



CITY COUNCIL SPECIAL MEETING
Tuesday, November 29, 2016
LOCATION: BAINBRIDGE ISLAND CITY HALL
280 MADISON AVENUE N., BAINBRIDGE ISLAND, WASHINGTON

AGENDA

1. CALL TO ORDER / ROLL CALL

7:00 PM

Mayor: Val Tollefson

Deputy Mayor:	Kol Medina	Wayne Roth
	Sarah Blossom	Michael Scott
	Ron Peltier	Roger Townsend

2. ACCEPTANCE OR MODIFICATION OF AGENDA

3. UNFINISHED BUSINESS

- A.** 7:05 PM Ordinance No. 2016-29, Comprehensive Plan Update, AB 15-018 - Planning (Pg. 2)

4. FOR THE GOOD OF THE ORDER

5. ADJOURNMENT

10:00 PM

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:05 PM Ordinance No. 2016-29, Comprehensive Plan Update, AB 15-018 - Planning (Pg. 2)	Date: 11/29/2016
Agenda Item: UNFINISHED BUSINESS	Bill No.: AB 15-018
Proposed By: Department of Planning and Community Development	Referrals(s): Planning Commission

BUDGET INFORMATION

Department: Planning	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal:	Finance:

DESCRIPTION/BACKGROUND

The Planning Commission completed its review and recommendation of the DRAFT 2016 Comprehensive Plan (Plan) on October 13, and forwarded its recommended DRAFT Plan to the City Council for consideration.

The Council completed their review of the Land Use Element on November 22. Tonight's discussion will focus on review of the Housing, Transportation, and Capital Facilities Elements.

Councilmembers agreed to forward any comments/questions or suggestions about the Elements to City staff early enough to include the questions/suggestions in the Council meeting packet to allow the public, other Councilmembers, and staff time to consider suggestions.

RECOMMENDED ACTION/MOTION

Discuss and revise the Planning Commission's recommended DRAFT Housing, Transportation, and Capital Facilities Elements.

ATTACHMENTS:

Description	Type
Consolidated Council Housing Element Comments	Backup Material

▣ Peltier Housing Element General Comments	Backup Material
▣ Housing Element	Backup Material
▣ Housing Needs Assessment	Backup Material
▣ Consolidated Council Transportation Element Comments	Backup Material
▣ Transportation Element	Backup Material
▣ Consolidated Council Capital Facilities Element Comments	Backup Material
▣ Capital Facilities Element	Backup Material
▣ Glossary	Backup Material

CITY COUNCIL HOUSING ELEMENT COMMENTS

PREPARED FOR 11/22/2016 MEETING

NOTE: CC/Tollefson indicates comments that simply clarify or correct, but do not change meaning.

1. Add Housing Kitsap to Glossary? **(Roth)**
2. **Intro, Paragraph 2:** The copy of the HNA on the City website is dated April, 2016. Is the date difference significant? **(CC/Tollefson)**
3. **Bainbridge Island Snapshot, paragraph 4, page HO-1** Multi-family units that constitute 16% of the housing stock are now concentrated in Winslow and Lynwood Center. While the designated centers total about 10% of the Island's land area, a significant portion of that area the designated centers is occupied by commercial uses with which have no residential component. Rental apartments make up less than 7% of total housing units on the Island. Very few rental units have been built on the Island in the last decade which partly accounts for a vacancy rate of 1.5%, well below the 5% rate typical of well-functioning rental markets. **(Peltier)**
4. **Page HO-2, Housing Need: Paragraph 1,** change last sentence to read "It also includes an in-depth analysis of *affordable housing* needs on Bainbridge Island." **(CC/Tollefson)**
5. **Housing Needs, 2nd paragraph, page HO-2** Individuals and families who spend more than 30% of their income are considered to be "cost burdened". A 2014 report from Harvard's Joint Center for Housing Studies found that just over half of U.S. households paid more than 30% of their income toward rent in 2013, up from 38% of households in 2000. On Bainbridge Island, Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened, considerably below the national average. meaning they spend over 30% of their income on housing. Almost 40% of individuals and families at all income levels who live in renter-occupied housing units are cost burdened. The majority (around 28%) of these residents have an annual income between zero and \$34,999. **(Peltier)**
6. **Housing Needs, 4th paragraph, page HO-2** The HNA analysis of Workforce Housing Affordability indicates that there is a gap in housing affordable for the Island's workforce in service professions (e.g., restaurant workers, bank tellers, retail clerks, school bus drivers). Many of these workers are obliged, or choose therefore to commute from less-expensive off-Island housing, which increases their transportation costs, congestion on SR 305 and greenhouse gas emissions. Given that Bainbridge Island is likely to continue becoming more gentrified and affluent, the number of service workers, such as landscape maintenance workers and house cleaners, can be expected to rise. **(Peltier)**
7. **Housing Needs, 5th paragraph, page HO-2** Bainbridge Island's jobs/housing balance is 0.59 jobs for every housing unit, making it a "bedroom community." The Puget Sound Regional Council suggests that housing-rich neighborhoods add employment in order to increase economic opportunities for current residents. Within the context of Bainbridge Island's housing market, however, this means a focus on increasing Island businesses that provide higher paying jobs. Making broadband internet, for example, a high priority for

supporting and attracting such businesses, along with various home businesses and occupations. **(Peltier)**

8. Housing Vision 2036: First sentence should read "...diversity of housing alternatives to **further the** equally important goals...." **(CC/Tollefson)**
9. **Housing Vision, 3rd paragraph, page HO-3** The residential land use pattern outside of *designated centers* remains at much lower densities ~~and constitutes almost 90% of the Island's area.~~ Houses built in the previous twenty years in the vicinity of designated centers and elsewhere in the Open Space Residential zones are compact, energy-efficient and well-integrated in their landscape. Typical *housing types* in these areas include detached houses on lots of various sizes, attached and detached *accessory dwelling units* and *conservation villages*. **(Peltier)**
10. **Housing Vision (Medina Comments):** The Housing Vision includes a statement that the residential land-use pattern outside of designated centers will include "attached and detached accessory dwelling units." Policies in this Element include this as well (e.g., Policy HO 4.6).

I do not support allowing ADUs outside of designated centers if those ADUs are lived in by a person or person who do not have a family relationship with the primary property-owner. In other words, I am okay with ADUs used by family members (mother-in-law, grown children, etc.), but not okay with ADUs used for rental income, condominimization, or other income-generating activity.

Allowing ADUs for general use throughout the 90% of the Island that is not in designated centers effectively doubles the zoning density of 90% of the Island and thereby goes against one of the main organizing principles of the Comp Plan: keep most future growth in the designated centers where it is on sewer and water systems, has access to public transit, and limits additional vehicle traffic.

I understand that allowing ADUs is a strategy aimed at creating affordable housing. However, I believe there are much better affordable housing strategies that do not go directly against one of the main principles of the Comp Plan.

11. **Policy 1.6.** I would appreciate hearing the reasoning behind this Policy. **(Medina)**
12. **Goal HO-2:** Second sentence should read "Policies HO1.1 **through** HO 1.7 **(CC/Tollefson)**
13. **Policy HO 2.1 #9** should read "....and the number of for-purchase **affordable** housing units...." **(CC/Tollefson)**
14. **Policy HO 2.1 #12**, change this to Goal HO-3, and renumber following Goal and Policies. This is a judgment call that will require Council action after receipt of the Housing Report, and can't be part of the study itself. **(Tollefson)**
15. **Proposed new item under Policy HO 2.1, page HO-4** **12.The extent to which rising property taxes impact cost burdened homeowners.** **(Peltier)**

16. **Policy HO 2.2**, change first sentence to read “Publicize the Biennial Housing Report.”
(CC/Tollefson)
17. **Fig. HO-3**: add “/Tiny Houses” (CC/Tollefson)
18. **HO 3.2** “...the City should work with the *Kitsap Regional Coordinating Council* and Housing Kitsap to develop...” (Roth)
19. **Policy HO 3.3**, delete the word “effort” from the first sentence (CC/Tollefson)
20. **Policy HO 4.6**, second sentence should read “Review and revise regulations as appropriate...a.” (CC/Tollefson)
21. **Policy HO 4.6** Allow accessory dwelling units in all residential zones, except at Point Monroe, the Sandspit (R-6). Review and revise as appropriate to create reasonable flexibility regarding development standards including lot coverage, setbacks, parking requirements and Health District requirements for water and sewage. Address issues that undermine accessory dwelling unit affordability. (Peltier)
22. **Policy HO 5.3** Support Water-based (live-aboard) housing provides as a viable component of the present and future housing stock of Bainbridge Island and shall be subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage. (Peltier)
23. **Policy HO 6.4**, first sentence should read “Create a new conservation villages permit...” (CC/Tollefson)
24. **Add a Policy 6.7**, “Consider implementation of a *Livable Neighborhoods* strategy in designated centers.” Add definition of *Liveable Neighborhoods* to the Glossary: “Livable Neighborhoods are places that are affordable to diverse populations with a mix of housing types. They are designed with pedestrians and non-motorized transportation in mind, where children can play safely outdoors, and where public spaces exist for recreation and for neighbors to gather and socialize.” (Tollefson)
25. **Policy HO 7.2**: End first sentence after “first occupancy.” Remainder of that sentence might be included in the implementing regulation, but isn’t needed in the Policy.
(Tollefson)
26. **HO-9** “Explore the use of City’s bonding capacity and pursue other resources to support the creation of affordable housing” (Roth)
27. **HO 9.4** “Increase City support of the Housing Trust Fund...” (Roth)

NOTE: Current annual budget is \$100,000. No increase proposed for FY2017 & FY2018.
28. **Add under Housing Implementation**, “Create a short-term (60-90 days) citizen task force to consider the revised Housing Element and provide specific recommendations for near-term.” (Tollefson)
29. **HO Action #2**. Would it be beneficial to call out directly in the Action statement some specific strategies that we’d like to consider implementing? (Medina)

Housing Element Comments
Councilmember Peltier
11/16/16

Historical Perspective from a Long-Time Bainbridge Islander

My family moved to Bainbridge Island in 1965. At that time, and continuing into the 1970s, there was a full range of housing available to “meet the needs of all economic segments of society”. The average price of a house was less than \$20,000, or \$153,500 when adjusted for inflation. Almost everyone who worked on the Island also lived on the Island, including my father who was a meat cutter at the local IGA. ALL of the ideals longingly articulated in the draft Housing Element were a reality. Literally anyone could find a place to live and there was true racial and “socioeconomic” diversity on the Island. This included the many Indipinos who patronized my Father’s meat market at the Village IGA. Unlike the present time, no one was exclude from living on the Island because they couldn’t afford housing.

That first Summer of 1965 my family rented a 3-bedroom house in Eagledale for \$125/month, or about \$950 when adjusted for inflation. My parents then purchased a lot on Lovell Avenue for \$2,250 and had a nice little 3-bedroom house built for an additional \$15,000. All together, our new house cost \$17,250, or \$132,000 when adjusted for inflation. In the 51 years since 1965 Bainbridge Island’s housing stock has probably quadrupled and yet the average cost of a house is almost \$700,000. A house like my parent’s should be affordable (\$132,000) but if sold in the current market could fetch about \$500,000. Contrary to what the development sector would have us believe, increasing density, and housing supply on Bainbridge Island, does not create affordability and increase diversity. I invite anyone to provide a detailed narrative and analysis to the contrary.

The effects of rising property taxes

The impact of rising property taxes needs to be acknowledged and addressed in the Housing Element. Rising property taxes contribute to the percentage of Bainbridge Islanders who are housing “cost burdened”. Rising property taxes result in lower income Islanders being forced or motivated to sell their property contributing to a loss of diversity on Bainbridge Island.

Gentrification

The Housing Element needs to acknowledge, discuss, and address the phenomenon of *Gentrification*. More affluent newcomers drive up housing prices, increasing property taxes over time. They also tend to approve bonds measures that also drive up property taxes. Islanders of more modest means, who could otherwise afford their homes, are then motivated or forced to sell them. The new owners tend to be more affluent; resulting is less diversity and more demand for off-Island workers to do things affluent people are less likely to do for themselves: yard work, house cleaning, repairs and maintenance.

A holistic picture of how higher market values effect housing on BI

Many Bainbridge Island home owners could not afford to purchase their homes in today's market. In addition to the impact of higher property taxes, and the obvious financial incentives, *gentrification* and change are distinct factors motivating them to sell and move elsewhere. "I just can't believe how much the Island has changed", is a comment you might hear from long-time Islanders. Many have chosen to sell, move elsewhere, buy a comparable house for much less, pay lower property taxes, and benefit from having owned a home on Bainbridge Island.

Why are Housing Values on Bainbridge Island so Much Higher?

The Housing Needs Assessment documents the rise of housing prices on Bainbridge Island. On average, comparable housing on the Island is over twice as expensive as the average for Kitsap County. What's missing in the HNA and Housing Element, however, is an analysis of why housing values are higher on the Island.

Obviously, one reason for higher values has to do with quality of life on Bainbridge Island. I have to believe that we are in danger of jeopardizing that quality of life with some of the goals and policies contained in the draft Housing Element. I'm specifically thinking about policies that require higher density to be implemented, resulting in more roadway congestion, loss of special character, and environmental degradation. Lack of a holistic picture, regarding housing issues on the Island, and the resulting ill-conceived policies, could potentially drive down housing values by making Bainbridge Island less and less desirable to long-time Islanders and to the creative, highly educated, and business classes as well. The golden goose parable applies.

Recognition of limits

When you boil down the "housing tools" presented in the Housing Element, they are primarily about increased density. The assumption is that increasing density will result in housing affordable to all "segments of society" but there's no detail analysis to support this assumption. In fact, historical data strongly indicates otherwise: as housing density on supply has increased on the Island prices have far exceeded the rate of inflation.

Bainbridge Island has finite natural resources, including land base and transportation system capacity. The HNA and Housing Element fail to acknowledge this reality. Yes, we lament the loss of socioeconomic diversity but who are we really benefiting by continuing to degrade the quality of life on the Island with increased density, fewer trees, and compromised environmental quality? As usual, we are benefiting the development sector. There are millions and millions of dollars in profits at stake.

The Jobs/Housing Balance

From the Housing Needs Section:

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

Missing, here, is a discussion about the kind of economic development that would create higher paying jobs to better match the Island’s housing costs. Community broadband should be a high priority towards this goal.

Home Occupations and Businesses

Home occupations and business contribute to diversity and housing affordability on Bainbridge Island. There should be a whole section on this in the Housing Element. Community broadband would benefit this housing component on the Island.

High Expectations and Competing Values from the GMA

The State, through the GMA, places high expectations upon local government to “meet the housing needs of all economic segments of society”, yet it provides us with very limited tools. We are required to identify “sufficient land for housing”, which translates into more density and increase housing supply. Increasing supply addresses only half of the equation, though. Given perpetual population pressures, we can’t possibly build enough housing to drive down prices. Small houses, that aren’t part of a community land trust, or otherwise subsidized, are going to be small expensive houses as more affluent buyers arrive, drive up prices, and outbid those of more modest means.

There’s another problem with the GMA’s housing mandates, and the consumption of more and more land for housing: they conflict with the concept of “sustainable development” articulated in the first sentence of the GMA legislation:

“The legislature finds that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state.”

Will the following policies contribute to gentrification through higher taxation?

Policy HO 9.

Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of *affordable housing*.

GOAL HO-4

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

HOUSING ELEMENT

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HOUSING ELEMENT INTRODUCTION

Decent and safe housing is a basic human need increasingly unavailable to many Americans, including many Bainbridge Island residents and workers. The Washington State *Growth Management Act (GMA)* provides direction for cities to address these needs in the Housing Element of the Comprehensive Plan. Many of the Plan's Guiding Principles and Policies carry this direction forward to be addressed in various Elements, including Housing.

The City's Housing Needs Assessment (HNA) issued in December of 2015, documents current housing conditions on the Island and identifies trends and specific needs. The HNA is Appendix C to this Plan and adopted as a part of this Element. Many of the statistics below are excerpted from the HNA or the City's Economic Profile (Appendix A).

BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING

Bainbridge Island's 2015 population of 23,390 is predominantly white (91%), well-educated and relatively affluent. The median household income (\$92,558) is 1.5 times the Kitsap County average. Almost 60% of residents have occupations with relatively high incomes. For example, the median wage for financial analysts, lawyers and marketing managers ranges between \$100,457 and \$122,618. Another third of Island residents work in the service sector, such as retail clerks, waiters and bank tellers have median wages between \$27,703 and \$30,972.

Over the past decade the population has experienced shifts in the age cohorts. Between 2000 and 2010 the Island's senior population (60+ years old) increased from 17% to 26%. The "young adult" cohort (between 18 and 34 years old) has declined from 15% of the Island's population in 1990 to less than 10% in 2016.

Bainbridge Island's housing stock is predominantly detached single-family homes (80% of all units) in a very low-density land use pattern that occupies about 90% of the Island's land area. The average single-family home price is just under \$700,000.

Multi-family units that constitute 16% of the housing stock are now concentrated in Winslow and Lynwood Center. While the *designated centers* total about 10% of the Island's land area, a significant portion of that area is occupied by commercial uses with no residential component. Rental apartments make up less than 7% of total housing units on the Island. Very few rental units have been built on the Island in the last decade which partly accounts for a vacancy rate of 1.5%, well below the 5% rate typical of well-functioning rental markets.

GMA GOAL AND REQUIREMENTS FOR HOUSING

The GMA recognizes the importance of planning for adequate housing by requiring it as an element in Comprehensive Plans. Housing is addressed in one of the 14 major goals:

"Housing. Encourage the availability of *affordable housing* to all economic segments of the population of this state, promote a variety of densities and *housing types*, and encourage preservation of existing housing stock."

RCW 36.70A.020(4)

The requirements for a housing element mandated by the GMA include:

“A housing element recognizing the vitality and character of established *neighborhoods* that: a) includes an inventory and analysis of existing and projected housing needs; b) includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing; c) identifies sufficient land for housing, and group homes and foster care facilities; and d) makes adequate provisions for existing and projected needs of all economic segments of the community.”

RCW 36.70A.070(2)

HOUSING NEEDS

The Housing Needs Assessment (2015) for Bainbridge Island includes an inventory of the amount, location and condition of the Island's housing stock and demographic and economic information about its population. It also includes an in-depth analysis of *affordable housing* needs of Bainbridge Island's Housing needs documented in the HNA.



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

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

The HNA analysis of Workforce Housing Affordability indicates that there is a gap in housing affordable for the Island's workforce in service professions (e.g., restaurant workers, bank tellers, retail clerks, school bus drivers). Many of these workers are obliged therefore to commute from less-expensive off-Island housing, which increases their transportation costs, congestion on SR 305 and greenhouse gas emissions.

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

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

HOUSING VISION 2036

Bainbridge Island in the year 2036 provides a broad diversity of housing alternatives to equally important goals of environmental stewardship and the population's needs for housing, health and safety and access to employment, goods and services.

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

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

Some combination of appropriately zoned land, regulatory incentives, financial subsidies and innovative planning techniques will be necessary to make adequate provisions for the needs of all segments of the population, but particularly middle and lower income persons.

GOALS & POLICIES

GOAL HO-1

Make steady progress toward the following aspirational targets for increasing the diversity of *housing types* and the supply of *affordable housing*.

Policy HO 1.1

Decrease to 20% or less the number of cost burdened families living in rental housing (down from 40%).

Policy HO 1.2

Decrease to 18% or less the number of cost burdened families owning homes (down from 34%).

Policy HO 1.3

Increase rental housing units to at least 11% of total housing units (up from 7%).

Policy HO 1.4

Increase the Island's percentage of *multifamily* homes to 18% or more of all homes (up from 16%).

Policy HO 1.5

Increase the number of *senior housing units* to 600 or more (up from 344.)

Policy HO 1.6

Change today's 89/11% housing split between the Mixed Use Town Center and Neighborhood Centers to 80/20% by 2036.

Policy HO 1.7

Achieve a jobs-housing balance of .8 (up from 0.59).

GOAL HO-2

Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the targets set forth in Policies HO 1.1 through HO 1.7.

Policy HO 2.1

The Housing report shall address the following aspects of housing:

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

Policy HO 2.2

Make the Biennial Housing Reports available to the public in various ways such as notice in the local newspaper, on the City's web page and on local media outlets. This Biennial Housing Report will be part of a comprehensive update of the Housing Needs Assessment in order to inform the next state-mandated update of the Comprehensive Plan in 2024.

GOAL HO-3

Promote and maintain a variety of *housing types* to meet the needs of present and future Bainbridge Island residents at all economic segments in a way that is compatible with the character of the Island and encourages more socio-economic diversity. Partner with community non-profit organizations and local and regional private and public entities in carrying out the following policies.

Policy HO 3.1

Encourage innovative zoning regulations that increase the variety of *housing types* and choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods. Examples of innovative approaches are *cottage housing* development, *conservation villages*, stacked or common-wall housing, *tiny houses* and *accessory dwelling units*.

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



Fig. HO-1 Single-family Home



Fig. HO-2 Cottage Housing



Fig. HO-3 Accessory Dwelling Unit



Fig. HO-4 Duplex



Fig. HO-5 Row House



Fig. HO-6 Zero Lot Line



Fig. HO-7 Garden Apartment



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



Fig. HO-9 Micro Units

Policy HO 3.2

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

Policy HO 3.3

Designate the appropriate staff effort or organizational entity to assist and advise the community, landowners and private and public entities about options for *affordable housing*, financing strategies and funding sources.

Policy HO 3.4

Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials and the community at large to assist in meeting *affordable housing goals* and implementing strategies.

Policy HO 3.5

Support the efforts of community non-profit housing organizations and local and regional public and private entities in developing and managing *affordable housing* on Bainbridge Island.

Policy HO 3.6

Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as *tiny houses, micro units and cottage housing*.

Policy HO 3.7

Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers. Allow the creation of small lots (e.g., in the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200 square feet).

GOAL HO-4

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

Policy HO 4.1

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

Policy HO 4.2

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

Policy HO 4.3

Partner with non-profit or for-profit housing sectors to create new *multifamily* housing in *designated centers* including a significant percentage of *affordable housing* through the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4

Partner with the for-profit sector to create *affordable housing* through the targeted use of the *multifamily* property tax exemptions in *designated centers*.

Policy HO 4.5

Remove barriers to the creation of new *multifamily* housing, particularly *affordable housing* through a variety of actions such as the adoption of regulations that “right-size” parking requirements, reduce certain *impact fees* and encourage the use of parking management programs to enable the more efficient use of parking.

Policy HO 4.6

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

Policy HO 4.7

Encourage agencies whose mission is to develop *affordable housing* to create new subsidized *multifamily* rental housing by aggressively pursuing Kitsap County *Community Development Block Grant Funds*, state funds, donations from private individuals and organizations, public revenue sources and other available funding.

Policy HO 4.8

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

GOAL HO-5

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

Policy HO 5.1

Develop a continuing strategy to maintain the Rural Development Agency and HUD subsidies on existing rent-assisted housing. The primary strategy shall be to support Housing Kitsap and non-profit organizations such as Housing Resources Bainbridge to purchase the units through the provisions of the 1990 Housing Act.

Policy HO 5.2

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

Policy HO 5.3

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

GOAL HO-6

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

Policy HO 6.1

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

Policy HO 6.2

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

Policy HO 6.3

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

Policy HO 6.4

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

Policy HO 6.5

Develop regulations and pProvide incentives to construct *affordable housing* for farm workers on or near farmlands.

Policy HO 6.6

Consider the merits of programs and regulations pioneered by other communities to discourage the land, energy and natural resource consumptive pattern of large single-family homes. Adopt amendments to City programs and *development regulations* as appropriate.

GOAL HO-7

Promote and facilitate the provision of rental and for-purchase housing that is affordable to *income-qualified* households with a variety of income levels.

Policy HO 7.1

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

Policy HO 7.2

All income-qualified rental housing units created as a result of the policies of this Housing Element shall remain affordable to *income-qualified households* for a period of not less than 50 years from the time of first occupancy and shall be secured by recorded agreement and deed running with the title of the land, binding all the assigns, heirs and successors of the applicant. This policy does not preclude the use of the Multi-Family Property Tax Exemption.

Policy HO 7.3

Prohibit source-of-income discrimination.

GOAL HO-8

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

Policy HO 8.1

Support the services of community non-profit organizations and local and regional public or private entities in providing shelter for temporarily homeless singles and families with children, adolescents and victims of domestic violence on Bainbridge Island.

Policy HO 8.2

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

Policy HO 8.3

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

GOAL HO-9

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

Policy HO 9.1

The City recognizes the need to provide financing assistance for *affordable housing*. Accordingly, the City will actively pursue public and private funds that may include but are not limited to, real estate excise tax, grants and other available resources.

Policy HO 9.2

The City in partnership with local agencies producing *affordable housing*, may issue a General Obligation Bond to increase the production of housing affordable to *households* at or below 80% of median income for Kitsap County.

Policy HO 9.3

Consider the issuance of Limited Tax General Obligation Bonds (also called councilmanic bonds or non-voted debt) to support the development of housing affordable to *households* at or below 80% of median income for Kitsap County.

Policy HO 9.4

Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of *affordable housing*.

Policy HO 9.5

Consider the options for making City-owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.

HOUSING IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

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

GOAL HO-1

Make steady progress toward the following aspirational targets for increasing the diversity of *housing types* and the supply of *affordable housing*.

GOAL HO-2

Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge Island. The report shall describe progress toward achieving the targets set forth in Policies HO 1.1 through HO 1.7.

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

Policy HO 3.6

Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as *tiny houses*, *micro units* and *cottage housing*.

Policy HO 4.2

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

Policy HO 6.3

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

Policy HO 6.4

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

HO Action #3 Partner with other jurisdictions, the development community, and non-profit organizations to increase the diversity of housing types and supply of affordable housing.

Policy HO 3.4

Partner with non-profit housing organizations, churches, the development community, local lending institutions, elected officials and the community at large to assist in meeting *affordable housing goals* and implementing strategies.

Policy HO 4.3

Partner with non-profit or for-profit housing sector to create new *multifamily* housing in *designated centers* including a percentage of *affordable housing*, through the joint or exclusive use of surplus publicly owned property or air space.

Policy HO 4.4

Partner with the for-profit sector to create *affordable housing* through the targeted use of the multifamily property tax exemptions in *designated centers*.

Policy HO 9.5

Consider the options for making City- owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly-owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.

MEDIUM PRIORITY ACTIONS

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

Policy HO 9.4

Increase City support of the Housing Trust Fund and explore new sources of funding for the development and preservation of *affordable housing*.

Policy HO 7.1

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

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

Policy HO 4.5

Remove barriers to the creation of new *multi-family housing*, particularly *affordable housing* through a variety of actions such as the adoption of regulations that “right-size” parking requirements, reduce certain impact fees, and the encourage the use of parking management programs to enable the more efficient use of parking.

OTHER PRIORITY ACTIONS

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

Policy HO 3.2

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



CITY OF
BAINBRIDGE ISLAND

Housing Needs Assessment

April 2016

City of Bainbridge Island

Housing Needs Assessment

Prepared by

Jared Eyer, Management Intern

December 2014

Revised December 2015, April 2016 (Table 33)

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Introduction

The purpose of this Housing Needs Assessment is to present the City of Bainbridge Island's current housing goals and policies, along with the City's current housing supply inventory and demographics, and provide some analysis based on these statistics to determine the current and future housing needs on the Island. Development of the Housing Needs Assessment also fulfills Goal 8 of the Housing Element of the City's Comprehensive Plan, which speaks to the importance of staying abreast of the status of housing, in order to assess the effectiveness of the City's housing policies.

The City is currently engaged in the state-mandated update of its Comprehensive Plan, which is scheduled for completion in 2016. The housing data included in this Housing Needs Assessment will inform the review of and revisions to the current Housing Element contained in the Comprehensive Plan.

The previous Housing Needs Assessment was prepared for the City by Karen Monson of Space-Solutions pllc in September of 2003, in anticipation of the 2004 Comprehensive Plan update. The report provided a baseline for the state of housing on Bainbridge Island and what the City should be aware of as it prepared for future population growth. It specifically discussed the growth strategy in the Comprehensive Plan and Winslow Master Plan of accommodating 50% of projected growth in the downtown Winslow area. The report noted that while the Comprehensive Plan establishes this goal, as of 2003 only one-third of new growth had been directed to this area.

This Housing Needs Assessment picks up the question of housing needs on Bainbridge Island where the last report left off. The structure of this assessment is slightly different from the previous report as direction was taken from the Puget Sound Regional Council's recommendations for how a City should approach the assessment.

Goals and Requirements

Growth Management Act

Revised Code of Washington (RCW)

The Growth Management Act requires that all cities' Comprehensive Plans "include a plan, scheme, or design for" a Housing Element.¹ The purpose of the Housing Element is to ensure the "vitality and character of established residential neighborhoods." Jurisdictions will accomplish this by:

- a) Including an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth;

¹ RCW 36.70a.070 – Comprehensive plans – Mandatory elements.

<http://app.leg.wa.gov/rcw/default.aspx?cite=36.70a&full=true#36.70A.070>; 23 OCT 2014

- b) including a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences;
- c) identifying sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- d) making adequate provisions for existing and projected needs of all economic segments of the community.

The following GMA planning goal guides the development of the City's Housing Element and associated regulations.

- Housing: Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.²

Washington Administrative Code (WAC)

Furthermore, the WAC recommends the following to meet the requirements of a Housing Element.³

The Housing Element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the Housing Element:

- 1) Housing goals and policies.
- 2) Housing inventory
- 3) Housing needs analysis
- 4) Housing targets or capacity
- 5) Affordable housing – RCW [36.70A.070](http://app.leg.wa.gov/rcw/default.aspx?cite=36.70A.070) requires counties and cities, in their Housing Element, to make adequate provisions for existing and projected needs for all economic segments of the community.
- 6) Implementation plan

A detailed list of descriptions and definitions related to the components are included in the appendix.

² RCW 36.70a.020 – Planning Goals – <http://app.leg.wa.gov/rcw/default.aspx?cite=36.70a.020>; 23 OCT 2014

³ WAC 365-196-410 – Housing Element – <http://app.leg.wa.gov/wac/default.aspx?cite=365-196-410>; 23 OCT 2014
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Kitsap County

Kitsap Regional Coordinating Council – Countywide Planning Policies for Kitsap⁴

As required by the Growth Management Act, Kitsap County adopted County-Wide Planning Policies (CPPs) in 1992 that are intended to establish a countywide framework from which the County and cities' comprehensive plans are developed and adopted. The Kitsap Regional Coordinating Council is required to periodically update the Planning Policies through a multi-jurisdictional collaboration that includes Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, the Suquamish and Port Gamble S'kallam Tribes, the Navy, and other agencies. The last update was completed in 2013

Element I. *Housing* of the CPPs provide housing policy guidance on:

- **Jobs-Housing Balance**
- **Best Practices in Housing**
- **Affordable Housing**

as well as specific housing policies that describe a coordinated County-wide effort to address housing needs. (See excerpt below.)

1. Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:
 - d. The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.
 - e. The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:
 - i. protection of the public health and safety remains the primary purpose for housing standards.
 - ii. regulations are streamlined and flexible to minimize additional costs to housing.
2. Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.
3. Recognizing the percentage share of the existing and forecasted countywide population and

⁴ Kitsap County Ordinance 509-2013 - Adopted Kitsap Countywide Planning Policies; 25 NOV 2013;
<http://www.kitsapregionalcouncil.org/library/D%20-%20Countywide%20Policies/CPP%20As%20Adopted%2011%2025%2013.pdf>; 23 OCT 2014

housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.

4. Provision of affordable housing for households below 120% countywide median income should include:

- a. Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.
 - i. Designated Centers should include such housing options.
 - ii. Rural self-help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.
- b. Local comprehensive plan policies and development regulations that encourage and do not exclude such housing.
- c. Housing strategies that include:
 - i. preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
 - ii. provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;
 - iii. housing design and siting compatible with surrounding neighborhoods;
 - iv. mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
 - v. innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as

appropriate.

- d. Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.
 - e. Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.
5. The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.

City of Bainbridge Island

Comprehensive Plan

The City adopted its original Comprehensive Plan in 1994. As required by the GMA, a comprehensive review and update of the Plan was conducted in 2004. In addition, the Plan has also been amended several times in the last twenty years as part of the City's regularly scheduled limited amendment process. The City is currently engaged in another GMA-mandated review and update of its Comprehensive Plan, which is scheduled for completion in 2016.

The current Housing Element incorporates the GMA definition of "affordable housing" and includes goals and policies to:

- Promote and maintain a variety of housing choices to meet the needs of island residents at all economic segments;
- Maintain the stock of existing affordable and rent-assisted housing;
- Increase the supply of affordable multi-family housing;
- Promote and facilitate the provision of diverse affordable housing stock in all geographic areas of the community;
- Promote and facilitate the provision of rental and for-purchase housing that is affordable to households with a variety of income levels;
- Facilitate the siting and development of housing opportunities for special needs populations;
- Utilize the City's bonding capacity to support the creation of affordable housing; and
- Provide a periodic update on the status of housing and the implementation of the Housing Element.

Housing Supply Inventory

The Housing Element should begin with an inventory of the existing housing resources in a community. This information will create a baseline for understanding the current condition of housing on Bainbridge Island and inform how decision makers and the community could proceed with the update of the Housing Element, policies, and programs.

Total Housing Units and Growth

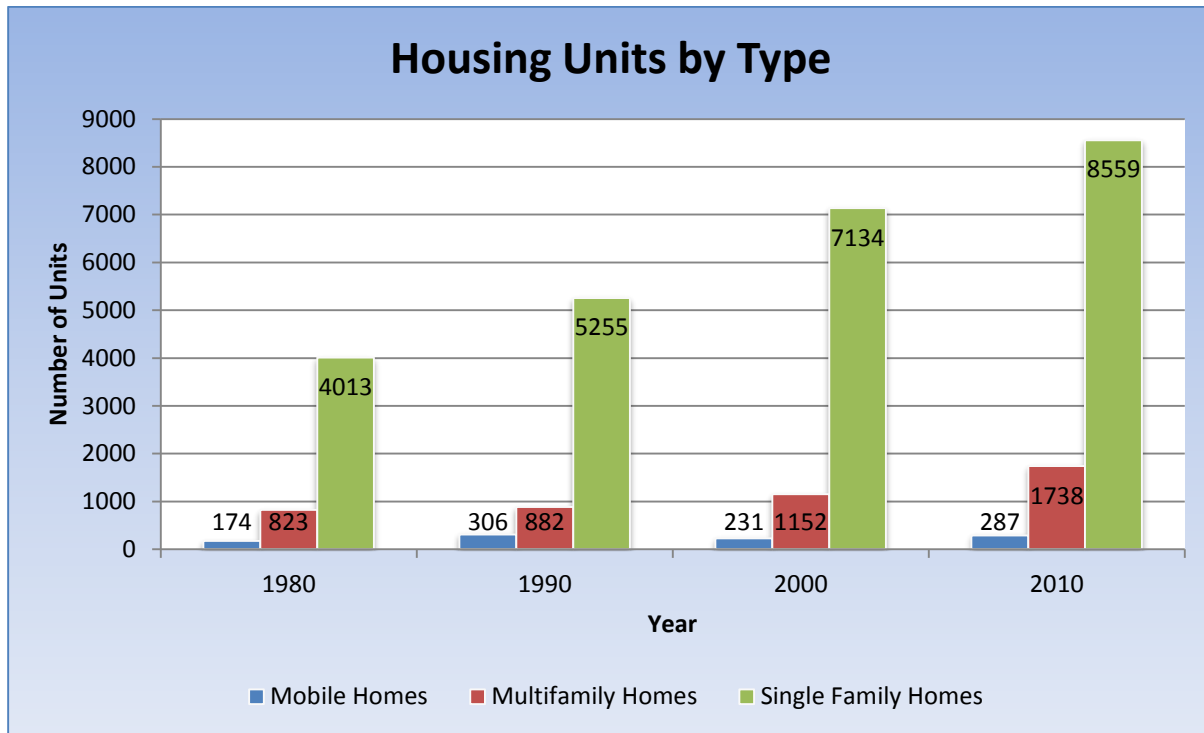
As of 2010 the total housing units on Bainbridge Island reached 10,584, which met the growth requirements set by the Office of Financial Management in the last Comprehensive Plan update. The largest gain in housing unit type in the last thirty years was single-family homes, which saw an overall increase of 113.3%. Multifamily housing kept pace with single-family housing at a total of 111.2%. Mobile homes did increase by 24% between 2000 and 2010, which compensated for the loss of 75 units during the previous decade. (Please see Table 1) Even though every type of housing unit had increases during the last decade, single-family housing makes up 81% of all housing units on Bainbridge Island, far surpassing the number of multifamily and mobile home units. (Please see Chart A)

Table 1 – Housing Units by Type

	Single Family Homes	Percent	Multifamily Homes	Percent	Mobile Homes	Percent	Total
1980	4013	80.1%	823	16.4%	174	3.5%	5010
1990	5255	81.6%	882	13.7%	306	4.7%	6443
Change 1980 - 1990	1242		59		132		1433
Percent Change	30.9%		7.2%		75.9%		28.6%
2000	7134	83.8%	1152	13.5%	231	2.7%	8517
Change 1990 - 2000	1879		270		-75		2074
Percent Change	35.8%		30.6%		-24.5%		32.2%
2010	8559	80.9%	1738	16.4%	287	2.7%	10584
Change 2000 - 2010	1425		586		56		2067
Percent Change	20.0%		50.9%		24.2%		24.3%
Change 1980 - 2010	4546		915		113		5574
Percent Change	113.3%		111.2%		64.9%		111.3%

Source: Decennial United State Census (1980 – 2010)

Chart A – Total Housing Units by Type



Source: Decennial United State Census (1980 – 2010)

New and Demolished Housing Units by Structural Type

Table 2 shows the detailed summaries of new and demolished residential building permits by type on Bainbridge Island from 2002 to 2012. Except for 2005, which saw a net increase of 409 multifamily permits, the number of single-family permits was significantly higher every year. It is also important to note that the Puget Sound Regional Council includes accessory dwellings in their multifamily one and two unit counts. This inflates the number of net multifamily permitted units, which means the difference is even greater between single-family and multifamily permits.

Table 2 – Residential Building Permit Summaries from 2002 – 2012

Year	New Units Total New units permitted	Lost Units Total units lost through demolition	Net Units Lost units subtracted from new units	SF Net Single-Family units	MF Total Net Multifamily units, in any structure	MF1-2 Net Accessory Dwelling & Duplex Units	MF3-4 Net 3- and 4-family units	MF5-9 Net units in 5- to 9-family structure	MF10-19 Net units in 10- to 19-family structure	MF20-49 Net units in 20- to 49-family structure	MF50+ Net units in a 50+ family structure	MH Net Mobile & Modular home units
2012	65	-24	41	32	12	2	0	0	10	0	0	-3
2011	59	-25	34	32	5	5	0	0	0	0	0	-3
2010	34	-10	24	21	5	5	0	0	0	0	0	-2
2009	42	-24	18	14	4	4	0	0	0	0	0	0
2008	70	-18	52	33	23	8	15	0	0	0	0	-4
2007	100	-17	83	67	16	16	0	0	0	0	0	0
2006	120	-15	105	94	9	6	3	0	0	0	0	2
2005	611	-14	597	187	409	2	4	20	23	360	0	1
2004	216	-1	215	127	87	16	3	8	0	0	60	1
2003	223	-5	218	152	63	46	17	0	0	0	0	3
2002	196	-4	192	129	59	13	8	22	16	0	0	4

Source: PSRC Residential Building Permit Summaries (2002 – 2012)

Housing Tenure

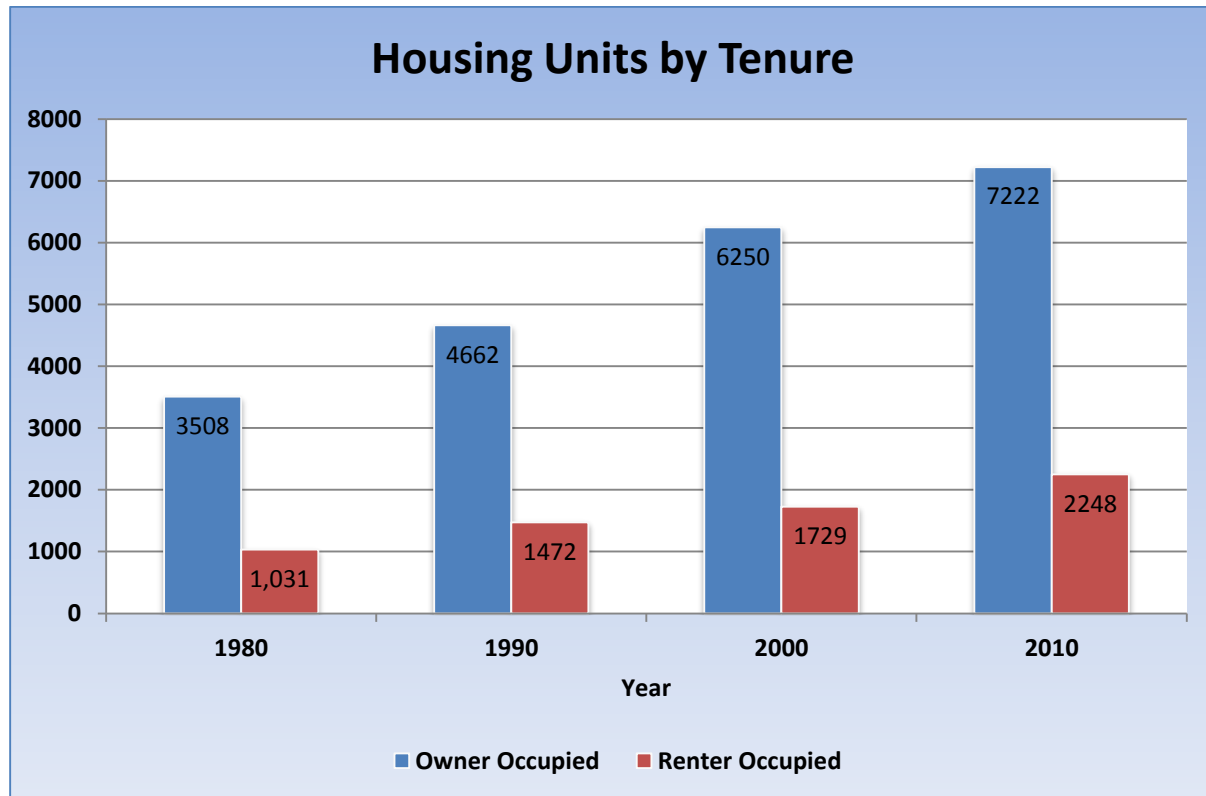
Table 3 tracks the changes in owner and renter-occupied housing units between 1980 and 2010. The ratio of owner-occupied to renter-occupied housing units has remained fairly consistent from 1980 to 2010, with owner-occupied units accounting for just over three-quarters of all housing units in each of these census decades. Owner-occupied units increased slightly from 1990 to 2000, but in 2010, decreased back to the same level as 1990. Chart B provides a graphic comparison of the number of renter-occupied to owner-occupied units for each census decennial from 1980 to 2010.

Table 3 – Housing Units by Tenure

	Owner Occupied Unit	Percent	Renter Occupied Unit	Percent	Total Occupied Housing Units	Change in total units	Percent Change
1980	3508	77.3%	1,031	22.7%	4539		
1990	4662	76.0%	1472	24%	6134	1595	35.1%
2000	6250	78.3%	1729	21.7%	7979	1845	30.1%
Change 1990 - 2000	1588		257		1845	250	
Percent change	34.1%		17.5%		30.1%		
2010	7222	76.3%	2248	23.7%	9470	1491	18.7%
Change 2000 - 2010	972		519		1491	-354	
Percent change	15.6%		30.0%		18.7%	-19.2%	
Change 1990 - 2010	2560		776		3336	-104	
Percent change	54.9%		52.7%		54.4%	-6.5%	

Source: Decennial United State Census (1980 – 2010)

Chart B – Housing Units by Tenure



Source: Decennial United State Census (1980 – 2010)

Housing Cost: Multifamily Rentals

Multifamily rentals are defined by the U.S. Department of Housing and Urban Development as a building or project with five or more units. On October 27, 2014 and October 28, 2014, City staff conducted a phone survey. All multifamily rental units were polled for their number of units, types of units, and rental costs. Rentals in a duplex, triplex, four-plex, and condominiums were not included in the survey. However, the rental townhomes of Camelia on Bainbridge are included because they are part of a project that is managed by one owner. Based on the survey information, each of the following multifamily rental apartment tables were divided into Market Rate Units (Table 4), Market Rate Senior Units (Table 5), and Rent Assisted Units (Table 6).

Table 4 – Market Rate Multifamily Rental Units

	Total Units	Type	Studio	Rent per Month	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Number Vacant	Vacancy Rate
Eagle's Nest Apts	40	*I&F			25	\$850	15	\$950			2	1%
Island Homestead Apts	75	*I&F					75	\$1,300 - \$1,550			0	0%
Lynwood Commons LLC	30	*I&F	8	\$825	10	\$950	12	\$1300 - \$1450			0	0%
Quay Bainbridge	72	*I&F			38	\$ 895	25	\$ 1,000	9	\$1,200	0	0%
Camelia on Bainbridge	71	*I&F	4	\$1175 - \$1190	13	\$1,105 - \$1,290	36	\$1,310 - \$1,450	18	\$1625 - 1675	0	0%
The Residences at Pleasant Beach	12	*I&F			4	\$1730 - \$2250	3	\$3050 - \$3200	5	\$2570 - \$3550	0	0%
The Cooper - Grow Community	20	*I&F			4	\$975	16	\$1800 - \$1975			0	0%

*I&F – Individuals and Families

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

Assisted Living Units were by far the most expensive multifamily rentals on Bainbridge Island. Table 5 shows that an independent senior living two bedroom apartment is around the median price for two bedroom apartments. An assisted living two bedroom apartment is three times the price in rent. However, assisted living rental prices cannot be directly compared to the market-rate multifamily rental prices as they provide meals and 24-hour staff with a range of services to the residents. The assisted living apartments were not included in the multifamily summaries other than the following table.

Table 5 - Market Rate Independent Senior and Assisted Living Rental Units

	Total Units	Type	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Number Vacant	Vacancy Rate
Winslow Manor Apts	39	Independent Senior (adult living - no children)			39	\$1325 - \$1475			3	1%
Madison Ave Retirement Center	53	Assisted Living	50	\$2500 - \$4100	3	\$3950 - \$5800			3	5%
Wyatt House	42	Assisted Living	39	\$2900 - \$4200	3	\$4500 - \$5000			4	9%
Madrona House	81	Assisted Living	79	\$4000-\$4500	2	\$5,000			28	36%

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

Bainbridge Island contains some rent assisted multifamily units. These units are managed by two private rental management companies, an independent non-profit called the Housing Resources Bainbridge (HRB), and a public housing authority called Housing Kitsap. Since the 1980s, both HRB and Housing Kitsap have made it their mission to provide and facilitate affordable housing on Bainbridge Island and Kitsap County respectively.

Table 6 – Rent Assisted Multifamily Units

	Owner	Total Units	Type	Studios	Rent per Month	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Vacant
Island Home	HRB	10	*I&F					4	\$951	6	\$1,244	0
Village Home	HRB	11	*I&F			11	\$725					0
Western View Terrace	HRB	8	*I&F					8	\$851			0
Janet West	HRB	9	*I&F			8	\$832	1	\$832			0
Island Terrace	Winslow Terrace LLC	48	*I&F			12	\$697	36	\$818			0
Lynnwood Commons	Lynnwood Commons LLC	4	*I&F	1	\$500	3	two for \$500 and one for \$700					0
Rhododendron	Housing Kitsap	50	*I&F			38	\$745	12	\$820			0
550 Madison	Housing Kitsap	14	*I&F			11	\$631	3	\$820			0
Finch Place Apt	Housing Kitsap	29	Senior/ Disabled			29	\$630					0
Virginia Villa	Blue Heron Park Apts LP	40	Senior/ Disabled			36	\$635	4	\$885			0
Winslow Arms	Winslow Arms Associates LLP	60	Senior/ Disabled	1	30% of income	12	30% of income	47	30% of income			0

*I&F – Individuals and Families

Source: Housing Resources Broad provided Rent Assisted data Oct 29, 2014

Currently, Bainbridge Island has a total number of multifamily rental inventory of 642 units. There are eight market-rate, multifamily rental projects with 359 units, comprising 56% of the multifamily apartment inventory. Since 2003, the number of projects has been reduced by four, due to condominium conversions and a demolition, but the amount of units has increased by 42 from new builds. The Park View Apartments, Sea Breeze Apartments, and Victoria Lane were all converted into condominiums. The eleven rent-assisted projects add 283 units, comprising 44% of the multifamily rental inventory. Both the number of rent assisted projects and the number of units have increased since 2003 by three and 26 respectively. The breakdown of rental units and their monthly average rent for each unit type is shown in the following table. One and two-bedroom units make up 92% of the market. Studios and three-bedroom apartment units continue to be in very short supply. A summary of multifamily units and average rentals are included in Table 7.

Table 7 – Summary of Multifamily Units & Average Rents

Multifamily Projects	Total Units	Percent of Total Units	Studio	Average Monthly Rent	One BR	Average Monthly Rent	Two BR	Average Monthly Rent	Three BR	Average Monthly Rent
Market Rate Units	320	50%	12	\$ 944	94	\$ 980	182	\$ 1,380	32	\$ 1,744
Senior Market Rate Units (Non-assisted Living)	39	6%	0	\$ -	0	\$ -	39	\$ 1,400	0	\$ -
Total Market Rate Units	359	56%	12		94		221		32	
Rent Assisted Units	154	24%	1	\$ 500	83	\$ 722	64	\$ 831	6	\$ 1,244
Senior Rent Assisted Units*	129	20%	1	*	77	\$ 633	51	\$ 885	0	\$ -
Total Rent Assisted Units	283	44%	2		160		115		6	
Total all units	642	100%	14		254		336		38	
Percent of total units	100%		2.18%		39.6%		52.3%		5.92%	

* Winslow Arms was excluded from the Average Monthly Rent calculation as their rent is based on 30% of tenants' income. They are still included in the Total Rent Assisted and Total Units.

Table 8 shows significant increases in the average market rate rental prices over the last ten years. The vast majority of apartments, being one and two bedroom, show an average increase in rent of around \$270.00 for a one bedroom and \$473.00 for a two bedroom. Rent-assisted units also show significant increases over the last ten years, but all units showed a smaller percentage increase than market rate. In addition, a qualified individual or family can rent a two bedroom rent-assisted apartment for \$150.00 less per month than a market rate one bedroom apartment.

Table 8 – Summary of Multifamily Rents 2002 and 2014

	Unit Type	FY 2002	FY 2014	Change 2002 - 2014	Percent change
Market Rate	Studios	\$ 850	\$ 944	\$ 94	11.1%
	1 BR	\$ 713	\$ 981	\$ 268	37.6%
	2 BR	\$ 911	\$ 1,384	\$ 473	51.9%
	3 BR	\$ 1,042	\$ 1,744	\$ 702	67.4%
Rent Assisted	Studios	\$ 528	*	*	*
	1 BR	\$ 563	\$ 685	\$ 122	21.7%
	2 BR	\$ 575	\$ 834	\$ 259	45.1%
	3 BR	\$ 916	\$ 1,244	\$ 328	35.8%

Source: 2003 City of Bainbridge Island Housing Needs Assessment and Phone Survey Conducted 10/27/2014 – 10/28/2014

The net gain in multifamily rental apartments was relatively low. Based on the survey results, the net gain was 68 units, bringing the total to 642. This was due to a combination of new construction, demolition, and some apartments being converted into condominiums. Over the last ten years, there was a 12% increase in rental apartment units on Bainbridge Island. However, rental apartments (market rate and rent assisted) make up less than 7% of the total housing units. Additionally, rent assisted apartments make up 3% of the total housing units in the City. These numbers show that the vast majority of new construction of multifamily housing units was condominiums in the last ten years.

According to previous survey data and the most recent survey conducted on October 27 and 28, 2014, the vacancy rate in established projects was 1% or less. Property managers consistently attested to the low vacancy rates and high demand they have for apartments. These vacancy rates are well below 5%, the percentage generally assumed to indicate a healthy rental market with a balance in supply and demand. This means that the demand for apartments has continually exceeded the supply on Bainbridge Island.

Housing Cost: Single-Family Residences

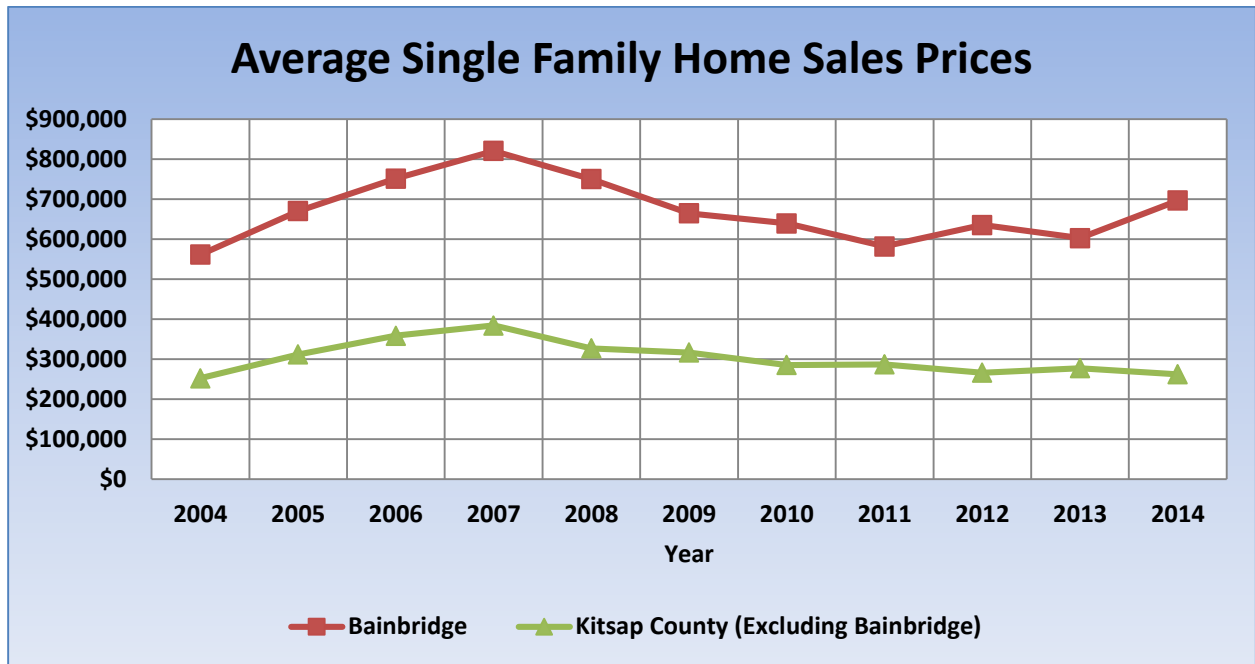
The average single family home sale prices on Bainbridge Island and in the rest of Kitsap County show the same signs of being affected by the national housing bubble and subsequent Great Recession that the rest of the United States experienced during the last decade. Table 9 and Chart C show the average single-family home sale price growing annually to its peak in 2007 of \$820,569.00 in Bainbridge Island and \$384,119.27 in the rest of Kitsap County. After the bubble burst in 2008, housing prices declined until they were able to stabilize between 2011 and 2012 at average price levels seen in 2004. The number of houses sold also reflects the challenges the housing market and the economy endured, with more sales before and after the recession.

Table 9 – Average Single-Family Home Sales and Prices

Bainbridge			Rest of Kitsap County		
Year	Number Sold	Price	Year	Number Sold	Price
2004	469	\$ 561,462.00	2004	2652	\$ 252,513.20
2005	442	\$ 670,004.00	2005	2710	\$ 311,742.00
2006	350	\$ 751,346.00	2006	2418	\$ 358,785.09
2007	333	\$ 820,569.00	2007	1957	\$ 384,119.27
2008	187	\$ 749,862.00	2008	1529	\$ 327,075.27
2009	215	\$ 664,545.00	2009	1615	\$ 316,873.27
2010	256	\$ 639,169.00	2010	1389	\$ 285,491.00
2011	258	\$ 581,855.00	2011	1324	\$ 286,934.73
2012	386	\$ 635,394.00	2012	1540	\$ 266,436.45
2013	415	\$ 602,500.00	2013	1942	\$ 277,468.00
2014 (as of Oct 28)	327	\$ 696,519.80	2014 (as of Oct 28)	2617	\$ 262,381.15

Source: Northwest Multiple Listing Service

Chart C – Average Single-Family Home Sales Prices



Source: Northwest Multiple Listing Service

The following table shows the average price difference between Bainbridge single-family home sales prices and the rest of Kitsap County single-family home sales prices. Since 2004, Bainbridge Island has maintained a price difference of at least \$300,000.00 or higher compared to the rest of homes sold in Kitsap County. This means that homes on Bainbridge Island are consistently worth twice as much as comparable homes throughout the rest of the County. It is interesting to note that after the economic recovery, home sale prices for Bainbridge Island are growing at a faster rate than the rest of Kitsap County, which is holding steady just under an average of \$300,000.

Table 10 – Average Single Family Home Sales Price Comparison

	Bainbridge	Kitsap	Price Difference	Bainbridge Price "premium"	Change in Bainbridge Price	Percent Change	Change in Kitsap Price	Percent Change
2004	\$ 561,462	\$ 252,513	\$ 308,948	222.3%				
2005	\$ 670,004	\$ 311,742	\$ 358,262	214.9%	\$ 108,542	19.3%	\$ 59,228	23.5%
2006	\$ 751,346	\$ 358,785	\$ 392,560	209.4%	\$ 81,342	12.1%	\$ 47,043	15.1%
2007	\$ 820,569	\$ 384,119	\$ 436,449	213.6%	\$ 69,223	9.2%	\$ 25,334	7.1%
2008	\$ 749,862	\$ 327,075	\$ 422,786	229.3%	\$ (70,707)	-8.6%	\$ (57,044)	-14.9%
2009	\$ 664,545	\$ 316,873	\$ 347,671	209.7%	\$ (85,317)	-11.4%	\$ (10,202)	-3.1%
2010	\$ 639,169	\$ 285,491	\$ 353,678	223.9%	\$ (25,376)	-3.8%	\$ (31,382)	-9.9%
2011	\$ 581,855	\$ 286,934	\$ 294,920	202.8%	\$ (57,314)	-9.0%	\$ 1,443	0.5%
2012	\$ 635,394	\$ 266,436	\$ 368,957	238.5%	\$ 53,539	9.2%	\$ (20,498)	-7.1%
2013	\$ 602,500	\$ 277,468	\$ 325,032	217.1%	\$ (32,894)	-5.2%	\$ 11,031	4.1%
2014 (as of Oct 28)	\$ 696,519				\$ 94,019	15.6%		

Source: Northwest Multiple Listing Service

The following table compares single-family home sale prices on Bainbridge Island to other cities and census tract areas in the County as of October 2014. Even with multi-million dollar home sales in other parts of the County, Bainbridge Island has the highest average price of single-family home sales.

Table 11 – Single-Family Home Sales Prices for 2014 (January 1 – October 28)

City	Average Sell Price	Range	Maximum	Minimum
Bainbridge	\$ 696,519.80	327	\$ 3,300,000.00	\$ 180,000.00
Kitsap County (Excluding Bainbridge)	\$ 262,381.15	2617*	\$ 3,490,004.00	\$ 23,000.00
Bremerton	\$ 207,272.70	920	\$ 1,100,000.00	\$ 32,175.00
Hansville	\$ 335,354.08	49	\$ 995,000.00	\$ 137,000.00
Indianola	\$ 416,608.33	12	\$ 875,000.00	\$ 284,900.00
Kingston	\$ 311,569.72	124	\$ 1,225,000.00	\$ 34,000.00
Olalla	\$ 289,974.67	45	\$ 765,000.00	\$ 75,000.00
Port Orchard	\$ 253,289.46	753	\$ 2,649,000.00	\$ 23,000.00
Poulsbo	\$ 354,369.95	414	\$ 3,490,004.00	\$ 24,000.00
Seabeck	\$ 308,326.30	57	\$ 848,000.00	\$ 68,000.00
Silverdale	\$ 288,022.74	199	\$ 648,000.00	\$ 99,900.00
Suquamish	\$ 222,763.16	37	\$ 795,000.00	\$ 43,000.00

*This will not tie with the rest of the Cities and county areas below as Keyport, Manchester, and Southworth did not have enough purchases to provide significant statistics. These seven purchases were included in Countywide Average Sell Price.

Source: Northwest Multiple Listing Service

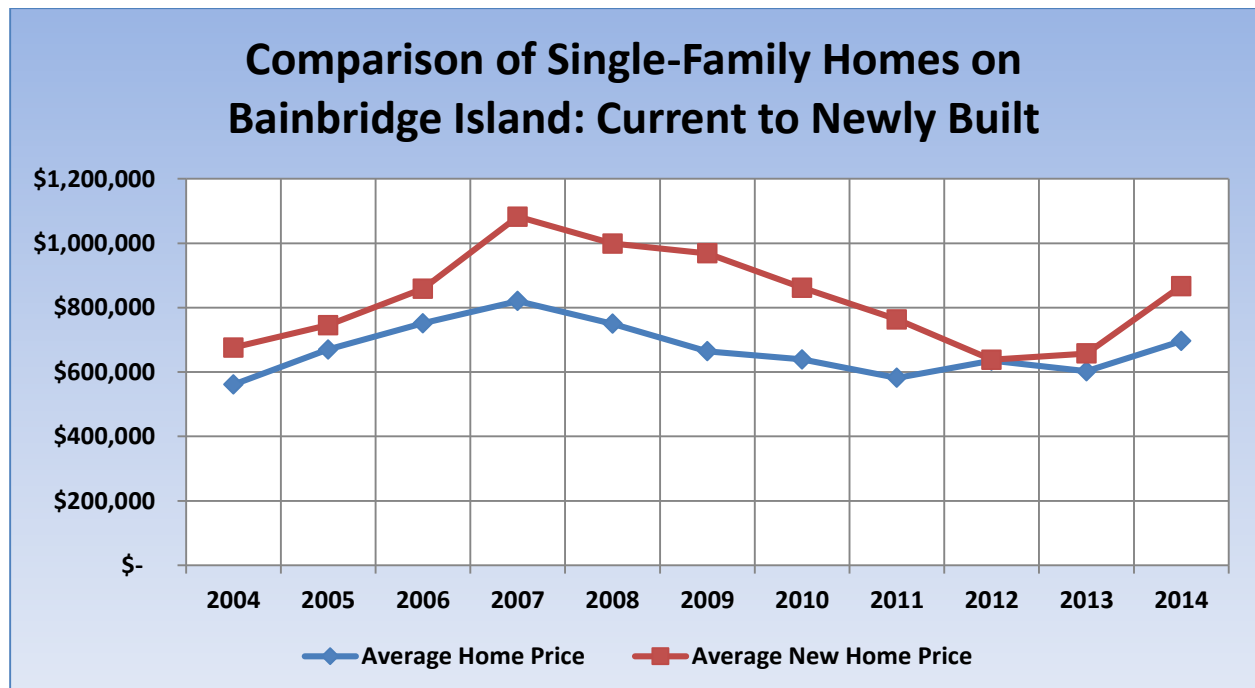
The average new home price on Bainbridge Island followed the same trends as the rest of the U.S. housing market. It continued to increase through 2007 and then decline until 2012. “New” is defined as newly built, either on a new plot of land or after a demolition, with no occupants until after its first sale. Average new single-family home prices sales have consistently stayed above average single-family home prices for the last decade on Bainbridge Island. However, the average sales price of existing homes nearly caught up to the average sales price of a new homes built in 2012. This can be seen in Table 12 and Chart D.

Table 12 – Bainbridge Average Single-Family Home Sales Price: Current Market Vs. New Build

Average Home Price		Average New Home Price	
Year	Price	Year	Price
2004	\$ 561,462	2004	\$ 676,063
2005	\$ 670,004	2005	\$ 745,435
2006	\$ 751,346	2006	\$ 858,720
2007	\$ 820,569	2007	\$ 1,082,562
2008	\$ 749,862	2008	\$ 998,841
2009	\$ 664,545	2009	\$ 968,848
2010	\$ 639,169	2010	\$ 861,939
2011	\$ 581,855	2011	\$ 763,669
2012	\$ 635,394	2012	\$ 638,474
2013	\$ 602,500	2013	\$ 657,640
2014	\$ 696,520	2014	\$ 866,876

Source: Northwest Multiple Listing Service

Chart D - Bainbridge Average Single-Family Home Sales Price: Current Market Vs. New Build



Source: Northwest Multiple Listing Service

Rent Assisted Housing

Bainbridge Island has eleven rent assisted projects that received funds in whole or in part from Federal, State, and/or local agencies. In exchange for favorable financing terms, the property owner commits to providing the housing to a targeted population for a specific term. Commitments can run from 20 to 50 years depending upon the funding source. Federal funding sources include the U.S Department of Housing and Urban Development and the U.S. Department of Agriculture (USDA). Local jurisdictions have priority purchase rights for the USDA projects through the Housing Preservation Section of the Federal Housing Act of 1990 before they are offered on the open market. The USDA projects must provide a one-year notice of intent to pre-pay the loan with notices being sent to the City and to Housing Kitsap. Table 13 shows the date each project's current commitment expires.

Table 13 – Duration of Commitment on Rent Assisted Multifamily Projects

	Owner	Total Units	Type	Number of ADA units	Number of units with subsidy	Required Period of Affordability	subsidy type
Island Home	HRB	10	*I&F		0	12/1/2031	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements
Village Home	HRB	11	*I&F	1	0	8/9/2048	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements
Western View Terrace	HRB	8	*I&F		0		no subsidy - rent, lower than market, HRB rents to those at 80% or below
Janet West	HRB	9	*I&F		0	1/1/2053	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements

	Owner	Total Units	Type	Number of ADA units	Number of units with subsidy	Required Period of Affordability	subsidy type
Island Terrace	Winslow Terrace LLC	48	*I&F	4	19		USDA - Rural Development
Lynnwood Commons	Lynnwood Commons LLC	34	*I&F		4		Follows King County Affordable Housing Incentive Program
Rhododendron	Housing Kitsap	50	*I&F		48	1/1/2016; Renewed annually based on tenant needs	USDA - Rural Development
550 Madison	Housing Kitsap	14	*I&F		0		no subsidy - rent lower than market rate
Finch Place Apt	Housing Kitsap	29	Senior/ Disabled		20	Renewed annually based on tenant needs	USDA - Rural Development
Virginia Villa	Blue Heron Park Apts LP	40	Senior/ Disabled		20	Renewed annually based on tenant needs	USDA - Rural Development
Winslow Arms	Winslow Arms Associates LLP	60	Senior/ Disabled		60	Renewed annually based on tenant needs	Project based Section 8

*I&F – Individuals and Families

Source: HRB provided data

The City's local financing source is the Housing Trust Fund. The Trust Fund was established by ordinance in 1999. Funds were distributed to local non-profits to fund affordable housing projects and programs on the Island. Funding was reduced in response to the financial challenges the City faced during the Great Recession, but the Trust was maintained to fund affordable housing programs on the Island. Recently the Council decided to appropriate \$200,000.00 to the Housing Trust Fund as part of the 2015-16 biennial budget for future housing projects.

Table 14 tallies the number of individuals and families desiring affordable housing on Bainbridge Island. HRB, Housing Kitsap, and other owners of rent assisted multifamily units maintain a waiting list for individuals and families who contact them for affordable rental housing. The current totals of combined waiting lists contain 149 households (individuals and families).

Table 14 – Demand from Waitlists for Existing Rent Assisted Multifamily Units

HRB Projects	Individuals	Households
Total	24	14
Currently Live on BI	10	4
Currently Work on BI	5	5
Disabled	3	3
Female Head of Household	13	13
Other Housing Assisted Projects		
Finch Place Apt		30
Rhododendron		31
550 Madison		6
Virginia Villa		Unknown
Winslow Arms		36
Island Terrace		8
Total of All Projects	24	125

Source: HRB provided data

In addition to the multifamily units mentioned above, HRB also offers three single-family rental housing units on Bainbridge Island to qualifying individuals and families. They are listed in Table 15.

Table 15 – Single-Family Rental Units

Property	Owner	Total Units	Type	Studio	Rent per Month	Three BR	Rent per Month	Vacant	Number of units with subsidy	Subsidy Type
Forest Home (single family home)	HRB	1	*I&F			1	\$1,199	0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below
Dore Cabin (single family home)	HRB	1	*I&F	1	\$725			0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below
Sadie Woodman (single family home)	HRB	1	*I&F			1	\$1,199	0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below

*I&F – Individuals and Families

Source: HRB provided data

Housing Condition

It is difficult to determine the condition of the housing stock of Bainbridge Island as a whole. No surveys have been done to gauge this on a consistent basis. The Kitsap County Assessor's database assesses the value of homes in Kitsap County every six years on a cyclical basis. The database includes a category to assess the condition of a home, but this field is not maintained in a consistent manner. The following Table shows the percentage of houses built during a specific census decennial. As of 2010, 40% of the Island's housing stock was built before 1980. A trend of concern regarding housing condition is the combination of a larger portion of older residents and the increasing cost of housing. An increased percentage of income needed for housing leaves a reduced portion of that income for repairs.

Table 16 – Housing Condition – Year Structure was Built

YEAR STRUCTURE BUILT	2000		2010	
	Number	Percent	Estimate	Percent
Total housing units			10,402	10,402
Built 2010 or later			23	0.20%
Built 2000 to 2009			2,255	21.70%
Built 1990 to 1999	2453	28.8%	2,218	21.30%
Built 1980 to 1989	1463	17.2%	1,759	16.90%
Built 1970 to 1979	1767	20.7%	1,818	17.50%
Built 1960 to 1969	850	10.0%	864	8.30%
Built 1940 to 1959	880	10.3%	744	7.20%
Built 1939 or earlier	1104	13.0%	721	6.90%

Source: American Community Survey (2008-2012)

Vacancy Rates

Vacancy rates for multifamily rental units and housing unit occupancy have been reviewed in earlier sections of this report. The following table reviews occupancy and vacancy rates as of 2010. Based on the survey and the recent recovery of the economy and the housing market, it is fair to assume that occupancies have increased and vacancies have decreased.

Table 17 – 2010 Housing Occupancy

	Bainbridge		Kitsap	
Total housing units	10,584	100%	107,367	100%
Occupied housing units	9,470	89.5%	97,220	90.5%
Vacant housing units	1,114	10.5%	10,147	9.5%
For rent	154	1.5%	2,897	2.7%
Rented, not occupied	27	0.3%	171	0.2%
For sale only	181	1.7%	1,521	1.4%
Sold, not occupied	50	0.5%	336	0.3%
For seasonal, recreational, or occasional use	514	4.9%	2,781	2.6%
All other vacancies	188	1.8%	2,441	2.3%
Homeowner vacancy rate (percent) [8]	2.4	(X)	2.2	(X)
Rental vacancy rate (percent) [9]	6.3	(X)	8.6	(X)

Source: American Community Survey (2008-2012)

Special Housing: Group Homes and Senior Housing

Bainbridge Island has a handful of group homes. The stock of group homes includes nursing homes, assisted living facilities, and a dormitory. The following tables outline the population and vacancy rates, when applicable, of each group home.

Table 18A – Special Housing: Nursing/Assisted Living/Convalescent Homes

Facility Name	Type	2013 Population	2014 Population	Vacancy Rate
Island Health and Rehabilitation	Nursing Home	49	57	N/A
Messenger House Care Center	Nursing Home	75	77	N/A
Madison Ave Retirement Center	Assisted Living	50	50	5%
Wyatt House	Assisted Living	43	38	9%
Madrona House Assisted Living	Assisted Living, number of units have specific focus for residents with dementia and Alzheimer's	0	52	36%
Subtotal		217	274	

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014 and COBI's most recent submission of the annual Housing Unit and Population Estimate Report for the Office of Financial Management

Table 18B – College Dormitory, Fraternity, or Sorority

Facility Name	Type	2013 Population	2014 Population
Island Wood	College Dormitory	20	22
Subtotal		20	22

Source: COBI's most recent submission of the annual 'Housing Unit and Population Estimate Report' for the Office of Financial Management

The following graphic tracks the entire senior group/multifamily unit housing on Bainbridge Island as of 2013. Bainbridge currently has a senior housing stock of 344 units. Multifamily senior housing represents around 3% of housing units of the current stock.

Table 19 – Senior Housing Stock

	Type	Units
Madison Ave Retirement Center	Assisted Living	53
Wyatt House	Assisted Living	42
Madrona House Assisted Living	Assisted Living, number of units have specific focus for residents with dementia and Alzheimer's	81
Winslow Manor Apts	Independent Senior Living	39
Finch Place Apartments	Senior/Disabled	29
Virginia Villa	Senior/Disabled	40
Winslow Arms	Senior/Disabled	60
Total Senior Housing		344

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

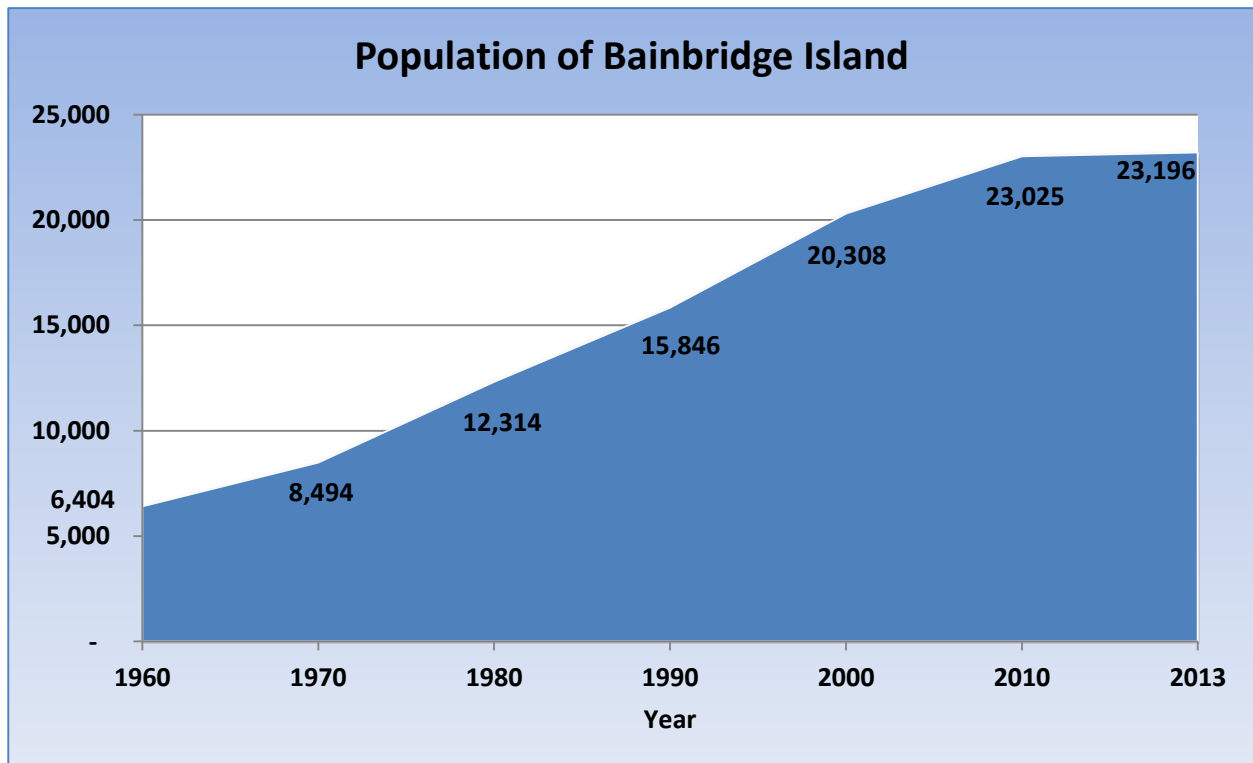
Demographic Profile

The following section provides demographic information about Bainbridge Island over multiple planning periods. The purpose of this information is to provide a cumulative profile of the City's characteristics and to show demographic trends over time. This community profile includes population, race and ethnicity, household size, household type, age, educational attainment, persons in group quarters, household income, wage and employment data, and immigration and migration trends. These characteristics and trends will inform goals and policies during the Comprehensive Plan update process and beyond.

Total Population and Growth

As depicted in Chart E and Table 20, Bainbridge Island saw significant population increases between 1960 and 2000, which then slowed to a relaxed but still positive rate. The Island's population grew rapidly between 1960 and 1980 by 77.6%. The following two decades showed a consistent rate of growth around 28.5% per decade. Between 2000 and 2010, the 3% annual population growth of the previous decades slowed to an approximate 13.5% increase in population for the whole decade. Population growth between 2010 and 2013 has slowed even further to below 1% percent growth (0.72%).

Chart E – Total Population and Growth



Source: Decennial United State Census (1960 – 2010); American Community Survey (2008-2012)

Total Households and Household Size

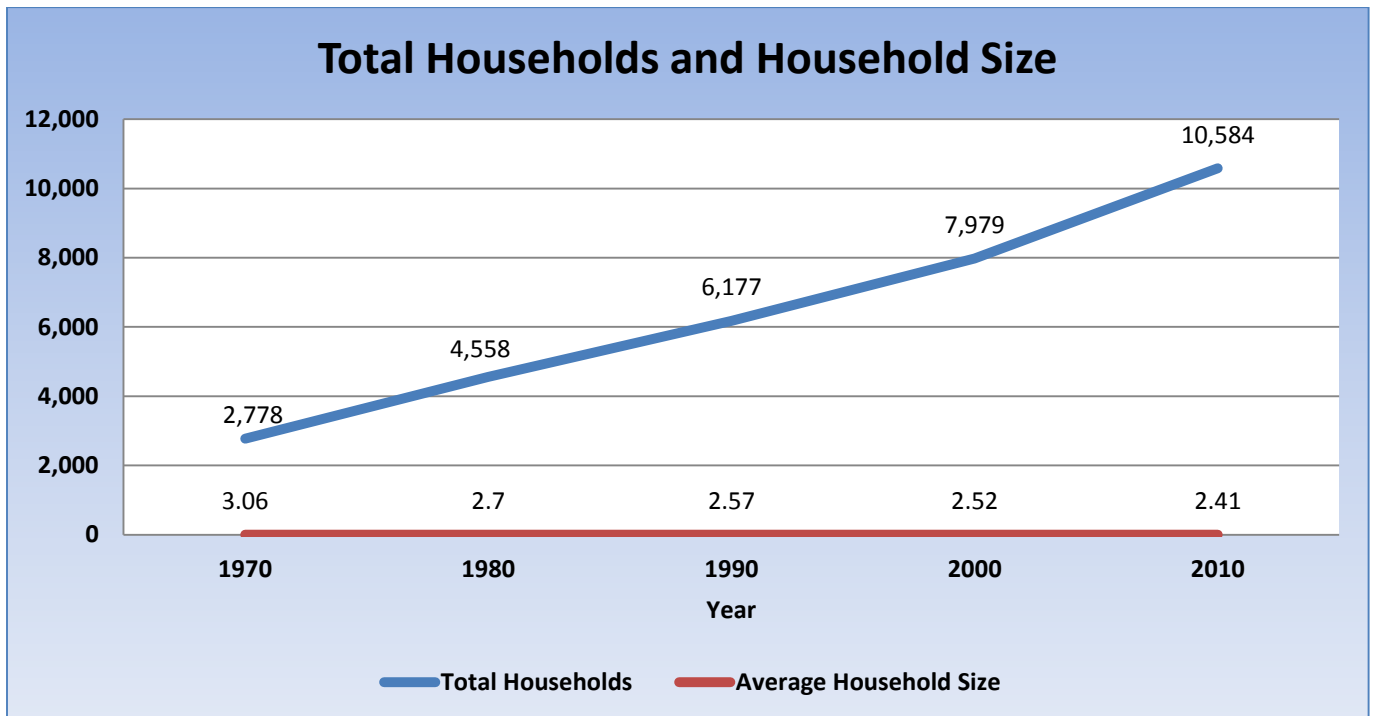
As would be expected, total households increased with population. Table 20 and Chart F show a steady increase in total households on Bainbridge at a rate of around 30% per decade. While the total population and households have increased since 1960, the average household size decreased steadily from 3.06 in 1970 to 2.41 in 2013. Projected household size will likely continue to decrease very slightly based on age demographic movements and current trends. This can be seen in Table 20 and Chart F.

Table 20 – Population, Total Household, and Household Size

Year	1960	1970	1980	1990	2000	2010	2013	Change 1990- 2010	Change 2000 - 2013
Population	6,404	8,494	12,314	15,846	20,308	23,025	23,190		
Change		2,090	3,820	3,532	4,462	2,717	165	7,179	2,882
Percent Change		32.64%	44.97%	28.68%	28.16%	13.38%	0.72%	45.3%	14.2%
Total Households		2,778	4,558	6,177	7,979	10,584			
Change			1,780	1,619	1,802	2,605		4,407	
Percent Change			64.07%	35.52%	29.17%	32.65%		71.3%	
Average Household Size		3.06	2.7	2.57	2.52	2.41			
Change			-0.36	-0.13	-0.05	-0.11		-0.16	
Percent Change			-11.77%	-0.05%	-0.02%	-0.04%		-6.2%	

Source: Decennial United State Census (1960 – 2010); American Community Survey (2008-2012)

Chart F – Total Households and Average Household Size



Source: Decennial United State Census (1970 – 2010)

Household Composition (Type)

The following table (Table 21) shows a breakdown of household types including family and non-family households, whether children under eighteen are present, and single parent households. The number of households on Bainbridge Island doubled between 1980 and 2010. In 1980 the number of married couple households without children under eighteen years of age and those with children under eighteen were the same. Since 1980, the number of households without children under eighteen living at home consistently exceeded those with children. In fact, there was a sharp increase of households without children by 2010. Both male and female headed-households with no spouse have continuously increased since 1980, but it is important to note that there were three times as many female headed households to males. Finally, non-family households, composed of unrelated persons, increased by 160% from 1980 to 2010.

Table 21 – Household Composition (Type)

		Family Households						Non-Family Households
		Married Couples		Male Head – No Spouse		Female Head - No Spouse		(Unrelated Persons)
Children under 18	Total Households	Yes	No	Yes	No	Yes	No	Total
1980	4,558	1,509	1,509	53	49	190	147	1,101
1990	6,134	1,905	2,078	81	45	273	122	1,630
1980 - 1990 change	1,576	396	569	28	-4	83	-25	529
Percent change	34.6%	26.2%	37.7%	52.80%	-8.20%	43.70%	-17.0%	-52.0%
2000	7,979	2,391	2,592	114	75	372	225	2,200
1990 - 2000 change	1,845	486	514	33	30	99	103	570
Percent change	40.50%	32.20%	34.10%	62.30%	61.20%	52.10%	70.10%	-48.20%
2010	9,470	2,343	3,355	146	96	442	229	2,858
2000 - 2010 change	1,491	-48	763	32	21	70	4	658
Percent change	18.7%	-2.0%	29.4%	28.1%	28.0%	18.8%	1.8%	29.9%

		Family Households						Non-Family Households
		Married Couples		Male Head – No Spouse		Female Head - No Spouse		(Unrelated Persons)
Children under 18	Total Households	Yes	No	Yes	No	Yes	No	Total
1980 - 2010 change	4,912	834	1,846	93	47	252	82	1,757
Percent change	107.8%	55.3%	122.3%	175.5%	95.9%	132.6%	55.8%	159.6%

Source: Decennial United State Census (1980 – 2010)

Race Representation

According to the U.S. Census Bureau, the information on race in the 2000 Census and beyond cannot be directly compared to the data in earlier censuses because respondents were and are able to select more than one race category. The question sequence was altered and changes were made to the terminology. The category of “some other race” includes responses to the “two or more races” and all other responses not included in those specified in the first four categories. Persons of Hispanic origin are also included in the other race categories.

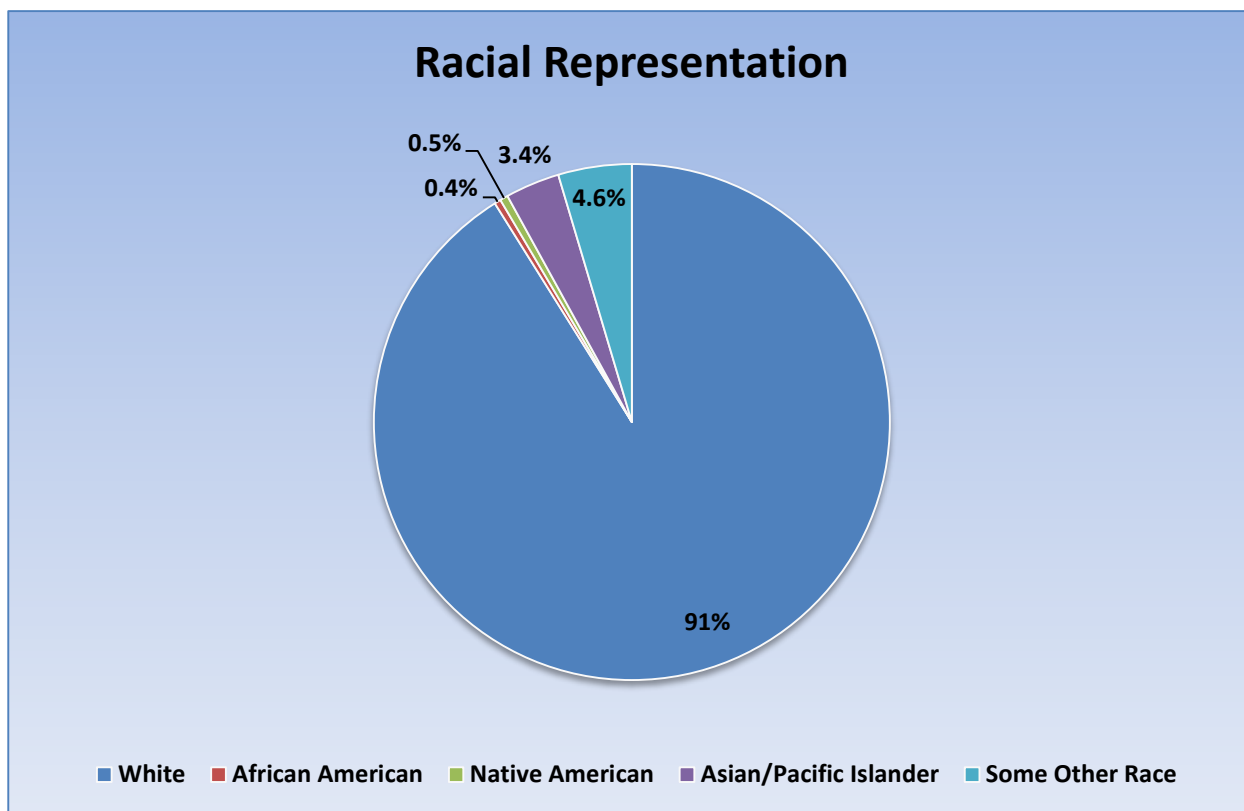
As shown in Table 22, minority racial groups showed some growth in each category between 1980 and 1990. African Americans, Some Other Race, and Hispanic categories showed consistent growth through 2010. The Native American category showed a consistent decline since 1990. The Asian/Pacific Islander category fluctuated slightly, but ultimately showed an increase in the population. As displayed in Table 22, minorities have consistently made up less than 10% of the population of Bainbridge Island since 1980.

Table 22 – Racial Representation

	White	African American	Native American	Asian/Pacific Islander	Some Other Race	Total	Hispanic
1980	11,639	23	70	482	40	12,314	60
Percent of population 1980	95.0%	0.2%	0.6%	3.9%	0.3%	100.0%	0.5%
1990	15,071	43	156	522	54	15,846	237
Percent of population 1990	95.10%	0.30%	1.0%	3.30%	0.30%	100.0%	1.5%
2000	18,863	57	125	509	754	20,308	440
Percent of population 2000	92.9%	0.3%	0.6%	2.5%	3.7%	100.0%	2.2%
2010	20,963	100	111	784	1067	23,025	887
Percent of population 2010	91%	0.4%	0.5%	3.4%	4.6%	100%	3.9%
Change 1980 - 2000	7,224	34	55	27	714	7,994	380
Percent change	62.1%	147.8%	78.8%	5.6%	1785.0%	64.9%	633.3%
Change 2000 - 2010	2,100	43	-14	275	313	2,717	447
Percent change	11.1%	75.4%	-11.2%	54.0%	41.5%	13.4%	101.6%

Source: Decennial United State Census (1980 – 2010)

Chart G – Racial Representation in 2010



Source: Decennial United State Census (2010)

Age Distribution

As can be seen in Table 23 below and Charts H and I that follow, there have been significant changes in age distributions of the Island's population during the thirty-year span from 1980 to 2010. In 1980 Bainbridge Island had a fairly even distribution of age groups. Since that time the population has seen significant increases in the five to seventeen, thirty-five to fifty-nine, and the sixty and over age groups, so much so that these age groups make up 86% of the population. Further analysis of the trend of each age group follows:

- **0 – 4 Age Group:** The population of children ages zero to four declined by 10% between 2000 and 2010. This suggests that fewer births are occurring in Bainbridge Island than in previous decades. This age group represents the smallest in size compared to the rest of the age groups.
- **5 – 17 Age Group:** The population of children ages five to seventeen increased by 45% between 1990 and 2010. In addition, the representation of this age group stayed around 20% of the population.

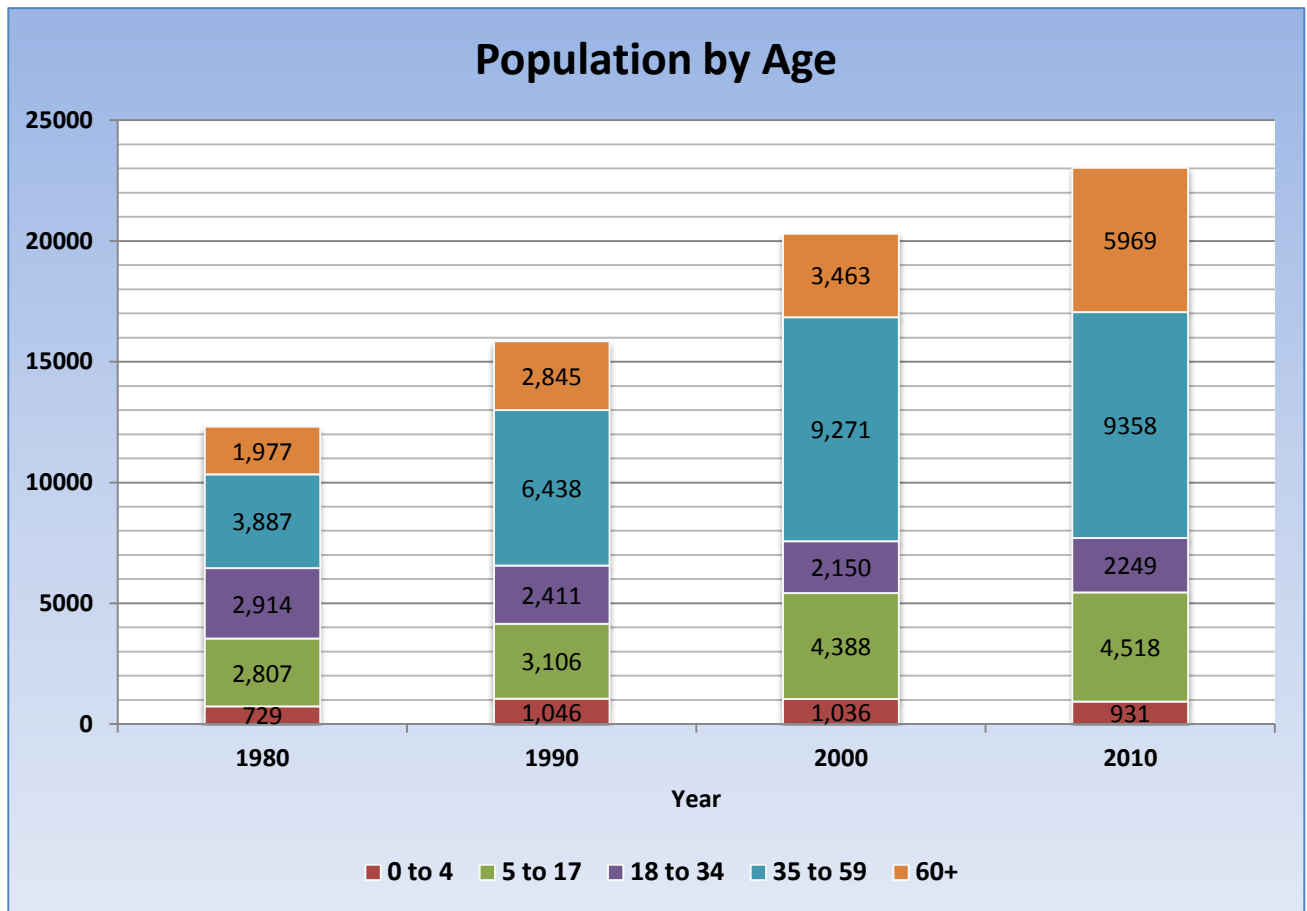
- **18 – 34 Age Group:** The population of adults ages eighteen to thirty-four continuously declined between 1980 and 2000. However, this age group increased by 100 individuals between 2000 and 2010. This age group represents the second smallest in size compared to the rest of the age groups.
- **35 – 59 Age Group:** The population of adults between the ages of thirty-five and fifty-nine has nearly tripled between 1980 and 2010. This age group has consistently represented the largest in size compared to the other age groups.
- **60 and Over Age Group:** The population of adults sixty years and older has increased by 72% between 2000 and 2010. It surpassed the five to seventeen year old age group during this time, making it the second largest age group compared to the other age groups.

Table 23 – Population by Age

Age Group	0 to 4	5 to 17	18 to 34	35 to 59	60+	Total
1980	729	2,807	2,914	3,887	1,977	12,314
Percent of Total	5.90%	22.80%	23.70%	31.60%	16.10%	100%
1990	1,046	3,106	2,411	6,438	2,845	15,846
Percent of Total	6.60%	19.60%	15.20%	40.60%	18.00%	100%
2000	1,036	4,388	2,150	9,271	3,463	20,308
Percent of Total	5.10%	21.60%	10.60%	45.70%	17.10%	100%
2010	931	4,518	2,249	9,358	5,969	23,025
Percent of Total	4.0%	19.6%	9.8%	40.6%	26.0%	100%
Change 1990 - 2010	-115	1,412	-162	2,920	3,124	7,179
Percent Change 1990 - 2010	-11.00%	45.46%	-6.72%	45.36%	109.81%	45.30%
Change 2000 - 2010	-105	130	99	87	2,506	2,717
Percent Change 2000 - 2010	-10.13%	2.96%	4.60%	0.94%	72.37%	13.38%

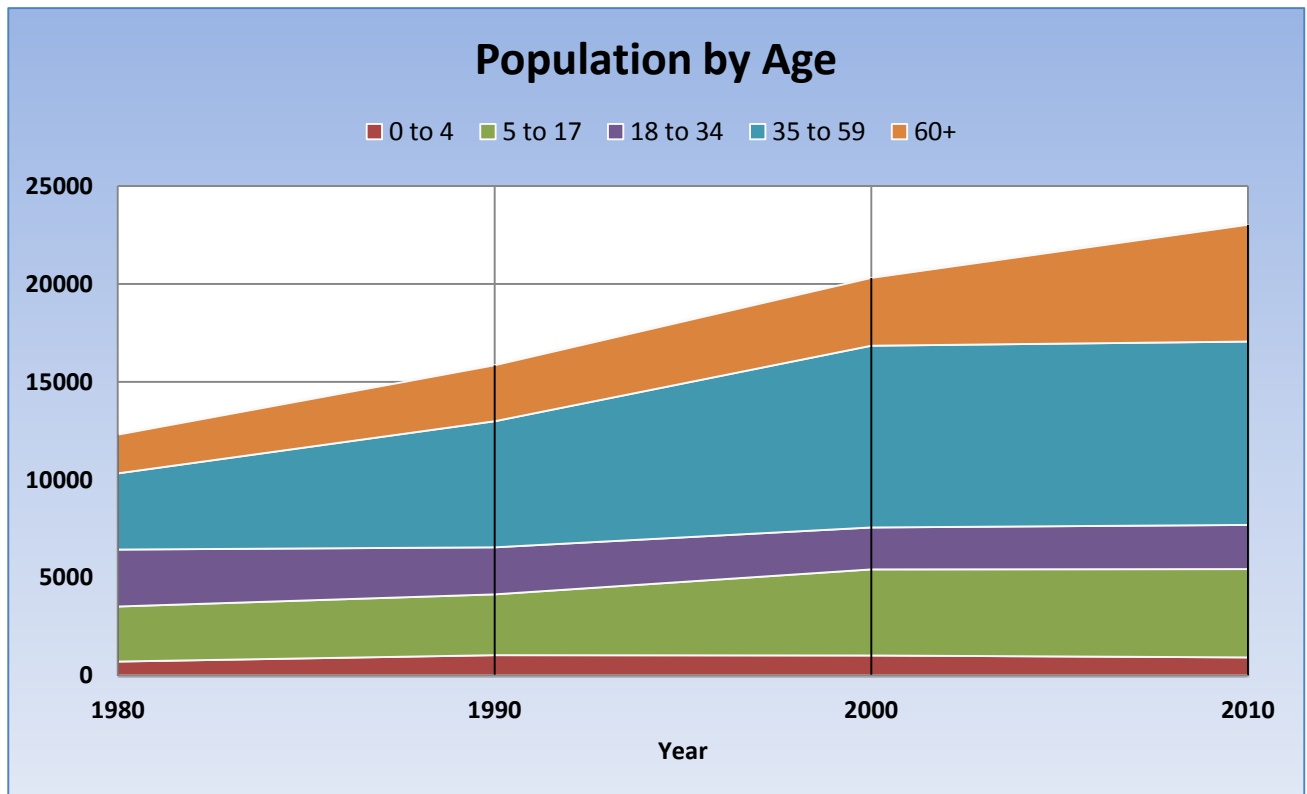
Source: Decennial United State Census (1980 – 2010)

Chart H – Population by Age (Bar Chart)



Source: Decennial United State Census (1980 – 2010)

Chart I – Population by Age (Trend Chart)

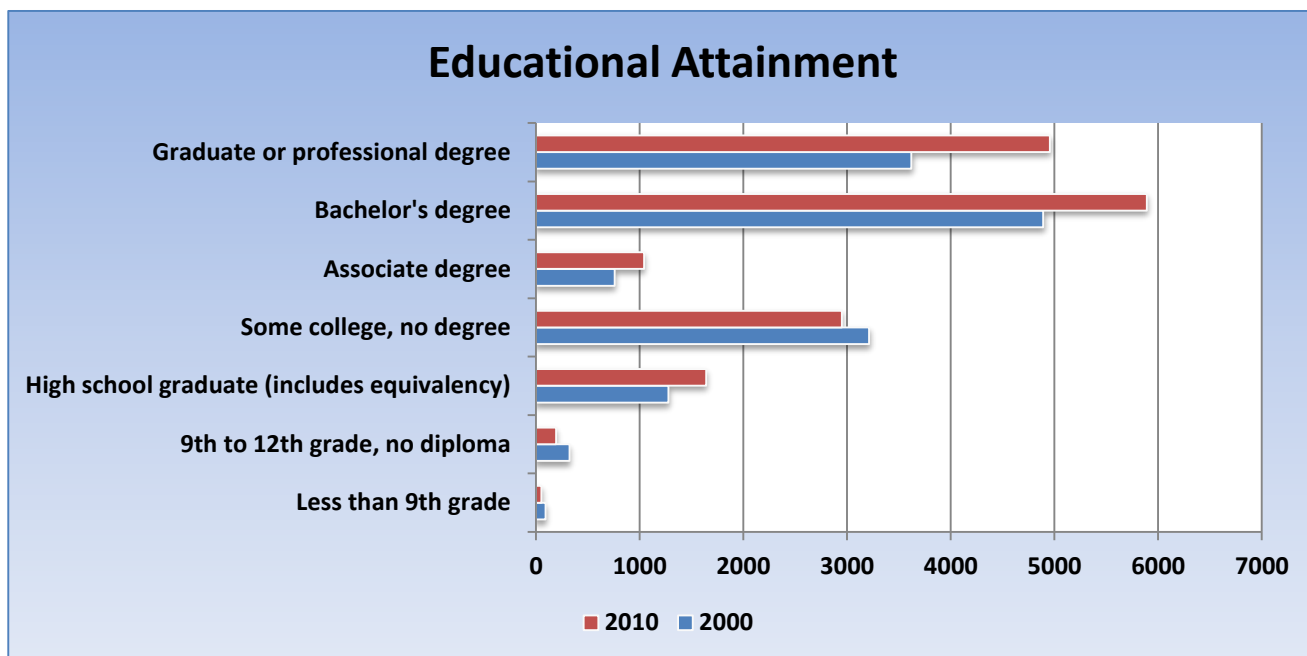


Source: Decennial United State Census (1980 – 2010)

Educational Attainment

Bainbridge Island has a relatively high educational attainment rate. As of 2010, around 98% of the population 25 years old and over had obtained a high school degree or higher and almost 65% of 25 year olds and older obtained a bachelor's degree. In addition, both statistics increased between 2000 and 2010. A detailed breakdown of educational attainment comparing 2000 to 2010 can be seen below in the Chart J.

Chart J – Educational Attainment



Source: Decennial United State Census (1980 – 2010)

Household Income

The Bainbridge Island Median Household Income, according to the 2010 Census, was \$92,558.00 compared to the Kitsap County Median Household Income of \$61,776.00. Between 2000 and 2010, the Bainbridge Median Income jumped \$22,447 compared to Kitsap's increase of \$14,802. However, the percentage increase in Median Income was consistent between Bainbridge Island and the rest of Kitsap County.

Table 24 – Bainbridge Island & Kitsap County Income Figures

	1990	2000	Percent change 1990 and 2000	2010	Percent change 2000 and 2010	Percent change 1990 and 2010
Median Household Income						
Bainbridge	\$ 42,135.00	\$ 70,110.00	66.40%	\$ 92,558.00	32.0%	119.7%
Kitsap	\$ 32,038.00	\$ 46,840.00	46.20%	\$ 61,776.00	31.9%	92.8%
Median Family Household Income						
Bainbridge	\$ 51,971.00	\$ 83,415.00	60.50%	\$ 120,200.00	44.1%	131.3%
Kitsap	\$ 36,942.00	\$ 53,878.00	45.80%	\$ 73,731.00	36.8%	99.6%
Average Household Income						
Bainbridge	\$ 57,751.00	\$ 93,078.00	61.20%	\$ 130,379.00	40.1%	125.8%
Kitsap	\$ 38,095.00	\$ 58,299.00	53.0%	\$ 77,782.00	33.4%	104.2%
Per Capita Income						
Bainbridge	\$ 22,437.00	\$ 37,482.00	67.10%	\$ 53,589.00	43.0%	138.8%
Kitsap	\$ 14,282.00	\$ 22,317.00	56.30%	\$ 31,287.00	40.2%	119.1%

Source: Decennial United State Census (1990 – 2010)

Wage and Employment Data

Employment Status

Table 25 shows the trends of employment status on Bainbridge Island. The combination of an increase in population of 60 years and older age group, who typically are retired or working less, and the Great Recession are likely factors in the increases in the categories “Population Not in the Labor Force” and “Unemployment.”

Table 25 – Employment Status

	2000		2010	
	Number	Percent	Number	Percent
Population 16 years and over	15,626	100%	18,627	100%
In labor force	10,026	64.2%	11,196	60.1%
Civilian labor force	9,929	63.5%	11,125	59.7%
Employed	9,670	61.9%	10,284	55.2%
Unemployed	259	1.7%	841	4.5%
Armed Forces	97	0.6%	71	0.4%
Not in labor force	5,600	35.8%	7,431	39.9%
Own children under 6 years	1,198	100%	1,147	
All parents in family in labor force	513	42.8%	660	57.5%
Own children 6 to 17 years			3,959	3,959
All parents in family in labor force			2,332	58.9%

Source: Decennial United State Census (2000 – 2010)

Table 26 shows the percentages of families and individuals whose incomes in the last year were below the poverty line in the years 2000 and 2010. Almost every category within the Poverty Status Table was higher in the 2010 census verses the 2000 census, but this seems expected at the height of the recession in 2010.

Table 26 – Poverty Status

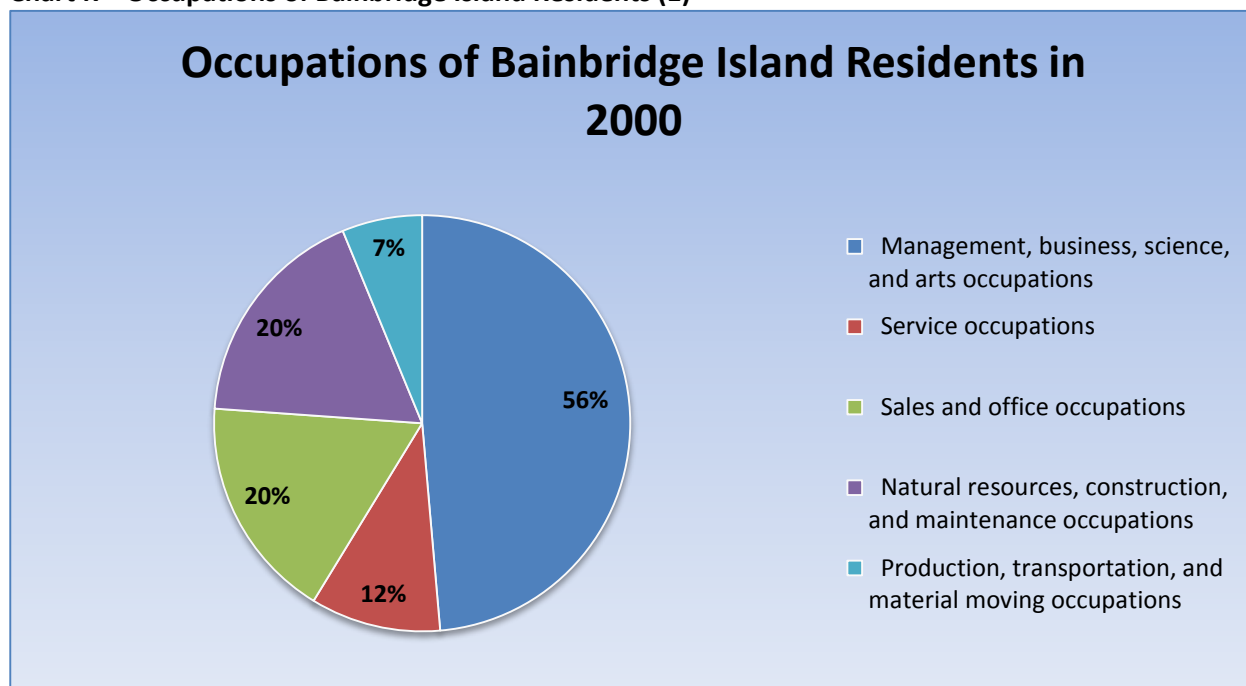
	2000		2010	
	Number	Percent	Number	Percent
All families	171	3%		3.3%
With related children under 18 years	115	3.9%		4.5%
With related children under 5 years only	36	4.1%		10.9%
Married couple families				2.0%
With related children under 18 years				2.6%
With related children under 5 years only				7.5%
Families with female householder, no husband present	72	12.1%		12.9%
With related children under 18 years	55	14%		12.2%
With related children under 5 years only	18	31%		22.9%

	2000		2010	
	Number	Percent	Number	Percent
All people	896	4.4%		5.4%
Under 18 years				5.9%
Related children under 18 years	206	3.8%		5.4%
Related children under 5 years				14.1%
Related children 5 to 17 years	168	3.9%		3.5%
18 years and over	686	4.7%		5.3%
18 to 64 years				6.2%
65 years and over	81	3.3%		2.1%
People in families				3.4%
Unrelated individuals 15 years and over	362	12.8%		16.5%

Source: Decennial United State Census (2000 – 2010)

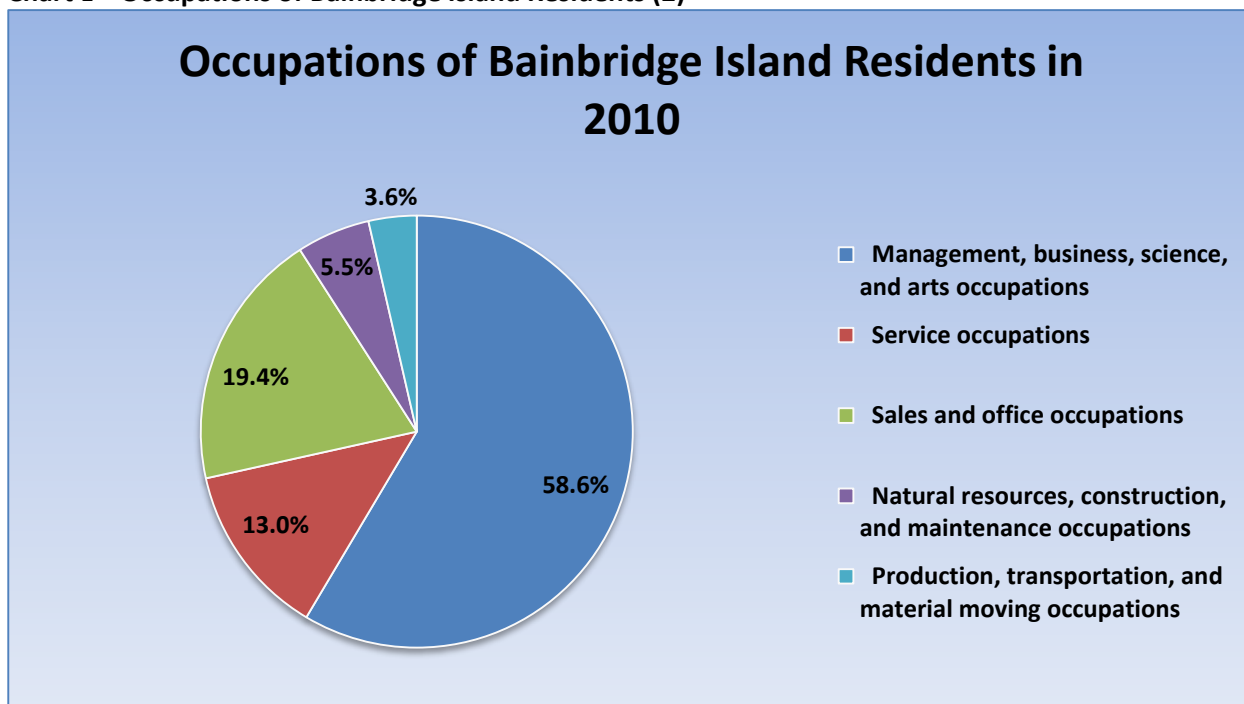
The number of employed residents who are sixteen years and over increased from 9,670 in 2000 to 10,284 in 2010. While the majority of occupational categories were consistent, “Natural Resources, Construction, and Maintenance” occupations decreased by a three-fourths and “Production, Transportation, and Material Moving” occupations decreased by nearly half over the decade. This can be seen in the two occupation charts that follow (Chart K and Chart L).

Chart K – Occupations of Bainbridge Island Residents (1)



Source: Decennial United State Census (2000)

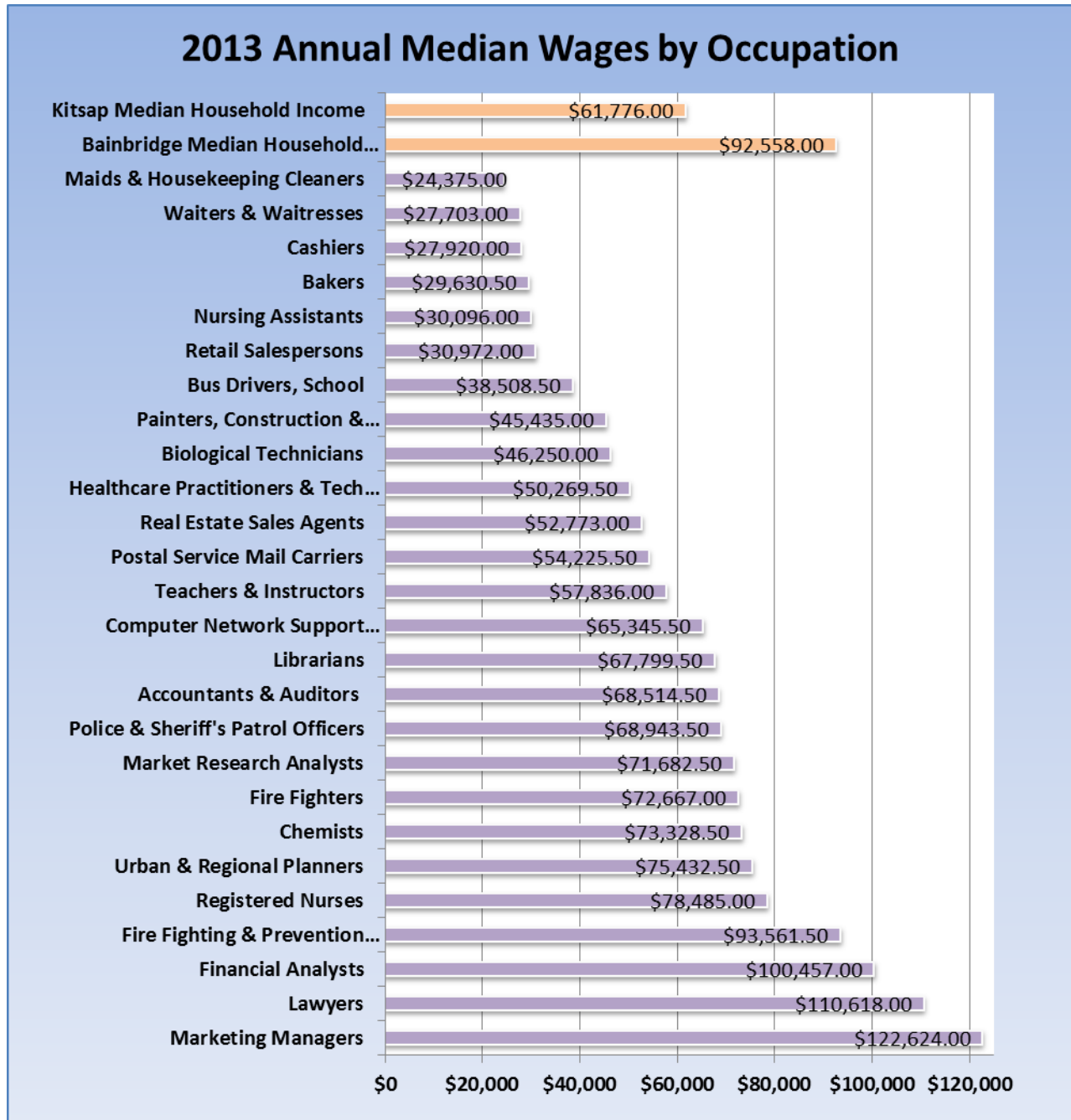
Chart L – Occupations of Bainbridge Island Residents (2)



Source: Decennial United State Census (2010)

Chart M compares the Median Household Income of Bainbridge Island and Kitsap County to the Annual Median Wages for a selected range of occupations found on Bainbridge Island. The occupational wages of the Bremerton-Silverdale area and the Seattle-Bellevue-Everett area were averaged per position to better represent the possible wages of individuals on Bainbridge as surveyed by the Washington State Employment Security Department.

Chart M - Median Income in 2010 versus Median Wages in 2013



Source: 2013 Occupational Employment and Wages Estimates – Labor Market and Economic Analysis, June 2013, Washington State Employment Security Department

Immigration and Migration

As of 2012, almost 90% of householders on Bainbridge Island had moved into their current residence before 2009. Only 38% of Bainbridge Island householders moved into their current residence before 1999. These trends mimic the trends in population growth as well as the economically-charged housing market through the early 2000 before the recession. These numbers are displayed in Chart 27.

Chart 27 – Year Householder Moved into Unit

	Number	Percent
Occupied housing units	9,325	100%
Moved in 2010 or later	964	10.30%
Moved in 2000 to 2009	4,827	51.80%
Moved in 1990 to 1999	2,004	21.50%
Moved in 1980 to 1989	873	9.40%
Moved in 1970 to 1979	376	4.00%
Moved in 1969 or earlier	281	3.00%

Source: American Community Survey 2008-2012

Determining Existing and Future Housing Needs

The Housing Element should include an inventory and analysis of existing and projected housing needs. The element should identify the number of housing units necessary to accommodate projected growth, including government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities.

Determining the existing need for housing at all income levels is an important step for jurisdictions in evaluating current policies and provides the basis for determining future housing needs of projected housing growth.

WAC rules identify topics to consider when looking at housing needs, including:

- Workforce housing
- Jobs-to-housing-balance
- Reasonable measure to address inconsistencies found in the Buildable Lands Report
- Affordable housing

Methods to Assess Housing Needs

Cost Burden Analysis

The US Department of Housing and Urban Development (HUD) defines any household spending more than 30% of household income on housing as “cost burdened.” Extremely cost burdened households are defined as households that pay more than 50 percent of income on housing. Households that pay more than 30 percent of their income for housing may face additional financial challenges for purchasing food, education, transportation, and medical care. Extremely cost-burdened low-income households are at risk of becoming homeless. The percentage of households that are cost burdened, in addition to the percentage that is extremely cost burdened, is an indicator of an existing unmet need for affordable housing.

A cost burden analysis is applied both to renter and owner households. The WAC requires jurisdictions to make adequate housing provisions for all economic segments of the community; a cost burden analysis will help determine the existing and projected housing need. Table 29 displays household income, monthly housing costs, and monthly housing costs as a percent of household income for Bainbridge Island in 2012. Each set is divided into total occupied housing units, owner-occupied housing units, and renter-occupied housing units.

The last set in Table 29 shows the percent of residents whose monthly housing costs make up more than 30% of their income, which is Bainbridge Island’s cost burden analysis. However, there are some important points to make from the other two table sections. As displayed in Table 29A, median household income for owner-occupied housing units (\$110,670) was more than double the median household income of renter-occupied units (\$46,905). The number of owner-occupied housing units (7,329) is over three-and-a-half times the number of renter-occupied units (1,996). The significant difference in income levels between the overall median household income of \$92,558, which is still almost double to the \$46,905 of median income for individuals and families in renter-occupied units, is tied to the types of housing units available.

Table 29A – Cost Burden Analysis: Household Income in 2012

	Total Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Occupied Housing Units	9,325	+/-256	7,329	+/-323	1,996	+/-254
Household Income in the Past Twelve Months (in 2012 Inflation-Adjusted Dollars)						
Less than \$5,000	1.6%	+/-0.8	1.5%	+/-0.9	1.7%	+/-1.6
\$5,000 to \$9,999	1.8%	+/-1.0	0.7%	+/-0.6	5.9%	+/-4.1
\$10,000 to \$14,999	1.2%	+/-0.8	1.3%	+/-0.9	0.7%	+/-1.1
\$15,000 to \$19,999	3.2%	+/-1.2	1.7%	+/-0.9	8.7%	+/-4.4
\$20,000 to \$24,999	3.3%	+/-1.3	3.6%	+/-1.4	2.3%	+/-2.1
\$25,000 to \$34,999	6.0%	+/-2.0	3.5%	+/-1.2	15.1%	+/-7.6
\$35,000 to \$49,999	11.1%	+/-2.3	9.6%	+/-2.6	16.4%	+/-6.7
\$50,000 to \$74,999	13.1%	+/-2.4	11.6%	+/-2.3	18.2%	+/-6.8
\$75,000 to \$99,999	12.2%	+/-2.1	11.4%	+/-2.2	15.4%	+/-5.1
\$100,000 to \$149,999	19.1%	+/-2.5	21.5%	+/-2.9	10.4%	+/-5.8
\$150,000 or more	27.4%	+/-2.9	33.5%	+/-3.3	5.2%	+/-2.8
Median Household Income	\$92,558	+/-9,860	\$110,670	+/-7,103	\$46,905	+/-10,469

Source: American Community Survey (2008 – 2012)

Table 29B displays Bainbridge Island’s monthly housing costs in 2012. Over 43% of individuals and families pay more than \$2,000 a month in housing costs. Furthermore, 52% of individuals and families that own their housing unit pay more than \$2,000. The majority (31.5%) of renter-occupied housing units pay between \$1,000 and \$1,499 a month. However, 23% of renters pay \$1,500 or more a month for housing. Monthly housing costs will also be useful in the Workforce Housing Analysis.

Table 29B – Cost Burden Analysis: Monthly Housing Costs in 2012

	Occupied housing units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Less than \$100	0.2%	+/-0.3	0.2%	+/-0.4	0.0%	+/-1.6
\$100 to \$199	0.7%	+/-0.6	0.8%	+/-0.7	0.7%	+/-1.1
\$200 to \$299	1.9%	+/-1.1	0.6%	+/-0.5	6.6%	+/-4.8
\$300 to \$399	0.8%	+/-0.8	1.1%	+/-1.1	0.0%	+/-1.6
\$400 to \$499	1.7%	+/-0.9	1.6%	+/-0.8	2.4%	+/-2.2
\$500 to \$599	3.2%	+/-1.3	3.2%	+/-1.2	3.4%	+/-3.7
\$600 to \$699	2.9%	+/-1.0	2.7%	+/-1.1	3.7%	+/-2.7
\$700 to \$799	5.2%	+/-1.3	4.8%	+/-1.2	6.8%	+/-3.9
\$800 to \$899	5.2%	+/-2.0	2.8%	+/-1.1	14.0%	+/-7.0
\$900 to \$999	3.7%	+/-1.3	3.4%	+/-1.5	4.8%	+/-2.9
\$1,000 to \$1,499	17.1%	+/-2.4	13.2%	+/-2.3	31.5%	+/-6.8
\$1,500 to \$1,999	13.3%	+/-2.2	13.7%	+/-2.5	11.7%	+/-4.6
\$2,000 or more	43.4%	+/-2.9	52.0%	+/-3.0	11.9%	+/-5.7
No cash rent	0.6%	+/-0.5	(X)	(X)	2.7%	+/-2.1
Median (dollars)	1,800	+/-87	2,079	+/-120	1,089	+/-105

Source: American Community Survey (2008 – 2012)

Table 29C shows the calculation of five different income groups' cost burden. Based on 2012 data, over 35% of all residents at all income levels experience housing cost burden on Bainbridge Island. Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened. The majority (around 14%) of these residents have an income of \$75,000 or more a year. Almost 40% of individuals and families at all income levels who live in renter-occupied housing units are cost burdened. The majority (around 28%) of these residents have an annual income between zero and \$34,999. This means that as of 2012, 569 renters on the Island that have an income of \$34,999 or less are housing cost burdened. This is concerning as lower income cost burdened households are more likely to have to choose between housing costs and other necessities.

Table 29: C - Monthly Housing Costs as a Percentage of Household Income in 2012

	Occupied housing units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
Monthly Housing Costs	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Monthly Housing Costs as a Percentage of Household Income in the Past 12 Months						
Less than \$20,000	6.8%	+/-1.8	4.6%	+/-1.6	15.0%	+/-6.0
Less than 20 percent	0.8%	+/-0.6	0.6%	+/-0.6	1.3%	+/-1.1
20 to 29 percent	0.3%	+/-0.3	0.3%	+/-0.4	0.0%	+/-1.6
30 percent or more	5.8%	+/-1.8	3.6%	+/-1.5	13.8%	+/-5.9
\$20,000 to \$34,999	9.3%	+/-2.2	7.1%	+/-1.7	17.4%	+/-7.6
Less than 20 percent	1.1%	+/-0.9	0.8%	+/-0.6	2.3%	+/-3.6
20 to 29 percent	0.7%	+/-0.5	0.8%	+/-0.6	0.5%	+/-0.7
30 percent or more	7.5%	+/-2.0	5.5%	+/-1.7	14.7%	+/-7.1
\$35,000 to \$49,999	10.9%	+/-2.3	9.6%	+/-2.6	15.8%	+/-6.7
Less than 20 percent	2.5%	+/-1.0	2.3%	+/-1.0	3.1%	+/-3.7
20 to 29 percent	2.6%	+/-1.3	1.2%	+/-1.1	7.5%	+/-4.8
30 percent or more	5.9%	+/-1.7	6.1%	+/-2.0	5.2%	+/-2.9
\$50,000 to \$74,999	12.9%	+/-2.4	11.6%	+/-2.3	17.6%	+/-6.9
Less than 20 percent	4.2%	+/-1.3	3.9%	+/-1.4	5.5%	+/-3.6
20 to 29 percent	4.1%	+/-1.3	2.9%	+/-1.1	8.5%	+/-5.4
30 percent or more	4.6%	+/-1.3	4.9%	+/-1.5	3.6%	+/-2.2
\$75,000 or more	58.8%	+/-3.2	66.3%	+/-3.2	31.0%	+/-8.1
Less than 20 percent	31.5%	+/-3.0	35.1%	+/-3.5	18.3%	+/-6.2
20 to 29 percent	16.0%	+/-2.3	17.5%	+/-2.5	10.7%	+/-5.8
30 percent or more	11.3%	+/-2.2	13.8%	+/-2.6	2.1%	+/-2.0
Zero or negative income	0.7%	+/-0.5	0.7%	+/-0.5	0.5%	+/-0.8
No cash rent	0.6%	+/-0.5	(X)	(X)	2.7%	+/-2.1

Source: American Community Survey (2008 – 2012)

Housing cost burden is one important measure of how well the existing housing market is meeting actual needs of residents. Policy implications could include measures to stimulate housing production and a variety of housing types. Previous indicators and this analysis suggest that an increased production in apartments, both market-rate and rent-assisted, would benefit the City of Bainbridge. However, there are limits to meeting affordability needs through new housing production alone and a full range of other tools targeted specifically to affordable, below market rate housing preservation and production are necessary as well.

Affordability by Income Level Analysis

Affordability of housing is considered in relation to the amount of income available to households. PSRC suggests Area Median Income (AMI) as a benchmark of the median income assessed by HUD at the

Metropolitan Statistical Area or the Fair Market Rent Area, which is used to determine eligibility for subsidized housing. To determine the AMI associated with our jurisdiction, household incomes were divided into the categories below representing different levels of affordability based on the Median Family Income of Bainbridge Island in 2012.

This method of analysis complements and builds upon the employment and household growth targets set by each county and meets GMA and VISION 2040 requirements to plan for a range of housing options and affordability at all income levels. When applied to the existing housing stock, this analysis provides a measure of existing need. With a few simple assumptions, future need can be described based on the percent of households in each income category.

Table 30 – Area Median Income Categories (Comparing Regional and Jurisdictional Shares)

Income Category	Percent Area Median Income (AMI)	Regional Share	Jurisdictional Share	Household Income Ranges
Upper-income households	Earning more than 120% of AMI	35% of households	46% of households	\$111,070 and Above
Middle-income households	Earning 80% to 120% of AMI	22% of households	13% of households	\$74,047 - \$111,070
Moderate-income households	Earning 50% to 80% of AMI	18% of households	13% of households	\$74,047 - \$46,279
Low-income households	Earning 30% to 50% of AMI	12% of households	17% of households	\$46,279 - \$27,767
Very low-income households	Earning less than 30% of AMI	13% of households	11% of households	\$27,767 - \$0.00

Source: PSRC Housing Element Guide 2014 and American Community Survey (2008-2012)

The above table shows that Bainbridge Island's jurisdictional share deviates from the proscribed regional share. The number of upper-income households is 10% higher than suggested, while the middle-income and moderate-income are 9% and 5% lower respectively. This first step in the affordability by income analysis suggests that Bainbridge Island could increase its stock of middle- and moderate-income households.

Table 31 gives the number of housing units per price range on Bainbridge Island based on 2013 data from Kitsap County's Assessor's Office. The data removed all assessed land that did not have any

additional value added and rolled up housing number values into set price ranges to see how many housing units were in a specific price range. This can be an indicator of how many units are in each income price range and how many units at specific price ranges the City could encourage to promote affordable housing at all income levels.

The data gives some insight to the current housing stock on Bainbridge Island. Based on the number of assessed value units, over half of the housing units on the Island are condominiums, mobile homes, or homes between the \$100,000 to \$299,999 price ranges. The number of condominiums on the Island has increased over the last decade with a number of developments in the Winslow area including Harbor Square and some of the Grow properties. Condominiums are an effective approach to housing an aging population, which is consistent with the demographic information on Bainbridge. However, this housing does not support young families who want to raise a family in a house on the Island. As shared earlier, the average single family home value is nearly \$700,000 this year. The number of housing units in the market value ranges compared to the number of income households is another indicator that more affordable housing is needed in the middle, moderate and lower income ranges.

Table 31 – Number of Housing Units per Price Range

Market Value Range	Count in Range	Percentage
\$0.00 - \$49,999	37	0.66%
\$50,000 - \$99,999	244	4.36%
\$100,000 - \$199,999	1350	24.15%
\$200,000 - \$299,999	1588	28.41%
\$300,000 - \$399,999	909	16.26%
\$400,000 - \$499,999	479	8.57%
\$500,000 - \$599,999	301	5.38%
\$600,000 - \$699,999	168	3.01%
\$700,000 - \$799,999	107	1.91%
\$800,000 - \$899,999	64	1.14%
\$900,000 - \$999,999	77	1.38%
\$1,000,000 - \$1,999,999	186	3.33%
\$2,000,000 - \$2,999,999	41	0.73%
\$3,000,000 - \$3,999,999	10	0.18%
\$4,000,000 - \$4,999,999	8	0.14%
\$5,000,000 - \$5,999,999	7	0.13%
\$6,000,000 - \$6,999,999	3	0.05%
\$7,000,000 - \$7,999,999	3	0.05%
\$8,000,000 - \$8,999,999	1	0.02%
\$9,000,000 - \$9,999,999	7	0.13%
Total	5590	100.00%

Source: Kitsap County Assessor's Office – 2013 Assessed Value Data

Table 32 compares rent limits based on 2013 Income Limits for Seattle-Bellevue HUD Metro Fair Market Rent Area to current market rental prices on Bainbridge Island. The purpose of this analysis is to show the range of rental amounts that would be affordable for different sizes of housing units and households. Based on the AMI categories above, the average rental prices are affordable at the top of the income ranges while 43% of households in the community are cost burdened and qualify for assistance or more opportunities for affordable housing. It is important to reiterate that 28% of residents on the Island are very-low or low income and only around 6% of housing units are dedicated to affordable housing on Bainbridge Island (including rental and Ferncliff Village houses).

Table 32 – Affordable Rents by Bedroom Size

Unit Type	2014 Average Rental Price	Very low-income households (< 30% MFI)	Low-income households (30% - 50% AMI)	Moderate-income households (50% - 80% AMI)
Studios	\$ 944.00	\$ 455.00	\$ 758.00	\$ 1,127.00
1 BR	\$ 981.00	\$ 487.00	\$ 813.00	\$ 1,208.00
2 BR	\$ 1,384.00	\$ 585.00	\$ 976.00	\$ 1,450.00
3 BR	\$ 1,744.00	\$ 676.00	\$ 1,127.00	\$ 1,675.00

Source: 2013 Income Limits for Seattle-Bellevue HMFA and Phone Survey Conducted 10/27/2014 – 10/28/2014

Ideally, the existing stock of housing will be affordable to meet the needs of households at all income levels. A shortfall of housing affordable at any income level, particularly levels below 80% of AMI, indicates an existing need that should be addressed through new policies in the Housing Element. Based on the above data, there are shortfalls for middle- and moderate-income households in general and the number of rental units for very low- and low-income households. As a related issue, vacancy rates across segments or the entirety of the housing market are also a major factor in housing availability and price. Low vacancy rates can exert upward pressure on rents and low vacancy rates themselves mean that relatively few units are available to meet households that need housing at any one time. As displayed earlier in this report and previous reports, Bainbridge Island has had and continues to have historically low vacancy rates.

Workforce Housing

Workforce housing refers to housing that is affordable to individuals employed in the community, especially housing at affordability levels that are not provided for adequately by the private market. The WAC requires jurisdictions to address the housing needs of the local workforce in Comprehensive Planning. If there is no housing that is affordable to employees at local public and private employers, workers may have longer commutes, undermining goals for transportation and the environment.

Table 33 displays selected professions common to citizens of Bainbridge Island and whether they work on the Island or in Seattle. Each position can be compared to the top two measures at the top of the table ('Household Income Needed to Purchase Average Priced Home in 2013: \$602,500' and 'Median Income') to see if the income the profession provides meets median affordability.

It is important to point out that the calculation for 'Affordable Home Prices' is actually lower because this calculation does not include the costs of a mortgage, insurance, or repairs and upkeep. The assumptions needed for this calculation vary too much in reality to the fluctuations of the housing market in the last decade. Assessed value has increased with the housing bubble, significantly decreased with the housing market crash, and increased with the recovery over this period of time. Those fluctuations in assessed value have a significant impact on taxes, interest rates, and ultimately house insurance. In addition, a home owner may increase the value of their home through renovation or decrease the value of their home by not keeping up with maintenance and repairs. All of these factors influence affordability.

Table 33 – Workforce Housing Affordability

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Average Bainbridge Island Single-Family Home Sales Price in 2013: \$602,500							
Median Income	\$320,357	5.50%	\$1,818.95	\$375.00	\$120.00	\$2,314	\$92,558
Marketing Managers	\$430,723	5.50%	\$2,445.60	\$500.00	\$120.00	\$3,066	\$122,624
Lawyers	\$386,667	5.50%	\$2,195.45	\$450.00	\$120.00	\$2,765	\$110,618
Financial Analysts	\$350,733	5.50%	\$1,991.43	\$400.00	\$120.00	\$2,511	\$100,457
Fire Fighting & Prevention Supervisors	\$324,777	5.50%	\$1,844.05	\$375.00	\$120.00	\$2,339	\$93,562
Registered Nurses	\$262,796	5.50%	\$1,492.13	\$350.00	\$120.00	\$1,962	\$78,485
Urban & Regional Planners	\$249,358	5.50%	\$1,415.83	\$350.00	\$120.00	\$1,886	\$75,433
Chemists	\$240,094	5.50%	\$1,363.23	\$350.00	\$120.00	\$1,833	\$73,329
Fire Fighters	\$245,985	5.50%	\$1,396.68	\$300.00	\$120.00	\$1,817	\$72,667
Market Research Analysts	\$241,652	5.50%	\$1,372.08	\$300.00	\$120.00	\$1,792	\$71,683
Police & Sheriff's Patrol Officers	\$229,592	5.50%	\$1,303.60	\$300.00	\$120.00	\$1,724	\$68,944
Accountants & Auditors	\$227,703	5.50%	\$1,292.88	\$300.00	\$120.00	\$1,713	\$68,515

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Librarians	\$224,555	5.50%	\$1,275.00	\$300.00	\$120.00	\$1,695	\$67,800
Computer Network Support Specialists	\$213,750	5.50%	\$1,213.65	\$300.00	\$120.00	\$1,634	\$65,346
Teachers & Instructors	\$189,489	5.50%	\$1,075.90	\$250.00	\$120.00	\$1,446	\$57,836
Postal Service Mail Carriers	\$173,594	5.50%	\$985.65	\$250.00	\$120.00	\$1,356	\$54,226
Real Estate Sales Agents	\$167,197	5.50%	\$949.33	\$250.00	\$120.00	\$1,319	\$52,773
Healthcare Practitioner & Tech Workers	\$156,176	5.50%	\$886.75	\$250.00	\$120.00	\$1,257	\$50,270
Biological Technicians	\$147,282	5.50%	\$836.25	\$200.00	\$120.00	\$1,156	\$46,250
Painters, Construction & Maintenance	\$143,693	5.50%	\$815.88	\$200.00	\$120.00	\$1,136	\$45,435
Bus Drivers, School	\$122,004	5.50%	\$692.73	\$150.00	\$120.00	\$963	\$38,509
Retail Salesperson	\$88,818	5.50%	\$504.30	\$150.00	\$120.00	\$774	\$30,972
Nursing Assistants	\$84,961	5.50%	\$482.40	\$150.00	\$120.00	\$752	\$30,096
Bakers	\$82,914	5.50%	\$470.78	\$150.00	\$120.00	\$741	\$29,631

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Cashiers	\$75,380	5.50%	\$428.00	\$150.00	\$120.00	\$698	\$27,920
Waiters & Waitresses	\$74,425	5.50%	\$422.58	\$150.00	\$120.00	\$693	\$27,703
Maids & House Cleaners	\$59,771	5.50%	\$339.38	\$150.00	\$120.00	\$609	\$24,375

Source: 2013 Occupational Employment and Wage Estimates Washington State Employment Security Department Labor Market and Economic Analysis, June 2013

An analysis of housing needs for the local workforce will strengthen planning efforts to ensure housing affordability for the individuals who work within the jurisdiction. Based on the above numbers, a gap in housing affordable for the workforce has been identified. Workers in service professions may be challenged to find affordable housing near their employment. This can cause workers to have to travel longer distances to work. This increase in transportation costs increases their cost burden as well as adding demands to the transportation system and the environment. Programs and regulations may be needed to create opportunities for more affordable ownership or rental housing. Development incentives tied to affordability have proven successful for providing housing that meets the needs of the workforce.

Jobs/Housing Balance

Jobs/housing balance is a measure that compares the amount of employment vs. the amount of housing in a specific geographic area. Typically, a jobs/housing balance is calculated by dividing jobs within in geography by the number of housing units in that geography. There are approximately 1.15 jobs for every housing unit in the 4-county central Puget Sound region as a whole. This is a ratio that is close to representing jobs/housing balance across the entire regional commute-shed. The range included in the average includes jurisdictions with jobs centers with jobs/housing balance as high as 3 jobs per housing unit to more residential communities with less than .5 jobs per housing units. A low jobs/housing ratio indicates a housing-rich “bedroom community,” while a high jobs/housing ratio indicates an employment center.

Providing an appropriate balance between jobs and housing ensures that workers have access to housing near their work. Measuring jobs/housing balance around major employment centers and within individual communities provides jurisdictions an opportunity to work with neighboring cities and towns to reconcile the geographic distribution of housing and employment opportunities. It is important to note that a jobs/ housing balance is already reflected in each jurisdiction’s housing targets developed at the countywide level. Jurisdictions should not modify their housing target based on a jobs/housing analysis, but may use this analysis at a neighborhood level to plan effectively for projected household and employment growth.

Bainbridge Islands jobs/housing balance is .59 jobs for every housing unit in the City, making it a “bedroom community.” PSRC suggests that housing-rich neighborhoods can add employment to provide more access for current residents to economic opportunities. Planning to move toward a more balanced distribution of housing and jobs within a jurisdiction can help to achieve a number of transportation and environmental goals as the need to commute long distances by private auto declines.

Housing + Transportation Costs Index

A Housing + Transportation Costs Index represents the percentage of household income spent on housing and transportation. This tool expands on the cost burden analysis to account for transportation costs. Housing costs may be lower in more suburban areas for modest and low-income households, but

the Housing + Transportation analysis incorporates the resulting increase in transportation for a more comprehensive definition of affordability.

This approach addresses the location of housing within a community and the provision of transportation infrastructure and services as components of the total affordability picture. Increasingly, affordability is defined by the confluence of housing and transportation costs. After the cost of housing, the largest expense for most households is transportation. The location cost of transportation is largely determined by the range of transportation options available in a given location in addition to the average length of the trips for work, education, and other daily needs. Locations with better access to transit and other alternative transportation modes generally result in lower transportation costs. Bainbridge Island residents show a significant increase in their housing + transportation cost burden as a number of residents commute to Seattle, other sections of King County and Kitsap County. Transportation costs can range from the costs of bus passes, ferry passes, and gasoline/maintenance for cars.

The Housing +Transportation analysis may be used to develop affordable housing policies that focus the development of housing, and specifically affordable housing, in areas with lower transportation costs. A Housing +Transportation analysis provides the basis for developing policies and investing financial resources to support equitable transit oriented development (TOD). A recent Sustainable Communities Grant, awarded by HUD to the PSRC, funded the Growing Transit Communities Partnership and Strategy, which outlines strategies to leverage transit investment through equitable TOD. Strategies outlined through the Growing Transit Communities Partnership aim to mitigate and reverse the negative community, environmental, and economic impacts of a high housing and transportation costs by developing policies that facilitate the concentration of affordable housing, employment, and services near transit.

Special Needs Housing

Special needs housing refers broadly to housing accommodations for individuals with physical and mental disabilities, seniors, veterans, individuals with mental illness, individuals with chronic and acute medical conditions, individuals with chemical dependency, survivors of domestic violence, and adult, youth, and families who are homeless. Planning for special needs populations is integral to the success of an economically and socially vibrant Puget Sound Region. Both GMA and the WAC specifically require jurisdictions to “address how the county or city will provide for group homes, foster care facilities, and facilities for other populations with special needs” (WAC 365-196-410)

As displayed above in the Special Needs Housing on page 32, there was an increase in units for assisted living in the last decade. However, with the significant increase in seniors and an aging population, more planning for senior housing could be important to a successful plan for future housing on Bainbridge Island.

Appendix

Washington Administrative Code (WAC)

Furthermore, the WAC recommends the following to meet the requirements of the Housing Element.⁵

The Housing Element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the housing element:

- 7) Housing goals and policies.
 - a) The goals and policies serve as a guide to the creation and adoption of development regulations and may also guide the exercise of discretion in the permitting process.
 - b) The housing goals and policies of counties and cities should be consistent with county-wide planning policies and, where applicable, multicounty planning policies.
 - c) Housing goals and policies should address at least the following:
 - i) Affordable housing;
 - ii) Preservation of neighborhood character; and
 - iii) Provision of a variety of housing types along with a variety of densities.
 - d) Housing goals and policies should be written to allow the evaluation of progress toward achieving the housing element's goals and policies.
- 8) Housing inventory
 - a) The purpose of the required inventory is to gauge the availability of existing housing for all economic segments of the community.
 - b) The inventory should identify the amount of various types of housing that exist in a community. The act does not require that a housing inventory be in a specific form. Counties and cities should consider WAC [365-196-050](#) (3) and (4) when determining how to meet the housing inventory requirement and may rely on existing data.
 - c) The housing inventory may show the affordability of different types of housing. It may provide data about the median sales prices of homes and average rental prices.
 - d) The housing inventory may include information about other types of housing available within the jurisdiction such as:
 - i) The number of beds available in group homes, nursing homes and/or assisted living facilities;
 - ii) The number of dwelling units available specifically for senior citizens;
 - iii) The number of government-assisted housing units for lower-income households.
- 9) Housing needs analysis
 - a) The purpose of the needs analysis is to estimate the type and densities of future housing needed to serve all economic segments of the community. The housing needs analysis should

⁵ WAC 365-196-410 – Housing Element – <http://app.leg.wa.gov/wac/default.aspx?cite=365-196-410>; 23 OCT 2014
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compare the number of housing units identified in the housing inventory to the projected growth or other locally identified housing needs.

- b) The definition of housing needs should be addressed in a regional context and may use existing data.
- c) The analysis should be based on the most recent twenty-year population allocation.
- d) The analysis should analyze consistency with county-wide planning policies, and where applicable, multicounty planning policies, related to housing for all economic segments of the population.

10) Housing targets or capacity

- a) The housing needs analysis should identify the number and types of new housing units needed to serve the projected growth and the income ranges within it. This should be used to designate sufficient land capacity suitable for development in the land use element.
- b) Counties and cities may also use other considerations to identify housing needs, which may include:
 - i) Workforce housing which is often defined as housing affordable to households earning between eighty to one hundred twenty percent of the median household income.
 - ii) Jobs-to-housing balance, which is the number of jobs in a city or county relative to the number of housing units.
 - iii) Reasonable measures to address inconsistencies found in buildable lands reports prepared under RCW [36.70A.215](#).
 - iv) Housing needed to address an observed pattern of a larger quantity of second homes in destination communities.
- c) The targets established in the housing element will serve as benchmarks to evaluate progress and guide decisions regarding development regulations.

11) Affordable housing – RCW [36.70A.070](#) requires counties and cities, in their housing element, to make adequate provisions for existing and projected needs for all economic segments of the community.

- a) Determining what housing units are affordable.
 - i) In the case of dwelling units for sale, affordable housing has mortgages, amortization, taxes, insurance and condominium or association fees, if any, that consume no more than thirty percent of the owner's gross annual household income.
 - ii) In the case of dwelling units for rent, affordable housing has rent and utility costs, as defined by the county or city that cost no more than thirty percent of the tenant's gross annual household income.
 - iii) Income ranges used when considering affordability. When planning for affordable housing, counties or cities should use income ranges consistent with the applicable county-wide or multicounty planning policies. If no such terms exist, counties or cities should consider using the United States Department of Housing and Urban Development (HUD) definitions found in 24 C.F.R. 91.5, which are used to draft consolidated planning documents required by HUD. The following definitions are from 24 C.F.R. 91.5:
 - (1) Median income refers to median household income.

- (2) Extremely low-income refers to a household whose income is at or below thirty percent of the median income, adjusted for household size, for the county where the housing unit is located.
- (3) Low-income refers to a household whose income is between thirty percent and fifty percent of the median income, adjusted for household size, for the county where the housing unit is located.
- (4) Moderate-income refers to a household whose income is between fifty percent and eighty percent of the median income where the housing unit is located.
- (5) Middle-income refers to a household whose income is between eighty percent and ninety-five percent of the median income for the area where the housing unit is located.
- b) Affordable housing requires planning from a regional perspective. County-wide planning policies must address affordable housing and its distribution among counties and cities. A county's or city's obligation to plan for affordable housing within a regional context is determined by the applicable county-wide planning policies. Counties and cities should review county-wide affordable housing policies when developing the housing element to maintain consistency.
- c) Counties and cities should consider the ability of the market to address housing needs for all economic segments of the population. Counties and cities may help to address affordable housing by identifying and removing any regulatory barriers limiting the availability of affordable housing.
- d) Counties and cities may help to address affordable housing needs by increasing development capacity. In such an event, a county or city affordable housing section should:
 - i) Identify certain land use designations within a geographic area where increased residential development may help achieve affordable housing policies and targets;
 - ii) As needed, identify policies and subsequent development regulations that may increase residential development capacity;
 - iii) Determine the number of additional housing units these policies and development regulations may generate; and
 - iv) Establish a target that represents the minimum amount of affordable housing units that it seeks to generate.

12) Implementation plan

- a) The housing element should identify strategies designed to help meet the needs identified for all economic segments of the population within the planning area. It should include, but not be limited to, the following:
 - i) Consideration of the range of housing choices to be encouraged including, but not limited to, multifamily housing, mixed uses, manufactured houses, accessory dwelling units, and detached houses;
 - ii) Consideration of various lot sizes and densities, and of clustering and other design configurations;
 - iii) Identification of a sufficient amount of appropriately zoned land to accommodate the identified housing needs over the planning period; and

- iv) Evaluation of the capacity of local public and private entities and the availability of financing to produce housing to meet the identified need.
- b) The housing element should also address how the county or city will provide for group homes, foster care facilities, and facilities for other populations with special needs. The housing element should provide for an equitable distribution of these facilities among neighborhoods within the county or city.
- c) The housing element should identify strategies designed to ensure the vitality and character of existing neighborhoods. It should show how growth and change will preserve or improve existing residential qualities. The housing element may not focus on one requirement (e.g., preserving existing housing) to the exclusion of the other requirements (e.g., affordable housing) in RCW [36.70A.070](#)(2). It should explain how various needs are reconciled.
- d) The housing element should include provisions to monitor the performance of its housing strategy. A monitoring program may include the following:
 - i) The collection and analysis of information about the housing market;
 - ii) Data about the supply of developable residential building lots at various land-use densities and the supply of rental and for-sale housing at various price levels;
 - iii) A comparison of actual housing development to the targets, policies and goals contained in the housing element;
 - iv) Identification of thresholds at which steps should be taken to adjust and revise goals and policies; and
 - v) A description of the types of adjustments and revisions that the county or city may consider.

Kitsap County

Kitsap Regional Coordinating Council – Countywide Planning Policies for Kitsap⁶

Jobs-Housing Balance:

Jobs-housing balance refers to relationship of housing supply and the job base. There are transportation implications in terms of improving accessibility between where jobs are located and where people live, as well as access to goods, services and other amenities.

Best Practices in Housing:

The County and the Cities recognize the value of housing practices that preserve existing neighborhoods and communities, use land more efficiently, make services more economical, and meet the diverse needs of our county's changing demographics. The Community Design and Development Policies in

⁶ Kitsap County Ordinance 509-2013 - Adopted Kitsap Countywide Planning Policies; 25 NOV 2013;
<http://www.kitsapregionalcouncil.org/library/D%20-%20Countywide%20Policies/CPP%20As%20Adopted%2011%2025%2013.pdf>; 23 OCT 2014

Element F: Contiguous, Compatible and Orderly Development address key innovative practices and design principles for development and housing.

Affordable Housing:

Housing affordability refers to the balance (or imbalance) between household income and housing costs. Affordable housing is a major challenge in Kitsap County.

The following definitions relate to the Countywide Planning Policies: Housing shall mean housing intended for a full range of household incomes. These income levels are defined as follows (WAC 365.196.410 [2]-e-i-C):

- Extremely low-income shall mean those households that have incomes that are at or below 30% of the countywide median.
- Very low-income shall mean those households that have incomes that are within the range of 31 - 50% of the countywide median.
- Low-income shall mean those households that have incomes that are within the range of 51 - 80% of the countywide median.
- Moderate-income shall mean those households that have incomes that are within the range 81- 95% of the countywide median.
- Middle-income shall mean those households that have incomes that are within the range of 96- 120% of the countywide median.
- Upper-income shall mean those households that have incomes above 120% of the countywide median.

Policies for Affordable Housing (AH):

- a) Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:
 - i) The County and the Cities should inventory the existing housing stock consistent with the Growth Management Act synchronized with County and Cities' respective Comprehensive Plan updates, and correlate with current population and economic conditions, past trends, and ten year population and employment forecasts, to determine short and long range housing needs, including rental and home ownership. Navy personnel housing policy should also be considered.
 - ii) Local housing inventories, projections, and equitable distribution strategies should be compiled, updated, and monitored under the coordination of the Kitsap Regional Coordinating Council to identify countywide conditions and projected needs.
 - iii) Sufficient land supply for housing including various housing types shall be identified and monitored through regular updates to the countywide Buildable Lands Analysis [see Element B-1 Land Utilization and Monitoring Programs].

- iv) The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.
- v) The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:
 - (1) protection of the public health and safety remains the primary purpose for housing standards
 - (2) regulations are streamlined and flexible to minimize additional costs to housing.
- b) Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.
- c) Recognizing the percentage share of the existing and forecasted countywide population and housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.
- d) Provision of affordable housing for households below 120% countywide median income should include:
 - i) Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.
 - (1) Designated Centers should include such housing options.
 - (2) Rural self- help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.
 - ii) Local Comprehensive Plan policies and development regulations that encourage and do not exclude such housing.
 - iii) Housing strategies that include:
 - (1) preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
 - (2) provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;
 - (3) housing design and citing compatible with surrounding neighborhoods;

- (4) mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
- (5) innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as appropriate.
- iv) Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.
- v) Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.

The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.

CITY COUNCIL TRANSPORTATION ELEMENT COMMENTS

PREPARED FOR 11/22/2016 MEETING

NOTE: CC/Tollefson indicates comments that simply clarify or correct, but do not change meaning.

1. **Page TR-1**, Existing Conditions, paragraph 1: ~~“Bainbridge is largely a bedroom community of Seattle and Kitsap County so Many Islanders commute to work off-island by ferry or bridge.”~~ **(Tollefson)**
2. **Page TR-1**, last paragraph: **“Motorized** transportation is a significant contributor....” **(Tollefson)**
3. **Page TR-2**, Vision: Change second sentence to read “The system provides good facilities for non-motorized users and pedestrians, and good access to transit, consistent with.....” **(Tollefson)**
4. **Page TR-2**. Add a sentence at the end of the third paragraph (second full paragraph) stating, “Where practical, the City shall collect storm water runoff from transportation infrastructure in aquifer recharge areas.” **(Townsend)**
5. **Page TR-3.C**: Change third sentence: “The affects Island residents and off-Island commuters using the corridor.....” **(CC/Tollefson)**
6. **Page TR-4, Section H (Transit Service)**. Add a sentence at the end stating, “Transportation planning should consider whether commuters to Seattle over the Agate Pass Bridge may be diverted through Ferry Service from other locations (e.g., Kingston) directly to Seattle.” **(Townsend)**
7. **Page TR-4, Section I (Transportation Network Connectivity)**. Add a sentence between sentences 2 and 3 stating, “The South End of the Island has limited connectivity to the rest of the Island.” **(Townsend)**
8. **Page TR-5**, last paragraph: Strike “which is hereby adopted by reference.” Already did that in the first paragraph of the Introduction. **(CC/Tollefson)**
9. **Page. TR-5**, under “Relationship of the Transportation Element”, second sentence: “mixed use centers within a much larger conservation ~~conservation~~ **less dense** landscape....” **(Tollefson)**
10. **Page TR-5, “Transportation Issues” Paragraph “O”** “...coordinate with WSDOT (WSF Olympic Region), **KRCC**, Kitsap Transit, and ...” **(Roth)**
11. **Page TR-6, “Transportation Element Utilization” Paragraph 2** “Other agencies, such as the State Department of Transportation, **KRCC**, Kitsap Transit, and Kitsap County ...” **(Roth)**
12. **Policy TR 1.2**. Add a fourth bullet point stating, “Boating safety.” Note: there is almost no discussion in the transportation element regarding boating or other boating safety (except for a reference to encouraging water taxis! – Policy TR 3.3). In light of a new public dock

and discussions of new boat ramps, is this an oversight that should be corrected?

(Townsend)

13. **Policy TR 1.2:** The sentence at the end of this Policy is not a Policy statement. It is just a statement of fact. I recommend that it be deleted. **(Medina)**
14. **Policy TR 1.3 (NEW)** Encourage and support the establishment of ride sharing and ride hailing services. **(Roth)**
15. **New Policy TR 1.3.** Add a new policy stating, "Promote the coordination of a walking and non-motorized map which identify areas of interest for all Island constituents and tourists." *Note: This policy is a reflection of my experience as a member of LTAC and the consistent observation that we have many maps for tourists (and residents) that are not coordinated with each other.* **(Townsend)**
16. **Goal TR-2** "Provide the citizens of Bainbridge Island with a non-motorized..." **(Roth)**
17. **Policy TR-2.1, Paragraph 3** "...complement the character of existing neighborhoods." **(Roth)**
18. **Policy TR 2.1.** Move to strike "or ride horses." **(Townsend)**
19. **Policy TR 2.1.** Add a fourth paragraph: "The non-motorized system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school." **(Townsend)**
20. **Policy TR-2.6:** Strike "(Waterfront Park Trail)". Redundant with "Waterfront Trail" already referenced in same paragraph. **(CC/Tollefson)**
21. **Policy TR-2.6, Replace Paragraph 2** Multi-use trails accommodate users of all ages and abilities. Such trails provide an alternate to the shoulder network along arterial streets and connect with other non-motorized facilities to form an integrated system. **(Roth)**
22. **Policy TR 2.7**, last sentence: Change "are" to "should be". **(CC/Tollefson)**
23. **Policy TR 2.8** (and elsewhere): Does the term "permeability" as applied to the ability to get across Hwy 305 need a definition in the Glossary? **(Tollefson)**
24. **Policy TR-2.9**, "Improve the safe use of non-motorized facilities by ~~non-motorized and motorized~~ all users..." **(Roth)**
25. **Policy TR 2.10:** Change second sentence to read "The City will maintain an advisory committee to **advise the City Council and staff, and to** advocate for transportation planning, public ~~non-motorized~~ projects, private development projects, and education and outreach, **as directed by the City Council.**" **(Tollefson)**
26. **Policy TR 2.10:** Second two paragraphs should be made into separate Policies, with all subsequent renumbered. **(Tollefson)**
27. **Policy TR 2.10.** This Policy has three paragraphs. I do not see any logical reason why all three paragraphs are lumped into one Policy. I recommend that they be broken into three policies: TR 2.10, TR 2.11, and TR 2.12. **(Medina)**

28. **TR 2.11** (as renumbered by my prior recommendation). Secure easements and other land dedication for non-motorized facilities through development and redevelopment mitigation and conditions, donation, tax incentives, and direct acquisition. **(Medina)**
29. **TR 2.12** (as renumbered by my prior recommendation). Add the following language at the end of the Policy: and shall provide and construct any easements and improvements required to build out the non-motorized improvements shown in the IWTP for the property being developed or redeveloped. **(Medina)**
30. **Goal TR-3:** “....and other **ferry service** providers to **ensure that** ferries that meet local service....” **(CC/Tollefson)**
31. **Goal TR-3 FERRY SERVICE** “Coordinate with Washington State Ferries (WSF) ~~and other possible providers~~ **Kitsap Transit** to operate ferries that meet ...” **(Roth)**
32. **Policy TR 3.1:** Change to “Advocate for ferry services to and from Bainbridge Island and for off Island commuters that travel through Bainbridge Island to circumvent Bainbridge Island.” **(Townsend)**
33. **Policy TR 3.3:** Move to Strike. **(Townsend)**
34. **Policy TR 3.5:** Add “Promote safe and efficient pickup and drop off from the ferry terminal. Promote safe and efficient taxi and public transportation services from the ferry terminal.” **(Townsend)**
35. **Policy TR-4.5:** typo in second line **(CC/Tollefson)**
36. **Policy TR 4.6:** Modify to reflect that Bainbridge Island can’t improve Kitsap Transit’s fleet, can only encourage/coordinate with Kitsap Transit to do that. **(Townsend)**
37. **Policy TR 5.1:** Strike “at City-controlled parking.” **(Tollefson)**
38. **Policy TR-6.1** “...3) correct LOS deficiencies, **and** 4) improve connectivity and emergency response times, ~~and 5) meet Comprehensive Plan goals~~” **(Roth)**
39. **Policy TR 7.1:** Strike second sentence. This statement of fact adds nothing to the Policy. **(Tollefson)**
40. **Policy TR 7.3.** The use of “permeability” is unclear here. Are we talking about aquifer recharge, traffic flow, something else? **(Townsend)**
41. **Policy TR 7.4:** Reverse the order of the sentences. Change “new bridges” to “other bridges”. **(Tollefson)**
42. **Policy TR 7.4** “Oppose proposals to construct any new bridges to Bainbridge Island.” **Move this sentence to the end of the paragraph.** **(Roth)**
43. **Policy TR 7.8,** “Encourage commuters who come over the Agate Pass Bridge to circumvent Bainbridge Island in commuting to Seattle.” **(Townsend)**
44. **Policy TR 7.9 (a new Policy):** Oppose any proposal to widen SR 305 with the following exception: widening of SR 305 solely to accommodate increased transit or non-motorized modes may be supported. **(Medina)**

45. **Add new policy between 8.2 and 8.3.** Require sidewalks on new developments in *Designated Centers and Subdivisions*. **(Townsend)**
46. **Policy TR 8.5 (a new Policy):** Give positive consideration to proposals to close appropriate streets to non-motorized traffic and dedicate those streets to non-motorized and other neighborhood uses. **(Medina)**
47. **Policy TR 8.6 (a new Policy):** Consider re-striping or re-designing appropriate streets to make half of the street available for one-way motorized traffic and the other half of the street available for two-way non-motorized transport and other appropriate neighborhood uses. **(Medina)**
48. **Policy TR 9.4:** Replace the “should” in the second line with “shall”. **(Medina)**
49. **Modify goals set forth in Goal TR-10 (“Parking”)** to recognize that parking policies apply to the *designated centers* in addition to Winslow. Change the second sentence in the goal to replace “core commercial district on Winslow Way” to state “*designated centers*” **(Townsend)**
50. **Goal TR-10:** Strike “On street” in second sentence, and strike last sentence. **(Tollefson)**
51. **Policy TR 10.1:** Change first sentence to read “~~Encourage on-street~~ **Provide adequate** parking....”, and strike the second sentence. **(Tollefson)**
52. Add new **Policy TR 10.2:** Consistent with the Land Use element, plan for adequate on-street and off-street parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow. **(Scott)**
53. **Change Policy TR 10.4** first sentence to read “Prioritize parking in the *designated centers* for short-term use.” **(Townsend)**
54. **Policy TR 10.7 (a new Policy):** This Goal TR-10 shall be considered in conjunction with parking policies and action items found in the Economic Element. **(Medina)**
55. **Policy TR 11.3.** Move to include Coppertop and New Brooklyn neighborhoods and schools, to the extent not already included. **(Townsend)**
56. **Policy TR 11.4.** Add “. . . and non-motorized transportation” to the end of the sentence. **(Townsend)**
57. **Policy TR12.2.** Move to Strike. This is more appropriate for the utilities element. Note: Is the policy to require property owners to underground, or COBI? Per current PSE policy, the 40% of undergrounding is paid for by the city. **(Townsend)**
58. **Policy TR 14.2:** Strike the last sentence. The is ambiguous as to scope, and creates an obligation that may not otherwise exist. **(Tollefson)**
59. **Transportation Implementation:** Unlike in other elements reviewed so far, none of the Transportation Implementation Actions, except for perhaps TR Action #9, require the City or the Council to prioritize and allocate resources. They simply restate Goals and Policies. I think we should add as high priority **TR Action #1: Accelerate accomplishment of the**

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

Delete all other TR Action items except #9. **(Tollefson)**

60. **TR Action #3:** Fund new transportation facilities, in addition to safety and maintenance projects, through the budget process and/or bonding capacity, leveraging grants and/or other shared funding opportunities. **(Medina)**
61. **Clarification Question/ Action #4; Policy TR 1.2.** Policies items are repeated under action items that are not the same. Policy 1.2, for example, is not consistent. (From a drafting perspective, restating the policies and continuing to modify them is asking for inconsistencies and should be checked in final review). **(Townsend)**
62. **New Action Item #4.** Substantially increase the quality and quantity of bike lanes connecting *neighborhood centers* to Winslow and the Ferry Terminal.
- Note: I acknowledge that this may be embedded elsewhere, but it's important and I would like a clear statement of a simple action item. **(Townsend)**
63. **Action Item #6.** Move to strike. This action item is so general that I question its usefulness. I don't argue with the sentiment, of course. **(Townsend)**
64. **Action Item #8.** Bainbridge Island does not manage any public transportation systems per se. Move to modify to add the prefix, "Encourage WSDOT and Kitsap Transit to..." **(Townsend)**
- 65.

TRANSPORTATION ELEMENT

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TRANSPORTATION INTRODUCTION

Purpose and Structure of the Transportation Element

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

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

Existing Conditions and Challenges

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

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

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

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

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

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

Balancing Community Interests

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

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

TRANSPORTATION VISION 2036

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

TRANSPORTATION ISSUES

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



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

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

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

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

E. Greater Winslow Area Traffic Congestion – Residential and economic growth on Bainbridge Island, particularly in the Winslow subarea, has resulted in more vehicles on the street system. Intersections are increasingly congested, in particular during commute and school drop off and pick up times, but also in general. These impacts are felt on streets

adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the *neighborhoods*.

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

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

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

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

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

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

K. Roadway Intersection Congestion – At locations other than SR 305, intersections may limit capacity as the Island population grows. Islanders are increasingly concerned about

relieving intersection capacity at school locations and during commute times in Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.

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

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

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

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

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

Relationship of the Transportation Element to the Island Wide Transportation Plan (IWTP)

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

The GMA's transportation requirements are met either in this Transportation Element or in the IWTP, which is hereby adopted by reference. The Transportation Element provides consistency with other Plan Elements and over-arching policy direction, whereas the IWTP provides the technical support for those *policy* choices and a detailed guide for implementing and funding all

transportation programs, projects and services.

Transportation Element Utilization

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

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

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

GOALS & POLICIES

MULTIMODAL

GOAL TR-1

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

Policy TR 1.1

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

Policy TR 1.2

The City will coordinate with the City police department, the Kitsap Public Health District, the school, park and fire districts, and other civic groups to develop and sponsor outreach programs. The programs are intended to inform specific segments of the community, including

but not limited to, motor-vehicle drivers, school-age children, non-motorized commuters, cyclists, recreational users, private property owners with or adjoining non-motorized facilities, and the general public.

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

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

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

NON-MOTORIZED SYSTEM

GOAL TR-2

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

Policy TR 2.1

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



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

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

Policy TR 2.2

Trails *should* provide for both passive and active pursuits including recreation and nature study, exercise, shopping, and commuting to work and schools.

Policy TR 2.3

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

the school. Separated facilities are preferred near schools and especially for elementary schools.

Policy TR 2.4

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



Policy TR 2.5

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



Policy TR 2.6

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

Multi-use trails are envisioned to provide an alternative for cyclists to the shoulder network along arterial streets to accommodate users of all ages and abilities. Multi-use trails are envisioned to connect with pathways, sidewalks and shoulder facilities to form an integrated non-motorized system.

Policy TR 2.7

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

Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for non-motorized users. Include appropriate amenities such as benches and short term and long term bicycle parking in the construction of non-motorized facilities. Parking lots and garages serving public, commercial, and multifamily residential buildings are required to provide convenient bicycle parking and storage facilities.



Policy TR 2.8

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

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

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

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

Policy TR 2.9

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

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

Policy TR 2.10

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

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

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

FERRY SERVICE

GOAL TR-3

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

Policy TR 3.1

Strongly advocate to equalize ferry services from Bremerton, Bainbridge, Kingston and Southworth in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users' origin and destination.

Policy TR 3.2

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

Policy TR 3.3

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

Policy TR 3.4

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

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

BUS SERVICE**GOAL TR-4**

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

Policy TR 4.1

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

Policy TR 4.2

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

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

Policy TR 4.3

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

Policy TR 4.4

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

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

Policy TR 4.5

Optimize public transit ~~should be optimized~~ for access, including accommodation for bikes and assistive devices, availability and increaseD visibility of bus service and bus stops.

Policy TR 4.6

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

TRANSPORTATION DEMAND MANAGEMENT

GOAL 5

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

Policy TR 5.1

Use fee structure and space allocation programs to discourage *Single Occupancy Vehicle* (SOV) parking at City-controlled parking.

Policy TR 5.2

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

Policy TR 5.3

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

Policy TR 5.4

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

Policy TR 5.5

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

OPERATION AND MOBILITY**GOAL TR-6**

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

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users and equestrians as appropriate), 3) correct *LOS* deficiencies, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan* goals

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

Policy TR 6.2

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

Policy TR 6.3

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

Policy TR 6.4

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

Policy TR 6.5

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

Policy TR 6.6

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

Policy TR 6.7

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

Policy TR 6.8

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

Policy TR 6.9

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

STATE ROUTE (SR) 305**GOAL TR-7**

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

Policy TR 7.1

Adopt the Level of Service standard for SR 305, as established by WSDOT in the State Highway Plan. Under the current plan the *LOS* standard is “D-mitigate” where actions are taken to mitigate congestion when operations drop below *LOS* D.

Policy TR 7.2

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

Policy TR 7.3

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

Policy TR 7.4

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

Policy TR 7.5

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

Policy TR 7.6

Support the construction of the STO and its branch trails.

Policy TR 7.7

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

Policy TR 7.8

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

NEIGHBORHOODS**GOAL TR-8**

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

Policy TR 8.1

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

Policy TR 8.2

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

Policy TR 8.3

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

Policy TR 8.4

Complete and protect the Winslow Waterfront Trail.

SAFETY AND MAINTENANCE**GOAL TR- 9**

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

Policy TR 9.1

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

Policy TR 9.2

Conduct periodic traffic studies in areas of the Island's roadway network that have experienced significant traffic changes due to development to ensure that appropriate traffic control devices

are employed for the safety of the traveling public. Consider opportunities to improve the non-motorized *infrastructure* as a means to increase mobility options for cyclists and walkers.

Policy TR 9.3

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

Policy TR 9.4

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

PARKING**GOAL TR-10**

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. On-street parking is a vital element of the core commercial district that includes the City's "Main Street" community on Winslow Way. On-street parking may be a benefit environmentally in urban areas as it may require less developed impervious surface than off-street parking.

Policy TR 10.1

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

Policy TR 10.2

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

Policy TR 10.3

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

Policy TR 10.4

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

Policy TR 10.5

Support parking programs for customers in retail and service areas and employees of local businesses in the mixed-use districts of Winslow.

Work with business owners to limit employee parking to off-street facilities to optimize available, convenient parking for patrons. Continue to manage City public parking to maximize close-in parking for patrons of local businesses and assist in providing some daily off-site parking for employees at walkable outlying locations.

Policy TR 10.6

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

COMMUNITY CHARACTER

GOAL TR-11

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

Policy TR 11.1

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

Policy TR 11.2

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

Policy TR 11.3

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

Policy TR 11.4

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

ENVIRONMENT

GOAL TR-12

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

Policy TR 12.1

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

Policy TR 12.2

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

Policy TR 12.3

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

Policy TR 12.4

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

COMMUNITY INVOLVEMENT**GOAL TR-13**

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

Policy TR 13.1

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

Policy TR 13.2

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

Policy TR 13.3

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

REGIONAL COORDINATION

GOAL TR-14

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

Policy TR 14.1

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

Policy TR 14.2

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

Policy 14.3

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

TRANSPORTATION FINANCING

GOAL TR-15

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

Policy TR 15.1

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

Policy TR 15.2

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

Policy TR 15.3

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

Policy TR 15.4

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

Policy TR 15.5

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

Policy TR 15.6

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

Policy TR 15.7

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

TRANSPORTATION IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

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

Policy TR 1.1

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

Policy TR 2.1

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

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

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

Policy TR 13.2

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

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

GOAL TR-2: NON-MOTORIZED SYSTEM

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

Policy TR 4.1

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

Policy TR 7.5

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

Policy TR 14.1

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

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

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users and equestrians as appropriate), 3) correct LOS deficiencies, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan* goals.

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

Policy TR 9.1

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

Policy TR 15.1

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

MEDIUM PRIORITY ACTIONS

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

Policy TR 1.2

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

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

- Pedestrians and non-motorized vehicle safety
- Rights and responsibilities of non-motorized facility users
- Rights and responsibilities of property owners
- Bicycle and pedestrian advocacy organizations are good resources of information on skill development and safety education for bicyclists and pedestrians.

Policy TR 2.8

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

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

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

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

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

Policy TR 3.2

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

Policy TR 4.2

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

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

Policy TR 5.3

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

Policy TR 5.4

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

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

Policy TR 4.4

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

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

Policy TR 4.5

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

OTHER PRIORITY ACTIONS

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

Policy TR 2. 7

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

Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for non-motorized users. Include appropriate amenities such as benches and short term and long term bicycle parking in the construction of non-motorized facilities. Parking lots and garages serving public, commercial and multifamily residential buildings are required to provide convenient bicycle parking and storage facilities.

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users, and equestrians as appropriate), 3) correct *LOS* deficiencies, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan goals*

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

Policy TR 6.2

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

**Policy TR 6.6**

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

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

Policy TR 3.4

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

Policy TR 4.6

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

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

GOAL TR- 10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. On-street parking is a vital element of the core commercial district that includes the City's "Main Street" community on Winslow Way. On-street parking may be a benefit environmentally in urban areas as it may require less developed impervious surface than off-street parking.

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

Policy TR 11.1

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

11/18/2016

**CITY COUNCIL CAPITAL FACILITIES ELEMENT
COMMENTSPREPARED FOR 11/22/2016 MEETING**

Table 3 and Parks and Trails paragraph: consider transferring other parks to the Parks District? **(Scott)**

CAPITAL FACILITIES ELEMENT

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CAPITAL FACILITIES INTRODUCTION

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

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

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

The planning period for a [Capital Improvement Plan \(CIP\)](#) is six years. Expenditures proposed for years one and two of the program are incorporated into the City's Biennial Budget as the Capital Budget.

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

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

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

The *Capital Facilities Plan* includes summary details of the major capital projects of the City and a financial capacity analysis. As the general purpose government on Bainbridge Island, the City is required to analyze and integrate the *capital facilities plans* from special purpose districts (Schools, Parks, Fire, etc) into its *Capital Facilities Plan*. The City and the special purpose districts shall work together to integrate their capital planning efforts to provide a more even tax impact and to prioritize their projects while still providing quality facilities and services for the

citizens they serve. This is consistent with *Guiding Principle #8* and its supporting policies 8.1, 8.2, 8.4, 8.5, 8.6

Growth Management Act Requires a Capital Facilities Plan

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

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

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

Relationship of Capital Facilities Plan to the Budget

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

Concurrency and Levels of Service (LOS)

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

1. All public facilities needed to serve new development and/or a growing service area population must be in place at the time of initial need. If the facilities are not in place, a financial commitment must have been made to provide the facilities within six years of the time of the initial need; and

2. Such facilities must be of sufficient capacity to serve the service area population and/or new development without decreasing service levels below locally established minimum standards, known as *level of service*.
3. In the allocation of funds for *capital facilities*, choices will be made. The *CFP* may facilitate some forms of development while constraining other forms.

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

CAPITAL FACILITIES VISION 2036

Capital facilities planning has kept up with changes in the natural and built environments, meeting the needs of a population that expects a high level of service. The City's *Capital Improvement Plans* were coordinated with the strategic plans and budgets of the special purpose districts (e. g., Schools, Parks and Fire).

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

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

GOALS & POLICIES

GOAL CF-1

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

Policy CF 1.1

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

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

Policy CF 1.2

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

Policy CF 1.3

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

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

Policy CF 1.4

Ensure that capital improvement projects are:

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

Policy CF 1.5

Give priority consideration to projects that:

- Are required to comply with State or Federal law.
- Implement the *Comprehensive Plan*.
- Are needed to meet concurrency requirements for growth management.
- Are already initiated and to be completed in subsequent phases.
- Renovate existing facilities to remove deficiencies or allow their full use, and preserve the community's prior investment or reduce maintenance and operating costs.

- Replace worn-out or obsolete facilities.
- Are substantially funded through grants or other outside funding.
- Address public hazards.

Policy CF 1.6

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

Policy CF 1.7

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

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

GOAL CF-2

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

Policy CF 2.1

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

Policy CF 2.2

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

Policy CF 2.3

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

GOAL CF-3

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

Policy CF 3.1

Ensure a balanced approach to allocating financial resources among:

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

Policy CF 3.2

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

Policy CF 3.3

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

Policy CF 3.4

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

Policy CF 3.5

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

Policy CF 3.6

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

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

Policy CF 3.7

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

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

Policy CF 3.8

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

GOAL CF-4

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

Policy CF 4.1

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

Policy CF 4.2

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

Policy CF 4.3

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

Policy CF 4.4

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

CAPITAL FACILITIES INVENTORY

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

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

City Offices, Facilities, and Undeveloped Land

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

Table 1: City Land and Office Facility Inventory

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

Table 2: City Public Works Facilities Inventory

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

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

Table 3: City Undeveloped Land Inventory

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

Parks & Trails

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

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

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

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

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

Drinking Water

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

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

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

Table 4: Group A & B Water Systems

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

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

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

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

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

Winslow Water System

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

Sanitary Sewage Disposal

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

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

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

Storm and Surface Water Management

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

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

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

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

SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

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

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

SIX-YEAR CAPITAL IMPROVEMENT PLAN

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

CAPITAL FACILITIES IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

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

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

Policy CF 1.1

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

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

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

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

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

MEDIUM PRIORITY ACTIONS

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

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

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

GLOSSARY

Accessory Dwelling Unit: Separate living quarters contained within or detached from a single-family residence on a single lot.

Adaptive management: A structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In this way, decision making simultaneously meets one or more resource management objectives and accrues information needed to improve future management.

Affordable Housing: Housing where the occupant pays no more than 30% of gross monthly income for total housing costs, including the cost of taxes and insurance for homeowners and monthly utilities for owners and renters.

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC 365-195-070(6)]. The term "applies to the adequacy of the housing stock to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

The Department of Housing and Urban Development (HUD) sets household income limits for five income categories based on the local median household income that is determined each year. They are as follows:

Extremely Low Income	30% or less of median household income
Very Low Income	31% - 50% of median household income
Low Income	51% - 80% of median household income
Moderate Income.....	81% - 95% of median household income
Middle Income	96% - 120% of median household income

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees, or livestock, and that has long-term (6 years or longer) commercial significance for agricultural production or which has significance for Bainbridge Island.

Agricultural Operation: Any condition, facility, or activity for the production or intent of production for commercial or family use purposes of dairy, apiary, livestock, vegetable or animal products, and crop products including, but not limited to ornamental crops.

Aquatic Resources: Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

Aquifer: A body of soil or rock that contains sufficient saturated material to conduct groundwater and yield usable quantities of groundwater to springs and wells.

Aquifer Conservation Zone Regulations: Land use controls designed to protect the functions and values of Bainbridge Island's aquifers. These regulations may include the City's critical area

regulations, the use regulations and standards of the City's Shoreline Master Program, the well-head protection requirements of Class A and B water systems, and the requirements or best management practices of future City enactments such as low impact development regulations or the standards and best management practices required by a Groundwater Management Plan.

Aquifer Recharge Area: The geological formations in which an aquifer is replenished by the downward percolation of water. Critical recharging areas have the potential to affect potable water where an essential source of drinking water is vulnerable to contamination.

Arterial: A major thoroughfare used mainly for through traffic rather than access to nearby property. Arterials generally have greater traffic carrying capacity than collector or local streets and are designed for continuously moving traffic.

Assisted Housing: Multifamily rental housing that receives governmental assistance and is subject to use restrictions

Average Daily Traffic (ADT): The average number of vehicles passing a point during a 24-hour period.

Base Density: The maximum number of units within an area that can be built under the existing zoning without the use of Transferable Development Rights (TDRs) or a density bonus.

Best Available Science: Current scientific information used in the process to designate, protect, or restore critical areas that is derived from a valid scientific process.

Bicycle Access: An improvement designed to facilitate the use of bicycles, including bicycle trails, bicycle lanes and pedestrian/bicycle trails or pathways.

Bicycle Lane: This facility provides a separate lane for bicycle use. It is a clearly marked lane of travel on the side of a street or roadway, separated from the automobile by painted strips, curbs or buttons.

Bond and Levy Financing: Local governments can raise revenues by selling tax-exempt municipal bonds or by increasing property taxes through property tax levies. Bonds require a 60 percent voter approval; levies require a simple majority. The City can issue a limited amount of debt without voter approval. This is called limited general obligation or councilmanic debt. Voter approved bonds are retired with property tax revenues.

Capital Facilities Plan: A collection of planning and budget policies and documents working in concert to ensure capital projects are identified and prioritized in a manner that meets the needs of a growing population and promotes a safe and healthy community.

Capital Facility: A structure, improvement, piece of equipment or other major asset, including land that has a useful life of at least 10 years. Capital facilities are provided by, and for public purposes and services. For the purposes of the *Capital Facilities Element*, capital facilities are government offices and facilities; fire and emergency medical services, parks, sewer, water, and storm water utilities, library, and schools.

Capital Improvement: A project to create, expand, or modify a capital facility. The project may include design, permitting, environmental analysis, land acquisition, construction, landscaping,

site improvements, initial furnishings and equipment. The project cost must exceed \$25,000 and have a useful life of at least 5 years.

Capital Improvement Program (CIP): A six-year plan for future capital expenditures that identifies capital projects packaging, timelines, and funding. The CIP is updated and adopted annually or biennially, along with the City's operating budget.

Carbon sequestration: A term used to describe both natural and deliberate processes by which CO₂ is either removed from the atmosphere or diverted from emission sources and stored in the ocean, terrestrial environments (vegetation, soils, and sediment), and geologic formations.

Carrying Capacity: The level of land use or human activity that can be permanently accommodated without an irreversible change in the quality of air, water, land, or plant and animal habitats. In human settlements, this term also refers to the upper limits beyond which the quality of life, community character, or human health, welfare, and safety will be impaired.

Climate resilience: The capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it by climate change.

Climate Change: Changes in average weather conditions that persist over multiple decades or longer. Climate change encompasses both increases and decreases in temperature, as well as shifts in precipitation, changing risk of certain types of severe weather events, and changes to other features of the climate system. (See www.climate.gov)

Cluster Development: A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, and preservation of environmentally sensitive areas. Cluster development allows the reduction of lot sizes below the zoning ordinance's minimum requirements if the remaining land is preserved as permanent open space.

Co-housing: a type of residential community characterized by either attached or detached single-family dwelling units which may or may not be located on separate lots, and includes a common building, which may contain a large dining room, kitchen, lounges, meeting rooms, recreation and laundry facilities, storage, guest rooms, library, workshops, and/or childcare, to serve only the co-housing community.

Collector: Roads that collect traffic from local access streets and convey it onto the arterial system.

Commercial Use: An occupation, employment or other enterprise that provides goods or services for compensation.

Community Development Block Grant (CDBG) Program: A federal funding program which provides annual funding for eligible local governments for housing and community development programs targeted primarily to low-income persons and neighborhoods.

Community Land Trust (CLT): A model of homeownership where a developer (usually an affordable housing agency or nonprofit) sells a home to an income-qualified resident, but retains ownership of the land. The homeowner earns equity in the home, but not the land.

Commute Trip Reduction (CTR): Washington State legislation passed in 1992 requiring specified large employers in certain counties to reduce vehicle occupancy according to a specified time frame.

Comprehensive Plan: A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter (RCW 36.70A).

Concurrency Requirement: A program to ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. (Under the GMA, only transportation facilities and services must satisfy the concurrency requirement.)

Conservation Easement: A legal agreement that the property owner enters into to restrict uses of the land for purposes of natural resources conservation. The easement is recorded on a property deed, runs with the land, and is legally binding on all present and future owners of the property.

Conservation Villages: A development form that concentrates housing on a relatively small portion of the total site, with the larger portion of the site left untouched as dedicated conservation area. The housing may take the form of common wall structures and/or detached units placed close by one another, situated to minimize the cost of running roads and serving utilities and maximizing the retention of scenic views, open space, natural contours, and vegetation. The techniques used to concentrate buildings may include reduction in lot sizes, building setback and/or bulk requirements. An increase in density may be considered only if appropriate limitations are placed on building footprint, bulk, shape, location, orientation or other site or building design details. The conservation open space is secured in perpetuity by deed restriction.

Context Sensitive Design: Site, landscaping, architectural, or engineering design that is compatible with a development's setting, the contours of the land and natural systems on-site and immediately off-site, and that is compatible with the character, location and configuration of improvements and uses on adjacent properties.

Contract Rezone District: A Contract Zoning District is a distinct area for which a special zoning designation is developed which reflects uses and/or conditions that are unique to that area, and which would affect future development of the land.

Cottage Housing: A grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. Cottage units typically have a shared common area and coordinated design and may allow densities that are somewhat higher than typical in single-family neighborhoods. Cottage housing offers a degree of privacy and some of the benefits of single-family housing combined with the lower cost and maintenance of attached housing. The clustered arrangement can contribute to a sense of community.

Cottage Industry: An activity undertaken for gain or profit and carried on in a dwelling or building accessory to the dwelling. See Home Occupation.

Countywide Planning Policies: A series of policies intended to guide the development of city and county comprehensive plans, including, but not limited to, the allocation of population and

employment targets to cities. The GMA gives counties the authority to adopt County-wide Planning Policies.

Craft Food and Beverage: Small-scale, locally-produced food and beverage products.

Critical Areas: Aquifer recharge areas, fish and wildlife habitats, frequently flooded areas, geologically hazardous areas, wetlands and streams.

Critical Habitat: Identified by Washington State Department of Wildlife, Ecology and Fisheries or other source recognized by the City as habitat necessary for survival of endangered, threatened, rare, sensitive, monitor species or identified by Bainbridge Island as species of local significance.

Density: The number of dwelling units allowed in a lot area.

Density Bonus: Additional density provided to a developer to achieve certain policy objectives, such as the construction of affordable housing units. (The developer is allowed to build a certain amount {a percentage} above the base density in exchange for the provision of a certain number of affordable units.)

Designated Centers: Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Fort Ward, Rolling Bay, Day Road and Sportsman Triangle. See Fig. LU-3 Land Use Concept.

Development Regulation: The controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances together with any amendments thereto.

Development Standards: Requirements or standards imposed on development by regulation or ordinance under land use and environmental planning legislation.

Dwelling Unit: A building or portion of a building that provides independent living facilities with provision for sleeping, eating and sanitation. The existence of a food preparation area within a room or rooms is evidence of the existence of a dwelling unit.

Economic capital:

Financial capital is any economic resource measured in terms of money used by entrepreneurs and businesses to buy what they need to make their products or to provide their services to the sector of the economy upon which their operation is based, i.e., retail, corporate, investment banking, etc.

Natural capital consists of indispensable resources and benefits, essential for human survival and economic activity, provided by the ecosystem. Natural capital is commonly divided into (1) renewable resources (agricultural crops, vegetation, wildlife) and (2) non-renewable resources (fossil fuels and mineral deposits.)

Social capital is a form of economic capital in which social networks are central, transactions are marked by reciprocity, trust and cooperation, and market agents produce goods and services not only for themselves, but for a common good. The term generally refers to (1)

resources, and the value of those resources, both tangible (public spaces, private property) and the intangible (people), (2) the relationships among these resources, and (3) the impact that these relationships have on the resources in each relationship, and on larger groups.

Endangered Species: A species or subspecies of bird, mammal, fish, amphibian, reptile or invertebrate for which the prospects of survival and reproduction are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition or disease.

Environmentally Sensitive Areas or ESAs: Critical areas and their protective buffers and natural resource lands.

Erosion Hazard Area: A landform or soil type subject to being worn away by the action of water, wind, freeze-thaw or ice and classified in accordance with the U.S.D.A. Soil Conservation Service, U.S. Geological Survey or Department of Ecology Coastal Zone Atlas.

Essential Public Facility: Any facility meeting the definition of Essential Public Facility set forth in RCW 36.70A.200(1), now or as hereafter amended, any facility identified on the statewide list maintained by the Office of Financial Management.

Fair Share Housing: A quantification of each jurisdiction's "share" of middle and low-income housing needs in a region or county, and a plan for how each jurisdiction will satisfy its obligation to provide for its share of the need.

Farm: See Agricultural Land

Fish and Wildlife Habitat: A seasonal range or habitat element with which a given species has a primary association, and which, if altered, may reduce the likelihood that the species will maintain and reproduce over the long-term. These include areas of relative density or species richness, breeding habitat, winter range, and movement corridors. These also include habitats of limited availability or high vulnerability to alteration, such as cliffs, streams and wetlands.

Flexible Lot Design Subdivision Process: This process permits development flexibility that will encourage a more creative approach than lot-by-lot development, including lot design, placement of buildings, use of open spaces and circulation, and best addresses the site characteristics of geography, topography, size or shape. This method permits clustering of lots, with a variety of lot sizes, to provide open space and protect the Island's natural systems. The criteria for the layout and design of lots, including a minimum percentage of open space and a minimum lot size for each zone, are set out in the zoning ordinance.

Forest Land: Land used for growing trees, not including Christmas trees, for commercial purposes (as shown by record of income) that has long-term commercial significance; or unharvested forest land preserved in open space for the environmental benefits and maintenance of rural character.

Frequently Flooded Areas: Lands subject to a one percent or greater chance of flooding in any given year. These areas include, but are not limited to, floodplains adjacent to streams, lakes, coastal areas, and wetlands.

Functional Classification: A technique for assigning categories to transportation facilities based on a facility's role in the overall transportation system.

Functional Plan: Detailed assessments of existing conditions, current and future facility needs, service targets, and projected funding. Such plans adopted by City Council are incorporated by reference into the Comprehensive Plan's Capital Facilities Element. Other local jurisdictions, such as the Bainbridge Island School District, Bainbridge Island Fire District, and Bainbridge Park District also prepare functional plans.

General Obligation Debt: Local governments can raise revenues by selling tax-exempt municipal bonds and incurring debt. General obligation debt carries an unconditional promise by the local government to levy the taxes necessary to make the interest and principal payments required to retire the debt. General obligation debt is distinguished from limited obligation debt (also known as councilmanic bonds), which does not require a vote of the people and is paid from general operating revenues.

Geologically Hazardous Areas: Areas susceptible to erosion, sliding or other geological events which pose a threat to the health and safety of citizens when used as sites for incompatible commercial, residential or industrial development. Geologically hazardous areas include erosion hazard areas, landslide hazard areas, slopes and seismic hazard areas.

Goal: An expression of a general, ultimate ideal to be sought. It reflects basic community values and establishes the basis for formulating policies.

Green Building: A structure and use process that is environmentally responsible and resource efficient throughout a building's life cycle: from siting to design, construction, operation, maintenance, renovation, and demolition. Green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by efficiently using energy, water, and other resources; protecting occupant health and improving employee productivity; and reducing waste, pollution, and environmental degradation.

Greenhouse Gas (GHG): A gas in the atmosphere that absorbs and emits radiation within the thermal infrared range and affects the temperature of the earth. Primary greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.

Green infrastructure: Natural vegetation, landscape design, and engineered techniques that retain, absorb, and often cleanse stormwater runoff. By including such features throughout a community, stormwater and other runoff from wet weather or spring thaws is retained, absorbed, and often naturally filtered. Green infrastructure prevents or reduces the amount of runoff flowing directly into storm drains where it can overwhelm the sewer system and contaminate local waterways.

Groundwater: Subsurface or underground water resource.

Growth Management Act (GMA): A Washington State law requiring urban counties and their cities to adopt comprehensive plans and to adopt development regulations and capital budgets to implement comprehensive plans.

Guiding Principle: A high-rank order value guiding growth, development, and conservation of resources in the community. Guiding principles are derived from and provide extension of the aspirations and values described in the Vision Statement. Guiding Principles provide policy direction to the Goals and Policies of the Elements in the Comprehensive Plan.

High Occupancy Vehicle (HOV): Public transportation vehicles and private vehicles carrying no less than a specified number of passengers (usually set at 2 or 3).

High Occupancy Vehicle Improvement: Facilities or priority treatments, such as preferential signalization or queue bypasses, designed to encourage HOV usage.

High Occupancy Vehicle Lane (HOV Lane): A lane of traffic designated for use by public transit vehicles and high occupancy private vehicles.

Historic Preservation: Includes the protection, rehabilitation, restoration, identification, scientific excavation, and reconstruction of districts, sites, buildings, structures and objects significant in American and Washington state history, architecture, archaeology, or culture. (RCW 27.26.901)

Home Occupation: An activity for gainful employment involving the manufacture, provision, or sale of goods and/or services as an accessory use. The home occupation is carried on in the dwelling unit or building accessory to the dwelling unit.

Homeless: Persons whose primary nighttime residence is 1) a public or private place not designed for, or ordinarily used for, sleeping accommodations for human beings, or 2) a residence which is a publicly or privately operated shelter designed to provide temporary living accommodations.

Household: One or more related or unrelated persons occupying a housing unit.

Housing and Urban Development, Department of (HUD): The federal Department of Housing and Urban Development that administers most federally-sponsored housing and community development programs.

Housing Types: This term refers to the physical form, configuration or scale of housing, as opposed to an ownership pattern (i.e., rental vs. owned). The list below groups housing types into three categories: detached, common wall, or stacked.

- **Detached housing**, includes one and two-story houses, ramblers, split-levels, cottages, cabins, accessory dwelling units, mobile homes, and carriage houses (unit over a garage);
- **Common wall housing**, includes duplexes, zero lot line homes, row houses and townhouses; and
- **Stacked housing**, includes two or three story garden apartments and mid-rise, mixed-use structures with commercial ground floor uses and two or more stories of residences above.

Humanities: The term humanities encompasses those modes of inquiry, which are also academic disciplines, “including but not limited to the study of languages, literature, history, philosophy, comparative religion, and ethics.” Source: National Endowment for the Humanities.

Impact Fees: Charges levied by the City against a new development for its pro-rata share of the capital costs of facilities necessitated by the development. The Growth Management Act authorizes the imposition of impact fees on new development and sets the conditions under which they may be imposed.

Impervious Surface: Any material that substantially reduces or prevents the infiltration of water into previously undeveloped land. It includes surfaces such as compacted sand, limerock, or clay, as well as most conventionally surfaced streets, roofs, sidewalks, parking lots, and other similar surfaces or structures.

Income-qualified: A description for a renter or owner of designated affordable housing unit, meaning that the entity managing the affordability has verified the potential resident's income to fall within the income ranges defined under "Affordable housing".

Infill Development: Development usually consisting of either 1) construction on one or more lots in an area already developed or 2) new construction between two existing structures.

Infrastructure: A term connoting the physical underpinnings of the built environment including, but not limited to, roads, bridges, transit, waste system, public buildings, and communications networks.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA): Legislative initiative by the U.S. Congress restructuring funding for highway and transit programs. ISTEA authorized increased levels of highway and transportation funding and an enlarged role for regional planning commissions/MPOs in funding decisions. The Act also requires comprehensive regional long-range transportation plans extending to the horizon year of 2015.

Island Character: For purposes of the Bainbridge Island Comprehensive Plan the term is used to describe the special character of the Island - winding, narrow and vegetated roadways and forested areas, meadows, farms, and which contain much of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife habitat.

Kitsap Regional Coordinating Council (KRCC), formerly known as Kitsap Regional Planning Council (KRPC): A Council formed in 1990 by agreement between Kitsap County and the cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo. The purposes of the council are 1) to provide a forum for cooperative decision making by the region's elected officials in order to bring about a continuous and comprehensive planning process, 2) to foster cooperation and mediate differences among governments throughout the region and 3) to maintain an ongoing planning program and coordinate actions to make the best use of the region's resources and overcome problems of waste and pollution. In 1991, the Port Gamble S'Klallam Tribe and the Suquamish Tribe became members.

Land Use: A term used to indicate the utilization of any piece of land. It is the way in which land is being used or may be used.

Land Owner Compacts: Adjacent property owners collectively, aggregate and develop their properties under a unified development plan.

Landslide Hazard Areas: Areas that are potentially subject to risk of mass movement due to a combination of factors, including historic failures, geologic, topographic and hydrologic features as identified in the Department of Ecology Coastal Zone Atlas.

Latecomer Agreement: Also referred to as recovery contracts or reimbursement agreements, a latecomer agreement allows a property owner who has installed street or utility improvements to recover a portion of the costs of those improvements from other property owners who later develop property in the vicinity and use the improvements.

Level of Service (LOS): A rating of how well some unit of transportation supply or other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and sewer, park facilities) serves its current or projected demand.

LIHPRA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRA, is designed to preserve existing assisted housing for permanent low-income use. It provides incentives for current owners of assisted-housing projects to retain ownership for low-income use or to sell them to new owners who will agree to maintain the housing for low-income occupants for the remainder of its useful life.

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

Low Impact Development (LID): A stormwater management strategy that emphasizes conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic patterns in residential, commercial, and industrial settings. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surfaces to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Practices that adhere to these LID principles include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting (rain barrels and cisterns) and permeable pavements.

Manufactured Housing: A broad term including mobile homes, modular homes and other "factory built" housing. The main distinction is that manufactured housing is created in one or more parts in a factory and is designed and constructed for transportation to a site for installation on a permanent foundation and occupancy when connected to required utilities.

Master Plan: A tool to implement the Comprehensive Plan that details land use and circulation plans for a particular area or particular site using the goals and policies contained in the adopted Comprehensive Plan.

Micro Unit: A small studio apartment; micro unit could include a fully functioning and accessibility compliant kitchen and bathroom or rely upon communal kitchen or bathroom facilities.

Mineral Resource Lands: Land which is primarily devoted to the extraction of gravel, sand, or valuable metallic substances.

Mixed Use Development: The presence of more than one category of use in a structure, for example, a mixture of residential units and office or retail uses in the same building.

Mode Split: The statistical breakdown of travel by alternate modes, usually expressed as a percentage of travel by auto, transit, etc. Mode split is frequently used to describe the percentage of people using private automobiles versus bus transit or other modes.

Multifamily: A structure or portion of a structure containing two or more dwelling units.

Multi-modal Transportation System: A system in which there is accessibility by a variety of travel modes, typically: pedestrian, bicycle, transit and automobile (Single Occupancy Vehicle and High Occupancy Vehicle - carpool/vanpool) and may include water and air transport as well.

Native Vegetation: Plant species that are indigenous to the Puget Sound region.

Natural Resource Lands: Agricultural, forest and mineral resource lands as defined in this Plan.

Neighborhood: A small, predominantly residential area of the Island in which the residents share a common identity which may focus around an elementary school, park, community business center or similar feature.

Neonicotinoid: a class of neuro-active insecticides chemically similar to nicotine. Studies have linked Neonicotinoid use to adverse ecological effects, including honey-bee colony collapse and loss of birds due to a reduction in insect populations.

Non-point Source Pollution: Pollution that enters water from dispersed and uncontrolled sources (such as surface runoff) rather than through pipes.

Open Space: Any area of land that provides physical or visual relief from the developed environment. Open space may be essentially unimproved and set aside, designated or reserved for public use or enjoyment, or for the private use and enjoyment of adjacent property owners. Open space may also consist of undeveloped areas, such as pastures, woodlands, greenbelts, wetlands, pedestrian corridors and other natural areas that provide visual relief from developed areas.

Preservation of open space would 1) conserve and enhance natural or scenic resources, 2) protect streams or water supply, 3) promote conservation of soils, wetlands, beaches or tidal marshes, 4) enhance the value to the public of abutting or neighboring parks, forests, wild preserves, nature reservations or sanctuaries or other open space, 5) enhance recreation opportunities, 6) preserve historic sites, or 7) preserve visual quality along highway, road and street corridors or scenic vistas.

Open Space Plan: an adopted map that identifies those portions of Bainbridge Island which have the attributes and values of open space and which are candidate areas for protection and/or acquisition through nonprofit organization, city programs or regulations.

Overlay District: A set of zoning requirements that are described in the ordinance text, are mapped, and subsequently imposed in addition to those of the underlying zone. Development within an overlay zone must conform to the requirements of both zones.

Park-and-Ride: A system in which commuters drive to a common location, park their vehicles, and continue travel to their final destination via public transit or carpooling/vanpooling.

Peak Hour: The hour during which the maximum amount of travel takes place.

Peak Period: The period during which the maximum amount of travel occurs. Usually about 7 to 9 a.m. and 4 to 6 p.m.

Pedestrian-orientation: An area where the location and access to buildings, types of uses permitted on the street level and storefront design are based on the needs of the walking customers and residents. Reduces auto dependence and encourages the use of public transportation.

Peninsula Regional Transportation Planning Organization (PRTPO): The Regional Transportation Planning Organization for Kitsap, Mason, Clallam, and Jefferson Counties. The PRTPO serves as a mechanism for coordinating transportation planning in and among those counties and as a conduit for federal and state transportation funds.

Performance Standards: Regulations that establish standards of performance that are required of any use permitted in a given zoning district. For example, control over the type of a particular development in a particular zone may be accomplished by the establishment of standards which impose maximum levels of smoke, dust, noise, glare, traffic generation or other development impacts which must not be exceeded.

Permeability: The rate at which water moves through undisturbed soil. It depends largely on the texture, structure, porosity and density of the soil.

Placemaking: With community-based participation at its center, placemaking is a design process that capitalizes on a local community's assets, inspiration, and potential, and results in the creation of quality public spaces that contribute to people's health, happiness, and well being. Source: the Center for Public Spaces.

Policy: An agreed course of action adopted and pursued by decision makers for achieving one or several goals and objectives and which are used to guide the formulation of regulations and programs.

Precautionary principle: An approach to risk management, stating that if an activity carries a threat of causing serious harm to the public or to the environment, the burden of proof that it should not be limited or prohibited falls on proponents of the activity.

Primary Treatment: A wastewater treatment method that uses settling, skimming and usually chlorination to remove solids, floating materials and pathogens from wastewater.

Public Facilities: Use of land that includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

Public Sewer System: Any system which is owned or operated by the City, political subdivision of the state, or other approved ownership consistent of a collection system and necessary trunks, pumping facilities and a means of final treatment and disposal and under permit from the Department of Ecology.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Water System: Any system or water supply intended or used for human consumption or other domestic uses where water is furnished to two or more hookups.

Puget Sound Council of Governments (PSCOG): Predecessor to the Puget Sound Regional Council. PSCOG is the former area-wide metropolitan planning organization (MPO) responsible for regional planning in the Puget Sound area. (See Puget Sound Regional Council.)

Puget Sound Regional Council (PSRC): Current metropolitan planning organization (MPO) for the Puget Sound region, including Snohomish, King, Pierce, and Kitsap Counties. The PSRC coordinates transportation planning in those four counties and allocates federal and state transportation funds. The PSRC is also responsible for coordinating transportation planning with air quality emissions requirements.

Pump Station: A facility housing the equipment to pump water from or to a destination to counter gravitational forces. Pumping facilities are also employed to increase the pressure of the water as it travels through the system.

Pumping Station: Used to convey sanitary, wastewater to locations that cannot be reached in a normal downhill gravity collection system.

Purchase of Development Rights (PDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to a public entity or non-commercial entity, such as a land trust. In exchange, the seller of the PDR would extinguish the development right on the "sending area" by means of an easement.

Queue Bypass: Route designed to provide a path for transit around traffic queues (or waiting lines), allowing transit to move to the head of traffic flow.

Recharge: The process involved in the absorption and addition of water from the unsaturated zone to groundwater.

Residential Use: Any land use that provides for living space. Examples include single family residence, multi-family residence, special residence mobile home park, boarding house, caretaker's quarters, accessory dwelling.

Right-of-way: Land in which the state, county, city or other governmental entity owns the fee simple title or has an easement dedicated or required for a transportation or utility use. The right-of-way is the right to pass over the property of another. It refers to a strip of land legally established for the use of pedestrians, vehicles or utilities.

Runoff: That portion of precipitation that flows over land surface and enters the storm drainage system during and immediately following a storm. The rapidity of runoff and the amount of water removed are affected by slope, texture (that is the structure and porosity of the soil surface) vegetation and prevailing climate.

Sanitary Sewer: A facility that carries waterborne wastes of household, industrial and commercial users from the point of origin to treatment plant(s) for treatment and disposal.

Secondary Arterial: Roads that link activity centers and convey traffic onto major arterials. Secondary arterials provide both mobility and access.

Secondary Treatment: A wastewater treatment method that usually involves the addition of biological treatment to the settling, skimming and disinfection provided by primary treatment.

Seismic Hazard Areas: Includes areas subject to severe risk of damage as a result of seismic induced ground shaking, slope failure, settlement, slope failure, soil liquefaction or surface faulting. Ground shaking is a primary risk, followed by some unstable slopes causing damage below them. The muck soils of the Island pose a specific risk of settlement and soil liquefaction. These conditions occur in areas where muck soils and other organic deposits are unsuitable for foundations, generally underlain by cohesion-less soils or poorly consolidated sediments usually in association with a shallow groundwater table.

Senior Housing: Housing specifically designed and operated to assist elderly persons (as defined in the State or Federal program); or intended for, and solely occupied by persons 62 years of age or older.

Sense of place: A geographic location with a strong identity, historical meaning or visual character that is deeply felt by local inhabitants and by many visitors. It may apply across any scales, from a small, intimate space (e.g., an historic building or a small park), to a unique neighborhood (e.g., Seattle's Pioneer Square or Portland's Pearl District) or to an entire city (e.g., New Orleans or San Francisco).

Shoreline Management Act: The Shoreline Management Act of 1971, Chapter 90.58 RCW, as amended.

Shoreline Master Program: Bainbridge Island's policy and use regulations adopted under the authority of and subject to the requirements of the Shoreline Management Act and its implementing administrative guidelines.

Shall: The use of the terms "shall" and "should," determines the level of discretion the City can exercise in making future land use policy, budget, and development regulation decisions. "Shall" means that it is mandatory for the City to carry out the policy, even if a timeframe is not included. The use of "shall" in a policy statement does not convert it into a regulation.

Should: Signifies a slightly less rigid directive than "shall" to be honored in the absence of compelling considerations that require another course of action.

Single Occupant Vehicle (SOV): A vehicle carrying only the driver and no passengers.

Slope: An inclined ground surface, the inclination of which is expressed as a ratio (percentage) of vertical distance to horizontal distance.

Special Needs Populations: Individuals or families who require supportive social services in order to live independently or semi-independently.

Special Planning Area: A Special Planning Area is an area that reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area Process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, and services and amenities and protection of natural systems.

Storm Drain: A system of gutters, pipes or ditches used to carry storm water from surrounding lands to streams, lakes or Puget Sound.

Storm Water: Water that is generated by rainfall and is often routed into drainage systems in order to prevent flooding.

Stream: Surface waters, which flow into or become connected with other surface waters generally at least once per year. Streams are classified in accordance with classification system established by the Washington State Department of Natural Resources, as modified by Bainbridge Island.

Subarea Plan: An optional comprehensive plan feature authorized by the Growth Management Act. Subarea plans provide detailed land use policies for a geographic subset of a city.

Subdivision: The division or redivision of land into five or more lots, tracts, parcels, sites or divisions for the purpose of sale, lease or transfer of ownership.

Substandard Housing: A dwelling unit that does not meet the criteria for an acceptable standard of living, through lack of maintenance, age of unit, neglect, lack of plumbing facilities, kitchen facilities, or crowded conditions.

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Tiny House or Home: A small dwelling, with a kitchen and bathroom, possibly mounted on wheels.

Transfer of Development Rights Program (TDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to the developer of a TDR "receiving area" who is allowed to add the capacity to the zoned capacity of the site. In exchange, the seller of the TDR would extinguish the development right on the "sending area" by means of an easement.

Transit: Refers to a multiple-occupant vehicle operated on a for-hire, shared-ride basis, including bus, ferry, taxi, shuttle bus, carpool, or vanpool.

Transportation Demand Management (TDM): Policies and programs to motivate people to use public transportation, such as bus pass subsidies, flex-time programs, and limiting free parking.

Transportation System Management (TSM): An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.

Threatened Species: Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Trip: A one-way movement of a person or vehicle between two points for a specific purpose, sometimes called a one-way trip to distinguish it from a round trip.

Trip Assignment: The process of determining route or routes of travel and allocating the zone-to-zone trips to these routes.

Trip Distribution: The process by which the movement of trips between zones is estimated. The data for each distribution may be measured or be estimated by a growth factor process or by synthetic model.

Undeveloped Rights-Of-Way: Any undeveloped portion of a right-of-way legally established for the use of pedestrians, vehicles or utilities.

Universal Design: The designing of products and environments to be usable by all people, to the greatest extent possible, regardless of age, size, or abilities.

Upzoning: A change in the zoning classification of land to a classification allowing more intensive development, such as a change from single-family to multifamily or from residential to commercial.

Vehicle Miles Traveled (VMT): A measurement of forecasting travel demand; equivalent to one car, bus or truck traveling one mile. VMT is the sum of an individual's vehicle trip lengths - in miles - made over a set period, divided by the number of affected individuals driving that period within the household, study area, zone or facility.

Vision: A Vision is a narrative description of a preferred future, describing desired long-term qualities and characteristics of the community 20 or more years in the future.

Vision 2040: Vision 2040 constitutes the multi-county planning policies for the region consisting of King, Pierce, Snohomish and Kitsap counties and the cities within those counties.

Watercourse: The areas to which surface and subsurface waters naturally flow and which form a continuous channel through which water descends to natural outlets. A watercourse includes: a permanent stream; intermittent stream; river, brook, creek, channel or ditch for water, whether natural or man-made.

Water Re-use: Using treated wastewater in place of drinking water for commercial irrigation and industrial processes. Also called wastewater reclamation.

Watershed: The geographic region within which water drains into a particular river, stream or body of water. A watershed includes hills, lowlands and the body of water into which the land drains.

Wetland: Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.