



Planning Commission Regular Meeting Thursday, March 12, 2026

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

Remote Meeting on Zoom
<https://bainbridgewa.zoom.us/j/86561143070>
or Telephone: US: +1 253 215 8782
Webinar ID: 865 6114 3070

Agenda

1. Call to Order / Roll Call - 6:00 PM

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the Suquamish, "People of Clear Salt Water." Expert fishermen, canoe builders and basket weavers, the Suquamish live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, the Suquamish live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

2. Approval of Agenda / Conflict of Interest Disclosure - 6:05 PM

3. Planning Commission Meeting Minutes - 6:10 PM

A. Minutes

4. Public Comment - 6:15 pm

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing pcd@bainbridgewa.gov. Members of the public who wish to provide public comment in-person at a Planning Commission meeting should sign up to speak on the sign-in sheet by the Chamber doors. The Planning Commission Chair will call the people signed up on the sign-in sheet, and speakers will have up to three minutes to speak from the podium. Please speak directly into the microphone, which is adjustable. A timer on the screen will indicate when 3 minutes (or such other time set by the Chair) has elapsed. Orderly behavior and civility in remarks is expected with no clapping or booing, and no yielding of one person's time to another person. Guidelines for public comment are provided. Remote public comment is allowed with advance notice to the Planning & Community Development Department by noon on the date of the meeting at pcd@bainbridgewa.gov, provided that all remote commenters shall be required to display their true name and to keep their camera turned on to show their true uncovered face while delivering their comments. Public comment is not accepted during the balance of the Planning Commission meeting, unless a public hearing or public participation meeting is on the agenda.

5. Interim City Manager's Report - 6:25 PM

6. Regular Business - 6:30 PM

- A. Discuss Comprehensive Plan Update: Recommendations on Water Resources, Transportation and Housing Elements
- B. Public Hearing - Comprehensive Plan Amendment Application PLN 52984
CPA: Hagger Scribner Policy Amendments - 8:15 PM

7. Good of the Order - 8:45 PM

8. Adjournment - 8:50 PM

The City of Bainbridge Island's meetings are wheelchair accessible. The City also provides auxiliary aids and services for effective communication such as assistive listening devices, closed captioning, and print materials in digital format. For other reasonable accommodations and/or modification to programs, services, or activities, please contact the ADA Coordinator, Anshu Wahi at awahi@bainbridgewa.gov or 206-947-0803 as soon as possible, preferably at least 2 business days prior to the meeting.



Planning Commission Regular Meeting Agenda Bill
Thursday, March 12, 2026

Agenda Item: Minutes

Department: Planning Commission

Agenda Section: Planning Commission Meeting Minutes - 6:10 PM

Estimated Time: 5 Minutes Minutes

Recommendation:

I move to approve the February 26, 2026, minutes, as presented.

Narrative:

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Planning Commission Meeting 20260226_Minutes_Draft



**Planning Commission Regular Meeting
Thursday, February 26, 2026**

Meeting Minutes

1. Call to Order / Roll Call -

Chair Blossom called the meeting to order at 6:05 PM and read the Land Acknowledgment. Present in Chambers were Commissioners Blossom, Garcia, Deines, Preudhomme and Schaab. Commissioner Sullivan was present via Zoom and Commissioner Birtley was excused. Also present were PCD Director Charnas, Planning Manager Darron Buchanan, Senior Planner Jennifer Sutton, and City Council Liaisons Ashley Mathews and Lara Lant.

2. Approval of Agenda / Conflict of Interest Disclosure -

Motion: I move approval of the agenda as presented.

Garcia/Schaab – The motion carried unanimously, 6-0.

3. Planning Commission Meeting Minutes - 6:10 PM

A. Minutes

Motion: I move to approve the February 12, 2026, Minutes, as presented.

Preudhomme/Garcia – The motion carried unanimously, 6-0.

4. Public Comment - 6:15 PM

Public Comment received.

5. Planning Director's Report - 6:25 PM

Information Only.

6. Regular Business - 6:30 PM

- a. Discuss Comprehensive Plan Update: Recommendations on Utilities, Water Resources, Transportation and Housing Elements

Public Works Director Chris Wierzbicki provided a presentation on the Utilities and Water Resources Element. Discussion by Planning Commissioners followed.

Vision Policies –

Motion: I move that staff redraft the language and the vision for the water utilities for the utility element to recognize that the City wants to work towards connecting homes to utility systems. (53:46)

Blossom/Garcia – The motion carried unanimously, 6-0.

Motion: I move to update the text of Policy U 13.9 to be: *“Study how the City and KPUD can best coordinate and partner for services provided to the City by the Fort Ward wastewater treatment plant.”* (59:10)

Garcia/Preudhomme – The motion carried, 4-0, with Commissioners Deines and Sullivan abstaining.

Motion: I move that the Utilities Vision draft opening sentence be rewritten to include: *“in the year 2044, the City of Bainbridge Island...”*. (1:09:15)

Preudhomme/Garcia– The motion carried unanimously, 6-0.

Motion: In the first paragraph of the Utilities Vision – I move to: remove the added line at the end of the first paragraph and restore: *“electric power, telecommunication services, solid waste and recycling services”*, back to the first sentence in the Vision. (1:13:36)

Schaab/Garcia– The motion carried unanimously, 6-0.

Commissioner Sullivan excused himself from the meeting at 7:05 PM.

Motion: I move to amend the next to last sentence in the Utilities Vision to read as follows: *“Hardened utility infrastructure serves emergency neighborhood hubs and disaster response facilities, enabling rapid and sustained response to natural disasters, other emergencies, and outages that may interrupt the utility and transportation infrastructure.”* (1:20:16)

Schaab/Deines – The motion carried unanimously, 5-0 (Commissioner Sullivan was absent).

Motion: I move that staff craft language to address the need for expanding and growing electrical infrastructure to support ferry electrification and EV charging, either in the Vision or under the Electrical section. (1:23:10)

Deines/Schaab– The motion carried unanimously, 5-0 (Commissioner Sullivan was absent).

Motion: I would like to move that “*cell phone*” in the second paragraph be replaced by “*network*”. So that it would read, “*Persistent gaps in network coverage have been mostly eliminated.*” (1:24:00)

Garcia/Schaab– The motion carried unanimously, 5-0 (Commissioner Sullivan was absent).

Goals & Policies

Motion: Goal U-1 - I move to restate that it reads, “*ensure that reliable, equitable, adequate, cost effective, reliable and safe utility services are available to all Bainbridge Island residents, businesses and institutions.*” (1:29:54)

Schaab/Deines – The motion carried unanimously, 5-0 (Commissioner Sullivan was absent).

Motion: I move to amend Goal U-12 so that it includes, “*adequate, cost effective, reliable, safe, equitable, and sustainable,*” to align with statement in Goal U-1. (1:32:38)

Schaab/Garcia – The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move to amend Policy U-12.1, the last sentence to read as “*Lead and inspire those entities to cooperate in a manner that recognizes water resources as a public necessity.*” (1:40:00)

Schaab/Garcia – The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move that the second sentence of Policy U-12.3 be amended to read, “*New systems may be dedicated to the City, at its discretion.*” (1:44:18)

Blossom/Garcia - The motion carried 3-0, with Commissioners Deines and Preudhomme abstaining. Commissioner Sullivan was absent.

Motion I move to rewrite Policy U-12.8 to read, “*Study how City, regional, and private water purveyors can best coordinate and partner for services on Bainbridge Island. Pursue management and ownership models that maximize opportunities for water conservation measures and enforcement.*” (2:06:51)

Deines/Garcia – The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move that staff ensure that utility specific goals include the concepts of reliability, equity, adequacy, safety, sustainability and cost effectiveness in all utility-

specific goals. (2:17:40)

Schaab/Deines - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion U-13.5- I move that staff come back with a suggested policy to monitor PFAS, otherwise known as 'forever chemicals', and pursue technologies to remove forever chemicals from our waste stream and encourage the same for non-city owned systems. (2:22:36)

Schaab/Deines - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move to amend Policy U-15.6 to read, *"Study strategies to require undergrounding new and existing electric distribution power lines to reduce wildfire risk and power outages. Encourage the electric energy provider to develop a long-term strategy for future undergrounding, maximizing opportunities with new construction."* (2:41:41)

Preudhomme/ Schaab - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion I move to adopt Policy U-15.11 as "Pursue City-owned renewable energy generation to minimize City facility energy costs and/or mitigate greenhouse gas emissions. (2:55:03)

Preudhomme/ Schaab - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move to amend Policy U-15.10 by replacing language with: *"Work with electricity provider to ensure disaster and climate resilience is being addressed for electrical equipment and infrastructure on the island."* (2:55:33)

Schaab/Garcia - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move to recommend the utilities element be updated by City staff as provided in the updated meeting materials to reflect current and planned conditions and updated references to supporting plans and reports, as amended. (3:00:21)

Garcia/Preudhomme - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Transportation

Motion: I move to include the community vision from the island-wide mobility plan into the Transportation Elements introduction. (3:25:17)

Garcia/Deines - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Motion: I move to amend Policy TR-10.2 so that the last sentence that is currently struck through reads, *"Seek opportunities to expand public parking, prioritizing off-street parking."* (3:29:42)

Blossom/Garcia - The motion carried unanimously, 5-0, (Commissioner Sullivan was absent).

Commissioner Deines excused himself from the meeting at 9:17 PM.

Water Resources

Motion: I move to direct staff to draft language first for a policy that supports the development of code that discourages or prohibits non-native or non-drought tolerant landscaping. (3:34:51)

Blossom/Schaab - The motion carried unanimously, 4-0, (Commissioner Sullivan & Commissioner Deines were absent).

Motion: I move to direct staff to create a policy that supports code language that takes irrigation requirements into consideration when reviewing conditional use permits. (3:38:10)

Blossom/Garcia - The motion carried unanimously, 4-0, (Commissioner Sullivan & Commissioner Deines were absent).

Motion: I move to correct the Water Resource Visions 2036, to be 2044 in the title, for consistency. (3:39:41)

Garcia/Schaab - The motion carried unanimously, 4-0, (Commissioner Sullivan & Commissioner Deines were absent).

Motion: I move to replace text in Policy WR 2-12 removing *"high-water"* and replacing with *"high-volume"* water users. (3:40:51)

Garcia/Schaab - The motion carried unanimously, 4-0, (Commissioner Sullivan & Commissioner Deines were absent).

Motion I move to change Policy WR 2-14 the word *"use"* to *"utilize."* (3:44:08)

Garcia/Schaab - The motion carried unanimously, 4-0, (Commissioner Sullivan & Commissioner Deines were absent).

Motion: I move to ask City staff to add to the Water Resource Introduction - pie chart showing water usage by category. (3:47:54)

Preudhomme/Schaab - The motion carried unanimously, 4-0, (Commissioner Sullivan & Commissioner Deines were absent).

7. Good of the Order - 9:00 PM

Information Only.

8. Adjournment - 9:39 PM

DRAFT



Planning Commission Regular Meeting Agenda Bill **Thursday, March 12, 2026**

Agenda Item: Discuss Comprehensive Plan Update: Recommendations on Water Resources, Transportation and Housing Elements

Department: Planning Commission

Agenda Section: Regular Business - 6:30 PM

Estimated Time: 90 Minutes

Recommendation:

This meeting will review and make recommendations on the Comprehensive Plan Water Resources Elements, re-review the Transportation Element (last discussed on January 22 and February 26, 2026), and complete its recommendation for the Housing Element (discussed on January 22 and February 12, 2026). Suggested motions on updated policies are presented for consideration by the Planning Commission.

Narrative:

BACKGROUND: The periodic update to the City's Comprehensive Plan was due on December 31, 2024 and is now a year overdue. The City Council adopted Resolution 2025-18 directing the Planning Commission and staff to make progress on completing the plan update so that the City Council can work on plan adoption by June 30, 2026.

State law requires local Comprehensive Plans to look out twenty years to plan for future population, housing, and employment, the amounts of which are

established by state and regional agencies. For the first time ever, a new state law requires local governments to plan for and accommodate housing types for all income levels.

The current periodic Comprehensive Plan update will advance the City's planning horizon from 2036 to 2044. The Winslow Town Center is the City's most populated center and supports urban levels of services for its residential and employment base. The 2044 Comprehensive Plan will focus population and employment growth primarily in the Winslow area. This is in keeping with the City's current long-term growth strategy, which supports new population and employment in Winslow while conserving sensitive environmental areas, open spaces and forests outside Winslow Town Center.

A Subarea Plan for the Winslow town center is a key component to the Comprehensive Plan update. The Planning Commission completed its recommendation on the Winslow Subarea Plan and now will review and make recommendations on the citywide Comprehensive Plan. In accordance with Resolution 2025-18, only those updates that are essential to complying with state comprehensive plan mandates and internal consistency among the Elements will be considered.

Additional information about the update to the Comprehensive Plan can be found on the City's website

here: <https://cityofbainbridgeisland.civilspace.io/en/projects/2024-comprehensive-plan-periodic-update>

SUMMARY: The Planning Commission began its review and recommendation of the Citywide Comprehensive Plan with the recommendations for the Introduction chapter and Land Use Element on January 8, 2026, and the Transportation and Housing Elements on January 22, 2026. At that meeting, the Planning Commission completed its initial review and recommendations for the Transportation Element, and the first half of the Housing Element. The Commission reviewed and made recommendations on the draft updates to the Utilities Element on February 26, and then started to review the Draft Water Resources Element and discussed again the Transportation Element.

On March 12, 2026, the Planning Commission will continue review the Water Resources and Transportation Elements. The City Director of Public Works has included a memo to support the Planning Commission's discussion of both Elements.

Additional information to support the Planning Commission's discussion of these 2 Elements can be found on the City's website:

<https://www.bainbridgewa.gov/1320/Groundwater-Management-Plan>

<https://www.bainbridgewa.gov/176/Stormwater-Management-Program>

<https://cityofbainbridgeisland.civilspace.io/en/projects/island-wide-mobility-plan>

<https://bainbridgewa.gov/270/Annual-Roads-Preservation-Program>

On February 12, 2026, the Planning Commission continued its review of the Draft Housing Element, completing review through Policy HO 7.3. Staff has integrated the Planning Commission's approved changes into an updated Draft Housing Element for the February 26, 2026, discussion, and to pick back up with Draft Housing Element review of Goal HO-8.

Information on the City's Housing Action Plan can be found here:

<https://cityofbainbridgeisland.civilspace.io/en/projects/housing-action-plan>

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. March 12 PC Suggested Motions
2. CP WR Trans Element Update Summary Memo 031226
3. WATER RESOURCES_Strikethrough_Underline_030326
4. TRANSPORTATION ELEMENT__Draft_Update 030326
5. Draft HOUSING Element Feb 2026

CITY OF BAINBRIDGE ISLAND PLANNING COMMISSION

**Suggested Motions for Consideration of the *Water Resources, Transportation & Housing Elements*
and for the Comprehensive Plan Update
March 12, 2026**

WATER RESOURCES ELEMENT

1. Bringing the Water Resources Element “Up to Date”

The City Director of Public Works has included a memo to support the Planning Commission’s discussion. The Planning Commission began, but did not finish, discussing the Draft Updates to the Water Resources Element at the end of the February 26, 2026 meeting. The recommendations made by the Commission that night have been added to the current updated draft.

Suggested Motion:

- I move to recommend the *Water Resources Element* be updated by City staff as shown in the attached meeting materials to reflect current and planned conditions, and updated references to supporting plans and reports.

_____ PASS _____ DID NOT PASS

TRANSPORTATION ELEMENT

2. Bringing the Transportation Element “Up to Date”

The Island-wide Transportation Plan (IWTP) is the City’s current transportation operational plan and is adopted by and referenced within the *Transportation Element* of the City’s Comprehensive Plan. The new Island-Wide Mobility Plan (IWMP) combines and updates the information in the Island-Wide Transportation Plan (2017) and the Sustainable Transportation Plan (2022) and will serve as the reference document to the Transportation Element of the Comprehensive Plan. The merging of the IWTP and STP is intended to simplify transportation planning efforts and improve transparency.

The strikeout/underline changes shown in the proposed updated *Transportation Element* are suggested to ensure consistency between the *Transportation Element* and IWMP, which will replace the IWTP as the City’s transportation plan with the update to the Comprehensive Plan. The Planning Commission first reviewed a draft of an updated *Transportation Element* at its January 22, 2026 meeting and unanimously approved the motion below. At the close of its February 12, 2026 meeting, the Planning Commission approved another motion requesting to discuss the draft *Transportation Element* again. The Planning Commission started to discuss this element at the February 26, 2026 meeting. The recommendations made by the Commission that night have been added to the current updated draft.

Suggested Motion:

- I move to recommend the *Transportation Element* be updated by City staff as shown in the attached meeting materials to reflect current and planned conditions, and updated references to the Islandwide Mobility Plan.

_____ PASS _____ DID NOT PASS

HOUSING ELEMENT

3. Bringing the Housing Element “Up to Date”

At its meeting on January 22, 2026, the Planning Commission began its review of the proposed changes to the *Housing Element*.

At the close of its January 22 discussion regarding the Housing Element, the Commission unanimously approved the following motion: I move to have City staff look at either a Goal or Policy to make sure future development is more predictable and more in line with our Island's values. One such policy would be the implementation of a form-based code. As a future form-based code would likely be applied to all types of development- residential, commercial, and mixed use. Therefore, staff would recommend that a policy about form-based code should be added to Goal LU-4 of the Land Use Element, as this section describes the City's "Island-wide Conservation and Development Strategy" and already includes policies related to land use and building scale. Proposed policy language could read:

Policy LU 4.X Consider adopting a form-based code to make future development more predictable.

On February 12, 2026, the Planning Commission continued its review of the Draft Housing Element, completing review through Policy HO 7.3. Staff has integrated the Planning Commission's approved changes from these two meetings into an updated Draft *Housing Element* for the February 26, 2026, discussion, and to pick back up with Draft *Housing Element* review of Goal HO-8.

Suggested Motion:

- I move to recommend that the various sections of the *Housing Element* be updated by City staff as shown in the attached meeting materials to reflect the variety of City housing work completed since 2017, changing conditions, updated data and changes in state housing laws.

_____ PASS _____ DID NOT PASS



DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: March 6, 2026

To: Planning Commission

From: Christopher Wierzbicki, PE, Public Works Director

Subject: **Follow up on the February 26, 2026 Planning Commission Updates to the Water Resources and Transportation Elements of the Comprehensive Plan**

Purpose

The purpose of this memo is to provide the Planning Commission with select updates based on their recommended motions on the Water Resources and Transportation Elements of the Comprehensive Plan from their meeting of February 26, 2026.

Transportation

- *Motion: I move to include the community vision from the island-wide mobility plan into the Transportation Elements introduction. (3:25:17)*

In response to this motion, the staff proposes a revised community vision statement for the Transportation Element (TE) that includes a hybrid combination of the original TE vision and the vision included in the Island-wide Mobility Plan. The tense of the language is adjusted to match the “vision from the future” style that matches the vision statements in other Elements, as follows:

“In accordance with the *Comprehensive Plan*, Bainbridge Island is characterized by “... forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.” Natural features are preserved while residents and visitors of all ages and abilities safely and comfortably experience Bainbridge Island regardless of transportation mode. Transportation and mobility improvements support and advance a safe, dependable, properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for non-motorized users and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users and maintains a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community-supported.”

Water Resources

- *Motion: I move to direct staff to draft language first for a policy that supports the development of code that discourages or prohibits non-native or non-drought tolerant landscaping. (3:34:51)*

In response to this motion, the staff proposes the following new policy:

Policy WR 2.17

Support the development of revisions to the Bainbridge Island Municipal Code that discourage or prohibit the use of non-native or non-drought tolerant landscaping, with the intent of limiting the use of groundwater resources for seasonal irrigation.

- *Motion: I move to direct staff to create a policy that supports code language that takes irrigation requirements into consideration when reviewing conditional use permits. (3:38:10)*

In response to this motion, the staff proposes the following new policy:

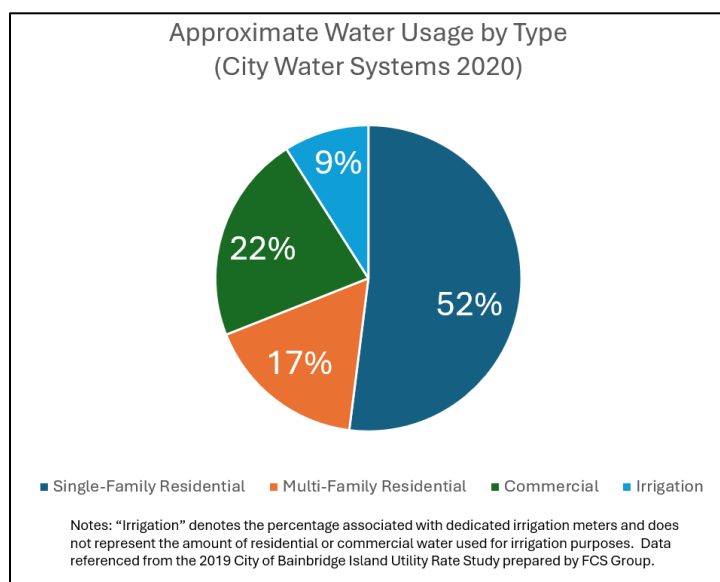
Policy WR 2.18

Support the development of revisions to the Bainbridge Island Municipal Code that discourage, limit or prohibit the need for and the construction of extensive spray irrigation systems for developments requiring conditional use permits, with the intent of limiting the use of groundwater resources for seasonal irrigation.

- *Motion: I move to ask City staff to add to the Water Resource Introduction - pie chart showing water usage by category. (3:47:54)*

In response to this motion, the staff propose to add the following chart and associated text to Goal WR-1 of the Water Resources Element:

See Figure WR-2 below for a chart outlining how water use from development within the City's water services areas is distributed.



WATER RESOURCES ELEMENT

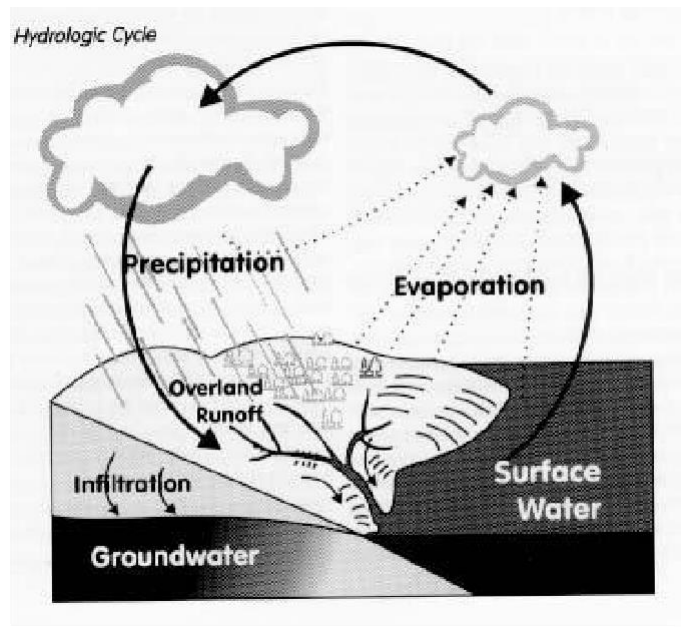
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WATER RESOURCES INTRODUCTION

Bainbridge Island is solely dependent on groundwater for its drinking water and requires a holistic perspective to understand the interdependence among the Island's three primary water resources: *groundwater*, surface water and *stormwater*. Although these waters are typically regulated and managed independently, they are in nature, intimately connected.

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

Groundwater may be pumped from wells to provide drinking water or irrigation or it may seep out of the ground into *streams*, springs and harbors where it is again called surface water. Likewise, *stormwater* may discharge into a nearby stream or harbor and become surface water or infiltrate into the ground and become *groundwater*. (see Fig.WR-1)



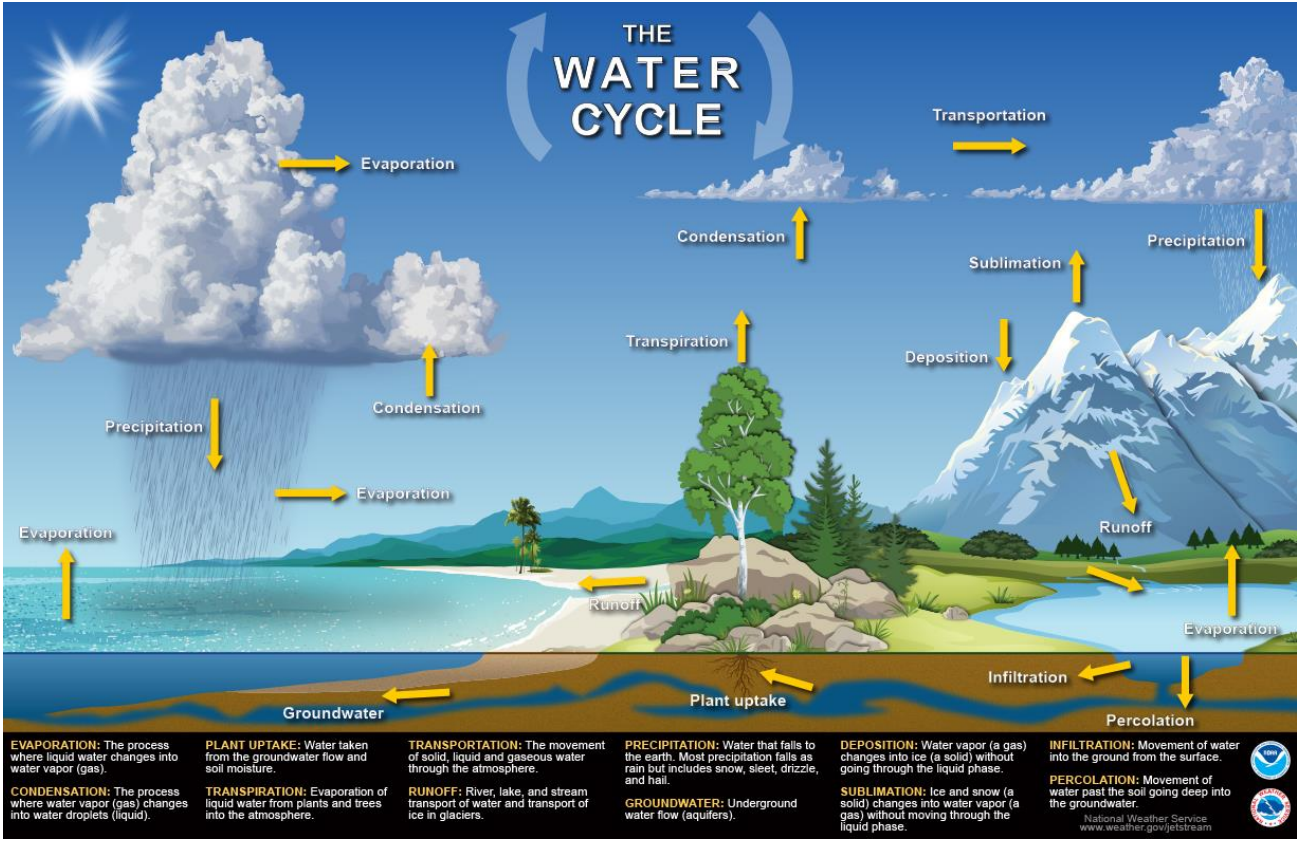


Fig. WR-1 The Hydrologic Cycle

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

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

Land Use Connection

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

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

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

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

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

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

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

Seawater intrusion can occur when aquifers connected to the Puget Sound are over utilized and the seawater/freshwater interface is moved landward. If this happens on a neighborhood scale major infrastructure investments may be needed to maintain a freshwater source to the residences.

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

Climate change

The 2016 Bainbridge Island 2020 Climate Impact Assessment Action Plan, which is referenced in this Comprehensive Plan, establishes that a primary concern of *climate change* is the impact on *water resources*, especially for an island location like Bainbridge Island that relies solely on an *aquifer* system for its drinking water. *Climate change* projections indicate that over the coming decades sea level may rise up to four feet in the Puget Sound region, the ocean will become more acidic and climatic conditions are likely to become warmer. This will result in more intense rain events during the wet season with longer, drier summers, though overall annual volume of rainfall under current models is expected to remain approximately the same.

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

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

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

WATER RESOURCES VISION 2036 2044



The vision for Bainbridge Island's water resources (precipitation on the surface and water in the ground) in 2036 2044 include:

The water resources are climate resilient, and demand and quantity are adequate for all forms of life on the Island. *Aquifers* are continuously monitored and maintained ~~above the early warning level~~ at a sustainable level that allows continued water supply to surface water habitat. The water quality for most of the consumed water is monitored to ensure quality fully meets the standards for drinking water.

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

GOALS & POLICIES

GENERAL WATER RESOURCES

GOAL WR-1

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

- Degradation of water resources is not allowed.
- The long-term *sustainability* of the Island's water resources is maintained, taking into account future climatic conditions and their effects on the water cycle.
- New development and population growth are managed so that water resources remain adequate and affordable for the indefinite future. See Figure WR-2 below for a chart outlining how water use from development within the City's water services areas is distributed.
- *Groundwater*, surface water and *stormwater* monitoring, data assessment and reporting are current and available including future projections of availability, quality and need.
- ~~Use~~ Current and future technologytechnologies are used to maintain and protect water resources.

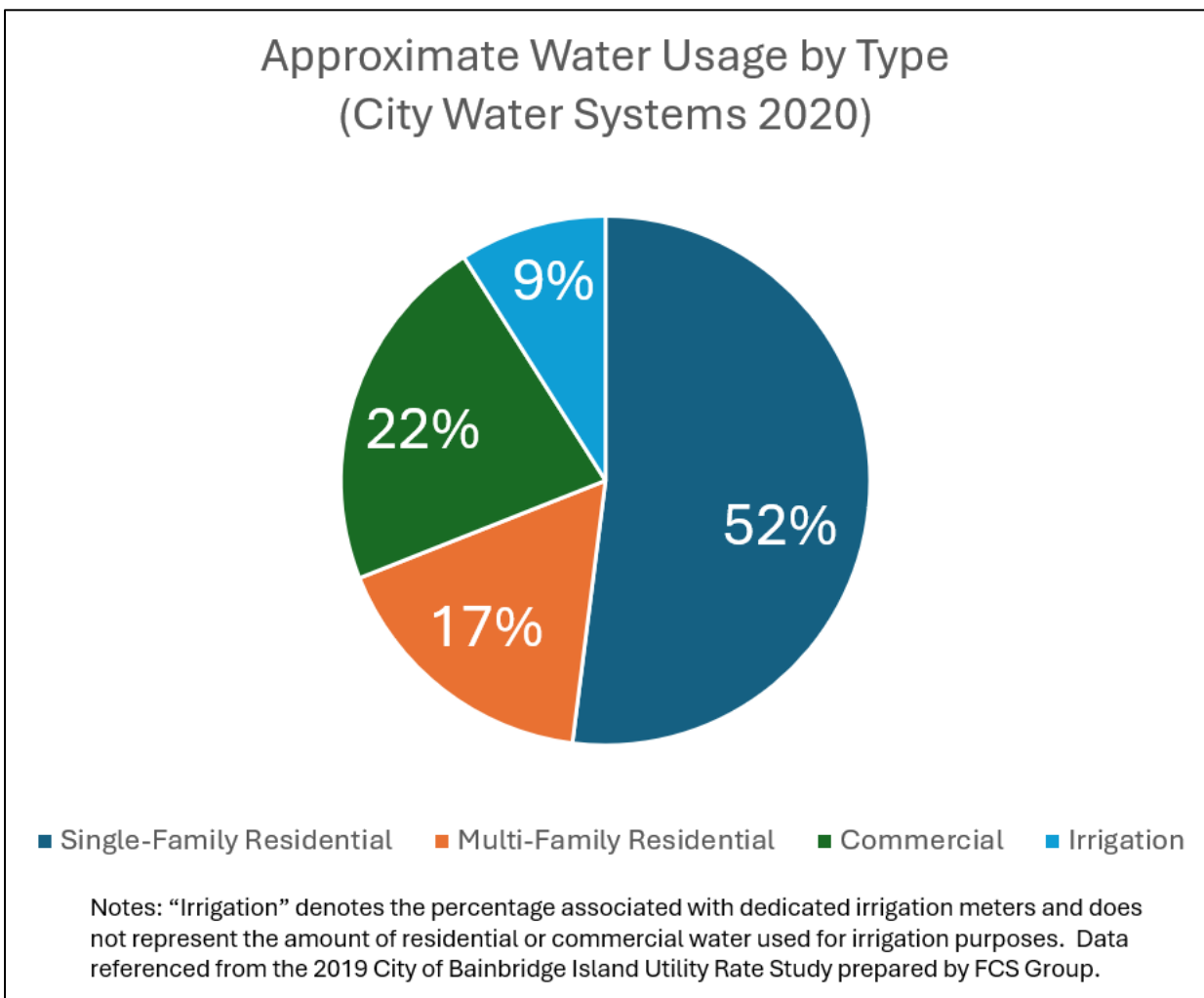


Figure WR-2 – Water Usage by Type

Policy WR 1.1

~~Study future climate and demand scenarios to accurately plan for future water resource conditions.~~

Finalize and adopt the Groundwater Management Plan, including incorporation of expected changes to groundwater inputs and outputs under climate change.

Policy WR 1.2

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

Policy WR 1.3

The City will provide sustainable water resource planning, protection, management and monitoring in coordination with government agencies at all levels, drinking water purveyors, Tribes, non-profit organizations, and other stakeholders.

Policy WR 1.4

Apply the policies in this element together with the protective measures set by the City's ~~Shoreline Management Master Program, Critical Areas Ordinance and any other environmental or water resources management ordinance established by the City and in compliance with county, State, and federal laws and regulations.~~

Groundwater Management Plan, Sea Level Rise Vulnerability and Risk Assessment, Shoreline Master Program, Critical Areas Ordinance and any other environmental or water resources management ordinance established by the City and in compliance with local, state, and federal laws and regulations.

Policy WR 1.5

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

Policy WR 1.6

Incentivize and maximize opportunities for incorporating water conservation features in Green Design and Building Codes

Policy WR 1.7

Partner with community organizations such as Sustainable Bainbridge, Washington State University Extension, and Bainbridge Island Land Trust to conduct education and outreach with the public about their role in protecting hydrologic processes given the realities of climate change. Encourage the property owners to protect intact functioning streams and wetlands, as well as incorporate rain gardens and other low impact development techniques into their properties.

Policy WR 1.8

Ensure that the City is using the most appropriate, relevant and recent data and information about natural resources, climate change and other associated parameters in decision-making. If data sources are missing, identify how to obtain needed information.

GROUNDWATER PROTECTION AND MANAGEMENT

GOAL WR-2

Protect the quality and quantity of groundwater on the Island to ensure clean and sufficient groundwater for future generations.

Policy WR 2.1

Recognize that the Island functions as an *aquifer recharge area*. *Low impact development*

techniques are essential for maintaining *aquifer recharge*.

Development, if any in areas with high *aquifer recharge* should be limited to low impact uses and less intense development. Low impact uses include development for buildings, roads or parking that has a reduced area of impact on the land. Low impact uses do not depend on regular applications of fertilizers or pesticides.

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

Policy WR 2.2

Identify and assess areas of high *aquifer recharge* as part of a *land use* application. Minimize the effect of development on these areas.

Policy WR 2.3

~~To promote efficient use~~

Policy WR 2.3 Evaluate and support opportunities to increase aquifer recharge, e.g. through upland discharge or infiltration of class A reclaimed water

Policy WR 2.4

Promote conservation and awareness of groundwater resources, and encourage the expansion of existing water systems rather than encouraging shallow or individual residential wells. ~~Policy WR 2.4~~

~~Assess the impacts of proposed activities and development on the flow of springs and streams and levels of wetlands that are either sustained by groundwater discharge or contribute recharge to groundwater, and require an assessment of anticipated hydrologic impacts. Activities or development may be restricted if the report indicates any adverse impacts.~~

Policy WR 2.5

Continue a robust surface water monitoring program that can identify trends in streamflow and water quality to inform adaptive management to protect stream health and integrate into monitoring climate change-sensitive parameters as appropriate.

Policy WR 2.6

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

Policy WR 2.67

Reduce the use of pesticides and herbicides by encouraging integrated pest management techniques and less toxic alternatives. Build on investments made in programs like the Natural Yard Care campaign in partnership with Kitsap County and Washington State University Extension.

Policy WR 2.7

~~Establish a stakeholder group to develop an Island-wide groundwater management plan and work with Kitsap Public Utility District to update the Kitsap County Coordinated Water System Plan.~~

Policy WR 2.8

Establish stakeholder group to implement the *Groundwater Management Plan* and work with Kitsap Public Utility District to update the Kitsap County Coordinated Water System Plan.

Policy WR 2.9

Develop an incentive-based program to encourage exempt well owners to regularly monitor and report the quality of their well water and identify leaks using tools such as flow meters

~~Policy WR 2.9~~

~~Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, consider creation and application of one or more aquifer conservation zones for appropriate areas of the Island and institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities or activities that could affect stormwater runoff and aquifer recharge associated with a proposed *land use*. The Island's aquifers are protected through critical area regulations and Revised Code of Washington (RCW) 36.70A.550.~~

Policy WR 2.10

Retard *seawater intrusion* into ~~our~~the Island's groundwater through the development and application of a comprehensive *seawater intrusion* prevention program.

Policy WR 2.11

~~Develop a water conservation program for all water uses on the Island.~~

Work collaboratively with the Utility Advisory Committee and all Island drinking water systems on ways to maintain sustainable yields in the face of climate change, including outreach and communication about water conservation.

Policy WR 2.12

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

Policy WR 2.13

Require the retention of native landscapes via *Aquifer Recharge Protection Area* code and other tools, such as mulching with wood chips, to promote water quality and to reduce the need for irrigation.

~~Policy WR 2.14~~

Develop a program that incentivizes and facilitates innovative methods for homeowners and business owners to ~~use~~utilize stormwater and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

~~Policy WR 2.15~~

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

Policy WR 2.16

Develop and maintain a publicly-available system to report groundwater levels on a timely basis.

Policy WR 2.17

Support the development of revisions to the Bainbridge Island Municipal Code that discourage or prohibit the use of non-native or non-drought tolerant landscaping, with the intent of limiting the use of groundwater resources for seasonal irrigation.

Policy WR 2.18

Support the development of revisions to the Bainbridge Island Municipal Code that discourage, limit or prohibit the need for and the construction of extensive spray irrigation systems for developments requiring conditional use permits, with the intent of limiting the use of groundwater resources for seasonal irrigation.

SURFACE WATER PROTECTION AND MANAGEMENT

GOAL WR-3

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

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

Policy WR 3.1

Development in regulated aquatic *critical areas* or their associated water quality buffers shall not be allowed unless application of *development regulations* would deny any reasonable use of property. In such cases, minimize the allowed use and associated impacts, to maximize environmental protection.

Policy WR 3.2

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

Policy WR 3.3

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

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

Policy WR 3.4

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

Policy WR 3.5

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

Policy WR 3.6

~~Ensure that~~ herbicides and pesticides ~~that are~~ approved for use near aquatic resources ~~may be~~ only ~~be~~ used in aquatic resource areas and buffers when applied by licensed applicators.

Policy WR 3.7

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

Policy WR 3.8

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

Policy WR 3.9

Promote *watershed*-based mitigation to meet federal ~~and state~~ regulations, improve mitigation success and better preserve the ecological function of the island's *watersheds*.

Policy WR 3.10

Work with state and local health departments to evaluate the merits of new technologies such as grey water capture, package treatment plants and composting toilets as alternatives to septic and sewer systems.

Policy WR 3.11

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

Policy WR 3.12

~~Allow~~ stream relocation ~~will only be allowed~~ where relocation would result in improved ~~stream~~*aquatic* ecosystem function.

Policy WR 3.13

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

Policy WR 3.14

Protect, preserve and enhance fish and wildlife habitat and adjacent riparian areas to ensure sustainable populations of resident aquatic life.

Policy WR 3.15

Partner with community organizations such as Sustainable Bainbridge, Washington State University Extension, and Bainbridge Island Land Trust to conduct education and outreach with the public about their role in protecting hydrologic processes. Focus on adaptation to climate change impacts by protecting intact functioning streams and wetlands, as well as incorporating rain gardens and other *low impact development* techniques into their properties.

Policy WR 3.16

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

Policy WR 3.17

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

Policy WR 3.18

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

Policy WR 3.19

Promote and support volunteer or community-driven restoration projects.

Policy WR 3.20

Continue to comply with Engrossed Substitute Senate Bil 6091 by charging applicable fees and requiring notice to title on new development utilizing permit exempt wells for the water source.

Policy WR 3.21

Participate in the Water Resource Inventory Area 15 Water Availability & Streamflow Technical Committee to implement the Watershed Restoration and Enhancement plan.

STORMWATER PROTECTION AND MANAGEMENT

GOAL WR-4

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

Policy WR 4.1

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

Policy WR 4.2

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

Policy WR 4.3

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

Policy WR 4.4

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

Policy WR 4.5

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

Policy WR 4.6

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

Policy WR 4.7

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

Policy WR 4.8

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

Policy WR 4.9

Incentivize *LID* retrofit of *the* current built environment.

Policy WR 4.10

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

Policy WR 4.11

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

Policy WR 4.12

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

Policy WR 4.13

Implement Minimum Effort Activities in the Stormwater System Plan to remain in compliance with the City's Phase II Municipal Stormwater NPDES permit.

Policy WR 4.14

In addition to requirements of the Stormwater Management Action Plan for Manzanita Watershed, encourage development of regional retrofit stormwater facilities to mitigate runoff from existing development.

RESIDENTIAL ON-SITE SEWAGE SYSTEMS

GOAL WR-5

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

Policy WR 5.1

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

Policy WR 5.2

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

~~Policy WR 5.3~~

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

Policy WR 5.43

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

Policy WR 5.54

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

Policy WR 5.65

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

Policy WR 5.76

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

Policy WR 5.87

~~Provide the service of Support~~ operation and maintenance management systems for approved large on-site *sanitary sewer* systems or community *sanitary sewer* systems in coordination with the Kitsap Public Health District.

Policy WR 5.98

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

Policy WR 5.10

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

PUBLIC EDUCATION AND OUTREACH

GOAL WR-6

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

Policy WR 6.1

Educate and inform the public about:

- The purpose and importance of aquatic environments, their vulnerabilities and observed status and trends in ecological health and function;
- Expected *climate change* impacts and how these will affect the Island's water resources and their beneficial uses;
- The characteristics of the *aquifer* system, the Island's dependency upon it and its vulnerability to contamination (including *seawater intrusion*) and depletion;
- The Environmental Protection Agency's Sole Source Aquifer Designation Program and what this designation means for the Island's *aquifer* system;
- Wellhead protection and the critical importance of restricted chemical use or storage within the protection area around wells;
- Critical *aquifer recharge areas* (or other special conservation areas) and the purpose they serve to the *aquifer* system;
- How to report spills or illicit dumping of hazardous waste or other pollutants and how to access information about location and status of contaminated sites;
- How to find information about their well and how to properly maintain it;
- Methods to identify ~~wastewater~~wasted water indoors and outdoors and practices to conserve water such as native landscaping, xeriscaping, mulching and water use reduction or reuse;
- Resources for streamside and shoreline landowners;

3/3/26

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

Policy WR 6.2

Promote opportunities for citizen stewardship and involvement.

~~Policy WR 6.3~~

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

WATER RESOURCES IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

WR Action #1 ~~Adopt aquifer conservation zoning regulations and innovative~~ **Reform existing permit review processes designed as needed to protect achieve maximum protection of the Island's surface and ground waters groundwater resources from impacts of development.**

Policy WR 1.4

Apply the policies in this element together with the ~~protection~~ **protective** measures set by the City's ~~Shoreline~~ **Groundwater Management Plan, Sea Level Rise Risk and Vulnerability Assessment, Shoreline Management** Master Program, *Critical Areas* Ordinance and any other environmental or water resources management ordinance ~~adopted~~ **established** by the City and in compliance with county, state, and federal laws and regulations.

Policy WR 1.6

Incentivize and maximize opportunities for incorporating water conservation features in Green Design and Building Codes

Policy WR 2.1

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

Policy WR 2.94.7

~~Recognizing that the Island aquifer system is a Sole Source Aquifer as designated by EPA, consider creation and application of one or more aquifer conservation zones for appropriate areas of the Island and institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities or activities that could affect stormwater runoff and aquifer recharge associated with a proposed land use. The Island's aquifers are protected through critical area regulations and Revised Code of Washington (RCW) 36.70A.550.~~

Policy WR 4.7

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

Policy LU 12.4

Protect *aquifer recharge* functions throughout the Island, all of which is an *aquifer recharge area*, through the application of *critical areas regulations*, Shoreline Master Program use

regulations, *low impact development regulations*, and the wellhead protection regulations administered by the Kitsap Public Health District.

WR Action #2 ~~Adopt an Island-wide~~Implement COBI's Groundwater Management Plan. ~~Take the actions necessary- capital improvements, code, including incorporation of expected changes, etc.- to capture, clean~~groundwater inputs and re-infiltrate as much stormwater as reasonably possible.outputs under climate change.

Policy WR 1.4

Apply the policies in this element together with the protective measures set by the City's Groundwater Management Plan, Sea Level Rise Vulnerability and Risk Assessment, Shoreline Management Master Program, Critical Areas Ordinance and any other environmental or water resources management ordinance established by the City and in compliance with county, state, and federal laws and regulations.

Policy WR 2.711

Establish a~~Work~~ collaboratively with the Utility Advisory Committee and all Island drinking water systems on ways to maintain sustainable yields in the face of climate change, including outreach and communication about water conservation.

Policy WR 2.8

Continue working with the stakeholder group to ~~develop an Island-wide~~implement the Groundwater Management Plan and work with Kitsap Public Utility District to update the Kitsap County Coordinated Water System Plan.

WR Action #3 Incorporate *Low Impact Development* principles, goals and approaches into all land use and development codes.

NOTE: Same Action in Environmental Element

Policy WR 1.6

Incentivize and maximize opportunities for incorporating water conservation features in Green Design and Building Codes

Policy WR 2.1

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

Policy WR 4.7

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

WR Action #4 Apply *adaptive management* to assure that land use on the Island will continue to be adequately served by the available water resources.

Policy WR 3.16¹⁷

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

Policy WR 4.12

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

Policy WR 2.3

Evaluate and support opportunities to increase aquifer recharge, e.g. through upland discharge or infiltration of class A reclaimed water

MEDIUM PRIORITY ACTIONS

WR Action #5 Launch a program of public education about how individual actions can help protect the quality and quantity of the Island's surface and groundwaters.

Policy WR 2.11

Develop a water conservation program for all water uses on the Island: based on strategies identified in the *Groundwater Management Plan*

Policy WR 2.13

Develop a program that incentivizes and facilitates innovative methods for homeowners and business owners to use stormwater and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

Policy WR 3.17

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

Policy WR 3.18

Promote and support volunteer or community-driven aquatic ecosystem related restoration projects.

Policy WR 6.2

Promote opportunities for citizen stewardship and involvement.

WR Action #6 Consider adopting *seawater intrusion* regulations in coordination with Kitsap Public Health District and Kitsap County.

Policy WR 2.10

Retard *seawater intrusion* into ~~our~~the Island's groundwater through the development and application of a comprehensive *seawater intrusion* prevention program.

OTHER PRIORITY ACTIONS

WR Action #7 Work with other jurisdictions and the environmental and development communities to promote programs and projects to protect the Island's surface and ground waters.

Policy WR 2.5

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

Policy WR 3.10

Work with state and local health departments to evaluate the merits of new technologies such as greywater capture, package treatment plants and composting toilets, as alternatives to septic and sewer systems.

TRANSPORTATION ELEMENT

NOTE: Will Update Page Numbers in Later Draft
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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-Mobility Plan (IWTMP), Appendix C of the *Comprehensive Plan*). The IWTMP 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 IWTMP is hereby adopted by reference.

The *Comprehensive Plan's Guiding Principles* emphasize the important relationship between the Island's transportation system and community character vision, 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. Many Islanders commute to work 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 and providing safe facilities for those who are unable to or choose not to drive. 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. Motorized 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. These centers should be designed to accommodate non-motorized users and provide for their safety. ~~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~~ achieve the community's goals. Investments in *infrastructure* for active, non-motorized 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 2044 2036

~~Bainbridge Island has a safe, dependable, properly maintained, and fiscally responsible, multimodal transportation system. The system provides good facilities for non-motorized users and pedestrians and good access to 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.~~

In accordance with the Comprehensive Plan, Bainbridge Island is characterized by "... forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation." Natural features are preserved while residents and visitors of all ages and abilities safely and comfortably experience Bainbridge Island regardless of transportation mode. Transportation and mobility improvements support and advance a safe, dependable,

properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for non-motorized users and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users and maintains a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community-supported.

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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-~~ non-motorized users 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. The Island experiences daily and seasonal surges of traffic arising from ferry travel, summer tourism, and school travel. ~~Congestion-related to~~ Ferry loading and unloading creates surges-traffic congestion on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. Summer tourism increases ferry traffic and causes travel delays and backups. School pick-up and drop-off hours impacts traffic around local schools. ~~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 and off-Island commuters using the corridor 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. Recent WSDOT roundabout projects at Adas Will Lane and Port Madison Rd and SR305 have mitigated access issues at the northern portion of SR305, however congestion persists on southern portions.

D. School Related Congestion – Congestion related to schools has become more problematic, such as intersections on New Brooklyn and Sportsman Club Roads. Youth Students 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, pedestrians~~ 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-bike, or use wheeled devices~~ 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, in 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 and on-demand 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 existing roadway network is disconnected and does not provide convenient access to many parts of the island system has few roadways that contribute to the development of a “network”. Many parts of the Island Several Bainbridge Island neighborhoods have only a single way to access the area, such as the Beans Bight, West Port Madison or Agatewood areas. The South end of the Island has limited connectivity to the rest of the Island. 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 Climate related 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.~~

~~**KL. Livability** – Providing convenient active-non-motorized transportation choices provides for better public health outcomes 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 current and prospective 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.~~

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

OM. Regional coordination – The ~~2025~~46 adoption update of the Island-wide Transportation-Mobility Plan (IW~~MTP~~) and the Comprehensive Plan Transportation Element creates an

opportunity to coordinate with WSDOT (WSF, Olympic Region), *KRCC*, Kitsap Transit, Bainbridge Island Metro Parks District and other local and neighboring jurisdictions to ensure a more integrated transportation system.

PN. 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 MobilityTransportation Plan (IWMTP)

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 less dense 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 IWMTP. The Transportation Element provides consistency with other Plan Elements and overarching policy direction, whereas the IWMTP 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, *KRCC*, 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. Transportation concerns commonly cited by residents include: speeding, traffic congestion, and challenges related to SR305 and ferry line backups.

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 modes 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 motorized and 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 1.3

Encourage and support the establishment of ride sharing and ride hailing services.

Policy TR 1.4

Promote the ~~coordination~~ development of a walking and non-motorized map which identifies areas of interest for all Island constituents and tourists.

NON-MOTORIZED SYSTEM

GOAL TR-2

Provide 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~~ other wheeled devices including wheelchairs; 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' medical~~ 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 neighborhoods~~ context of adjacent development.

The non-motorized system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school.

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. Coordinate with the Park District as the primary provider of the community's recreational trails.

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, ~~and meeting~~ meeting ADA requirements.



Policy TR 2.5

Provide a network of shoulder facilities along the Island's low-volume 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, 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 accommodate users of all ages and abilities. Such trails provide an alternative to the shoulder network along arterial streets and connect with other non-motorized 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. Design standards should be based on national guidelines and standards such as the NACTO Bikeway Design Guide and the AASHTO Bike Guide. 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 should be 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-the adoption of non-motorized 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 all 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~~ 2044, the 20-year planning period of the City's comprehensive plan. 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. The committee *should* represent a broad range of interests including pedestrians, cyclists, parents of students, and seniors and equestrians.

Policy TR 2.11

Secure easements and other land dedication for non-motorized facilities through development and redevelopment mitigation and conditions, donation, tax incentives, and direct acquisition. Coordinate these efforts with the Park District when parkland and recreational trails are involved.

Policy TR 2.12

Incorporate non-motorized improvements during the planning and design phase of transportation improvement projects. All development projects that reach design thresholds set in the ~~IWMTP~~, *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 ferry service providers to ensure that ferries meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.

Policy TR 3.1

Advocate for ferry services to and from Bainbridge Island 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~~ increase the climate resiliency of ferry service.

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

Policy TR 3.6

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.

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* 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 encouraging Kitsap Transit to modify its 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, space allocation, and other programs to discourage *Single Occupancy Vehicle (SOV)* 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, and 4) improve connectivity and emergency response times.

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-transportation system. Early in the development review process, ensure that there are adequate transportation facilities, including non-motorized 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 intersections and driveway entrances 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.

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

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

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.

Policy TR 8.5

Consider closing or restricting streets to motorized traffic and devote those streets to non-motorized and other neighborhood uses.

Policy TR 8.6

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~~ accommodate non-motorized users and other appropriate neighborhood uses. Interventions could include the introduction of advisory bike lanes or conversion to one-way streets while maintaining two-way non-motorized travel.

SAFETY AND MAINTENANCE

GOAL TR-9

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

Policy TR 9.1

Adopt a safe systems approach as recommended by the Federal Highway Administration that supports a goal of zero traffic fatalities or serious injuries on Bainbridge Island's roads. A safe system approach takes proactive measures towards road safety for all users, anticipates human error, and designs roadways to minimize the probability and severity of accidents.

Policy TR 9.12

~~Include transportation projects and~~ Maintain 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 9.23

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~~ pedestrians.

Policy TR 9.34

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 9.45

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. Parking is a vital element of the *designated centers*.

Policy TR 10.1

Provide adequate 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, prioritizing off-street 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~~
CONTEXTUAL SENSITIVITY

GOAL TR-11

Develop transportation improvements that respect the Island's natural and historic ~~character context~~ 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

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 12.3

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 ~~IWMTP~~ 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, *KRCC*, *Puget Sound Regional Council (PSRC)*, the Suquamish Tribe, the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

Policy TR 14.2

Support the *PSRC* long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system.

Policy 14.3

Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, *KRCC*, the Suquamish Tribe, *PSRC* 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 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.

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.

TR Action #2 Work with Kitsap Transit and Island business owners to increase transit ~~maximize parking~~ and non-motorized opportunities for employees and customers in commercial districts, while monitoring existing parking in downtown Winslow area to increase parking efficiency.

GOAL TR- 10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.

TR Action #3 Substantially increase the quality and quantity of bike lanes connecting neighborhood centers to Winslow and the Ferry Terminal.

GOAL TR-2: Provide 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 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

HOUSING ELEMENT

NOTE: PAGE NUMBERS TO BE UPDATED AT LATER DATE
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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) and Housing Action Plan (HAP) documents current housing conditions and demographics on the Island and identifies trends and specific needs; some of that information is described below. The HNA and the HAP is Appendix B & C to this Plan and adopted as a part of this Element. Many of the statistics below are excerpted from the HAP (Appendix C) ~~HNA or the City's Economic Profile (Appendix A).~~

BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING

Bainbridge Island's ~~2015~~ 2020 population of ~~23,390~~ 24,825 is predominantly white (~~91%~~ 85%)¹, well-educated and relatively affluent. In 2022, the median household income (\$92,558 \$151,291) is 1.5 1.6 times the Kitsap County average. Almost Approximately 60% of households are now earning over \$100,000. ~~of residents have occupations with relatively high incomes. On Bainbridge Island, the share of households earning over \$150,000 increased from 27 percent in 2010 to 40 percent in 2020. During this same period, the share of households earning less than \$50,000 decreased from 28 percent to 20 percent. 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~~ In 2021, a little over half, or approximately 51 percent, of Bainbridge Island's covered employment was comprised of service jobs. the service sector, such as retail clerks, waiters and bank tellers have median wages between \$27,703 and \$30,972. There is a wide array of occupational roles that exist within the broad sector of service-based jobs. In 2024², the service sector occupations with a lower annual average wage in Kitsap County are hotel desk clerks (\$38,940, Accommodation) and nursing assistants (\$47,700, Healthcare and Social Assistance), while higher wage occupations can include IT systems (\$186,300) and lawyers (\$141,370) which are both in the Professional, Scientific, and Technical Services category.

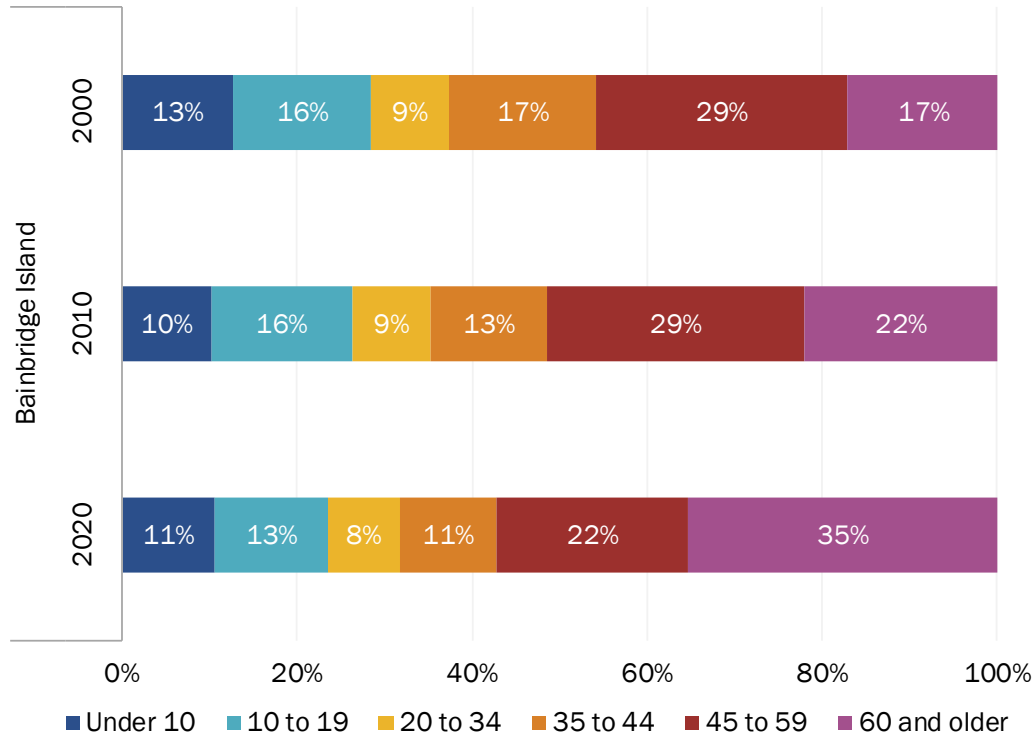
Over the past decade the population has experienced shifts in the age cohorts. ~~Between 2000 2010 and 2010 2020 the Island's senior population (60+ years old) increased from 17% 22% to 26% 35%, while the share aged 44 and younger decreased from 54% to 43%. The "young-adult" cohort (between 18 and 34 years old) has declined from 15% of the Island's population in 1990 to less than 10% in 2016. Another indication of the Bainbridge Island "greying" is the decrease in Bainbridge Island School District enrollment, down 12% from 2010-2024, from 3,920 to to 3,445 students.~~

¹ 2020 US Census

² The full list of occupations and their associated data for 2024 (e.g., employment count per occupation and average annual wage) can be accessed via the Bureau of Labor Statistics' Occupational Employment Statistics (OES) database at the following web address: https://www.bls.gov/oes/current/oes_14740.htm

Figure HO-1. Bainbridge Population Distribution by Age Category, 2000–2020

Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP05).



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. In 2022, the average median single-family home price is \$1.5 million, compared to \$600,000 in Kitsap County just under \$700,000.

As of April 2024, multi-family units (5+ units) that constitute 14.6% 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 and open space with no residential component.

Bainbridge Island’s share of rental households was low early on in 2000, with only 22% renting. This share declined further to comprise only 19% of all Bainbridge households in 2020. This is a much lower share of renter households in comparison to Kitsap County’s 32% and the state’s 37% of renter households. 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. Between 2012-2022, 40% of housing units constructed were not single-family detached housing units (e.g. apartments, townhomes, ADUs).

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, and since 2021, the state legislature has approved a number of bills to address the state’s housing crisis, including HB 1220, which amended the GMA to say:

~~“Housing. Encourage the availability of affordable Plan for and accomodate housing~~
affordable 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~~ A housing element
ensuring the vitality and character of established residential neighborhoods that: (a)
Includes an inventory and analysis of existing and projected housing needs that
identifies the number of housing units necessary to manage projected growth, as
provided by the department of commerce, including: (i) Units for moderate, low, very
low, and extremely low-income households; and (ii) Emergency housing, emergency
shelters, and permanent supportive housing; (b) Includes a statement of goals, policies,
objectives, and mandatory provisions for the preservation, improvement, and
development of housing, including single-family residences, and within an urban growth
area boundary, moderate density housing options including, but not limited to,
duplexes, triplexes, and townhomes; (c) Identifies sufficient capacity of land for housing
including, but not limited to, government-assisted housing, housing for moderate, low,
very low, and extremely low-income households, manufactured housing, multifamily
housing, group homes, foster care facilities, emergency housing, emergency shelters,
permanent supportive housing, and within an urban growth area boundary,
consideration of duplexes, triplexes, and townhomes; (d) Makes adequate provisions
for existing and projected needs of all economic segments of the community, including:
(i) Incorporating consideration for low, very low, extremely low, and moderate-income
households; (ii) Documenting programs and actions needed to achieve housing
availability including gaps in local funding, barriers such as development regulations,
and other limitations; (iii) Consideration of housing locations in relation to employment
location; and (iv) Consideration of the role of accessory dwelling units in meeting
housing needs; (e) Identifies local policies and regulations that result in racially
disparate impacts, displacement, and exclusion in housing, including: (i) Zoning that
may have a discriminatory effect; (ii) Disinvestment; and (iii) Infrastructure availability;
(f) Identifies and implements policies and regulations to address and begin to undo
racially disparate impacts, displacement, and exclusion in housing caused by local
policies, plans, and actions; (g) Identifies areas that may be at higher risk of
displacement from market forces that occur with changes to zoning development
regulations and capital investments; and (h) Establishes antidisplacement policies, with
consideration given to the preservation of historical and cultural communities as well as
investments in low, very low, extremely low, and moderate-income housing; equitable
development initiatives; inclusionary zoning; community planning requirements; tenant
protections; land disposition policies; and consideration of land that may be used for
affordable housing.”

RCW 36.70A.070(2)

HOUSING NEEDS

The City's updated Housing Needs Assessment (HNA) was completed in 2022 as the first component of the Housing Action Plan and 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 on Bainbridge Island. It should be noted that the housing needs identified in the City's HNA include underproduction, and were completed prior to the City working with Kitsap County and other Kitsap cities on housing allocations by affordability income range, as required by House Bill 1220 (see Kitsap Countywide Planning Policies (CPPs) Appendix F, approved June 2023).



~~In 2020, Almost 34%~~ 25% 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. Severely cost burdened means a household pays more than 50% of their gross household income for housing, and 10% of the owner-occupied housing units are severely cost-burdened. Almost 40% 37% of individuals and families at all income levels who live in renter-occupied housing units are cost burdened (25% severely 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. Low-income households are more likely to be cost-burdened and 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 in 2021 is was 0.61 ~~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.

The City of Bainbridge Island inventoried all of the existing housing units and the needed housing units to meet growth to 2044. The supply and allocated growth was categorized by income band and emergency housing, and added as Appendix F to the Kitsap CPPs, excerpted as Table HO-1 below.

Table HO-1. Appendix F Kitsap CPP (excerpt)		Permanent Housing Needs (Units) by Income Level (% of Area Median Income, AMI)							Emergency Housing
		0-30%							
	Total Housing Units	Non- PSH*	PSH*	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578	0
Allocation 2020-2044	1,977	377	166	324	272	140	138	560	83

*"Permanent supportive housing" (PSH) is subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be

- Winslow currently lacks the capacity for nearly every housing affordability target, especially units <80% AMI. Building types more affordable to low-income households are more feasible in the Winslow area due to the availability of infrastructure like public sewer.
- The Conservation Area currently has significantly more capacity than needed to accommodate the >120% AMI housing target.
- Most of the existing capacity for the >80-120% AMI housing target is limited to accessory dwelling units (ADUs) in the Conservation Area, which will not meet the needs for many households in this income bracket. There are a few development projects in the early planning and building stages that will provide some units between 50%-80% AMI in the near term.

Meeting Housing Targets

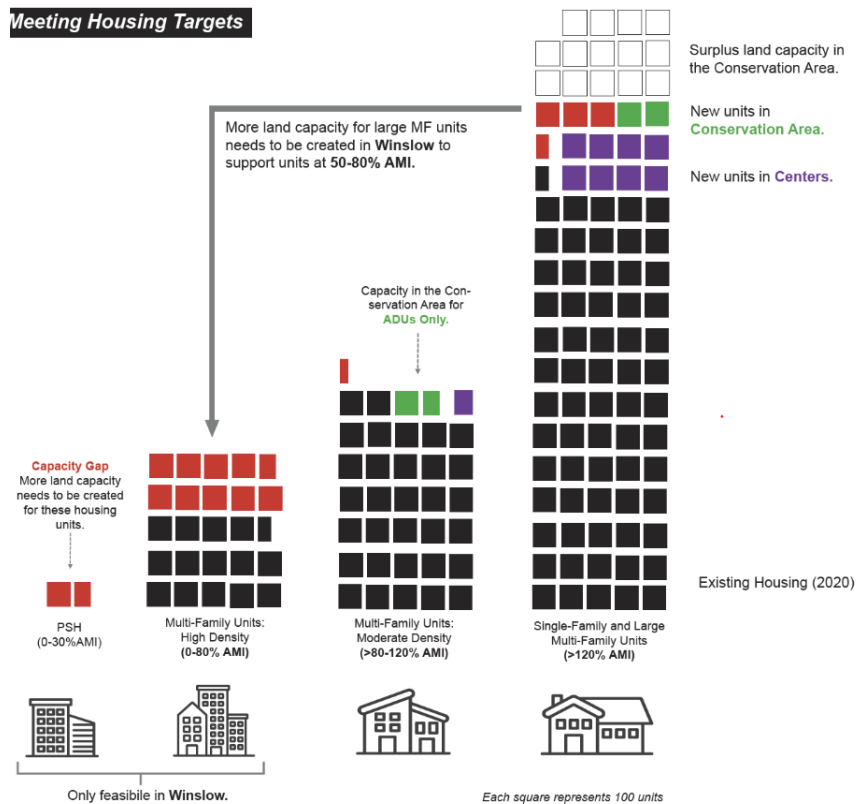


Figure HO-2 City Housing Supply by Building Type

The updates to the GMA made through House Bill 1220 (2021) now requires jurisdictions to create a matrix of programs that have demonstrable effect on affordable housing production for low-income bands. There are multiple programs that are available to the City that will fund the necessary provisions to reach the housing vision of this Comprehensive Plan. These include Federal, State, Local, and Community partner funds. These are the important financial mechanisms to be utilized to maintain production of housing for all. The City has already adopted most locally available funding mechanisms, and recent development that included affordable housing units have been successful at securing both federal and state monies.

Table HO-2: List of Federal, State, and Local Housing Funding Programs

<u>Source</u>	<u>Program</u>	<u>Program Description</u>
<u>Federal</u>	<u>Community Development Block Grants (CDBG)</u>	<u>Grants for a variety of community needs, including decent housing.</u>
	<u>HOME Investment Partnerships Program</u>	<u>Federal block grants used exclusively for affordable housing initiatives.</u>
	<u>Low Income Housing Tax Credit (LIHTC)</u>	<u>A federal program administered by the Washington State Housing Finance Commission, provides private owners with incentives to construct and maintain affordable rental housing.</u>
	<u>USDA Section 502 Homeownership Direct Loan Program</u>	<u>This program assists low- and very-low-income applicants obtain housing in eligible rural areas by providing payment assistance to increase an applicant's repayment ability. Payment assistance is a type of subsidy that reduces the mortgage payment for a short time. The amount of assistance is determined by the adjusted family income.</u>
<u>Washington State</u>	<u>WA State Housing Trust Fund (HTF)</u>	<u>The Washington State Department of Commerce offers competitive loans and grants for affordable housing projects that can be used by local governments and housing authorities.</u>
	<u>Connecting Housing to Infrastructure Program (CHIP)</u>	<u>This state program provides grants to local governments to reduce the cost of infrastructure for new affordable housing development.</u>
	<u>Tax Increment Financing (TIF)</u>	<u>TIF is a tool that can be used to facilitate private investment in a local area. Updates to the Washington State TIF law has significantly improved local area infrastructure funding for local governments, adding affordable housing production (chapter 39.114 RCW). Tax increment financing captures property taxes generated from the increased assessed valuation that results from private development following infrastructure investment.</u>
<u>Local</u> <u>(City of Bainbridge Island)</u>	<u>Housing Trust Fund (HTF)</u>	<u>The Washington State Department of Commerce offers competitive loans and grants for affordable housing projects that can be used by local governments and housing authorities.</u>
	<u>Real Estate Excise Tax</u>	<u>Some jurisdictions use a portion of their real estate excise taxes to finance affordable housing projects.</u>
	<u>Sales Tax</u>	<u>Cities and counties can impose an optional 0.1% sales and use tax, with at least 60% of the revenue dedicated to affordable housing and related services for people with incomes up to 60% of the county median.</u>
	<u>Property Tax – Housing Levy</u>	<u>A potential funding source for affordable housing on Bainbridge Island, either through a voter-approved levy..</u>

<u>Source</u>	<u>Program</u>	<u>Program Description</u>
	<u>Lodging Tax (COBI)</u>	<u>Washington state law provides a path for lodging tax revenue to support affordable workforce housing under specific circumstances.</u>
	<u>In-lieu Fees (COBI)</u>	<u>If mandatory inclusionary zoning was adopted, in-lieu fees would allow developers to pay a fee to the city's housing trust fund instead of providing the required number of affordable units within their projects.</u>
<u>Other</u>	<u>Private or Public Grants</u>	<u>A likely source of funding for affordable housing projects may combine local, regional, and state-level foundations, as well as community development financial institutions (CDFIs).</u>

HOUSING VISION ~~2036~~ 2044

Bainbridge Island in the year ~~2036~~ 2044 provides a broad diversity of housing. 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%~~ 15% or less the number of cost burdened families living in rental housing (down from ~~40-37%~~).

Policy HO 1.2

Decrease to 18% or less the number of cost burdened families owning homes (down from 25 34%).

Policy HO 1.3

Increase rental housing units to at least ~~44~~35% of total housing units (up from 7-19%).

Policy HO 1.4

Increase the Island's percentage of *multifamily* homes to ~~48~~23% or more of all homes-(up from ~~46~~11%).

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**~~
Policy HO 1.6

Achieve a jobs-housing balance of .8 (up from ~~0.61~~ 0.59).

Policy HO 1.7

In addition to making affordable housing progress described in policies HO 1.1-1.6, make steady progress towards meeting the City's income-based housing unit requirements, including construction of permanent supportive housing units and emergency shelter(s).

Policy HO 1.8

Include actions identified in the 2023 Housing Action Plan (HAP) in the City's annual workplan and budget process to ensure progress on HAP actions continues.

Policy HO 1.9

Continuously monitor the planning and creation of affordable housing units, supportive housing, and emergency shelter in order to reevaluate existing City housing tools and development standards.

Policy HO 1.10

Evaluate whether the creation of a City Housing Authority is necessary to ensure continued progress on City affordable housing goals and targets.

~~**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 City's housing targets and 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 *affordable 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. An analysis of how property taxes impact housing affordability.~~
- ~~13. 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-2

Identify anti-displacement policies and programs suitable to reduce the displacement of existing low to moderate income households.

Policy HO 2.1

Track the supply of regulated and naturally occurring affordable housing and engage with current operators to support continued affordability.

Policy HO 2.2

Continue to monitor the amount of short-term rentals on Bainbridge Island, and consider limitations to prevent reductions in the number of long-term rentals.

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. Some eExamples of housing types that such regulations would promote 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-43 through HO-35 (*detached housing*); Figs. HO-46 through HO-68 (*attached housing*); and Figs. HO-79 through HO-911 (*stacked housing*).



Fig. HO-34 Single-family Home



Fig. HO-42 Cottage Housing



Fig. HO-53 Tiny House/ADU



Fig. HO-64 Duplex



Fig. HO-75 Row House



Fig. HO-86 Zero Lot Line



Fig. HO-97 Garden-Courtyard Apartments



Fig. HO-108 Mixed-use, Mid-rise



Fig. HO-119 Micro Units



Fig. HO-120 Live-aboard Unit

Policy HO 3.2

Streamline the administrative permitting review process for development that include designated affordable housing units.

Policy HO 3.32

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* and other regional entities to develop an equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing* in Neighborhood Centers with well-connected transportation networks.

Policy HO 3.43

Designate the appropriate staff 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 3.54

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 3.6

Partner with nonprofits and regional services to support broader access to home rehabilitation, repair, weatherization, and accessibility improvement programs, especially for low-income, elderly and disabled individuals

Policy HO 3.75

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 3.8

Consider expanding the City's human services funding program to predictably fund emergency rental/utility support to alleviate impacts for seniors and low-income homeowners.

Policy HO 3.9

Expand direct resources supporting housing stability for tenants, landlords, and low-income homeowners.

Policy HO 3.106

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 3.11

Consider adopting a specific "middle housing code" to encourage small to mid-size housing types, including programs that provide additional density for deed-restricted, limited-equity workforce housing, such as units serving households below 150% AMI.

Policy HO 3.127

Expand opportunities for infill in the residential neighborhoods of the Winslow ~~Master~~ Subarea 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~~ 2044 with goals based on data provided by the Housing Needs Assessment and the City's income-based housing targets ~~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 continue to consider revising development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Town Center 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*. Explore 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 regulations 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.

Policy HO 4.9

The City may allow floor area ratio (FAR) based zoning in the Lynwood Center Subarea for parcels zoned Neighborhood Center (NC) and NC/R-12 only if used to promote housing affordability.

Policy HO 4.10

Encourage private development in the Winslow Subarea that supports diverse housing, including affordable, workforce, and aging-in-place housing by adopting flexible development standards, including the use of overlays that encourage a diversity of housing types, expanded pedestrian connections, expanded community gathering, public open spaces, and below-grade parking.

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

Support water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, 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 *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 accessible housing and *affordable housing*.

Policy HO 6.4

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

Policy HO 6.5

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

Policy HO 6.6

Encourage development and conservation programs that co-locate housing and land conservation or dually promote those goals in related projects.

Policy HO 6.76

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.

Policy HO 6.87

Support the development of *livable neighborhoods*.

Policy HO 6.9

Study creating a program to allow for two mid-sized units, smaller than the standard single-family home and larger than an ADU, in lieu of a standard-sized home and ADU. Also consider options for converting existing single-family homes to two units within the same building footprint.

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

Continue to eExempt 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.

Policy HO 7.3

Explore measures and the merits of source-of-income discrimination controls.

NOTE: 2/12 PLANNING COMMISSION DISCUSSION ENDED HERE

GOAL HO-8

Facilitate the siting and development of housing opportunities for *special needs populations* by removing barriers to creating this much needed housing.

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 persons and/or households of all ages and sizes, ~~singles and families with children, adolescents and victims of domestic violence~~ on Bainbridge Island by removing any identified barrier to the creation of such shelter.

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.

Policy HO 8.4

Support improved housing accessibility through design, such as through incentives encouraging “visitability” design features for a portion of a housing development project.

Policy HO 8.5

Reduce housing barriers for essential workers on Bainbridge Island.

GOAL HO-9

Explore the use of the City's bonding capacity and pursue 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, including maintaining real estate excise tax and other recent state taxes to support affordable housing.

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) or voting on an affordable housing levy 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.

Policy HO 9.6

Explore and utilize Federal and State funding opportunities that are available to fund new and maintain existing affordable housing stock. The programs include:

1. Community Development Block Grants (CDBG)
2. HOME Investment Partnerships Program
3. Low Income Housing Tax Credit (LIHTC)
4. WA State Housing Trust Fund (HTF)
5. WA State Connecting Housing to Infrastructure Program (CHIP)
6. WA State Tax Increment Financing

Policy HO 9.7

Consider expanding the City's to the Multifamily Tax Exemption 12-year program to include moderate income level households, pursuant to state law.

Policy HO 9.10

Improve communication of City Affordable Housing resources and application timeframes.

Goal HO-10

Increase housing development opportunities in *Designated Centers*.

Policy HO-10.1

Increase residential density in Designated Centers with sewer infrastructure (existing or planned).

Policy HO-10.2

Use tax increment financing in Designated Centers to fund infrastructure upgrades and affordable housing.

Policy HO-10.3

Consider reducing parking requirements to support workforce housing in the greater Winslow area, and Neighborhood Center areas.

Goal HO-11

Promote reinvestment in existing neighborhoods, while identifying and removing barriers that result in racially disparate impacts, displacement, and exclusion in housing.

Policy HO-11.1

Promote investments in infrastructure through City-initiated neighborhood enhancement activities.

Policy HO-11.2

Promote the maintenance, repair, and rehabilitation of the City's existing housing stock by pursuing funding and creating financial incentives for housing improvement programs, especially for low-income households.

Policy HO-11.3

Ensure all residential development is accommodated by reliable infrastructure and within or near *designated centers* and schools, sidewalks.

Policy HO-11.4

Conduct a review of zoning codes, development regulations, and permit procedures to identify and remove regulatory barriers that disproportionately affect marginalized communities, low-income households, and other historically excluded groups.

Policy HO-11.5

Ensure equitable infrastructure investments across all neighborhoods, with attention to areas that have experienced disinvestment or exclusion.

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.

MOTION at 1/22 Planning Commission meeting to turn this section into a table/matrix instead of the list. Staff is still working on this formatting.

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 City's housing targets and set forth in Policies HO 1.1 through HO 1.7.~~

GOAL HO-10

Increase housing development opportunities in *Designated Centers*.

GOAL HO-11

Promote reinvestment in existing neighborhoods, while identifying and removing barriers that result in racially disparate impacts, displacement, and exclusion in housing.

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 3.10~~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 3.11

Consider adopting a specific "middle housing code" to encourage small to mid-size housing types, including programs that provide additional density for deed-restricted, limited-equity workforce housing, such as units serving households below 150% AML.

Policy HO 4.2

Increase the efficiency of the review process and continue to consider revising development standards for the High School Road and Ferry Terminal districts and other portions of the Winslow Town Center 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 accessible housing and affordable housing.

Policy HO 6.4

Create a new conservation villages and tiny home permit processes to apply outside of *designated centers* to increase housing choices including *affordable housing* and ~~requiring~~ encouraging 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 3.54

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 3.6

Partner with nonprofits and regional services to support broader access to home rehabilitation, repair, weatherization, and accessibility improvement programs, especially for low-income, elderly and disabled individuals

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*. Explore 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.

HO Action #4 Consider actions that can be taken to reduce financial barriers that inhibit the desired increase in diverse and affordable housing.

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 7.1

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

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) or voting on an affordable housing levy to support the development of housing affordable to *households* at or below 80% of median income for Kitsap County.

HO Action #5 ~~Create a short-term (60-90 days) citizen *affordable housing* task force to consider the revised Housing Element and provide specific recommendation for near-term action.~~

Policy HO 3.3

~~Designate the appropriate staff 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.~~

HO Action #56 Review and revise City regulations related to permissible live-aboard capacity in City marinas.

Policy HO 5.3

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

MEDIUM PRIORITY ACTIONS

HO Action #67 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

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

HO Action #78 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 #9 Identify ways to achieve local results with and through regional actions.

Policy HO 3.32

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 and other regional entities to develop equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing*.



Planning Commission Regular Meeting Agenda Bill Thursday, March 12, 2026

Agenda Item: Public Hearing - Comprehensive Plan Amendment Application PLN 52984 CPA: Hagger Scribner Policy Amendments - 8:15 PM

Department: Planning Commission

Agenda Section: Regular Business - 6:30 PM

Estimated Time: 30 minutes Minutes

Recommendation:

Reaffirm Planning Commission motions from August 28 and December 11, 225:

- I move to incorporate LU 7.8 and WMP 2-12.1 through 2-12.5 into Winslow Subarea goals and policies, with the following revision to proposed goal LU 7.8: *The city should consider a civic and cultural connection overlay district within the mixed use town center.*
- I move to consider proposed policies CUL 1.8 and Policy CUL 3.7 along with the rest of the *Cultural Element*.

Narrative:

On February 27, 2025, the city received a timely application for a Comprehensive Plan amendment to add, amend or change policies. This type of Comprehensive Plan Amendment request differs from an amendment to add, change or amend the Comprehensive Plan's future land use map or an amendment to add, change or amend existing development regulations.

The amendment request is to specifically add new policies in support of

establishing a Cultural and Civic overlay to a zoning district in the Winslow Subarea. The Winslow Subarea Plan, inclusive of new maps and development standards, is being updated as part of the Comprehensive Plan periodic update, and the Planning Commission discussed this CPA application during its summer and fall 2025 discussion of goals and policies for the Winslow Subarea Plan.

The City accepted application and additional information submitted on March 3, 2026 are included in these meeting materials. A staff memo provides additional background and information related to the CPA application and BIMC 2.16.190.

The City's Comprehensive Plan update was due on December 31, 2024, and it is now scheduled for completion and final adoption in June 2026, eighteen months past the statutory due date.

This is a public hearing for the Planning Commission to accept written and verbal public testimony. The Planning Commission then closes the public hearing, considers testimony received and makes a motion to accept, to accept changes or to deny the request to amend policies to the Comprehensive Plan. If recommended for addition to the Comprehensive Plan and/or Winslow Subarea Plan, such goals/policies will be added through the larger update process, scheduled to be completed June 30, 2026.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Staff Memo
2. 2026_0312_HSP CCCO CPA PC Applicant MTG SLIDES_FINAL
3. City Accepted CPA Application April 2025

4. Mar 2026 Update CPA Application GOAL AND POLICIES and Diagram for CCCO CPA



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

Date: March 6, 2026

To: Planning Commission

From: Jennifer Sutton, AICP
Senior Planner

Re: Public Hearing on Comprehensive Plan Amendment (CPA) 52984
Proposed new policies for a Civic + Cultural Connection Overlay District

Background

Consistent with the Growth Management Act (GMA), the City of Bainbridge Island accepts requests to amend the Comprehensive Plan every three years, and 2025 was the City's last Comprehensive Plan Amendment (CPA) application cycle. Any associated rezone request must be submitted concurrently. The process is described in BIMC Section 2.16.190 for CPAs and BIMC Section 2.16.140 or BIMC Section 2.16.180 for rezones.

The City received one application during the 2025 CPA submission window (CPA 52984). The applicant, Haggard Scribner Properties, described submitting a "policy only" CPA (see BIMC 2.16.190.C) to amend and add policies encouraging a possible Civic + Cultural Connection Overlay (CCCO) District to the *Land Use* and *Cultural Elements* of the Comprehensive Plan, and the Winslow Subarea Plan. After it was received, City staff requested the applicant revise its application to remove information that was more specific to a "map amendment" (see BIMC 2.16.190.D). The annotated application materials are included, as is additional information submitted by the applicant on March 3, 2026. See CPA policy proposal below:

Proposed Amendment Land Use Element Policy LU 7.3 Central Core Overlay District The Central Core is the most densely developed district within the Mixed Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. *Mixed-use development* within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

NEW Land Use Element Policy LU 7.8 Civic + Cultural Connection Overlay District The Civic + Cultural Connection Overlay is a densely developed district within the Mixed-Use Town Center. Within this Overlay District, mixed-use development is encouraged, pedestrian site porosity and dedicated public rights-of-way to enhance the walkability of Winslow are encouraged. Below-grade parking is encouraged. Developments are encouraged to thoughtfully meet the Civic and Cultural center of Bainbridge and provide public enhancements and gateways.

Policy WMP 2-12.1 – Encourage below-grade parking to further the goals of making the Winslow downtown a pedestrian oriented town center where residents and visitors are encouraged to ‘Park-First’ and do their business on foot.

Policy WMP 2-12.2 – Provide increased FAR to encourage a diversity of housing to create a multigenerational and multi-income downtown core.

Policy WMP 2-12.3 – Permit increased height to allow for additional pedestrian open and green space at the ground plane, encourage pedestrian thoroughfares where opportunities align with comprehensive plan goals with the goal of increasing the pedestrian orientation of Winslow.

Policy WMP 2-12.4 – Encourage mixed-use development to enhance the livability and vitality of Winslow as well as increasing tourist opportunities for visitors. Or encourage culturally oriented uses to bolster the civic and cultural heart of downtown.

Policy WMP 2-12.5 – In addition to the specific policies listed for this overlay district, comply with policies 2-6.1 and 2-6.3 for the Central Core Overlay District.

Policy CUL-1.8: Prioritize Civic and Cultural core enhancements on and around the City’s property in Winslow.

Policy CUL-3.7: Support the expansion and enhancement of the Bainbridge Island Historical Society Museum and its grounds through public and private partnerships.

2025 Planning Commission Discussion of the Winslow Subarea Plan (WSP)

This policy CPA application was brought to the Planning Commission’s attention during its Summer-Fall 2025 discussion of updates to WSP goals and policies. The Planning Commission opted to discuss the CPA policy proposal alongside the discussion of other goals and policies related to the Central Core district. At its meeting on August 28, 2025, the Planning Commission continued this discussion, and *unanimously* approved the following motions related to the CCCO CPA.

MOTION: I move to tentatively move Policies WMP2-12.1 through 2- 12.5 to the Central Core section of the Winslow Subarea Plan and then revisit whether these policies should to their own dedicated district on the September 25 Planning Commission meeting.

MOTION: I motion to move policy CUL 1.8 and Policy CUL 3.7 for discussion on or after September 25th Planning Commission meeting.

December 11, 2025 Planning Commission Recommendation

The Planning Commission did not discuss the CPA policy proposal again until its December 11, 2025 Planning Commission meeting, when it was completing its recommendations related to updates to the Winslow Subarea Plan. After discussing the policy CPA again, the Planning Commission approved the following motion:

MOTION: I move to incorporate LU 7.8 and WMP 2-12.1 through 2- 12.5 into Winslow Subarea goals and policies, with the following revision [*to proposed goal LU 7.8*]: *the city should consider a civic and cultural connection overlay district within the mixed use town center.*

February 10, 2026, City Council Meeting

The City Council discussed the Planning Commission's recommendations for the WSP and Comprehensive Plan. As part of that discussion, the City Council approved the following motion:

MOTION: I move to direct staff to return with proposed regulatory options—either an overlay zone or revised base zoning—that study the Haggar-Scribner Comprehensive Plan amendment request and that align with the majority of the Planning Commission's recommendations for the Ferry, High School Road, and/or Core districts

CPA Policy Amendments (BIMC 2.16.190.C)

C. Policy Amendments. A policy amendment may be considered if the applicant can demonstrate that the request is consistent with the adopted comprehensive plan, and that policy amendments or map amendments are needed to further the vision, goals or policies of the plan. An amendment may also be considered if the applicant can demonstrate that community values, priorities, needs and trends have sufficiently changed to justify a fundamental shift in the comprehensive plan. The burden of proof rests entirely with the applicant to demonstrate or document the need to depart from the current version of the comprehensive plan.

Staff Notes: As discussed throughout the 2025 Planning Commission considerations of updates to the Winslow Subarea Plan, the City's outdated development code for the Winslow mixed used zoning districts are not serving the smart growth vision for downtown Winslow described in the Comprehensive Plan and Winslow Subarea Plan. The Planning Commission recommended a number of changes to the City's land use code in the downtown zoning districts, including the Central Core overlay district, where a future CCCO district might be realized. The Planning Commission also added a new Winslow Way Overlay District related to the relationship of buildings to the frontage of Winslow Way in the mixed use districts.

CPA Decision Criteria (BIMC 2.16.190.H)

H. Decision Criteria. The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

1. Compliance with Law. Amendments to the comprehensive plan shall comply with the Growth Management Act and other state and federal laws.
2. Resources.
 - a. The city must have the resources, including staff and budget, necessary to implement the proposal.
 - b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.
 - c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.

3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.

4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.

Staff Recommendation on CPA 52984

Staff agree with the Planning Commission's recommendation approved on December 11, 2025 (see above), to approve, but modify the CPA policy application. That recommendation would add the policy support to the Winslow Subarea Plan with this update in case the City's would desire to create a separate CCCO District in the future.

The Planning Commission is scheduled to discuss the *Cultural Element* of the Comprehensive Plan on March 18, and the two new policies proposed by this CPA can be discussed again alongside the rest of the *Cultural Element*.



**EXISTING MUNICIPAL +
CULTURAL COMPLEX**

**PROPOSED CIVIC + CULTURAL
CONNECTION OVERLAY**

[EXACT EXTENTS PER COBI]

WINSLOW WAY COMMERCIAL



ZIMMERMAN
ARCHITECTURE

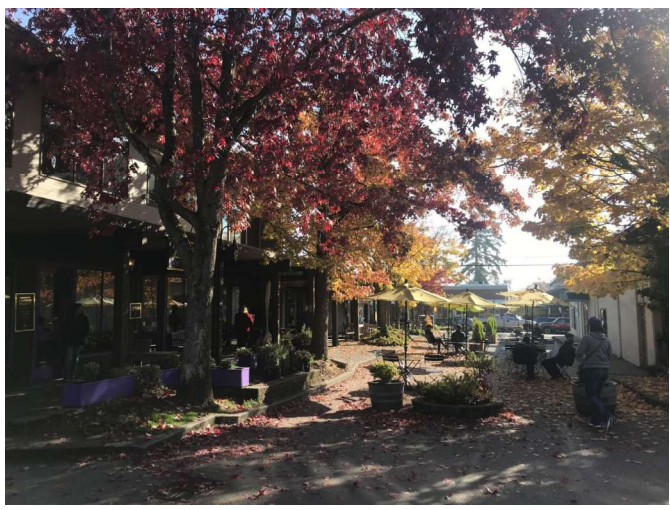
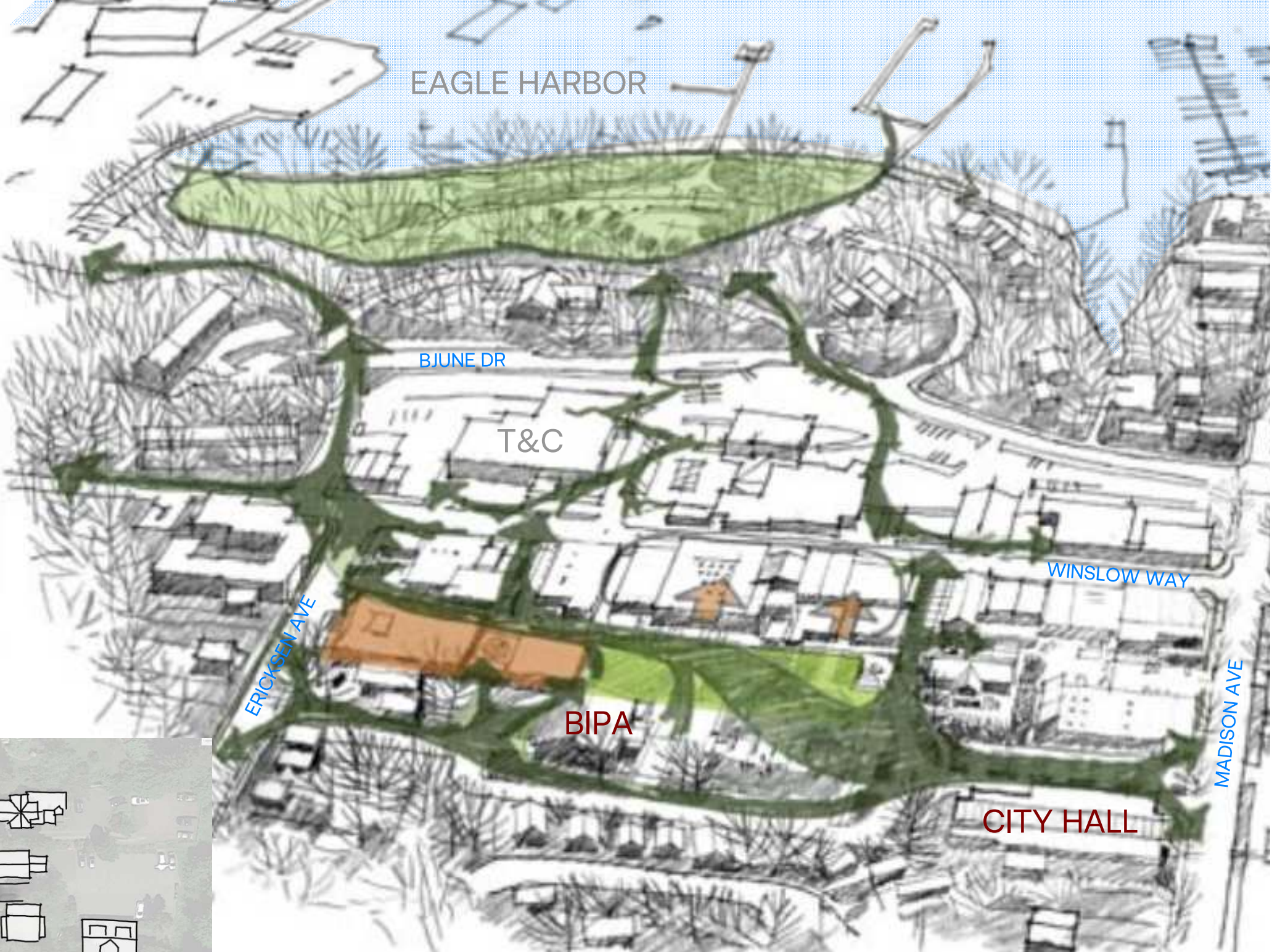
HAGGAR SCRIBNER
PROPERTIES

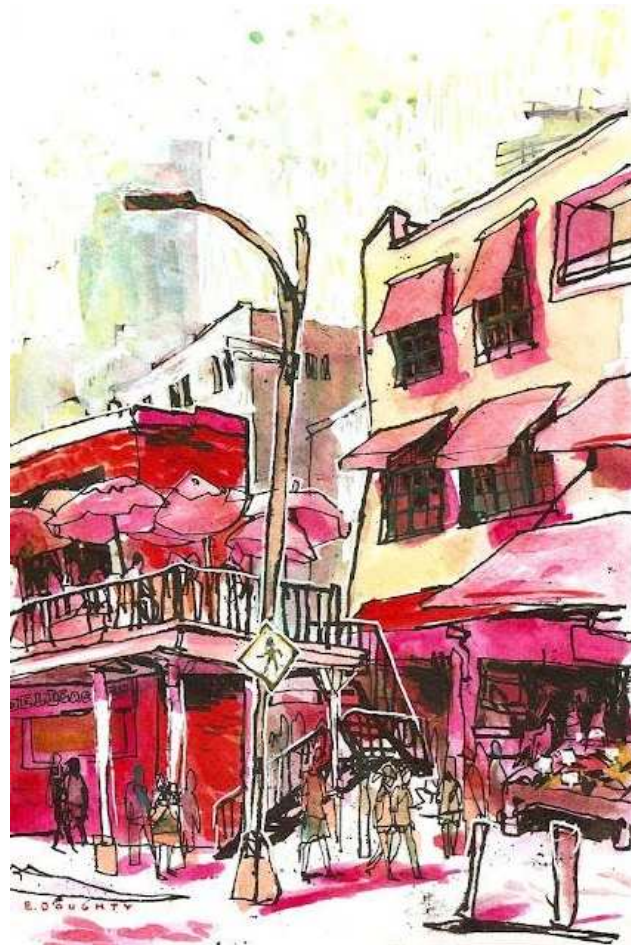




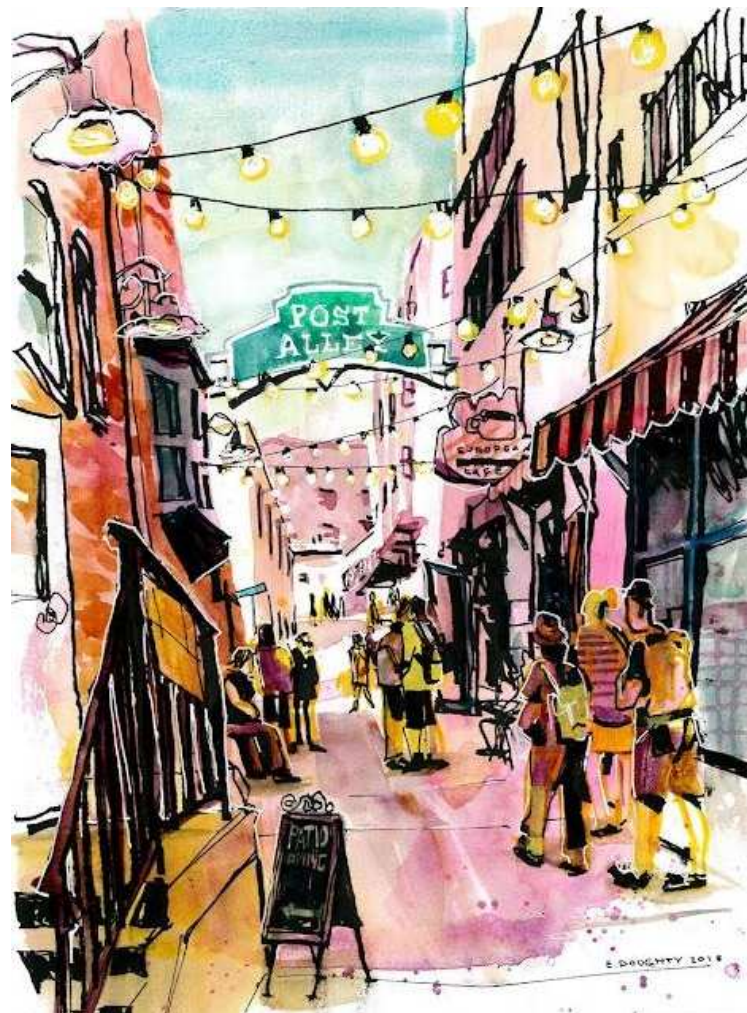


KEYSTONE PARCELS IN WINSLOW





OPPORTUNITIES TO STRENGTHEN
PEDESTRIAN CONNECTIONS AND PROVIDE
PUBLIC DEDICATIONS OF OPEN SPACE



PEDESTRIAN PATHWAYS

EXISTING SURFACE PARKING IN WINSLOW'S CENTRAL CORE



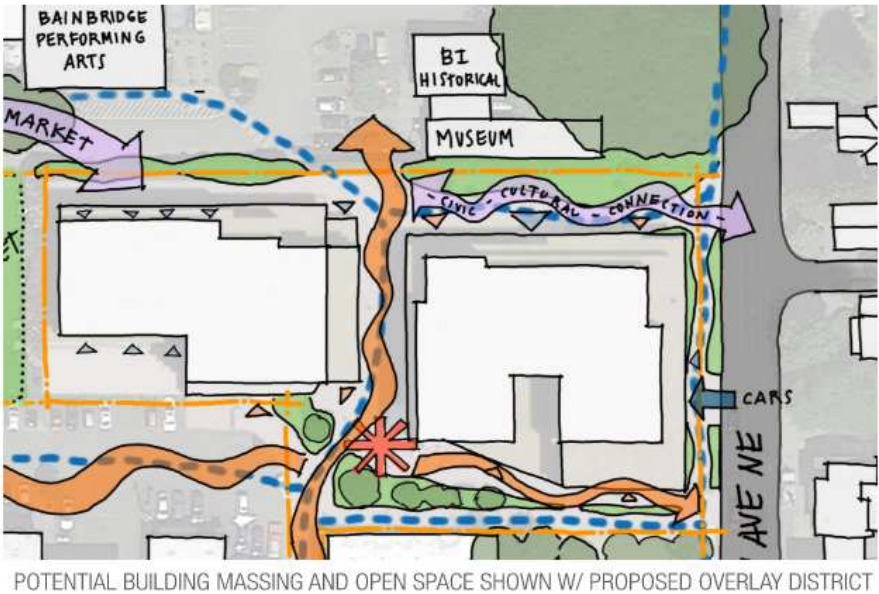
BEFORE: ABOVE GRADE PARKING; 28,500 SF



POTENTIAL SURFACE PARKING IN WINSLOW'S CENTRAL CORE WITH ZONING OVERLAY



AFTER: BELOW GRADE PARKING



ECONOMICAL TOPOGRAPHY FOR BELOW-GRADE PARKING GARAGE WITH ACCESS FROM ALLEY

A SIGNIFICANT OPPORTUNITY TO PUSH PARKING BELOW GRADE AND ACT AS A CATALYST AND AN EXAMPLE FOR MAKING WINSLOW MORE PEDESTRIAN FRIENDLY

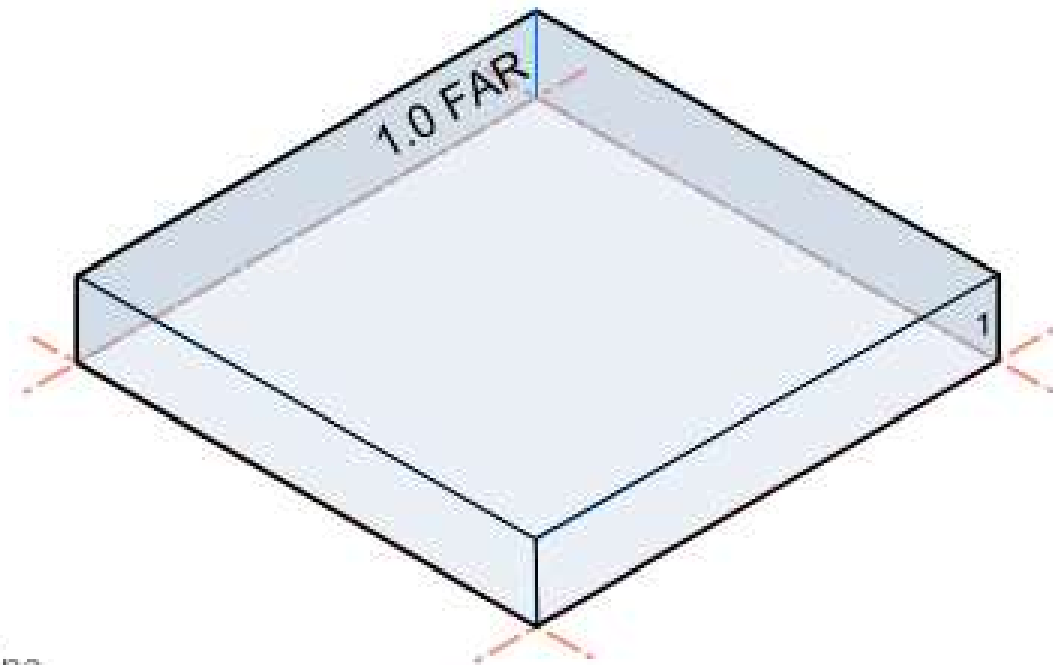


PARK-FIRST

OPPORTUNITIES FOR
EXPANDED POCKET
PARKS AND ENHANCED
PUBLIC ACCESS AND
VISIBILITY TO CIVIC
AND CULTURAL
PROPERTIES. AN
ACTIVATED POROUS
EDGE INSTEAD OF A
HARD BORDER.



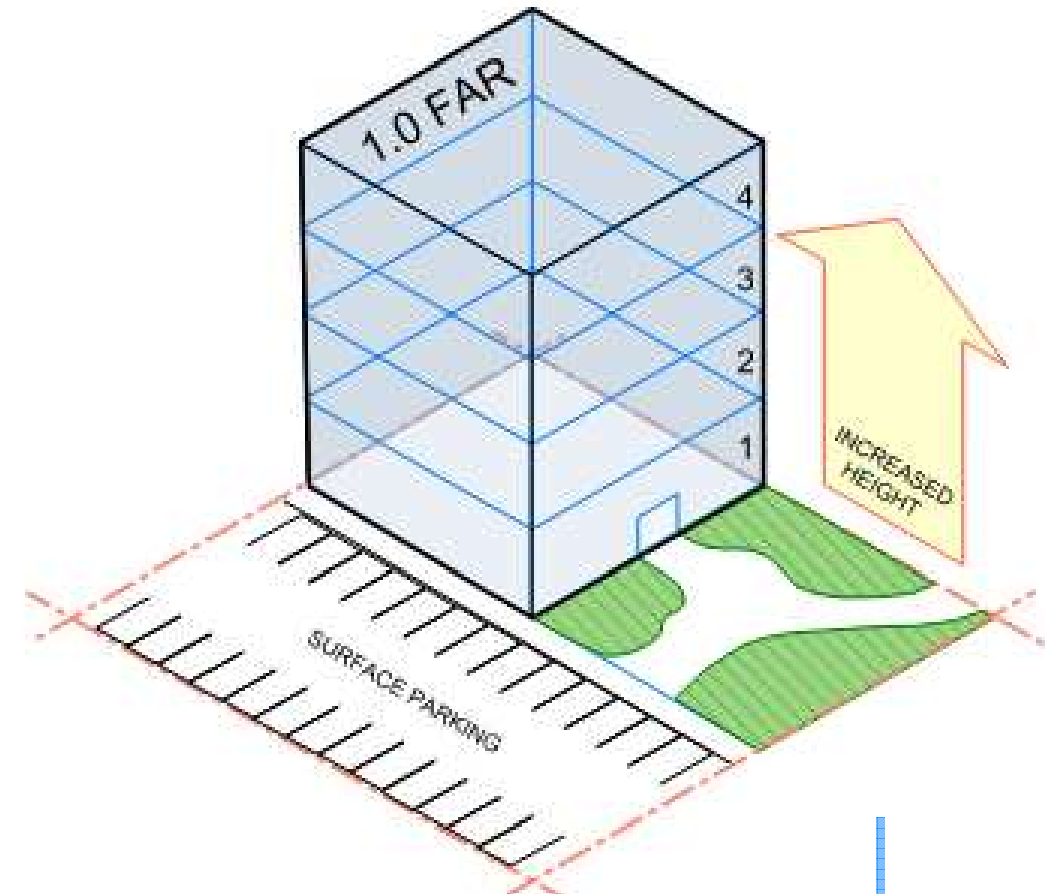
CULTURAL + CIVIC ENHANCEMENTS



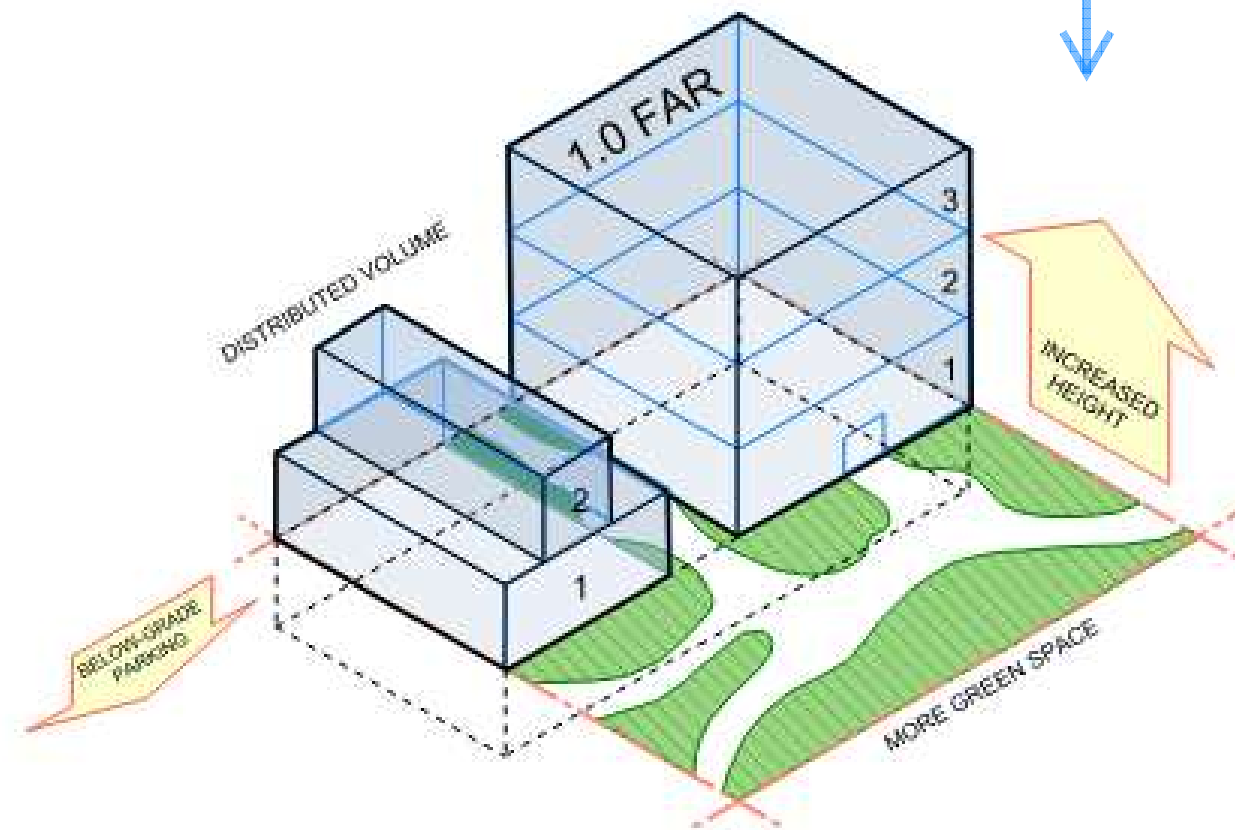
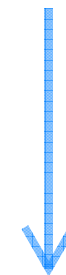
Baseline

INCLUSIONARY ZONING MEASURES TO ACHIEVE AFFORDABLE HOUSING, AND/OR BELOW GRADE PARKING REQUIRE INCREASED DENSITY AND HEIGHT TO OFFSET THE ADDED COST OF THESE PUBLIC BENEFITS.

INCREASED PUBLIC OPEN SPACE AT GRADE (REDUCED LOT COVERAGE) NECESSARILY REQUIRES BUILDINGS TO HAVE INCREASED HEIGHT TO ACCOMMODATE THE SAME DENSITY.



Increased Height allows for other uses at grade



Underground parking allows for more pedestrian oriented development opportunities

Land Use Application

Supporting documents are required for project review.
See the [Administrative Manual for Planning Permits](#) and [Fee Schedule](#) for
permit submittal requirements and fees.

Property Owner(s)	Site Address	Parcel Numbers
HAGGAR SCRIBNER PROPERTIES, LLP		
187 ERICKSEN AVE NE, BAINBRIDGE ISLAND, WA 98110		
APNs: 262502-3-053-2005, 262502-3-047-2004		

Select Application Type: Comprehensive Plan Amendment

Select Application Type:

Consolidated Review Requested ([BIMC2.16.070](#)) Yes ☐ No ☐

Project Name and Description

THIS COMPREHENSIVE PLAN AMENDMENT PROPOSES A NEW OVERLAY ~~ZONE~~ IN THE MIXED-USE TOWN CENTER CALLED THE CIVIC + CULTURAL CONNECTION OVERLAY (CCCO). THE PROPOSAL AMENDS LANGUAGE IN THE COMPREHENSIVE PLAN TO ACCOMMODATE THIS (SEE P.10 IN THE 'HSP+A2N CCCO CPA PROPOSAL' PDF DOCUMENT). THE NEW OVERLAY ~~ZONE~~ WOULD INCLUDE GOALS AND POLICIES THAT ALLOW FLEXIBILITY IN DEVELOPMENT STANDARDS, DESIGN STANDARDS AND INCENTIVES WITH RESPECT TO FAR AND BUILDING HEIGHT, "USE RATIO" RESTRICTIONS AND PARKING, INCLUDING BELOW GRADE PARKING. THE GOALS AND POLICIES WOULD ENCOURAGE SPECIFIC PUBLIC AND CIVIC AMENITIES THAT ARE IN-LINE WITH THE LONG-RANGE GOALS OF THE COMPREHENSIVE PLAN AND WINSLOW SUBAREA PLAN (FORMERLY WINSLOW MASTER PLAN). THIS APPLICATION PROPOSES ONLY AMENDMENT TO THE GOALS AND POLICIES FOR THE COMPREHENSIVE PLAN AND WINSLOW SUBAREA PLAN.

City of Bainbridge Island
Department of Planning & Community Development
280 Madison Ave N
Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov

Project Contacts

Applications must be submitted by the property owner or the owner's designated agent.
Name of Authorized Agent section must be completed if application is submitted by a designated agent.

Property Owner	HAGGAR SCRIBNER PROPERTIES, LLP
Mailing Address:	HAGGAR SCRIBNER PROPERTIES LLP, P.O. BOX 10220
	C/O WINDERMERE, BAINBRIDGE ISLAND, WA 98110
Email:	PRISCILLA@ZIMMERMANARCH.COM
Phone:	206-618-2626
Name of Authorized Agent	HENRY ZIMMERMAN, ZIMMERMAN ARCHITECTURE PLLC
Mailing Address:	4219 SE LANCASTER LANE
	PORT ORCHARD, WA 98366
Email:	HENRY@ZIMMERMANARCH.COM
Phone:	206-245-7091

Statement of Affirmation **REQUIRED**

I affirm, under penalty of perjury, that all answers, statements, and information submitted with this application are correct and accurate to the best of my knowledge. I also affirm that I am the owner or designated agent of the subject site. Further, I grant permission to any and all employees and representatives of the City of Bainbridge Island and other governmental agencies to enter upon and inspect said property as reasonably necessary to process this application.

PRISCILLA ZIMMERMAN-HAGGAR, MANAGING PARTNER, HSP LLP

Owner Name - Print

Owner Name - Signature

02.06.2025

Date

Owner Name - Print

Owner Name - Signature

Date

HENRY ZIMMERMAN, ZIMMERMAN ARCHITECTURE PLLC

Agent Name and Business Name - Print

Agent Name - Signature

02.06.2025

Date

City of Bainbridge Island
Department of Planning & Community Development
280 Madison Ave N
Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov

Haggar Scribner Properties Civic + Cultural Connection Overlay

Comprehensive Plan Amendment, formerly PLN 52152 CPA,

Resubmitted 02-27-2025

Revised Summary

- Haggar Scribner Properties LLP, a partnership owned by members of the Haggar, Scribner, Nakata and Allen families (HSP), is again proposing establishment of a Civic and Cultural Connection Overlay (CCCO) within the Winslow Core to revitalize downtown Winslow ~~by supporting development of a uniquely situated, pivotal site in the Core that is currently used primarily for surface parking.~~ HSP submitted a similar Comprehensive Plan Amendment (CPA) in 2022, PLN 52152 CPA, but City consideration of that CPA was deferred while the current periodic update of the Comprehensive Plan and Winslow Subarea Plan was completed. Those efforts are still ongoing and HSP therefore is resubmitting its CPA.
- The proposed CCCO is located north of Winslow Way, between Ericksen Avenue and Madison Avenue, ~~and includes two parcels owned by HSP. The HSP vision is to establish a multi-use project within the proposed CCCO~~ with substantial urban open space, green spaces and multiple inviting pedestrian connections between City Hall, the Bainbridge Performing Arts Center, the City Plaza, the Bainbridge Historical Museum, Madison Avenue, Ericksen Avenue, the Bainbridge Art Museum, Winslow Way, the Bainbridge Waterfront and the ferry.
- Development of the CCCO would create a more vibrant and diverse downtown community supporting residents and visitors alike with added walkable connectivity, businesses and outdoor areas, enhance multi-modal and pedestrian transportation in the urban core, and provide a variety of housing types that include affordable housing.
- Potential development within the CCCO would provide much needed and diverse housing, including affordable housing, housing suitable for aging in place, workforce housing (including potentially work-live space), “missing middle” housing, and multi-use commercial and retail uses, located on a corner site that is the “missing link” in connectivity and provides a “front door” to the City’s civic and cultural complex.
- The CCCO is close to essential goods and services, including the Senior Center, Town and Country, Helpline House, bus routes, restaurants, shopping, personal and professional services, and all that downtown Winslow Way currently offers, and is an ideal place for a diversity of housing, commercial, and retail uses. It is walkable to the ferry, Winslow Way and Madison Avenue, does not require the loss of any native vegetation and will provide substantial tax benefits to the entire island.
- Creation of the CCCO aligns with and supports the goals of the 2016 Comprehensive Plan and the current Winslow Master Plan (now the Winslow Subarea Plan or WSP) as a matter of policy. Growth and development in the Winslow Core is occurring slower than anticipated in the

Comprehensive Plan and WSP. Meanwhile, land availability to meet the demand for more density in the Core is reduced, and the objectives for the Winslow Core are not being met.

- As frequently recognized by the City and its advisors, provision of the public benefits envisioned by development in the CCCO would require the consideration of changes to FAR and building height to make it financially and practically viable. The unique nature and location of the parcels that could be included in the CCCO, and the public benefits that would result, support adoption of the CCCO. Towards that end, HSP seeks changes to the Comprehensive Plan and Winslow Subarea Plan (formerly Winslow Master Plan) as a matter of policy.
- The CPA seeks to establish guidelines and policies for the proposed CCCO that would allow future consideration of Bainbridge Island Municipal Code development regulations ~~to support:~~
 - ~~1. A maximum FAR for residential and commercial uses in mixed-use buildings in the proposed CCCO. The current maximum FAR with bonus is 1.5 for mixed use.~~
 - ~~2. A maximum building height. The current maximum height is 45' with underground parking.~~
 - ~~3. Adjustment of parking requirements~~
 - ~~4. No use-mix-ratio for residential vs. commercial FAR.~~

HSP is committed to creating a sustainable, walkable, mixed-use, mixed income, vibrant and authentic downtown core in Winslow that serves residents and visitors alike. The City code is outdated and its development standards, including FAR and building height, cannot support that vision. ~~HSP is willing to share information with the City to show that its conceptual project goals are not achievable with the current applicable development standards.~~

- ~~• HSP has a concept for a project in the proposed CCCO that seeks to optimize the connective potential of critically located parcels in the Winslow Core, a once-in-a-generation opportunity, enabling the evolution of Winslow towards a more pedestrian-oriented downtown. By creating new pedestrian connections in both the north-south and east-west directions, the project will strengthen the vitality of civic, cultural and commercial elements of the Island community. The concept emphasizes liberal use of open space that strategically encourages pedestrian flow through the core, seeks to avoid barriers to pedestrian traffic and achieves the City's goals with a financially viable building design.~~
- The CPA goal and policy changes, and future BIMC development regulations implementing those guidelines and policies, could provide the following public benefits for Winslow and the island:
 1. A diversity of housing types and multi-family housing in the heart of Winslow, including affordable housing, workforce housing and aging in place housing
 2. Enhanced pedestrian connections linking Winslow Way and existing civic and cultural amenities located in the "civic center" of Winslow – the Bainbridge Historical Museum, Bainbridge Performing Arts, City

Hall, City Community Plaza, Bainbridge Art Museum – and the waterfront

3. A more authentic downtown core with residential density next to essential goods and services and mass transit Reduction in large surface parking areas in the downtown core
4. An elevated, south facing landscaped public terrace looking towards Eagle Harbor
5. Retention of Winslow's historic small town character by locating density off Winslow Way
6. Multi-modal transit access, the use of sustainable, healthy low carbon building materials where feasible and reduction of body carbon inside proposed buildings

PROPOSED AMENDATORY LANGUAGE / SPECIFIC SUGGESTED CHANGES TO THE PLAN

This Amendment proposes to add a Civic and Cultural Connection Overlay. This proposal ~~would add an overlay zone that~~ would allow for an increase in density and height in Central Core and provide flexibility in the commercial to residential ratio. The precise amendatory language of the Civic and Cultural Connection Overlay would be developed in conjunction with City Planning staff and would incorporate the following components:

CP Goal LU-7, **revise** Policy LU-7.3 Central Core Overlay District to read;

The Central Core is [the most] a densely developed district within the Mixed-Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. Mixed-use development within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

CP Goal LU-7, **add** Policy LU-7.8 Civic + Cultural Connection Overlay District;

The Civic + Cultural Connection Overlay is a densely developed district within the Mixed-Use Town Center. Within this Overlay District, Mixed-use development is encouraged, pedestrian site porosity and dedicated public rights-of-way to enhance the walkability of Winslow are encouraged. Below-grade parking is encouraged. Developments are encouraged to thoughtfully meet the Civic and Cultural center of Bainbridge and provide public enhancements and gateways.

Additionally, **add** the above section, Civic+Cultural Connection Overlay District to the Winslow Master Plan, Chapter 2 Land Use, and ~~amend associated land use maps per the proposed Land Use Map on pp. 6-7 as required.~~

Policies listed in the Winslow Master Plan outlining the goals and policies of specific districts are to be **amended to include the following** recommended goals and policies for the Civic+Cultural Connection Overlay District;

Add: 2-12.1 – *Encourage below-grade parking to further the goals of making the Winslow downtown a pedestrian oriented town center where residents and visitors are encouraged to ‘Park-First’ and do their business on foot.*

Add: 2-12.2 – *Provide increased FAR to encourage a diversity of housing to create a multi-generational and multi-income downtown core.*

Add: 2-12.3 – *Permit increased height to allow for additional pedestrian open and green space at the ground plane, encourage pedestrian thoroughfares where opportunities align with comprehensive plan goals with the goal of increasing the pedestrian orientation of Winslow.*

Add: 2-12.4 – *Encourage mixed-use development to enhance the livability and vitality of Winslow as well as increasing tourist opportunities for visitors. Or encourage culturally oriented uses to bolster the civic and cultural heart of downtown.*

Add: 2-12.5 – *In addition to the specific policies listed for this overlay district, comply with policies 2-6.1 and 2-6.3 for the Central Core Overlay District.*

Included for reference;

2-6.1 - Establish FARs and development standards that support development at a level that encourages downtown living with a variety of housing sizes and types, provides commercial and retail services that meet the needs of the community, and enhances the vitality of the downtown.

2-6.3 - Increase the vitality of the civic plaza - currently comprised of the Farmers' Market, BPA, and City Hall - by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities.

Suggested modifications to the Comprehensive Plans Cultural Element:

Add: Policy CUL-1.8: *Prioritize Civic and Cultural core enhancements on and around the City’s property in Winslow.*

Add: Policy CUL-3.7: *Support the expansion and enhancement of the Bainbridge Island Historical Society Museum and its grounds through public and private partnerships*

APPENDIX A COMPLIANCE WITH BIMC 2.16.190.H

THE PROPOSED AMENDMENTS MEET THE CRITERIA OF BIMC 2.16.190.H IN THE FOLLOWING WAYS:

1. The Proposed Amendment complies with the Growth Management Act and other state and federal laws.

“The regional physical form required by the [Growth Management] Act is a compact urban landscape, well designed and well furnished with amenities, encompassed by natural resource lands and rural landscape.” - *Bremerton et al v. Kitsap County*, CPSGMHB, Case No. 95-3-0039c, Final Decision and Order 31 (October 6, 1995)

The Growth Management Act (GMA) was adopted to address ways to accommodate growth. A comprehensive plan expresses a community’s vision and is the blueprint for all subsequent land use activity. Under RCW 36.70A.020, the GMA establishes 13 goals that should act as the basis of all comprehensive plans. Among these goals the following are pertinent to this proposal: concentrated urban growth, sprawl reduction, affordable housing, economic development, open space and recreation, and environmental protection. Each of these goals are advanced by the proposed comprehensive plan amendment, as discussed in more detail below.

Each Washington city and county must periodically review and, if needed, revise its comprehensive plan and development regulations every eight years to ensure that they comply with the GMA, as per the schedule provided in RCW 36.70A.130. The proposed comprehensive plan amendment requests consideration of new policies to increase density in the Central Core Overlay zone in Winslow via adoption of a new Civic + Cultural Connection Overlay, that will connect Winslow Way to City Hall and civic spaces, and provide for sustainable, needed urban density that can and should be accommodated within this area of the City.

The underlying requirements of the GMA are simple: A city needs to plan for growth if they intend to protect the environment and leave healthy communities for their children, and grandchildren. Updating the comprehensive plan is a powerful way to clarify community values, needs and goals.

The state Office of Financial Management (OFM) develops population projections for the state and each county. Kitsap County, among others, is mandated under the state's Buildable Lands program to determine, in consultation with cities, where that growth should be directed to occur. Cities within Kitsap County, including Bainbridge Island, must use adopted growth projections in their comprehensive planning processes and make sure that their plans can accommodate the projected level of growth (RCW 36.70A.115). This includes collecting data about development trends and undertaking “reasonable measures” to show how they will be able to accommodate the expected amount of future development. Based on the adopted growth projections for both Kitsap County and Bainbridge Island, the comprehensive plan should be amended to accommodate the projected level of growth under RCW 36.70A.115.

Urban growth areas (UGAs) are those areas where “urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature” (RCW 36.70A.110). Based on OFM population projections, UGAs and zoning densities within them should be set to permit urban growth that is projected to occur in the county or city over the next 20 years (RCW 36.70A.110(2)). Encouraging urban growth in urban areas will result from the proposed comprehensive plan amendment, consistent with RCW 36.70A.110. Directing this growth into urban areas will help preserve critical areas, such as shorelines, streams, wetlands and farm and forest lands from the pressures of urban growth, consistent with RCW 36.70A.030(5), RCW 36.70A.040(3)(b), 36.70A.060, and RCW 36.70A.170.

Finally, the GMA requires the City to identify lands useful for public purposes and open space corridors in their comprehensive plans. RCW 36.70A.150 and RCW 36.70A.160. The proposed comprehensive plan amendment is consistent with this element of the GMA as well by proposing inclusion of enhanced pedestrian circulation and public amenities and providing improved access to civic and cultural buildings.

GMA regulations set forth at WAC Chapter 365-196 recognize the following: "Within the framework established by the act, counties and cities may accommodate a wide diversity of local visions. There is no exclusive method for accomplishing the requirements of the act." WAC 365-196-020(1). Of particular note is the regulation on urban density set forth in WAC 365-196-300(1), (2), which states:

(1) The role of urban areas in the act. ***The act requires counties and cities to direct new growth to urban areas to allow for more efficient and predictable provision of adequate public facilities, to promote an orderly transition of governance for urban areas, to reduce development pressure on rural and resource lands, and to encourage redevelopment of existing urban areas.***

(2) How the urban density requirements in the act are interrelated. The act involves a consideration of density in three contexts:

- (a) Allowed densities: The density, expressed in dwelling units per acre, allowed under a county's or city's development regulations when considering the combined effects of all applicable development regulations.
- (b) ***Assumed densities: The density at which future development is expected to occur as specified in the land capacity analysis or the future land use element. Assumed densities are also referred to in RCW 36.70A.110 as densities sufficient to permit the urban growth that is projected to occur.***
- (c) Achieved density: The density at which new development occurred in the period preceding the analysis required in either RCW 36.70A.130(3) or 36.70A.215. (emphasis added).

It is also important to consider WAC 365-196-300(3)(b) and -300(4) which state:

- (b) Development regulations. Counties and cities must provide sufficient capacity of land suitable for development.
 - (i) Development regulations must allow development at the densities assumed in the comprehensive plan.
 - (ii) ***Counties and cities need not force redevelopment in urban areas not currently developed at urban densities, but the development regulations must allow, and should not discourage redevelopment at urban densities.*** If development patterns are not occurring at urban densities, counties and cities should review development regulations for potential barriers or disincentives to development at urban densities. Counties and cities should revise regulations to remove any identified barriers and disincentives to urban densities, and may include incentives.

(4) **Factors to consider for establishing urban densities.** The act does not establish a uniform standard for minimum urban density. Counties and cities may establish a specified minimum density in county-wide or multicounty planning policies. Counties and cities should consider the following factors when determining an appropriate range of urban densities:

- (a) An urban density is a density for which cost-effective urban services can be provided. ***Higher***

- densities generally lower the per capita cost to provide urban governmental services.*
- (b) **Densities should be higher in areas with a high local transit level of service.** Generally, a minimum of seven to eight dwelling units per acre is necessary to support local urban transit service. Higher densities are preferred around high-capacity transit stations.
- (c) The areas and densities within an urban growth area must be sufficient to accommodate the portion of the twenty-year population that is allocated to the urban area. Urban densities should allow accommodation of the population allocated within the area that can be provided with adequate public facilities during the planning period.
- (d) Counties and cities should establish significantly higher densities within regional growth centers designated in RCW 47.80.030; in growth and transportation efficiency centers designated under RCW 70.94.528; and around high-capacity transit stations in accordance with RCW 47.80.026. Cities may also designate new or existing downtown centers, neighborhood centers, or identified transit corridors as focus areas for infill and redevelopment at higher densities.
- (e) **Densities should allow counties and cities to accommodate new growth predominantly in existing urban areas and reduce reliance on either continued expansion of the urban growth area, or directing significant amounts of new growth to rural areas.**
- (f) The densities chosen should accommodate a variety of housing types and sizes to meet the needs of all economic segments of the community. The amount and type of housing accommodated at each density and in each land use designation should be consistent with the need for various housing types identified in the housing element of the comprehensive plan. (emphasis added).

The proposed comprehensive plan amendment is consistent with WAC 365-196-020(1), -300(1), (2) and (4) with respect to urban density. The City is permitted to allow for accommodation of a diversity of local visions; the vision reflected in the proposed amendment uniquely meets urban density requirements of the GMA. Increasing density in this core, existing urban area is entirely consistent with the GMA and demonstrates a consideration of the factors required to be considered in establishing urban densities.

2. The Proposed Amendment can be implemented with existing resources, will not have adverse effects on community resources, and will not adversely affect the City's ability to provide the full range of public facilities and services.
- a. The City must have the resources necessary to implement the proposal.
- a. **Response:** *City resources involved to implement the proposal will include planning department staff time, city council review and standard city review and work time required during this year's comprehensive plan review and update cycle.*
- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.
- a. **Response:** *Existing City infrastructure is in place to serve the proposed uses on the site.*
- c. The amendment must not adversely affect the City's ability to provide the full range of public facilities and serves at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.
- a. **Response:** *The amendment will not expend city resources beyond the planned level of service.*

3. The Proposed Amendment is consistent with the land uses and growth projections that are the basis of the Comprehensive Plan and with the overall intent of the Comprehensive Plan, including being consistent with the community vision and overriding principles and goals that guide the Plan. *The proposed amendment would bring COBI into greater alignment and compliance with planned growth and actual growth accommodation than it is currently. As demonstrated in this amendment proposal, the amendment is overwhelmingly in alignment with the existing comprehensive plan.*
4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures. Reserve providing comment until all amendments that are submitted can be reviewed to evaluate cumulative effect.
5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts. Reserve providing comment evaluating cumulative land use impacts until all applications are submitted, but on its face the proposed amendment in this application would not adversely affect public health, safety or welfare, rather it would enhance public health, safety and welfare by encouraging open green space and pedestrian connections between Winslow Way to the civic and cultural heart of the City. In addition, the intentional design of these spaces will concentrate density reducing sprawl and allow for future residents to take advantage of the services and businesses located in Winslow where public facilities already exist.

Proposed Land Use Element Goal and Policies for Comprehensive Plan and Winslow
Subarea Plan for Civic and Cultural Connection Overlay

LU Goal XX – Sustain and Enhance the Core District by creating a Civic and Cultural Connection Overlay (CCCO) that recognizes the pivotal area behind Winslow Way and between Madison Avenue and Ericksen Avenue by encouraging mixed-use development with flexible development standards that support diverse housing; commercial, personal and professional services; enhanced pedestrian connections to the rest of Winslow; below-grade parking; and new public open spaces and terraces for community gatherings.

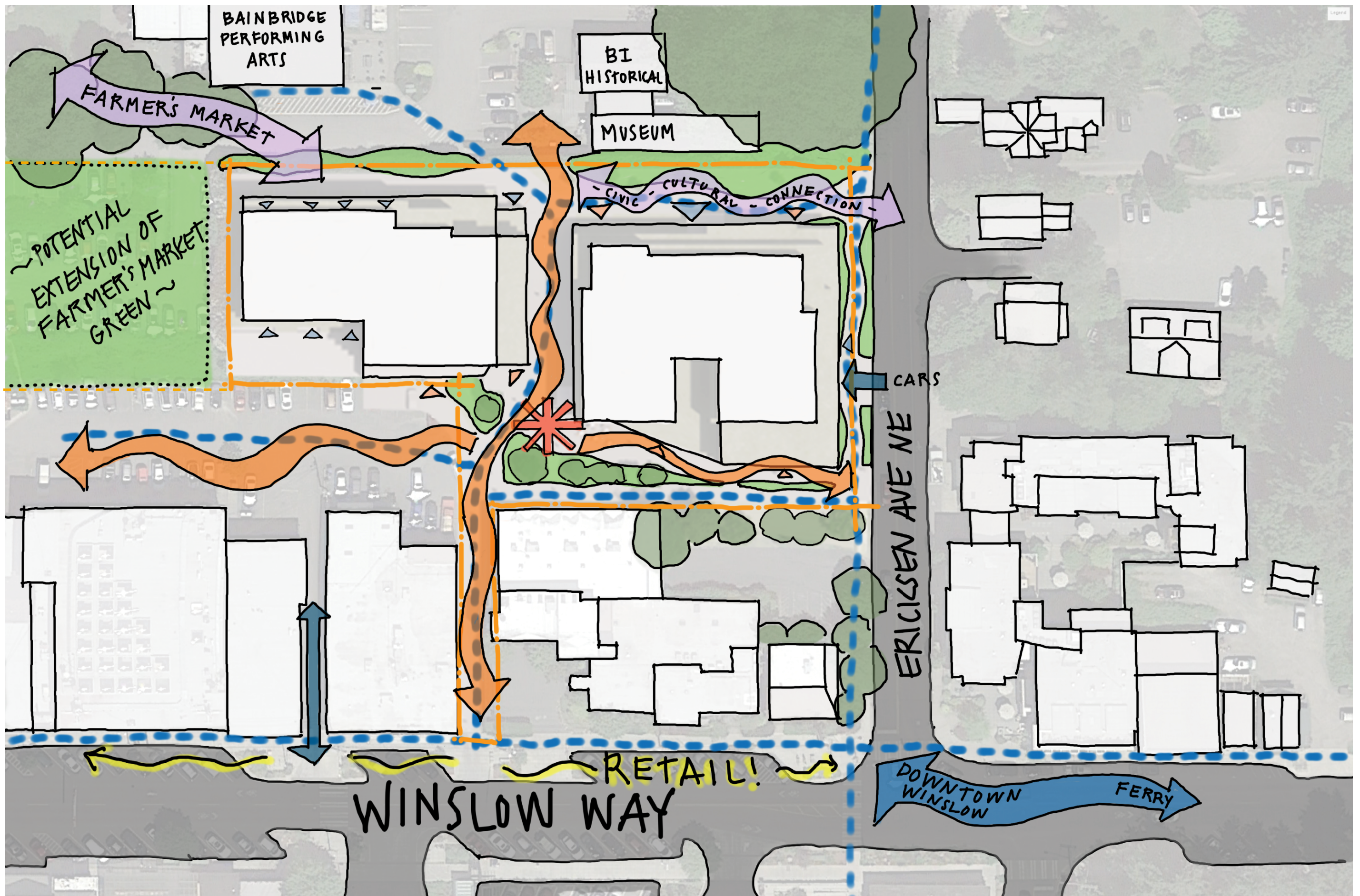
Policy WMP 2-12.1 – Consider adoption of flexible development standards for the CCCO that:

1. Encourage mixed-use development with a range of housing types, including affordable, workforce and aging-in-place housing, and commercial space to provide services for Winslow residents and visitors.
2. Promote expanded pedestrian connections linking existing civic and cultural amenities, including City Hall, Town Square, Bainbridge Performing Arts and the Bainbridge Historical Museum, to the rest of Winslow, including the ferry, the waterfront, and the Bainbridge Island Art Museum. The CCCO is walkable to essential goods and services, including the Senior Center, Town and Country, Helpline House, bus routes, restaurants, shopping and services.
3. Expand and create community gathering spaces, including elevated, south-facing terraces looking towards Eagle Harbor. This would create a public “living room” for Winslow in an area that does not have street frontage.

Policy WMP 2-12.2 – Provide for increased FAR that encourages a diversity of housing, to create a multi-generational and multi-income area downtown and provide for a mix of residential and small-scale commercial, personal and professional services on the ground floor.

Policy WMP 2-12.3 – Permit increased building height to allow for additional pedestrian, open and green space at ground level and encourage pedestrian thoroughfares to increase the pedestrian orientation of Winslow. Recognize that building height beyond what is permitted in the rest of the Core District may be appropriate and desirable for the CCCO in light of its pivotal location and lack of street frontage.

Policy WMP 2-12.4 – Encourage below-grade parking and reduced parking requirements to further the goals of making Winslow a pedestrian-oriented town center where residents and visitors are encouraged to “Park-First” and conduct their activities on foot.



ZONING OVERLAY OPPORTUNITIES