



CITY OF
BAINBRIDGE ISLAND

PLANNING COMMISSION
REGULAR MEETING
THURSDAY, AUGUST 11, 2016
6:00 – 8:30 PM
COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WA 98110

AGENDA

- 6:00 PM CALL TO ORDER**
Call to Order, Agenda Review, Conflict Disclosure
- 6:05 PM REVIEW AND APPROVAL OF MINUTES**
April 14, 2016 and April 28, 2016 Meetings
- 6:15 PM PUBLIC COMMENT**
Accept public comment on off agenda items
- 6:25 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 6:35 PM 2016 COMPREHENSIVE PLAN UPDATE**
- Review DRAFT *Introduction*
 - Review DRAFT *Utilities Element*
 - Review DRAFT *Cultural Element*
 - Comprehensive Plan Update Meeting and Public Hearing Schedule
- 8:15 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 8:25 PM NEW/OLD BUSINESS**
- 8:30 PM ADJOURN**

****TIMES ARE ESTIMATES****

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

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

CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure
REVIEW AND APPROVAL OF MINUTES – February 11, 2016
PUBLIC COMMENT – Accept public comment on off agenda items
AQUACULTURE LTD. SHORELINE MASTER PROGRAM AMENDMENT – Public Hearing
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE
2016 COMPREHENSIVE PLAN UPDATE

- Water Resources Element
- Housing Element

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE
NEW/OLD BUSINESS
ADJOURN

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

Chair Mack Pearl called the meeting to order at 6:05 PM. Planning Commissioners also present were Michael Lewars, Jon Quitslund, William Chester and Michael Killion. Commissioners Lisa Macchio and Maradel Gale were absent and excused. City Staff in attendance were Attorney Lisa Marshall, Planning Director Gary Christensen, Senior Planners Jennifer Sutton and Christy Carr and Administrative Specialist Jane Rasely who monitored recording and prepared minutes. City Consultant Joe Tovar was also present. The agenda was reviewed and no conflicts were disclosed.

REVIEW AND APPROVAL OF MINUTES – February 11, 2016

Motion: I moved we approve the minutes.
Killion/Lewars: Passed Unanimously

PUBLIC COMMENT – Accept public comment on off agenda items
None.

AQUACULTURE LTD. SHORELINE MASER PROGRAM AMENDMENT – Public Hearing

City Attorney Lisa Marshall provided history of the SMP process and the appeal that brought the City to this public hearing. She described the purpose of the public hearing as a time to receive testimony and deliberations would occur at a later date after proper thought could be given to the information most recently received within the last few hours before this meeting.

The public hearing was called to order at 6:09 PM.

Public Comment – Transcribed Verbatim

Jesse DeNike, Plauche and Carr – “Good evening, members of the Planning Commission. My name is Jesse DeNike and I want to thank you for the opportunity to provide comments to you this evening. I am here on behalf of the Pacific Coast Shellfish Growers Association (PCSGA). As you might imagine, we have many serious concerns about the Aquaculture Limited Amendment that is currently before you. We did submit a comment letter earlier today that sets forth our concerns and recommendations in detail. I am not going to take the time tonight to go over all those, rather I am going to hope and trust that you will take a careful look at our comment letter and seriously consider our concerns and recommendations. I would, however, just like to take a couple minutes to emphasize a few key points. First, there are very few circumstances under which it is appropriate to even consider a limited amendment to a shoreline master program. Those circumstances are specifically set forth in State guidelines. We have seen no information demonstrating that the Aquaculture Limited Amendment satisfies the criteria for when it’s appropriate to consider a limited amendment. In fact, based on analysis, it’s quite clear that those circumstances have NOT been met which means that it’s really not even appropriately being brought up at this time. Second, even if those circumstances were met, even if it was appropriate to consider this limited amendment at this time, the limited amendment would still need to comply with State law and policy pertaining to shellfish aquaculture. It would also need to be supported by current scientific and technical information. It is not, it does not. It is inconsistent with the law as well as the science. Third, as Ms. Marshall pointed out, PCSGA is a party to the pending appeal before the Growth Management Hearings Board concerning the aquaculture regulations that are in the currently affected SMP. I believe Ms. Marshall made this point clear, but I do want to emphasize that the Aquaculture Limited Amendment does NOT reflect an agreement of the parties to that appeal. As of this time, there has been no agreement of the parties in that appeal. In short, the Aquaculture Limited Amendment is unwarranted, is inconsistent with the science, and it is unsupported, also inconsistent and in violation of State law and policy. We strongly urge you to carefully review our comment letter and suggestions. We believe the Aquaculture Limited Amendment should either not be adopted or that it should be revised consistent with the recommendations in our comment letter. That is all of your time I will take tonight. I do want to thank you for your time and attention to this very serious matter.”

Doug Steding, Icicle Seafoods and American Gold Seafoods – “I am actually Doug Steding. I am outside council for Icicle Seafoods and Kevin Bright is a representative of American Gold and he asked me to speak on his behalf and our client’s behalf. Once again, Doug Steding. I represent Icicle Seafoods who is the parent company of American Gold Seafoods and the operator of net pen facilities in Washington State so we’re not talking shellfish aquaculture, we’re talking fin fish, salmon aquaculture. We too have submitted written comments. I’ve copies here today that I will give to Ms. Marshall when I am done and we are recently aware of this issue. We became aware of the outright, the proposed outright ban on new net pen facilities

as a result of the review of the March 24, 2016 Planning Commission packet. I won't take up too much of your time, I just want to hit some of the highlights in our comments. First, we agree with the PCSGA that a limited amendment is not warranted in this case. Second, with respect to this proposed outright ban on new net pen facilities that is part of this proposed limited amendment, we would note that we believe that is inconsistent with State goals in terms of fostering of aquaculture and it's inconsistent with the SMA. It is also not supported by any of the best available sciences out there and I've got a number of papers that are included in the cd that are coming in with our comments. And finally, it wouldn't be consistent with State and Federal laws that are intended to promote fin fish aquaculture for a number of reasons including balancing trade and balances in terms of fish and meeting increasing demand for a good source of protein. There is a wealth of information that shows that properly sited and properly managed facilities like my client's, have little to no adverse impacts to the environment. There's been extensive Shorelines Hearing Board decisions on the subject, PCHB decisions on the subject and I will provide those to Ms. Marshall as well. My comment on this is that we would respectfully request that the Planning Commission NOT proceed with sending this limited amendment to the City Council later in May as proposed now and, as relatively new outside observer, I will admit that I am somewhat scratching my head about this because I think, the City of Bainbridge Island is setting itself up for needless litigation on the back end of this if they proceed. If Ecology goes forward and approves this limited amendment, which I doubt they will, there will certainly be litigation around that and an appeal around that and if they don't, like they did last time with your last amendment, there's going to be litigation around that and, believe it or not, as a lawyer I like to see people avoid litigation. I like to see public resources used wisely and I think this is not being setup to do that in this case. So, I thank you for your time. I appreciate you taking the time to review our comments and I will give them to Ms. Marshall now. Thank you."

Elise Wright, Citizen – "Hi. I am Elise Wright. I am here tonight to give you some information. As you know, I'm a member of the Bainbridge Alliance for Puget Sound which has been in settlement negotiations with the City, with PCSGA, with the Department of Ecology and with an Assistant Attorney General and I am really sad to hear that the industry and some of the aquaculture partners around the Island feel so strongly that this is a bad idea because that is really sort of the first I've heard of it. We've all been working very hard to reach an agreement that would both protect our shorelines and would leave the City in good legal shape, so I'm really feeling flummoxed. My original reason for coming to speak to you was to sort of walk you through the revisions that our Alliance made to the last draft revisions that we saw. I don't know if that's necessary to do at this point, but I do have two colleagues who are here to speak to specific issues. I sent you a cover letter and a summary of the six major points or areas of concerns and at this point, it's permitting and monitoring which have been very ably addressed by Christy Carr. There are still a few things we would like you to look at and we understand that now that we're not in discussions, we need to present those to you. Wayne Daly is here to talk to a couple of them and Marci Lagerloef, who are scientists, is here to talk to permitting and monitoring and I think I put them next on the list...In Section 5.2.4.6, I'm talking mainly about

specific language changes, in that section and in 5.2.4.6d, we recommend the word ‘may’ be changed to shall and if you go through this rather long annotated version of the recommendations, you will see that there are some places where our attorney has also followed our comments and given backup for them. In that case, he cited a State law and said that was a stronger way to say it. In 5.2.4.6g, we’d like the words ‘and other equipment’ added because this has to do with identifying equipment that is lost during the process of commercial aquaculture and that, as you know, if you make a list, other things are excluded so we are trying to just be inclusive there. And then the most important one for us is 5.2.5.1. That’s where I said, I can see erroneously I said, part of the agreement reached was the cap on the amount of commercial aquaculture allowed on the Island. That was incorrect. We were in discussions and that was a suggestion that was made by industry so that’s why I’m sort of flummoxed by all this. It needs to be clear that the cap applies to the totality of the Island that it’s not just on one permit or something. I’m sure that’s what’s intended, I just want to be sure it’s not misunderstood. Then there were a couple of things to protect property owners and boat drivers. One is increasing the property site setback. In 5.2.5.1i, to increase it from 10 feet to 20 feet from commercial aquaculture because as you know, many of the tidelands on the Island follow a non-linear pattern so your neighbor’s tidelands may end up in your front yard, so to speak. And then corner markers need to be on commercial aquaculture at low tide and as part of the former Harbor Commission, I wanted to be sure that’s not a hazard to navigation for people in rubber boats or canoes or kayaks, so we just suggested the markers be low enough that they’re visible but not a hazard. And there’s probably more, but I’ve forgotten and I’ve seen my time.”

Commissioner Lewars asked Ms. Wright why 150 square foot limitation was the right number and not something in between 150 and 500 feet. Ms. Wright responded by saying 500 square feet could produce 6800 oysters per year which was far more than a family would want to eat. She said Betsy Peabody would be able to clarify whether there was an amount between 150 and 500 feet that would be a better number.

Wayne Daly, Citizen – “As Elise had just commented on the concern of the 150 square feet versus 500 square feet, I’d just like to point out a couple of facts or figures here that you can consider as you deliberate on this in the future. 150 square foot lot would provide 10 bags. One bag of oysters will produce about 200 oysters. That takes you to the number Elise had commented on concerning the numbers of critters that would be involved in a 500 square foot area. I support exactly what Elise has indicated. If we are talking about a community of several families where they’re putting their project together in terms of the number of square feet that is appropriate because it is a community garden. But my concern is that we make sure that if we’re going to have 2500 or 3500 square foot sites on the Island that total area counts towards the 5 acre limit for the entire Island that is in the documents that we’re considering. We don’t want to prevent the community garden concept, it’s a great idea, but we need to make sure that we are protecting the shoreline of Puget Sound and the shoreline of Bainbridge Island. In light of that, I’d like to go on to the issue of where we are allowing the shellfish industry to occur and we are

arguing that the area that needs to be considered on Bainbridge Island for any of this shellfish activity needs to be on the shorelines where we have armored banks. The reason for this is because where you have an armored bank, you have essentially no forage fish spawning habitat. The armoring, the wave action and the currents that are developed with an armored bank completely destroys the habitat for forage fish to spawn and utilize that area, so this is an area that can be used for the shellfish industry. So be it. But let's protect those unarmored shorelines that we have on Bainbridge Island. It's critical. And we do have an issue in terms of forage fish. Forage fish is what supports our salmon industry. It supports our entire fishery within Puget Sound and then within the Salish Sea. Anything that we can do to protect that is critically important. The other issue that I'd like to address is the issue of mussel rafts. They're not specifically mentioned in the document but in terms of the areas they would be used, they're not immediately located in a forage fish habitat, but they are in an area where they are providing water quality impacts as well as potential for shading activities that might occur with a mussel raft. When I made my slide presentation a couple of weeks ago, there were several images of the mussel raft concept. They're huge and they do have a very significant influence in terms of footprint and in terms of what they're doing within the watershed itself. We need to make sure this is an issue that is looked at very carefully with the science to support that a located mussel raft anywhere around the Island is properly researched and that the proper amount of evaluation of the site from the environmental impact is done. Those are my critical areas of concern. It's the forage fish. We need to protect our forage fish and our shoreline so that we can make sure we do have a population of salmon to support in Puget Sound. You are all aware, if you read the newspapers, they are considering a total shutdown of salmon fishing on the ocean coast because of the lack of fish. This morning I saw an article in one of the science journals I get that it's not only here, it's the climate change that is occurring is impacting the Columbia River Basin as well. I realize we're not in the Columbia River Basin, but anything we do with the salmon industry, is going to impact all us. When you have the total sockeye salmon population for the Upper Columbia River destroyed with drought conditions, then we have something to worry about and I hope we don't have to worry about that here on Bainbridge Island because I think we can protect our resources and protect our salmon resources."

Marcia Lagerloef, Citizen – "I am the third member from BAPS speaking tonight. I haven't been part of the settlement discussions but I was part of the development, I was on one of the work groups for the shoreline plan. I'm going to speak to permit requirements and monitoring and ecological functioning. I think that a conflict I don't know a way to resolve is we have a State that has an avowed support for aquaculture and we have a Shoreline Management Act that was revised before we started this revision to our plan to put in a whole new section that really emphasized no net loss of ecological function. The crux that I'm speaking to is, how do you determine if there's no net loss of ecological function? So, I'd like to speak to a couple of parts of the regulations and I really appreciate all the detail that has been added in terms of what would go into permitting because that's something that hadn't been fleshed out before. I want to speak to a section that's found under Regulations General. I know you get tired of numbers, but it is

5.2.4.4 and speaks to when a new permit is issued for commercial aquaculture. BAPS has some concern about the fact that it is a five year permit but if there's some sort of hold-up in legal actions or administrative appeals, that doesn't count against the five years, so I don't know how long it could go out. To cover our concern that there could be new information that becomes available, we've added a Section E which says, 'One reason why you might want to re-open and revise a permit is new information on threats to the ecosystem are documented in the scientific literature, new techniques are available to mitigate harm or other information becomes available that was not taken into account the original permit issuance.' So we feel like we are in a situation where we, as a City and as regulators and managers, need to keep learning about the impacts of this kind of activity in our shorelines. The best way to do that is to allow ourselves to be able to revise permits if we get new information that suggests a problem. That's called adaptive management. We have also requested an addition in this particular section of the regulations that says that another reason why you might want to re-open and revise a permit is 'if the applicant proposes to change the species being cultivated under the permit.' Turning to Section 5.2.4.6 which speaks to the conditions that would be applied by the administrator, we've again suggested some language that would strengthen this ability to go back and re-open, revise or revoke a permit if monitoring information showed that there was a problem. Again, adaptive management. Under Section 6A, we've added the language (shown in parentheses), 'The City may revoke the permit if it is determined the aquaculture operations are not consistent with the terms and conditions of the permit (including monitoring requirements) and/or the aquaculture operations are not within the original scope and intent of the original permit (or if the environment is being degraded beyond what is allowable under the permit based on required ongoing monitoring of the permit site).' Again, we're simply trying to create enough places in here where if there's new information in the scientific literature and the monitoring that shows a problem, we can actually act and not just let things slide, but go back in and make adjustments as appropriate. It's our effort to really be consistent with the overriding concept in the new Shoreline Management Act which is no net loss of ecological functions. Thank you."

Charles Schmid, Citizen – "Take a look at Ordinance 2016-06, Exhibit 1, turns out to be Table 161203-1 Shoreline Use Modification. If you go over to Priority Aquatic and look at A and B, you'll find out it's 'Prohibited' that's been added to Commercial Aquaculture Geoduck. Exhibit 2 on the next page of Ordinance 2016-06, Priority Aquatics, Heights over the Water, Accessory Uses. It's been crossed out 'prohibited' and put in 'three feet.' I'm not really sure if that's just an interpretation to say on one hand they're prohibited and the other hand three feet tall. I'm sure Staff will figure that out and find out Charles Schmid is wrong or perhaps this is wrong. I also like listening to my colleagues remind you three years ago when we started the SMP and we broke into groups and had people from all diversion points of view which we can easily find on this Island. Experts like Wayne, Marci and Jim Brennan that really understand this, the draft was sent down to Ecology, came back and was changed as far as aquaculture. That's the basic thing. Just a year ago, we were told this would be a community affair. I remember Barbara Nightingale from Ecology saying, 'This is a community plan. Let's all work together.' Then to hear all of

sudden it's all going to be part of litigation with people coming in last minute. We worked hard to work on combining to get this common understanding and then to just say litigation's going to decide it. This was a community decision and it IS a community decision and I hope you look at it that way."

Kevin Bright, American Gold Seafoods – "I am Kevin Bright. I'm with American Gold Seafoods. I live up in Anacortes, but we have operations down here in Rich Pass. I've been with the company for over 25 years. I started growing salmon up in Cypress Island. I've got a Marine Biology degree. I love the salt water. I grew up around here in Bremerton and Hood Canal. My dad took me fishing up at Point No Point in Hansville and so I have a lot of affinity for the salt water and marine environment. I love making a living working on the water, working in the water. Aquaculture gets a bad rap, there's no doubt about it. People either like it or they hate it and there's people out there that really, I think, I don't want to get too far into this but, they take a very narrow view of aquaculture. It's farming. It's essentially no different than what you're doing on land. You're growing something in the water. You're growing oysters, you're planting them, you're harvesting, you're growing clams, you're growing fish. So this is how you put food on the table. This is how we've evolved over all these years. Go to the grocery store. Everything there on the grocery store shelf comes from a farm, so I just want to put that out there. That's what got me into this business. I figured we better figure out how to grow this stuff if we're going to eat it. I just want to make a quick comment and I know some of your heads are spinning with all these provisions that are in there. They're overly proscriptive and Ecology cautions in their guidelines about being overly in your SMP guidelines. When you have five pages of conditions that I can hardly read through and figure out how I would run a business growing an oyster on your beach there, it's basically a de facto ban that's going on here. I understand there's concern about the environment and there are experts in the Department of Natural Resources and Department of Ecology that look at these things and look at what is going on in the shorelines. You aren't the experts in this field. It's a very complicated environment out there. Ecology setup these guidelines, basically the SMA is written as an overall look at how we are going to treat the marine environment, not how the City of Bainbridge treats it and Kitsap County treats it and King County treats it. It's all connected. You've got to look at the big picture and that's what the SMA tries to do. It tries to say here's the big picture. Protect it, but also utilize it. It's a balanced approach. You need to keep that big picture in your mind as you go through this and not get caught in the weeds of a 500 square foot community oyster bed or a 5,000 square foot commercial oyster bed. There's agencies that are in charge of regulating this industry. My job as a permit coordinator for the company now, I used to feed the fish, but now all I do is work on the regulations for the company and compliance with the amount of regulations, i.e., discharge permits, fin fish permits, etc. Essentially, every agency has a regulation for us to follow. It's a very well regulated industry. Just briefly, on the ban or prohibition of net pens, Jefferson County went down this road in 2011. They tried to ban net pens in their SMP. Ecology threw it back to them and said you cannot do that and I'll just quote Ecology's record on this is clear in a letter to Jefferson County dated January 27, 2011: "There

is not a conclusive science basis on the record to support such a ban of net pen aquaculture. We, Ecology, further determine that from a legal standpoint, there is not authority for an outright ban through an SMP.” So, Ecology is very clear on that. What happened to Jefferson County is they spent three years twisting in the wind hung up over trying to ban net pen aquaculture and they hung up their whole SMP process in the process of that. Bainbridge Island’s SMP must comply with the State Shoreline Management Act. It’s a community thing, but it also has to comply with the State Shoreline Management Act. You have to follow the rules. I would ask the Planning Commission that, this thing is a very complicated issue, and I don’t think you should pass it forward at this point as it’s written to the City Council. Pardon my emotions, but thank you for your time.”

The Public Hearing was closed at 6:43 PM. Chair Pearl stated they would hold the Public Hearing over to another night to allow for proper reflection on the information presented.

PUBLIC COMMENT ON COMPREHENSIVE PLAN

Charles Schmid, Citizen – “We were talking the other day about getting to the heart of matters in the Comprehensive Plan and I would like to add a line to the Water Resources Element Existing Conditions and Future Needs. I would like to add, ‘Island residents, farms and industry are dependent on groundwater resources now and for the foreseeable future. Without it, their gardens, their kitchens, their bathrooms would be useless and homes virtually worthless.’ That’s where it gets to the heart of water here. All we say is groundwater is the sole source of drinking water and then we talk about ways to measure it. Really, what does that mean from the Comprehensive Plan how it affects our residents. I think it is the most valuable resource this Island has. Imagine our homes without water. Our industry without water. So that’s why I would like to add that line. Thank you.”

2016 COMPREHENSIVE PLAN UPDATE

Ms. Sutton gave an overview of the previous meeting’s discussion pointing out the Commissioner’s changes were highlighted in yellow on the draft presented in their agenda packet. She went on to show Commissioner Killion’s new draft of the Vision Statement for the Water Resources Element. Discussion centered on sentences referring to aquifers and Low Impact Development.

Chair Pearl spoke about aquifer recharge areas and felt some should be further defined as “high” aquifer recharge areas in order to better define the different areas on the Island as opposed to the idea that the whole Island is equal in terms of being an aquifer recharge area. The subject of surface water runoff was also discussed. Commissioner Quitslund stated he felt the Water Resources Element should be in accord with the aquaculture regulations of the SMP. It was decided there would be a reference that pointed to the SMP regulations to keep the two in

agreement. The Commissioners also agreed there should be reference to the Island being dependent upon ground water as well as a sole source aquifer.

Motion: I move that following tonight’s discussion we have at least preliminarily agreed upon the language and the intent in the Water Resources section and we’re ready to move onto the Housing Element
Lewars/Killion: Passed Unanimously 4-0

The City’s new Planning Director, Gary Christensen, was welcomed by the Commissioners.

City Consultant Joe Tovar presented the Housing Element with some general organization and a plan for how the Planning Commission may want to proceed with reviewing this element. He brought their attention to the Neighborhood Service Centers (NSCs) being only 11% of the Island as a whole and how they may want to concentrate future growth in these areas in order to retain the rural character of the Island. Mr. Tovar also mentioned the Bainbridge Island Housing Assessment would be included as an appendix to the Housing Element. He then went on to review the “16 Potential Tools to Increase Supply of Diverse Housing Types and Affordable Housing” saying this would be a good place to start their discussion. The HDDP program was described with information about the different tiers presented by Ms. Sutton. In regards to cottage housing developments, Chair Pearl asked what the ideal number of homes per acre would be. Mr. Tovar thought no more than 10 homes per acre would be best.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Doug Rauh, Citizen – Commented on the Greenwood Avenue cottage. He wasn’t sure what was meant by dwelling units per acre, but if 8 houses were on 1.25 acres, that would be 6 units per acre, not 10 per acre. When looking at opportunities like air space, look at an aerial map of the core are. Most of the open land is parking lots. He felt the Planning Commission should look at placing housing over the parking lots if they were going to look at open space. If you’re going to look at air rights for the police station, you’re going to build a police station once in a half century and there’s no housing on top of it, why would you bother to put it in your housing code? He said there would not be another opportunity in anyone’s lifetime. When looking at zoning the Island, if a parcel is purchased and a house is built assuming that the zoning applies to yourself and your neighbor and then you put those clustered houses (say in an R-2 area) 10 to an acre, trust has been voided. He felt they should look at the ambiance. Mr. Rauh mentioned that Miami’s housing market prices were dropping rapidly. He stated other people had a vision of Bainbridge Island like Mercer Island and they had to be very careful what they did if they were going to have dense housing. People would expect it in the downtown core, but do not expect it in the conservation area. People’s perception of Bainbridge Island would be changed. Mr. Rauh went on to say if the housing at Rolling Bay was quadrupled, the next question would be how to move the people around which would lead to expansion of the transportation infrastructure. The

extra cars would become a problem because there were not buses every 15 minutes. He mentioned that people at the north end of the Island find it just as convenient to go to Poulsbo because they cannot find parking in Winslow. Mr. Rauh finished by saying there needed to be a core area with retail and business and people.

Charles Wenzlau, Citizen – Thanked the staff for their good work thus far. Mr. Wenzlau stated multiple tools were necessary. He felt that even given the best intentions in the Comprehensive Plan, there was very little to show in terms of affordable housing. He stated what was needed were incentives for developers. Mr. Wenzlau thought the HDDP tool was the best incentive and it was super important to begin adjusting it if necessary but it should be considered a critical tool. He went on to mention that there was a draft Cottage Ordinance already stating former Planning Director Kathy Cook and Staff put it together 5-10 years ago and he considered it a great tool that had been crafted very specifically to control the outcomes. Mr. Wenzlau went on to speak about the recent kickback of what the character of High School Road should be saying he saw it as one of the most significant opportunities for increase rental housing on second and third floors of buildings. The last tool he mentioned was appropriate in-fill in Winslow such as ADUs, tiny houses and small footprint homes that could allow for walking to close-by shops.

Jonathan Davis, Citizen – Thanked Consultant Joe Tovar for the presentation and agreed with everything Mr. Wenzlau said and then pointed out that all the tools outlined were extremely useful. He felt if each one was adopted, they would be very useful in one or two projects here and there where they were appropriate. If they were all left alone, there'd be nothing except the HDDP, if it stuck around, so the tools presented could be specific to areas of the Island so there were options about what to do with a site and how to create some benefit for a landowner that may increase density slightly but also gave back to the community in the way of conservation, small houses or affordable houses. Mr. Davis thought the tools were important and if there were not a variety available, they'd be stuck with a few clunky tools except for the HDDP. He supported in depth study of the proposed tools and find where they were appropriate along with appropriate wording of ordinance to support them. He mentioned the High School Road area and thought it could be a second commercial center with a specific character by bringing housing and other mixed uses that would allow a greater density. He saw it as a way to conserve the nature and character of downtown Winslow and Winslow Way. He thought it would bring great benefit in a lot of different ways.

Charles Schmid, Citizen – Stated the 1994 Comprehensive Plan had Randall Arendt come out and do quite a bit of consulting. He said they looked at a lot of houses and clustering them but not much in affordable housing. He asked if there didn't used to be a sweat equity land which was quite successful (Strawberry Lane). He felt they had to be sensitive with neighborhoods and how all of this could be put together. Mr. Schmid thought there had been a lot of mistakes made in trying to increase affordable housing but he felt focusing on including affordable housing as the primary goal for density bonuses in developments would help.

Ron Peltier, City Council – Thought this was an issue that would take some creativity and the more consensus they could build around how to address this, the better. There was some conflict around the values Bainbridge Islanders hold dear. Mr. Peltier stated there were about 45 people who spoke at the Suzuki Meeting the previous month and no one was against affordable housing, but they were also concerned about ecological function and what was done to address housing needs would impact the rest of the Island and the sustainability of its environmental and ecological resources. He thought as they looked at the issue, they needed to build consensus around strategies that all the people who were at the Suzuki meeting could agree on. He mentioned they would be speaking about affordable housing at the May 17, 2016 City Council meeting and it would be nice if there could be consensus and strategies that were agreed upon by environmentalists and members of the development community. He liked the idea of focusing the approach to providing more affordable housing units in Winslow, micro apartments without parking as a way to keep cost and congestion down offering people an option to live on the Island with built in affordability. Mr. Peltier thought if they could come up with strategies that recognize the other values Islanders have, come energy would get going behind it to come up with creative solutions.

Robert Dashiell, Citizen – Was delighted that the inclusive housing ordinance didn't work on Bainbridge Island since HDDP came along as some members of the community fought the inclusionary housing ordinance. He stated what that would do would create pockets of development all over the Island and he would like to see the inclusionary ordinance put to bed permanently. Mr. Dashiell went on to say that a viable model for a public transportation system was about 4,500 population per square mile and the Island was about 850 population per square mile. It could be had if it was funded by more than just passenger fares, but he thought the Island was more than 50 years away from having a viable density for public transportation. He felt one of the key criteria that should be imposed on affordable housing was how long it would be affordable. He said the U.S. standard was moving toward 50 years and he hoped the Comprehensive Plan would adopt that policy. Mr. Dashiell stated one thing that really bothered him about affordable housing was that most of it did not have adequate storage and that each house in the Ferncliff project had a little storage house. He also disliked when he drove through many affordable housing projects that there were not garages. He thought seeing a line of cars up a street was not very attractive and that should be given consideration in the Affordable Housing Element.

NEW/OLD BUSINESS

None.

ADJOURN

The meeting was adjourned at 8:31 PM.



**Planning Commission
Regularly Scheduled Meeting Minutes
Thursday, April 14, 2016**

Approved by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist

CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure
REVIEW AND APPROVAL OF MINUTES – February 25, 2016
PUBLIC COMMENT – Accept public comment on off agenda items
HISTORIC PRESERVATION ORDINANCE – Study Session
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE
2016 COMPREHENSIVE PLAN UPDATE – Study Session on Water Resources Element
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE
NEW/OLD BUSINESS
ADJOURN

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

Chair Mack Pearl called the meeting to order at 6:03 PM. Planning Commissioners in attendance were Michael Lewars, Maradel Gale, Jon Quitslund, William Chester, Michael Killion and Lisa Macchio. City Staff present were Planning Director Gary Christensen, Senior Planners Heather Wright and Jennifer Sutton, and Administrative Specialist Jane Rasely who monitored recording and prepared minutes. City Consultant Joe Tovar also attended.

The agenda was reviewed and there were not any conflicts disclosed.

REVIEW AND APPROVAL OF MINUTES – February 25, 2016

Commissioner Gale corrected the date in her statement on page 4 from July 2015 to July 2014.

Motion: I move approval as corrected.

Quitslund/Lewars: Passed Unanimously

PUBLIC COMMENT – Accept public comment on off agenda items

None.

HISTORIC PRESERVATION ORDINANCE – Study Session

Senior Planner Heather Wright gave an overview of the proposed ordinance creating a “Local Register Eligible” properties list and also stating that the ordinance included new duties the Planning Commission would be taking on. Ms. Wright went on to introduce the Historic Preservation Commission (HPC) Co-chairs, Dave Williams and Glen Hartmann. Mr. Williams began by telling the Commission about a well-attended public meeting that was held in February. He went on to describe the duties of the HPC including some success stories as well as some recent losses of historic buildings. He then turned the presentation over to Mr. Hartmann who outlined the benefits being on a Local Register would provide for the property owner, including tax incentives. (See attached presentation.) Commissioner Lewars asked what the criteria for being listed on the register were. Mr. Hartmann stated the State of Washington wanted every building over 50 years old to be inventoried. There was discussion of the benefits of being on

the Local Register and whether those incentives would go away should the owner decided to demolish the building after time. Historic Island Farm registry was also mentioned as an honorary designation only. Ms. Wright asked the Commissioners if they would like to have another study session or move the Ordinance forward to a public hearing. The Planning Commission agreed they should move forward to a public hearing.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

None.

2016 COMPREHENSIVE PLAN UPDATE – Housing Element

Senior Planner Jennifer Sutton confirmed a quorum for the Commission's extra meeting on May 19, 2016. She also confirmed the date for the Capital Facilities/Utilities Elements public workshop date of May 26, 2016.

Ms. Sutton provided an overview of the work accomplished on the Housing Element at the last Planning Commission meeting. Consultant Joe Tovar gave his take on which tools of the 16 presented he felt would increase affordable housing. Commissioner Macchio brought up "tiny houses" and wondered why they would not make a bigger impact than reflected in Mr. Tovar's "toolbox." Commissioner Lewars stated he felt they had put a lot of work in and done a good job of protecting the environment and now it was time to do something for people. He expressed concern about the nation's homeless problem and that it was time to look at some ideas that could help provide housing that was within reach for both the homeless and the people who provided service by working on the Island but could not afford to live on the Island.

Commissioner Killion spoke about the Vision of the Housing Element and having it contain what Islanders really wanted the community to look like in 20-30 years. He spoke of an aspirational number that would relieve the cost burden of the rental housing market. Commissioner Chester spoke about using ALL the tools to create not just affordable housing, but a whole range of housing that would provide housing for teachers, shop assistants, etc. He felt they should use the appropriate tools for different types of zones or areas in order to remain flexible.

A conversation about apartments versus condominiums occurred with Charlie Wenzlau weighing in that the current market did not support development of condominiums at this time. He also stated the ratio of apartments to single family homes on Bainbridge Island was skewed and that there was a high demand for rental units. Commissioner Quitslund felt a Community Land Trust should be included as one of the tools that could be used.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Ron Peltier, City Council – "I want to share a recollection of living on Bainbridge Island. My family moved here in 1965. My father's a meat cutter and he was able to afford to build a house on Lovell Avenue on a meat cutter's salary. At that time and up in to the early 80's, anyone who

wanted a house on Bainbridge Island could at least find something to rent. If you had a half way decent job, you could find something to buy. In those 50 years we've probably quadrupled the housing stock on the Island and during that time, housing has only gotten more and more expensive. So, what I would offer, contribute to the conversation here tonight is that, I think we tend to look at this issue of affordable housing like we're going to do something. This is going to continue as long as population continues to increase and that's what this is all about. We used to have affordable housing on the Island. Lots of it. Now we don't. What's the future going to look like if you look down the road another 50 years. I don't think Bainbridge Island is going to get more affordable. There are some things we can do and I think we should do them, but I don't think we should do them at the expense of our tree canopy or using water supplies we need to save for our farms. I would just offer that I think we need to have a more realistic conversation and realize that when we talk about these densities and continuously think we're going to respond for the need for more housing that somehow we're going to reach a solution. This is going to be an elusive quest to build enough housing to have a range of housing. How are we going to do that? I'm just very apprehensive that what we're doing is playing into the development community's desire for more density on the Island. And I'm not saying we shouldn't try to do what we can do and a lot of these tools and things we're talking about, I think we DO need to look at them and look at opportunities. But I think we need to be very cautious about what is going to be the long range impacts to the ecology of the Island. I want to share a little story about a lost opportunity. About three years ago, I was part of a group that challenged the Visconsi development. A lot of people thought we wanted to turn that property into a park and that's not the case. We wanted Visconsi and the development team to change their plans to make it something that really fit our community and served the NEED in our community. I commend the Planning Commission because you recommended against the approval of that project. We challenged the SEPA determination. What was done for Visconsi's environmental review was a simple checklist for the largest commercial development in 25 years. We challenged the determination and at one point, Dennis Reynolds, the attorney for Visconsi, asked if we could have a meeting. He let the Hearing Examiner know we were going to meet, that Visconsi was going to negotiate with us. So, we got together in this room and talked about what we would like to see and one of the things we mentioned was multi-story buildings, mixed use so we could have some housing on that site. They listened to us, but the thing is, what we had was an outside company that came in and they knew what they wanted to do. This is what they do, they build shopping centers and it was an opportunity to build retail but also maybe do it in a smaller footprint, underground parking and apartments over the retail. There's none of that there. There have been a lot of lost opportunities and I hope we could look at that area up there and I agree with Charlie and Jonathan that the High School Road area is an opportunity for re-development. It is already been disturbed. It's not a rural area. There's no farming there. It's a place where over the next years, there's going to be re-development there and if we could collaborate on how to encourage more housing in that zone that's close enough to the core that people could walk to the ferry, it's not going to happen overnight, but this is going to be a need and a discussion we will be having in perpetuity. After we're gone, people will be talking about

this. Let's think long term and that area at High School Road and other areas that are already developed that are going to get re-developed, how can we tailor our development regulations and incentivize things like the "micro" apartments, maybe some cottage housing, but in the core, dense development and smaller apartments in a place that's walkable. I love downtown. There's all this neat stuff. You can come up to City Hall, go down to the T&C, get a snack and walk to the ferry. I think this area down here can be even more vital. When we look at the parking lots that Lisa was suggesting we get rid of, that would be great if we had fewer cars. For once I rode my bike tonight. Usually I've been driving lately, but I like the idea of providing dwellings, housing units downtown here that don't require parking because they're for people who don't have cars. I know that doesn't fit a lot of people, but that's an opportunity for young people to come here. People who want to live on Bainbridge Island and work in our businesses we have downtown. That's something we should really focus on. What do we do downtown here to keep the character but also increase more housing units? Thank you for all your work that you've done."

NEW/OLD BUSINESS

None.

ADJOURN

The meeting was adjourned at 8:25 PM.

Approved by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist



CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

DATE: AUGUST 11, 2016
TO: PLANNING COMMISSION
FROM: JENNIFER SUTTON, AICP
SENIOR PLANNER
SUBJECT: COMPREHENSIVE PLAN UPDATE

I. REVIEW DRAFT *INTRODUCTION*

See attached memorandum and DRAFT *Introduction* from City Planning Consultant Joe Tovar

Planning Commission Action: Complete review and suggest changes to the DRAFT *Introduction*.

II. REVIEW DRAFT *UTILITIES AND CULTURAL ELEMENTS*

The Comprehensive Plan drafting committee (Commissioners Gale and Quitslund) reviewed the DRAFT *Utilities Element* at their meeting on August 3, working primarily on the DRAFT Vision Statement.

The Workshop on the *Cultural Element* was held on July 28, and was attended by approximately 40 people. A table summarizing public comment from that workshop is attached. The DRAFT *Cultural Element* attached has been updated to remove the specific references to the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge). Other changes to the DRAFT *Cultural Element* were suggested in written comments by the Director's Forum.

Planning Commission Action: Review and suggest changes to the DRAFT *Utilities* and *Cultural Elements*.

III. NEXT STEPS

The Commission will complete review the *Capital Facilities* and *Human Services Element* at the August 18 meeting.



Joseph W. Tovar
FAICP

MEMORANDUM

DATE: August 5, 2016
TO: Bainbridge Island Planning Commission
FROM: Joseph W. Tovar, FAICP
RE: Final draft of the Comprehensive Plan Introduction Chapter

There were a number of placeholders in the earlier drafts of the Plan's Introduction Chapter, including the History and City-wide Vision. The attached Version 4 of the Introduction Chapter now includes proposed language for those segments that have been reviewed and recommended by the Drafting Committee. The Committee also worked with Charles Schmidt to prepare a "History of Planning" on Bainbridge Island. Also included in this (hopefully) final draft are a number of other revisions to improve clarity and ease of reading.

All the new language in this draft is highlighted with yellow. An overview of those revisions by page and line number, follows:

BAINBRIDGE ISLAND HISTORY

Page 2, Page 3, and lines 1-28 on Page 4. This two and a half pages of text is a significantly slimmed down version that was provided to the Planning Commission by members of the Historic Preservation Commission.

BAINBRIDGE ISLAND TODAY

Page 4, lines 34-40. Additional census information was added to give a more complete picture of the Island's population demographics.

Page 5, lines 10-13. A reference was added to the source information for the demographic information.

THE FUTURE: NAVIGATING BAINBRIDGE

Page 7, lines 6-10. This new introductory paragraph was added to recognize extensive public participation that went into this comp plan update project. Also added was recognition of the "Navigate Bainbridge" project name.

Page 7, lines 20-27. Reviewers at the Department of Commerce advise that each comp plan include a declarative statement that the plan has sufficient capacity to accommodate the growth allocation. This text also recognizes that where

appropriate this Plan goes beyond the 20 year time horizon and gives direction not only to the capital budget, but also the operating budget, as directed by Guiding Policy 8.

Page 8, lines 3-7. This narrative and a new Figure 5 were added to clarify for the reader the structure of the Plan and that the City has adopted not only mandatory Elements, but also Optional ones. It also was necessary to clarify that italicized words are defined in the Glossary (lines 6-7).

VISION – BAINBRIDGE ISLAND 2036

Page 8, lines 12-25; Page 9, lines 2-45; and Page 10, lines 1-22. At its July 5 study meeting, the City Council explicitly requested that the Planning Commission consider how to incorporate into the City-wide Vision statement the Element-specific Vision statements. This draft language incorporates the essence of each of the Element Vision statements and retains some of the language in the previous draft City-wide Vision Statement.

EIGHT GUIDING PRINCIPLES AND POLICIES

Page 10, lines 27-29. This introductory paragraph was added to explain the relationship between the Vision and the Guiding Principles. There are no other revisions proposed to the draft Principles themselves.

WHAT A COMPREHENSIVE PLAN IS AND IS NOT

Page 14, lines 39-42. This brief introductory paragraph was added to provide a more user-friendly narrative about the distinctions and relationship between the comprehensive plan and development regulation.

HISTORY OF COMPREHENSIVE PLANNING ON BAINBRIDGE ISLAND

Page 16, lines 29-46; Page 17, lines 1-41. The Drafting Committee worked with Charles Schmidt to prepare this brief synopsis of earlier plan updates.

Attachments

Attachment #1 8.5.16 Draft of the Introduction Chapter



COMPREHENSIVE PLAN INTRODUCTION

2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25

TABLE OF CONTENTS

Bainbridge Island History 2

Bainbridge Island Today – People and Land Use4

The Future – Navigating Bainbridge 7

Vision – Bainbridge 2036.....8

Eight Guiding Principles and Policies 10

What a comprehensive plan is and is not..... 14

A history of comprehensive planning on Bainbridge Island16

BAINBRIDGE ISLAND –Past, Present and Future

I. BAINBRIDGE ISLAND HISTORY

This historical overview provides a foundational perspective to aid community planning in better understanding and preserving the rich and multifaceted history of Bainbridge Island.

Land

Bainbridge Island is split into three geologic areas, with the southern third composed of sedimentary bedrock thrust up from the sea approximately eighteen to thirty million years ago. Lying on a seismic fault line, its most prominent feature is the steep gradient at Bill Point, a backdrop for Rockaway Beach. This fault runs from Eagle Harbor to Seattle. Together with other active faults, a 9.0 plus earthquake involving the North American and Pacific Plate is a valid disaster potential for Bainbridge Island. Fortunately only three earthquakes over 6.0 have occurred since World War II: in 1949, 1965, and 2001.

Successive glacial periods left behind deep bodies of water and numerous islands from Puget Sound to Alaska. Resulting deep water sheltered harbors and acidic topsoil influenced human settlement. The primary concern for the Island's southern third is limited water supply caused by impenetrable bedrock. The northern two-thirds, with Eagle Harbor as the dividing line, is composed primarily of sand, clay, and gravel deposits. While still commercially extracted, their primary benefit is an easily accessible ground water source.

People

The first people on Bainbridge Island were the Suquamish. There is no written record as to when they arrived, but artifacts and petroglyphs suggest that the Suquamish were here for almost 10,000 years. Most of what is known about Suquamish life on Bainbridge Island came from Europeans and pioneer settlers who explored the area and provided written and photographic records. Approximately 38 specific Suquamish communities have been catalogued on the Island, and all, with one exception, were on or near the coast.

The "discovery" of the Island came in 1792 with the arrival of George Vancouver. The United States showed little interest in the region until the Louisiana Purchase and the Lewis and Clark expedition. In 1841 Captain Charles Wilkes entered Puget Sound to map the area. He designated Bainbridge Island as an island rather than a peninsula and named it for the War of 1812 commander, Commodore William

1 Bainbridge. He also named Eagle Harbor, Bill Point, Wing Point, Port Blakely, Port
2 Madison, and Point Monroe.

3
4 Non-native settlement of the Island began in 1853 when George Anson Meigs
5 ventured into Puget Sound to establish a lumber mill to serve the San Francisco
6 market. He purchased an existing mill near present day Kingston and relocated it to
7 Port Madison. The treaty of Point Elliot ceded any Suquamish claims to Bainbridge
8 Island, and Meigs laid claim to the northern third of the Island through the US Patent
9 Office. The Meigs Lumber and Shipbuilding Company was born, and soon the mill
10 town of Port Madison had all the accouterments of a late 19th-century mill town.

11
12 Peaking in the 1870s, Port Madison declined slowly until ceasing operations in 1890.
13 Concurrent to its demise, the Port Blakely Mill, owned by Captain William Renton,
14 was ascending after relocating from Port Orchard in 1865. It reached its peak in 1890
15 as the largest lumber mill in the world. Also at this time the Hall brothers relocated
16 their ship building business from Port Ludlow to Port Blakely to become one of the
17 best known names in the business.

18
19 Port Blakely's success laid the foundation for additional industries and eventual
20 reshaping of the Island's human geography. The mill and shipyard attracted
21 immigrants from around the globe, notably from Scandinavia and Japan. The Hall
22 brothers expanded their operation with a move to Eagle Harbor in 1903. The Pacific
23 Creosote Company was located across the harbor near Bill Point. Port Blakely Mill
24 closed in 1922, resulting in a refocus of commercial activity to the Eagle Harbor
25 area.

26
27 Commercial agriculture centered on strawberry farms developed by Japanese
28 immigrants, who originally came to work at Port Blakely. The acidic soil proved ideal
29 for the seasonal cultivation of strawberries. Japanese families used their American
30 born children as title holders, since immigrants were not allowed to become citizens
31 or own property. Large tracts of wasted timberland were purchased, cleared of
32 stumps and debris, and successfully farmed for generations. A grower's association
33 was formed to aid marketing.

34
35 World War II abruptly altered Bainbridge Island's economy. Executive Order 9066
36 ordered West Coast Japanese relocated to internment camps for the war's duration.
37 This resulted in a severe disruption of strawberry farming from which it never fully
38 recovered. Following exclusion of the Japanese immigrants, many Filipinos then
39 managed the strawberry farms and businesses.

40 41 **Modern Development**

42
43 Scheduled auto ferry service from the Island to Seattle commenced in 1937, and
44 had solidified Winslow's identity as the Island's urban center. Both the middle school
45 and high school were located there. Prior to this, passenger only ferries, locally
46 known as the, "mosquito fleet," had made scheduled stops at a number of small

1 coastal communities around the Island. A significant development in the initial
2 postwar years was the completion of the Agate Pass Bridge and State Highway 305
3 in 1950, directly linking the Island to the Kitsap Peninsula.

4
5 Postwar Bainbridge Island transitioned from rural to suburban with the advent of a
6 convenient commute to Seattle and the peninsula. Regional economic changes
7 caused increasing numbers of people to relocate here, especially during the 1960s
8 and 70s. Farming and local industries remained important, but were no longer the
9 economic mainstay they were historically. A proposed major shopping center and
10 housing development in the late 1980s precipitated a move by a group of Islanders
11 to seek local control by becoming an incorporated city.

12
13 Incorporation however has done little to slow growth, especially with increasing
14 population pressure stemming from Puget Sound's burgeoning technology industry.
15 According to the US Census Bureau, the median family income on Bainbridge Island
16 (2009-2013) was \$95,481 compared to the whole of Washington State at \$59,478.
17 The average home value on the Island (2009-2013) was \$551,700 compared to the
18 state average of \$262,100.

19
20 The 2008 recession temporarily postponed a restructuring of Winslow's downtown
21 core. The subsequent economic upturn has since seen its completion, but also
22 fostered controversial projects, such as the shopping complex at State Highway 305
23 and High School Road.

24
25 History is a continuum and the preservation of historic buildings and resources by a
26 community is an ongoing autobiographical undertaking. The results of historic
27 preservation choices become a valuable legacy for future generations to appreciate,
28 learn from, and live by.

30 II. BAINBRIDGE ISLAND TODAY

31 32 People

33
34 The population of the Island in 2015 was 23,850, which was a modest increase from
35 the 2010 population of 23,025. Demographically, Bainbridge Island is
36 predominantly white (91%), while the Hispanic, Asian and mixed race portions of the
37 population are roughly 3% each. 7.4% of the Island's population is foreign-born.

38
39 Islanders are relatively well-educated, with 66.6% of the adult population (25 years
40 of age+) having a bachelor's degree or higher. With the majority of the population
41 above 45 years of age, the composition of the Bainbridge Island population is
42 markedly different than that of both Kitsap County and Washington State. The
43 median age of Bainbridge Islanders in 2016 is 49 years old, which is nearly 10 years
44 older than that of Kitsap County and nearly 12 years older than that of Washington
45 State.

1
2

Figure 1 - Population age cohorts 2000 to 2019

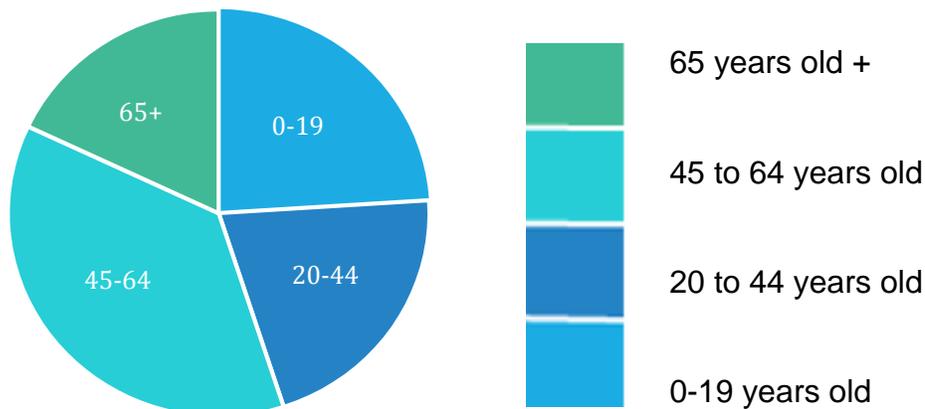


Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

3
4
5
6
7
8
9
10
11
12
13
14
15
16
17

Bainbridge Island’s population is relatively affluent. The trend line from the years 2000 through 2019 indicates relative increases in yearly household incomes above \$100,000 and corresponding decreases in the percentage of households earning below \$100,000. More detailed data about population demographics, including household incomes and housing affordability, are presented in the Bainbridge Island Housing Needs Assessment (2015) and the Bainbridge Island Economic Profile (2015), both of which are adopted by this reference as appendices to this Plan.

Figure 2 – Population by Age Cohort in 2016



18
19
20
21
22

1 **Island-wide Land Profiles**

2

3 Almost 88% of the twenty-six square miles of the Island’s land coverage is either
 4 tree cover or grass/scrublands. The developed portions of the Island constitute
 5 impervious surface totaling about 11% of its land area.

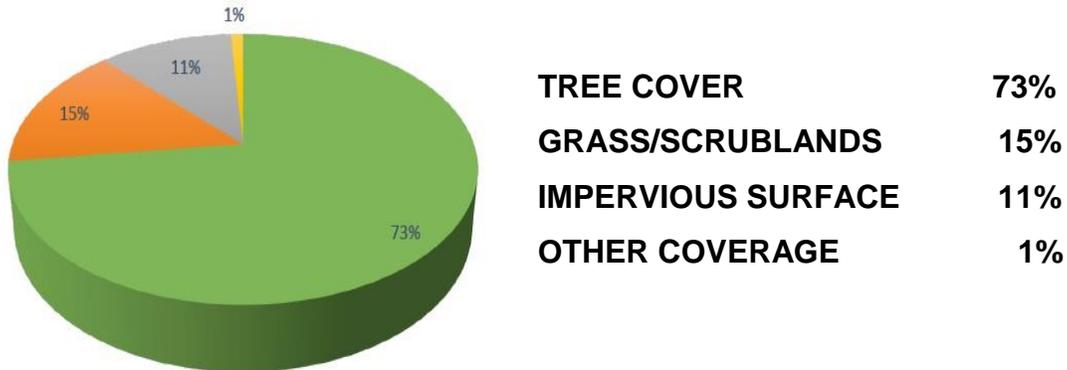
6

7

8

9

Figure 3 – Land Coverage Types



10

11

12

13 The predominant land use on Bainbridge Island is residential (75%), with forest,
 14 agriculture, parks/recreational lands totalling another 15%. The remaining 10% of
 15 the Island is transportation (6%), Commercial/Industrial (2%) and Public Facilities
 16 (2%).

17

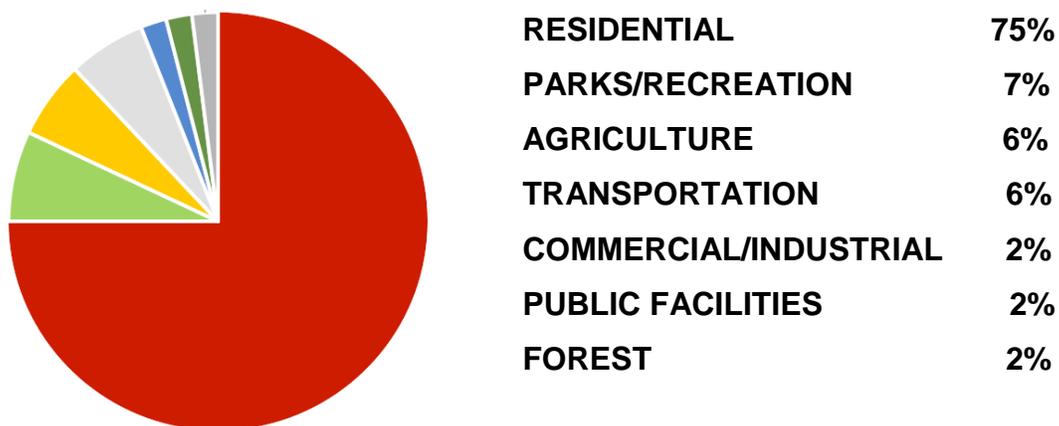
18

19

20

21

Figure 4 – Land Use Types



22

23

24

25

26

27



III. THE FUTURE: NAVIGATING BAINBRIDGE

From 2014 through 2016, the City of Bainbridge Island undertook the Update of the Comprehensive Plan (the **Plan**). This project, titled “Navigate Bainbridge,” involved an extensive public outreach program that engaged hundreds of citizens in dozens of public meetings, workshops, open houses, and hearings, culminating in the adoption of the Plan by the City Council.

The 2016 update of the Plan was prepared pursuant to the authority and requirements of the Growth Management Act (**GMA**) which is codified in the Revised Code of Washington (**RCW**) as Chapter 36.70A. The GMA requires that the Plan be reviewed and updated at least every eight years, which means that the periodic update cycle for Bainbridge Island is 2016, 2024, 2032, and following.

Among its many provisions, the GMA requires that the Plan must have sufficient land capacity and urban services adequate to accommodate at least the next twenty years of growth. This Plan provides for sufficient land and urban services to accommodate the City’s growth allocation through the year 2036, however it also uses a longer time horizon where appropriate. For example, policies in this Plan recognize that the life cycle of a sustainable built environment is multi-decade, while planning for natural systems and addressing climate change requires a multi-generational perspective.

The GMA also requires that the Plan provide for sufficient capital facilities (e.g., roads, sewer and water, parks, public buildings) to accommodate the City’s twenty-year allocations of population and employment growth. This Plan does so. While the GMA does not require a comprehensive plan to provide policy direction to a jurisdiction’s operating budget, one of the Guiding Principles of the Bainbridge Island Plan is that this Plan does just that – it provides direction to both the capital and operating budgets.

The Plan is organized as follows: it begins with a City-wide Vision that describes the preferred future for Bainbridge Island in the year 2036. That is followed by Eight Guiding Principles and associated Guiding Policies that provide substantive direction to the ten Elements (i.e., chapters) of the Plan. They also provide direction to the City’s functional plans such as its parks, stormwater and utilities plans.

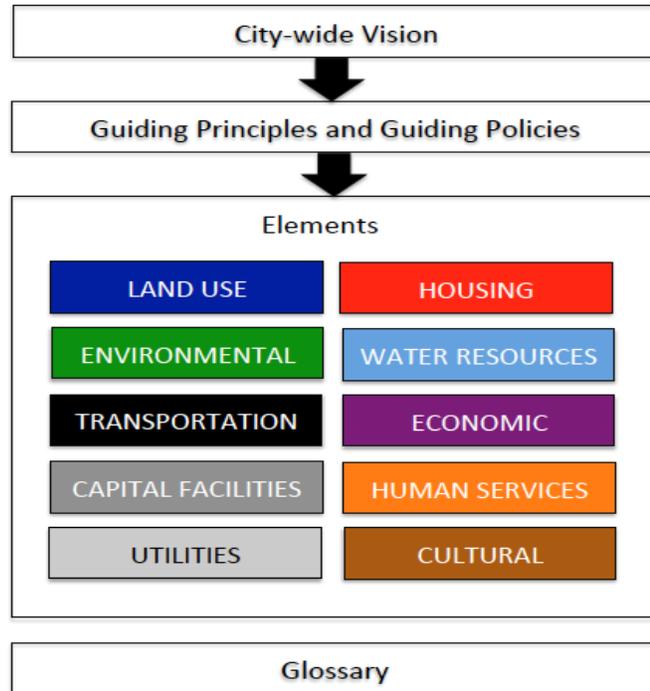
In addition, the Plan’s Vision, Guiding Principles and Policies, and Elements communicate the City’s priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire, Park and School Districts, and the Washington State Department of Transportation, all of which prepare functional and operating plans to provide their respective services and facilities to Island residents.

1 The relationship between the components of the Comprehensive Plan is illustrated
 2 in Figure 5.
 3

The GMA requires that a comprehensive plan include five “mandatory” elements: Land Use, Housing, Transportation, Capital Facilities, and Utilities. The GMA gives specific direction about what information and local policy decisions must be contained in each of these mandatory elements. This Plan includes all of the mandatory elements and sets forth the City’s preferred policies in each.

Cities are authorized to adopt additional “optional” elements. This Plan includes five optional elements: Environmental, Water Resources, Economic, Human Services and Cultural.

Figure 5 – Comprehensive Plan Structure



4

5 The ten Elements in this Plan each contain three distinct components: a Vision
 6 Statement, Goals and Policies, and a list of prioritized Implementing Actions. Terms
 7 that are defined in this Plan’s glossary are italicized.

8
 9

10 **IV. VISION – BAINBRIDGE ISLAND 2036**

11
 12 Bainbridge Island’s people in the year 2036 reflect a broad range of ages,
 13 ethnicities, household sizes, livelihoods and personal aspirations – we are 28,660
 14 individuals who share a strong sense of community and a commitment to
 15 environmental stewardship. We respect the legacy of the generations that came
 16 before, beginning with the Island’s indigenous people, followed more recently by
 17 European and Asian immigrants who built timber, maritime and agricultural
 18 economies

19
 20 Contemporary Bainbridge Island is home to a diverse mix of people including
 21 farmers, artists, students, business professionals, service employees, and retirees.
 22 We are an optimistic, forward-looking and welcoming people - open to new ideas,
 23 industrious business people, new and traditional cultures, and people of all ages and
 24 backgrounds. There is no word for exclusion in Lushootseed, the language of the
 25 first peoples of Puget Sound.

1
2 Our success at balancing the inter-dependent goals of environmental stewardship,
3 economic development and the needs of our people are evident in the many ways
4 we have accommodated growth, addressed the impacts of climate change and
5 conserved our environment.

6
7 Bainbridge Island's water resources are climate resilient and are able to sustain all
8 forms of life on the Island. Aquifers are continuously monitored and managed to
9 maintain our supply of fresh water at a level that meets the high standards for
10 drinking. Education on water conservation has resulted in a significant reduction in
11 the average water consumption per household and low impact development
12 techniques applied to all land uses and redevelopment helps to recharge the Island's
13 aquifers.

14
15 Winslow, Lynwood Center, and the Island's other neighborhood centers have
16 gracefully evolved into compact, mixed-use, human-scaled, and walkable places.
17 They are the thriving centers of civic life, cultural amenities, goods, services and a
18 wide range of housing and employment opportunities. These centers are pedestrian
19 districts, linked to each other and the region by a network of walkways, bicycle trails
20 and transit that promote healthy lifestyles and minimize the Island's carbon footprint.

21
22 Affordable housing is available for much of the local service sector workforce.
23 Improvements in communications infrastructure have enabled more successful local
24 enterprises, including home-based business.

25
26 The Island is a destination for visitors interested in learning about sustainability and
27 resilient community development. Local employment opportunities are diverse,
28 including small manufacturing, artisanal crafts, high tech, e-commerce, arts, and
29 food. Small retailers are thriving by serving the needs of local residents as well as
30 visitors. A robust non-profit sector strengthens social capital, provides services and
31 employment opportunities.

32
33 Outside of the centers the predominant land use pattern is far less dense,
34 minimizing the footprint of the built environment and maximizing the protection of
35 tree canopy, aquifers, surface waters, fish and wildlife habitat.

36
37 The Island's broad conservation landscape of canopied woodlots, parks and
38 saltwater shorelines is dotted with working farms, historic structures, and a housing
39 stock that has become more compact, energy-efficient, and well-integrated into the
40 landscape.

41
42 Agriculture is a thriving part of the Island's economy. All City-owned agricultural land
43 is under cultivation and produces seasonal foods for local consumption. The
44 number of farms on private acreage has increased and is supplementing the local
45 food supply.

46

1 Capital facilities planning has kept up with changes in the natural and built
 2 environments, meeting the needs of a population that expects a high level of service.
 3 All residents have reliable electric power, telecommunications services to meet their
 4 needs, potable water, solid waste and recycling services, and storm water facilities
 5 that prevent flooding and erosion, eliminating pollutants before the water enters
 6 Puget Sound.

7
 8 The good will, imagination, and pragmatism of our citizens foster an environment in
 9 which we engage with, listen to, and learn from one another. Bainbridge Island
 10 functions as a caring community that provides human services where needed to
 11 maintain the well-being of all its members, where every person feels connected to
 12 the community, and where each individual has opportunities.

13
 14 Community cultural planning sets direction for integrating the arts, humanities and
 15 history with urban design, economic development, education and other initiatives
 16 that shape the quality of life that nurtures Bainbridge Island.

17
 18 Artistic creativity and humanistic inquiry advance other community goals such as
 19 economic vitality, quality education, and community planning and design.
 20 Investments in the arts and humanities are investments in the growth of the
 21 community, enriching the lives of its residents, and making Bainbridge Island an
 22 even better place to live.

23 24 25 **V. EIGHT GUIDING PRINCIPLES AND POLICIES**

26
 27 While the Vision describes a preferred future outcome for Bainbridge Island, the
 28 Guiding Principles and Guiding Policies provide the policy direction needed to
 29 navigate toward that desired future.

30
 31
 32 **Guiding Principle #1** Preserve the special character of the Island, which
 33 includes downtown Winslow’s small town atmosphere, historic buildings,
 34 extensive forested areas, meadows, farms, marine views, and scenic and
 35 scenic and winding roads supporting all forms of transportation.

36 37 **Guiding Policy 1.1**

38 Adopt an island-wide conservation plan to identify and apply effective strategies to
 39 preserve the natural and scenic qualities that make the Island a special place,
 40 including better protections for trees, soils, and native plants.

41 42 **Guiding Policy 1.2**

43 Accommodate new growth in *designated centers* that meet the Island’s identified
 44 needs for housing, services and jobs-while respecting conservation and
 45 environmental protection priorities.

1 **Guiding Policy 1.3**

2 The built environment represents an important element of the Island’s special
3 character. Improve the quality of new development through a review process that
4 implements the community vision and supports long-term goals for the
5 preservation of the Island’s special character.
6

7 **Guiding Principle # 2 Protect the water resources of the Island.**

8

9 **Guiding Policy 2.1**

10 Manage water resources for Bainbridge Island for present and future generations,
11 recognizing that the Island’s finite groundwater resources [aquifers] are the sole
12 source of our water supply.
13

14 **Guiding Policy 2.2**

15 As part of long-range land use planning, consider the impacts of future
16 development to the quality and quantity of groundwater that will be available to
17 future Islanders and to the natural environment. To that end, strive for
18 sustainable groundwater withdrawal, conserve aquifer recharge, guard against
19 seawater intrusion, and prevent adverse impacts to ground water quality from
20 surface pollution.
21

22 **Guiding Policy 2.3**

23 Preserve and protect the ecological functions and values of the Island’s aquatic
24 resources.
25

26 **Guiding Policy 2.4**

27 Sea level rise may reduce the volume of our finite groundwater resources.
28 Anticipate and prepare for the consequences of sea level rise to ensure ample
29 quality and quantity of groundwater for future generations.
30

31 **Guiding Policy 2.5**

32 Create a Bainbridge Island groundwater management plan for the purpose of
33 maintaining the long-term health of our fresh water aquifers.
34

35 **Guiding Policy 2.6**

36 Recognizing the importance of our ground water and other water resources to
37 present and future generations of Bainbridge Islanders, apply the precautionary
38 principle to activities that pose a potentially adverse impact upon those resources.
39

40 **Guiding Policy 2.7**

41 Allow for the reasonable needs of farms, home gardens, and domestic
42 landscapes, when planning for the long-term sustainable use of the Island’s finite
43 groundwater resources.
44
45

1 **Guiding Principle # 3 Foster diversity with a holistic approach to meeting the**
 2 **needs of the Island's and the human needs of the residents consistent with**
 3 **the stewardship of our finite environmental resources.**

4
 5 **Guiding Policy 3.1**

6 Ensure a variety of housing choices to meet the needs of present and future
 7 residents in all economic segments and promote plans, projects and proposals to
 8 create affordable housing.

9
 10 **Guiding Policy 3.2**

11 Make budget decisions that adequately consider the well being of all Island
 12 residents with the goal of providing opportunities to be contributing members of
 13 the community.

14
 15 **Guiding Policy 3.3**

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

19
 20 **Guiding Principle # 4 Consider the costs and benefits to Island residents and**
 21 **property owners in making land use decisions.**

22
 23 **Guiding Policy 4.1**

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

25
 26 **Guiding Policy 4.2**

27 Recognize that private property rights are not absolute, but must be balanced with
 28 necessary and reasonable regulation to protect the public health, safety and
 29 welfare.

30
 31 **Guiding Principle #5 The use of land on the Island should be based on the**
 32 **principle that the Island's environmental resources are finite and must be**
 33 **maintained at a sustainable level.**

34
 35 **Guiding Policy 5.1**

36 Regulate all development on the Island consistent with the long-term health and
 37 carrying capacity of its natural systems.

38
 39 **Guiding Policy 5.2**

40 Recognize that the sustainable use of the Island's finite land base is a macro
 41 component of "green building" practices.

42
 43 **Guiding Policy 5.3**

44 Preserve and enhance the Island's natural systems, natural beauty and
 45 environmental quality.

46

1 **Guiding Policy 5.4**

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

4
5 **Guiding Principle #6 Address the needs of the present without compromising
6 the ability of future generations to meet their own needs.**

7
8 **Guiding Policy 6.1**

9 Within our plan, replace the state's mandated 20-year plan horizon with a horizon
10 of one hundred years in order to recognize the longer-term life cycles of natural
11 systems. Tailor green building practices, and public infrastructure investments to
12 be in line with this longer-term perspective.

13
14 **Guiding Policy 6.2**

15 Advance social equity on the Island by addressing basic human needs, including
16 *affordable housing*, personal health and safety, mobility, and access to human
17 services.

18
19 **Guiding Policy 6.3**

20 Seek appropriate ways to provide economic opportunities for all community
21 residents within a diversified Island economy.

22
23 **Guiding Principle #7 Reduce greenhouse gas emissions and increase the
24 Island's climate resilience.**

25
26 **Guiding Policy 7.1**

27 Mitigation: Participate with state, regional and local partners to reduce
28 greenhouse gas emissions consistent with the 1990 benchmark and future year
29 targets set forth in state law, educate the public about climate change and
30 incentivize Island activities, including land use patterns and building practices that
31 reduce greenhouse gas emissions.

32
33 **Guiding Policy 7.2**

34 Adaptation: Minimize or ameliorate the impacts of climate change on our
35 community and our Island's ecosystems through climate-informed policies,
36 programs, and regulations.

37
38 **Guiding Policy 7.3**

39 Evaluate the climate vulnerabilities and implications of city actions and identify
40 policies that alleviate those vulnerabilities. Consider the effects of shifting
41 conditions (e.g., sea level rise, changing rainfall patterns, increasing temperatures
42 and more extreme weather events) and the effects they cause (e.g., altered
43 vegetation, changing water demands, economic shifts).

1 **Guiding Principle #8 Support the Island’s Guiding Principles and Policies**
 2 **through the City’s organizational and operating budget decisions.**

3
 4 **Guiding Policy 8.1**

5 Promote good governance and an Island culture of citizenship, stewardship and
 6 civic engagement.

7
 8 **Guiding Policy 8.2**

9 Update each City department’s work program annually, allocate sufficient time
 10 and resources and provide needed policy direction to achieve consistency with
 11 and implement the Comprehensive Plan in a manner that is transparent and
 12 consistent with the community vision.

13
 14 **Guiding Policy 8.3**

15 Grow a diversified and vibrant local economy.

16
 17 **Guiding Policy 8.4**

18 Nurture a healthy and attractive community including a focus on the quality of the
 19 built environment through progressive development regulations and reviews.

20
 21 **Guiding Policy 8.5**

22 Build reliable infrastructure and connected mobility that encourages physical
 23 activity such as biking and walking while also respecting the Island’s scenic
 24 qualities.

25
 26 **Guiding Policy 8.6**

27 Grow a green, well-planned, environmentally sustainable community.

28
 29 **Guiding Policy 8.7**

30 Plan for a safe city where citizens, City officials, and Law Enforcement work
 31 together in an environment of accountability and trust.

32
 33 **Guiding Policy 8.8**

34 When implementing policies, consider longer-term, indirect or unintended
 35 consequences of decisions.

36
 37 **VI. WHAT A COMPREHENSIVE PLAN IS AND IS NOT**

38
 39 There is an important distinction between a comprehensive plan and a development
 40 regulation. The former is a policy statement that provides direction. The latter is a
 41 control on how land may be used, which is one of the ways in which a policy
 42 statement is implemented.

43
 44 The GMA definition of a comprehensive plan is:

45 "Comprehensive land use plan," "comprehensive plan," or "plan" means a
 46 generalized coordinated land use policy statement . . . RCW 36.70A.030(4)

1 Thus, the Bainbridge Island Comprehensive Plan is a “policy statement” that
 2 provides important direction to a variety of city actions, including, but not limited to,
 3 the adoption of its capital budget and its development regulations. However, the
 4 Plan is not a “land use control” which means that it is not designed or intended to be
 5 applied directly to development permits.

6
 7 The GMA definition of development regulations is:

8 "Development regulations" or "regulation" means the controls placed on
 9 development or land use activities by a . . . city, including, but not limited to,
 10 zoning ordinances, critical areas ordinances, shoreline master programs, official
 11 controls, planned unit development ordinances, subdivision ordinances, and
 12 binding site plan ordinances together with any amendments thereto . . ."
 13 RCW 36.70A.030(7)

14
 15 The GMA also states:

16 "Each county and city that is required or chooses to plan under RCW
 17 36.70A.040 shall perform its activities and make capital budget decisions in
 18 conformity with its comprehensive plan." RCW 36.70A.120

19
 20 The “shall perform its activities” phrase suggests broader application of
 21 comprehensive plan policies than simply codes and capital budgets. On Bainbridge
 22 Island, the City maintains a number of functional plans, such as the City’s utilities
 23 plans as well as programs it funds and administers through its budget. The City also
 24 coordinates with other units of local government, e.g., the Bainbridge Island School,
 25 Fire, and Parks districts, each of which maintains its own programs and functional or
 26 operational plans. These are inventoried in the Plan’s Capital Facilities Element.

27 28 **Types and degrees of policy direction**

29
 30 The Elements in this Comprehensive Plan consist of Goals and Policies. Goals
 31 express the high-rank order values that are most important to the Island community.
 32 They are aspirational, frequently describing desired outcomes. The Policies listed
 33 under each Goal identify strategies or specific actions to be taken to move the
 34 community in the direction of fulfilling the Goal.

35
 36 Depending on the issue and the Element, the Goals and Policies may provide
 37 direction to the City Council, the Planning Commission, the Hearing Examiner and
 38 City staff. Some of the actions will take the form of land use or other regulations;
 39 others will be capital projects or programs; and still others may take the form of
 40 outreach, education, coordination or partnership with citizens, organizations or other
 41 units of government.

42
 43 The goal and policy statements sometimes use very directive verbs, such as
 44 “maintain” or “adopt”. In other cases, less directive verbs are used, such as
 45 “consider” or “encourage.” The more directive verbs convey a higher rank order of
 46 policy direction. Directive goal or policy language may call for the updating of

1 development regulations, however, that does not convert them into controls or
2 conditions that can be directly applied to a permit decision.

3
4 A similar distinction can be made between the auxiliary verbs “should” and “shall.”
5 Both terms are used in the Comprehensive Plan and it is intended that both provide
6 substantive direction. The difference in meaning between “should” and “shall” is one
7 of degree rather than kind. As used in this Plan, the word “shall” imparts a higher
8 order of substantive direction than the word “should.” However, as with the active
9 verbs, the use of “shall” remains substantive policy direction, not a land use control
10 within the GMA meaning and definitions cited above.

11 12 **How and when may the Comprehensive Plan be amended?**

13
14 In addition to the eight-year cycle for the periodic review of the Comprehensive Plan,
15 the GMA also includes requirements regarding potential plan amendments in the
16 intervening years. Set forth at RCW 36.70A.130, these include:

- 17 • A comprehensive plan may be amended only once in any calendar year.
- 18 • All proposed plan amendments, including those initiated by private parties or by
19 the City, should be considered concurrently to determine the cumulative effect of
20 the proposals.
- 21 • Procedures must be adopted for any interested person to suggest amendments
22 to either the Comprehensive Plan or development regulations.
- 23 • A city must establish a means by which it will “docket” (i.e., compile and maintain
24 a list) of all suggested plan or development regulation amendments and consider
25 whether or not to adopt them during the amendment process.
- 26 • Public participation programs must be developed and followed for proposed
27 amendments to the Comprehensive Plan or development regulations.

28 29 **VII. HISTORY OF COMPREHENSIVE PLANNING ON BAINBRIDGE ISLAND**

30
31 The 2016 Update is the second major revision to the Comprehensive Plan. The first
32 Plan was officially adopted in September, 1994. Work on the first Plan began in
33 December, 1990, when then Mayor Sam Granato appointed members to the
34 Comprehensive Plan Advisory Committee (CPAC). This was soon after residents in
35 the unincorporated area of Bainbridge (population 12,000; area 17,700 acres) voted
36 to annex into the City of Winslow (population 3,000; area 2,800 acres) and form the
37 City of Bainbridge Island.

38
39 The timing for forming CPAC in 1990 was fortuitous, as the State of Washington as
40 that same year passed the Growth Management Act (GMA). The very first section
41 of the GMA reads:

42
43 The legislature finds that the uncoordinated and unplanned growth, together with
44 a lack of common goals pose a threat to the environment, sustainable economics
45 development, and the health, safety, and high quality of life enjoyed by residents
46 of this state. It is in the public interest that citizen, communities, local

1 governments, and the private sector cooperate and coordinate with one another
2 in comprehensive land use planning. RCW 36.70A.010

3
4 With the two parts of Bainbridge Island joined by annexation, CPAC was charged
5 with creating a plan for the entire island. Twenty staff members of CPAC and 130
6 citizens from around the island made a fresh start at planning for the Island as a
7 whole. A 17-member citizen participation committee was charged with obtaining
8 broad community participation, and carried out a telephone survey and 16 focus
9 groups.¹

10
11 The 1994 version covered five elements (Land Use, Housing, Water Resources,
12 Transportation, and Capital Facilities). Two more elements were later added: the
13 Cultural element in 1998 and the Economic element in 1999. Around 50 architects,
14 engineers and other citizens contributed to a Winslow Design Workshop as part of
15 the 1994 planning. This eventually led to the adoption of the Winslow Master Plan,
16 approved in May 1998. A sub-area master plan was adopted for Lynwood Center in
17 1997. A number of amendments to the Growth Management Act and the Bainbridge
18 Island Comprehensive Plan have been adopted in the intervening years between
19 1994 and the present.

20
21 A state-mandated update of the Comprehensive Plan began in 2000 and was
22 completed in 2004. A steering committee was appointed consisting of three city
23 council members and three planning commissioners, who were supported by City
24 staff. The update consisted of three phases. Phase One produced a *Staff Review*
25 *2000*, which contained a review of actions to implement the plan and
26 recommendations for revising some of the goals and policies. In addition, the
27 *Community Values Survey Report* was published in July 2000. This survey showed
28 that community values and visions had not changed significantly since 1994. The
29 most significant changes made in 2004 were the creation of the Environmental
30 Element (based on portions of the Land Use Element) and a Human Services
31 Element.

32
33 *Winslow Tomorrow* was an ambitious planning process, begun in 2004, that led to
34 revision of the Winslow Master Plan in 2006 and the ongoing modernization of
35 Winslow's infrastructure. Another significant milestone in the City's planning history
36 was the issuance in 2007 of the Final Report of the Mayor's 2025 Growth Advisory
37 Committee. That document laid the groundwork for portions of the 2016
38 Comprehensive Plan update, including the concept of designating several centers
39 for future growth on the Island.

40
41 This brings us to the development of the 2016 Comprehensive Plan.
42

UTILITIES ELEMENT

TABLE OF CONTENTS

INTRODUCTION 1

UTILITIES ELEMENT VISION 1

GOALS AND POLICIES 2

All Utilities 2

Potable Water 5

Public Sewer 7

Storm and Surface Water 8

Electrical Goals and Policies 10

Solid Waste 11

Telecommunications Cellular Goals and Policies 13

UTILITIES IMPLEMENTATION

UTILITIES ELEMENT

1

INTRODUCTION

2

3 The Growth Management Act requires all comprehensive plans to include a utilities
4 element consisting of the general location, proposed location, and capacity of all
5 existing and proposed utilities, including but not limited to electrical lines,
6 telecommunication lines, drinking water and sewer and ~~natural~~ gas lines (RCW
7 36.70A.070(4)). On Bainbridge Island, these utilities are provided by the City of
8 Bainbridge Island, State regulated utilities, federally licensed communications
9 companies and a municipally franchised cable television company.

10

11 The City of Bainbridge Island provides some sewer and water services. Other public
12 and privately held water and sewer purveyors on the Island also provide services to
13 residents of the City. Private households provide for a large percentage of the City's
14 utility infrastructure with individual and on-site wells and septic systems. ~~Water and
15 sewer utilities and storm water infrastructure are discussed in detail in the Water
16 Resources Element.~~

17

18 A private corporation based on the Island provides solid waste disposal and
19 recycling services to residents and businesses and is regulated by the Washington
20 Utilities and Transportation Commission (WUTC).

21

22 Regional telecommunication telephone and electric utilities serve the City of
23 Bainbridge Island. The electric and telecommunication telephone utilities are
24 regulated by the Washington Utilities and Transportation Commission (WUTC).

25

26 A variety of federally licensed ~~cellular telephone communication~~ telecommunication
27 companies currently serve the City for telephone, cellular, internet and cable
28 television. ~~Cable television services are provided on Bainbridge Island by national a
29 regional providers and by one local company.~~

30

UTILITIES ELEMENT VISION

31

32 The City of Bainbridge Island has ensured that all residents have reliable electric
33 power, telecommunications services to meet their needs, potable water, solid waste
34 and recycling services, and stormwater facilities that prevent flooding and erosion,
35 eliminating pollutants before the water enters Puget Sound.

36

36 Coordinated water and sewer systems serve the more densely populated areas.
37 Private homes on larger lots rely on septic systems, but most are served by water
38 purveyors that cover broad areas of the Island. The City, working with other water

1 purveyors, coordinates a monitoring program to ensure that the quantity and quality
2 of potable water are sustained at safe levels. Household water rates encourage
3 conservation and limit consumption during the dry season. Sewer systems provide
4 for the reuse of treated water to recharge aquifers, for irrigation and to reduce
5 outflow into Puget Sound. Tertiary treatment has been implemented to improve
6 water quality in Puget Sound.

7
8 Materials in the waste stream continue to decline, while composting and recycling
9 are standard practices on the Island. A state-of-the-art telecommunication network
10 has increased cooperation among neighbors and across the Island; it has facilitated
11 ride-sharing and reduced dependence on private automobiles for commuting and
12 daily errands. Solar panels on public, commercial, and private buildings now supply
13 much of the Island's electricity, and geo-thermal heating systems have proven their
14 effectiveness in reducing demand for electric power.

15

GOALS AND POLICIES

ALL UTILITIES

On Bainbridge Island, utility service is provided by the City of Bainbridge Island, special purpose governments, State regulated utilities, federally licensed communications companies, and a municipally franchised cable television company.

Plan for city-managed and, to the extent possible, for non-city managed utility services:

GOAL U-1

~~Facilitate the provision of reliable utility service in a way that balances public concerns over the impacts of utility infrastructure, consumers' interest in paying a fair and reasonable price for utility products, the City's natural environment and the impacts that utility infrastructure may have on it, and the community's desire that utility projects be aesthetically compatible with surrounding land uses. Ensure that reliable utility services are available to all Bainbridge Island residents.~~

GOAL U-2

Ensure that the utility services are comparable in terms of cost, quality, and technology to services available in similar jurisdictions in the Puget Sound region.

GOAL U-3

Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands. [Modified Goal 2]

GOAL U-4

Ensure that the provision of utility services is environmentally responsible and sustainable, and encourage utility services that are carbon neutral and do not contribute to climate change. [Modified Goal 1]

GOAL U-5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment. [Modified U 1.5]

GOAL U-6

Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan. [Goal 3]

GOAL U-7

Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval. [Modified Goal 4]

GOAL U-8

Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated to address utility needs. [Modified Goal 5]

1
2 **GOAL U-9**

3 Ensure that sufficient city resources are provided to implement the above goals by
4 adopting systems and processes for meaningful and timely review of utility services, and
5 by assigning to the Utility Advisory Committee (UAC) or other city organization the
6 responsibility for advising the City Council on matters regarding all utility services on
7 Bainbridge Island.

8 **U-1.1**

9 ~~The City shall develop a comprehensive plan for the undergrounding of Island~~
10 ~~distribution and communication utility lines using an incremental approach that~~
11 ~~prioritizes the work and maximizes opportunities with new construction. Costs would~~
12 ~~be in accordance with rates, regulations and tariffs on file with the Washington~~
13 ~~Utilities and Transportation Commission.~~

14 **U-1.2**

15 The City shall require undergrounding:

- 16 A. ~~For distribution, service and communication lines within all new subdivisions;~~
17 ~~and~~
18 B. ~~For new service lines on property where new construction or extensive~~
19 ~~remodeling is occurring; and~~
20 C. ~~For new distribution and communication lines on existing rights-of-way where~~
21 ~~there are no existing overhead utilities.~~

22
23 **Discussion:** ~~Utility lines include distribution lines, which are the main lines often~~
24 ~~located within public rights-of-way, and services lines, which feed off of the main or~~
25 ~~distribution lines and are often placed on private property.~~

26 **U-1.3**

27 ~~The City shall encourage undergrounding of all existing utility lines, especially in~~
28 ~~residential areas, by the utility providers in accordance with applicable rates,~~
29 ~~regulations and tariffs. The City shall cooperate with the formation of local~~
30 ~~improvement districts (LIDs) to underground existing lines.~~

31 **U-1.4**

32 ~~The City shall promote the location of compatible utility distribution facilities in~~
33 ~~shared trenches and coordination of construction timing to minimize construction-~~
34 ~~related disruptions to the public and to reduce the cost of utility delivery to the public.~~

35 **U-1.5**

36 ~~The City shall require screening and/or architecturally compatible integration of all~~
37 ~~new above ground facilities (other than utility lines). Utility facilities shall be~~
38 ~~designed, constructed and used in a manner which minimizes visual incompatibility~~
39 ~~with adjacent land uses.~~

1 **U-1.6**

2 ~~The City shall encourage pruning of trees and phased removal and replacement of~~
 3 ~~improperly located vegetation planted in the right-of-way. Pruning and trimming of~~
 4 ~~trees should be performed in an environmentally sensitive and aesthetically~~
 5 ~~acceptable manner and according to professional arboricultural specifications and~~
 6 ~~standards.~~

7 **U-1.7**

8 ~~The City shall facilitate the conversion to cost effective and environmentally sensitive~~
 9 ~~alternative technologies and energy sources.~~

10 **U-1.8**

11 ~~The City shall facilitate and encourage conservation of resources.~~

12 **U-1.9**

13 ~~The City shall require all utility facilities to be fully enclosed in buildings/structures,~~
 14 ~~where appropriate, which are aesthetically compatible with the area in which they~~
 15 ~~are placed and are landscaped accordingly.~~

16 **U-1.10**

17 ~~Utilities Development and improvement of utilities shall be compatible with the~~
 18 ~~natural constraints of slope, soil, geology, vegetation, wildlife habitat and drainage.~~

19 **U-1.11**

20 ~~When adverse impacts to the environment are considered likely as a result of a~~
 21 ~~utility project, the City shall use a preferred order of mitigation (avoid, minimize,~~
 22 ~~rectify, etc.).~~

23 **U-1.12**

24 ~~All utility projects shall consider the following criteria when siting new facilities:~~

- 25 ~~• Land use compatibility.~~
- 26 ~~• Plan designation for surrounding areas.~~
- 27 ~~• Environmental impacts and opportunities to mitigate impacts.~~
- 28 ~~• Effect on agricultural, forested timber lands; critical areas; historic,~~
 29 ~~archaeological and cultural sites.~~
- 30 ~~• Effect on designated open space areas.~~
- 31 ~~• Indirect and cumulative impacts.~~
- 32 ~~• Costs.~~
- 33 ~~• Potential health impacts.~~
- 34 ~~• Visual/aesthetic impacts.~~
- 35 ~~• Property values.~~
- 36 ~~• Screening/architectural compatibility.~~

37 **U-1.13**

38 ~~The City shall periodically review the state of scientific research on EMF or other~~
 39 ~~health concerns and make changes to policies if the situation warrants.~~

GOAL 2

~~Facilitate the development of all utilities to accommodate the growth that is anticipated to occur in the City of Bainbridge Island. Additions to and improvements of utility facilities should occur at a time and in a manner sufficient to serve planned growth.~~

U 2.1

~~The City shall ensure that development regulations are consistent with the public service obligations imposed upon utility providers by all laws.~~

U 2.2

~~Utility providers should provide the same level of service to all Bainbridge Island customers. Differences may occur based on technological or geographical circumstances.~~

GOAL 3

~~Process permits and approvals for utility facilities in a fair and timely manner and in accord with development regulations.~~

GOAL 4

~~When siting all utilities, providers shall comply with the overall goals of the Comprehensive Plan, ensuring timely notice and public involvement regarding any future projects.~~

U 4.1

~~The City shall require the utility providers to solicit community input on the siting of proposed facilities prior to seeking City approval.~~

U 4.2

~~The City shall encourage utility providers to provide appropriate notice to the public of the potential location for future major utility facilities.~~

U 4.3

~~The City and utility providers shall provide timely and effective notice to each other of the construction, maintenance of streets, roads, highways or other facilities, and coordinate such work to ensure that utility needs are appropriately considered.~~

POTABLE WATER (formerly “Drinking Water” in 2004 WR Element)

Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap County Public Utility District, private for-profit water companies, not-for-profit companies or homeowner associations, and private wells. All water providers must comply with a variety of federal and state laws and regulations

1

GOAL U-10

2

Ensure that city-managed and, to the extent possible, non-city managed utility services, are sufficient, cost effective, reliable, and that safe water utility service is provided.

3

4

GOAL U-11

5

Operate in a manner that preserves and protects the water resources of the Island.

6

7

Policy U 11.1 WR 3.6

8

All purveyors of Map public water systems service areas shall depict water service areas on maps and evaluate modifications to their system boundaries based on the following criteria maintaining sufficient and sustainable capacity to meet the present and future needs of the service area.

9

10

11

12

13

~~A. There is sufficient capacity to serve the area; and~~

14

~~B. The service area modification does not limit the system from providing service to targeted growth areas; and~~

15

16

~~C. Modification will serve a public need or the water system will benefit by such modification; and~~

17

18

~~D. An analysis of the cumulative impacts to the water system resulting from providing service on an individual basis to single parcels beyond the current service area is provided.~~

19

20

21

Policy U 11.2 WR 3.2

22

As an approved Satellite System Management Area (SMA), the City may elect to provide facilitate small water system management services by applying to the Department of Health to be an approved Satellite System Management Area (SMA) to other utility providers.

23

24

25

26

27

Policy U 11.3 WR 3.3

28

Encourage nNew development in previously unclaimed unserved water service areas maybe required should be encouraged to connect to existing public water systems. The City, at its discretion, may require new water systems be dedicated to the City if the City determines it is appropriate to accept, own and operate such systems .

29

30

31

32

33

34

Policy U 11.4 WR 3.4

35

Require eEngineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the public City's rights-of-way shall to meet standards set forth by the City. Adopt standards that differentiate between urban and non-urban density fire flow requirements. A differential policy is needed to promote cost effective water system upgrades by the many small water systems on the Island.

36

37

38

39

40

41

42

43

44

Policy U 11.5

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently economically, and safely.

Policy U 11.6

Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U 11.7

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. **Pursue** long-term consolidation of larger water systems under City ownership.

Policy U 11.8

Promote conservation measures through education and regulation with emphasis on reducing peak seasonal irrigation demand.

PUBLIC SEWER

(formerly Public Sanitary Sewer in 2004 WR Element)

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow areas and the Rockaway Beach, Pleasant Beach, and Lynwood areas (“the Southend System.”) The other, owned by Kitsap County Sewer District #7, serves the Fort Ward area.

The service area for the Winslow Public Sewer System is designated in the City’s General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment Plant. The sewer service area for the Southend System is also designated in the City’s General Sewer Plan. Treatment for this system occurs at the Kitsap County Sewer District #7 treatment plant pursuant to an interlocal agreement. [Current SSP 2.1]

GOAL U-12

Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.

Policy U 12.1

Emergency service or other minor modifications to sewer service areas may be allowed with approval by the City Council via resolution so long as there is sufficient sewer facility capacity, and, with regard to the Southend System, sewage quality meets the standard outlined in the interlocal agreement with Kitsap County Sewer District #7.

Policy U 12.2 SSP 2.2

Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

Policy U 12.3 SSP 2.5

Sewer connections ~~shall not be mandated for use with~~ **will not be required where** existing septic systems that are fully functional and maintained, except as provided by law.

Policy U 12.4 SSP 2.7 (modified)

A new public sewer facility or major expansion of an existing public sewer facility may occur following development of a Comprehensive Plan amendment. In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries will be evaluated taking the following into consideration:

- a. Areas that have an environmental need for sewer due to 1) a group of documented failing septic systems; or 2) proximity to sensitive bodies of water that are unsuitable for on-site septic systems according to the Kitsap County Health District.
- b. Areas used or planned for development that serves a public need, such as a public school.
- c. Areas designated for commercial and mixed use.
- d. Areas designated for residential use at densities of four units to the acre (R4) or greater.
- e. Areas planned for an increase in density through a special planning area process.

Policy U 12.5 SSP 2.8

~~Consider in the planning and design of treatment facilities the r~~**Re-use of treated wastewater for irrigation, recharge, fire flow and other non-potable uses should be considered in the planning and design of treatment facilities. These** ~~Require that facilities shall be consistent with health and safety considerations and shall consider financial impacts to ratepayers and taxpayers.~~

Policy U 12.6

~~Consideration should be given to implementing methods to improve the quality of effluent discharged to Puget Sound.~~

Policy U 12.7

Conduct a study of cooperation (such as shared operations) or consolidation of sewer systems owned by the City and Kitsap County Sewer District #7.

STORM AND SURFACE WATER

(formerly stormwater management in 2004 WR Element)

The City of Bainbridge Island utilizes its Storm and Surface Water Utility to operate and manage its stormwater runoff measures and facilities.

GOAL U-13

Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.

Policy U 13.1 ~~SD 1.4~~

~~The City should m~~Maintain a comprehensive storm drainage plan that identifies problems, proposes solutions, provides a strategy for implementation and funding, and establishes design and development guidelines.

Policy U 13.2 ~~SD 1.3~~

~~The City should shall r~~Require new development to provide both on-site and off-site improvements necessary to avoid adverse ~~downstream~~ water quality and quantity impacts.

Policy U 13.3 ~~SD 1.3 & 1.4~~

~~Whenever feasible the City should utilize~~ Use low impact development standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities. [Combination of SD 1.3 and SD 1.4]

Policy U 13.4 ~~SD 1.5~~

~~Design and construct s~~Stormwater systems ~~should be encouraged to~~ that provide for removal of pollutants and sediment through bio-filtration or other means, ~~where appropriate and feasible.~~

Policy U 13.5 ~~SD 1.6~~

~~Zoning and development design standards should~~ Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers, and specifying use of permeable materials.

Policy U 13.6 ~~SD 1.7~~

~~Industrial, commercial, and agricultural land uses should be encouraged to~~ Manage surface water in a manner which prevents pollutants from industrial, commercial, and agricultural land uses from entering ground or surface waters. [Current SD 1.7]

1 **Policy U 13.7 ~~SD 1.8~~**

2 ~~The city should c~~onsider a program of retrofitting existing roads with water quality
3 and quantity stormwater system improvements in order to minimize pollution of
4 natural drainage systems and the waters of the Puget Sound resulting from runoff
5 from roadways. [Current SD 1.8]
6

7 **GOAL 5**

8 ~~The City shall encourage cooperation with other jurisdictions in the planning~~
9 ~~and implementation of multi-jurisdictional utility facility additions,~~
10 ~~improvements and emergency response.~~

11 **U 5.1**

12 ~~Decisions made regarding utility facilities shall be made in a manner consistent with~~
13 ~~and complimentary to regional demand and resources.~~

14 **U 5.2**

15 ~~The City and PSE shall coordinate the formulation and periodic update of the utility~~
16 ~~element (and relevant implementing development regulations) with adjacent~~
17 ~~jurisdictions.~~

18 **U 5.3**

19 ~~The City will work to facilitate communication and coordination between the~~
20 ~~appropriate jurisdictions and utility provider(s) for the timely restoration and provision~~
21 ~~of electric power services in the event of a major natural event or security concern.~~

22 **GOAL 6**

23 ~~Encourage the joint use of utility corridors, provided that such joint use is~~
24 ~~consistent with limitations as may be prescribed by applicable law and~~
25 ~~prudent utility practice.~~

26 **U 6.1**

27 ~~The City shall encourage the joint use of utility corridors as non-motorized trails in~~
28 ~~accordance with the City trails plan. The City and utility companies should~~
29 ~~coordinate the acquisition, use and enhancement of utility corridors for pedestrian,~~
30 ~~bicycle and equestrian trails and for wildlife corridors and habitat.~~

31 **U 6.2**

32 ~~The City shall encourage the consolidation of utility facilities and communication~~
33 ~~facilities where feasible.~~

34 **GOAL 7**

35 ~~The City shall continue to implement conservation measures within city-~~
36 ~~owned facilities.~~
37

ELECTRICAL Goals and Policies

The City is currently served by Puget Sound Energy (PSE), which provides electricity generation sources, transmission, distribution and maintenance of electrical facilities throughout the island. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC.) It is the commission's responsibility to ensure regulated companies provide safe and reliable service to customers at reasonable rates, while allowing them the opportunity to earn a fair profit.

GOAL U-14

Ensure adequate, cost effective and reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

Policy U 14.1 E 1.1

The City ~~should~~ **Develop a plan** together with the electric service provider to undertake energy efficiency improvements and shall recognize PSE's public service obligation to make additions to and improvements other alterations of electric utility facilities that to provide adequate capacity for planned future growth.

Policy U 14.2 E 1.2

The City ~~should~~ and PSE shall ~~e~~**Encourage** the conservation of electrical energy, especially during periods of peak usage, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island's energy needs, including distributed energy systems.

Policy U 14.3 E 1.3

The City shall ~~E~~**encourage PSE** ~~the~~ electric service provider to improve the reliability, with particular attention to mitigating impacts on service from storms or other natural events. ~~of electric service for City residents so that it attains the average level of reliability of the PSE system.~~

E 1.4

The City shall encourage PSE to improve the reliability of electric service for City residents by implementing the City's Electrical Reliability Plan, including pursuing planning and permitting for an 115 KV above-ground transmission line connecting the Winslow and Murden Cove substations in a manner which minimizes citizen exposure to EMF from the transmission line. NOTE: PSE COMMENTED THAT THIS POLICY SHOULD REMAIN

Policy U 14.4 E 1.5

Encourage undergrounding new and existing electric power transmission lines, and develop a long term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of households and businesses. [Modified E 1.5, U 1.1, U 1.3,] if and when the WUTC changes its rates, regulations and tariffs in such a manner as to allow equitable distribution of undergrounding costs across its rate base.

Policy U 14.5

The City should encourage the electric service provider to use carbon neutral electricity generation, local electricity generation, and innovative technologies such as solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming. [New]

Policy U 14.6

Periodically undertake comparative evaluations of electric service reliability, cost, and environmental impact, and citizen influence of its electric service provider, and evaluate opportunities to provide improved and less costly electrical service from alternative service providers.

Policy U 14.7

Encourage new taxpayer-funded public buildings to be encouraged to be designed and engineered to utilize use carbon-free renewable energy for heating, cooling, and operational use to the maximum extent practical within site specific and existing technology limitations.

SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING

Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the exclusive provider of solid waste disposal and recycling services to City residents and businesses. Bainbridge Disposal is regulated by the Washington Utilities and Transportation Commission (WUTC), which is charged with ensuring the utility provides reliable, safe and economical service.

GOAL U-15

Ensure adequate, cost effective, reliable, and environmentally responsible solid waste, recycling and composting service to the citizens of Bainbridge Island.

Policy U 15.1

The City should Seek a method to provide on-island collection site for moderate risk waste or household hazardous waste including oil based paints, stains, adhesives, aerosols, paint thinner, corrosive cleaners, yard chemicals, and pool/spa chemicals and a means for transferring these substances in a timely manner to the Kitsap County site on Imperial Way in Bremerton.

Policy U 15.2

The City should continually seek to expand Support non-governmental organizations that provide outreach and education to citizens to ensure that the populace is informed about the latest waste reduction, composting, recycling and hazardous waste practices.

Policy U 15.3

In addition to WUTC regulation, the City should perform periodic reviews to ensure that Bainbridge Disposal is providing safe, reliable, cost effective and responsive solid waste, compost and recycling collection and recycling. During such reviews, the City should Evaluate opportunities to provide improved and cost effective services from alternative providers.

Policy U 15.4

Coordinate with Bainbridge Disposal and the County to improve access to updated information on solid waste, recycling and composting collection and disposal services. Increase visibility and outreach for special events hard to recycle materials such as hazardous waste or polystyrene foam.

Policy U 15.5

Consider methods to reduce the amount of solid waste disposed, e.g. material bans, composting or compaction, or by the conversion of solid waste to energy, e.g. using a biodigester.

TELECOMMUNICATIONS

Telecommunications is the transmission of sound, images and/or data by wire, radio, optical cable, electromagnetic, or other similar means. On Bainbridge Island, telecommunications utilities include standard conventional telephone, wireless communication, Internet service, and Cable and satellite television.

Conventional telephone service is provided by established telephone providers and may be provided by a cable company as well. Telephone providers are regulated by the Washington Utilities and Transportation Commission (WUTC).

Cellular Telephone service is currently provided by a number of wireless service companies. The Federal Communications Commission regulates the cellular telephone industry and controls which carriers can operate and what frequencies can be utilized in their operation.

Cable television services are currently provided by one national provider, Comcast. Satellite services are also available as an alternative to cable television service.

Internet services are provided by several different internet providers including Comcast and CenturyLink and is additionally provided by telephone, cable and satellite. Additionally, Wi-Fi services are available in certain locales within the City limits. Internet connections can also be made through personal cell phones using broadband internet that is currently provided through several cell phone providers.

GOAL U-16

Ensure adequate, cost effective, reliable, and environmentally responsible telecommunications service to the citizens of Bainbridge Island.

Policy U 16.1

The City shall Encourage shared use of facilities and the use of existing utility corridors, public rights of way and city owned properties. [Former Goal 9 C 1.1 and C 1.2]

Policy U 16.2

The City shall Require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses. [Former goal 9 C 1.1 and C 1.2]

Policy U16.3

Encourage major telecommunications utility providers to work with the City to identify potential sites for infrastructure and facility expansion to address future growth and development and meet the demands for additional utility service. [Modified C 1.3]

Policy U 16.4

The City shall Encourage all providers to serve all parts of the City equally.

Policy U 16.5

The City expects all providers to regularly evaluate the capacity of their facilities regularly to ensure that new facilities are installed in a timely basis to meet new and future demand. Providers are expected to provide facilities to accommodate whatever growth patterns occur within the City.

Policy U 16.6

Pursue internet service of the highest standards for governmental and educational institutions, business and commerce and personal use.

Policy U 16.7

Require new development to have underground conduits suitable for existing and foreseeable new utilities such as cable and broadband.

Policy U 16.8

The City should Ensure that emergency communication services are universally available to assist residents in emergencies.

Policy U 16.9

In addition to WUTC regulation, the City should perform periodic reviews to ensure that various telecommunications providers are providing safe reliable, cost effective, and responsive telecommunication services. During such reviews, the City should evaluate opportunities to obtain improved and cost effective services from alternative providers.

Cellular Goals and Policies

GOAL 9

~~Encourage adequate and reliable cellular and/or wireless communication service to the citizens of Bainbridge Island.~~

~~**C-1.1**~~

~~The City shall require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses.~~

~~**C-1.2**~~

~~Cellular and/or wireless communication facilities should utilize existing public and private structures where feasible.~~

~~**C-1.3**~~

~~The City shall provide for a regulatory review process for cellular and/or wireless communication facilities addressing criteria such as location, height and appearance of proposed facilities.~~

~~**C-1.4**~~

~~The City will undertake improvements to the regulatory environment for cellular and wireless facilities, Island wide.~~

~~**Discussion:** Improvements to the regulatory environment could be allowing communication facilities as permitted uses in additional areas.~~

UTILITIES IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

Action #1. Coordinate the City's plans and investment programs with those of other entities responsible for provision of other utility services on the Island.

GOAL U-8 Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and

1 emergency response, so that such activities are coordinated to address utility
2 needs.

3 **GOAL U-10** Ensure that city-managed and, to the extent possible, non-city
4 managed utility services, are sufficient, cost effective, reliable, and that safe
5 water utility service is provided.

6 **GOAL U-11** Operate in a manner that preserves and protects the water
7 resources of the Island.

8
9 **GOAL U-12** Ensure that adequate, cost effective, and reliable sewer
10 service is provided to those areas of Bainbridge Island served by
11 public sewer systems and designated in the General Sewer Plan for
12 future public sewers.

13
14 **GOAL U-14** Ensure adequate, cost effective, reliable, and environmentally
15 responsible electric service to the citizens of Bainbridge Island.

16
17 **GOAL U-16** Ensure adequate, cost effective, reliable and environmentally
18 responsible telecommunications service to the citizens of Bainbridge Island.

19
20 **MEDIUM PRIORITY ACTIONS**

21 **Action #1.** **During the review of the Land Use Code, identify and adopt**
22 **amendments that will facilitate achieving the objectives of both the City and**
23 **the utility service providers.**

24
25
26 **GOAL U-4** Ensure that the provision of utility services is environmentally
27 responsible and sustainable, and encourage utility services that are carbon
28 neutral and do not contribute to climate change.

29
30 **GOAL U-6** Ensure that permits and approvals for utility facilities are
31 processed in a fair, timely manner and in accord with development
32 regulations and this Plan.

33
34 **GOAL U-7** Ensure that all utility providers give timely public notice and
35 solicit community input on the siting of proposed facilities and on any other
36 substantive projects before seeking City approval.

37
38 **Policy U 13.5** Minimize disruption and/or degradation of natural drainage
39 systems, minimize impervious areas by restricting site coverage, and
40 encourage site permeability by retaining natural vegetation and buffers and
41 specifying use of permeable materials



UTILITIES ELEMENT

TABLE OF CONTENTS

INTRODUCTION 1

UTILITIES ELEMENT VISION 2

GOALS AND POLICIES 2

 All Utilities 2

 Potable Water 3

 Public Sewer 5

 Storm and Surface Water 6

 Electrical 7

 Solid Waste 8

 Telecommunications 9

UTILITIES IMPLEMENTATION 11

UTILITIES INTRODUCTION

1
2
3 The *Growth Management Act* requires all comprehensive plans to include a utilities
4 element consisting of the general location, proposed location, and capacity of all
5 existing and proposed utilities, including but not limited to electrical lines,
6 telecommunication lines, drinking water and sewer lines (RCW 36.70A.070(4)). On
7 Bainbridge Island, these utilities are provided by the City of Bainbridge Island, State
8 regulated utilities, federally licensed communications companies and a municipally
9 franchised cable television company.

10
11 The City of Bainbridge Island provides some sewer and water services. Other public
12 and privately held water and sewer purveyors on the Island also provide services to
13 residents of the City. Private households provide for a large percentage of the City's
14 utility infrastructure with individual and on-site wells and septic systems.

15
16 A private corporation based on the Island provides solid waste disposal and
17 recycling services to residents and businesses and is regulated by the Washington
18 Utilities and Transportation Commission (WUTC).

19
20 Regional telecommunication and electric utilities serve the City of Bainbridge Island.
21 The electric and telecommunication utilities are regulated by the Washington Utilities
22 and Transportation Commission (WUTC).

23
24 A variety of federally licensed telecommunication companies currently serve the City
25 for telephone, cellular, internet and cable television.
26
27

UTILITIES VISION

1
2
3 The City of Bainbridge Island has ensured that all residents have reliable electric
4 power, telecommunications services to meet their needs, potable water, solid waste
5 and recycling services, and stormwater facilities that prevent flooding and erosion,
6 eliminating pollutants before the water enters Puget Sound.
7

8 Coordinated water and sewer systems serve the more densely populated areas.
9 Private homes on larger lots rely on septic systems, but most are served by water
10 purveyors that cover broad areas of the Island. The City, working with other water
11 purveyors, coordinates a monitoring program to ensure that the quantity and quality
12 of potable water are sustained at safe levels. Household water rates encourage
13 conservation and limit consumption during the dry season. Sewer systems provide
14 for the reuse of treated water to recharge aquifers, for irrigation and to reduce
15 outflow into Puget Sound. Tertiary treatment has been implemented to improve
16 water quality in Puget Sound.
17

18 Materials in the waste stream continue to decline, while composting and recycling
19 are standard practices on the Island. A state-of-the-art telecommunication network
20 has increased cooperation among neighbors and across the Island; it has facilitated
21 ride-sharing and reduced dependence on private automobiles for commuting and
22 daily errands. Solar panels on public, commercial, and private buildings now supply
23 much of the Island's electricity, and geo-thermal heating systems have proven their
24 effectiveness in reducing demand for electric power.
25

GOALS AND POLICIES

ALL UTILITIES

26
27
28 On Bainbridge Island, utility service is provided by the City of Bainbridge Island, special
29 purpose governments, State regulated utilities, federally licensed communications
30 companies, and a municipally franchised cable television company.
31

32 Plan for city-managed and, to the extent possible, for non-city managed utility services:

GOAL U-1

33
34 Ensure that reliable utility services are available to all Bainbridge Island residents.

GOAL U-2

35
36 Ensure that the utility services are comparable in terms of cost, quality, and technology
37 to services available in similar jurisdictions in the Puget Sound region.
38

1 **GOAL U-3**

2 Ensure that utility services are adequate to meet current demands, and that utility
3 providers plan for future demands.

4
5 **GOAL U-4**

6 Ensure that the provision of utility services is environmentally responsible and
7 sustainable, and encourage utility services that are carbon neutral and do not contribute
8 to climate change.

9 **GOAL U-5**

10 Ensure that new or major renovations to existing utility facilities are designed to
11 minimize adverse impacts on residents and the environment.

12 **GOAL U-6**

13 Ensure that permits and approvals for utility facilities are processed in a fair, timely
14 manner and in accord with development regulations and this Plan.

15 **GOAL U-7**

16 Ensure that all utility providers give timely public notice and solicit community input on
17 the siting of proposed facilities and on any other substantive projects before seeking
18 City approval.

19
20 **GOAL U-8**

21 Cooperate with other jurisdictions and utility providers in planning and implementing
22 utility facility additions, improvements, maintenance, and emergency response, so that
23 such activities are coordinated to address utility needs.

24
25 **GOAL U-9**

26 Ensure that sufficient city resources are provided to implement the above goals by
27 adopting systems and processes for meaningful and timely review of utility services, and
28 by assigning to the Utility Advisory Committee (UAC) or other city organization the
29 responsibility for advising the City Council on matters regarding all utility services on
30 Bainbridge Island.

31
32
33 **POTABLE WATER**

34 Currently, potable water is provided to citizens of Bainbridge Island by the City,
35 Kitsap County Public Utility District, private for-profit water companies, not-for-profit
36 companies or homeowner associations, and private wells. All water providers must
37 comply with a variety of federal and state laws and regulations.

38
39 **GOAL U-10**

40 Ensure that city-managed and, to the extent possible, non-city managed utility
41 services, are sufficient, cost effective, reliable, and that safe water utility service is
42 provided.

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30
31
32
33
34
35
36
37
38
39
40
41
42
43
44
45
46

GOAL U-11

Operate in a manner that preserves and protects the water resources of the Island.

Policy U 11.1

Map public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service area.

Policy U 11.2

As an approved Satellite System Management Area (SMA), the City may elect to provide water system management services to other utility providers.

Policy U 11.3

Encourage new development in previously unserved water service areas to connect to existing public water systems. The City, at its discretion, may require new water systems be dedicated to the City.

Policy U 11.4

Require engineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the City’s rights-of-way to meet standards set forth by the City. Adopt standards that differentiate between urban and non-urban density fire flow requirements. A differential policy is needed to promote cost effective water system upgrades by the many small water systems on the Island.

Policy U 11.5

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently economically, and safely.

Policy U 11.6

Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U 11.7

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems under City ownership.

Policy U 11.8

Promote conservation measures through education and regulation with emphasis on reducing peak seasonal irrigation demand.

PUBLIC SEWER

1
2 Currently, there are two public sewer systems on Bainbridge Island. One, owned by
3 the City of Bainbridge Island, serves the Winslow areas and the Rockaway Beach,
4 Pleasant Beach, and Lynwood areas (“the Southend System.”) The other, owned by
5 Kitsap County Sewer District #7, serves the Fort Ward area.

6
7 The service area for the Winslow Public Sewer System is designated in the City’s
8 General Sewer Plan. Treatment for this part of the system occurs at the Winslow
9 Wastewater Treatment Plant. The sewer service area for the Southend System is
10 also designated in the City’s General Sewer Plan. Treatment for this system occurs
11 at the Kitsap County Sewer District #7 treatment plant pursuant to an interlocal
12 agreement.

GOAL U-12

13
14
15 Ensure that adequate, cost effective, and reliable sewer service is provided to those
16 areas of Bainbridge Island served by public sewer systems and designated in the
17 General Sewer Plan for future public sewers.

Policy U 12.1

18
19
20 Emergency service or other minor modifications to sewer service areas may be
21 allowed with approval by the City Council via resolution so long as there is
22 sufficient sewer facility capacity, and, with regard to the Southend System, sewage
23 quality meets the standard outlined in the interlocal agreement with Kitsap
24 County Sewer District #7.

Policy U 12.2

25
26
27 Within public sewer system service areas, new construction should provide for
28 eventual connection to public sewer systems.

Policy U 12.3

29
30
31 Sewer connections will not be required where existing septic systems that are
32 fully functional and maintained, except as provided by law.

Policy U 12.4

33
34
35 A new public sewer facility or major expansion of an existing public sewer facility
36 may occur following development of a Comprehensive Plan amendment. In planning
37 and establishing a service area for a new public sewer facility, or major expansion of
38 an existing public sewer facility, service area boundaries will be evaluated taking the
39 following into consideration:

- 40 a. Areas that have an environmental need for sewer due to 1) a group of
41 documented failing septic systems; or 2) proximity to sensitive bodies of water
42 that are unsuitable for on-site septic systems according to the Kitsap County
43 Health District.

1 **Policy U 13.4**

2 Design and construct stormwater systems that provide for removal of pollutants and
3 sediment through bio-filtration or other means.

4

5 **Policy U 13.5**

6 Minimize disruption and/or degradation of natural drainage systems, minimize
7 impervious areas by restricting site coverage, and encourage site permeability by
8 retaining natural vegetation and buffers, and specifying use of permeable materials.

9

10 **Policy U 13.6**

11 Manage surface water in a manner which prevents pollutants from industrial,
12 commercial, and agricultural land uses from entering ground or surface waters.

13

14 **Policy U 13.7**

15 Consider a program of retrofitting existing roads with water quality and quantity
16 stormwater system improvements in order to minimize pollution of natural drainage
17 systems and the waters of the Puget Sound resulting from runoff from roadways.

18

19

20

ELECTRICAL

21 The City is currently served by Puget Sound Energy (PSE), which provides
22 electricity generation sources, transmission, distribution and maintenance of
23 electrical facilities throughout the island. PSE is regulated by the Washington Utilities
24 and Transportation Commission (WUTC.) It is the commission's responsibility to
25 ensure regulated companies provide safe and reliable service to customers at
26 reasonable rates, while allowing them the opportunity to earn a fair profit.

27

GOAL U-14

28 **Ensure adequate, cost effective reliable, and environmentally responsible**
29 **electric service to the citizens of Bainbridge Island.**

30 **Policy U 14.1**

31 Develop a plan together with the electric service provider to undertake energy
32 efficiency improvements and other alterations of electric utility facilities to provide
33 capacity for future growth.

34 **Policy U 14.2**

35 Encourage the conservation of electrical energy, especially during periods of peak
36 usage, and encourage energy saving building code strategies, local renewable
37 energy, and other cost effective approaches to meeting the island's energy needs,
38 including distributed energy systems.

39 **Policy U 14.3**

40 Encourage the electric service provider to improve reliability, with particular attention
41 to mitigating impacts on service from storms or other natural events.

42

1 **Policy U 14.4**
2 Encourage undergrounding new and existing electric power lines, and develop a
3 long term strategy for future undergrounding, to include maximizing opportunities
4 with new construction, and prioritizing the work that affects the greatest number of
5 households and businesses.

6
7 **Policy U 14.5**
8 Encourage the electric service provider to use carbon neutral electricity generation,
9 local electricity generation, and innovative technologies such as solar power that are
10 reliable, cost effective, preserve resources, provide minimal environmental impact,
11 and do not contribute to global warming.

12
13 **Policy U 14.6**
14 Periodically undertake comparative evaluations of electric service reliability, cost,
15 and environmental impact, and evaluate opportunities to provide improved and less
16 costly electrical service from alternative service providers.

17
18 **Policy U 14.7**
19 Encourage new taxpayer-funded public buildings to be designed and engineered to
20 use renewable energy for heating, cooling, and operational use to the maximum
21 extent practical within site specific and existing technology limitations.

22
23
24 **SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING**

25 Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the
26 exclusive provider of solid waste disposal and recycling services to City. Bainbridge
27 Disposal is regulated by the Washington Utilities and Transportation Commission
28 (WUTC), which is charged with ensuring the utility provides reliable, safe and
29 economical service.

30
31 **GOAL U-15**

32
33 Ensure adequate, cost effective, reliable, and environmentally responsible solid
34 waste, recycling and composting service to the citizens of Bainbridge Island.

35
36
37 **Policy U 15.1**
38 Seek a method to provide on-island collection site for moderate risk waste or
39 household hazardous waste including oil based paints, stains, adhesives, aerosols,
40 paint thinner, corrosive cleaners, yard chemicals, and pool/spa chemicals and a
41 means for transferring these substances in a timely manner to the Kitsap County
42 site.

43
44
45
46 **Policy U 15.2**

1 Support non-governmental organizations that provide outreach and education to
 2 citizens to ensure that the populace is informed about the latest waste reduction,
 3 composting, recycling and hazardous waste practices.

4
 5 **Policy U 15.3**

6 In addition to WUTC regulation, the City should perform periodic reviews to ensure
 7 that Bainbridge Disposal is providing safe, reliable, cost effective and responsive
 8 solid waste, compost and recycling collection. Evaluate opportunities to provide
 9 improved and cost effective services from alternative providers.

10
 11 **Policy U 15.4**

12 Coordinate with Bainbridge Disposal and the County to improve access to updated
 13 information on solid waste, recycling and composting collection and disposal
 14 services. Increase visibility and outreach for special events hard to recycle materials
 15 such as hazardous waste or polystyrene foam.

16
 17 **Policy U 15.5**

18 Consider methods to reduce the amount of solid waste disposed, e.g. material bans,
 19 composting or compaction, or by the conversion of solid waste to energy, e.g. using
 20 a biodigester.

21
 22
 23 **TELECOMMUNICATIONS**

24 Telecommunications is the transmission of sound, images and/or data by wire, radio,
 25 optical cable, electromagnetic, or other similar means. On Bainbridge Island,
 26 telecommunications utilities include standard conventional telephone, wireless
 27 communication, Internet service, and Cable and satellite television.

28
 29 Conventional telephone service is provided by established telephone providers and
 30 may be provided by a cable company as well. Telephone providers are regulated by
 31 the Washington Utilities and Transportation Commission (WUTC).

32
 33 Cellular Telephone service is currently provided by a number of wireless service
 34 companies. The Federal Communications Commission regulates the cellular
 35 telephone industry and controls which carriers can operate and what frequencies
 36 can be utilized in their operation.

37
 38 Cable television services are currently provided by one national provider, Comcast.
 39 Satellite services are also available as an alternative to cable television service.

40
 41 Internet services are provided by several different internet providers including
 42 Comcast and CenturyLink and is additionally provided by telephone, cable and
 43 satellite. Additionally, Wi-Fi services are available in certain locales within the City
 44 limits. Internet connections can also be made through personal cell phones using
 45 broadband internet that is currently provided through several cell phone providers.

GOAL U-16

1
2 Ensure adequate, cost effective, reliable, and environmentally responsible
3 telecommunications service to the citizens of Bainbridge Island.
4

5 **Policy U 16.1**

6 Encourage shared use of facilities and the use of existing utility corridors, public
7 rights of way and city owned properties.
8

9 **Policy U 16.2**

10 Require the placement of cellular and/or wireless communication facilities in a
11 manner that minimizes the adverse impacts on adjacent and surrounding land uses.
12

13 **Policy U16.3**

14 Encourage major telecommunications utility providers to work with the City to identify
15 potential sites for infrastructure and facility expansion to address future growth and
16 development and meet the demands for additional utility service.
17

18 **Policy U 16.4**

19 Encourage all providers to serve all parts of the City equally.
20

21 **Policy U 16.5**

22 The City expects all providers to evaluate the capacity of their facilities regularly to
23 ensure that new facilities are installed in a timely basis to meet new and future
24 demand. Providers are expected to provide facilities to accommodate growth within
25 the City.
26

27 **Policy U 16.6**

28 Pursue internet service of the highest standards for governmental and educational
29 institutions, business and commerce and personal use.
30

31 **Policy U 16.7**

32 Require new development to have underground conduits suitable for existing and
33 foreseeable new utilities such as cable and broadband.
34

35 **Policy U 16.8**

36 Ensure that emergency communication services are universally available to assist
37 residents in emergencies.
38

39 **Policy U 16.9**

40 In addition to WUTC regulation, the City should perform periodic reviews to ensure
41 that various telecommunications providers are providing safe reliable, cost effective,
42 and responsive telecommunication services. During such reviews, the City should
43 evaluate opportunities to obtain improved and cost effective services from alternative
44 providers.
45
46
47

UTILITIES IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

Action #1. Coordinate the City's plans and investment programs with those of other entities responsible for provision of other utility services on the Island.

GOAL U-8 Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated to address utility needs.

GOAL U-10 Ensure that city-managed and, to the extent possible, non-city managed utility services, are sufficient, cost effective, reliable, and that safe water utility service is provided.

GOAL U-11 Operate in a manner that preserves and protects the water resources of the Island.

GOAL U-12 Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.

GOAL U-14 Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

GOAL U-16 Ensure adequate, cost effective, reliable and environmentally responsible telecommunications service to the citizens of Bainbridge Island.

MEDIUM PRIORITY ACTIONS

Action #1. During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

GOAL U-4 Ensure that the provision of utility services is environmentally responsible and sustainable, and encourage utility services that are carbon neutral and do not contribute to climate change.

1
2
3
4
5
6
7
8
9
10
11
12
13

GOAL U-6 Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

GOAL U-7 Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

Policy U 13.5 Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers and specifying use of permeable materials

**Bainbridge Island Key Issues and Public Comment
7/28/16 CULTURAL ELEMENT WORKSHOP**

PUBLIC COMMENTS (1,2,3, etc.)		Commenter
1	Sings with Bainbridge Chorale, and thinks that the funding the City could provide is essential. Without the arts, a lot of things will die.	Mary Deets
2	I'm the Executive Director of Bloedel Reserve, member of the Director's Forum. The group has continued since the City funding was suspended. Bloedel is hosting a creative residency program that has generated a lot of interest, and have brought incredible talent to Bloedel. This program has taken off, but City funding could allow it to blossom. Bloedel is a cultural institution, but it is something that warrants some attention, as you look at the Comp Plan to tell the history of the Island.	Ed Moydell
3	Boardmember, BIMA, and active past and present on other Island cultural institutions. The City used to fund some of these things, and the City should fund these things again. When the recession hit, the City Council decided that the arts were not a high priority, but the City should prioritize them now. The Art museum has become the City's living room. The arts and humanities organizations are having great demand for programs. The draft changes to the Cultural Element submitted by the Director's Forum is a good start. Increased level of activity in the art community has been funded by nonprofits. Keep the Capital facilities part of the element. Live theatre groups need bigger performance spaces.	Chris Snow
4	From the Historical Museum, which has benefitted greatly from the previous BIAHC funding. Now they have to do a lot more fundraising. Urge that the draft submitted by the Director's Forum be adopted. Operations and maintenance budget is a big ticket item for facilities, and could use some additional funding.	Hank Helm

PUBLIC COMMENTS (1,2,3, etc.)		Commenter
5	Architect on the Island, adopt the updated Cultural Element that has been submitted by the Director’s Forum. What will Winslow way become without the artists-Tukwila? The Citizens survey believe that arts and humanities are very important-rated very highly rated compared to other features. This community is full of creativity and self-expression. Trip advisory said that Bainbridge Island known for visual and performing arts culture.	Matthew Coates
6	We are the face of Arts and Humanities Bainbridge and have been working with so many organizations to recommend this draft of the Cultural Element. AHB is now in the position to pay for a Executive Director position, and we look forward to working with the City Council to move restore funding to AHB and the arts. The arts community is outsized for the “size” of BI.	Anne Smart & Jenny Coates
7	BIMA ED. Supports restoration of City funding. The arts attract a diversity of artists, supports the economy. Over 270,000 have visited BIMA. Want to be a partner with the other arts organizations, and support art education.	Karen Molinari
8	New member of Public Art Committee. As a realtor, he shows off all of the art opportunities on the Island for new residents. Art is a big reason that people want to move here.	Carl Sussman
9	Ranger at the Japanese American Exclusion Memorial. Representing the National Park Service. Part of our mission is cultural preservation, and what has occurred at the memorial is amazing. Tons of visitors this summer. Part of my role is to come up with programs. City could help alleviate program costs in the future.	Andrew Wiseman
10	Works at BPA, and helped author the Director’s Forum Cultural Element draft that has been submitted. These organizations provide light to the art community during the dark days of funding cuts. Suggesting that the facility goal is no longer a good fit	Dominique Cantwell

PUBLIC COMMENTS (1,2,3, etc.)		Commenter
	for City support, and that it should be deleted.	
11	AHB Board & Chair of the Public Art Committee (PAC) Chair. Makes a statement that the Art Musuem is the gateway to the Island. The PAC has a big agenda of what we want to accomplish, and the uncertainty of AHB / city funding makes it hard to recruit new PAC members. The PAC recommends how and where should the 2% for the arts be spent. The Waypoint sculpture is a big project for the PAC. AHB have done a lot of work with only volunteer, but burnout will happen without future support. PAC is running on fumes.	Sandy Fischer

CULTURAL ELEMENT

TABLE OF CONTENTS

Introduction.....1

Cultural Element Vision

Goals and Policies.....5

~~Financial Resources-Implementation of the Cultural Element.....5~~

~~Arts and Education.....6~~

Economic Vitality and the Arts.....8

~~Facility Development.....7~~

~~Financial Resources.....8~~

History and Heritage.....10

Humanities.....11

Individual Artists.....12

Marketing and Communications.....13

Public Art and Community Design.....14

~~Services to Cultural Organizations.....13~~

CULTURAL ELEMENT

INTRODUCTION

Underlying the Growth Management Act is the concept that any community plan which requires a public investment should be linked or incorporated as an amendment to the Comprehensive Plan. Bainbridge Island is a vibrant and diverse society, rich in the arts, humanities and appreciation for its heritage. Although a *Cultural Element* is not required under the Growth Management Act, this Element was added in 1999 to emphasize the importance of maintaining and enhancing these features of Island life. The general purpose of this element is to demonstrate link community cultural planning to larger community issues and to set directions for integrating that the arts, humanities and history are integral to issues such as with urban design, social and economic development, education and other community development initiatives that which combine to shape the quality of life and connectivity that nurtures for Bainbridge Island residents and visitors.

A brief overview of Bainbridge Island's cultural resources and activities shows that the arts and humanities represent a considerable public investment. As early as 1930, citizens began chartering organizations to address specific cultural needs. Now, more than 20 organizations and businesses provide over a thousand programs, performances and exhibits annually. Well over half of Island citizens report regular visits to movies, musical performances and history and heritage events. In 1997, cultural events on the Island were attended by 26,000 people.

Publications such as *Arts News* and *Call Board* list upcoming events. Others, such as *Exhibition*, feature poetry, art work and stories by local artists. Volunteer contributions to the arts involve at least 1,500 individuals now honored in a central annual event entitled "Wild Hearts". A diverse grants and awards program fosters cultural life with seven funding sources awarding a total of over \$45,000 per year. One fourth of Island households have at least one person earning an income from the arts.

The Bainbridge Arts and Humanities Council directory lists 800 musicians, teachers, visual artists, designers, and others in arts-related professions. All together, for-profit and non-profit arts businesses on the Island have an aggregate annual budget of \$7,800,000. The operating budget of all non-profit arts organizations totals over \$1,300,000 per year, 75% of which is earned income. City business license records list 102 arts-related businesses. In 1995 their gross receipts totaled \$6,500,000 (as compared to agricultural related gross receipts of \$4,200,000). A task force is now examining the degree to which cultural tourism may contribute to arts related revenue. In sum, arts and humanities play a very important role in the life of Bainbridge Island.

There are specific and compelling reasons for including adding a Cultural Element ~~to~~ in the Comprehensive Plan. First, the arts and humanities are tools for accomplishing larger community goals that are rooted in the interests of citizens such as economic vitality, quality

education, and community planning and design. Support for Investment in the arts and humanities is visionary investment in the growth of the community and in making the community a better place to live.

~~Second, there are many private and public arts and humanities funds, programs and organizations on Bainbridge Island whose efforts will benefit from an agreed-upon plan and orientation toward the future of the City. They include, among others, the City's Public Art Works Program and Fund and its Arts and Humanities Fund; the Bainbridge Park and Recreation District; the Bainbridge Branch of the Kitsap County Public Library; the Bainbridge Historical Society and Museum; the Bainbridge Performing Arts Cultural Center; Bainbridge Arts and Crafts; Bainbridge Chorale; Island Theater, and such programs as Musical Evenings, the Garden Tour, the Studio Tour and Arts Walk.~~

~~Third, In 1992~~ the Bainbridge Island City Council, in recognition of the importance of cultural programs and activities, passed an ordinance ~~in 1992~~ designating the Bainbridge Island Arts and Humanities Council as the “legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the City” (Ordinance 92-31). This ordinance charged the Bainbridge Island Arts and Humanities Council to “prepare a plan for the arts and humanities within the city which is consistent with and may be approved for inclusion in the City’s comprehensive plan; ...” (BIMC 2.42.020C).

During the great recession that began in 2008, the City Council chose to reduce, and then eliminate funding to the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge). Going forward, it is uncertain what form City financial support for the arts and humanities will take, although the City commitment to funding public art as a percentage of capital projects continues. Although the 2016 Update to this *Cultural Element* removes references to Arts and Humanities Bainbridge and specifics about City funding, it continues the recognition that the arts and humanities significantly contribute to the City’s identity, sense of place and economy.

Arts and Humanities Bainbridge conducted a financial survey of 8 member organizations in 2015. For the 2014-2015 year, the combined cultural budgets equaled \$7,485,098

Total expense budget	\$7,485,098
Total payroll expense	\$3,771,564
Contractor expense	\$369,463
Number FTE	51
Number PTE	65
# Contractors employed	181
Total # People employed	297
Number people served	247,100

How the Cultural Element Was Developed

In an effort to address the City Council's ordinance, the Bainbridge Arts and Humanities Council applied in 1992 for funds from the National Endowment for the Arts with matching dollars from the City to develop a community cultural plan. The application was successful and in March of 1994 the project was under way under the guidance of a steering committee chaired by Cultural Arts Director of the Park and Recreation District, Sue Hylan. The project consisted of six phases:

Phase 1: During March, 1994, 21 focus groups met with over 200 residents participating in meetings. The purpose of the focus groups was to determine the cultural needs of the community. Over 2,500 responses were generated and recorded during the focus group process. Each of the focus groups followed the same line of questioning so that the information from the participants could be tabulated and compared.

Phase 2: In April, 1994, a survey instrument was prepared by the Bainbridge Arts and Humanities Council and distributed to a sample of all Island households, selected randomly by computer from names and addresses listed in the reverse telephone directory for Bainbridge Island. The sample, consisting of 300 households, had a 53% response rate, thereby allowing for a 90% level of confidence in the accuracy of the answers within a range $\pm 5\%$. Survey results showed that 95% of the respondents considered art and culture an economic asset to the community; 67% of the households attended some form of arts or humanities classes in the past year, 54% had one member of the family involved in the arts as either amateur or professional, and 25% had one member of the family earning an income in the arts.

Phase 3: At the same time, members of 17 cultural organizations, representing a total annual budget of \$1.3 million, completed a confidential questionnaire that asked for information pertaining to their operations including organization, financial, facilities and space needs.

Phase 4: From May through September, 1994, 10 task forces met to review focus group comments and survey results and transform them into a vision for the Island in the year 2000. They submitted final recommendations to the Steering Committee in November of 1994.

Phase 5: To provide an opportunity for residents to comment on the first draft of the plan, the Bainbridge Arts and Humanities Council held a public meeting on September 21, 1994. Community comments were recorded and passed on to the task forces for consideration in the final plan.

Phase 6: Several versions of the draft plan were reviewed by the steering committee and Board of Directors of the Arts and Humanities Council, and in January of 1995, a final plan was adopted which, with the exception of the first goal, listed all goals and policies presented below. In April of that year the Arts and Humanities Council presented the plan to the Mayor and City Council for adoption into the City's Comprehensive Plan. What follows is the Cultural Plan in the format called for by the comprehensive plan, with the addition of one

~~goal which covers the existing city ordinances relating to the Bainbridge Arts and Humanities Council.~~

The Cultural Element and the City’s Comprehensive Plan and Ordinances

A. Addition of a goal to City of Bainbridge Island Comprehensive Plan overall goals.

~~To reflect the vision and intent of the cultural element, the following goal is submitted for inclusion:~~

MOVE TO GOAL 1

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

B. Inclusion of existing city ordinances.

~~Cultural Element Goal 1 covers the City’s present designation of the Bainbridge Island Arts and Humanities Council as the official body of the City empowered to act on all matters pertaining to the development, enrichment and support of the arts and humanities within the City. CUL 10.5 “Maintain a City Public Art Fund...” and CUL 11.7 “Maintain a City Arts and Humanities Fund...” cover the City’s present support of the arts in the form of the Cultural Resources Subfund consisting of the Arts and Humanities Account (BIMC Chapter 3.82) and the Public Art Account (BIMC Chapter 3.80).~~

C. Relationships between the Cultural Element and the Comprehensive Plan.

~~Appendix A provides a review of the specific relationships between the Cultural Element and the Comprehensive Plan.~~

CULTURAL VISION NEW

Artistic creativity and humanistic inquiry advance other community goals such as economic vitality, quality education, and community planning and design. Investments in the growth of the community, enriching the lives of its residents and making Bainbridge Island an even better place to live.

GOALS AND POLICIES

GOAL CUL-1

FINANCIAL RESOURCES

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

Policy CUL 1.1

Consider financial support for arts, humanities, arts education and cultural organizations and efforts as part of the City's biennial budget process.

Policy CUL 1.2

Maintain cooperative working relationships with Arts & Humanities Bainbridge and the Directors of the Island's principal cultural institutions.

Policy CUL 1.3

Support cultural spaces Island-wide, especially in designated centers, where they are accessible to broad range of people and where they can help activate the public realm by encouraging informal gathering and recreation.

Policy CUL 1.4

Encourage partnerships between the public, private, and nonprofit sectors to engage in creative placemaking projects.

Policy CUL 1.5

Consider creative placemaking as part of subarea planning.

IMPLEMENTATION OF THE CULTURAL ELEMENT

~~Designate the Bainbridge Arts and Humanities Council, a non-profit Washington Corporation, as the official body of the City empowered to act on all matters pertaining to the implementation (including coordination and delegation) of the goals and policies of the Cultural Element of the Comprehensive Plan consistent with the provisions of the Bainbridge Island Municipal Code and with the Comprehensive Plan.~~

~~**Discussion:** In 1992, the City Council passed ordinances designating the Bainbridge Island Arts and Humanities Council (BIAHC) as the "legally constituted non profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the city." In addition, the City Council created a Public Art Works Program consisting of two funds, a Public Art Account and an Arts and Humanities Account, and designated BIAHC as the organization to carry out the duties relating to the two funds.~~

CUL 1.1

~~The BIAHC shall serve as the primary voice for the arts and humanities within the City and as the principal advisory board to the Mayor and City Council, fostering a high level of quality, creativity and diversity in the arts and humanities and advocating for inclusion of aesthetic considerations in local decision making that may have cultural implications.~~

CUL 1.2

~~The BIAHC shall provide a public forum for discussion of issues and ideas affecting the arts and humanities in the City, serve as a point of contact for information about the arts and humanities in the City, and arrange for or provide technical, managerial and planning assistance to organizations and individuals engaged in the arts and humanities.~~

CUL-1.3

~~The BIAHC shall, alone or in cooperation with the Bainbridge Island School District, the Bainbridge Island Park and Recreation District, and other public/private organizations, initiate, sponsor or conduct public programs to further the development and public awareness of interest in the arts and humanities.~~

CUL-1.4

~~The BIAHC shall serve as the designated agency for carrying out duties associated with the Public Art Works Program consisting of the Public Art Account and the Arts and Humanities Account and shall encourage grants and donations to the Bainbridge Island Arts and Humanities Account.~~

GOAL 2 ARTS EDUCATION

~~**Demonstrate commitment to quality arts education and lifelong learning by advocating for comprehensive inclusion of the arts in our schools and in community settings.**~~

~~**Discussion:** Eighty seven percent of Island residents agree that music, visual arts, and performing arts in the school curriculum improve student performance in all subject areas. Sixty seven percent of the households attended some form of arts or humanities classes in the past year. Residents place a high value on the inclusion of the arts in education. Focus groups observed that the arts serve as an essential element of education by teaching communications, creativity, critical thinking, problem solving, perception, motivation, individualism, and interpersonal skills and that they provide one of the best avenues for learning about and celebrating other cultures. Participants in the focus groups expressed concern that the arts are undervalued in public education and not given priority in funding. They felt the arts are basic to education and have an intrinsic value in and of themselves and for the knowledge, skills, and values they impart. The Cultural Element calls for the development of a comprehensive, quality, sequential arts education curriculum, encourages opportunities for lifelong learning in the arts for all ages, and it intends to foster partnerships between community resources and the education systems.~~

CUL-2.1

~~Strengthen partnerships between the schools and local artists, agencies, organizations, and businesses.~~

CUL-2.2

~~Support a comprehensive quality arts education program in the schools and the community.~~

CUL-2.3

~~Expand community understanding of the arts as a means to teach other subjects in schools.~~

CUL-2.4

~~Use the arts as a vehicle for understanding and celebrating other cultures and Bainbridge Island heritage.~~

GOAL CUL-2 3

ECONOMIC VITALITY AND THE ARTS

Preserve and share the community’s unique setting, character, history, arts and culture by developing partnerships; and enhancing cultural resources and attractions that respect the needs and desires of inspire Bainbridge Island residents and the broader public.

The Cultural Element complements the Economic Element, which recognizes the importance and interdependence of both tourism and the arts and humanities to the Bainbridge Island economy.

~~**Discussion:** Ninety five percent of Island households agree the arts are an economic asset to the community. Twenty five percent of Island households reported at least one member of their family earned an income in the arts. One of *Team Winslow*’s goals is to “improve and market downtown Winslow as an economic and cultural center to Island residents and visitors” and to “support, solicit, and create cultural events on the stage of downtown Winslow.” Participants in the focus groups observed that cultural amenities, facilities, and design-related livability factors such as public art and quality architecture are essential ingredients to the Island’s quality of life index. Through the placement and enhancement of facilities, landscaping, public art projects, linkages to the ferry and waterfront, and marketing strategies, the City of Bainbridge Island can enhance the economic vitality of downtown Winslow.~~

Policy CUL 2.1 3-1

~~Identify and record~~ Promote Bainbridge Island’s “Sense of Place” through a continuous public dialogue about preservation, sustainability, hospitality, and the influence of the arts, history, and culture.

Policy CUL 2.2 3-2

Support ~~Use~~ artistic, historic and cultural events and places as vehicles for sharing the Island’s uniqueness with residents and visitors.

Policy CUL 2.3 3-3

Support ~~Cultivate~~ partnerships among ~~the organizations and~~ those interested in the arts, economic development, tourism, historic and rural preservation.

GOAL 4

FACILITY DEVELOPMENT

~~Respond to the growing desire for cultural facilities by identifying short and long term facility needs and priorities, and developing methods to meet those needs.~~

~~**Discussion:** Almost every focus group expressed the need for space as well as for a facility that could serve as a community cultural center. The presence of the Bainbridge Performing Arts Center is a source of pride throughout the community. While the efforts of hundreds of donors and volunteers to bring about such a facility is to be applauded, there is also the~~

~~realization that the facility does not meet the total needs of the cultural community and that, at times, it is out of the price range of some groups as a rental facility. The need for a larger, climate-controlled, secure space for the Historical Museum was articulated by participants in the History focus group as well as other groups. Lack of gallery space and participatory spaces for classes of all kinds was also a need stated by focus group participants. The Filipino American Community and the Mabuhay Dancers both indicated a need for support of cultural facilities.~~

~~While there are preliminary indications that Bainbridge Island lacks certain types of facilities for cultural activities and programs, it will take a comprehensive facility development study to know how to proceed. A careful and thorough study is particularly important for a small city which must consider not only the capital expense but also the ongoing operating expense of any facility or facilities. The Cultural Element recognizes the cultural facility initiatives that are currently in the initial stages of planning and development, including the Library, Historical Society, Filipino American Community, Mabuhay Dancers, and possible BPA future expansion. The Cultural Element strongly recommends that the cultural organizations work together and encourages funding alliances to achieve the goals of the cultural organizations in developing spaces.~~

CUL 4.1

~~Identify current spaces and facilities available for cultural activities.~~

CUL 4.2

~~Match the short-term facility needs of cultural organizations with the existing spaces.~~

CUL 4.3

~~Assess the long-term space needs through a feasibility study.~~

GOAL 5 FINANCIAL RESOURCES

~~Encourage the fiscal soundness of Bainbridge Island's cultural and artistic organizations by developing their capacity to maintain effective public, private and earned income funding.~~

~~**Discussion:** As part of the organizational survey, 17 organizations submitted financial information. For the 1993-1994 year, the combined cultural budgets equaled \$1,301,460. The following charts represent how those dollars were generated and spent.~~

Cultural Organizations Income	
Membership	7%
Individual contributions	8%
Grants from private sources	3%
Grants from public sources *	7%
Earned income	75%
Total	100%

** The support the Arts and Humanities council received from the City of Bainbridge Island (for regranting), Washington State Arts Commission, and the National Endowment for the Arts totals 99% of the public sector funds.*

Cultural Organizations Expenditures	
Administration	7%
Personnel*	25%
Facility (maintenance/rental)**	14%
Programs	35%
Misc. (mixture of program and facility cost)	19%
Total	100%

** Two organizations account for 60% of this figure (BPA and Parks and Recreation, but not the Library).*

*** Three organizations represent 79% of this cost (Dance Center, BPA and the Library).*

Crucial to accomplishing many of the Cultural Element goals is strengthening the financial infrastructure of the cultural organizations. The organization survey indicated that the cultural organizations are doing very well in earning income but the Cultural Element stresses the need for further efforts in the area of fundraising.

CUL 5.1

Develop public/private partnerships to facilitate the financial stability and broaden the funding base for cultural organizations.

CUL 5.2

Identify new funding sources for cultural organizations and artists.

CUL 5.3

Fund the implementation of the Cultural Element based on annual prioritized needs through public, private, and earned income sources.

**GOAL CUL-3-6
HISTORY AND HERITAGE**

Develop a greater understanding of our heritage and growing relationship our living and growing relationship to our past and future and provide support experiences and places and facilities in which that where history will be preserved, interpreted, and shared.

Discussion: Sixty four percent of Island households responded that members attended ethnic and historical events in the past year. Forty one percent of Island households ranked historical activities as one of their most valuable social or cultural activities. Thirty seven percent of Island households ranked ethnic and heritage activities as their most valuable social or cultural activities. Focus groups recognized that while the Island is predominantly white and becoming more homogeneous, the rich traditions of the Japanese American, Filipino American and Native American Island residents are important to the present identity

~~and sense of pride in Bainbridge Island. Also the farming tradition of the Island should be mentioned in this context. More should be done to promote and celebrate these diverse Island cultures and traditions, particularly among young people.~~

Policy CUL 3.1 6-1

~~Promote~~ Create a sense of respect and importance for history and heritage among Island residents through community education programs, school curriculum and oral history programs.

CUL-6.2

~~Strengthen a sense of community within neighborhoods.~~

Policy CUL 3.2 6-3

~~Continue support for the City's Historic Preservation program~~ Adopt guidelines that will identify and promotes preservation of historic and cultural resources, farmland, ~~forests and open spaces.~~

Policy CUL 3.3 6-4

~~Support~~ Provide places to promote sharing the Island's cultural history with the community.

Policy CUL 3.4 6-5

~~Support~~ Provide adequate space to collect, preserve and interpret the Island's history.

Policy CUL 3.5

The City should act as a leader in protecting and developing cultural and historic aspects of City-owned property.

CUL-2.4

~~Use the arts as a vehicle for understanding and celebrating other cultures and Bainbridge Island heritage.~~

GOAL CUL-4 7
HUMANITIES

Foster the a spirit of community in which the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.

Discussion: ~~Forty two percent of Island households ranked humanities activities among their most valued cultural activities. Fifty two percent of Island residents ranked literary activities among their most valued cultural activities. Focus groups recommended that *Exhibition* magazine should be expanded and that the library needed expanding to better serve the needs of the growing population. Writers' workshops, retreats, conferences, poets in the schools, writers and humanists in residence were mentioned as future activities.~~

~~Several focus groups mentioned the need for more discussion groups that focused on ideas underlying such terms as “community” and “economic vitality.”~~

CUL 7.1

~~Heighten community awareness and understanding of the humanities through expanded programming.~~

Policy CUL 4.1 7.2

~~Nurture creative thought and expression and an exchange of ideas between Island residents by facilitating through community discussions.~~

Policy CUL 4.2 7.3

~~Support Engage the community in public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.~~

CUL 7.4

~~Celebrate the richness and variety of human gifts through a festival of humanities.~~

GOAL CUL-5-8 INDIVIDUAL ARTISTS

Encourage local support for a creative and economic environment that allows artists to continue to live and work in and for the community, and for themselves.

This goal of the Cultural Element complements the Housing Element, which deals primarily with the development, retention and construction of affordable housing and diverse housing types. With an abundance of artists living and working on Bainbridge Island, this community has the potential to become a nationally recognized center for the arts with a variety of seminars and workshops conducted by well-known artists in all disciplines if adequately funded. Cross-fertilization and collaborations between the different disciplines provide opportunities for cultural organizations and artists alike. The Cultural Element calls for the creation of a climate where individual artists cannot only survive but thrive; including artists in community dialogues and in policy and planning decisions will enhance the Island's character.

~~**Discussion:** Fifty four percent of Island households reported at least one member of their family was an amateur or professional artist. Twenty five percent of Island households reported at least one member of their family earned an income in the arts. Island artists expressed a desire to see more opportunities to show their work or perform on the Island and opportunities for professional and artistic growth through workshops. They envisioned that Bainbridge Island could become nationally recognized as a center for the arts with a variety of seminars and workshops conducted by well known artists in all disciplines. Cross-fertilization and collaborations between the different disciplines were also mentioned as opportunities for cultural organizations and artists alike. The Cultural Element calls for the creation of a climate where individual artists cannot only survive but thrive. Recommendations for providing fellowship grants and advocating for affordable venues and facilities to produce their work will build support for artists to stay on Bainbridge Island.~~

~~Including artists in community dialogues and in policy and planning decisions will enhance the Island's character.~~

CUL 8.1

~~Identify artists and their value to the community through opportunities for public dialogue, an online database and directory of artists, and residency programs.~~

Policy CUL 5.1 8.2

~~Consider sSupport for for artists through funding and professional development opportunities.~~

Policy CUL 5.2 8.3

~~Encourage collaboration across the spectrum of traditional and creative economy businesses. Increase technical assistance, network opportunities, and tax deductible patronage for artists.~~

Policy CUL 5.3 8.4

~~Encourage access to Advocate for affordable work and living space for artists.~~

GOAL CUL-6 9

MARKETING AND COMMUNICATIONS

~~**Plan and implement Support marketing and communication systems to promote the arts through public dialogue, media and education.**~~

~~**Discussion:** Eighty six percent of Island households reported that they relied on the *Bainbridge Review* as a primary source for cultural information. Eighty percent of Island households reported they relied on word of mouth as a primary source for cultural information. Seventy eight percent of Island households reported they relied on *Bainbridge Island Parks and Recreation Catalog* as a primary source for cultural information. Forty two percent of Island households reported they rely on *Arts News* as a primary source for cultural information. Participants in the focus groups felt that there could be a better, more unified approach to marketing the cultural activities on the Island. The Arts and Humanities council can be used even more in the future as a focal point for communication. They felt that while the *Bainbridge Review* was a major source of communication, public access TV was under-utilized and that new computer technology will open up new avenues of communication, particularly when the new equipment at the library is installed.~~

~~Much of the success of the implementation phase of the Cultural Element will depend on an effective public relations and marketing plan for the arts. Many of the small non-profit and emerging arts groups work with volunteers and nominal budgets, which hampers their ability to create sustained marketing strategies for their programs and events. The Element calls for the Arts and Humanities Council to expand its coordinating role to build greater visibility for and interest in these activities. Blending new technologies, such as online networks and public access TV with existing publications such as *Arts News*, *Exhibition* magazine will expand the arts audience on Bainbridge Island.~~

Policy CUL 6.1-9.1

~~Use Ceoordinated~~ marketing strategies with arts, business or tourism organizations to promote cultural events.

Policy CUL 6.2 9.2

~~Support Employ~~ new media technologies to market cultural events both to residents and as a destination for off-Island visitors.

CUL 9.3

~~Expand venues for artists' work and arts and humanities events through Arts News and Exhibition~~ publications.

Policy CUL 6.3 9.4

~~Cultivate patronage and~~ Support awareness of the arts and humanities through personal contact with Bainbridge artists and scholars.

GOAL CUL-7 10**PUBLIC ART AND COMMUNITY DESIGN**

~~Create a stimulating visual environment through the~~ **by promoting public art and providing stewardship for the City's publicly owned public art portfolio, and private artworks programs, and create a greater understanding and appreciation of art and artists through community dialogue, education and involvement.**

~~**Discussion:** Ninety percent of Island households agree that public art adds to the visual appearance of Bainbridge Island. Eighty percent of Island households ranked "maintaining the natural beauty of Bainbridge Island" as the most important cultural goal for the year 2000. Participants in the focus groups felt that on the Island there is a more enlightened sense of community design than in most communities of 17,000. They observed that the community and the environment are interdependent and that attention must be paid to both the natural and built environment. Public art adds to the aesthetic of the community and enhances the natural beauty of Bainbridge Island. The community and the environment are interdependent and attention must be paid to both the natural and built environment. Opportunities for enhancing the built environment include new City capital improvement projects such as sidewalks and curbing projects, the development of amenities such as planters, public seating and small public space, and the use of building walls for public art projects. Many of the participants in the focus groups mentioned the need for the improvement of the ferry terminal as the gateway to the Island and felt that the arts and, in particular, public art, could be used to enhance the gateway.~~

The residents of Bainbridge Island are justifiably proud of the built and natural visual environments of the Island and the quality of life produced by these landscape assets. As the Island continues to grow, it will be important that deliberate strategies be in place to preserve these assets. As part of community design, the Cultural Element supports continuation of the ~~recommends the development of a long range plan for the current public art program and~~

~~advocates public and private agencies adopting public art programs for capital improvement projects.~~

Policy CUL 7.1 10.1

~~Develop a long range comprehensive plan for the Encourage management of the City's One Two Percent for Public Art Program in a manner that provides opportunities for new artwork and ensures financial sustainability.~~

Policy CUL 7.2 10.2

~~Advocate Promote for the inclusion of quality public art in projects built by both private developers and public agencies.~~

CUL 10.3

~~Promote quality design in both the natural and built environments and use artists on design teams.~~

CUL 10.4

~~Enhance the visual appearance of the ferry terminal and City gateways.~~

Policy CUL 7.3 10.5

~~Assess opportunities to include public art within City capital projects, where appropriate and feasible. Maintain a City Public Art Fund to further the inclusion of art in public places in the City.~~

Policy CUL 7.4 10.6

~~Maintain the natural beauty artistic aesthetic of Bainbridge Island through support for inspiring public spaces.~~

~~The City recognizes its role in furthering the inclusion of art in public places in the City and for that reason has established a public art account which is funded through one percent of all city capital municipal construction or improvement project cost.~~

GOAL 11

SERVICES TO CULTURAL ORGANIZATIONS

~~**Identify and support opportunities that enhance the excellence, diversity, vitality, collaboration and capability of cultural organizations.**~~

~~**Discussion:** In 1994, 17 artistic and cultural organizations produced 1,249 programs, performances, exhibits, and other activities. An average of 3-4 arts or humanities events per day were available to Bainbridge Island residents in 1994. The final recommendation in the Cultural Element is to strengthen the Bainbridge Island Arts and Humanities Council's (BIAHC) ability to provide services to cultural organizations, individual artists, and the community.~~

CUL 11.1

~~Educate the community about the services and programs of the diverse Bainbridge Island cultural organizations.~~

CUL 11.2

~~Cultivate cultural organizations' administrative and financial stability through educational and technical assistance.~~

CUL 11.3

~~Increase network and collaborative opportunities among the cultural organizations.~~

CUL 11.4

~~Build greater leadership for the cultural community through the cultural representative forums.~~

CUL 11.5

~~Develop and maintain an information system that provides information about cultural arts programs, activities and cultural arts issues of interest.~~

CUL 11.6

~~Strengthen the Arts and Humanities Council's ability to provide services to the cultural constituency and the community.~~

CUL 11.7

~~Maintain a City Arts and Humanities Fund (consisting of the Arts and Humanities Account and the Public Art Account) to promote and support local activities, programs and projects in the arts and humanities.~~

~~The City recognizes its role in the promotion and support of local activities, programs and projects in the arts and humanities and for that reason has established an Arts and Humanities Account, which is funded from each year's annual appropriated budget.~~



CULTURAL ELEMENT

TABLE OF CONTENTS

INTRODUCTION	2
CULTURAL ELEMENT VISION	3
GOALS AND POLICIES	3
Financial Resources	3
Economic Vitality and the Arts	4
History and Heritage	4
Humanities.....	5
Individual Artists.....	5
Marketing and Communications	6
Public Art and Community Design	7
CULTURAL ELEMENT IMPLEMENTATION	8

CULTURAL INTRODUCTION

Bainbridge Island is a vibrant and diverse society, rich in the arts, humanities and appreciation for it's heritage. Although a *Cultural Element* is not required under the Growth Management Act, this Element was added in 1999 to emphasize the importance of maintaining and enhancing these features of Island life. The general purpose of this element is to demonstrate that the arts, humanities and history are integral to issues such as urban design social and economic development that which combine to shape the quality of life and connectivity for Bainbridge Island residents and visitors.

There are specific and compelling reasons for including adding a Cultural Element in the Comprehensive Plan. The arts and humanities are tools for accomplishing larger community goals that are rooted in the interests of citizens such as economic vitality, quality education, and community planning and design. Support for the arts and humanities is visionary investment in the growth of the community and in making the community a better place to live.

In 1992 the Bainbridge Island City Council, in recognition of the importance of cultural programs and activities, passed an ordinance designating the Bainbridge Island Arts and Humanities Council as the “legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the City” (Ordinance 92-31). This ordinance charged the Bainbridge Island Arts and Humanities Council to “prepare a plan for the arts and humanities within the city which is consistent with and may be approved for inclusion in the City’s comprehensive plan; ...” (BIMC 2.42.020C).

During the great recession that began in 2008, the City Council chose to reduce, and then eliminate funding to the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge). Going forward, it is uncertain what form City financial support for the arts and humanities will take, although the City commitment to funding public art as a percentage of capital projects continues. Although the 2016 Update to this *Cultural Element* removes references to Arts and Humanities Bainbridge and specifics about City funding, it continues the recognition that the arts and humanities significantly contribute to the City’s identity, sense of place and economy.

Arts and Humanities Bainbridge conducted a financial survey of 8 member organizations in 2015. For the 2014-2015 year, the combined cultural budgets equaled \$7,485,098.

Total expense budget	\$7,485,098
Total payroll expense	\$3,771,564
Contractor expense	\$369,463
Number FTE	51
Number PTE	65
# Contractors employed	181
Total # People employed	297
Number people served	247,100

CULTURAL VISION

Artistic creativity and humanistic inquiry advance other community goals such as economic vitality, quality education, and community planning and design. Investments in the growth of the community, enriching the lives of its residents and making Bainbridge Island an even better place to live.

GOALS AND POLICIES

GOAL CUL-1

FINANCIAL RESOURCES

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

Policy CUL 1.1

Consider financial support for arts, humanities, arts education and cultural organizations and efforts as part of the City's biennial budget process.

Policy CUL 1.2

Maintain cooperative working relationships with Arts & Humanities Bainbridge and the Directors of the Island's principal cultural institutions.

Policy CUL 1.3

Support cultural spaces Island-wide, especially in designated centers, where they are accessible to broad range of people and where they can help activate the public realm by encouraging informal gathering and recreation.

Policy CUL 1.4

Encourage partnerships between the public, private, and nonprofit sectors to engage in creative placemaking projects.

Policy CUL 1.5

Consider creative placemaking as part of subarea planning.

**GOAL CUL-2
ECONOMIC VITALITY AND THE ARTS**

Preserve and share the community’s unique setting, character, history, arts and culture by developing partnerships and enhancing cultural resources and attractions that inspire Bainbridge Island residents and the broader public.

The Cultural Element complements the Economic Element, which recognizes the importance and interdependence of both tourism and the arts and humanities to the Bainbridge Island economy.

Policy CUL 2.1

Promote Bainbridge Island’s “Sense of Place” through a continuous public dialogue about preservation, sustainability, hospitality, and the influence of the arts, history, and culture.

Policy CUL 2.2

Support artistic, historic and cultural events and places as vehicles for sharing the Island’s uniqueness with residents and visitors.

Policy CUL 2.3

Support partnerships among those interested in the arts, economic development, tourism, historic and rural preservation.

**GOAL CUL-3
HISTORY AND HERITAGE**

Develop a greater understanding of our heritage and growing relationship to our past and future and support experiences and places where history will be preserved, interpreted, and shared.

Policy CUL 3.1

Promote a sense of respect and importance for history and heritage among Island residents through community education programs, school curriculum and oral history programs.

Policy CUL 3.2

Continue support for the City's Historic Preservation program that identifies and promotes preservation of historic and cultural resources, farmland.

Policy CUL 3.3

Support places to promote sharing the Island's cultural history with the community.

Policy CUL 3.4

Support adequate space to collect, preserve and interpret the Island's history.

Policy CUL 3.5

The City should act as a leader in protecting and developing cultural and historic aspects of City-owned property.

**GOAL CUL-4
HUMANITIES**

Foster a spirit of community in which the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.

Policy CUL 4.1

Nurture creative thought and expression and an exchange of ideas between Island residents through community discussions.

Policy CUL 4.2

Support public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.

**GOAL CUL-5
INDIVIDUAL ARTISTS**

Encourage local support for a creative and economic environment that allows artists to continue to live and work in and for the community, and for themselves.

This goal of the Cultural Element complements the Housing Element, which deals primarily with the development, retention and construction of affordable housing and diverse housing types. With an abundance of artists living and working on Bainbridge Island, this community has the potential to become a nationally recognized center for the arts with a variety of seminars and workshops conducted by well-known artists in all disciplines if adequately funded. Cross-fertilization and collaborations between the different disciplines provide opportunities for cultural organizations and artists alike. The Cultural Element calls for the creation of a climate where individual artists cannot only survive but thrive; including artists in community dialogues and in policy and planning decisions will enhance the Island's character.

Policy CUL 5.1

Consider support for artists through funding and professional development opportunities.

Policy CUL 5.2

Encourage collaboration across the spectrum of traditional and creative economy businesses.

Policy CUL 5.3

Encourage access to affordable work and living space for artists.

GOAL CUL-6

MARKETING AND COMMUNICATIONS

Support marketing and communication systems to promote the arts through public dialogue, media and education.

Policy CUL 6.1

Coordinate marketing strategies with arts, business or tourism organizations to promote cultural events.

Policy CUL 6.2

Support new media technologies to market cultural events both to residents and as a destination for off-Island visitors.

Policy CUL 6.3

Support awareness of the arts and humanities through personal contact with Bainbridge artists and scholars.

GOAL CUL-7 PUBLIC ART AND COMMUNITY DESIGN

Create a stimulating visual environment by promoting public art and providing stewardship for the City's publicly owned public art portfolio.

Public art adds to the aesthetic of the community and enhances the natural beauty of Bainbridge Island. The community and the environment are interdependent and attention must be paid to both the natural and built environment. Opportunities for enhancing the built environment include new City capital improvement projects such as sidewalks and curbing projects, the development of amenities such as planters, public seating and small public space, and the use of building walls for public art projects.

The residents of Bainbridge Island are justifiably proud of the built and natural visual environments of the Island and the quality of life produced by these landscape assets. As the Island continues to grow, it will be important that deliberate strategies be in place to preserve these assets. As part of community design, the Cultural Element supports continuation of the public art programs for capital improvement projects.

Policy CUL 7.1

Encourage management of the City's Two Percent for Public Art Program in a manner that provides opportunities for new artwork and ensures financial sustainability.

Policy CUL 7.2

Promote the inclusion of quality public art in projects built by both private developers and public agencies.

Policy CUL 7.3

Assess opportunities to include public art within City capital projects, where appropriate and feasible.

Policy CUL 7.4

Maintain the artistic aesthetic of Bainbridge Island through support for inspiring public spaces.

CULTURAL IMPLEMENTATION

To implement the goals and policies of this Element, the City must take or continue a number of actions. Listed following each action are policies that support that action.

HIGH PRIORITY ACTIONS

Action #1 Consider financial support for the arts, humanities, arts education and cultural organizations as part of the City’s biennial budget process.

Policy CUL 1.1

Consider financial support for arts, humanities, arts education and cultural organizations and efforts as part of the City’s biennial budget process.

Action #2 Adopt and maintain an Economic Development to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

NOTE: Same action in Economic Element

Policy CUL 2.1

Promote Bainbridge Island’s “Sense of Place” through a continuous public dialogue about preservation, sustainability, hospitality, and the influence of the arts, history, and culture.

Policy CUL 2.2

Support artistic, historic and cultural events and places as vehicles for sharing the Island’s uniqueness with residents and visitors.

Policy CUL 2.3

Support partnerships among those interested in the arts, economic development, tourism, historic and rural preservation.

Action #3 Consider work and living space for artists when modifying housing regulations or commercial use regulations.

Policy CUL 5.2

Encourage collaboration across the spectrum of traditional and creative economy businesses.

Policy CUL 5.3

Encourage access to affordable work and living space for artists.

MEDIUM PRIORITY ACTIONS

Action #4 Maintain the City's Public Art Program, funded as a percentage of capital projects.

Goal 7 Create a stimulating visual environment by promoting public art and providing stewardship for the City's publicly owned public art portfolio.

Policy CUL 7.1

Encourage management of the City's Two Percent for Public Art Program in a manner that provides opportunities for new artwork and ensures financial sustainability.

Action #5 Integrate art, placemaking and public spaces when creating a subarea plan or updating City zoning-district based design guidelines.

Policy CUL 1.3

Support cultural spaces Island-wide, especially in designated centers, where they are accessible to broad range of people and where they can help activate the public realm by encouraging informal gathering and recreation.

Policy CUL 1.4

Encourage partnerships between the public, private, and nonprofit sectors to engage in creative placemaking projects.

Policy CUL 1.5

Consider creative placemaking as part of subarea planning.

Policy CUL 7.2

Promote the inclusion of quality public art in projects built by both private developers and public agencies.

Policy CUL 7.4

Maintain the artistic aesthetic of Bainbridge Island through support for inspiring public spaces.

Action #6 Protect and develop cultural and historic aspects of City-owned property.

Policy CUL 3.5

The City should act as a leader in protecting and developing cultural and historic aspects of City-owned property.