviewed available technical information and the work of other jurisdictions related to environmentally sensitive areas regulation. The workgroup produced a draft ordinance toward the end of 1991. The ESA was adopted by the City in 1992 based on the recommendations of the ESA Advisory Committee.

Both the farmland inventory and the Agricultural Lands section of the Land Use Element were developed with the assistance of members of Rural Bainbridge Island and the Bainbridge Island Grange.

Development of the Land Use Element

CPAC reviewed the 1989 Bainbridge Island Subarea Plan and the 1987 Winslow Comprehensive Plan in order to build on the most recent works of the community. CPAC also reviewed the 1992 Bainbridge Island Land Use Inventory which describes existing land uses and future land capacity.

Based on the Vision Statement and Overall Goals, citizen comments, and the existing plans for Bainbridge, CPAC and the City planning staff developed four conceptual land use alternatives, with the assistance of Hennigar and Ray (consultants retained by the City). These alternatives provided four different patterns of development to accommodate growth over the next twenty years:

Winslow Concentration Alternative: This would concentrate growth in Winslow through infill development and expansion of boundaries. Within walking distance of the center of Winslow, mixed-use development to enhance the vitality of the downtown would be encouraged. In this core area, new development would be designed at a walkable, visually interesting, human scale. Outside the urban area, a distinctive rural landscape would be retained, including small farms, low-density residential development, low intensity recreational uses, and the preservation of natural and historic features. Development would be limited through a combination of incentives such as Transfer of Development Rights (TDRS), bonus densities, and conservation easements, as well as disincentives such as downzoning and more restrictive development regulations.

Village Concentration Alternative - This would distribute the Island's growth to Winslow and the villages of Island Center, Lynwood Center and Rolling Bay. Additional villages or smaller hamlets could be established within this concept as well. Winslow would continue to be the heart of the Island, but would not be as densely developed as under the Winslow concentration concept; increased density would occur through infill and redevelopment. The housing densities within the existing villages would be higher than they are now, and their boundaries would be increased in size. Any new villages would have similar characteristics. These mixed-use villages would consist of two to three hundred housing units with small-scale, commercial establishments. Outside Winslow and the villages, a distinctive rural landscape would be retained, including small farms, low-density residential development, low intensity recreational uses, and the preservation of natural and historic features. Development would be limited through a combination of incentives such as Transfer of Development

Rights (TDRS), bonus densities, and conservation easements, as well as disincentives such as downzoning and more restrictive development regulations.

Modified Urban Concentration Alternative: This would be a composite of the Winslow concentration and the village concept. It would retain Winslow as the heart of the community and would permit a slight increase in permitted densities within the villages of Island Center, Rolling Bay, and Lynwood Center. Increase in density in Winslow would occur through infill and redevelopment. Small-scale, commercial development in village centers would serve the surrounding community; Winslow would remain the sole location to support a full range of commercial services. This alternative would differ from the preceding two alternatives in that it would permit more development within the interior portions of the Island, provided that the development is sensitive to the rural landscape and preserves significant amounts of open space.

Current Zoning Policy: This would permit development of up to 14 units per acre within portions of Winslow. Commercial development would be permitted in Winslow and Island Center, Rolling Bay, and Lynwood Center. The interior of the Island would predominantly be zoned for 2.5 acre lots, with the existing development pattern in some areas at one or two units per acre. Under this concept, much of the growth would be allocated to the interior portions of the Island where significant amounts of vacant land are available for development. Much of the growth over the next twenty years would occur in a rural residential pattern, spread outside of Winslow and the villages.

On June 30, 1992, a town meeting was held to present these four conceptual land use alternatives to the citizens and to obtain feedback from the over 300 citizens who attended.

Simultaneous with CPAC's work, efforts to develop a county-wide greenways plan were underway. Kitsap County obtained funding to develop a county greenways plan. To develop the plan, the county established north, central, and south county greenways citizens' committees. Bainbridge Island has several members on the north county committee who established a 13-member Bainbridge Island Greenways Committee. This committee helped draft the greenways goals and policies which were incorporated into the Land Use Element and would assist in the development of the Greenways Master Plan. CPAC participated in several other efforts toward development of a greenways plan. In April 1992, CPAC co-sponsored with the Bainbridge Island Land Trust, a workshop to identify open space on the Island.

A two-day Greenways Conference was held on July 30 and 31, 1992. Representatives from the City, the School, Parks and Fire Districts, land use professionals, developers, architects, community groups, and environmentalists attended. Randall Arendt, a nationally recognized expert in preservation of the rural landscape, made several presentations. Participants at the conference discussed creative concepts to accommodate growth without sacrificing the open space, farmlands, and other sensitive areas of the Island. The discussions at the conference provided guidance to CPAC in development of the Land Use Element. CPAC then co-sponsored three Saturday morning workshops with Rural Bainbridge Island and the Bainbridge Island Grange to discuss the results of the two-day Greenways Conference.

CPAC also held four meetings to focus on certain geographic areas of the Island (north, central, south, and Winslow) in order to obtain comments on the four land use alternatives, and any other comments or concerns from citizens living and/or working in particular areas of the Island.

Other methods to communicate with Island residents were also used. In the telephone survey, over half of the participants indicated that the local newspaper was the best method by which to communicate to them. Therefore, CPAC worked with the two local newspapers to provide articles on important issues which were being considered by CPAC. One of the local newspapers printed a series describing the four land use alternatives. The remainder of the survey participants cited a letter-in-the-mail as the best way to communicate with them. Several all-Island mailings in the form of the City newsletter were used to inform citizens of the Comprehensive Plan process. CPAC also communicated with the citizens of the Island through presentations to a variety of groups, including the Rotary and Kiwanis Clubs, Team Winslow, Land Use Professionals Forum, Rural Bainbridge Island, Association of Bainbridge Communities, and South Bainbridge Community Association. CPAC members set up a Comprehensive Plan booth at the Community Services Fairs in 1991 and 1992 and at the Kitsap County Department of Community Development (DCD) Fair at Kitsap Mall in 1992.

Hennigar and Ray, along with City planning staff, worked with CPAC to develop the Draft Land Use Element, dated January 25, 1993. This draft was developed as an "hypothesis" against which the other elements of the Plan would be tested. The draft Land Use Element was also to be reviewed in light of additional information, including the critical areas/natural resources inventory.

While CPAC received written comments throughout the process, comments on the Draft Land Use Element were specifically solicited during February and March of 1993. In cooperation with CPAC, both local newspapers printed a series of articles describing the major land use changes proposed by CPAC in the January 25 draft. CPAC received over 114 written comment letters on the Draft Land Use Element, as well as comments during its regular meetings. The comments were both summarized in table form and were integrated into a copy of the Draft Land Use Element in order to provide CPAC with an easy means of reviewing the comments in relation to specific policies.

Throughout May and June of 1993, CPAC revised the Draft Land Use Element based on comments from the public, review of the critical area/natural resource maps and the information in the drafts of the other elements of the Plan.

Based on CPAC's comments, City planning staff prepared a revised Draft Land Use Element which became part of the July 30, 1993 Draft Comprehensive Plan.

Developing the Housing Element

The City planning staff drafted a Housing Needs Assessment, based on information obtained from the Puget Sound Regional Council, the 1990 Census, the work of the Phoenix Group (consultants retained to develop the County's Needs Assessment), The Kitsap County Housing Affordability Strategy, The City of Bainbridge Island Land Use Inventory - 1992, The Kitsap County Real Estate Trends Report - 1992, and information obtained from Helpline House.

An 11-member Housing Advisory Committee was formed to review the Draft Housing Element based on the information obtained from the Housing Needs Assessment and the vision and overall goals developed by CPAC. The Committee was composed of representatives from the real estate, banking and development industries, an attorney, a representative from the providers of services to special needs population, and members of the Affordable Housing Task Force (an earlier committee appointed by the City Council).

Using the work of the Housing Advisory Committee, a Draft Housing Element was prepared and forwarded to CPAC. CPAC reviewed and revised the work of the Committee and a draft element was prepared on May 27, 1993 which incorporated CPAC's comments. The Housing Advisory Committee reviewed the May 27 draft and recommended several changes which were incorporated into the July 30 Draft Housing Element.

Developing the Water Resources Element

Water Goals and Policies

A 10-member Water Resources Advisory Workgroup was appointed by the City Council to assist CPAC in developing the portions of the Comprehensive Plan which address the Island's water resources. The workgroup included several hydrologists, a geophysicist, and representatives from several water purveyors. One member had served on the County's Island Water Committee and along with a second member of the workgroup on the Kitsap County Groundwater Advisory Group.

The workgroup began by educating its members about the technical issues (hydrogeological) and by obtaining existing data and resources. This included collecting data from the United States Geological Survey (USGS), Kitsap County PUD #1, the Bremerton-Kitsap County Health District, and State Departments of Health and Ecology. The workgroup also invited a variety of experts to provide technical information. Staff from the Pierce County Health Department, Snohomish County PUD, and the Puget Sound Water Quality Authority (PSWQA) discussed tools which other jurisdictions were using to protect their water resources and then suggested possible, water protection policies. In addition, representatives from the Bremerton - Kitsap County Health District, the USGS, and a hydrogeology firm with extensive knowledge of Bainbridge Island, were invited to participate in a panel discussion on how best to protect the Island's aquifer recharge areas and to prevent mining of the Island's water resources.

A public workshop was conducted for the Water Resources Advisory Workgroup and the general public. Representatives from the State Departments of Ecology and Health, Bremerton-Kitsap County Health District, and Kitsap County PUD #1 explained their agencies' respective roles in the review and approval of the use of water resources.

The workgroup also drafted several issue papers on Groundwater Recharge on the Island and on a Satellite Water System Management Plan.

After identifying keys issues and a general policy direction, the Water Resources Advisory Workgroup held a special public meeting to obtain comments. The workgroup then developed

a set of goals and policies to address water resources protection that was later forwarded to CPAC. CPAC met with the workgroup and then reviewed and revised the goals and policies.

Sewer/Septic Goals and Policies

An 11-member Sewer/Septic Advisory Workgroup was appointed by the City Council to assist CPAC in developing portions of the Comprehensive Plan that concern sewage disposal. The workgroup included a septic system designer, a septic system installer, a civil engineer, a representative of Sewer District #7, a representative of the development community, and a citizen long active in water quality issues on the Island.

This workgroup focused on educating its members about technical issues and on obtaining information about existing data and resources. The workgroup collected data from the Bremerton-Kitsap County Health District, Washington State Departments of Health and Ecology, Sewer District 7, and the City Public Works Department. The workgroup also invited a variety of experts to provide technical information. Staff from the Kitsap County Health District discussed with the workgroup current problems on Bainbridge Island and the direction of future county septic monitoring programs and regulations. In addition, a representative of the Washington State Health Department described changes to state regulation of on-site septic systems. An environmental education specialist provided the workgroup with information on model water quality education programs and discussed tools which other jurisdictions were using to protect their water resources.

The workgroup held a joint public meeting with the Water Resources Advisory Workgroup to solicit public comments on key issues and the general policy direction identified by the group.

Based on the information obtained by the workgroup and the public comments it received, the workgroup developed sewer/septic goals and policies. These were forwarded to CPAC, which then reviewed and revised the goals and policies.

Storm Drainage Goals and Policies

Several members of the Sewer/Septic Advisory Workgroup and the City contract engineer formed a subcommittee to develop storm drainage goals and policies for the Plan. The subcommittee included a representative from the development community and a civil engineer.

The subcommittee reviewed existing data, such as the *Bainbridge Island Drainage Reconnaissance Study*, the *Puget Sound Water Quality Authority Storm Water Manual*, and the work of other jurisdictions. From their review, the subcommittee drafted a set of storm drainage goals and policies, which was forwarded to CPAC. CPAC reviewed and revised the goals and policies.

Completion of Water Resources Element

Both the Water Resources Advisory Workgroup and Sewer/Septic Advisory Workgroups recommended that all portions of the Comprehensive Plan which concern protection of the Island's water resources be incorporated into one Water Resources Element. This would include goals/policies developed by the workgroups and portions of the Capital Facilities and Utilities Elements as they relate to water resources.

The City Public Works and Planning staff developed the remainder of the Water Resources Element: existing conditions and deficiencies, future needs, and the cost of improvements. The goals and policies developed by the workgroups and revised by CPAC were incorporated into the July 30 Water Resources Element.

Developing the Transportation Element

An 11-member Transportation Advisory Workgroup was appointed by the City Council to assist the transportation consultant retained by the City, Parametrix Inc., to develop a Transportation Element. The workgroup included a former transportation design engineer and construction planner for the State Department of Transportation, an employee of Kitsap Transit, a structural engineer, the regional administrator of the National Highway Traffic Safety Administration, a municipal attorney, and citizens interested in transportation issues.

In an effort to collect information needed to develop a Transportation Element and to complete a number of short-term tasks requested of the workgroup by the City Council, the workgroup:

- 1) Reviewed all of the bridge/cross-sound studies.
- 2) Reviewed all of the studies and reports on SR 305 and drafted a report to the City Council on the status of SR 305.
- 3) Drafted a report to the City Council on school transportation.
- 4) Conducted an origin/destination study for vehicle ferry traffic on the Seattle/Bainbridge ferry.
- 5) Prepared a bicycle plan.

The workgroup also invited a variety of experts to provide technical information. Staff from Kitsap Transit, Washington Department of Transportation, and the Washington State Ferry System met with the workgroup to discuss their agencies' perspective on transportation issues on Bainbridge Island. A representative from a Seattle firm studying the potential for a foot passenger ferry route from Seattle to Kingston also made a presentation to the workgroup and presented the report the firm prepared for the Washington State Department of Transportation.

Using CPAC's work in developing a vision statement and the overall goals for the Comprehensive Plan, and all the information the transportation workgroup obtained, the workgroup developed transportation goals and policies. The workgroup then held a public meeting to obtain comments on the goals and policies which were later revised in response to the comments.

The goals and policies provided the foundation upon which the Transportation Element is based. The transportation consultant developed, in coordination with the transportation workgroup, CPAC, and City staff, the remainder of the Transportation Element.

A public meeting was organized by City staff and the consultant to address Level of Service issues with representatives from the Puget Sound Regional Council (PSRC), Peninsula Regional Transportation Planning Organization (PRTPO), Washington State Department of Transportation (Highway and Marine Division), Kitsap Transit, and Kitsap County. This multi-jurisdictional Level of Service discussion provided Island residents with an understanding of the implications of various LOS standards.

The workgroup, in consultation with the transportation consultant, developed the Levels of Service methodology for each transportation mode (roadways, transit, ferry, non-motorized transportation, and ferry).

A Roadway Inventory was conducted to assess road characteristics and existing traffic conditions and the LOS for the Island roadways. Improvement costs for pavement management and safety were also provided.

The consultant also identified improvement projects to address future needs and the costs of those improvements.

A May 7, 1993 Draft Transportation Element was prepared by the consultant which CPAC then reviewed and revised. CPAC's comments are incorporated into the July 30, 1993 Transportation Element.

Developing the Capital Facilities Element

A GMA Task Force was formed by the City to address the Capital Facilities Element of the Comprehensive Plan. Members of the Task Force included staff from the Departments of Planning and Community Development and Public Works, the City Administrator, the City Finance Director, and representatives from Kitsap County Fire District #2, Bainbridge Island School District, and Bainbridge Island Park and Recreation District.

Using the Washington State Department of Community Development's *Guide To Developing A Capital Facilities Element*, the Task Force reviewed the requirements of the GMA and established the method to be used in developing the Capital Facilities Element. Each of the Districts prepared its own comprehensive plan which are included in the appendix of the Capital Facilities Element of the City's Comprehensive Plan.

In 1990, the Bainbridge Island Park and Recreation District conducted a random community survey which involved 320 residents. A more recent survey, the County-wide Recreation Programs and Facilities Survey, was designed and conducted for all of Kitsap County with a Bainbridge Island component. The Park District also appointed a Comprehensive Plan Advisory Committee to assist the District in developing a comprehensive park plan. A Comprehensive Plan was then drafted based on all of the input. Following this, the Park District then held two public hearings on its draft Plan. The draft Plan was revised based on additional citizen comments and coordination with the Kitsap County Park District. During the first quarter of 1994, an additional public hearing was held on the revised draft Plan. The Park District's Board adopted the 1994 Comprehensive Park and Recreation Plan, the Trails Master Plan for Bainbridge Island and the Six-year Capital Improvement Plan.

The Capital Facilities Plan of the School District was derived from the work of a number of committees, including the Long-Range Planning Committee and the Strategic Goals Committee. The School Board held two public meetings on the Capital Facilities Plan. The Master Plan for the main school campus (which is included in the Capital Facilities Plan) was created by an advisory committee of staff and representatives from the public. Five public meetings were held to discuss the Master Plan.

The remainder of the Capital Facilities Element was prepared by the City staff. A Six-Year Capital Improvements Plan was drafted by the City Finance Director. It included the public capital facilities needs on Bainbridge Island over the next six years as identified in each of the Comprehensive Plan elements (city government, water, sewer, parks, school, fire, and transportation).

CPAC made a preliminary review of the draft Capital Facilities Element, including the Six-Year Capital Improvements Plan (CIP). However, CPAC did not have an opportunity to address the concurrency requirement or to assess the financial projections as presented in the CIP. CPAC's comments were incorporated into the July 30, 1993 draft of the Capital Facilities Element.

Developing the Utilities Element

City staff coordinated with utility providers -- Puget Sound Power and Light Company (Puget Power), U.S. West, New Vector Group and Cellular One (cellular phone companies) and Northland Cable, to inventory existing conditions and project future utility needs. (The City water and sewer facilities are addressed in detail in the Water Resources Element.) A 10-member Solid Waste Citizen Advisory Workgroup was created by the Mayor and City Council. The workgroup developed a Solid Waste Disposal Plan which was incorporated into Kitsap County's Solid Waste Plan.

The Kitsap County Electric Facilities Plan prepared by Puget Power was used as a starting point for drafting goals and policies for the Utilities Element. These were then revised by City staff. CPAC reviewed the Draft Utilities Element and its comments were incorporated into the July 30, 1993 draft of the Utilities Element.

Phase II – Planning Commission

In August 1993, the Planning Commission began its review of the Comprehensive Plan with a presentation by staff that provided an overview of the Draft Comprehensive Plan and an identification of some of the major issues which would need to be addressed by the Commission. The Commission held a joint work session with CPAC to review CPAC's recommendations contained in the July 30 draft. The Commission then toured the Island with Randall Arendt, nationally recognized expert in preservation of the rural landscape.

In order to assess the public's reaction to the July 30 Draft Plan, the Planning Commission held three special meetings to receive public comment. (The testimony from these three meetings was incorporated into the Commission's formal hearing on the Comprehensive Plan.) The meetings were held on September 29 and 30 and October 7 of 1993.

The Planning Commission also held several meetings with the Technical Advisory Workgroups. The first meeting focused on the Water Resources Element. Members of the Water Resources Advisory Workgroup, the Sewer/Septic Advisory Workgroup, a representative from the Bremerton-Kitsap County Health District, City Public Works Department staff, and several water resources experts who live or work on the Island, discussed water resources issues with the Commission. Another meeting was devoted to transportation. Members of the Transportation Advisory Workgroup and representatives from Kitsap Transit, Washington State Department of Transportation and the Washington State Ferry System, along with City Public Works Department staff and the transportation consultant retained by the City, discussed transportation issues with the Commission.

The Planning Commission then scheduled a series of work sessions to review the Plan.

About the time the Commission began to review the Land Use Element, the Vision Winslow Design Workshop was conducted, so the Commission deferred any review of Winslow until the results of the Vision Winslow Design Workshop were obtained. The Design Workshop was the idea of a number of community members as a means of testing the viability of the July 30 Draft Plan recommendations to increase density and commercial opportunity within Winslow. A steering committee was appointed which met for six weeks to organize the Workshop. On December 11 and 12, 1993, over 50 Island design professionals and community leaders in real estate, banking, and development, and representatives of the general public, came together in four working teams. Each of the teams developed plans and drawings to illustrate the recommendations of the July 30 Plan. Overall, each team supported the recommendations of the Plan.

The workshop concepts and drawings were presented to the Planning Commission, the City Council, and the community at large soon after the workshop.⁵ The Planning Commission did incorporate many of the recommendations of the Workshop into the Commission's recommendations.

In March 1994, the Planning Commission's preliminary recommendations were published and a public hearing was held to receive public comments on those recommended changes to the July 30, 1994 Draft Comprehensive Plan (except for the Capital Facilities Element which was in the process of revision). The Planning Commission identified a number of issues raised by the public, and reviewed and revised the Commission's recommendations, based on public comments.

The Planning Commission's final recommendations, contained in the March 21, 1994 matrix, were then forwarded to the City Council.

Capital Facilities Element

The Planning Commission did review the July 30 draft of the Capital Facilities Element and held a meeting with representatives from the Fire, School, and Park and Recreation Districts. However, during the Commission's review, the City staff was in the process of revising the Element, in part, as a response to public comments on the July 30 Capital Facilities Element. On March 16, 1994, a revised Capital Facilities Element and Six-Year Financing Plan was produced and submitted to the Planning Commission and the City Council.

On April 14, 1994, a joint Planning Commission/City Council public hearing was held on the Capital Facilities Element. After public testimony was taken, the Planning Commission formally forwarded the March 16 Revised Capital Facilities Element to the City Council with a finding that the Element was incomplete in that it did not "include specific projects that will be needed to make it compatible with the land use decisions (specifically in the areas of cost projections, timing, integration with the Land Use Element, Vision Winslow, and bonding approaches) as will be determined by the City Council when they complete the Comprehensive Plan approval process."

⁵ Many of those who participated in the workshop urged the City to disseminate and publicize the designs, for the benefit of all Island residents. As a result, a campaign was organized to publicize the results of Vision Winslow and solicit community input. An all-Island mailing was prepared which contained color reproductions of a selection of the workshop drawings and several drawings specifically created to more clearly illustrate some of the recommendations of the workshop. Included in the mailing was a questionnaire to solicit public comments on the ideas from the workshop.

A three-day exhibit was held from February 10 through 12, 1994, at a location on Winslow Way in Winslow. In order to provide an opportunity for residents to obtain answers to questions, the exhibit was staffed by participants from the Design Workshop, CPAC members, and Planning Department staff.

In an effort to reach as many members as possible, displays with color copies of the workshop drawings and explanations were also set up at three prominent locations in Winslow. Each of these locations were equipped with comment boxes. A Final Report, describing the results of the Design Workshop and the public comments received, was issued in March 1994.

Phase III – City Council

The City Council reviewed the Comprehensive Plan through its committees. Listed below are the Elements of the Comprehensive Plan and the Council Committees that reviewed these:

Land Use Element

The Land Use Committee reviewed the Land Use Element. The main issues that were considered in detail were: 1) Winslow 2) Light-Manufacturing 3) the Neighborhood Service Centers (NSCs), 4) Port Blakely, and 5) policies that dealt with the areas outside of Winslow and the NSCs. The Committee added policy sections on Siting of Essential Public Facilities, Forest Lands, Mining, and Fish and Wildlife Habitat.

A Greenways Plan was developed by staff based on the Greenways Goals and Policies and utilizing the work of ongoing greenways-related projects (Bainbridge Island Greenways Committee, Bainbridge Island Parks and Recreation District Trails Committee, Road Ends Advisory Committee, Public Works Transportation Committee and others).

Housing Element

The Human Services Committee reviewed the Housing Element. The main issues that were considered in detail were policies concerning affordable housing: accessory-dwelling units, manufactured homes, manufactured-home developments, and affordable-housing bonus densities. Because some of these issues overlapped with the Land Use Element, the Human Services Committee held three joint meetings with the Land Use Committee.

Water Resources Element

The Public Works Committee reviewed the Water Resources Element. The Committee dealt with water, sewer, and storm drainage capital improvements in conjunction with the Finance Committee. (See discussion on the Capital Facilities Element.)

Transportation Element

The Public Works Committee reviewed the Transportation Element. The main issues that were considered in detail were: 1) balancing the need to provide a convenient and safe transportation system with preserving the character of the Island's roadways, 2) regional transportation facilities-SR 305 and the Ferry Terminal, 3) levels of service for the various modes of transportation, and 4) recommendations for pedestrian/bicycle access.

The Committee dealt with transportation system capital improvements in conjunction with the Finance Committee. (See discussion on the Capital Facilities Element.)

Capital Facilities Element

The Finance Committee of the Council reviewed the March 16, 1994, Revised Draft Capital Facilities Element and Six-Year Financing Plan. In response to the Planning Commission's recommendations and public comments, the Finance Committee reviewed in great detail the capital projects proposed in the Comprehensive Plan and the methods of financing those projects. Many of the projects were water, sewer or transportation system improvements - the jurisdiction of the Public Works Committee. For that reason, the Finance and Public Works

Committee held several joint meetings on the Capital Facilities Element and Six-Year Financing Plan. In addition, the Committee invited representatives of the School, Parks and Recreation, and Fire Districts to discuss their respective capital facilities plans which are adopted by reference as part of the Capital Facilities Element. The Committee also revised many of the policies contained in the Draft Plan.

The Finance Committee then studied, in detail, the City's projected revenues and expenditures and finalized recommendations on funding of the proposed capital projects. Among the options considered were general obligation bonds, limited tax obligation bonds, increased utility fees, new utility taxes, and increases to property taxes.

Utilities Element

The Public Works Committee reviewed the Utilities Element. The Committee determined that the Utility Element needed significant review by the Committee. The main issues considered were: (1) the level of electric reliability to be recommended, (2) the means of achieving reliability, (3) the possible impacts; and the level of cellular service to be recommended. A special work session was held by the Committee to hear from representatives of utility providers (Puget Power, cellular phone companies), representatives from the City's Electric Reliability Committee, and concerned citizens.

During the period in which the Council committees were reviewing the Draft Plan, the full Council met periodically so that each committee could review with the full Council the proposed committee recommendations.

On June 3, 1994, the Council's preliminary recommended changes to the July 30, 1993 Draft Plan, as revised by the Planning Commission, were published. A public hearing was held on June 9, 1994, in order to obtain comments.

The Council committees, and the Council as a whole, reviewed the public comments and revised the Council's recommendations. A June 30, 1994 Revised Council Goals and Policies was prepared, along with a June 30, 1994 Revised Capital Facilities Element and Six-Year Financing Plan. On June 30, 1994, the City Council voted to request staff to prepare a formal resolution in order for the City Council to approve the Draft Comprehensive Plan on August 4, 1994.

Remand from the Growth Management Hearings Board

On May 3, 1995, the Central Puget Sound Growth Management Hearings Board (the Board) issued a *Final Decision and Order* in the case *Robison et al. v. City of Bainbridge Island, Case No. 94-3-0025*. The petitioners alleged that the Comprehensive Plan adopted by the City of Bainbridge Island violated various requirements of the Growth Management Act (GMA).

The Board concluded that the City's Plan was in compliance with the GMA, with three exceptions. The Board remanded the Plan with direction to correct the following items by November 3, 1995:

- The City must amend its Plan to incorporate the May 1994 population allocation of 6,820 persons from the County or if the County makes a later population allocation, to incorporate that allocation as required by RCW 36.70A.130(3).
- Amend the Capital Facilities Element to include a more localized analysis of the public facilities infrastructure required to support the proposed growth for the Winslow urban core as required by RCW 36.70A.070(3)(b) and (c).
- Remove the word "rural" from the Plan's Overriding Principle #1: "preserve the rural character of the Island."

Amendment to the Comprehensive Plan was prepared to make the corrections ordered by the Board.

Preparation of the Amendment

On July 7, 1995, the City Council adopted Resolution 95-29 which set out the process the City would use to adopt the Amendment to the Comprehensive Plan mandated by the Remand from the Growth Management Hearings Board. (See Introduction and Land Use Element Appendix I.)

The City prepared an amendment to the Comprehensive Plan that addressed the three issues raised by the Hearings Board.

1. Revised the population allocation to incorporate the latest allocation by the County.

The September 1994 Comprehensive Plan was based on the Kitsap County Regional Planning Council's (KRPC) designated planning horizon of 1990 to 2010 and 20-year population allocation for Bainbridge Island of 21,846 persons. The 1990 Census data showed the population of Bainbridge Island in 1990 as 15,846 persons. Therefore, the 1994 Comprehensive Plan planned to accommodate 6,000 additional persons by the year 2010 (the difference between the 20-year allocation of 21,846 persons from the 15,846 persons on the Island in 1992).

On June 7, 1995, the KRPC amended the Kitsap Countywide Planning Policies to revise the 20-year planning horizon under GMA and to revise the population forecast for the

County and the subarea allocation for each of the local jurisdictions within the County. Bainbridge Island was allocated a population of 24,280 by the year 2012. The 1992 Island population was 16,850 persons. With an allocation of 24,280, the Island must plan for an increase in population of 7,430 persons by the year 2012. (See Introduction and Land Use Element Appendix J.) The Plan has been amended to reflect the change in the planning horizon and population allocation. The reanalysis described in paragraph 2 below, also addresses the County changes.

2. The City conducted a more localized analysis of the public facilities infrastructure that will be needed to support the proposed growth in Winslow.

Water, Sewer, and Storm Drainage Systems

R.W. Beck was retained to reanalyze both the Winslow water and sewer systems to determine if there would be adequate water and sewer facilities to accommodate the increased growth allocated to Winslow (50% of the total population allocation).

The City retained Kato & Warren to analyze the 1985 *City of Winslow Storm Water Drainage Plan* and to determine if facilities were adequate for the growth allocated for Winslow.

Transportation System

Kato & Warren was retained to reanalyze the impact, if any, of the changes in the population allocation and planning horizon and reanalyze the Winslow transportation system to determine if there would be adequate transportation facilities to accommodate the increased growth allocated to Winslow.

Fire Protection

The Bainbridge Island Fire District reanalyzed the fire facilities to determine the impact, if any, of the changes in the population allocation and planning horizon and to determine if there would be adequate facilities to serve the increased growth allocated to Winslow.

Park and Recreation

The Bainbridge Island Park and Recreation District reanalyzed the park and recreation facilities to determine the impact, if any, of the changes in the population allocation and planning horizon and to determine if there would be adequate facilities to serve the increased growth allocated to Winslow.

School Facilities

The Bainbridge Island School District reanalyzed the school facilities to determine the impact, if any, of the changes in the population allocation and planning horizon and to determine if there would be adequate facilities to serve the increased growth allocated to Winslow.

3. Overriding Principle “1” was revised.

Distribution of the Amendment

On August 2, 1995, the City's monthly report in the local paper contained an article on the preparation of the Amendment required by the Remand and contained a calendar of key dates for the adoption of the Amendment.

In order to provide additional publicity for the Amendment process, the City's monthly report was also mailed as a newsletter to approximately 70 community organizations.

On August 4, 1995, the Amendment was made available to the public.

The City followed the process set out in Resolution 95-29 to adopt the Amendment.

LAND USE ELEMENT

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NOTE: This draft document addresses the Key Issue identified in City of Bainbridge Island Resolution 2015-04 to “streamline, clarify and strengthen text” with respect to the Land Use Element. The following color highlighting is applied to identify proposed alterations to this draft:

NEED PC DIRECTION Identifies an issue area where the Planning Commission (PC) needs to provide policy direction to guide drafting of potential new text.

UPDATE identifies text that requires updated information to be accurate and current.

DELETE Identifies text proposed to be removed. Detailed rationale will be explained at the PC meeting of 5 27 15.

ADD identifies text to be added to the plan. Detailed rationale will be explained at the PC meeting of 5 27 15.

TO APPENDIX identifies information that is informative, but does not need to be in the body of the Comprehensive Plan.

TO TEMPORARY MOORAGE identifies text/issues that should be taken up by the PC later, such as code amendments or subarea planning.

LAND USE ELEMENT

INTRODUCTION

The Land Use Element and Environmental Element are at the heart of the Comprehensive Plan. Together they describe the balance between the distribution, location, preservation and protection of uses of land, including housing, commerce, light manufacturing, recreation, open spaces, natural resources, public utilities, public facilities, and other land uses necessary to plan for future growth in a manner that reflects the overall vision of the Comprehensive Plan.

The first section of the Land Use Element provides an overview of the existing pattern of development: 1) how much of the land is currently devoted to residential, commercial, light-manufacturing, public facilities, and agricultural uses, 2) where these uses are located, 3) how much of the land is vacant, and 4) the future development potential on the Island.

The second section of the Element contains the goals and policies, which provide guidance for future land use.

Framework of the Plan

The Framework Goals and Policies establish the overall approach to managing growth on Bainbridge Island. As a city, Bainbridge Island is an urban growth area under GMA. However, future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of GMA, yet retains the Island's character and quality of life that its residents so highly value.

Five **overriding principles** **goals** guide the Plan:

- 1) Preserve the special character of the Island which includes forested areas, meadows, farms, marine views, and **winding roads that support all forms of transportation bordered by dense vegetation.**
- 2) Protect the water resources of the Island.
- 3) Foster the diversity of the residents of the Island.
- 4) Balance the costs and benefits to property owners in making land use decisions.
- 5) **Base development on the principle that the** **The** Island's environmental resources are finite and must be maintained at a sustainable level.

There is another important concept in the Plan. Due to the Island's ability to accommodate the anticipated growth through the number of existing platted lots on the Island and the unused capacity under current zoning, increase in density over current zoning should further a public purpose. The public purposes identified in the Plan are:

- 1) Shift density from critical areas and farmland to Winslow **or other designated sites.**
- 2) Provide affordable housing.
- 3) Contribute to public infrastructure and public amenities in excess of what is needed to mitigate the impacts of development.

Another important component of the Plan's framework is an emphasis on establishing benchmarks against which to assess the continued viability of the Plan. A monitoring program must be created to track the success of the City in achieving the vision and goals of the Plan.

Winslow

Winslow is the area of urban concentration on the Island. The Plan creates a *Mixed Use Town Center* (MUTC) which is to be the vibrant, pedestrian-oriented core of Winslow, and also recommends a change of approximately 46 acres of multi-family residential designation to the *Mixed Use Town Center*. In the MUTC, densities of up to 28 units per acre or the equivalent in floor area ratio are recommended, but only if the increase in density over existing zoning is achieved through the use of transfer development rights (TDRs) or by providing affordable housing or contributions to infrastructure in excess of what is needed to mitigate the impacts of development.

Five overlay districts are designated to address the distinct neighborhoods and commercial areas within the Town Center:

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

The High School Road District is meant to provide commercial uses that complement the Town Center and that benefit from auto access near SR 305. Special planning considerations are provided for coordinated development for the area in and around the ferry terminal, and for properties which abut Eagle Harbor. A master plan for Winslow will be developed to implement the goals and policies of the Plan.

The Plan recognizes the existing residential districts in Winslow and suggests that the urban Multi-family District could be appropriate for an increase in density with the use of TDRs after monitoring the success of the TDR program in the Mixed Use Town Center.

Neighborhood Service Centers

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

Island Center

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

Lynwood Center

The Plan recommends one change for Lynwood Center. This change is the removal of the 10-acre parcel currently designated for commercial development in Lynwood Center and designating the parcel as appropriate for increased residential density of up to five units per acre with public water and sewer. A special planning area process is also recommended for Lynwood Center.

Rolling Bay

Expansion of the boundaries of Rolling Bay would be considered as part of a special planning area process.

Business/ Industrial (B/I)

The Plan recommends expansion of the existing *Business/ Industrial District* at Day Road by an additional 35 acres. Federal, state, and local regulations govern the handling and disposal of hazardous substances and hazardous waste and will be used to guide future business/ industrial development.

Areas Outside Winslow, NSCs, and B/I

The areas of the Island outside Winslow, the neighborhood centers, and the business/ industrial areas are designated *Residential Open Space* and are characterized by forest lands, meadows, small-scale farms, and narrow, winding heavily-vegetated roadways. These areas also contain much of the Island's sensitive areas. These include aquifer recharge areas and wetlands and streams, which serve a variety of important functions, and also serve as fish and wildlife habitat. The Plan attempts to encourage a pattern of development which will preserve and protect these areas.

The Plan recommends the creation of flexible lot design subdivision and short plat processes that will encourage a more creative approach than the traditional lot-by-lot development. This method addresses lot design, building placement, and circulation. Clustering of lots is encouraged, with varying lot sizes, to provide open space and protect the Island's natural systems.

A *Critical Areas Overlay District* is created for the protection of certain critical areas (wetlands and high-vulnerability recharge areas). The underlying base density is retained, but development is subject to the requirements of the overlay district. Development through clustering by using the Flexible Lot Design Subdivision Process, **or the use of TDRs**, is at the underlying base density. If the owner of property located in an area currently designed for development at one unit per 2.5 acres chooses to develop through a standard subdivision process, then density would be limited to one unit per ten acres.

Historic Preservation

Historic Preservation Goals and Policies recognize the importance of archaeological, cultural and historic resources on the island. Bainbridge Island is a Certified Local Government (CLG) with a Historic Preservation Commission (HPC). Responsibilities of a CLG, and its HPC, include establishing an historic preservation commission, surveying local historic properties, enforcing state or local preservation laws, reviewing nominations for the state and national historic registers, maintaining a Local Historic Register and providing resources and advocacy for historic preservation.

The City is committed to the preservation and enhancement of Bainbridge Island's historic character. Historic resources, including archaeological sites, cultural places, pastoral landscapes and historic structures are important community assets. The City recognizes that these places are an essential part of Bainbridge Island's character and **SHALL/SHOULD** be identified, evaluated, and preserved.

Siting of Essential Public Facilities

The Plan requires the creation of a Facility and Site Evaluation Committee (composed of citizens, City staff, and elected officials) to review the siting of proposed essential public facilities. The Plan **also** requires that each public agency develop a notification and communications plan to ensure early public review of proposed essential public facilities and promote trust between government agencies and the community.

Land Use maps are part of the Land Use Element.

GOALS AND POLICIES

Framework of the Plan

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

Five **overriding principles** **goals** guide the Plan:

- 1) Preserve the special character of the Island which includes forested areas, meadows, farms, marine views, and winding roads bordered by dense vegetation.
- 2) Protect the water resources of the Island.
- 3) Foster diversity of the residents of the Island, its most precious resource.
- 4) **The costs and benefits to property owners should be considered in making land use decisions.**
- 5) Development should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

GOAL LU-1

The City of Bainbridge Island will plan for growth based on the growth targets established by the Kitsap Regional Planning Council: 7,430 additional residents from 1992 to 2012 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.

FRW Policy LU 1.1

The City accepts the Kitsap Regional Planning Council (KRPC) population allocations and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented.

On **June 7, 1995**, the KRPC amended the Kitsap Countywide Planning Policies to revise the 20-year planning horizon under GMA and to revise the population forecast for the County and the subarea allocation for each of the local jurisdictions within the County. Bainbridge Island was allocated a population of **24,280** by the year **2012**. The **1992** Island population was **16,850** persons. With an allocation of **24,280**, the Island must plan for an increase in population of **7,430** persons by the year **2012** (the difference between the 20-year allocated population of **24,280** and the **1992** population of **16,850**). See Introduction and Land Use Element Appendices J.

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

FRW Policy LU-1.2

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

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

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

FRW Policy LU-1.3

The Plan targets Winslow to accommodate 50% of the population growth through the year 2012, with the Neighborhood Service Centers to accommodate up to 5%. The balance of the growth would be absorbed throughout the remainder of the Island. For purposes of allocating 50% of the growth, Winslow ~~SHALL~~/SHOULD be defined as Winslow Master Plan Study Area. (Figure 2.3 of the Winslow Master Plan.)

The 1992 population of Winslow was 3,397 persons. Fifty percent of the Island's 2012 population allocation is 3,715. Winslow is therefore targeted for a 2012 population of 7,112 persons. The 2003 population estimate for the City of Bainbridge Island as provided by the Washington State Office of Financial Management (OFM) is 21,350 people.

The Winslow Master Plan study area is intended to encourage a neighborhood of the Island which contains a strengthened, 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 multi-family areas immediately adjacent to the downtown to single family residential neighborhoods.

GOAL LU-2

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

FRW Policy LU-2.1

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

- Encourage development in areas where public facilities and services exist or can be provided in an efficient and effective manner.
- Provide a vibrant, pedestrian-oriented core.
- Reduce sprawl.
- Provide choice of housing location and lifestyle.
- Maintain and protect environmentally sensitive and resource lands.
- Encourage the retention of open spaces.
- Maintain and enhance the fish and wildlife habitat.

FRW Policy LU 2.2

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

Development within the MUTC and High School Road Districts **SHALL/SHOULD** be consistent with the Winslow Master Plan (contained in the Subarea chapter of this Plan). The level of development **SHALL/SHOULD** be determined by 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.

A base level of commercial and residential density within the overlay districts of the MUTC and the High School Road districts **SHALL/SHOULD** be established as 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.

FRW Policy LU 2.3

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

GOAL LU-3

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.

FRW Policy LU 3.1

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

The carrying capacity of Bainbridge Island is determined by many factors, including the supply of limited resources (particularly water), changes in patterns of consumption, and technological advances. This Plan acknowledges that, with current information, the carrying capacity of the Island is not known. During the timeframe of this Plan, additional information on the carrying capacity of the Island should be developed. The Plan seeks to take a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure that they continue to represent a responsible path for the long-range future of the Island.

FRW Policy LU 3.2

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

FRW Policy LU 3.3

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 ~~SHALL/SHOULD~~ take advantage of its opportunities to be an example of environmental stewardship so that others will be encouraged to follow suit.

FRW Policy LU 3.4

The City ~~SHALL/SHOULD~~ develop a program which recognizes and rewards stewardship so that others will be encouraged to follow suit.

GOAL LU-4

Ensure that the community vision and goals embodied in this plan are actually obtained.

FRW Policy LU 4.1

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.

FRW Policy LU 4.2

The Action Plan to implement the Comprehensive Plan should be reviewed yearly to determine if the actions described in the Action Plan have been accomplished.

GOAL LU-5

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/SHOULD** not be taken for public use without just compensation having been made. The property rights of landowners **SHALL/SHOULD** be protected from arbitrary and discriminatory actions.

GOAL LU-6

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 Bremerton-Kitsap County 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.

GOAL LU-7

Develop a meaningful process for citizen participation which **includes** **tries to obtain** participation from all segments of the Island community.

General Land Use**GOAL LU-8¹**

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

LU 1.1 Policy LU 8.1

Land use designations should reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development outside of the Winslow area concentrated in the service centers and at the designated Business/ Industrial areas.

LU 1.2 Policy LU 8.2

Winslow is the heart of Bainbridge Island. Higher intensity residential and commercial development and human activity is encouraged within Winslow's central core to create a vibrant city center, place 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.

LU 1.3 Policy LU 8.3

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

LU 1.4 Policy LU 8.4

New commercial 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.

LU 1.5 Policy LU 8.5

The areas at Day Road and Sportsman Club Road designated as Business/ Industrial are intended to augment the Winslow Core and the Neighborhood Service Centers and serve an important function that allows a diverse economy with business retention, growth and innovation on the island.

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

LU 1.6 Policy LU 8.6

Development outside of Winslow and the neighborhood centers should be compatible with the distinctive features of the Island's open spaces, harbors, winding roads, small-scale agricultural establishments, natural landscape, and distinctive communities.

LU 1.7 Policy LU 8.7

The Future Land Use Map adopted in this Plan **SHALL/SHOULD** establish the future distribution, extent, and location of generalized land uses. Uses of land on Bainbridge Island should reflect the intent of the vision, goals, and policies as well as the Land Use Map.

LU 1.8 Policy LU 8.8

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

Policy LU 8.9

LU 1.9

Special Planning Areas

~~NEED PC DIRECTION~~ ~~UPDATE~~ ~~DELETE~~ ~~ADD~~ ~~TO APPENDIX~~ ~~TO TEMPORARY MOORAGE~~

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.

Residential Goals and Policies

A specific set of residential policies are contained in the Housing Element. Goals and policies related to residential development are also located throughout the Land Use Element (e.g. Winslow, Neighborhood Service Centers and the Open Space Residential).

Commercial and Mixed Use Goals and Policies

GOAL LU-9 2

Provide attractive, conveniently located, commercial development that is appropriate in scale, configuration, and location. Such development SHALL/SHOULD be limited to the commercial and mixed use districts, the Neighborhood Service Centers, and home occupations.

LU 2.1 Policy LU 9.1

The major center for new commercial development **SHALL/SHOULD** be the Mixed Use Town Center and the other commercial districts in Winslow.

LU 2.2 Policy LU 9.2

The Neighborhood Service Centers should provide Island-wide small-scale commercial and service activity outside Winslow.

LU 2.3 Policy LU 9.3

Nonresidential uses should be oriented toward the pedestrian. Retail uses should 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.

LU 2.4 Policy LU 9.4

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

Parking

GOAL LU-10 3

Parking lots SHALL/SHOULD be constructed to minimize visual and environmental impacts.

~~NEED PC DIRECTION~~ ~~UPDATE~~ ~~DELETE~~ ~~ADD~~ ~~TO APPENDIX~~ ~~TO TEMPORARY MOORAGE~~

LU 3.1 Policy LU 10.1

Landscaping standards SHALL/SHOULD be established for the parking lots of multi-family, commercial, office, and mixed use developments to provide visual screening and to limit the impacts of impervious surfaces. Consideration should be given to the use of street trees which will allow solar access.

LU 3.2 Policy LU 10.1.

Encourage parking in the rear or side yards of multi-family, commercial, and mixed use developments. Parking lots should be pedestrian-oriented and should provide pedestrian and bicycle routes between the street, the parking area, and the main entrance, and consideration should be given to the use of trees that allow solar access.

GOAL LU-11 4

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

LU 4.1 Policy LU 11.1

The City should develop a Transfer of Development Rights (TDR) program which establishes requirements and procedures for transfer of development rights from sending areas to receiving areas. The TDR program should contain provisions for the sale and purchase of development rights.

LU 4.2 Policy LU 11.2

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

- 1) Designating appropriate staff resources to promote the program;
- 2) Providing for the outright purchase of development rights by the City and establishing a fund for banking development rights; and
- 3) Creating a mechanism that coordinates the purchase and transfer of development rights.

This policy should be undertaken only after implementation of Policy LU 4.3 has been completed and the TDR program has been determined to be feasible.

LU 4.3 Policy LU 11.3

The City should undertake a study to identify and prioritize areas (or resources) of the Island that are valued by the community and are appropriate for conservation through the purchase and/or the transfer of development rights (TDR) program. These areas or resources SHALL/SHOULD be identified as appropriate “sending areas” in the TDR program.

Appropriate sending areas for example, could contain sensitive lands that are not protected

by the critical areas regulations, priority links in the Wildlife Corridor, priority open space lands, or historic resources. Determination of appropriate sending areas should also be coordinated with the development of an Island-wide open space plan.

LU 4.4 (Moved from OS 2.6) **Policy LU 11.4**

The City should initiate an outreach program to educate property owners and potential buyers about the use of the Purchase and Transfer of Development Rights program.

Winslow

Winslow Mixed Use and Commercial Districts

GOAL LU-12 1

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night. The most intense commercial area in Winslow is in the Central Core Overlay District. In this area, a vertical mix of uses is encouraged, but exclusively retail and/or office uses are permitted as well. In other areas of the Mixed Use Town Center District, office and retail uses should include a residential component.

W 1.1 Policy LU 12.1

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

W 1.2 Policy LU 12.2

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

W 1.3 Policy LU 12.3

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

- Building height, bulk, and placement.
- Landscaping.
- Land coverage.
- Open space.
- Parking requirements.
- Signage.
- Street improvements.

W 1.4 Policy LU 12.4

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

W 1.5 Policy LU 12.5

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

W 1.6

The permanent location of City Hall should be in downtown Winslow.

W 1.7

A master plan for Winslow will be developed to implement the goals and policies of this Plan.

W 1.8 Policy LU 12.6

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

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

W 1.9 Policy LU 12.7

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

There is some concern that the increased density in the Town Center will not be achieved if it can only be accomplished through the use of TDRs or an affordable housing density bonus. Through a regular monitoring program, an assessment can be made as to whether the goals of the Plan are being achieved and if not, corrective measures should be taken.

W 1.10 Policy LU 12.8

~~NEED PC DIRECTION~~ ~~UPDATE~~ ~~DELETE~~ ~~ADD~~ ~~TO APPENDIX~~ ~~TO TEMPORARY MOORAGE~~

Pursue the construction of a waterfront trail system.

GOAL LU-13 2

Develop overlay districts to distinguish among the distinct neighborhoods and commercial areas within the Mixed Use Town Center.

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

W 2.1 Policy LU 13.1

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

Central Core Overlay District

W 2.2 Policy LU 13.2

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

W 2.3 Policy LU 13.3

Design standards, including open space, parking and landscaping, which recognize the urban character of the Central Core Overlay District, **SHALL/SHOULD** be developed.

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

W 2.4 Policy LU 13.4

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

W 2.5

The existing mobile home park in the Central Core District provides an affordable housing alternative and should be encouraged to remain. With retention of these mobile homes, the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and a mechanism should be established to allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.

Specific policies which relate to the mobile home park are contained in the Housing Element.

W 2.6 Policy LU 13.6

Provide improved pedestrian access to the waterfront from the Central Core.

Ericksen Avenue Overlay District

W 2.7 Policy LU 13.7

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

W 2.8 Policy LU 13.8

Retail development ~~is~~ **SHALL/SHOULD** be permitted within the Ericksen Avenue Overlay District only if it is ground-floor retail with residential or residential and office development in the upper floors.

W 2.9 Policy LU 13.9

Historic (pre-1920) single-family, residential structures on Ericksen may be converted to nonresidential use. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. Exceptions may be made, when appropriate, through a variance process.

Policies related to the historic structures on Ericksen Avenue are contained in the Historic Preservation section of this Element.

W 2.10 Policy LU 13.10

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

The mass of the new building, its relation to open spaces, and its doors, windows, and openings should be visually compatible with the historic structures on Ericksen.

Madison Avenue Overlay District

W 2.11 Policy LU 13.11

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

W 2.12 Policy LU 13.12

With the Madison Avenue Overlay District, all retail and office development **SHALL/SHOULD** include a residential component. Retail development is permitted only if it is ground-floor retail with residential or residential and office development on the upper floors.

Gateway Overlay District

W 2.13 Policy LU 13.13

The area along SR 305 from Winslow Way to the northern boundary of John Nelson Park is the gateway to Bainbridge Island and should be utilized in a way which enhances its role as the gateway.

W 2.14 Policy LU 13.14

The Gateway Overlay District would provide protection for the ravine. The District would permit low-intensity, tourist-oriented, commercial, multi-family, and agricultural uses which would have limited parking and minimum traffic impact. Limited, impervious surface coverage would be allowed. If changes to SR 305 are made, then the uses permitted in the District will be re-examined.

W 2.15 Policy LU 13.15

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

Commercial-Ferry Terminal District

GOAL LU-14 3

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

W 3.1 Policy LU 14.1

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

W 3.2 Policy LU 14.2

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

W 3.3 Policy LU 14.3

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

W 3.4 Policy LU 14.4

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

Ferry Terminal Planning Area

GOAL **LU-15 4**

Planning for the Ferry Terminal and Gateway Districts should be coordinated

W 4.1 Policy LU 15.1

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

Commercial High School Road District

GOAL **LU-16 5**

The Commercial High School Road District is intended to provide for commercial uses that complement downtown Winslow and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area.

W 5.1 Policy LU 16.1

The Commercial High School Road District is intended for the area that is suitable for commercial development near the intersection of High School Road and SR 305.

W 5.2 Policy LU 16.2

The Commercial High School Road District includes a diversity in types of shopping and employment. A variety of commercial uses are allowed which offer goods and services for the convenience of Island residents and which may have an automobile orientation. Housing at a density of 8 units per acre is also permitted.

W 5.3 Policy LU 16.3

The properties designated on the Land Use Map as High School Road District II **SHALL/SHOULD** be limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet **SHALL/SHOULD** require a conditional use permit.

This portion of High School Road, designated High School Road District II on the Land Use Map, is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and should have less intense uses than the remainder of the High School Road district. Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.

W 5.4 Policy LU 16.4

To ensure visual appeal and pedestrian and bicycle safety, the land development regulations **SHALL/SHOULD** 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 on all sides of the retail area from the high density housing adjacent to High School Road; developing more pedestrian crossings; and requiring parking in the rear wherever possible.
- Signage.
- Additional transit stops on both sides of SR 305.

W 5.5 Policy LU 16.5

Properties with frontage along SR 305 **SHALL/SHOULD** provide a vegetated buffer along the highway that **SHALL/SHOULD** include the preservation and protection of existing vegetation, to visually screen the development year-round from the highway. Access to these properties **SHALL/SHOULD** not be directly from SR 305.

W 5.6 Policy LU 16.6

If an existing development redevelops or expands its gross floor area (GFA), compliance with current development standards **SHALL/SHOULD** be based on the size of the redevelopment or expansion. A range of compliance requirements **SHALL/SHOULD** be established to correspond with range in levels of redevelopment or expansion.

Water-dependent Industrial District

GOAL LU-17 6

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

W 6.1 Policy LU 17.1

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

W 6.2 Policy LU 17.2

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

W 6.3 Policy LU 17.3

Industrial uses SHALL/SHOULD employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality. (For example, practices and procedures include safe handling of fuels and toxic hazardous materials to prevent them from entering the water and providing optimum means to provide prompt and effective clean-up of spills that do occur.)

W 6.4 Policy LU 17.4

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

W 6.5 Policy LU 17.5

Expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating mixed use development should be encouraged over the addition and/or location of new or single-purpose industrial facilities. Such development or redevelopment for mixed use should occur through a master planned development process in areas designated appropriate for such urban shoreline uses.

W 6.6 Policy LU 17.6

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

W 6.7 Policy LU 17.7

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

W 6.8 Policy LU 17.8 NOTE- WE SAID TO REWORK THIS ONE. HOW?

The land use designation for the Wyckoff site should reflect what types of land use activities would be appropriate for the site based, in part, on historical significance, habitat mitigation implemented and performed on the property and the development restrictions required by the Environmental Protection Agency.

EPA has begun cleanup at the Wyckoff Superfund Site and constructed a habitat mitigation beach along the western portion of the site. The Japanese American WWII Exclusion Memorial is proposed on the site and the adjacent Taylor Avenue. A public park is proposed for the remainder of the site. Mixed use development may be appropriate if public acquisition is not successful. Current actions by EPA focus on removal and containment of contamination. Future land use of the site may be affected by EPA's final

cleanup action, the technologies used, and the time required to complete the cleanup.

Winslow Residential Districts

GOAL **LU-18 7**

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

Most of the residential districts include some office and governmental uses that are permitted as conditional uses.

W 7.1 Policy LU 18.1

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

W 7.2 Policy LU 18.2

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

The monitoring program to be established for the Mixed Use Town Center will help assess whether the Urban Multi-Family District should be designated for additional density through the use of TDRs.

W 7.3 Policy LU 18.3

Provide landscape buffers between any multi-family and existing single family homes.

W 7.4 Policy LU 18.4

To ensure the compatibility of multi-family developments with adjacent uses and retain the scale of development in Winslow, land use regulations **SHALL/SHOULD** include design standards for:

- Building height, bulk, massing, and articulation to promote a pedestrian scale and to ensure adequate light, air, and view corridors between lots.
- Parking requirements, including location of parking to the rear or side yards.
- Landscaping, including parking lots.
- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- Open space.
- Pedestrian linkages between multi-family buildings and the street edge and adjacent residential or commercial properties.

Urban Residential District

GOAL **LU-19 8**

The Urban Residential District is intended for moderate density urban residential

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development.

W 8.1 Policy LU 19.1

Residential development within the Urban Residential District **SHALL/SHOULD** be served by public facilities and services normally associated with urban area development.

W 8.2 Policy LU 19.2

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

W 8.3 Policy LU 19.3

The Urban Residential District on the Point Monroe sand spit is intended for small, beach-oriented residences that are compatible with its sensitive environmental setting.

W 8.4 Policy LU 19.4

New development or expansion of development in the Urban Residential District on the Point Monroe sand spit **SHALL/SHOULD** consider the cumulative impacts of additional requests for like actions on the remainder of lots on the sand spit. The total of new development on the sand spit **SHALL/SHOULD** not produce substantial adverse effects on the shoreline environment or neighborhood character, and **SHALL/SHOULD** prevent or minimize flood damage through use of non- structural methods, such as increased setbacks and vegetated buffers, in addition to design measures such as pile foundations and elevated floor levels.

Semi-Urban Residential District

GOAL LU-20 9

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

W 9.1 Policy LU 20.1

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

W 9.2 Policy LU 20.2

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

W 9.3 Policy LU 20.3

High School Road/Ferncliff Avenue

The 9+ acres located at the northwest corner of High School and Ferncliff Roads is designated as R-2, with the six western acres (approximately) of the nine acres designated as R-8. No density bonuses will be permitted on either portion of the site and development of

this site is encouraged to be clustered on the western portion of the property, with a significant buffer retained along the eastern boundary of the site along Ferncliff Avenue.

The density bonus restriction is due to the property's transitional location, between the high-intensity commercial area on High School Road and the lower-density residential area associated with Ferncliff Avenue.

Neighborhood Service Centers

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

GOAL **LU-21.1**

Encourage the development of the Neighborhood Service Centers at Rolling Bay, Lynwood, and Island Centers, as designated on the Land Use Map, as areas with small-scale, Island-wide, commercial, mixed use and residential development outside Winslow.

NSC 1.1 **Policy LU 21.1**

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

NSC 1.2 **Policy LU 21.2** **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.

Lynwood Center is designated as a Special Planning Area.

Reduce the commercial area of Lynwood Center as shown on the Land Use Map. **Allow** R-5 **is allowed** 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 042402-1-012-2006, 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 # 042402-1-046-2006) 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.

Policy LU 21.3 NSC 1.3 Island Center NOTE: THIS TEXT MAY CHANGE DEPENDING ON HOW THE PC AND COUNCIL DECIDE THE GROWTH STRATEGY

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

Policy LU 21.4 NSC 1.4 Contract Zone: Miller Road/Battle Point Drive

The 16.7-acre site on Miller Road will be 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.

Policy LU 21.5 NSC 1.5 Rolling Bay

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

Policy LU 21.6 NSC 1.6

The Neighborhood Service 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 21.7 NSC 1.7

Mixed use development is encouraged but not required.

Policy LU 21.8 NSC 1.8

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

Policy LU 21.9 NSC 1.9

The land use regulations **SHALL/SHOULD** 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.

These standards should be established to ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential neighborhoods. The City should develop design prototypes or illustrated design guidelines for each of the three service centers to serve as a visual reference for the future development of the community. These design guidelines should recognize the distinct qualities of the three service centers.

Policy LU 21.10 NSC 1.10

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

Policy LU 21.11 NSC 1.11

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

Policy LU 21.12 NSC 1.12

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

Policy LU 21.13 NSC 1.13

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

GOAL LU-22 2

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

Policy LU 22.1 **NSC 2.1**

The base density of residential development in the Neighborhood Service Centers, as designated on the Land Use Map, ~~SHALL~~**SHOULD** be 3 units per acre in areas not served by public water and sewer systems and using TDRs or an affordable-housing bonus density, provided state and local Health District regulations can be met. Allow up to R-5 with public water and sewer.

Business/ Industrial

GOAL **LU-23 1**

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

Policy LU 23.1 **B/I 1.1**

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

Policy LU 23.2 **B/I 1.2**

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage; demonstrate compliance with all Federal, State and Bremerton-Kitsap County Health District requirements for their handling; and receive a City business license. (Definitions and quantity limits of toxic/hazardous substances are set forth in the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended [42 U.S.C. Section 9601] et seq. [“CERCLA”], the Superfund Amendments and Reauthorization Act of 1986, Pub. L No. 99-499 [“SARA”], the Hazardous Materials Transportation Act, 49 U.S.C. Section 1801 et seq., the Resource Conservation and Recovery Act, 49 U.S.C. Section 6901 et seq. or other applicable State or Federal laws, rules or regulations adopted in accordance with those statutes). Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential environmental impact. However, proposals that use toxic/hazardous substances defined in the above references may be approved upon review of factors such as quantity used, adequacy of storage, containment, spill management, and waste disposal plans.

Policy LU 23.3 **B/I 1.3**

The Fire Marshall shall receive copies of publicly available reports concerning hazardous substances and prepare a summary of those reports that can be published in order to avoid revealing confidential or sensitive information about other aspects of those businesses.

Policy LU 23.4 **B/I 1.4**

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

available to serve the development.

Policy LU 23.5 B/I 1.5

The City should ensure the adequate monitoring and enforcement of hazardous material regulations.

Policy LU 23.6 B/I 1.6

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

Policy LU 23.7 B/I 1.7

Business/ Industrial uses **SHALL/SHOULD** visually screen the development year-round from adjacent, non-industrial properties and from adjacent roadways.

This policy establishes a performance standard – Business/ Industrial uses must be visually screened from the roadway and from adjacent non- Business/ Industrial development. The visual screening could be achieved through a combination of vegetation and building setback which would add depth to the buffer. A minimum 50-foot native, vegetated buffer should be considered in drafting the development regulations.

Policy LU 23.8 B/I 1.8

Any Business/ Industrial District with more than one business should be encouraged to form and participate in a business park management association and neighborhood association in order to institute a self-enforcement program.

Policy LU 23.9 B/I 1.9

If an existing project redevelops or expands its gross floor area (GFA), compliance with current development standards **SHALL/SHOULD** be based on the size of the redevelopment or expansion. A range of compliance requirements **SHALL/SHOULD** be established to correspond with the range in levels of redevelopment or expansion.

If an expansion comprises no more than 15%, only limited compliance with current standards would be required (i.e., landscaping, parking). An expansion of 50% or more would require that the entire project be brought into full compliance.

GOAL LU-24 2

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 24.1 B/I 2.1

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The 35 acres adjacent to the Business/ Industrial area north of Day Road and west of SR 305 are designated as Business/ Industrial on the Land Use Map, and development within this 35-acre Business/ Industrial area must utilize the Site Plan Review process for project review to address open space, trail connections and environmental impacts associated with proposed development.

Policy LU 24.2 B/I 2.2

Any additional Business/ Industrial should not be designated until the City completes an Economic Development Element.

The City will monitor achievement of this goal. Details of the monitoring program will be enumerated in an Economic Development Element.

GOAL LU-24 3

Discourage the inappropriate designation of isolated Business/ Industrial Districts.

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

Policy LU 25.1 B/I 3.1

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

The overall framework of the Plan is to concentrate Business/ Industrial activity at Day Road and to acknowledge the existing, isolated Business/ Industrial activity.

Residential Open Space

GOAL LU-25 1

Preserve the open space area outside Winslow and the Neighborhood Service Centers through a development pattern which will enhance the character of the area – forested areas, meadows, farms, narrow roads bordered by dense vegetation – and the valuable functions the open space area serves on the Island (i.e., aquifer recharge, fish and wildlife habitat, recreation).

Preservation and protection of the open space area is also addressed elsewhere in this Element of the Plan in the Environmental, Greenways, Forest Lands and Agricultural Lands sections.

Policy LU 25.1 OS 1.1

Protect open space, critical areas, and agricultural uses through public and private initiatives,

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including open space tax incentives, cluster development, PUDs, transfer and purchase of development rights, public land acquisition, greenways, conservation easements, landowner compacts, limiting the amount of lot coverage, and other techniques.

Policy LU 25.2 OS 1.2

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 a greenway through the Island, protect environmentally sensitive areas, and protect the water resources.

The proliferation of approved short plats and the existence of standard subdivisions on the Island present a major obstacle to the preservation of the Island's

GOAL LU-26 2

Create a Critical Areas Overlay District to protect sensitive areas through TDRs, flexible lot design, and through reducing development pressure within the open space area.

Policy LU 26.1 OS 2.1

The Critical Areas Overlay District is designated for areas which may have limited development potential due to environmental sensitivity, including critical aquifer recharge areas, and priority wetlands. These areas should be included as primary sending areas for TDRs. These areas will be shown on the Land Use Map as a Critical Areas Overlay District.

Under the Agricultural Lands policies, a farm owner outside of the designated TDR-Sending Area would be able to opt into the TDR program. (See Agricultural Lands Policy.)

Policy LU 26.2 OS 2.2

The Critical Areas Overlay District is limited to activities compatible with the conservation and protection of sensitive areas, including residential use, passive recreation, and agriculture, using Best Management Practices.

Policy LU 26.3 OS 2.3

Because of the sensitivity of land within the Critical Areas Overlay District, use of TDRs and other means of preservation are preferable to site development and should be implemented wherever possible.

Policy LU 26.4 OS 2.4

Properties within the Critical Areas Overlay District retain the underlying zoning, but are subject to the requirements of the Overlay District. The Overlay District is intended to encourage a pattern of development which will protect and enhance the sensitive areas. The property owner may choose one of several techniques to realize development potential on the site:

- 1) An applicant may choose to use the Flexible Lot Design Process to accommodate innovation, creativity, and design flexibility, and to achieve a level of environmental protection that would not be possible by typical lot-by-lot development, but **SHALL/SHOULD** not exceed the underlying base density.
- 2) An applicant may choose to transfer the development rights of the parcel to preserve the land as open space. Under this option, the development rights would be calculated assuming the development potential allowed by the zoning district.

GOAL LU-27 3

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

Policy LU 27.1 OS 3.1

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

Policy LU 27.2 OS 3.2

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

Policy LU 27.3 OS 3.3

The overall density for residential use **SHALL/SHOULD** be a maximum of one unit per 2.5 acres. However, the landscape should maintain the natural and scenic qualities of the Island.

Policy LU 27.4 OS 3.4

Development of the 40 acres of City-owned land located on Vincent Road (former site of the County landfill) **SHALL/SHOULD** be subject to a comprehensive and coordinated planning process that addresses such issues as, but is not limited to, compatibility and location of current and proposed uses, on-site circulation, off-site pedestrian connections, public amenities, landscaping, lighting and traffic. The planning process **SHALL/SHOULD** include a public outreach program that seeks the participation and input of both the immediate neighborhood and the larger Island-wide community.

GOAL LU-28 4

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

Policy LU 28.1 OS 4.1

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

Policy LU 28.2 OS 4.2

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

Policy LU 28.3 OS 4.3

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

GOAL LU-30 5

Maintain and enhance the unique character of Fort Ward Planning Area (see Figure 4A) due to the history and natural landscape of the area and the sense of community that exists, including an open space system made up of wetlands, a neighborhood park, the historic marching fields, unbuildable slopes and the State Park (see Figure 4B).

Policy LU 30.1 OS 5.1

Through an LID, grants or public or private funding sources, if funding occurs, or through the use of such techniques as cluster development or transfer of development rights within the Fort Ward area:

- 1) Preserve the parade marching fields as public open space, as well as street, trail and sidewalk improvements identified in the Fort Ward Action Plan, and
- 2) Protect and enhance the wetlands and associated buffers for a new community park which will include the natural systems from Kitsap Avenue, southwest past Belfair, as identified in the Fort Ward Action Plan.

Establish a mechanism to expedite the necessary changes to the Bainbridge Island Municipal Code to allow:

- 1) Transfer of density from the wetland area or parade grounds to elsewhere within the Fort Ward Core Area as shown on Figure 4A.
- 2) Replatting of the wetland area to avoid, as much as possible, development in the wetlands and buffer area and to preserve the parade grounds.
- 3) Development of a wetland overlay master plan to include a landscape reclamation plan, planting alternatives, access, use, drainage and building envelopes.

After years of limited development, Fort Ward could be facing a dramatic increase in construction of new residential development. Many of the undeveloped lots in the Fort Ward planning area are non-conforming due to their small size. Many of these lots contain wetland or buffer area and may be developed using the Reasonable Use Exception of the Bainbridge Island Municipal Code. This policy provides mechanisms to minimize the impacts of future development on the wetlands. The parade grounds are an important historical feature of Fort Ward and a focal point of the community that also provides recreational opportunities for the residents of Fort Ward. This policy provides mechanisms to further maintain and enhance the unique character, historical value, sense of community and natural landscape of the Fort Ward Planning Area.

Policy LU 30.2 OS 5.2

In order to preserve historic structures within the Fort Ward Historic District, as shown on Fort Ward Navy Additions Map – Figure 4C:

- 1) The original density for Buildings E, 13, 18, 19, 20, 21, 46, 47, 48, 49, 50, and 51 and the existing density of Buildings B and C (10 units in total), Building 60 (12 units) and Building 65 (19 units) SHALL/SHOULD be permitted if the structure is maintained in a manner that would preserve the building's historic character and any renovation is conducted in accordance with a standard designated by the City; and
- 2) Building 16 SHALL/SHOULD be designated as appropriate for multi-family use of up to 8 dwelling units, provided that a portion of the building is dedicated as a community meeting place.

Policy LU 30.3 OS 5.3

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.

OS 5.4

Develop specific design and development guidelines that recognize the unique qualities of the Fort Ward District and respond to the scale and natural features of the lots.

Policy LU 30.5 OS 5.5

Maintain housing opportunities for a range of economic levels. Provide exceptions to the design guidelines in order to meet the American with Disabilities Act while maintaining the character of the community.

Historic Preservation

GOAL LU-29 1

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

Policy LU 29.1 HP 1.1

The City SHALL/SHOULD maintain its status as a Certified Local Government (CLG), thereby promoting collaboration among City departments, boards and commissions.

Policy LU 29.2 HP 1.2

The City and its HPC SHALL/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 29.3 HP 1.3

The City and the HPC ~~SHALL~~/SHOULD develop the City's preferred method of project compliance review and reporting, consistent with state laws and local ordinances.

Policy LU 29.4 HP 1.4

The City and HPC ~~SHALL~~/SHOULD coordinate with tribal communities and other interested stakeholders who have an interest in historic resources on the Island.

GOAL LU-30 2

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 30.1 HP 2.1

The City and HPC ~~SHALL~~/SHOULD recognize historic resources listed on, or eligible for, the local registry as significant historic properties.

Policy LU 30.2 HP 2.2

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

Policy LU 30.3 HP 2.3

The City and HPC ~~SHALL~~/SHOULD continue to support and expand the Local Historic Register program.

Policy LU 30.4 HP 2.4

The City and HPC ~~SHALL~~/SHOULD develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU 30.5 HP 2.5

The City and HPC ~~SHALL~~/SHOULD 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 ~~identify~~ identity.

GOAL LU-31 3

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 31.1 HP 3.1

The City ~~SHALL~~/SHOULD encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 31.2 HP 3.2

The City ~~SHALL~~/SHOULD encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

Policy LU 31.3 HP 3.3

The City and HPC ~~SHALL~~/SHOULD collaborate with the 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 31.4 HP 3.4

The City and HPC ~~SHALL~~/SHOULD develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

Policy LU 31.5 HP 3.5

The City and HPC ~~SHALL~~/SHOULD identify and support practical owner/operator economic incentives and policies to encourage the rehabilitation and preservation of significant historic resources.

Policy LU 31.6 HP 3.6

The City ~~SHALL~~/SHOULD engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL LU-32 4

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 32.1 HP 4.1

The City and HPC ~~SHALL~~/SHOULD support an on-going education program to increase awareness of the historic resources on the Island.

Policy LU 32.2 HP 4.2

The City and HPC ~~SHALL~~/SHOULD support efforts to publicly recognize preservation efforts within the Island community.

Policy LU 32.3 HP 4.3

The City and HPC ~~SHALL~~/SHOULD collaborate with interested stakeholders to promote historic preservation on the Island.

Policy LU 32.4 HP 4.4

The City and HPC ~~SHALL~~/SHOULD identify, and give public access to, an appropriate repository for curating historic preservation records and documentation.

Siting of Essential Public Facilities

GOAL LU-33 1

The needs of the community **SHALL/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 Growth Management Act requires that all jurisdictions planning under the Act must provide a process for siting essential public facilities **such as airports, correctional facilities, sewage treatment plants, etc.** 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 33.1 PF 1.1

The City **SHALL/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 33.2 PF 1.2

When an **essential** public facility of a statewide or countywide nature is proposed for Kitsap County, the City **SHALL/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 33.3 PF 1.3

New **essential** public facilities **SHALL/SHOULD** not be located in designated resource lands, critical areas, or other areas where the siting of such facilities would be incompatible.

GOAL LU-34 2

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

Policy LU 34.1 PF 2.1

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

- Analysis of the need for such facility;

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

Policy LU 34.2 PF 2.2

The City or other government agency, if responsible for construction of an essential public facility, ~~SHALL~~SHOULD 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.

EXISTING CONDITIONS

The Built Environment

The built environment is that portion of the land that has been developed in some way with manmade structures or other artificial (not natural) physical alteration of the landscape.

On January 1, 1992, the City published a *Land Use Inventory Report* which provided an inventory of existing land uses on the Island and an analysis of the remaining development potential, based on current zoning. The 1992 Inventory took into account constraints on future development as a result of critical areas, lot configuration, market forces, and property owner choices. A range of constraints was applied to the number of potential units of development from undeveloped and underdeveloped land. The estimated population which could be accommodated by the potential units was determined and then reduced by 50%, (to assume a high level of constraint) and by 10% (to assume a low level of constraint). Based on current zoning, a range of build-out potential was developed to account for the many factors that can potentially limit development, such as environmentally sensitive areas, lot configuration, water availability, sewage disposal requirements, location of existing buildings on developable parcels, and the public and private decision-making process.

Likely potential additional units on undeveloped and underutilized land are between 5,500 and 8,200. Based on the assumption that there will be an average of 2.4 persons per household in the future, this means a potential additional population range of 11,000

to 20,000 persons. Added to the 1992 population of 16,500, this means a total population of 27,500 to 36,500 persons.

In November 1993, the *Land Use Inventory* was re-analyzed. The re-analysis was entitled: *Bainbridge Island Land Use Re-Analysis – November, 1993*. The re-analysis was completed after a work group was convened to discuss the issues. The Re-analysis findings were similar to those of the 1992 *Land Use Inventory*.

According to the 1992 inventory, Bainbridge Island encompasses approximately 17,779 acres, or about 28 square miles. Of the 9,717 land-based (excluding tidelands) parcels, slightly over one-half (51%) have been developed to some degree, 7% are devoted to rights- of-way and the balance is undeveloped (42%). The inventory also revealed that the Island has over 1,400 non-conforming lots and over 1,500 conforming, platted lots.

Residential Development

Residential land uses occupy the largest percentage (73%) of developed land and 38% of all land on the Island (about 7,000 total units). Single-family homes account for 84%, while 16% are multi-family units in condominiums and apartment buildings of various sizes, mostly concentrated in Winslow. (Multi-family units are those units containing more than one living unit in a single structure.)

The most densely developed areas are in Winslow and along the shoreline of the Island. The Winslow area, which is a mix of single-family, multi-family, and mixed use units, is developed at about 2.5 units per acre.

Commercial Development

Commercial development is also mainly concentrated in the Winslow area and in the three neighborhood centers: Rolling Bay, Island Center, and Lynwood Center. However, there are numerous commercial uses scattered about the Island in areas not zoned for commercial use. These uses were approved by Kitsap County as conditional uses, previously existing uses which are now nonconforming, or are home occupations.

Winslow

The 1992 *Land Use Inventory* had only a brief analysis of commercial land and commercial uses because of inadequacies in data available at the time. The inventory shows approximately 190 acres in Winslow zoned for commercial use, with 37 acres underdeveloped. A subsequent detailed study was conducted, dated May 6, 1993, that analyzed each parcel in the commercially zoned areas of Winslow for its development or redevelopment potential. That study found that there are today 600,000 square feet of commercial development in Winslow, or about 33 square feet of commercial space per person.

The study further found that under existing conditions, assuming no changes in land use policy, there is development potential for an additional 625,000 square feet of commercial space.

The results of the *Potential Buildout Study* were re-examined during the Vision Winslow Design Workshop, and the findings of the May 6, 1993 study were confirmed.

Neighborhood Centers

Commercial activity in the neighborhood centers of Rolling Bay, Island Center, and Lynwood Center has developed not in response to neighborhood demand, but more as a function of the location of the centers themselves: each is located at or near a major Island crossroads. With the exception of the convenience stores found at each, virtually all businesses in the neighborhood centers draw Island-wide trade.

Zoning in these areas has served more to legitimize what already exists rather than in response to an overall plan. As a result, there is little or no undeveloped, commercially zoned land in the centers.

Neighborhood Service Center Commercial Activity				
Center	Total Acres Zoned Comm.	Undeveloped	Acres Residential	Commercial Square Feet
Rolling Bay	7.00	0.34	0.68	32,300
Island Center	8.00	0	0	42,500
Lynwood Center	24.00	3.00	5.38	30,000
TOTAL	39.00	3.34	6.06	104,800

The neighborhood centers offer a limited range of goods and services from convenience stores, which mainly serve the local neighborhoods, to specialty businesses, such as auto repair, hair salons, art galleries, nurseries, and restaurants, that serve clientele not only Island-wide but from off-Island as well. The Island's only movie theater is located at Lynwood Center.

The total commercial space available goes through periodic cycles of high and low vacancy rates. There is a rather high turnover in small rental spaces in the centers, while the larger owner-occupied businesses remain relatively steady.

Business/ Industrial

Business/ Industrial -zoned areas are intended for low-impact, low-intensity manufacturing activities, including research, testing, warehousing of goods, and fabrication, assembly, and processing of products. Business/ Industrial (B/I) uses are mainly confined to the Day Road Industrial Park area near the intersection of Day Road and SR 305. The 40-acre Day Road area contains approximately 277,000 square feet of Business/ Industrial space (approximately 7,000 square feet per acre) and houses roughly 30 businesses with a total of over 450 employees. Businesses range from a newspaper publisher, soil analysis company, manufacturers of pottery, fishing equipment, and office furniture to a smoked salmon business. Only 5 acres currently zoned for B/I are undeveloped.

There are three other single-use, Business/ Industrial sites and one four-parcel B/I site (two are developed, two are undeveloped) scattered about the Island. These sites account for another

100,000 square feet of space. However, 90,000 square feet of this is in storage space at New Brooklyn Road and Madison Avenue, a use that is also permitted in the neighborhood centers.

Business/ Industrial Areas			
Business/ Industrial Areas	Total Acres Zoned B/I	Existing Square Feet Business/ Industrial	Total Acres Vacant
Day Road	40.00	277,012	5
New Brooklyn	4.35	90,440	
Sportsman Club	4.08	7,200	1.14
Fletcher Bay Road	1.14	3,894	
Eagledale Marina	2.36		
TOTAL	51.93	378,546	6.14

Industrial

There are two industrial sites on Bainbridge Island. One is the Washington State Department of Transportation ferry repair facility and Bainbridge Marine and Boat Yard located in Eagle Harbor, just west of the ferry terminal. The other is the Pacific Resources (formerly Wyckoff) site at the southeast entrance to Eagle Harbor. Pacific Resources operated as a creosoting plant for many years and is now out of that business. It does, however, still perform minor industrial operations not involving chemical processing. It is the only land-based portion of the Eagle Harbor Superfund cleanup site designated by EPA Region 10.

2004 Update – The Built Environment

Build Out Estimations – The 1992 estimate of build-out ranges from 27,500 to 36,500. The Office of Financial Management estimate for 2003 population is 21,350. Several more recent estimates of build-out have produced figures of 30,000 and 33,000. This is within the bracket set by the 1992 study and is therefore consistent with those estimates.

Residential Development

County land use codes were used to analyze the level of development that has occurred since 1992. In this analysis a single family residence situated on any size lot is listed as a developed lot. In 1992, 38% of all the land on the Island was listed as developed for residential use. This figure does not include open space in separate parcels in subdivisions or parcels in some type of Kitsap County Current Use Assessment program. The number of dwelling units on the Island has increased from about 7,000 units in 1992 to 9,100 units as of April 1, 2003.

Commercial Development

The general location of commercial development has not changed since 1992. Development is concentrated primarily in the Winslow area and in the three neighborhood centers: Rolling Bay, Island Center, and Lynwood Center. Most of the new commercial development has occurred in the Winslow area, much of which has been in the Hildebrand Lane area south of High School Road. The only significant new commercial development in the three

~~NEED PC DIRECTION~~ ~~UPDATE~~ ~~DELETE~~ ~~ADD~~ ~~TO APPENDIX~~ ~~TO TEMPORARY MOORAGE~~

neighborhood centers is a new grocery store at Lynwood Center. This business was, however, previously located in another building at Lynwood Center.

Business/ Industrial

Since the Comprehensive Plan was adopted, four additional areas have been designated Business/ Industrial. A 35-acre area located to the north of the existing Day Road Business/ Industrial area was designated Business/ Industrial in 1997. This new area has not yet been developed and is awaiting approval of master plan development permit. Another 4.77-acre parcel located east of SR 305 on the south side of Day Road was designated and zoned Business/ Industrial in 1999. This property has also not been developed.

Two other properties were designated and zoned Business/ Industrial in 1999. These are located north of New Brooklyn Road, on or near Sportsman Club Road. One of these properties contains two parcels with 16 acres and is located on the north side of New Brooklyn Road and east of Sportsman Club Road. This property has not yet been developed and is currently operated as a Christmas tree farm. The other area is located on the east side of Sportsman Club Road northeast of Sakai Intermediate School. This 7.28-acre property contains two parcels and remains undeveloped.