



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, OCTOBER 8, 2015
6:00 p.m.-8:00 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 REVIEW AND APPROVAL OF MINUTES**
July 23, 2015 Planning Commission Meeting
August 13, 2015 Planning Commission Meeting
- 6:10 PM PUBLIC COMMENT**
Accept public comment on off agenda items
- 6:20 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 6:30 PM 2016 COMPREHENSIVE PLAN UPDATE**
Environmental Element: Review changes to DRAFT *Element*

Economic Element: Review changes to DRAFT *Element*
- 7:40 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 7:55 PM NEW/OLD BUSINESS**
- 8:00 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

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



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, JULY 23, 2015
6:00 p.m.-9:00 p.m.
CITY COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WASHINGTON**

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

PUBLIC COMMENT - Accept public comment on off agenda items

ORDINANCE 2015-23, WIRELESS COMMUNICATIONS REGULATIONS - Study Session

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

2016 COMPREHENSIVE PLAN UPDATE: *Land Use Element*

1. Confirm Drafting committee Proposed Revisions re: Island-wide Conservation Strategy, High School Road District and Food Security Policies
2. Comprehensive Plan Amendment Applications Under Consideration
 - Submitted by S. Thomas, to change the designation from OSR-2 to NSC for a property located at 4552 Point White Drive, immediately west of the Lynwood Center NSC area
 - Submitted by A. Cainion, to change the designation from OSR-0.4 to NSC for a property on Fletcher Bay Road, immediately south of the Island Center NSC area
 - Submitted by BI Metro Park and Recreation District, to create a new "Park" Zone for parks

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

ORDINANCE 2015-04, TREE AND LANDSCAPING REGULATIONS - Study Session

NEW/OLD BUSINESS

ADJOURN

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

Vice Chair William Chester called the meeting to order at 6:03 PM. Commissioners in attendance were Michael Lewars, Maradel Gale, John Thomas and Julie Kriegh. Chair J. Mack Pearl arrived at 6:27 PM. Jon Quitslund was absent and excused. City Staff in attendance were City Attorney Lisa Marshall, Special Project Planner Jennifer Sutton and Administrative Specialist Jane Rasely who monitored recording and prepared minutes. City Consultant Joe Tovar was also present.

The agenda was reviewed and there were not any conflict disclosures.

PUBLIC COMMENT - Accept public comment on off agenda items

None.

ORDINANCE 2015-23, WIRELESS COMMUNICATIONS REGULATIONS - Study Session

City Attorney Lisa Marshall gave an overview of the proposed ordinance implementing new changes. (Power Point presentation attached to minutes.) She mentioned that poor wireless coverage has been the most common complaint to City Manager Doug Schulze since his arrival here. Commissioner Gale asked if all towers could ostensibly qualify as public safety towers without a height requirement. Ms. Marshall

replied that was not the case. Commissioner Lewars asked if there were currently any applications for wireless towers going through review. Ms. Marshall stated to her knowledge, there had not been any applications for wireless towers since she had been with the City. Commissioner Kriegh asked if the 10% or 20 foot maximum applied to the original base or could it include any previous additions to the base. Ms. Marshall said she could not give a hard and fast rule at this time, but would be looking into that further to advise the Planning Department in that regard.

Commissioner Lewars asked about the timeframe to get the ordinance to Council. Ms. Marshall stated she hoped to have it to City Council in September. Commissioner Gale asked on what kind of property wireless antennas could be placed. Ms. Marshall stated any private property owner was allowed to lease their property in this manner including the City. Commissioner Gale asked if there was a provision for consulting with the neighbors before placing an antenna on their property. Commissioner Pearl asked if they were able to require camouflaging of towers. Ms. Marshall agreed that if a new tower were erected, the City could require camouflage, but to locate on a current tower or pole, the City would not have a say in what the tower looked like. She went on to state that this ordinance encouraged cell phone companies to co-locate on other towers, lights, utility poles, etc. Commissioner Chester confirmed that macro tower installation would still require site plan review, etc.

Lewars/Gale Motion: I move that we schedule the public hearing on this topic for our next meeting on August 13, 2015.

Passed: Unanimously, 6-0

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Pegeen Mulhern, Citizen – Had a couple of comments about the Land Use Element revisions that Mr. Tovar had included for you. The first I noted was that he had included the architects' suggestions. I only saw a couple of them incorporated into the Land Use Element, one of them being number 8, the suggestion of a green building code provision. She thought that sounded like a very sensible thing to do in this day and age but she was a little confused when looking at the Land Use Element 2.8 where it suggested that if a portion of a property was devoted to conservation or open space there could be increased density. There was a second sentence requiring that there be green building practices used but if there were already a green building requirement, this would seem to be either superfluous or potentially at odds with the code. She was wondering whether both were needed or if they could make sure there was actually a green building requirement to make that provision unnecessary. Also, in Land Use Element 2.8, it states, "If a portion of the property is dedicated to conservation or open space," she thought they might do the City some good if some quantum of the portion (of property) because if it were really minimal, it would not do the good they were trying to accomplish with that kind of policy. In the Land Use Element Introduction there was a description of the Neighborhood Service Centers (NSC) and the Business Industrial Centers (BIC) on page 2 where base density was referred to in the NSC and she wondered if it was defined somewhere and there needed to be a reason for calling out the base density. Perhaps it related to the Special Planning but there should be some explanation in there. She had been talking to some of the people who were on the committee for the Island Center Special Area Planning Process (SAPP) and they seemed to think there wasn't really any opposition to it and that all that work over two years could be referenced in this new plan to the fact that it was done instead of just saying it needs to be under a Special Planning Area, make some reference that the background work has been done, public meetings were held, people were consulted and maybe in that way the process could be accelerated at least for the Island Center NSC. She commented there was one parcel designated as BIC and she did not know whether they were meaning to keep it there. She knew the person was at the last Planning Commission meeting discussing the possibility of changing that designation. She did not know if it made sense to keep it in there and the definition of BIC if it was going to be changed.

Ron Peltier, Citizen – Wanted to comment on the Island Center Special Area Planning Process and whether the Planning Commission had actually seen the public record of what occurred when that SAPP was

happening and when it was postponed or suspended. He knew that Ms. Cook had commented during one of the Planning Commission meetings that the reason it had stopped was because there wasn't neighborhood support for the expansion of the NSC. We have had a couple of different accounts there so it might be nice to see the record so the Planning Commission could base their decision on what happened and not hearsay and so they know exactly what happened. He wanted to comment on the SAPP itself. He looked at it in the code and one of the things that was troubling to him was that one person living in the neighborhood can request a SAPP. The purpose of the SAPP was to expand the boundary of the NSC. That was confirmed by Ms. Cook at the last meeting. What he was hearing from the Commissioners was that some of them wanted the process once it was started it was carried through which sounded to him like if one property owner decided to initiate a SAPP it would result in expanding the NSC. Commissioners Lewars and Chester both stated that was not a forgone conclusion. Mr. Peltier re-stated that was not what he was hearing. Commissioner Lewars replied that it may or may not result in expansion. Mr. Peltier thought it would be nice to clarify that because it was his understanding that was one of the primary purposes of the SAPP (to expand the NSC). He stated there was not general support in Rolling Bay for a SAPP and during the Comp Plan workshops, people from the neighborhood made it clear they wanted to have plenty of input into anything that happens in Rolling Bay. He felt it seemed a little counter to that to allow one property owner to request a SAPP and that it would move forward and somehow it would be written into the Comprehensive Plan and Code that once started, it had to go all the way through. Perhaps it needed to be clarified as to what the actual purpose of the SAPP was.

Mike Killion, Citizen – Wanted to share a recent experience he had recently that spoke to the Introduction of the Comprehensive Plan, the Vision and Guiding Principles. He knew they had spent a lot of time on those but he happened to catch a radio broadcast from KUOW and there were some folks from Seattle talking about growth and change in Seattle. Someone said, "How do we preserve what people love about Seattle as we are making these changes and going through this growth. How do we preserve that over that?" The answer that came in that discussion was values? He thought that was very interesting and went to the Vision Statement where there are values and high-ranking values identified in the Goals and he read through those. The values are defined but not really identified as core values. What made sense to him about that was what people valued here 20 years ago, they probably value today but what you'd like the Comprehensive Plan to do is not get in the way of changing those values 20 years from now so people say the same thing. He went to his first 4th of July parade in 1984 and this past July 4th was no different than the one in 1984 which was good. That helps keep the small town environment, but nevertheless, he felt it was important to identify what those core values are because that's what you can hang on from year to year, decade to decade. They had some friends over who were 50 year residents of Bainbridge Island and they were talking about what was it people like - what do we like - about Bainbridge Island and the interesting comment was, one thing we all liked was that people are friendly. He did not know how to convert that to a value but there WAS a value there and he did not know what causes people to change from being friendly, but as Commissioners, if you can do something in this Comprehensive Plan to make sure that we don't change those kinds of things.

Charles Schmid, Citizen – He did not know why TDRs, which had not worked for 25 years were still in there and economically they're still going to have problems. Felt there was something wrong on page 24 with up there under the Gateway Overlay District where it said, "The area along 305 Winslow Way passed the Vineyard Lane to the north." He thought they needed to fix the wording. Ms. Sutton stated the property to the north of Vineyard Lane was still part of that district. Mr. Schmid thought the wording could say "to the parcel" and not just "keep going north." On page 26, Figure 2, showed where auto oriented uses and drive thru businesses were allowed. He did not see that on any of the other drafts. He recalled it used to be smaller on the east side but not go over to the west side. He asked if the Commissioners had approved that. Ms. Sutton stated the Drafting Committee worked on policies relating to the High School Road Districts at their last meeting. They considered some of the suggestions from the architects and given that discussion, the Drafting Committee put in this section of the draft in Goal LU 20 on pages 25-27. She continued that

was a new concept although auto oriented uses were permitted in both the High School I and II Districts throughout. The graphic they were looking at limited them to a specific part of that zone. Commissioner Pearl stated it was a narrowing of the use now. Mr. Schmid asked if it included formula food restaurants. Commissioner Gale stated it did if the restaurant had a drive thru. Commissioner Gale confirmed that it did not change City Code about formula food restaurants. On page 35, Mr. Schmid commented that the Business Industrial should say the reason for that was to provide additional employment opportunities. That was such a loose thing. He ended by acknowledging the hard work put into this process by everyone from the citizens to the Commissioners to City Consultant Joe Tovar.

William Palmer, Private Planning Consultant – Had two questions the first of which related to a comment he made the last time he was before the Planning Commission. The question he asked at that point in time was whether there was any intent on the part of the City in this Comprehensive Plan update process to incorporate county-wide planning policies. Particularly the amendments that were adopted by the Kitsap Regional Coordinating Council (KRCC) in late 2010. He didn't get a response to that question the last time he was here. The second question was whether or not he was confused as to whether testimony was closed on Cainion's site specific application. Commissioner Pearl stated they would discuss it again tonight. As to the first question, Commissioner Pearl stated that the people on Bainbridge Island do not wholesale about anything anyone else does. They write their own policies. Ms. Sutton weighed in stating, "City Council adopts county-wide planning policies and then amendments to them periodically whenever they're proposed usually through the Kitsap Regional Coordinating Council." She knew the Council adopted county-wide planning policies last year and she believed that in the last couple of months, they adopted another set of amendments to those county-wide planning policies. Mr. Palmer stated it was his understanding of the Growth Management Act that county-wide planning policies are adopted by all the participating agencies with the exception of the Tribes. The policies that KRCC adopted and subsequent jurisdictions adopted were supposed to be the framework guide for how the Comprehensive Plan was prepared. The degree to which policies in the plan either reflect the county-wide policies or incorporate them directly into their plan, that's what was of interest to him. In 2011, he and another individual tried to appeal those county-wide planning policies but were told they couldn't because they were not a City or County or a participating agency. The only access they had to address those policies was when they were incorporated or when those policies had influenced the policies in their Comprehensive Plan. He had some serious concerns about the county-wide planning policies and if they were going to be incorporated in their plan, either way he would probably go through it and probably object if the wording was anything like the wording in the county-wide planning policies. What he said last time was a compliment to the City's process. This time around when policies were drafted, they have the appearance of policies and not mandates. That's essentially the problem he had with county-wide planning policies.

Sarah Blossom, Citizen – Spoke as the daughter of someone with Diabetic Neuropathy who was not very steady on his feet. She was a little offended. She understood that they wanted this pedestrian oriented, everyone out of their cars utopia, but there's also reality and there are some people who are not very mobile and they need those drive-thrus. She wanted the Planning Commission to consider the effects of these kinds of decisions. Parents and grandparents who care for small children and have sleeping babies in their cars. Maybe none of the Commissioners had noticed how busy Coyote Coffee was because people are driving across the bridge to get their coffee so they do not have to wake the sleeping child out of the car seat. So they go get their cheap gas and coffee off the Island. She wanted them to consider these impacts on other people.

Charles Schmid, Citizen - Stated he did not mean there shouldn't be any drive thru places and certainly we have all the banks and he realized it was important for older people too. He did not want Ms. Blossom to think he was saying they shouldn't have any of these things and apologized if she did.

2016 COMPREHENSIVE PLAN UPDATE: *Land Use Element*

Special Project Planner Jennifer Sutton gave an overview of the policy direction the drafting committee took after the July 9, 2015 meeting. She asked for the Planning Commission to give feedback on the items that were struck through or added. She also spoke about the proposed food policies and their feedback on putting those in different parts of the Comp Plan that would be more appropriate.

City Consultant Joe Tovar gave an overview of building the plan using feed forward loops. (See attached Power Point.) He also reviewed all the changes to the Land Use Goals and Policies. Mixed use Neighborhood Service Centers (NSC) were discussed in detail as well as to whether a density bonus in exchange for dedicated open space should be allowed. Commissioners also discussed whether it was appropriate to approve Comprehensive Plan Amendments that ask for incremental increases to a NSC without going through a SAPP. Also discussed was that when applications are received for an amendment, the applicants deserve an answer and should not be left without one for years.

The Planning Commission directed staff to send out notices to the neighborhoods affected by the Comprehensive Plan Amendment applications and plan the public meeting for August.

Ron Peltier, Citizen – Stated we keep talking about finishing the Special Area Planning Process that started for the Cainion property. Are there records for what was done so far? Ms. Sutton stated the Draft Island Center Plan was on the Navigate Bainbridge Resource Website. She went on to say the Council never took action on it. Mr. Peltier wanted to know if there were records showing minutes from public meetings and that sort of thing so that they could actually see what people had to say. He wanted to know if any of the Commissioners had seen the public records for the Island Center NSC that petered out. Commissioner Lewars mentioned that he understood in 2010, the Planning Commission recommended approval of the Cainion Comprehensive Plan Amendment and City Council said no.

ORDINANCE 2015-04, TREE AND LANDSCAPING REGULATIONS - Study Session

Chair Pearl began by introducing the changes to the ordinance since the 5/28/15 Planning Commission meeting. There were two. The first was whether they were going to allow trees in buffers to count toward the tree unit development in a Mixed Use Town Center. The Tree Ad Hoc Committee Consensus was that they should NOT count the trees in the buffer. The second was the penalty for losing a tree that was not supposed to be cut. The Committee determined that the penalty would be automatic as three times the pre-determined value and not at the Director's discretion.

Motion Gale/Lewars: I move that we send this forward to public hearing.

Passed: Unanimously, 6-0

NEW/OLD BUSINESS

Commissioner Kriegh passed out copies of the document she referenced from the Environmental Element Workshop the previous night.

ADJOURN

Meeting was adjourned at 9:05 PM.

Approved by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist



CITY OF BAINBRIDGE ISLAND
Planning Commission
Special Meeting and Public Hearing Minutes
August 13, 2015 at 2:00 p.m.
City Council Chamber
280 Madison Ave N
Bainbridge Island, Washington 98110

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure
REVIEW AND APPROVAL OF MINUTES - June 11, 2015 Planning Commission Meeting
PUBLIC COMMENT - Accept public comment on off agenda items
ORDINANCE 2015-23, WIRELESS COMMUNICATIONS REGULATIONS - Public Hearing
ORDINANCE 2015-04, TREE AND LANDSCAPING REGULATIONS - Public Hearing
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE
2016 COMPREHENSIVE PLAN UPDATE

Land Use Element

1. Confirm Drafting committee Proposed Revisions re: Island-wide Conservation Strategy, High School Road District and Food Security Policies
2. Consider adding a "Glossary" to the Land Use Element
3. Comprehensive Plan Amendment Application Under Consideration Submitted by BI Metro Park and Recreation District, to create a new "Park" land use designation for parks, including new "Park" designation policies

Environmental Element

REVIEW PUBLIC COMMENT FROM July 22 WORKSHOP
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE
NEW/OLD BUSINESS
ADJOURN

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

Chair Mack Pearl called the meeting to order at 6:02 PM. Commissioners in attendance were Michael Lewars, Jon Quitslund, Maradel Gale, John Thomas and William Chester. Julie Kriegh was absent. City Staff in attendance were Planning Director Kathy Cook, City Attorney Lisa Marshall and Special Project Planner Jennifer Sutton. City Consultant Joe Tovar was also present. Administrative Specialist Jane Rasely monitored recording and prepared minutes.

REVIEW AND APPROVAL OF MINUTES - June 11, 2015 Planning Commission Meeting

Commissioner Gale pointed out a missing word (continued) on page 7 and asked for the minutes to be amended.

Motion: I move the minutes of June 11th be approved as amended.
Gale/Quitslund – Passed unanimously, 4-0

PUBLIC COMMENT - Accept public comment on off agenda items

None.

ORDINANCE 2015-23, WIRELESS COMMUNICATIONS REGULATIONS - Public Hearing

City Attorney Lisa Marshall gave an overview of the removal of the old code under BIMC 18.09.030(F)(3) and adding the new BIMC Chapters 1810 and 1811 (see attached copy of presentation). Commissioner Pearl asked if this new ordinance kept new macro towers from being placed on the Island. City Attorney Marshall stated no, but a new macro tower or mono pole would have to go through a full Planning permit process as well as show that another less intrusive technology would not suffice. Commissioner Gale asked about the time limit to the permit process and whether there should be a

time limit to the installation just as there was a time limit for other building permits. 180 days with one extension was discussed as the norm for building permits and the Commissioners agreed that was appropriate for this ordinance as well.

Public Hearing began at 6:33 PM. There was not any public comment.

**Motion: I move transfer this ordinance to City Council as amended with a recommendation.
Chester/Quitslund – Passed 4-0, 1 abstention (Thomas)**

ORDINANCE 2015-04, TREE AND LANDSCAPING REGULATIONS - Public Hearing

Special Project Planner Jennifer Sutton gave an overview of the proposed changes to this ordinance stating work was not completed with all the ordinance. Planning Director Kathy Cook asked about a numbering discrepancy. Planner Sutton stated the two sections skipped were quite lengthy and did not have any changes so were not added.

Public Hearing for Ordinance 2015-04 began at 6:41 PM.

Olaf Ribeiro, Citizen – Asked how soil compaction was going to be measured. Commissioner Pearl responded by saying that he thought it referred to NOT moving over parts of the soil to keep it from becoming compacted. Planner Sutton clarified saying, “Most of the language related to soil compaction is in Section C4 which begins on the bottom of page 4 and basically the Committee has recommended augmenting the protection during construction section of the Code to beef up the requirements to have areas that are going to be preserved, fenced off, prior to construction beginning. They made clear that includes future planting areas if at all possible to be protected and not run over with trucks...So it’s a kind of disturbance area...that’s a little bit more global than a tree protection area.” Mack further clarified saying it meant there was no compaction allowed at all in these areas which would be identified on the plan. Mr. Ribeiro stated he understood and felt everything else in the Ordinance looked good.

Public Hearing closed at 6:44 PM.

**Motion: I move that the Planning Commission forward Ordinance 2015-04 Tree and Landscaping Regulations to the City Council with a recommendation for adoption.
Gale/Quitslund: Passed, 5-0**

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Melanie Keenan, Citizen – Thanked the Commission for transcribing her information and stated she could get the disc of her presentation. She had been somewhat following the process when she could (based upon her other responsibilities). She was concerned that the process was chugging along without the appropriate level of citizen input. That it was not reflective of what citizens were providing them as their input. It seemed to her the City was in possession of a pretty much finalized updated Comp Plan and they’re trying their best to get that through as opposed to generating an updated Comp Plan with citizen input as they went along for each topic. That was the sense she had from a lot of citizens here. She was also concerned about how their input would be incorporated and she was also concerned about the water supply. She noted the City Council and City Manager had been spending money hand over fist this summer. It was pretty frightening. But she had never seen any monies allotted to making sure they were fulfilling the current Comp Plan in terms of the environmental and water usage. She did not see, for instance, since the City had cutback, that proper water samples and monitoring had been occurring. The City was spending more money on art projects and making sure the City could have more HDD projects. She was concerned that when a new center like Sportsman Triangle was designated that it was not in keeping with the current Comp Plan in terms of the Winslow area was supposed to receive the majority of the growth and the rest of the Island would have a rural feel. Where was the City with this basic concept? She thought there was a double standard going on with the City promoting this Comp Plan in terms of not actually supporting the current tax payers and residents of the Island but instead rolling a program forward where tax dollars, instead of insuring the quality of life and preserving the quality of life here, the monies are being spent for the profit of a few to develop the Island. Most of the tax money being used to support this program are the monies coming from the existing residents. She did not think they should have to literally pave the way for future residents. She suggested there should be a transportation funding from large projects, but saw that had now been skewed and distorted so that single family homeowners would be contributing no matter what, but big developments again get to get out. There were all kinds of caveats where they could escape from having to contribute to traffic inputs. For example, HDDP would get a cut again. They get a pass. The research still has not been done on HDDP; why was this being flaunted around all the topics as far as giving away the City

owned land to the Police Station. It touched everything but it was really prevalent in the Comp Plan. She thought there seemed to be a culture here where the citizens were really second rate and she would like to see that change. She was noticing some of the definitions. She wanted to tell them her concerns about some of the definitions contained in the Comp Plan. She felt many of them were lacking. She was discouraged by the Comp Plan process. She had participated in the agriculture, the code update; she had participated in a lot of processes and she saw a really common theme where they were just rolling over the citizen processes. It was theater, it was not actually putting in citizen input.

Chair Pearl disagreed with Ms. Keenan's take on the lack of citizen input. He stated everyone there was a citizen of Bainbridge Island and he was participating because he was a citizen concerned about the future of Bainbridge Island and so his input he believed was citizen input. He felt they listened to all the citizens and he felt there was a long and involved citizen process going on and which would continue for another 6 months. He stated Ms. Keenan's main concern seemed to be water and that report had not been released yet but he felt there would be a lot to say when it did come out and he encouraged her to keep participating but to also have belief that everyone was trying to make the Island better. Ms. Cook also added they were only about 1/10th of the way through the Comp Plan update and had already had 30 public meetings and provided multiple opportunities for people to participate. She felt as though a lot of changes had been made to the Land Use Element and thought there would be changes to the Environmental Element as well.

2016 COMPREHENSIVE PLAN UPDATE

Planner Sutton reviewed what the Commission would be looking at in the Land Use Element stating that when they were through discussing it, they would look at public comment received at the Environmental Element Workshop held July 22, 2015. Conversation ensued about design guidelines and whether they would be revised by this (No) and open space in Neighborhood Service Centers (NSC) versus more densely developed areas. Green building as opposed to LEED Certification was canvassed with an agreement of taking out the density bonus for building green since "green" had become the building standard. Commissioner Chester brought up the Transfer Development Rights (TDRs) program. Director Cook stated the City currently had two separate studies going on about TDRs. Parking and drive thru services were brought up with discussion centering on auto oriented services uses allowed within the High School zoning area.

Commissioner Gale departed at 7:17 PM.

Commissioner Quitslund questioned the grammar of the Land Use Element Glossary recommending different punctuation. It was suggested and accepted that any terms that crossover into other City documents (such as the Shoreline Master Plan) should remain consistent.

Conversation about whether there should be a "Park" designation within the Land Use Element with the Perry Barrett representing the Bainbridge Island Metro Park and Recreation District (BIMPRD). Language from both BIMPRD and the City of Poulsbo were discussed. Mr. Barrett offered up clarification on the information provided by his organization and contributed to dialogue about what a "Park" designation would mean for the planning process. Commissioner Quitslund asked for distinct verbiage specific to Bainbridge Island before he could go further in his deliberation of the park subject. He asked that BIMPRD come back with specific suggestions. Chair Pearl asked if Mr. Barrett would be willing to help draft language by coming to the Comprehensive Plan Drafting Committee meetings. Director Cook confirmed with the Commissioners that they did not want to hold the Land Use Element back for this process but that it would be concurrent with the continuing Comp Plan process.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Melanie Keenan, Citizen – Gave suggestions for the definitions she felt were important to have in the Glossary. In keeping aquifer more sufficient, the definition needs to be tailored to the fact that the Island was a sole source aquifer, an all-island UGA and the only all-island sole source in Washington. It is a unique area and if it was desired to include that, separate it out into a separate definition too. There needed to be a definition of sea water intrusion, aquifer conservation zones, rural (or something similar). There needs to be a definition for the overall stance on providing an environmental and green areas, open spaces, agriculture and maintaining the character of the Island. She did not feel the definition for recharge was very scientifically accurate. It demonstrated a lack of understanding of water supply and needed to be looked at and definitely addressed. She felt up-zoning needed to include the concept that this was a variance and an exception driven process. She felt there was currently enough zoning to provide for the numbers the City had been assigned to update the Comp Plan under the Growth Management Act rules. Ms. Keenan thought it seemed that this was

a very aggressive Comp Plan update that supersedes or exceeds the requirements for the growth that the City had been directed to accommodate. She wanted to go over some of the things she had quickly looked over on the Land Use Element but suggested there should be a more user friendly draft presented. She stated there had been a tremendous amount of language that had been crossed out and a tremendous amount of citizen input that had been cut with no explanation why or where they were going with that. Was it being referenced somewhere else, being totally thrown out or no longer applicable. She suggested they develop six categories as reasons/explanations for getting rid of most of the language that protected the Island. Commissioner Quitslund asked for an example of something that had been cut that Ms. Keenan regarded as a loss of some valuable protection or principle. Ms. Keenan stated she could do that the next meeting that she was available. She went on to say there needed to be better checks and balances so that the codes or laws would honor the Comp Plan. Continual problems occurred because there was one gatekeeper – the Planning Director that approved development, variances and interpreting the Code. She felt the Planning Commissioner's input did not have authority. She offered ideas such as elected Planning Commissioners that actually had authority or a citizen oversight committee. She expressed concern over the idea that the Rolling Bay Neighborhood Service Center (NSC) could potentially be developed per a Special Area Planning Process. She wanted to know where the required studies were to determine that HDDP was viable per the approval of HDDP. She wanted that information made available to the citizens. She felt it would help with the Land Use Element. She mentioned the phrase "context sensitive" used on page 5 was a very nebulous term. Ms. Keenan thought the aquifer conservation zones should be included in more than one Element of the Comprehensive Plan because they were a huge land use consideration. She felt it needed to be identified, defined and well brought out in all the Elements. A discussion ensued as to the Critical Area Overlay District and its importance/relevance to protecting land. Ms. Sutton explained that it did not actually have anything to do with protection but transfer of development rights. Ms. Keenan concluded by giving the areas/page numbers of sections she was concerned about and stated she would provide her concerns in written comment.

Stacey Nordgren, EcoAdapt Consultant – Asked a question about the "should" versus "shalls" throughout the documents. She wanted to know whether the intention was that the Plan in its entirety was a guidance and policy document and no part of the Comp Plan had regulatory enforcement. Ms. Cook stated "shall" was used in the Comp Plan when there was a State or some other legal requirement. Where possible, they tried to move to "should" or just speak in the active tense. Ms. Nordgren mentioned that LU 20.2 and 20.3 where one was a "should" and one was a "shall." Ms. Sutton clarified their use.

Mike Killion, Citizen – Suggested creating a citizen comment and response matrix to put on the website.

Discussion of public comment from the Environmental Element workshop centered on forming a power utility on the Island.

Tom Brobst, PSE – Answered questions from the Commissioners regarding clean and coal-fired power as well as energy efficiency.

NEW/OLD BUSINESS

None.

ADJOURN

Meeting was adjourned at 9:05 PM.

Approved by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist



City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT

MEMORANDUM

TO: Planning Commission

FROM: Jennifer Sutton, AICP
Special Project Planner

Kathy Cook
Director

DATE: October 8, 2015

RE: Study Session on Comprehensive Plan Update

On October 8, the Planning Commission will complete review of the *Environmental Element* and begin review of the *Economic Element*. Each topic is summarized below, including possible Planning Commission action.

I. Review DRAFT *Environmental Element*

The Planning Commission continued discussion of the *Environmental Element* at the September 24 meeting. Newly proposed changes to the DRAFT *Environmental Element* suggested by the Commission are highlighted. The current DRAFT *Environmental Element* also has additional changes to goals and policies related to critical areas- wetlands, streams, and geologically hazardous areas (see pages 6-13).

Planning Commission Action: Review and confirm amendments to the *Environmental Element*. The changes are shown in strikethrough/underline formatting. Due to time considerations, staff is recommending that the Planning Commission not walk through each change at the October 8 meeting. Instead, please be prepared to identify any changes that raise questions or concerns.

II. Review DRAFT *Economic Element*

Over twenty citizens attended the July 29 workshop. Other citizens submitted comments in writing. Public comment was diverse, ranging from telecom and power infrastructure, downtown small businesses, jobs, tourism, and agriculture. The Commission discussed the workshop comments on September 24. On September 29, the drafting committee worked on integrating the Commission's policy discussion into the DRAFT *Economic Element*, given the Commission discussion. Planning consultant Joe Tovar provided policy examples from east Sound communities that completed Comprehensive Plans in 2015, and the result is the DRAFT *Element* attached. Not included in the current DRAFT are suggested changes from the City Executive and Finance Departments. Those suggestions will be in the DRAFT prepared for October 22.

The existing *Economic Element* is not well organized, including having two sections each on *Home-based Businesses* and *Business/Industrial (B/I)* uses. Other sections could be consolidated (e.g. *Small Business Uses* and *Retail and Services*).

The Commission will review the *B/I* polices of both the *Land Use Element* and *Economic Element* on October 22. The Moore Comprehensive Plan Amendment (CPA) requests a B/I land use designation, and will also be discussed on October 22 (see Next Steps below).

Planning Commission Action: The Commission should provide direction to staff regarding the organization of the *Economic Element*. Additionally, provide the drafting committee with policy direction on what concepts should be added, enhanced, or deleted from the *Economic Element*.

III. Next Steps

At the October 22 Planning Commission meeting, staff will bring back the next draft of the *Environmental* and *Economic Elements* reflecting the changes recommended by the Commission at the October 8 meeting. The drafting committee will work on the changes at their next meeting on Tuesday, October 13. The next DRAFT *Economic Element* to be reviewed on October 22 will integrate recommended changes from the City Executive and Finance Departments.

During review of the *Land Use Element*, the Commission had decided to review those *B/I* policies alongside the *B/I* policies of the *Economic Element*. On October 22, the Planning Commission will review the *B/I* polices from both elements, and consider the Moore Comprehensive Plan Amendment application, which requests to change the land use designation of a property from R-0.4 to B/I. The property, known as the “Triangle” property or “Borrow Pit”, is bordered by Fletcher Bay, Lynwood Center, and Bucklin Hill Roads, and has long been used as a sand and gravel mine. The Commission had decided to review the CPA application in conjunction with *B/I* policies.

The *Transportation Element* Workshop has been scheduled for Wednesday, October 28 at 6:30 p.m.

IV. Attachments

1. DRAFT *Environmental Element*
2. DRAFT *Economic Element*
3. Updated *Economic Profile*

ENVIRONMENTAL ELEMENT

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ENVIRONMENTAL ELEMENT

INTRODUCTION

This element addresses the natural environment of Bainbridge Island. The Environmental Element includes goals and policies for all lands considered critical areas under the Growth Management Act, such as wetlands, streams, aquifer recharge areas, fish and wildlife habitat, frequently flooded areas, and geologically hazardous areas. This element also addresses natural resources such as forests, agricultural lands, and mineral resources and provides goals and policies concerning air quality and the retention and development of the Greenways trails and open space system.

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

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

Citizens of Bainbridge Island enjoy and value the Island's natural environment. The public parklands, open spaces, and other natural areas contribute to the quality of life on the Island. The 2013 and 2014 National Citizen Survey Bainbridge Island Community Values Survey—2000, indicates that the citizens' support for preservation of environmentally sensitive areas and agricultural lands remains high. It also indicates that the community is supportive of providing pedestrian and bicycle trails and increased public access to shorelines.

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

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

GOALS AND POLICIES

Environment

GOAL EN-1

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

Policy EN 1.1

When making land use decisions, ~~shall be made~~ seriously considering the overall goal of the Comprehensive Plan in protecting the Island's natural environment.

Policy EN 1.2

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

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

Discussion: Critical areas are ~~intended~~ identified in order to flag concerns ~~in during~~ the review process and to make applicants aware of potential hazards or areas where ~~which may be damaged by unsound development decisions~~. The designations are not intended to eliminate all development. development in these areas may be constrained. Compatible development will be allowed which avoids designated critical areas, minimizes the impact, or mitigates potential problems through engineering, siting, or design, ~~or other techniques~~. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 1.3

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

Policy EN 1.4

~~Encourage community land use plans and development patterns that maintain, enhance, or restore natural systems, and protect wildlife, fish resources and open spaces.~~

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

Policy EN 1.5

The City shall create and maintain overlay maps ~~that~~ which show the location of agricultural lands, critical aquifer recharge areas¹, geologically hazardous areas, floodplains, streams, wetlands, and fish and wildlife habitat. Additionally, the City shall utilize the maps from the Bainbridge Island Climate Impact Assessment (2016).



Policy EN 1.6

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

Policy EN 1.7

To protect the island's ecosystems, the use of neonicotinoid pesticides should be prohibited.

Policy EN 1.8

The City will consider the potential impacts of climate changes and its impacts in all decisions related to natural systems and environmental quality

GOAL EN-2

Encourage sustainability in City Government operations.

Policy EN 2.1

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

Policy EN 2.2

Seek to minimize the quantity and toxicity of materials used and waste generated for City facilities and operations through reduction, reuse, and recycling.

Policy EN 2.3

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

Policy EN 2.4

The City shall follow integrated pest management practices.

Goal EN-3

¹ Critical aquifer recharge areas WAC 365-190-100

~~Whenever there is a subdivision of land, the City shall Consider the impact on critical areas whenever there is a subdivision of land.~~

Policy EN 3.1

~~The number and design of lots shall be based on protecting natural systems and avoiding or minimizing the impact to critical areas, and protecting natural systems. Development shall be consistent with the objectives of the Critical Areas policies rather than maximizing the number of lots. In order to protect critical areas, the full density permitted under the zoning ordinance might not be achieved.~~

~~Discussion:~~ ~~Although it may be possible to obtain maximum density on a site that which has one or more critical areas, there may be sites which do not have the capacity to obtain maximum density and protect critical areas.~~

Policy EN 3.2

~~Creative solutions (such as flexible lot design, TDRs, and PDRs), which may allow the maximum number of lots while The use of TDRS' and PDRs to protect protecting critical areas should be explored.~~

Policy EN 3.3

Any lot created by subdivision of land shall include sufficient area to accommodate a building site ~~not in~~ outside of a critical area and its buffers.

Goal EN-4

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

Policy EN 4.1

~~Encourage p~~Planning and land development should employ using conservation design methods and principles such as, low impact development techniques for managing storm and waste water, green building materials, high-efficiency heating and lighting systems., and mitigation that offsets impacts to biodiversity.

Policy EN 4.2

Create a program with effective mechanisms intended to offset development impacts to the Island's ecosystems. ~~biodiversity, including developing a priority lands map that identifies areas with a high level of biodiversity and considering establishing a habitat bank on the Island.~~

Policy EN 4.3

~~Provide incentives for developments to offset unavoidable impacts to biodiversity in areas where high quality natural habitats exist.~~

Fish and Wildlife

GOAL EN-5

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

FW 1.1 Policy EN 5.1

The protection and enhancement of fish and wildlife habitat and wildlife corridors shall be an integral component of the land use planning process. ~~Land uses and developments shall minimize the impacts to priority habitat and priority species as defined by the Washington Department of Fish and Wildlife, and to species or habitat determined to be locally significant.~~

FW 1.2 Policy EN 5.2

The identification of priority fish and wildlife habitat shall be based on an evaluation of the species of wildlife on the Island and the habitat requirements of these species now and in the future.

FW 1.3 Policy EN 5.3

The protection and enhancement of priority fish and wildlife habitat shall be among ~~one of~~ the criteria used when evaluating the preservation of open space as part of development techniques, such as clustering, flexible lot design subdivisions, and transfer of development rights (TDRs).

FW 1.4 Policy EN 5.4

~~The City shall~~ Protect priority fish and wildlife habitat and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations, ~~(physically and genetically)~~ by identifying an interconnected system of corridors ~~which that~~ will provide continuous links east to west and north to south, connecting larger tracts identified as priority critical habitat.

FW 1.5 Policy EN 5.5

Wetlands and riparian areas shall be protected.

FW 1.6 Policy EN 5.6

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

Discussion: Local extirpation means the elimination of self-sustaining residential populations from the entire Island and its waters, or ~~adequate habitat~~ elimination of habitat sufficient to sustain use of the Island's lands and waters by transitory or migratory populations.

FW 1.7 Policy EN 5.7

~~The City shall w~~Work closely with the Washington State Department of Fish and Wildlife (the agency with expertise to “preserve, protect, and perpetuate” wildlife resources of the state) in matters involving wildlife including identifying “priority fish and wildlife habitat”.

FW 1.8 Policy EN 5.8

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

Policy EN 5.9

The City will consider climate change and its impacts in all decisions related to wildlife, fish resources, and natural systems.

Aquatic Resources
GOAL 1 EN-6

~~Preserve and protect the Island’s remaining aquatic resources.~~ Achieve no net loss of ecological functions and processes necessary to sustain aquatic resources² including loss that may result from cumulative impacts over time.

Discussion: ~~Aquatic resources include marine nearshore, wetlands, streams, lakes, creeks, and associated vegetated areas.~~

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

AQ 1.1

~~Achieve no overall net loss of the City’s remaining, regulated, aquatic resources.~~

AQ 1.2 Policy EN 6.1

~~Development shall not be approved in regulated wetlands, streams, or buffer areas, unless a property owner would be denied all reasonable use of property.~~

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

Discussion: ~~In some cases, buffer configurations and widths can be modified to allow normal usage of legally established lots. In other cases, the development and implementation of a~~

² Aquatic resources – Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

~~habitat management plan may provide resource protection to allow development. A variance process should be available to accommodate development in buffer areas. Reasonable use exception should be reserved for development in the critical area if no other process will allow for a reasonable use of the property. A Reasonable Use Exception (RUE) is a form of variance from regulations that allows some use of a legally established lot. A reasonable use must minimize the impact to critical areas. The RUE process is included in the critical areas regulations of the Bainbridge Island Municipal Code, which implements policies of this document.~~

AQ 1.3 Policy EN 6.2

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

AQ 1.4 Policy EN 6.3

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

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

AQ 1.5 Policy EN 6.4

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

AQ 1.6 Policy EN 6.5

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

Discussion: ~~The purpose of this policy is to educate future home owners and users of aquatic resources (i.e., trail users) of the boundary of the aquatic resources.~~

AQ 1.7

~~New development using flexible lot design should include any wetlands, streams, or required buffers in separate tracts or easements to remain in common ownership.~~

AQ 1.8 Policy EN 6.6

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

Discussion: Encourage alternatives to the use of herbicide and pesticide in areas adjacent to buffer areas by providing technical information and educational programs including the use of native vegetation.

AQ 1.9 MOVE TO GOAL 7

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

AQ 1.10 Policy EN 6.7

Prohibit Access to regulated wetlands aquatic critical areas by farm animals should be discouraged. Agricultural activities within proximity of aquatic resources should complete a farm management plan addressing water quality and other natural resource protection must be in conformance with Best Management Practices.

AQ 1.11 Policy EN 6.8

Mitigation shall be required to compensate for unavoidable impacts to aquatic critical areas. Mitigation should be designed to achieve no net loss in functions and processes of aquatic resources. Restoration, creation or enhancement of wetlands, streams, and their buffers shall be required in order to offset the impacts of alteration of a wetland/stream or buffer area. Compensation for loss of aquatic resources should be determined according to function, acreage, type, location, time factors, and an ability to be self sustaining.

Policy EN 6.9

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

Policy EN 6.10

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

Policy EN 6.11

Evaluate the merits of new technologies such as greywater capture, package treatment plants and composting toilets, as alternatives to traditional septic and sewer systems and determine which of those systems should be allowed and/or encouraged to better protect the quality and capacity of the Island's groundwater, surface water and nearshore environment.

Policy EN 6.12

The City will consider the implications of climate change, acidification, and their impacts when developing regulations or approving capital projects related to aquatic resources, including marine nearshore, wetlands, streams, lakes, creeks, associated vegetated areas and frequently flooded areas.

Wetlands

AQ 1.12

Maintain the Island's wetlands in their natural state by:

- Preservation of native vegetation in and next to the wetlands.
- Restoration of areas that have already been degraded.
- Protection of areas that have not been disturbed.

AQ 1.13 MOVED TO GOAL 7

The City should make every effort to purchase or obtain conservation easements for significant wetlands and areas of the shoreline critical to natural habitat.

Streams

AQ 1.14

Maintain the Island's streams and creeks in their natural state by:

- Preservation of their courses, their banks, and the vegetation next to them.
- Restoration of areas that have already been degraded.
- Protection of areas that have not been disturbed.

AQ 1.15 Policy EN 6.13

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

AQ 1.16 Policy EN 6.14

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

AQ 1.17 Policy EN 6.15

Anadromous fish streams and adjacent land should be preserved and enhanced to ensure a sustainable fishery ~~the propagation of salmonid fish.~~

AQ 1.18 Policy EN 6.16

Require the construction of essential public facilities ~~necessary roads and utility corridors to avoid wetland and stream crossings and encroachment into and disturbances of aquatic resources.~~

GOAL EN-7

Promote the maintenance, restoration and enhancement of aquatic resources.

AQ 1.9 Policy EN 7.1

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

Policy EN 7.2

Promote and support volunteer or community driven restoration projects.

AQ 1.13 Policy EN 7.3

The City should make every effort to purchase or obtain conservation easements for significant wetlands and areas of the shoreline critical to natural habitat.

Policy EN 7.4

After construction, permanent visual markers should be placed around the buffer areas of protected aquatic resources.

Sand Spits

AQ 1.19

~~Development on sand spits shall be limited to protect aquatic resources. Newly proposed development on sand spit properties shall be evaluated according to the cumulative impacts of additional requests for like actions on the remainder of lots on the sand spit.~~

~~**Discussion:** Sand spits have limited upland area and, with their proximity to dynamic aquatic environments, are subject to impacts associated with flooding, storm waves, liquefaction, sea level rise, and the cumulative impacts of development on water quality, shoreline habitat, visual resources, and marine environments. However, redevelopment of existing structures, in accordance with legal nonconforming structure regulations, shall not require cumulative impact analysis.~~

~~**NOTE: THIS SECTION IS SUGGESTED FOR DELETION BECAUSE THERE ARE ALREADY GOALS/POLICIES RELEATED TO SAND SPITS IN THE SHORELINE MASTER PROGRAM**~~

Frequently Flooded Areas

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

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

MOVED TO SEA LEVEL RISE GOAL 9

Sea level rise may happen as the result of natural or human activity such as geologic subduction or global warming. Here in the Puget Sound we experience the affects of both the geologic and hydrologic events. Regardless of the cause assigned, cumulative sea level rise has serious implications for the shorelines and lowland areas that are potentially affected by beach, bluff erosion and loss of intertidal zones. These areas serve such purposes as nursery habitat, feeding grounds for fish and fowl, stormwater collection and water filtration.

GOAL 1-EN-8

Protect the natural functions of frequently flooded areas.

Discussion: ~~Frequently Flooded Areas are described in the Critical Areas Ordinance as those lands and floodplains adjacent to streams, lakes, coastal areas and wetlands with a 1% or greater chance of flooding in any given year (i.e. the 100 year floodplain), as determined by the Federal Emergency Management Agency (FEMA).~~

FL 1.1 Policy EN 8.1

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

Discussion: Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of frequently flooded areas. The Flood Insurance Rate Maps adopted by the City were originally produced in 1975 and updated in 1977. ~~Opportunities to update flood hazard maps should be kept current pursued as resources become available.~~

FL 1.2 Policy EN 8.2

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

FL 1.3 Policy EN 8.3

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

FL 1.4 Policy EN 8.4

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

Sea Level Rise

GOAL 2 EN-9

Anticipate and prepare for the consequences of sea level rise.

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

Policy EN 9.1

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



SL1 Policy EN 9.2

~~The City should work~~ Coordinate with Tribal, Federal, State and local agencies to ~~develop a coordinated water management program that includes~~ addresses issues related to ~~Sea Level Rise.~~

Geologically Hazardous Areas

GOAL 1 EN-10

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

GH 1.1 Policy EN 10.1

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

GH 1.2 Policy EN 10.2

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

GH 1.3 Policy EN 10.3

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

GH 1.4 Policy EN 10.4

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

GH 1.5 Policy EN 10.5

~~When e~~Clearing, grading, or filling is permitted on sloped areas containing landslide areas and erosion hazard areas shall only be allowed when other alternatives are not feasible. ~~s~~Such activity ~~should~~ shall be limited to the dry period of the year.

GH 1.6 Policy EN 10.6

Any alteration of a landslide hazard area or erosion hazard area ~~should~~ may not increase the rate of surface water discharge or sedimentation, and ~~should~~ may not decrease slope stability on adjacent property. The altered area shall be landscaped to provide erosion control.

GOAL-2 EN-11

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

GH 2.1 Policy EN 11.1

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

Discussion: ~~The primary tectonic structure of concern for Bainbridge Island is the Seattle fault system. One surface strand has been identified south of Blakely Harbor; however, it is likely that this is only part of the system of fault lines. These fault lines result in the need to plan for larger earthquake acceleration than was previously anticipated.~~

GH 2.2 Policy EN 11.2

~~Tsunami hazards should be e~~Consider tsunami hazards in regulating land use activities on Bainbridge Island.

Discussion: ~~Preliminary tsunami modeling suggests that the southern end of Bainbridge Island is susceptible to inundation or wave run-up of up to four (4) meters following a large earthquake on the Seattle fault.~~

GH 2.3 Policy EN 11.3

Seismic activity and the potential for earthquake-induced landslides should be considered in the determination of geologically hazardous areas.

Discussion: Areas that are stable under normal conditions can become landslides during earthquake events.

GH 2.4 Policy EN 11.4

The City should provide information and educational opportunities to the citizens of Bainbridge Island on the hazards posed by seismic events.

Atmospheric Conditions Air Quality**GOAL 1 EN-12**

Protect and promote clean air.

Policy EN 12.1

Discussion: Clean air is necessary for healthful living. These policies address the desire-need for clean air to protect the Island's residents and ecosystems, under current and future climatological conditions. For example, increasing regional air temperatures are increasing air pollution components such as ground level ozone and smog, of the Island from unacceptable impacts.

AT 1.1 Policy EN 12.2

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

Policy EN 12.3

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

Policy EN 12.4

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

Policy EN 12.5

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

AT 1.2 Policy EN 12.6

Strive to ensure beneficial indoor air quality in all renovations and new construction of City-owned facilities, and promote design choices conditions that enhance beneficial indoor air quality in private construction.

Policy EN 12.7

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

Policy EN 12.8

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

Policy EN 12.9

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

Policy EN 12.10

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

Noise
GOAL 2 EN-13

Promote the reduction of cumulative noise impacts.

AT 2.1 Policy EN 13.1

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

AT 2.2 Policy EN 13.2

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

Policy EN 13.3

The City should work with the Federal Aviation Administration to design flight paths and schedules which minimize the airplane noise over Bainbridge Island.

Greenhouse Gases
GOAL 3 EN-14

~~Contribute to regional greenhouse gas reduction efforts.~~

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

Policy EN 14.1

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

Policy EN 14.2

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

Policy EN 14.3

Strive for reduced greenhouse gas emissions through coordinated land use and transportation planning and management, including assessment and mitigation for air quality impacts.

AT 3.1 Policy EN 14.4

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

AT 3.2 Policy EN 14.5

Promote energy conservation measures by all government entities, including ~~such as:~~

- Retrofitting ~~municipal~~ offices, shops and garages with high-efficiency lighting;

- Converting ~~municipal~~ vehicles to hybrid fuel vehicles as replacement or new vehicles are acquired;
- Converting traffic signals and lighting to LED; and
- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 14.6

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

Move EN 14.7 to Air Quality

Policy EN 13.7

Discourage large outdoor wood fires, leaf burning, and the burning of wood as home heating fuel.

Dark Skies

Goal 4 EN-14

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

AT 4.1 Policy EN 14.1

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

Invasive Species

Goal EN-15

Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies to develop and maintain a plan to remove and control invasive plant species, as well as prepare for vulnerability to future invasive plant and animal species.

Policy EN 15.1

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

Policy EN 15.2

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

Greenways

NOTE: REVIEW THE GREENWAYS SECTION (GOALS 17-20) WITH NON-MOTORIZED TRANSPORTATION PLAN (FOR OVERLAP) AND ANY NEW PARK ZONE POLICES

GOAL 1 EN-17

Develop and maintain a Greenways Plan for Bainbridge Island.



Discussion: On Bainbridge Island the “greenways” concept encompasses a variety of terms. The greenways system is composed of land areas and connector links. The land areas include, but are not limited to: large open areas, public lands, farmlands, critical areas, forests, shoreline areas, and parks. The features of the connector links include trail systems, riparian areas, visual or scenic views of ridgelines, wildlife corridors or any combination of these. In most cases these land areas and connectors will be public or will be private and encumbered with appropriate conservation easements (or other instrument), to insure that they will not be significantly altered by future development.

The greenways system contributes to the preservation of the rural character of the Island, provides important wildlife habitat, improves the environmental quality of the Island (i.e., water quality, aquifer recharge, air pollution abatement) preserves working farms, and provides pedestrian, equestrian and bicycle trails, as well as other recreational opportunities.

GW 1.1 Policy EN 17.1

Each Greenway component should incorporate some or all of the following:

- Refuge, habitat, and functional migration routes for wildlife.
- Trails, free of motorized traffic, ~~that are~~ for use by walkers, joggers, bicyclists, and equestrians to travel to and from schools, recreation areas, public transportation areas, commercial areas, and neighborhoods.
- Recreation opportunities.
- Scenic landscapes and viewpoints.
- Large open spaces, farmlands, forests, shoreline areas and critical areas.
- Public end roads.
- Historic areas.
- Buffers of trees and vegetation that help to maintain the rural character of the Island.

GW 1.2 Policy EN 17.2

In creating a Greenways Plan, where feasible, multiple function characteristics should be considered and barrier-free trails that are designed and built expressly for access for persons with disabilities should be provided.

GW 1.3 Policy EN 17.3

Encourage the development of City road ends to promote neighborhood access and/or view corridors to the shoreline. Greenways should include access to the shoreline including road ends or rights-of-way leading to saltwater. Shoreline access points should be marked and visible from the shore and water where appropriate for small boat use. Where possible, waterways should be designated between shoreline points for rowboat and kayak access.

GW 1.4 Policy EN 17.4

Tax title strips which are of unknown ownership or owned by Kitsap County should be acquired, whenever possible, as part of the greenways system.

Discussion: Tax title strips are usually narrow pieces of land that were left over because of an error in a legal description, a survey, a platting error, or a mis-measurement by the County

Assessor's office. An Island-wide inventory of these lands should be conducted and strips appropriate for public use should be identified.

GW 1.5 Policy EN 17.5

Wildlife corridors should provide connections to larger protected open space and habitat areas, including public parks and privately held reserves or open space areas.

GW 1.6 Policy EN 17.6

The trail, open space and recreational components of the Greenways and Open Space Plan should be coordinated with the Non-Motorized Transportation Plan.

Discussion: See also the Transportation Element, Non-Motorized Transportation Plan.

GW 1.7 Policy EN 17.7

Greenways should include connections to recreational opportunities and sites of historical interest.

GOAL 2 EN-18

The City and the Bainbridge Island Park and Recreation District shall jointly develop a Greenways Master Plan that will identify greenway land areas and connector links, and other large tracts. The overall goal of the Greenways Plan is to provide several continuous links, east to west and north to south, to enhance the quality of life for Island residents.

Discussion: The Bainbridge Island Park and Recreation District and the City of Bainbridge Island are working cooperatively with Kitsap County to plan a county-wide Greenways system to create, adopt and implement a Greenways Master Plan. The Kitsap County Greenways project is being coordinated through the Regional Planning Council. Three planning area teams have been designated – North, Central and South Kitsap County. A Bainbridge Island Greenways Group has been formed as a subcommittee to the North Area Planning Team. Greenways and Open Space have been developed as a part of this Plan.

GW 2.1 Policy EN 18.1

Promote and encourage the preservation of a greenways system through the use of property tax reductions, conservation easements, land donations, or other techniques such as land use actions requiring open space for new development, or acquisition through purchase with public funds. Encourage and support community-based, non-profit organizations offering options and alternatives to development in the interest of preserving desirable lands as a public benefit.

GW 2.2 Policy EN 18.2

The implementation of part of the Greenways Master Plan shall be is one of the criteria used when evaluating the preservation of open space as part of clustering, flexible lot design subdivisions, transfer of development rights (TDRs), and purchase of development rights (PDRs).



GOAL 3 EN-19

The Bainbridge Island Park and Recreation District should develop and maintain a trails system that establishes non-motorized access throughout the greenways system of Bainbridge Island, maximizes public access to greenway land areas, provides increased recreational opportunities for the public, and provides an alternative to motorized transportation between residential, public transportation, commercial, schools and recreation areas. The City should assist in acquisition of trail easements.

Discussion: Trails are an important component of the connector links to provide human access, where appropriate. Not all greenway connectors will, or should, have trails. Some areas are environmentally sensitive or provide wildlife habitat that would cease to exist if human development were allowed. In some cases the connectors are visual buffers, such as trees along roadsides.

GW 3.1 Policy EN 19.1

The multipurpose trail system should serve local and regional users and be linked to the Kitsap County and regional trail systems. Trail linkages should be provided to the Agate Pass Bridge, between residential areas, public transportation, schools, commercial and Neighborhood Service Centers, along the Winslow waterfront and recreation areas.

GW 3.2 Policy EN 19.2

Trails should provide for the needs of a diverse population of differently-abled people engaging in non-motorized passive and active pursuits including:

- Recreation and nature study.
- Exercise.
- Shopping.
- Commuting to work and school.

Discussion: See also the Transportation Element, Non-Motorized Transportation Plan.

GW 3.3 Policy EN 19.3

The trail system should be recognized and maintained by the City or Parks District as distinct from informal or private pathways.

Discussion: A Trails Plan adopted as part of the Bainbridge Island Park and Recreation District Comprehensive Plan identifies those trails systems recognized and maintained by the City or Parks Districts as primary trails. Primary trails are distinct from informal or private pathways.

GW 3.4 Policy EN 19.4

Encourage the retention of existing informal or private pathways and the creation of new pathways which link to the greenways system. These trails should be developed and maintained under joint public/private partnership, if appropriate, or developed privately.

Discussion: Informal or private pathways should form a secondary system with linkages to the public system.

GW 3.5 Policy EN 19.5

Linkages should be provided to the Agate Pass Bridge, between residential areas, public transportation, commercial and Neighborhood Service Centers, and recreation areas.

GW 3.6 Policy EN 19.6

Unopened road rights-of-way should not be vacated, and unopened easements should not be revoked without a requirement for permanent public trail access. Trails should be planned to avoid conflict with future road development in these rights-of-way easements.

Discussion: See also the Transportation Element.

GW 3.7 Policy EN 19.7

New utility rights-of-way and easements should be encouraged to include trail access easements.

Discussion: See also the Utilities Element.

GW 3.8 Policy EN 19.8

Existing utility rights-of-way and easements should be reviewed on a case-by-case basis to provide trail access.

Discussion: A survey should be conducted of existing utility easements and rights-of-way that would be appropriate for trail use. This survey should occur in conjunction with implementation of the Non-Motorized Transportation Plan.

GW 3.9 Policy EN 19.9

The trails system should include parking areas at trail heads located on public land, and not neighborhood areas, unless it is not feasible to provide parking on public land for a trail system. Trails that connect with the ferry systems should encourage access for bicyclists and walk-on passengers, and discourage the need to drive an automobile.

Discussion: See also GW 3.1.

GOAL 4 EN-20

Maintain a system of high quality public parks and recreation facilities on Bainbridge Island.

GW 4.1 Policy EN 20.1

The park system for Bainbridge Island should include neighborhood, community, and regional parks with sufficient acreage and facilities to meet the standards contained in the Bainbridge Island Parks and Recreation District Comprehensive Plan.

Discussion: The Parks and Recreation Comprehensive Plan prepared by the Bainbridge Island Park and Recreation District, which is adopted as part of this Plan, contains an analysis of the existing and proposed future parks and recreation system.

GW 4.2 Policy EN 20.2

A greenways and open space designation should be created for public parks, dedicated open spaces and trails.

Discussion: The Greenways and Open Space category is for areas devoted to public recreational facilities such as parks and trails and areas that have been preserved as open spaces through a variety of open space methods.

GW 4.3 Policy EN 20.3

Promote the use of property tax reductions, conservation easements, and other techniques as incentives to preserve desirable lands as a public benefit.

GW 4.4 Policy EN 20.4

Ensure that future development provides adequate recreational facilities and trail linkages to public parks and recreational facilities.

GW 4.5 Policy EN 20.5

Whenever new development adjoins a park site, a vegetative buffers should ~~shall be required~~ ~~which shall include the preservation and protection of existing vegetation,~~ to visually screen the development year-round from the park.

BAINBRIDGE ISLAND GREENWAYS AND OPEN SPACE PLAN GREENWAY MAPS



REVIEW WITH NMTP

A Greenways Plan was developed by staff based on the Greenways Goals and Policies and 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). The maps will be coordinated with the Non-Motorized Transportation Plan and updated as needed to show new greenways opportunities.

The Greenways Plan has an Open Space and Trails component and a Wildlife and View Corridor component. The Open Space and Trails plan will take shape mainly through the acquisition of land, the development of trails, and the dedication of easements. It is driven largely by land ownership and use. The Wildlife and View Corridor plan will rely primarily on retaining wildlife habitat and natural systems. Existing regulations and preservation incentives rather than acquisition will be the primary tools for implementing this part of the Plan.

Open Space and Trails Map

This map outlines the accessible part of the greenway which will connect large, public open spaces with a trail network. It distinguishes existing opportunities (public land, dedicated trails, water access, etc.) from potential opportunities for acquisition or trails. This map will be administered by the Department of Planning and Community Development and updated by resolution of the City Council without requirement to amend the Comprehensive Plan.

Existing Opportunities

Public recreation areas: This is public land dedicated to recreational use. These park lands are the major open spaces in the publicly accessible part of the Greenways Plan.

Private land with public access: These lands are not publicly owned but do have limited public access and internal trails. Included here are subdivisions on which trails have been obtained as mitigation for development impacts. The developments shown have received at least preliminary approval.

Private trail corridors: This trail network connects the island's large public open spaces along road rights-of-way. The Plan calls for the improvement of these roads to better accommodate pedestrian and bicycle traffic. These trails should be separated from traffic (moved onto undeveloped portions of the right-of-way) as the means become available. Trail easements across private land could also augment or replace roadside trails.

Established trails (other than those along public right-of-way): The map indicates where there are public trails across private property, but there is no attempt to map trail networks on property already designated on the map as public or private open space.

Water access or viewpoint: These are points on the shoreline with public uplands or with access to the shoreline by way of a utility corridor. There is not always access to the beach; some are viewpoints only.

Associated public tidelands: Public tidelands are shown where they adjoin public uplands and where there is potential for public access.

Potential Opportunities

Planned acquisitions: The City or the Parks District plan to purchase this land as the means become available.

Other land where the City should pursue trails: These are public, utility or institutional lands where we cannot assume public access. Also included are proposed residential developments through which we hope to establish public trails.

Potential water access or viewpoint: These locations are being looked into by the Road Ends Advisory Committee as possible City road ends. It should be noted that this map does not claim public access to these areas, but rather acknowledges their potential. The Greenways Plan supports the Road Ends Advisory Committee's work, as the locations shown would help link the trail network to the water.

Wildlife and View Corridor Map

This map delineates critical areas, some important wildlife habitat, and parcels which have some level of protection afforded them by their land use or ownership. Other areas are delineated for their importance to the visual quality of the island. This map will be administered by the Department of Planning and Community Development and updated without requirement to amend the Comprehensive Plan.

This is an inventory map identifying meaningful wildlife corridors and scenic resources. The Bainbridge Island Wildlife Corridor Map, adopted by resolution of the City Council, more specifically identifies habitat links to larger protected open space habitat areas. Work remains to adequately analyze and catalog vegetation and important viewsheds.

Many of the **Wildlife Corridor** elements on this map are already committed to open space use or preserved by conservation easements. Much of the remaining land can be protected through the purchase of development rights (proposed TDR/PDR program) and the enforcement of existing critical areas regulations. The preservation of **View Corridor** elements will rely on conscientious development, the purchase of development rights and the pursuit of conservation easements.

Wildlife Corridor

Regulated critical areas: This shows critical areas including priority wetlands, stream corridors, lakes, ponds and steep slopes. Offshore areas include tidelands, Eelgrass beds, Kelp beds, and Herring and Surf Smelt spawning areas.

Permanent public open space: These parks are in public ownership and typically have large areas of undeveloped land.

Permanent private open space: This includes conservation easements and open space designated in Flexible Lot Designs, subdivisions and short plats.

Current Use open space: These property owners have made a ten-year commitment not to develop their land. This land is much less secure as wildlife habitat.

Farms: Farmland provides valuable habitat because of a low human presence and because of the Edge Effect it produces in the transition zone between field and forest.

View Corridor

Ridgelines: Ridgelines break up views across the island. Their importance should be considered in the review of development proposals; a little creative site design can often provide easy alternatives to clearing a visually significant ridge.

Scenic road corridors: These road corridors are noted for having outstanding buffers to screen the adjacent development. As parcels are developed along these roads it is important to retain that buffer.

Agricultural Lands

The protection and support of existing farms and the preservation of prime agricultural lands and farms of local significance are important goals of the residents of Bainbridge Island, as evidenced in the Bainbridge Island Subarea Plan, testimony from public meetings, and community survey. Agricultural lands provide open space, habitat, groundwater recharge, local food production with fewer transportation impacts, and cultural value. Their protection can augment sustainability goals.

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

Farm operations on the Island are unique. Unlike many other jurisdictions, farms on the Island are not located within one geographical area. No area is zoned specifically for agriculture, but agriculture is a permitted use in all residential zones, and farming is promoted in the Open Space Residential zones. Instead, over 40 small farms, ranging in size from 1 acre to 40+ acres, are mostly dispersed throughout the Island, with some clustering of farms in a few locations. The specialty, high-intensity, very-small farms will continue to be an important adjunct to farming in the future.

Currently, the City owns sixty acres of public farmland, managed under contract by a non-profit organization which also works with private landowners, seeking ways to increase the amount of land used for food production, and to conserve the land for agricultural uses over the long term. In order to preserve public farmland, the City is designating its public farmland properties as *Agricultural Resource Land (ARL)*. Other non-profits are also involved in promoting agriculture on Bainbridge.

Agriculture is one of the most fragile industries a vulnerable enterprise in any rapidly growing area. As land values continue to rise, the threat to small economic viability of farms on Bainbridge Island increases—depends on the farmers' industry and ingenuity, and on public policies that provide incentives and tax relief. Given the nature of farming on the Island—small farms dispersed throughout the Island—the City must use creative solutions to conserving existing farms and encouraging the creation of new farms.

GOAL-1 EN-21

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

AG 1.1 Policy EN 21.1

Owners of farms should have the option of participating in the transfer of development rights (TDRs)/purchase of development rights (PDRs) program. A set of criteria should be developed to determine farms appropriate for the TDRs program.

AG 1.2 Policy EN 21.2

Inventory land currently used and/or potentially available for agriculture, including community gardens. The City should examine whether identifying specific areas on the Island as appropriate for future agricultural operations would provide viable opportunities for new and expanded farming operations.

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

AG 1.3 Policy EN 21.3

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

Policy EN 21.4

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

Policy EN 21.5

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

Policy EN 21.6

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

Policy EN 21.7

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

Policy EN 21.8

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

GOAL 2 EN-22

Minimize conflict between agricultural and non-agricultural uses.

AG 2.1 Policy EN 22.1

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

AG 2.2 Policy EN 21.2

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

AG 2.3 Policy EN 22.3

~~Maintain the~~ The Right to Farm Ordinance shall be maintained.

AG 2.4 Policy EN 22.4

~~The City should c~~Cooperate with the ~~Washington State Extension Service and the Kitsap Conservation District to facilitate the development~~ promote the use of Best Management Practices.

GOAL 3 EN-23

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

**AG 3.1 Policy EN 23.1**

Small-scale farming ~~shall~~ should be encouraged ~~to adopt Best Management Practices.~~

AG 3.2 Policy EN 23.2

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

AG 3.3 Policy EN 23.3

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

AG 3.4

~~Accessory farm buildings should be allowed as an integral component of farming activity.~~

AG 3.5 Policy EN 23.4

~~The City should p~~Permit the production, processing, and marketing of farm products from Island farms. ~~Processing shall include value-added processing of Island-grown crops.~~

AG 3.6 Policy EN 23.5

~~The City should s~~Support the Farmers' Market and promote the sale of local farm products in other locations.

AG 3.7 Policy EN 23.6

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

Policy EN 23.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 23.8

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

Forest Lands

Few large tracts of second-growth timber remain on the Island and some of these could will likely be converted to other uses in the near future. As of August 2004 2015, there were approximately 620-529.34 acres classified as timberlands by the Kitsap County Tax Assessor. Forty-six Thirty-eight parcels are classified as Open Space Forest Land (over 20 acres), including the 42-acre Port Madison watershed, and 16 are classified as Open Space Timber (less than 20 acres). These forest lands, together with tracts that are protected by conservancy agreements and other privately owned forested acres that may not be classified as timberlands, have immeasurable value within the Island-wide conservation strategy.

GOAL 4 EN-24

Encourage the retention of forest land and multiple-aged forests ~~producing commercial timber~~, since healthy forests land provides many ecological benefits to all forms of life on the Island such as wildlife habitat and stormwater retention.

FP 4.1 Policy EN 24.1

Encourage forest stewardship of forests, to promote forest health, provide for selective harvest of merchantable timber, and protect critical areas. Department of Natural Resources and City regulations apply when converting forestland to agricultural, residential, or other uses. The City shall prepare a Conversion Option Harvest Plan (COHP) process, approved by the Department of Natural Resources, which will establish criteria to review Forest Practices applications for property owners who want to “convert” their property to non-forestry status and yet are not prepared to develop the property.

FP 4.2 Policy EN 24.2

When acreage classified as timberlands or forest land is being converted to residential or agricultural use, promote protection of the most valuable trees and forested area, and compact development to limit the extent of clearing and soil disturbance.
To the extent forestry activity is retained on the Island, encourage the retention of the use of multiple-age management of commercial forest land on the Island.

MINING GOAL AND POLICY M5.1 MOVED TO FOLLOW COMMUNITY FORESTRY

Community Forestry Forests & Trees

GOAL 1 EN-25

~~Bainbridge Island seeks to r~~Retain, conserve and steward improve portions of the community forests where people live, work and learn, through public education and through management and protection measures that are sufficient will help to conserve these resources.

Discussion: A The community forests on Bainbridge Island are is comprised of the street tree system in the urban center, trees in parks and on other public lands, as well as and trees and forested areas on private properties throughout the Island. Bainbridge Island’s urban and rural forests have historically been a source of community identity and civic pride. Trees and forested areas are essential to the Island-wide conservation strategy.

It is recognized that, in addition to biological benefits, a community forest provides a significant return by creating appealing streets and neighborhoods, with resulting higher property values in the built environment. In addition, trees and forests provide buffering and screening between differing land uses, reduce surface water runoff, improve air and water quality, help maintain soil and slope stability, provide wildlife habitat, ~~and~~ reduce energy consumption by providing shade and functioning as windbreaks, and sequester carbon dioxide.

CF 1.1 Policy EN 25.1

~~The City shall~~ Encourage protection, restoration and maintenance of existing vegetation that has environmental, wildlife habitat and aesthetic qualities, including tree groves, significant tree stands, forested hillsides, and vegetation associated with wetlands, stream corridors and riparian areas.

CF 1.2 Policy EN 25.2

~~The City shall~~ Utilize various tools to understand and monitor existing conditions and changes over time of Island-wide tree cover, significant tree groves and significant individual trees.

Discussion: ~~The City should undertake~~ Monitoring tools could include periodic tree inventories to assess ~~the~~ canopy cover and health of forested areas ~~forests~~ and significant trees.

CF 1.3 Policy EN 25.3

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

Discussion: Incentives, such as a building height bonus, could be used to encourage tree preservation during site design. Additionally, the Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay should be updated to incorporate tree preservation practices and policies.

CF 1.4 Policy EN 25.4

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

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

~~**Discussion:** The Community Forestry commission should be supported and maintained to provide leadership in community outreach. City government staff and diverse community groups should be encouraged to participate in outreach and monitoring activities.~~

CF 1.5 Policy EN 25.5

Encourage the use of Best Management Practices to protect and enhance community forests.

CF 1.6 Policy EN 25.6

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

Discussion: Focused activities might include celebration of Arbor Day; developing a volunteer tree protection program that identifies and conserves trees that are significant due to size, species, or historical or cultural importance; and provision of expert arborist resources where necessary. A program, such as a "Heritage Tree Program," would be voluntary on the part of the property owner, and would include criteria that must be met to be considered as a resource important for recognition and protection. A Heritage Tree Program might, for example, require that special consideration be given to preservation of Heritage Trees during site development.

Policy EN 25.7

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

Mining
GOAL EN-26

~~There are no active mining operations on the Island. Several locations have been reclaimed including a pit on the corner of Fletcher Bay Road and Johnsonville Road and a pit south of Lovgreen Road adjacent to a parcel now owned by the Bainbridge Island Parks and Recreation District.~~

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

M 5.1 Goal EN-26.1

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

ECONOMIC ELEMENT

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ECONOMIC ELEMENT

WHAT IS AN ECONOMIC ELEMENT?

The future economy of Bainbridge Island is linked to the overall community vision. A healthy economy, based on the vision of the Island, is a tool for accomplishing larger community goals.

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

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

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

CONSIDER MOVING THIS SECTION TO PLAN HISTORY SECTION IN APPENDIX

How was the Economic Element developed?

In June 1996, the Mayor and City Council appointed an Economic Advisory Committee, a 12-member citizens group, representing a variety of Island organizations, interest and skills. The committee was charged with the responsibility of working with a recognized regional economist to understand the nature of the Island economy and to recommend ways to reinforce or change the character of the economy to serve community goals over the next 20 years in accordance with the goals of the 1994 Comprehensive Plan.

In the 1994 Plan, ~~T~~the five overriding principles which guide the Comprehensive Plan ~~are~~ were:

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 the 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.

The committee explored both the local economy and the regional Puget Sound economy to understand the interdependencies between the two, trends in business and employment activity, and competitive advantages which Bainbridge Island might have. The committee was careful to look at the relationship of various economic activities to the Island's small town character and quality of life. For example, attracting big box retail outlets and auto dealerships would increase Bainbridge Island's share of the state sales tax, but it would also turn parts of Bainbridge Island into the kind of suburban/mall landscape found in cities and highway interchanges in any metropolitan area.

The first question the Economic Element Advisory Committee asked as it began its task of developing this new element of the City's Comprehensive Plan was, "What is the existing economy of the Island?" To find the answer, the committee first sought to understand the nature of the local economy:

- What do residents currently do to earn a living?
- What are the types and scale of business activities?
- With whom do Island businesses engage in exchange?
- What natural and human resources are available or should be available in the future?
- What competitive advantages does this community offer to compete successfully in the broader economy?

The Committee then prepared an Economic Profile (see Appendix) which provided the most up-to-date picture of the Island's population, education, income and workforce, including types and number of local businesses and their characteristics by sector, employment, wages and revenue; an inventory of the built environment (residential units and prices and commercial and light manufacturing space availability) and commute patterns both on and off the Island.¹ The Economic Profile helped provide a snapshot of what exists today.

The local economy is guided by community values and history which together influence community aspirations. Committee members were asked to define these values according to seven factors each expressed on a scale from one extreme to another. These included:

- Dependency (self-sufficient.....total dependence on an external economy).
- Commercial Employment (edge city like Issaquah.....bedroom community).
- Socio-Economic Diversity (open to all.....open to well-off).
- Kinds of Enterprises (not place related.....related to Island character/history).
- Distinctiveness (universal.....unique to Island).
- Kind of Employment (unskilled/low pay.....highly skilled/high pay)
- Scale of Economy (sole proprietors.....corporate headquarters).

¹ A summary of the Economic Profile begins on page 12.

As a result of this exercise the committee found they agreed on an economic future which includes diverse enterprises by type and scale, reinforces Bainbridge Island's character, offers a variety of kinds of employment options, is not dependent on the external economy, will not lead to high-rise corporate office towers, and is open to all income and skill level groups.

The committee then discussed various options for the future economy and whether or not there should be a place in the local economy for the next generation to live and work. Based on these discussions, the group devised a variety of strategies for the future economy and discussed these with their constituencies (neighborhood organizations, chamber of commerce, agriculture community, light manufacturers, retail merchants, home-based businesses and others).

A range of policies and strategies were then presented to a cross section of Island residents through a random sample phone survey conducted in April 1997². When the committee examined the economic profile, their values for a future economy, the results of the random survey along with the direction provided by the Comprehensive Plan, they realized that what exists today is in many ways what the community envisions for the future. This forms the basis of the framework for this element.

² Survey results are found on page 19.

FRAMEWORK

Retain and enhance an economy that reinforces Bainbridge Island’s diverse character and capitalizes on its assets, including: history and heritage, high educational attainment, diverse skills, artistic creativity, rural quality, agricultural base, natural resources, maritime orientation, and proximity to the metropolitan area.

Discussion: The Economic element is meant to be integrated with other parts of the Comprehensive Plan because the economy is intertwined with all aspects of community life. The Economic Element recommends goals and policies which recognize the following considerations:

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

Bainbridge Island’s quality of life is associated with forests and fields, waters and harbors, natural resources such as quality drinking water, small population settlements and limited urban/suburban services. The Island’s character incorporates economic activities that are tied to the land as a source of livelihood and resource such as agriculture, horticulture, silvaculture, fishing and aquaculture, and value-added food and wood production.

Many kinds of activities, both residential and commercial, can locate in such an environment, but their growth and success, if not carefully stewarded, may have unintended consequences that alter the character that Bainbridge Islanders value so highly.

2. The Island’s economic future should include diverse enterprises by type and scale, local ownership and control; offer a variety of employment and housing options; and encourage a broad range of income and skill levels.

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

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

Over half of the Island’s licensed businesses are home-based. National studies indicate that small businesses are a spawning ground for new business development and job creation. Existing land use codes and business license structure are supportive of home-based and start-up businesses. This should be continued and expanded into a more complete continuum of opportunities for locating and capturing Island-grown business.

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

GOALS AND POLICIES

DIVERSIFIED ECONOMY

GOAL EC-1

~~Retain and enhance a diversified local economy.~~
Promote economic stability, growth, and vitality

Discussion: By providing for a diversity of enterprises ~~that which~~ both serve and employ local residents, Bainbridge Island is better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life. A key to a healthy, stable and vital ~~successful, diverse~~ local economy is to create and undertake business opportunities as they arise. ~~A diverse local economy will include economic activity along a continuum, from land-based businesses such as agriculture and home-based businesses, to small-scale business, retail, professional and personal services, technology and knowledge based businesses and light manufacturing.~~

Policy EC 1.1

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

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

Policy EC 1.2

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of Bainbridge Island.

Agriculture

~~Bainbridge Island has a long history of agricultural enterprise which has declined in recent years.~~ Farming is apart of the Island's heritage and contributes to the island's overall quality of life by preserving the economic and cultural diversity of the community, providing high quality food products for residents, and by helping to retain the rural character of the Island that residents value so highly. Farming includes not only food products, but tree farming and livestock as well. The Environmental Element contains several goals and policies intended to sustain and enhance agriculture. The following policies further those aims.

Policy EC 1.3

Protect and promote agricultural uses by:

- Implementing a proactive Transfer of Development Rights (TDR) program.

- Providing a permanent funding mechanism for the Purchase of Development Rights (PDR).
- Strongly encouraging agricultural conservation easements as part of the subdivision review Flexible Lot Design process.
- Promoting and supporting existing farming activity as an appropriate use in the open space of clustered residential development or Business/ Industrial development.
- Forming a farming advisory group to advise the City on strategies for preserving farmland.

Policy EC 1.4

Support the market for Island-grown agriculture products by:

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

Policy EC 1.5

Support a "living farms" program that ~~which~~ helps working farms through educational, historic and tourist visits.

E1.6

~~Encourage organic farming techniques, including an educational program to provide information on alternatives to chemical pesticides and herbicides.~~

Home-Based Businesses

Nearly half of all licensed businesses on Bainbridge Island are reported as home-based. A key to a present and future vital economy is engendering small-scale, creative enterprise.

Policy EC 1.6 1.7

Continue to support home-based businesses.

Policy EC 1.6a 1.7a

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

Arts

Bainbridge Island has a vibrant arts community that is recognized as an important economic asset.

Policy EC 1.7 1.8

Recognize the arts as a significant component of the Bainbridge Island economy.

Policy EC 1.8 1.9

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

Retail and Services

Winslow is the commercial hub of Bainbridge Island while the Neighborhood Service Centers provide the opportunity for small-scale commercial and service activity that is more localized and helps to reduce traffic congestion in Winslow.

Policy EC 1.9 1.10

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

Policy EC 1.10 1.11

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

Discussion: Most businesses in the Neighborhood Service Centers (NSCs) currently serve Island-wide clientele. With higher residential densities in and around the NSCs, small-scale retail and service providers may be attracted to these centers.

Policy EC 1.11 1.12

Promote and support a “Buy it on Bainbridge” program.

Tourism

The Washington State Ferry System is the state’s largest tourist attraction and the Bainbridge Island-Seattle run is the most popular of the system’s routes. The proximity to downtown Seattle by ferry foot passengers and other water-borne visitors gives the island a unique tourism advantage without the impacts of auto traffic, congestion, and competition for parking.

Policy EC 1.12 1.13

The predominant focus of downtown Winslow should be to serve the commercial and social exchange needs of Island residents.

Policy EC 1.13 1.14

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

Policy EC 1.14

Preserve and enhance activities that rely on the area’s traditional enterprises of maritime, agriculture and art.

Policy EC 1.15

Promote emerging business sectors such as artisanal and craft producers, including

microbreweries, distilleries, specialty foods, etc., as well as low-impact, specialty manufacturing, including software, electronics, green technology, etc.

Policy EC 1.16 1.17

Increase pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Visitors on foot and bicycle are preferred. The use of public transit and shuttles should be encouraged.

Discussion: A ~~vibrant, lively~~, pedestrian-oriented town center that provides a mix of commercial and residential uses is, of itself, a potential tourist destination. Visitors arriving by foot from Seattle should be targeted as a secondary market.

Policy EC 1.17 1.18

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

Business/ Industrial

Island based businesses provide the possibility of living and working in the community. It is the purpose of the Business/ Industrial (B/I) land use designations to provide opportunities for light industrial and other non-retail activities that augment and support ~~extend~~ Winslow and the Neighborhood Service Centers (NSC). Accommodating a variety of uses expands the ability of the City to respond and contribute to changing market demands by providing locations and facilities with development standards that minimize adverse impacts to the natural environment or undesirable effects upon the nearby residential, public or commercial property, including traffic, vibration, light, noise, and odor. Expanded uses in the Business/ Industrial District contribute family wage jobs to the local economy in new fields such as technology or other low impact businesses.

Policy EC 1.18 1.19

Retain light manufacturing employment as an important source of family wage jobs on Bainbridge Island.

ENTREPRENEURISM AND LAND USE

GOAL EC-2

Support entrepreneurship by providing adequate land use designations in keeping with the character of the Island.

Discussion: In order to provide opportunities for business enterprise along a continuum, adequate space must be provided for growth that recognizes and protects the Island's valued natural amenities, its limits of land and water and the quality of its residential neighborhoods. Providing for a wide variety of non-retail activity in the Business/ Industrial District can help prevent the conversion of residential land and add to the vitality of the local economy.

Home-based Businesses

Policy EC 2.1

Expand the opportunities for home-based businesses.

Discussion: ~~Nearly half of all licensed businesses on Bainbridge Island allows home based businesses in all zones, and 16.3% of the Island workforce works from home are reported as home-based. The proportion of a home utilized for a business and number of employees are regulated. Opportunities to expand these businesses are limited.~~

Policy EC 2.2

~~Maintain~~ Consider performance standards to minimize impacts of home-based businesses in residential neighborhoods.

Small Business Uses

Policy EC 2.3

Encourage Small Business uses in the Mixed Use Town Center (MUTC), the High School Road District and Neighborhood Service Centers (NSC) and Business/ Industrial (B/I) District. Create affordable commercial space for small business uses by expanding the uses in B Districts and exploring other potential opportunities. Encourage live-work opportunities as a component of small business uses. Create development and performance standards for these uses within each zone.

Discussion: Because the nature of light manufacturing use is changing and declining, allowing for expanded use of the Business/ Industrial District can provide affordable space for a variety of small businesses.

Small Business Land Use Designation

Policy EC 2.4

A new Small Business (SB) land use designation may be created to allow for non-retail business uses that have minimal impacts on the environment and surrounding uses. Permitted uses would include, but are not limited to, artists' studios, research and development, computer software development and manufacture, commercial kitchen for value-added farm product processing, duplicating services, and small-scale assembly. The purpose is to provide space for small-scale low-impact enterprises that have outgrown the home in a park-like development that is pleasingly designed and attractively landscaped. Creative ways of creating some affordable commercial space should be considered, and live-work opportunities should be a component of the Small Business zone. Appropriate development and performance standards shall be developed that shall include restrictions on traffic, hours of operation and use of hazardous materials and requirements for the provision of open space.

Business/ Industrial

Policy EC 2.5

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

- Proximity to existing B/I.
- The total amount of B/I-zoned land.

- Compliance with all existing policies in the Land Use Element.
- Reasonable proximity to SR 305.
- Availability of public sewer and water, *or*
- Whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Bremerton-Kitsap County Health District.
- Consideration of nonpoint pollution concerns identified in the Bainbridge Island Watersheds, 1995 report.
- Adjacency to non-residential land uses.
- Minimal impact to residential land uses, neighborhoods, and open space/conservancy areas.
- ~~The potential for quality open space of agricultural use.~~

E-2.6 THIS POLICY HAS BEEN IMPLEMENTED

~~Amend the Site Plan and Design Review process to include Business/ Industrial development applications, which shall include requirements for the following:~~

- ~~Substantial quality open space.~~
- ~~Perimeter buffers for maximum visual screening.~~
- ~~Protection of critical areas.~~
- ~~Creative site design that minimizes land alteration and provides maximum possible usable open space.~~
- ~~Limited impervious surface.~~
- ~~On-site re-use of stormwater runoff.~~

Policy EC 2.6 2.7

Business/ Industrial development and performance standards shall include traffic impacts, light and glare, noise and the use and handling of hazardous substances.

Policy EC 2.7 2.8

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

INFRASTRUCTURE

GOAL EC-3

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

Policy EC 3.1

Identify long-term infrastructure needs that support economic sustainability.

Policy EC 3.2

Encourage/support infrastructure enhancement to accommodate new information technology.

Policy EC 3.3

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

REVIEW WITH AND AFTER CAPITAL FACILITIES AND UTILITIES ELEMENTS



SUSTAINABILITY

GOAL EC-4

Promote business practices that protect the Island’s natural beauty and environmental health.

Environmental protection is a value expressed in three of the five overriding principles that are the foundation of the Comprehensive Plan. Studies also show that a quality environment promotes and enhances economic vitality of the community.

Policy EC 4.1

Encourage the use of “green” materials and techniques in all types of construction.

Policy EC 4.2

Develop and utilize methods to help businesses find markets for surplus materials, by-products and waste.

Policy EC 4.3

Encourage local enterprises to participate in programs such as the Solid and Hazardous Waste and EnviroStars programs of the Bremerton-Kitsap County Health District and the Green Works program of the Kitsap County Public Works Department, which recognize and assist business efforts to protect the environment.

Policy EC 4.4

Encourage public sector solid waste reduction and recycling.

Policy EC 4.5

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

~~**Discussion:** This “industrial ecology” model would be an appropriate application of Policy 2.6, Business/ Industrial Master Plan Process.~~

CIVIC LIFE

GOAL EC-5

Encourage a broad range of civic activities and organizations.

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

Policy EC 5.1

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

Policy EC 5.2

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

JOBS/HOUSING BALANCE**GOAL EC-6**

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

Discussion: The Housing Element of the Comprehensive Plan provides several options for the development of affordable housing on the Island.

Policy EC 6.1

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

DEVELOPMENT IN CENTERS**GOAL EC-7**

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

Policy EC 7.1

Create great central places which will help the Island economy to prosper and provide a high quality of life that integrates transportation, the economy, and the environment.

Policy EC 7.2

Utilize urban design strategies and approaches to ensure that changes to the built environment are at a locally appropriate scale and preserve and enhance the Island's unique attributes in recognition of the economic value of *sense of place*.

Policy EC 7.3

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

REVIEW WITH AND AFTER HOUSING ELEMENT


Policy EC 7.4

Ensure the efficient flow of people, goods, services, and information in and throughout the Island with infrastructure investments, particularly in and connecting designated centers, to meet the distinctive needs of the Island's economy.

REVIEW WITH AND AFTER TRANSPORTATION ELEMENT


Policy EC 7.5

Promote emerging business sectors such as artisanal and craft producers, including

microbreweries, distilleries, specialty foods, etc., as well as low-impact, specialty manufacturing, including software, electronics, green technology, etc.

Policy EC 7.6

Preserve and enhance activities that rely on the area's traditional enterprises of maritime, agriculture and art.

Policy EC 7.7

Monitor and potentially revise parking requirements in the designated centers to encourage business development, while reasonably accommodating parking demand.

PUBLIC/PRIVATE PARTNERSHIPS **GOAL EC-8**

Partner with businesses and business associations on programs and projects to diversify and grow the City's economic make-up, reduce sales leakage, attract spending by visitors, enhance local employment, and increase municipal tax revenues to support local services.

Policy EC 8.1

Leverage technology assets, such as existing fiber connections, to support technology-based businesses and potentially to pursue new revenue streams.

Policy EC 8.2

Focus on recruitment and "buy local" community marketing on consumer spending segments in which there is significant "leakage" and also a strong possibility of recapturing spending.

Policy EC 8.3

Support and enhance social, cultural, artistic, recreational and other learning activities for residents, workers and visitors.

Policy EC 8.4

Integrate programs and activities related to economic prosperity with objectives related to environmental sustainability, social and political equity, and cultural engagement.

Policy EC 8.5

Continue to support and enhance the arts/culture sector and the visitors that arts/culture events and activities attract.

Policy EC 8.6

Support and enhance sports, nature, and other outdoor events and activities that attract visitors.

Policy EC 8.7

Continually strive to offer an efficient, timely and predictable regulatory environment within

the framework of a strong customer service approach.

Policy EC 8.8

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

SUPPORTING INFORMATION

SEE UPDATED SUPPORTING INFORMATION DOCUMENT

What is the Nature of the Island's Economy Today?

As of 1996, over 18,000 people lived in the nearly 7,300 households that populate the 27.78 square miles (17,778 acres) of Bainbridge Island. Residences are clustered in the town center of Winslow, along the scenic shoreline, and less densely, throughout the Island interior. Much of Bainbridge retains its pastoral island character, accentuated by over 149 acres of agricultural land, 325 acres of resource lands, 733 acres of parks, and 336 acres of dedicated open space. The most expensive land and most valuable residences are located along the shoreline. Outside of Winslow, residences are primarily single family structures while, within Winslow, there is a substantial amount of multi family housing. Winslow is the commercial center of the Island and is home to over one quarter of the Island's residents.

Bainbridge Island is a highly educated community. In 1990, nearly half of Island residents over the age of 25 had a bachelor's degree and 18 percent had a graduate or professional degree. The percentage of Island residents with a bachelor's, graduate, or professional degree is two and a half times greater than that of Kitsap County's or statewide educational attainment figures. (This information is displayed in the Table below.) The level of the community educational attainment is one of Bainbridge Island's most striking economic assets.

The Table below displays 1990 educational attainment levels for Bainbridge Island, selected areas within the region and comparable communities in other metropolitan areas. Both Bainbridge Island and Mercer Island share characteristics (desirable residential communities separated by water from, but in close proximity to, large metropolitan central business districts) with the cities of Tiburon, California and Marblehead, Massachusetts.

TABLE 1. Education Level

Bainbridge, Regional, and Comparable Communities	
Geographic Area	Bachelor's Degree or Higher
— Regional Communities	
Kitsap County	19.8%
Washington State	22.9%
King County	32.8%
Seattle	37.8%
Bainbridge Island	47.7%
— Comparable Urban Communities	
Marblehead, MA	53.7%
Mercer Island	60.3%
Tiburon, CA	62.9%

Source: 1990 Census

High educational levels mean that nearly half of the Island's workforce is engaged in executive, management or professional jobs and approximately half of all jobs are off Island, most a ferry commute away in the Seattle area. Table 2 shows the distribution of occupations for Bainbridge Island residents in the workforce.

TABLE 2.

Bainbridge Workforce by Occupation	
Occupational Categories	Percent Island Residents
Executive, Management and Professionals	46.2
Sales Occupations	11.9
Clerical and Administrative Support	10.8
Various Services	9.2
Production	8.1
Operators, Handlers, and Laborers	7.4
Technicians	4.4
Farming, Forestry, and Fisheries	1.9
Total	100.0

History of the Economy

Chief Kitsap ruled over a native tribal confederacy that regulated intertribal trade and commerce throughout the surrounding area from Bainbridge Island. In 1792 Captain George Vancouver moored off the south shore of the Island and marked the beginning of the first in a series of immigrations of white settlers. For the next 50 years the primary economic activities surrounded the trade in beaver, otter, and other animal fur. By the latter half of the 19th Century, the economy was dominated by timber industries. The Port Blakely Lumber Mill was the largest mill of its kind in the world. In 1881 the Halls Brothers moved their shipbuilding operation from Port Ludlow to Port Blakely and built 77 vessels at Port Blakely before moving again to their location in Eagle Harbor, the current site of the Washington State Ferries' maintenance facilities. The mill and boatyard brought people from around the world to Bainbridge, including laborers from Japan, Hawaii, and the Philippines, many of whom remained as farmers when these industries went into decline. Agriculture was a mainstay of the local economy through the first half of the last century.

Early access to the Island was managed through a Mosquito Fleet of steamer ships that carried passengers and goods between Seattle, the Island, and the Kitsap Peninsula. The construction of State Highway 305 in 1950, and the introduction of the State Ferry system predicated a fairly rapid transformation of the Island's economic orientation. This new ease of access more completely introduced the Island into a regional economy with the City of Seattle at its center, and put Bainbridge on the path to becoming the community it is today.

The Commuter Economy

The attractiveness of the Island as a residential community is indeed a significant factor within the Island economy as households with higher incomes and increased mobility choose to locate there. Of the total Island workforce (which is approximately 8,800), nearly 40

percent commute to jobs in Seattle, or its suburbs, via ferryboat. At least an additional 10 percent of the workforce commutes to other off Island work locations. The result is a significant importing of earned income to the Island from business or professional activity occurring elsewhere in the region. Table 3 shows an estimate of work locations for residents of Bainbridge Island in 1996.

TABLE 3. Work Locations

Bainbridge Island Workforce		
Work Location	Number	Percent
Bainbridge Island	3,500	40%
Seattle	3,300	38%
Kitsap County	1,250	14%
Other	750	8%
Total	8,800	100%

Bainbridge Island executives, administrators, managers, and professionals have high incomes. Table 4 shows 1990 median household income levels for Bainbridge Island and selected areas within the region and around the country. The median household income on Bainbridge Island is higher than the other Washington comparison communities, with the exception of Mercer Island.

TABLE 4.

Median Household Income	
Geographic Area	Household Median Income
— Regional Communities	
Seattle	\$ 29,353
Washington State	31,183
Kitsap County	32,043
King County	36,179
Bainbridge Island	42,107
— Comparable Urban Communities	
Marblehead, MA	53,333
Mercer Island	61,572
Tiburon, CA	75,864

Residential Investment

Bainbridge Island is primarily a residential community. Just over 7,300 of the total 17,778 acres of the Island are developed, according to a 1993 land use study. And 90 percent of these developed acres support residential land uses. Approximately 80 percent of all Bainbridge Island property value is in the form of residential property which has an assessed

valuation of over \$1.5 billion. This represents an investment of some portion of the income imported into the community from well-paying jobs in Seattle and from employment on the Island. Residential investment also drives a portion of the local economy by supporting a demand for businesses such as home repair and remodeling, landscaping services, food service, auto repair, interior design, insurance, house cleaning, day care, and municipal services.

The Local Economy

There are over 1,300 businesses located on the Island and licensed with the City of Bainbridge Island. These businesses employ over 3,600 workers and have gross revenues of over \$300 million. Table 5 displays Island business activity grouped by major Standard Industrial Classification categories.

TABLE 5:

Licensed Island Businesses by Sector						
Business Type	Licensed Firms	Gross Revenue	% Total Revenue	# Workers	% Total Workers	Off-Island Employees
Services	650	\$ 63,864,138	20.70%	1,299	35.90%	363
Retail	147	83,470,413	27.00%	956	26.40%	237
Construction	142	39,830,205	12.90%	320	8.80%	105
Fire	105	34,114,508	11.00%	345	9.50%	116
Manufacturing	88	57,920,094	18.70%	478	13.20%	307
Agriculture	52	4,228,277	1.40%	83	2.30%	16
Utilities	39	17,593,906	5.70%	107	3.00%	45
Wholesale	16	7,086,144	2.30%	29	0.80%	10
Misc./No Category	90	898,825	0.30%	5	0.10%	0
Total	1,329	\$ 309,006,510	100.0%	3,622	100.00%	1,199

Services

Half of licensed businesses are service businesses. The service sector of the Island economy includes many different types of businesses but is dominated by engineering, architectural, health, computer, design, and business services. Many service sector firms are home based and serve a regional or national clientele. The high concentration of professional services that can serve a regional or national market from this “remote” location is one of the most unique features of the local Bainbridge Island economy.

Retail

The retail sector is the largest grossing sector of the Bainbridge Island economy with reported gross receipts in 1995 of \$83 million. The largest grossing retail businesses are the Town and Country Thriftway, the Island Village Safeway, and the Lumberman’s building supply. These businesses are also the Island’s largest retail employers, together providing nearly 300 Island jobs.

Manufacturing

Manufacturing businesses had gross receipts of approximately \$60 million in 1995 and employed nearly 600 persons. The manufacturers, concentrated in the Day Road Industrial Area, are in the marine, furniture, printing, plastic parts, and sporting goods manufacturing businesses.

Wages

Jobs on Bainbridge Island provide a range of wage and salary levels for a range of skill and educational backgrounds. Tables 6 and 7 show what people can expect to earn in a variety of occupations and sectors at various skill levels. These are representative income ranges useful for understanding what a diversity of enterprises and workers pay and earn, and what type of businesses and work foster the goal of economic diversity and the ability to live and work in the same community.

TABLE 6.

Income by Selected Occupations and Training*			
Occupation	Unskilled	Skilled Management	Professional
Manufacturing	\$ 13-15,000	\$ 20-30,000	\$ 35-50,000
Retail (Union)	11-14,000	20-25,000	40-50,000
Retail (non-Union)	10-12,000	---	25-35,000
Teacher	---	20-25,000	40,000
Police	---	30-35,000	35-40,000
City Clerk	---	20-25,000	30-35,000
City Inspector	---	30-35,000	35-40,000

Source: BI School District, City of Bainbridge Island, Day Road Business Community Association, various businesses

* The income ranges are as reported by various employers. The city, school, and union income levels are standardized wage rates while the non union retail and manufacturing income figures are averaged from a sample of business wage scales. All figures are based on full time employment. The retail and manufacturing industries employ a significantly higher proportion of unskilled entry level employees than do the City or the School District, but the incomes within each experience category are comparable.

TABLE 7.

Average Annual Income by Selected Bainbridge Island Industry*	
Business	Average Income
Restaurant	\$ 8,000
Grocery	17,000
Auto Repair	19,000
Construction	23,000
Architect/Engineer	27,000
Business Services	28,000

Source: Bainbridge Island Business License Records, 1995-1996

* Employment Securities reports wages paid in the City of Bainbridge Island for each business sector or industrial category (SIC code). From these figures, and based on number of employees, also reported by Employment Securities, we have estimated a sample of representative average wage figures for selected Island business types. Average wage figures are of only limited value for comparison since they include both full and part time employees, and since the information is broken down by industry, not by occupation. Each industry may employ many different occupations.

Living and working in the same community

The combination of a strong residential real estate market and the lower wage and salary levels of many on Island jobs have led to a significant reverse commute. Every day, non-Island residents who commute to work from Kitsap County or other parts of the region perform one third of all Island jobs. The wage and salary analysis above coupled with housing sale prices and mortgage payment information in Tables 8 and 9 indicates that many jobs within the Island economy can not provide workers sufficient incomes to make living within the community possible, even for dual income households. Table 8 below displays information about affordable home purchase prices for various income levels. The analysis includes certain assumptions about level of down payment and type of mortgage, but provides general examples of housing affordability. Table 9 displays the distribution of single family sales prices of homes on Bainbridge Island and Kitsap County sold in 1995. The preponderance of homes on Bainbridge Island sold for \$200,000 or more, leaving fewer opportunities for affordable homeownership for households with incomes less than \$50,000 or \$60,000.

TABLE 8.

Affordable Home Purchase Price by Income				
Household Income	Monthly Payment	Mortgage	Down Payment	Purchase Price
\$ 25,000	\$ 521	\$ 67,751	\$ 3,573	\$ 71,324
45,000	938	121,990	13,554	135,544
70,000	1,458	189,618	47,405	237,023
125,000	2,604	338,660	181,355	520,015

Source: Washington Center for Real Estate Research, 1996

TABLE 9.

Single Family House Sales in 1995		
Price Range	Bainbridge %	Kitsap %
0-99,999	3	28
100K-119,999	2	19
120K-139,999	1	18
140K-159,999	5	10
160K-179,999	5	7
180K-199,999	13	5
200K-249,999	24	6
250,000+	47	7
Total	100	100

Source: Kitsap County Computer Multiple Listing Service

Home-based Businesses

Bainbridge Island has a substantial number of home-based businesses. Nearly half (611) of the 1,329 licensed Island businesses reported themselves as located in the home of the proprietor. And over half of the home-based businesses are service sector businesses. Home-based businesses can be a spawning ground for enterprises that grow and relocate to commercial centers. Service businesses make up the largest share (328 businesses) of home-based businesses on the Island. Many of these home-based service businesses are professional services that serve a regional or national market. Table 10 shows the largest categories of home-based service businesses on the Island. Bainbridge Island residents contribute both their high level of education and high level of entrepreneurship to the local economy.

TABLE 10.

Most Common Home-based Service Businesses	
Business Category	Firms
Engineer/Architect	49
Artist	40
Business Services	40
Consulting/Management	32
Computer Services	29
Design Services	24

Source: Bainbridge Island Business License Records, 1995-1996

ECONOMIC ELEMENT SURVEY SUMMARY

MOVE TO “HISTORY” APPENDIX OF PLAN

Background

The City of Bainbridge Island adopted a Comprehensive Plan in 1994. It contains elements on land use, transportation, utilities, housing, water resources, and capital facilities as required by Washington State’s Growth Management Act (GMA). In June 1996, an Economic Advisory Committee, appointed by the Mayor and City Council, began to develop an Economic Element to the Comprehensive Plan, one of eight additional elements specified under the GMA. Working with the City’s staff and a consultant, the citizen advisors developed a variety of policies and strategies to foster a healthy economy over the next 20 years, which reinforces the Island’s character.

Survey and Sample

In order to obtain feedback from a cross section of Island residents on the economic policies and strategies proposed by the Advisory Committee, a random sample telephone survey was conducted from April 9 to May 1, 1997. Two-hundred and eighty-nine residents were interviewed, providing information with a 95% confidence level with confidence limits of 5%. The sample is 56% female and 44% male, mostly between the ages of 35-54, with household incomes in the \$50-75,000 range, with most having lived on the Island 10 or fewer years.

A comparison of 1997 respondents’ characteristics with those of a 1992 survey on community values for the comprehensive plan process shows that today’s population is very similar in age, even more highly educated, and having higher incomes. More specifically, over 70% have completed at least four years of college; the greatest percent increase in income was in the \$75-100,000 income group; over half of 1997 respondents have lived on Bainbridge 10 years, with a decrease in the percent residing 20 years or more; and of those residents commuting by ferry, fewer drive in single occupancy vehicles.

Findings

Respondents generally supported new business growth over the next 20 years in light manufacturing, retail, professional services, small businesses that outgrow the home, and tourism. But this growth should be consistent with the Island’s character and a healthy environment. It should include age, income, ethnic, and job skills diversity and the protection of agricultural lands. More specifically:

- When asked about the importance of the diversity of Island residents in terms of age, ethnicity, income and job skills, over 70% felt this was important and 25% felt it was extremely important.
- Given the choices of things staying as they are, more people commuting, or more residents working on the Island, the majority of respondents wanted more residents to work on the Island (only 2% wanted more commuting).
- Seventy-four percent of respondents were willing to pay for permanently protecting farmland.

- Respondents strongly supported new small business use zoning for businesses that outgrow the home.
- When asked what kinds of new businesses to grow in the future, light manufacturing was the most favored type, with retail and professional services also being supported. Significantly, only 10% of respondents opposed new business growth.
- When asked if additional land should be zoned for light manufacturing, respondents gave mild support. If light manufacturing zoning was tied to providing affordable housing, support remained about the same. If light manufacturing zoning was tied to protecting land for farms, open space and recreation, support increased.
- Over 90% of respondents wanted to maintain or increase tourism if it is shown to benefit the local economy.

Economic Element Advisory Committee

Jeff Brein
 Tom Clune
 Suzy Cook
 Tom Croker
 Janet Knox
 Lee Kueckelhan
 Craig Merrill
 Shelby Rallis
 Doug Roben
 Michael Schuyler
 Hidde Van Duym
 Connie Waddington

ECONOMIC PROFILE

Current Economic Background

Bainbridge Island, located 35 minutes from downtown Seattle via ferry, is a vibrant, diverse community. With views of the snow-capped Olympic Mountains to the west and Mount Rainier to the east, Bainbridge Island is the closest getaway destination by ferry from Seattle. The area has a rich history and a unique culture of strong community engagement and sustainable environmental practices.

Demographics

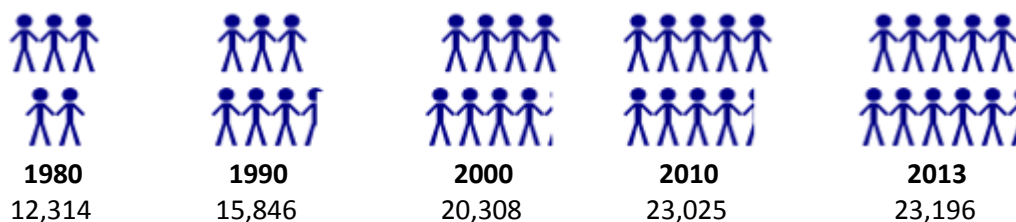
In 2015, Bainbridge Island is home to a community of over 23,000 citizens. Population has remained relatively stable over the past 15 years, after rapid growth between 1980 and 2000, see Figures 1 and 2.

Figure 1: Regional Population Growth

Bainbridge Island		Kitsap County		Washington State	
Population					
2013	23,196	2013	253,968	2013	6,971,406
Population Growth					
2000	20,308	2000	231,969	2000	5,894,121
% Change	12.5%	% Change	8.66%	% Change	15.45%

Source: 2000 U.S. Census and 2013 American Community Survey

Figure 2: Bainbridge Island Population Growth



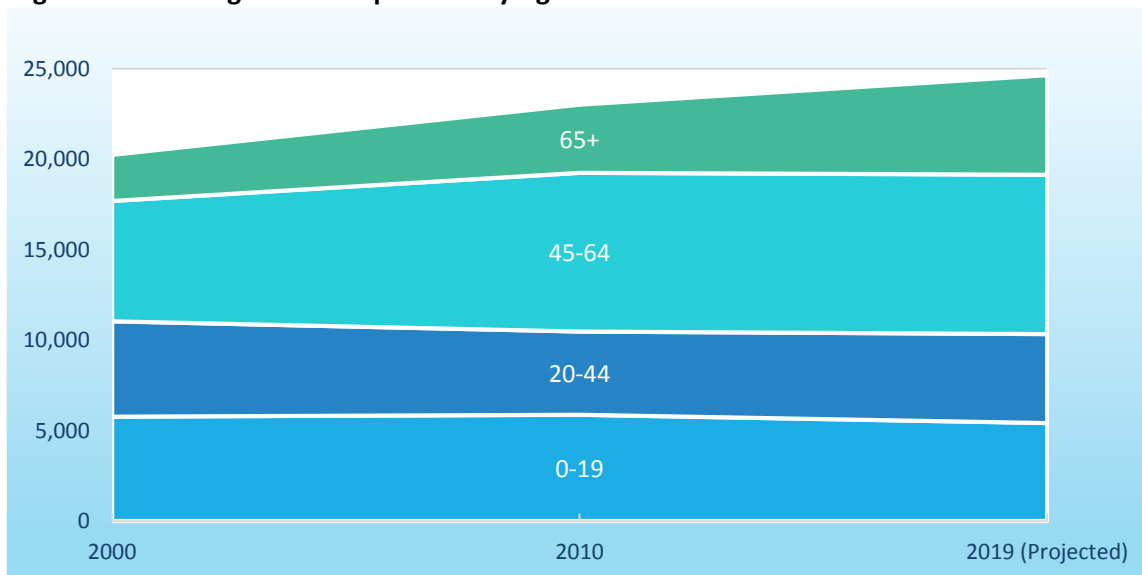
Source: 1980-2010 U.S. Census and 2013 American Community Survey

While modest population growth is anticipated to continue, the number of residents under 65 is expected to remain constant. In contrast, the number of residents aged 65 and above is growing rapidly, see Figure 3. The senior population is anticipated to increase more than 26% by 2019, which will affect the way the economy of the Island looks and operates as the needs and desires of its residents change.

An aging population typically spends less on clothing, transportation, and food but spends far more on health care. Services which give the ability for older residents to stay in their homes such as transit services, meal delivery, and in-home caregivers will be in greater demand in addition to other long-term

care options like assisted living facilities. Although their level of consumption may be more limited overall, seniors tend to have an increased demand for higher-end products. Ultimately, the changing demographics may necessitate a shift in resources away from education and childcare.

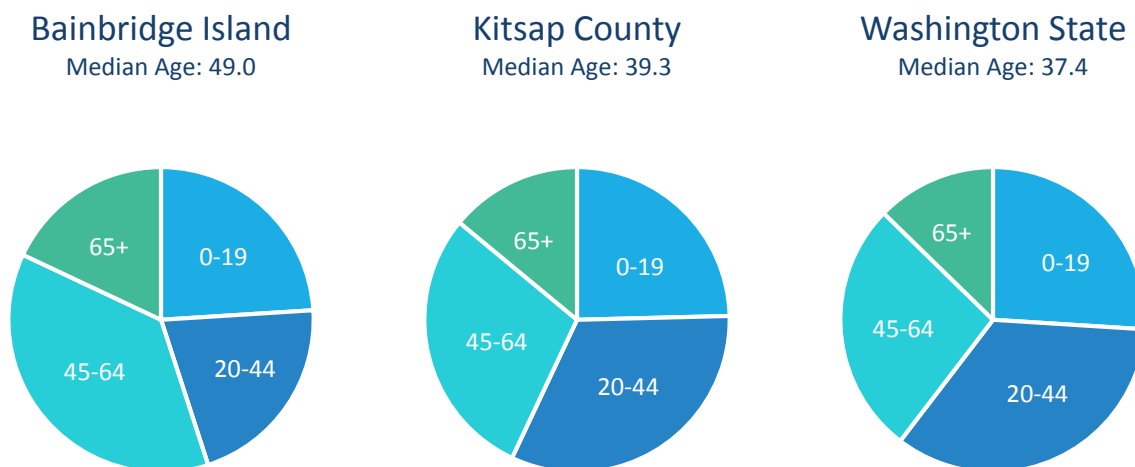
Figure 3: Bainbridge Island Population by Age



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

With the majority of the population above 45 years of age, the composition of the Bainbridge Island population is markedly different than that of both Kitsap County and Washington State. Further, the median age for Bainbridge Island is nearly 10 years older than that of Kitsap County and nearly 12 years older than that of Washington State, see Figure 4. Experian predicts that the median age on Bainbridge Island is projected to be greater than 50 years of age by 2019.

Figure 4: Population by Age

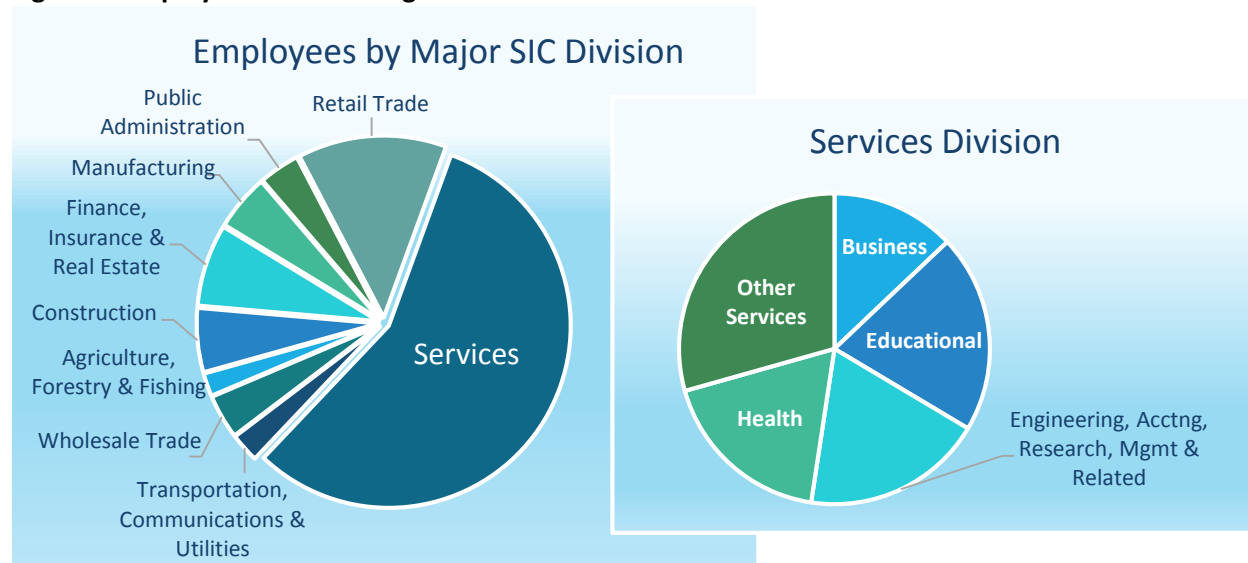


Source: Experian Census Area Projections & Estimates

Bainbridge Island Workforce

Residents enjoy a wide range of amenities. Cultural sites include the Bainbridge Island Museum of Art, Bainbridge Island Historical Museum, Bloedel Reserve, Islandwood, Japanese American Exclusion Memorial, and Bainbridge Performing Arts. The Island also boasts numerous galleries, shops, museums, bakeries, and restaurants. The majority of people employed on Bainbridge Island work within the services industry based on their standard industrial classification (SIC) per the Occupational Safety & Health Administration, see Figure 5. The primary services represented include health, education, business, engineering, and accounting.

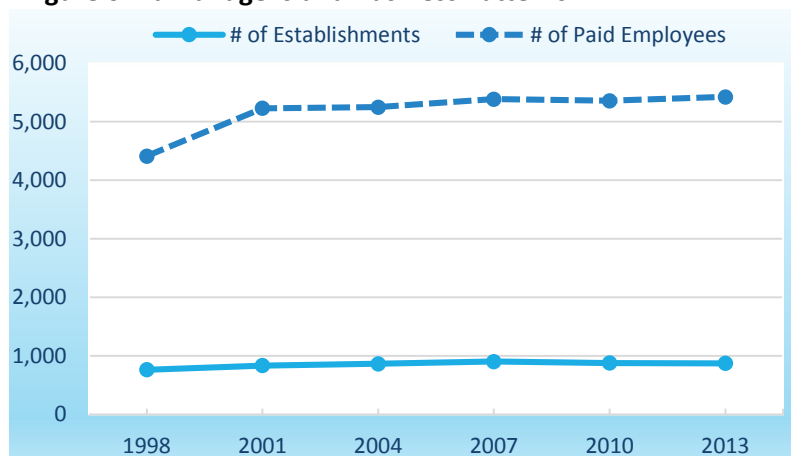
Figure 5: Employees on Bainbridge Island



Source: DemographicsNow

Both the number of people working on the Island and the number of business establishments has remained relatively stable since 2001, see Figure 6. Although the population has grown, the number of available jobs on the island has not increased proportionally.

Figure 6: Bainbridge Island Business Patterns



Source: U.S. Census Bureau, 2013 Zip Code Business Patterns

At 4.2%, unemployment on Bainbridge Island is lower than Kitsap County (6.3%) and Washington State (6.9%) and is projected by Experian to drop to 3.6% by 2019.

There are nearly 10,000 residents in the labor force, and with less than 6,000 jobs on the Island, it is clear that a number of Island residents must work elsewhere in Kitsap County or the nearby Seattle metropolitan area.

Islanders commute by car far less frequently than Kitsap County or the State as a whole, instead relying more heavily on public transit, see Figure 7. This translates to longer commute times, as the Bainbridge Island commute is longer by 13-18 minutes on average. Also significant in viewing commute patterns is the high number of residents who work at home, almost three times the percentage within Kitsap County or Washington.

Figure 7: Regional Commute Types

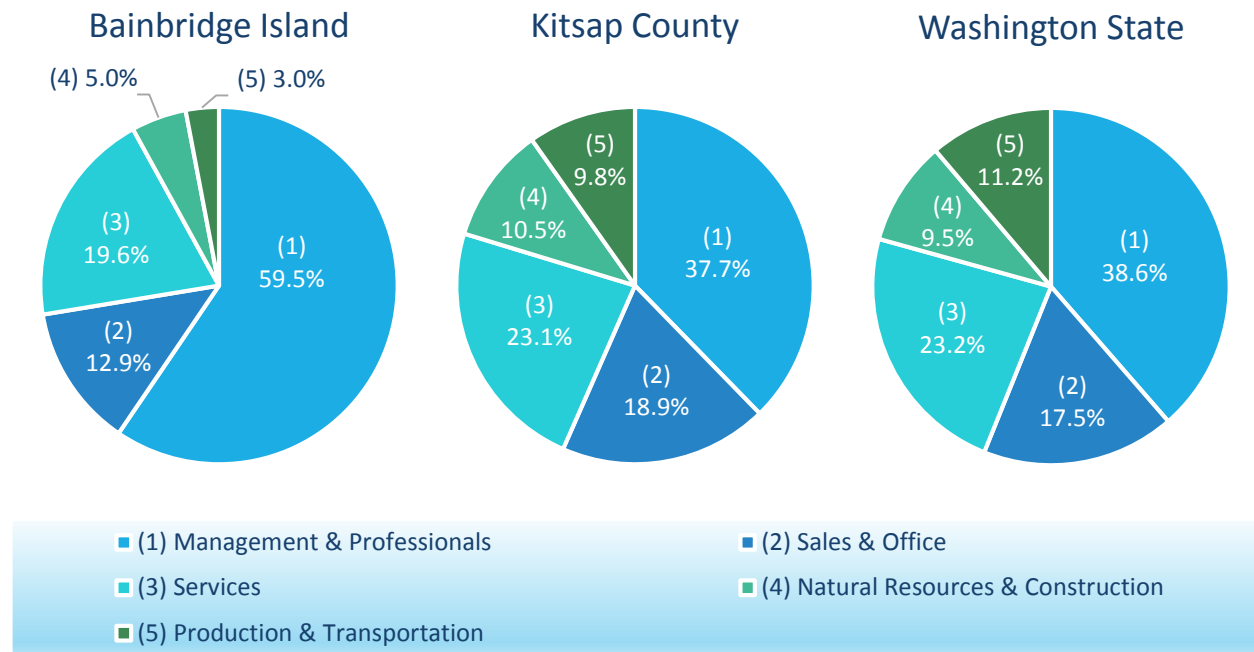
Commute Type	Bainbridge Island	Kitsap County	Washington State
Vehicle (Self or Carpool)	49.1%	78.6%	83.2%
Public Transit	25.3%	8.3%	5.8%
Worked at Home	16.3%	6.6%	5.4%
Walked	5.6%	4.4%	3.5%
Other Means	3.7%	2.1%	2.1%
Mean Commute Time (mins)	43.2	29.7	25.7

Source: 2013 American Community Survey

Based on the large number of Island residents working off-Island, the type of occupations in which they are employed gives a better indication of their financial means as opposed to analyzing the composition of Island jobs.

Bainbridge Island residents overwhelmingly hold professional or management positions: almost 60% of the workforce holds such positions, sharply contrasting with the less than 40% of Kitsap County or Washington residents that do, see Figure 8. These positions also tend to command a much higher salary than other types of positions.

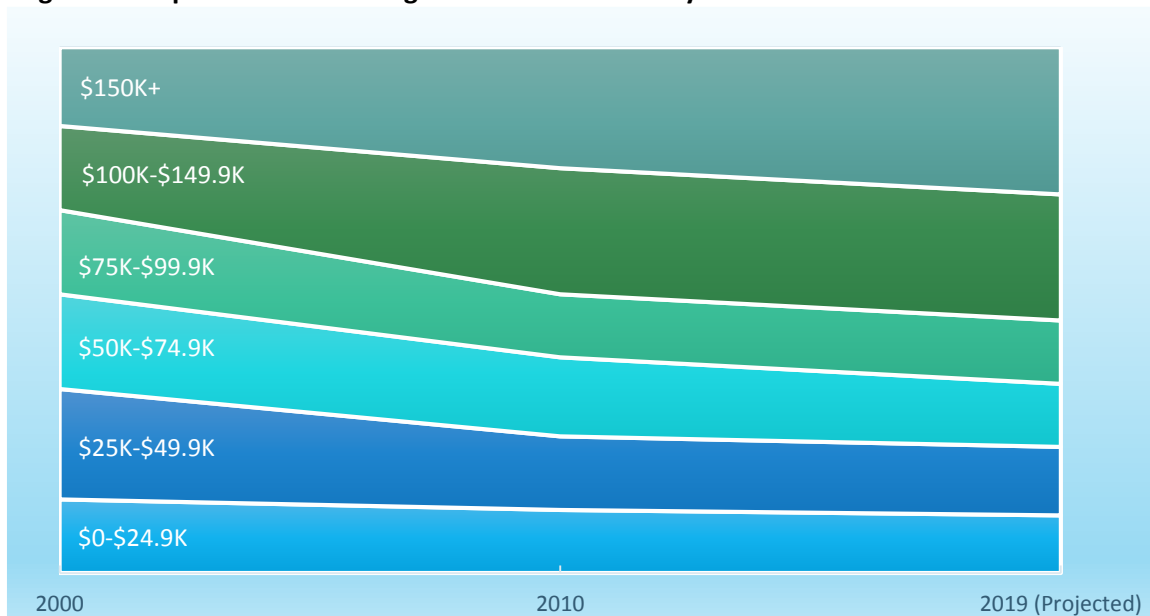
Figure 8: Workforce by Occupation



Source: 2013 American Community Survey

Since 2000, the proportion of Bainbridge Island households with incomes greater than \$100,000 has steadily increased with Island businesses benefitting from off-Island income. Bainbridge Island has significantly higher median household incomes, when compared to Kitsap County or Washington State, see Figures 9 and 10.

Figure 9: Proportion of Bainbridge Island Households by Income Bracket



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

Figure 10: Median Household Income

	2000	2010	2014	2019 (Projected)
Bainbridge Island	\$70,797	\$92,762	\$89,223	\$103,499
Kitsap County	\$46,923	\$62,712	\$59,362	\$68,859
Washington State	\$45,811	\$57,181	\$58,274	\$67,667

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

Living and Working in the Same Community

As shown previously in Figure 5, the majority of people employed on Bainbridge Island work in the services industry or retail trade. The corresponding wages paid to employees on the Island in these sectors show a much lower average wage than represented by the median household income, see Figures 10 (above) and 11.

Figure 11: Average Wages on Bainbridge Island by Industry

Industry Name	Average Annual Wage*
Health Care & Social Assistance	\$30,306
Other Services (excl. Public Administration)	\$29,576
Retail Trade	\$27,748
Arts, Entertainment & Recreation	\$21,257
Accommodation & Food Services	\$16,754
<i>*Average Annual Wage is calculated based on the total wages paid by reporting employers during calendar year 2014 and the average of the same 12 months employment for the same employers.</i>	

Source: Washington State Employment Security Department

This disparity in income and wages could be the result of a number of different factors such as the prevalence of part-time work in these sectors or that a sizable portion of these employees reside off-Island. Regardless of the reason, it is clear that the wage and salary analysis above coupled with a highly

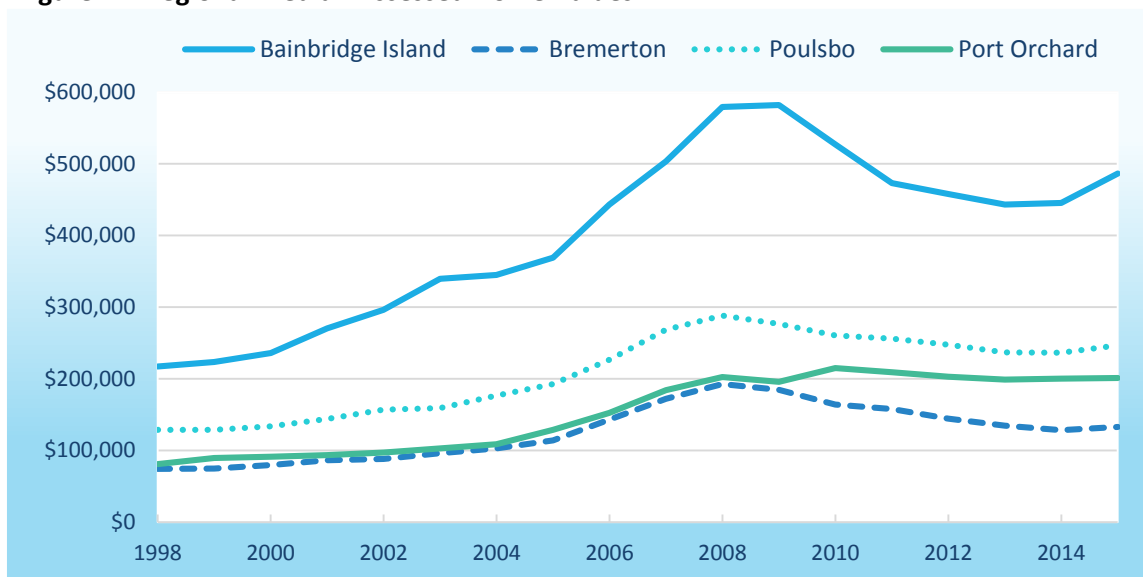
competitive housing market indicates that many jobs within the Island economy cannot provide workers sufficient incomes to make living within the community possible, even for dual income households.

Bainbridge Island Residential Investment

Bainbridge Island is primarily a residential community. Just over 9,600 of the total 17,779 acres of the Island are developed for residential land uses. A majority of the remaining land has been kept undeveloped to maintain the unique rural character so highly regarded by Island residents.

Approximately 87% of all Bainbridge Island property value is in the form of residential property which has a 2015 assessed valuation of over \$5.3 billion per the Kitsap County Assessor. Home values on Bainbridge Island tend to be much higher than those in neighboring communities, see Figure 11. This represents an investment of some portion of the income imported into the community from well-paying jobs in Seattle and elsewhere in addition to employment on the Island.

Figure 11: Regional Median Assessed Home Values



Source: Kitsap County Assessor, Statement of Assessments 2001-2015

Residential investment also drives a portion of the local economy by supporting a demand for businesses such as home repair and remodeling, landscaping services, food service, auto repair, interior design, insurance, house cleaning, day care, and municipal services.