



CITY OF  
BAINBRIDGE ISLAND

PLANNING COMMISSION  
SPECIAL MEETING  
THURSDAY, AUGUST 18, 2016  
6:00 – 8:30 PM  
COUNCIL CHAMBER  
280 MADISON AVE N  
BAINBRIDGE ISLAND, WA 98110

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## AGENDA

- 6:00 PM CALL TO ORDER**  
Call to Order, Agenda Review, Conflict Disclosure
- 6:05 PM PUBLIC COMMENT**  
Accept public comment on off agenda items
- 6:10 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 6:20 PM 2016 COMPREHENSIVE PLAN UPDATE**
- Review DRAFT *Capital Facilities Element*
  - Review DRAFT *Human Services Element*
  - Review DRAFT *Cultural Element*
- 7:40 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 7:55 PM NEW/OLD BUSINESS**
- 8:00 PM ADJOURN**

**\*\*TIMES ARE ESTIMATES\*\***

Public comment time at meeting may be limited to allow time for Commissioners to deliberate. To provide additional comment to the City outside of this meeting, e-mail us at [pcd@bainbridgewa.gov](mailto: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](mailto:jrasely@bainbridgewa.gov)**



CITY OF  
BAINBRIDGE ISLAND

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT  
MEMORANDUM

DATE: AUGUST 18, 2016  
TO: PLANNING COMMISSION  
FROM: JENNIFER SUTTON, AICP  
SENIOR PLANNER  
SUBJECT: COMPREHENSIVE PLAN UPDATE

I. REVIEW DRAFT *CAPITAL FACILITIES, HUMAN SERVICES AND CULTURAL ELEMENTS*

The Comprehensive Plan drafting committee (Commissioners Gale and Quitslund) reviewed the DRAFT *Capital Facilities* and *Human Services Element* at their meeting on August 9. Clean and redlined versions of those DRAFT *Elements* are attached.

The Workshop on the *Cultural Element* was held on July 28, and was attended by approximately 40 people. A version of the DRAFT *Cultural Element* that had been updated to remove the specific references to the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge) was discussed at the August 11 Planning Commission meeting. The Director's Forum of cultural organization wanted another opportunity to provide substantive comments on the DRAFT *Cultural Element*. It is expected that the arts community will submit comments to or attend the Comprehensive Plan drafting committee meeting on Tuesday, August 16. Changes to the DRAFT *Cultural Element* that come from that drafting committee meeting will be added to the Planning Commission's August 18 agenda on the City's website on Wednesday August 17. Hard copies will be distributed at the August 18 Commission meeting.

**Planning Commission Action:** Review and suggest changes to the DRAFT *Capital Facilities, Human Services and Cultural Elements*.

## II. NEXT STEPS

The Planning Commission preliminary DRAFT 2016 *Comprehensive Plan* will be available as a cohesive document on the City website at the end of August. Planning Commission open houses and public hearings on the DRAFT 2016 *Comprehensive Plan* are scheduled for:

- Saturday morning/ early afternoon, September 17; and
- Thursday afternoon/ evening, September 22.



# CAPITAL FACILITIES ELEMENT

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## TABLE OF CONTENTS

<b>INTRODUCTION</b>	2
<b>CAPITAL FACILITIES VISION</b>	4
<b>GOALS AND POLICIES</b>	5
<b>CAPITAL FACILITIES INVENTORY AND PLANNING</b>	9
<b>CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE</b>	14
<b>SPECIAL PURPOSE DISTRICT ADOPTED BY REFERENCE</b>	14
<b>SIX-YEAR CAPITAL IMPROVEMENT PLAN</b>	15
<b>CAPITAL FACILITIES IMPLEMENTATION</b>	15

# INTRODUCTION

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

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

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

The planning period for a *CIP* is six years. Expenditures proposed for years one and two of the program are incorporated into the City's Biennial Budget as the Capital Budget.

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

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

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

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

1 a more even tax impact and to prioritize their projects while still providing quality facilities and  
 2 services for the citizens they serve. This is consistent with *Guiding Principle #8* and it's  
 3 supporting policies 8.1, 8.2, 8.4, 8.5, 8.6

#### 5 **Growth Management Act Requires a Capital Facilities Plan**

6 This *Capital Facilities Element* update has been developed in accordance with the RCW  
 7 36.70A.070, the *Growth Management Act (GMA)*, and WAC 365-196, the Procedural Criteria.  
 8 This *Capital Facilities Plan*, and other City plans adopted by reference, support the Land Use,  
 9 Housing, and Economic Elements by utilizing the same 2036 population and employment  
 10 forecasts.

11  
 12 This *Capital Facilities Plan* is the product of many separate but coordinated planning  
 13 documents and planning bodies. Each special purpose district (Schools, Parks, Fire, etc) has  
 14 its own Capital Facility Plan, Strategic Plan, and/or budget. In this *Capital Facilities Plan*, the  
 15 City adopts these special purpose district planning documents by reference. The City's  
 16 adopted functional plans are adopted by reference in this *Capital Facilities Element*, including  
 17 a Island-wide Transportation Plan, Water System Plan, a Sewer System Plan, a Storm and  
 18 Surface Water Management Program, and a Pavement Management System Plan – each  
 19 operational plan providing an inventory of existing facilities, an analysis of deficiencies and  
 20 future demand, and recommendations for capital improvements.

21  
 22 The *GMA* requires that the *Capital Facilities Element* contain a six-year financing plan, known  
 23 as a *Capital Improvement Plan (CIP)* that identifies the type and location of expanded or new  
 24 *capital facilities* and the sources of funding that will be used to pay for them.

#### 25 **Relationship of Capital Facilities Plan to the Budget**

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

#### 34 **Concurrency and Levels of Service (LOS)**

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

- 38 1. All public facilities needed to serve new development and/or a growing service area  
 39 population must be in place at the time of initial need. If the facilities are not in place, a

1 financial commitment must have been made to provide the facilities within six years of  
2 the time of the initial need; and

- 3
- 4 2. Such facilities must be of sufficient capacity to serve the service area population and/or
- 5 new development without decreasing service levels below locally established minimum
- 6 standards, known as *levels-of-service*.
- 7
- 8 3. In the allocation of funds for *capital facilities*, choices will be made. The *CFP* may
- 9 facilitate some forms of development while constraining other forms.

10

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

19

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21

22

**CAPITAL FACILITIES VISION 2036**

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

27

28 Planning and budgeting for facilities has been concurrent with subarea planning for the  
29 *designated centers*, and to a large extent, recent population growth and commerce have been  
30 concentrated in and near those centers. Recreational facilities and public lands preserved for  
31 agriculture or conservation are found throughout the Island.

32

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

# GOALS AND POLICIES

## GOAL CF-1

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

### Policy CF 1.1

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

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

### Policy CF 1.2

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

### Policy CF 1.3

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

- a. Preserve and maintain physical infrastructure.
- b. Use an asset management approach to the City's capital facilities.
- c. Use unexpected one-time revenues for one-time costs or reserves.
- d. Pursue innovative approaches.
- e. Maintain capacity to respond to emerging community needs.
- f. Address unfunded mandates.
- g. Selectively recover costs.

- 1 h. Recognize the connection between the operating and capital budgets.
- 2 i. Utilize partnerships wherever possible.
- 3 j. Remain committed to City *goals* over the long run.
- 4 k. Anticipate and respond to the impacts of *climate change* and sea level rise.

5 **Policy CF 1.4**

6 Ensure that capital improvement projects are:

- 7 a. Financially feasible.
- 8 b. Consistent with planned growth patterns provided in the *Comprehensive Plan*.
- 9 c. Consistent with State and Federal law.
- 10 d. Compatible with plans of state agencies.
- 11 e. Sustainable within the operating budget.

12 **Policy CF 1.5:** Give priority consideration to projects that:

- 13 a. Are required to comply with State or Federal law.
- 14 b. Implement the *Comprehensive Plan*.
- 15 c. Are needed to meet concurrency requirements for growth management.
- 16 d. Are already initiated and to be completed in subsequent phases.
- 17 e. Renovate existing facilities to remove deficiencies or allow their full use, and preserve
- 18 the community's prior investment or reduce maintenance and operating costs.
- 19 f. Replace worn-out or obsolete facilities.
- 20 g. Are substantially funded through grants or other outside funding.
- 21 h. Address public hazards.

22 **Policy CF 1.6**

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

24 **Policy CF 1.7**

25 Recognize that the year in which a project is carried out, or the exact amounts of expenditures

26 by year for individual facilities, may vary from amounts stated in the *Capital Facilities Plan* due

27 to:

- 28 a. Unanticipated revenues or revenues that become available to the City with conditions
- 29 about when they may be used,

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

**GOAL CF-2**

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

**Policy CF 2.1**

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

**Policy CF 2.2**

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

**Policy CF 2.3**

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

**GOAL CF-3**

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

**Policy CF 3.1**

Ensure a balanced approach to allocating financial resources among: (1) maintaining existing facilities, (2) eliminating existing *capital facility* deficiencies, and (3) providing new or expanding facilities to serve development and encourage redevelopment.

**Policy CF 3.2**

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

**Policy CF 3.3**

Allow developers who install infrastructure with excess capacity to use *latecomers agreements* wherever reasonable.

**Policy CF 3.4**

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

1 **Policy CF 3.5**

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

5  
6 **Policy CF 3.6**

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

- 8 a. Growth-induced tax revenues.
- 9 b. Additional voter-approved revenue.
- 10 c. Impact Fees.
- 11 d. Benefit Districts.
- 12 e. Local Improvement Districts.

13 **Policy CF 3.7**

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

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

24 **Policy CF 3.8**

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

27  
28 **GOAL CF-4**

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

31 **Policy CF 4.1**

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

34

1 **Policy CF 4.2**

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

4 **Policy CF 4.3**

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

7 **Policy CF 4.4**

8 Encourage public facilities to incorporate energy generation where possible.

9

# CAPITAL FACILITIES INVENTORY & PLANNING

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11

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

17  
18  
19  
20

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

21 **City Offices, Facilities, and Undeveloped Land**

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

25  
26

**Table 1: City Land and Office Facility Inventory**

Building and Location	Land Area		Building Area		Owned or Leased	Uses
City Hall 280 Madison Ave. N	1.92	Ac	24,107	Sq Ft	Owned	Administration, Finance, Planning, & Engineering
Police Station- 625 Winslow Way E	0.82	Ac	7,000	Sq Ft	Owned	Police
Municipal Court 10255 NE Valley Rd.	NA		2,289	SqFt	Leased	Municipal Court
<b>Subtotal Staff Office Space</b>	<b>2.74</b>	<b>Ac</b>	<b>33,396</b>	<b>SqFt</b>		

Building and Location	Land Area		Building Area		Owned or Leased	Uses
Bainbridge Island Commons 223 BJune Ave.	0.38	Ac	4,975	SqFt	Owned	Social Services & Public Meetings
Bainbridge Performing Arts (land only) 200 Madison Ave N	2.45	Ac	NA		Owned	Land leased to BPA for \$1/yr through May, 2081
Public Works Facility 7305 NE Hidden Cove Road	12.62	Ac	22,712	SqFt	Owned	O&M Offices, Shop, and Covered Equipment Storage
Public Works Facility 7305 NE Hidden Cove Road	Included Above		1,524	SqFt	Owned	Covered Storage
Public Works Facility 7305 NE Hidden Cove Road	Included Above		NA		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	NA		Owned	Wells, pump stations, etc.
<b>Total</b>	<b>34.68</b>	<b>Ac</b>	<b>67,007</b>	<b>SqFt</b>		

1

2 **Table 2: City Public Works Facilities Inventory**

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

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

3

4 **Table 3: City Undeveloped Land Inventory**

Location / Description	Land Area		Owned or Leased	Uses
High School Rd. near Madison	1.42	Ac	Owned	Proposed surplus property
Head of the Bay	30.77	Ac	Owned	Wellhead protection
Suzuki Property	13.83	Ac	Owned	Potential Surplus property
Salter Property	5.00	Ac	Owned	Transferring to Park District
Johnson Farm	14.51	Ac	Owned	Agricultural/Open space
Suyematsu Farm	15.00	Ac	Owned	Agricultural land
County Gravel Pit ("Lovgren Pit")	15.54	Ac	Owned	Transferring to Park District
Council Site ("Road Shed")	2.00	Ac	Owned	Proposed surplus property
Council Site ("Myers Pit")	6.00	Ac	Owned	Proposed surplus property

Location / Description	Land Area		Owned or Leased	Uses
Vincent Road Landfill	34.15	Ac	Owned	Public Works Facility/open space
Manitou Property less tidelands	1.36	Ac	Owned	Open space
M & E Tree Farm	13.00	Ac	Owned	Open space/Agricultural
Morales Property	4.74	Ac	Owned	Agricultural land
Crawford Property	2.30	Ac	Owned	Agricultural land
Ft. Ward Estates - 5 lots	1.61	Ac	Owned	Transferring to Park District
Ft. Ward Parade Ground - 2 lots	0.28	Ac	Owned	Transferring to Park District
Lost Valley Trail	8.06	Ac	Owned	Open space
Blossom - Sullivan Road	3.32	Ac	Owned	Transferring to Park District
Waypoint Park	1.03	Ac	Owned	Open space
Strawberry Plant	4.20	Ac	Owned	Shoreline restoration and park
Bentryn Property	11.50	Ac	Owned	Agricultural land
Pritchard Park Phase II - East	27.18	Ac	Owned	Shoreline restoration and park
Meigs Farm (Cool) & Lowery	24.85	Ac	Owned	Transferring to Park District
Misc. unimproved land	2.24	Ac	Owned	No use specified
<b>Total</b>	<b>245.06</b>	Ac		
<b>Open Space &amp; Future Park Land Included Above:</b>			<b>138.46</b>	<b>Acres</b>

1 **Parks & Trails**

2 Most of the parks and trails on Bainbridge Island are owned and managed by the Bainbridge  
 3 Island Metropolitan Park and Recreation District. The City has a few parks which are generally  
 4 maintained (with the exception of Waterfront Park) by the Park District under contract to the  
 5 City. During the past several years, the City has acquired or helped the Park District acquire a  
 6 large amount of *open space* and park lands. A number of these parcels are being transferred  
 7 to the Park District based on Resolution Number 2011-16. The City adopts by reference the  
 8 [2014-2020 Bainbridge Island Park and Recreation District Comprehensive Plan](#) (and any  
 9 subsequent update), which establishes *levels of service* for park and recreation facilities for the  
 10 Island.

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

13 Of the many types of *capital facilities* that are constructed, operated and maintained by the  
 14 City, the most familiar to citizens are the transportation facilities. Where there are facility  
 15 needs that involve SR305 or the ferries, the Washington State Department of Transportation  
 16 assumes the costs. Kitsap Transit pays for facilities that support transit service.

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

1 **Drinking Water**

2 Domestic drinking water is supplied by the City of Bainbridge Island, Kitsap County P.U.D. No.  
 3 1, numerous smaller public water systems (2 or more hookups), and over 1,000 private single-  
 4 dwelling wells.

5  
 6 The *levels of service* for water systems on Bainbridge Island are the minimum design  
 7 standards and performance specifications provided in the [2005 Kitsap County Coordinated](#)  
 8 [Water System Plan](#). Fire flow requirements are regularly updated by the City, in coordination  
 9 with the Bainbridge Island Fire Department, most recently adopted by Ordinance 2016-13 and  
 10 are tiered based on zoning and type of construction. Residences can satisfy deficiencies by  
 11 installing individual sprinkler systems. *Levels of service* for the City water system are identified  
 12 in the [City Water System Plan Update](#).

13  
 14 The Kitsap Public Health District records indicate approximately 170 water systems on the  
 15 Island that have 2 or more households connected. The number of Group A & B systems are  
 16 listed below and following is a summary of systems with more than 100 connections.

17  
 18 **Table 4: Group A & B Water Systems**

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

19  
 20 **Table 5: Waters Systems with over 100 Connections (2016)**

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

21  
 22 Most existing water systems were established under state and local guidelines and generally  
 23 provide high quality water at an adequate pressure and flow rate for residential use. However,  
 24 because of the number of systems on the Island, there are systems that may not be in  
 25 compliance with Department of Health water quality requirements and may not meet minimum  
 26 requirements of pressure and reliability. It is also likely that most of the smaller systems have

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

### 4 **Winslow Water System**

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

### 12 **Sanitary Sewage Disposal**

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

20  
21 *Levels of service* for wastewater treatment systems are typically expressed as the number of  
22 gallons of flow per capita per day and the level of treatment provided by the treatment plant.  
23 The current and proposed level of service for the Winslow service area follow the Department  
24 of Ecology guidelines of 100 gallons per capita per day (flow) and secondary treatment. In  
25 areas not served by treatment plants, on-site septic systems must be built to Kitsap Public  
26 Health District standards that consider combinations of lot size, soil type, infiltration capacity,  
27 depth to hardpan, and proximity to surface water among others.

28  
29 The Winslow sanitary sewer system consists of two separate parts: the collection system, and  
30 the treatment plant. The City completed the update to the [General Sewer Plan](#) in 2015. The  
31 updated plan documents the inventory of the existing system and needs for new facilities and  
32 replacement or upgrading existing facilities during the coming decade.

### 34 **Surface & Storm Water Management**

35 In the Winslow urban area and a few smaller areas, stormwater is managed by a combination  
36 of piped collectors, roadside ditches and natural stream channels. All other watersheds and  
37 sub-basins on the Island are drained by natural streams and roadside ditches only. The  
38 existing natural drainage system consists of wetlands, streams, springs, ditches, and culverts

1 crossing roadways and is labor intensive to maintain. Surface and storm water is managed by  
 2 the City as a utility. [Ongoing surface and stormwater system evaluations are used to identify](#)  
 3 [capital projects](#). In addition, the City places priority on the improvement and restoration of  
 4 natural stream channels, particularly undersized or perched culverts, for the improvement of  
 5 fish passage and fish habitat.  
 6  
 7

## CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

8  
 9  
 10 In planning for future *capital facilities*, several factors have to be considered. Many are unique  
 11 to the type of facility being planned. The process used to determine the location of a new water  
 12 line is very different from the process used to determine the location of a new bike lane. Many  
 13 sources of financing can only be used for certain types of projects. Therefore, this Capital  
 14 Facilities Element and Plan is actually the product of many separate but coordinated functional  
 15 planning documents, each focusing on a specific type of facility. These plans utilize the same  
 16 year 2036 population forecast that the Land Use Element of this *Comprehensive Plan*  
 17 accommodates. These functional plans are therefore adopted by referenced. They are listed  
 18 (and hyperlinked) below.  
 19

- 20 • [Island-wide Transportation Plan](#)
- 21 • [City General Sewer Plan](#)
- 22 • [City Water System Plan](#)

## SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

25  
 26  
 27 In addition to planning for capital facilities and projects such as public buildings, bike lanes and  
 28 sewer infrastructure, the GMA requires that jurisdictions plan public capital projects, such as  
 29 for parks, fire and schools. The City has several special districts that serve the entire Island  
 30 (e.g. B.I. Fire Department) and some that serve certain geographical areas, but not the entire  
 31 Island (e.g. Kitsap County Sewer District 7). The City coordinates with these other special  
 32 districts to ensure that they are using the same land use designations and population  
 33 forecasts. These special district plans are therefore adopted by reference. They are listed  
 34 (and hyperlinked) below.

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

## SIX-YEAR CAPITAL IMPROVEMENT PLAN

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

## CAPITAL FACILITIES IMPLEMENTATION

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

### HIGH PRIORITY ACTIONS

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

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

1 **Policy CF 1.1**

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

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

10  
11 **Action #2. Coordinate the City’s plans and capital investment programs with those of**  
12 **other jurisdictions responsible for providing and maintaining capital facilities on the**  
13 **Island.**

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

16  
17 **GOAL CF-2** As growth occurs, provide the capital facilities needed to direct and serve  
18 future development and redevelopment.

19  
20 **MEDIUM PRIORITY ACTIONS**

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

24  
25 **GOAL CF-4** Public facilities constructed on Bainbridge Island meet appropriate safety,  
26 construction, durability and sustainability standards.

27  
28 **Policy CF 4.2** Regularly update the Engineering Development and Design Standards, and  
29 ensure that the Standards are consistent with the Comprehensive Plan.

# CAPITAL FACILITIES ELEMENT

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## TABLE OF CONTENTS

<b>INTRODUCTION.....</b>	<b>2</b>
<b>CAPITAL FACILITIES VISION (TBD)</b>	<b>5</b>
<b>GOALS AND POLICIES</b>	<b>6</b>
<b>CAPITAL FACILITIES INVENTORY &amp; PLANNING .....</b>	<b>9</b>
CITY OFFICES, FACILITIES, & UNDEVELOPED LAND .....	10
PARKS & TRAILS .....	12
TRANSPORTATION FACILITIES (ROADS, BIKE LANES, SIDEWALKS, TRAILS) .....	14
WATER .....	15
<i>Winslow Water System</i> .....	16
SANITARY SEWAGE DISPOSAL .....	17
SURFACE & STORM WATER MANAGEMENT .....	18
<b>CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE</b>	<b>19</b>
<b>SPECIAL PURPOSE PLANS ADOPTED BY REFERENCE</b>	<b>19</b>
<b>SIX-YEAR CAPITAL IMPROVEMENT PLAN .....</b>	<b>20</b>
<b>APPENDICES:</b>	
A. Bainbridge Island School District — 2013-2019 Capital Facilities Plan	
C. Bainbridge Island Metropolitan Park and Recreation District CIP	
D. Bainbridge Island Fire District Financial Plan	
E. Kitsap County Sewer District 7 Response	
F. Kitsap Public Utility District Capital Improvements	
<b>Library</b>	

## LIST OF TABLES

TABLE 1: CITY LAND AND OFFICE FACILITY INVENTORY .....	10
TABLE 2: CITY PUBLIC WORKS FACILITIES INVENTORY .....	11
TABLE 3: CITY UNDEVELOPED LAND INVENTORY .....	11
TABLE 4: PARK FACILITY LEVELS OF SERVICE.....	12
TABLE 5: PARKS & TRAILS INVENTORY .....	13
TABLE 6: TRANSPORTATION FACILITIES INVENTORY .....	15
TABLE 7: WATER SYSTEM LEVELS OF SERVICE .....	15
TABLE 8: GROUP A & B WATER SYSTEMS .....	16
TABLE 9: WATERS SYSTEMS WITH OVER 100 CONNECTIONS .....	16
TABLE 10: WINSLOW WATER SYSTEM WELL INVENTORY .....	17
TABLE 11: WINSLOW SEWER FACILITY INVENTORY .....	18

## INTRODUCTION

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

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

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

The planning period for a CFP is six years, and capital projects planned within . Expenditures proposed for years one and two of the program are incorporated into the City's Biennial Budget as the Capital Budget.

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

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

Capital Facilities Plans (CFPs) are required under State law to identify capital facility deficiencies needed to serve our existing population, plan for capital facility improvements to meet the needs of our future population, and ensure that local governments have the fiscal capacity to afford to construct and maintain those capital facilities. ~~The 2015 CFP update includes an inventory of existing facilities, a 20-year forecast of capital facility needs, and a 6-year Capital Improvement Plan (CIP) for the years 2015-2020.~~

The Capital Facilities Plan includes summary details of the major capital projects of the City and a financial capacity analysis. As the general purpose government on Bainbridge Island, the City is required to analyze and integrate the capital facilities plans from special purpose districts (Schools, Parks, Fire, etc) into its Capital Facilities Plan. The City and the special purpose districts continue to work together to integrate their capital planning efforts to provide a more even tax impact and to prioritize their projects while still providing quality facilities and services for the citizens they serve. This is consistent with Guiding Principle #8 and it's supporting policies 8.1, 8.2, 8.4, 8.5, 8.6 and 8.7 Goal 6 of the Framework of the Comprehensive Plan:

*All government entities strive to cooperate and serve their constituents in a fiscally sound manner; and Policy CF1.10 of the Capital Facilities Element: The City shall coordinate with other public entities*

*which provide public services within the City to ensure that the Capital Facilities Plans of each of these entities are consistent with the City's Comprehensive Plan.*

### **Growth Management Act Requires a Capital Facilities Plan**

This Capital Facilities Plan update has been developed in accordance with the RCW 36.70A.070, the Growth Management Act (GMA), and WAC 365-196, the Procedural Criteria. This Capital Facilities Plan, and other City plans adopted by reference, support the Land Use, Housing, and Economic by utilizing the same 2036 population and employment forecasts. ~~It begins with a short review of some of the concepts behind the Capital Facilities Plan.~~

This Capital Facilities Plan is the product of many separate but coordinated planning documents and planning bodies. ~~Each of the special purpose districts (Schools, Parks, Fire, etc) has its own Capital Facilities Plan, or Strategic Plans, and/or budget. In this Capital Facilities Plan, the City adopts these special district planning documents by reference, which are attached as appendices to this document. The City's Comprehensive Plan has various elements that relate land use, and population growth, management to water resources and transportation., which in turn have various~~ The City's adopted functional plans are adopted by reference in this Capital Facilities Element, including a Non-Motorized Island-wide Transportation Plan, Water System Plan, a Sewer System Plan, a Stormwater and Surface Water Management Program Plan, and a Pavement Management System Plan – each operational plan providing an inventory of existing facilities, an analysis of deficiencies and future demand, and recommendations for capital improvements.

~~Most facilities must be planned for years in advance, which means determining not only when a facility will be needed but how it will be financed. For facilities that are projected for four to six years in the future, capital costs are more estimates than actual. As the time for construction nears, actual costs are narrowed as design and engineering are completed. It is important to remember that capital facilities planning is not a once a year or once every two years effort, but an ongoing process requiring continual review as new information becomes available, conditions change, and priorities evolve.~~

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

- ~~1) What is the quantity of the public facilities that will be required during the next six years? (identified in the inventory and needs analysis);~~
- ~~2) Is it financially feasible to provide the quantity of facilities that are required? (do we now, or will we, have the money to pay for them?)~~

~~Dependable revenue sources must be identified that equal or exceed the anticipated costs. If the costs exceed the revenue, the local government must reduce its level of service, reduce its costs (or increase revenue), or modify the land-use element of its Comprehensive Plan to bring future development into balance with available or affordable facilities and services. This plan will examine each type of facility separately. The costs of all the facilities will then be added together in order to determine the financial feasibility of the plan. The Capital Facilities Plan is intended to be a planning document. It, therefore, does not contain the level of detail that the annual budget must contain. Some costs in the plan are estimated in order to give citizens a general idea of how much certain types of projects or facilities may cost.~~

## **Relationship of Capital Facilities Plan to the Budget**

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

## **What is a Capital Facility?**

~~Capital facilities are those public facilities, including utilities, which are necessary for a government to carry out its functions to provide services to its citizens. Examples are roads, public buildings, schools, parks, water and sewer systems, fire protection and police protection facilities, and libraries. Often the entire collection of these facilities is referred to as infrastructure. Studies or plans (e.g. transportation studies) are not capital facilities and are not included in the Capital Facilities Plan.~~

~~There are several categories of capital projects and a key distinction is whether new or expanded facilities will serve existing residents or future population growth. Projects may also be proposed to maintain or repair existing capital facilities (cure deficiencies). The categories are as follows and will be used to identify specific projects proposed in the Plan:~~

- ~~(M) Major maintenance, repair, renovation, or replacement of an existing facility that do not add additional capacity.~~
- ~~(E) New facilities or improvements to existing facilities that provide added capacity to serve the existing population.~~
- ~~(N) New facilities or improvements to existing facilities that are built primarily to provide added capacity to serve future population or employment growth.~~

## **How are Capital Facility Projects Identified?**

~~Capital facility projects are generally identified from a planning process for a particular type of facility (e.g. roads, sewer, water, schools, parks, etc) that includes an inventory of existing facilities, an analysis of existing and future demand for service, an analysis of existing or anticipated deficiencies in service (often based on adopted levels of service), and maintenance needs. This planning process is typically incorporated into a local government's Comprehensive Plan or a specific system plan which is then adopted as part of a Comprehensive Plan.~~

## **Concurrency and Levels of Service (LOS)**

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

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

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

Levels-of-service (LOS) are usually quantifiable measures of the amount and/or quality of public facilities or services that are provided to the community and are usually expressed as a ratio of amount of service to a selected demand unit. For example, sewer LOS is expressed as 100 gallon per capita per day, public school LOS may be expressed as the number of square feet available per student or as the number of students per classroom. Police or Fire protection may be expressed as the average response time for emergency calls. ~~Parks LOS is often expressed as the number of acres of park per 1,000 population.~~ Factors that influence local standards are citizen and City Council recommendations, national standards, federal and state mandates, and the standards of neighboring jurisdictions. ~~Once the level of service is decided upon it can then be determined what capital improvements are necessary to 1) cure any existing deficiencies, and 2) maintain that level as the community grows.~~

### **Prioritizing Capital Projects**

~~Since it is unlikely that there is adequate money and resources to implement every capital project in a one-year period, the City goes through a process to prioritize capital projects. The City uses a combination of criteria to prioritize and rank projects that are proposed in a Six-Year Capital Improvement Project (CIP) list, including consistency with the City's Comprehensive Plan, level of service deficiency, financial capacity, budgetary policies, and community need. A recommended Capital Facilities Plan is presented to the City Council for consideration and adoption. Public outreach and participation is integrated throughout this process.~~

## **CAPITAL FACILITIES VISION 2036**

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

Planning and budgeting for facilities has been concurrent with subarea planning for the *designated centers*, and to a large extent, recent population growth and commerce have been concentrated in and near those centers. Recreational facilities and public lands preserved for agriculture or conservation are found throughout the Island.

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

## GOALS AND POLICIES

### **GOAL CF-1**

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

#### **Policy CF 1.1**

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

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

#### **Policy CF 1.2**

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

#### **Policy CF 1.3**

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

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

**Policy CF 1.4**

Ensure that capital improvement projects are:

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

**Policy CF 1.5: Give priority consideration to projects that:**

- a. Are required to comply with State or Federal law.
- b. Implement the Comprehensive Plan.
- c. Are needed to meet concurrency requirements for growth management.
- d. Are already initiated and to be completed in subsequent phases.
- e. Renovate existing facilities to remove deficiencies or allow their full use, and preserve the community's prior investment or reduce maintenance and operating costs.
- f. Replace worn-out or obsolete facilities.
- g. Are substantially funded through grants or other outside funding.
- h. Address public hazards.

**Policy CF 1.6**

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

**Policy CF 1.7**

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

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

**GOAL CF-2**

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

**Policy CF 2.1**

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

**Policy CF 2.2**

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

**Policy CF 2.3**

Require new development to fund the capital facilities needed to accommodate the development.

**GOAL CF-3**

Prudently manage fiscal resources to provide needed capital facilities.

**Policy CF 3.1**

Ensure a balanced approach to allocating financial resources among: (1) maintaining existing facilities, (2) eliminating existing capital facility deficiencies, and (3) providing new or expanding facilities to serve development and encourage redevelopment.

**Policy CF 3.2**

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

**Policy CF 3.3**

Allow developers who install infrastructure with excess capacity to use latecomers agreements wherever reasonable.

**Policy CF 3.4**

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

**Policy CF 3.5**

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

**Policy CF 3.6**

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

- a. Growth-induced tax revenues.
- b. Additional voter-approved revenue.
- c. Impact Fees.
- d. Benefit Districts.

e. Local Improvement Districts.

**Policy CF 3.7**

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

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

**Policy CF 3.8**

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

**GOAL CF-4**

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

**Policy CF 4.1**

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

**Policy CF 4.2**

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

**Policy CF 4.3**

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

**Policy CF 4.4**

Encourage public facilities to incorporate energy generation where possible.

## CAPITAL FACILITIES INVENTORY & PLANNING

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

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

### **City Offices, Facilities, & Undeveloped Land**

City offices are located at several sites due to space constraints at City Hall. Additional City buildings and facilities provide a variety of functions, including public works operations and house cultural and social services. ~~In recent years, the City has also led an extensive effort to purchase open space and agricultural lands throughout the Island with revenue generated from an \$8 million bond approved by voters in 2001.~~

**Table 1: City Land and Office Facility Inventory**

Building and Location	Land Area		Building Area		Owned or Leased	Uses
City Hall 280 Madison Ave. N	1.92	Ac	24,107	Sq Ft	Owned	Administration, Finance, Planning, & Engineering
Police Station- 625 Winslow Way E	0.82	Ac	7,000	Sq Ft	Owned	Police
Municipal Court 10255 NE Valley Rd.	NA		2,289	SqFt	Leased	Municipal Court
<b>Subtotal Staff Office Space</b>	<b>2.74</b>	<b>Ac</b>	<b>33,396</b>	<b>SqFt</b>		
Bainbridge Island Commons 223 BJune Ave.	0.38	Ac	4,975	SqFt	Owned	Social Services & Public Meetings Under renovation in 2012
Bainbridge Performing Arts (land only) 200 Madison Ave. N	2.45	Ac	NA		Owned	Land leased to BPA for \$1/yr through May, 2081
Public Works Facility 7305 NE Hidden Cove Road	12.62	Ac	22,712	SqFt	Owned	O&M Offices, Shop, and Covered Equipment Storage
Public Works Facility 7305 NE Hidden Cove Road	Included Above		1,524	SqFt	Owned	Covered Storage
Public Works Facility 7305 NE Hidden Cove Road	Included Above		NA		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	NA		Owned	Wells, pump stations, etc.
<b>Total</b>	<b>34.68</b>	<b>Ac</b>	<b>67,007</b>	<b>SqFt</b>		

**Table 2: City Public Works Facilities Inventory**

Facility	Floor Area		Function
Portable office trailers (43)	2,520	SqFt *	Storage, safety & future parks buildings
Steel shop building	2,400	SqFt	Storage - holds telemetry
PW Facility - Wood Building	100	SqFt	Well house
PW Facility - Shop	7,776	SqFt *	Mechanics Shop / Equipment Maintenance
PW Facility - Covered Equipment Storage	11,520	SqFt *	Covered Equipment Storage
PW Facility - Office Trailer	1,792	SqFt *	O & M Office
Fueling Facility			Vehicle Fueling inside covered equipment storage building
<b>Total</b>	<b>26,108</b>	SqFt	

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

**Table 3: City Undeveloped Land Inventory**

Location / Description	Land Area		Owned or Leased	Uses
High School Rd. near Madison	1.42	Ac	Owned	proposed surplus property
Head of the Bay	30.77	Ac	Owned	Wellhead protection
<del>Lumpkin Property</del>	<del>11.00</del>	<del>Ac</del>	<del>Owned</del>	<del>Transferring to Park District Transferred</del>
Suzuki Property	13.83	Ac	Owned	Potential Surplus property
Salter Property	5.00	Ac	Owned	Transferring to Park District
Johnson Farm	14.51	Ac	Owned	Agricultural/Open space
Suyematsu Farm	15.00	Ac	Owned	Agricultural land
County Gravel Pit ("Lovgren Pit")	15.54	Ac	Owned	Transferring to Park District
Council Site ("Road Shed")	2.00	Ac	Owned	Proposed surplus property
Council Site ("Myers Pit")	6.00	Ac	Owned	Proposed surplus property
Vincent Road Landfill	34.15	Ac	Owned	Public Works Facility/open space
Manitou Property less tidelands	1.36	Ac	Owned	Open space
M & E Tree Farm	13.00	Ac	Owned	Open space/Agricultural
Morales Property	4.74	Ac	Owned	Agricultural land
Crawford Property	2.30	Ac	Owned	Agricultural land
Ft. Ward Estates - 5 lots	1.61	Ac	Owned	Transferring to Park District
Ft. Ward Parade Ground - 2 lots	0.28	Ac	Owned	Transferring to Park District
Lost Valley Trail	8.06	Ac	Owned	Open space
Blossom - Sullivan Road	3.32	Ac	Owned	Transferring to Park District
Waypoint Park	1.03	Ac	Owned	Open space
Strawberry Plant	4.20	Ac	Owned	Shoreline restoration and park
Bentryn Property	11.50	Ac	Owned	Agricultural land
Pritchard Park Phase II - East	27.18	Ac	Owned	Shoreline restoration and park
Meigs Farm (Cool) & Lowery	24.85	Ac	Owned	Transferring to Park District
Misc. unimproved land	2.24	Ac	Owned	No use specified
<b>Total</b>	<del>256.06</del> <b>245.06</b>	<b>Ac</b>		
<b>Open Space &amp; Future Park Land Included</b>			<b>149.46</b>	<b>Acres</b>

Above:	<u>138.46</u>	
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## Parks & Trails

Most of the parks and trails on Bainbridge Island are owned and managed by the Bainbridge Island Metropolitan Park and Recreation District. The City has a few parks which are generally maintained (with the exception of Waterfront Park) by the Park District under contract to the City. During the past several years, the City has acquired or helped the Park District acquire a large amount of open space and park lands. A number of these parcels are being transferred to the Park District based on Resolution Number 2011-16. The City ~~adopts by reference~~ has adopted the [2014-2020 Bainbridge Island Park and Recreation District Comprehensive Plan](#) (and any subsequent update), which establishes levels of service for park and recreation facilities for the Island as ~~summarized below~~. ~~Note on columns: NRPA is National Park & Recreation Association; RCO is Washington State Recreation & Conservation Office (formerly the Interagency for Outdoor Recreation); BIP&R is property and facilities owned by the Park and Recreation District; All is all properties and facilities on Bainbridge Island; Recommend is the recommended additional properties and facilities included in the plan.~~

**Table 4: Park Facility Levels of Service** **RECOMMEND DELETING TABLE 4 & 5: This information is in BIMPRD Plan**

	NPRA	RCO	BIP&R	All	Reemmd.
Acres of Park Land			1413	2506	310
—Ratio per Thousand Population	34.45		62.5	110.9	95.48
Waterfront – Freshwater			1	1	0
—Ratio per Thousand Population			0.04	0.04	0.03
Waterfront – Saltwater			15	20	0
—Ratio per Thousand Population			0.66	0.88	0.68
Kayaking and Canoeing Launch Sites			4	4	7
—Ratio per Thousand Population			0.18	0.18	0.37
Boat ramps – saltwater			1	2	0
—Ratio per Thousand Population		1.77	0.04	0.09	0.17
Picnic Tables			54	151	106
—Ratio per Thousand Population			2.39	6.68	8.71
Picnic Shelters			7	10	8
—Ratio per Thousand Population			0.31	0.44	0.61
Multipurpose bike and hike trails (miles)			18.7	20.6	20.7
—Ratio per Thousand Population	0.50	0.13	0.83	0.91	1.40
Beach Trail (miles)			1.5	2.6	20.7
—Ratio per Thousand Population			0.07	0.12	0.79
Hiking trail (miles)			28.5	34.7	28.1
—Ratio per Thousand Population	0.50	0.14	1.26	1.54	2.13
Off leach dog parks			1	1	4
—Ratio per Thousand Population			0.04	0.04	0.17
Playgrounds			8	15	10
—Ratio per Thousand Population		0.53	0.35	0.67	0.85
Skateboard courts			1	1	9
—Ratio per Thousand Population			0.04	0.04	0.34
Outdoor Basketball Courts			2.5	9.5	12.0
—Ratio per Thousand Population	0.30	0.09	0.11	0.42	0.73
Tennis Courts			5	16	6
—Ratio per Thousand Population	0.50	0.22	0.22	0.71	0.75

Soccer Fields—Youth			3	7	0
—Ratio per Thousand Population			0.13	0.31	0.24
Soccer Fields—Adult			2	4	0
—Ratio per Thousand Population	0.10	0.29	0.09	0.18	0.14
Baseball/softball fields—youth			6	10	0
—Ratio per Thousand Population			0.27	0.44	0.34
Baseball/softball fields—youth			5	6	0
—Ratio per Thousand Population	0.40	0.49	0.22	0.26	0.20
Swimming Pool—sq feet			9400	16400	0
—Ratio per Thousand Population	0.05	503	416	725	546
Indoor Recreation Centers (Gymnasium)-sq ft			11000	70000	15000
—Ratio per Thousand Population			487	3097	2881
Indoor Rec Centers (physical conditioning)-Sq Feet			11000	34200	2400
—Ratio per Thousand Population			487	1513	1240
Teen Center—sq feet			3000	3000	8000
—Ratio per Thousand Population			133	133	373
Senior Center—sq feet			4800	4800	12000
—Ratio per Thousand Population			212	212	570
Golf Courses—holes			0	27	0
—Ratio per Thousand Population	0.13	0.43		1.19	0.92
Golf Driving Ranges			0	2	0
—Ratio per Thousand Population				0.09	0.07

**Table 5: Parks & Trails Inventory**

Park Site	Owner	Facilities	Size (Acres)
<b>Resource Conservancy :</b>			
—Meigs Park	Park District	None as yet	67.0
—W. Port Madison Preserve	Park District	Trails, picnic shelters, beach access	13.8
—Manzanita Park	Park District	Horse & pedestrian trails	120.0
—The Grand Forest	Park District	Horse & pedestrian trails	240.0
—Gazzam Lake Preserve (Close, Peters and Veterane)	Park District	Horse & pedestrian trails Beach Access	444.6
—Battle Point Park, North	Park District	Fishing pond, trails, picnicking	45.3
—Rockaway Beach Parcels	Park District	None as yet—undesignated	0.5
Hawley Cove Park (Eagle Harbor)	Park District	None as yet—undesignated	11.7
Ted Olson Park	Park District	Trails	17.0
<b>Athletic Parks/Playgrounds :</b>			
—Battle Point Park, South	Park District	Sport courts, fields, play area, trails, horse arena, maintenance facility	45.0
—Strawberry Hill Park	Park District	Sport courts, field sports, classrooms, skate park, picnicking, administrative offices	17.8
—Aaron Tot Park	Park District	Children's play structure	0.3
—Eagledale Park	Park District	Sport courts, play structure, covered picnic shelter, art center	6.7
—Gideon Park	Park District	Trail and playground	2.5
—Hidden Cove Park	Park District	Ballfields and trails	7.8
—Rotary Park	Park District	Ballfields & children's' play structure	9.8

-Sands Road Park	School District	Ballfields	10.0
<b>Resource Activity Parks :</b>			
-Camp Yeomalt	Park District	Multi use bldg, trail, picnicking	3.0
-Waterfront Park	City Park	Boat launch, picnicking, tennis courts, playground	8.1
T'Chookwop Park	Park District	Picnicking	0.3
-Fay Bainbridge Park	Park District	Picnicking, camping, boat launch, volleyball, sandy beach	16.8
-Fort Ward Park	Park District	Boat launch, picnicking, trails, beach access	137.0
Hidden Cove Park (Spargur)	Park District	Shoreline and boat access—to be designed	6.1
-Pritchard Park	Park District & City	Shoreline access, WWII Japanese-American Memorial	21.9
-Blakely Harbor Park	Park District	Picnicking, hand-carry boat access, shoreline	39.0
<b>Recreation Centers :</b>			
-Island Center Park	Park District	Community hall, picnicking	2.5
<b>Linear Park / Trail :</b>			
-Fairy Dell Trail Park	Park District	Trail and beach access	2.5
-South End Trails	Park District	Trails, easements, trail implementation	4 linear miles
-Forest to Sky Trails	Park District	Trails, easements, trail implementation	10.7
<b>Special Use Facility :</b>			
-B. I. Aquatic Center	Park District (leased)	Aquatic Center	1.5
-Point White Dock	Park District	Dock, fishing, clamming	0.3
<b>Other :</b>			
-City Open Space	City	None—Designated for Open Space / Ag	163.72
<b>Total (Acres)</b>			<b>1,470.72</b>

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

Of the many types of capital facilities that are constructed, operated and maintained by the City, the most costly and most familiar to citizens are the transportation facilities. Where there are facility needs that involve SR305 or the ferries, the Washington State Department of Transportation assumes the costs. Kitsap Transit pays for facilities that support transit service.

The transportation system outside of historic Winslow has suffered from "deferred maintenance." The Pavement Management System (PMS) studies periodically conducted for the City indicated the wearing surface of many of the roads to be at or near failure, especially the smaller suburban roads. Since many of the Island's roads were initially only scraped and then a thin layer of asphalt applied, the maintenance performed by the City is usually more extensive, and costly, than normal maintenance of "paved" roads. Many roads, having no substantial base before placing asphalt, need considerable base preparation. The PMS study indicated a need for \$600,000 per year for 10-12 years in the annual roads maintenance and repaving program to maintain the roads at the then current status. The City Council recently committed to providing \$600,000 per year for the next 6 years to address annual roads maintenance, and is in the process of identifying additional road reconstruction project needs and associated funds.

A complete inventory of the Island's transportation facilities is contained in the [Island-wide Transportation Plan System Study](#) and a complete inventory of the Island's non-motorized transportation facilities is contained in the [Non-Motorized Transportation Plan](#). A summary of those facilities follows:

**Table 6: Transportation Facilities Inventory**

Type of Facility	Description	Example	Length	
— FRC 1 *	State Highway	SR305	6.8	miles
— FRC 2 *	Secondary Arterial	Miller Road	35.2	miles
— FRC 3 *	Collectors	Oddfellows Road	42.3	miles
— FRC 4 *	Residential Urban	Wood Avenue	21.7	miles
— FRC 5 *	Residential Suburban	Spargur Loop Road	38.3	miles
— FRC 6 *	Unimproved City Roads (gravel)	Walden Lane	10.2	miles
— Subtotal			<b>154.4</b>	<b>miles</b>
— Without SR305 & gravel roads			<b>137.5</b>	<b>miles</b>
Bike lanes**	Shared roadway on paved shoulders	High School Road	23.5	miles
Sidewalks	Paved walkway	Madison Ave.	7.6	miles
Trails	pedestrian, bike, equestrian, etc.	The Grand Forest	6.9	miles

\*FRC = Functional Road Classification; Source: Public Works Department, Pavement Management Program (Klohn Leonoff)

\*\* With the exception of SR305, bike lanes on Bainbridge Island are three to five foot paved shoulders. Bike lanes are reported in lane miles. SR305 is included here.

## Drinking Water

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

The levels of service in the ~~Water Element~~ for water systems on Bainbridge Island are the minimum design standards and performance specifications provided in the 1992 [2005 Kitsap County Coordinated Water System Plan](#). Fire flow requirements ~~were~~ are regularly updated by the City, in coordination with the Bainbridge Island Fire Department, most recently adopted by Ordinance 2016-13 ~~98-30~~ and Resolution 98-34 and are tiered based on zoning and type of construction. ~~Residences can satisfy deficiencies by installing individual sprinkler systems.~~ Levels of service for the City water system are identified in the [City Water System Plan Update](#). are as follows:

**Table 7: Water System Levels of Service**

Pressure	—30 psi residual
Pipe sizing	—8" diameter min. (where fire system is required)
Storage	—"Sizing Guidelines for Public Water Systems"
Quality	—Federal and State minimum standards
Fire Flow	—Residential Zone R.04 & R.1 = 500 gpm or sprinkler
Fire Flow	—Residential Other Zones = 1,000 gpm or sprinkler

Fire Flow	-Commercial & LM = 1,000 gpm or don't build
-----------	---

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

**Table 4 8: Group A & B Water Systems**

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

**Table 5 9: Waters Systems with over 100 Connections (~~2010-2013~~ 2016)**

System	# Connections	Capacity		Storage
		(ERU)	(MGD)	Volumes (gal.)
<del>PUD #1 Island Utility (Eagledale)</del>	197	455	0.43	400,000
PUD #1 North Island	1767	2,028	0.365	825,105
PUD #1 Fletcher Bay	102	Unspec	Unspec	0
Meadowmeer (MWSA)	306	335	.45	225,000
PUD #1 South Bainbridge	1,241	1,416	0.90	807,000
<u>Winslow (City)</u>	<del>2,428</del> 2,708	Unspec	Unspec	2,800,000
<b>Total</b>	<b><del>6,041</del> 6,436</b>	<b>Unspec</b>	<b>Unspec</b>	<b>5,107,105</b>

Most existing water systems were established under state and local guidelines and generally provide high quality water at an adequate pressure and flow rate for residential use. However, because of the number of systems on the Island, ~~it must be concluded that~~ there are systems that may not be in compliance with Department of Health water quality requirements and may not meet minimum requirements of pressure and reliability. It is also ~~concluded~~ likely that most of the smaller systems have poor or nonexistent fire protection designed into their systems due to the cost of providing large diameter pipes and storage tanks.

**Winslow Water System**

The Winslow Water System is owned and operated by the City of Bainbridge Island under the direction and control of the Department of Public Works. It serves an area similar to the historic Winslow city limits plus Fletcher Bay and Rockaway Beach. The system gets all of its water from the eleven wells owned by the City ~~as noted below~~. Water is pumped into the distribution system both directly from the well pumps and by booster pump stations. A detailed inventory and capacity analysis is provided in the Winslow City of Bainbridge Island Water System Plan, which was accepted by the City Council in 2016 2007. ~~The next update of this plan was scheduled for January of 2013. However the Department of Health approved an extension to this deadline in 2013.~~

**Table 10: Winslow Water System Well Inventory**

<b>Name</b>	<b>Capacity</b>		<b>Depth</b>		<b>Present Yield</b>	
Head of Bay #1	50	gpm	135	ft.	32	gpm
Head of Bay #1A	150	gpm	145	ft.	135	gpm
Head of Bay #2	215	gpm	50	ft.	184	gpm
Head of Bay #3	100	gpm	50	ft.	270	gpm
Head of Bay #4	138	gpm	150	ft.	115	gpm
Head of Bay #5	96	gpm	160	ft.	111	gpm
Head of Bay #6	110	gpm	70	ft.	91	gpm
Lower Weaver *	80	gpm	135	ft.	47	gpm
Fletcher Bay	688	gpm	1,050	ft.	500	gpm
Sands Ave. #1	288	gpm	1,055	ft.	365	gpm
Sands Ave. #2	600	gpm	1,055	ft.	400	gpm
Commodore Well	100	gpm	190	ft.	47	gpm
Taylor Avenue	80	gpm	600	ft.	56	gpm
<b>Total</b>	<b>2,615</b>	<b>gpm</b>			<b>2,297</b>	<b>gpm</b>

\*Not a potable source – used for construction

Under Washington law, water purveyors, including the City, need water rights in order to be assured that it can continue to provide water. The City has "primary" water rights for 2,054 acre-feet per year and "allocated instantaneous capacity" for 3,037 gpm (about 60% over the City's present capacity).

According to the existing Winslow Water System plan, the system's capacity is adequate to serve the needs of the potential build-out population under existing zoning and build-out to the highest density possible (to R-28) in the Land Use Element. The available sources are adequate to serve a potential population of approximately 7,900 or approximately 4,000 units. The system currently serves a population of 3,500 and approximately 3,500 residential equivalent units. There are, however, upgrades necessary to provide adequate fire flow in areas, more efficiently use existing storage capacity, rehabilitate existing wells, and improve system reliability.

### **Sanitary Sewage Disposal**

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

Levels of service for wastewater treatment systems are typically expressed as the number of gallons of flow per capita per day and the level of treatment provided by the treatment plant. The current and proposed level of service for the Winslow service area follow the Department of Ecology guidelines of 100 gallons per capita per day (flow) and secondary treatment. In areas not served by treatment plants,

on-site septic systems must be built to ~~Bremerton-Kitsap County~~ Public Health District standards that consider combinations of lot size, soil type, infiltration capacity, depth to hardpan, and proximity to surface water among others.

The Winslow sanitary sewer system consists of two separate parts: the collection system, and the treatment plant.

**Table 11: Winslow Sewer Facility Inventory**

Collection system	15 miles gravity sewer (pipes 8 inches to 12 inches diameter)
	12 miles pressure sewer (pipes 4 inches to 12 inches diameter)
	16 pumping stations (300 to 2,300 gallons per minute)
Treatment plant	Secondary treatment facility located on Donald Place NE (3.9 million gallon per day and 2642 ppd BOD)

~~The existing system will be able to accommodate projected population growth in the Winslow area through approximately 2018 if maintenance and periodic facility upgrades are performed timely. The sewer system plan was last updated in 1994 and the The City began working on completed the update to the [General Sewer Plan](#) in 2015 July, 2013. The City's goal is to have the updated General Sewer Plan finalized by June, 2015; the The updated plan will documents the inventory of the existing system and needs for new facilities and replacement or upgrading existing facilities during the coming decade. The system plan or a separate study should be done to assess infiltration and inflow (I/I) in the collection system so that an I/I reduction program can be undertaken. All pumping stations are now connected to a Supervisory Control/Data Acquisition (SCADA) system that is operated by the City's utility operations team. The SCADA system allows monitoring and operation of pumping equipment and response to alarms from a central station located at the Winslow Wastewater Treatment Plant (WWTP). Additionally, all of the City's sewer pumping stations are now equipped with emergency generators so that operations continue during power interruptions.~~

~~The existing WWTP was designed for a population equivalent of 10,000 and began operation in 1978. The WWTP will have an excess "population equivalent" capacity (including commercial and multi-family customers converted to a level population equivalent) of approximately 1600 for flow and 4260 for BOD at the conclusion of the current improvements. The WWTP was upgraded in 1994 at a cost of \$2.5 million. An engineering assessment in 2003 identified a number of additional upgrades necessary to meet regulatory requirements for effluent disinfection, energy efficiency and for process reliability and redundancy. Some of the identified upgrades (replacing effluent pumps and controls, and conversion from chlorine based to ultraviolet based disinfection) were designed and constructed between 2004 and 2007. Engineering and construction documents for the remaining upgrades to the WWTP process, including enhanced odor control, was completed in 2007 and construction in early 2008. This work was completed in 2011 at a cost of approximately \$13.9 million, including engineering and construction management.~~

~~An engineering study of the WWTP outfall to Puget Sound was completed in 2008. Planning and decisions regarding future modification of the outfall and related decisions regarding additional WWTP process enhancements, including upgrading the WWTP process to produce Class A effluent and biosolids for discharge or re-use, are proposed future activities.~~

## **Surface & Storm Water Management**

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

## **CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE**

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

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

## **SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE**

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

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

**FINANCIAL CAPACITY ANALYSIS/ SIX-YEAR CAPITAL IMPROVEMENT PLAN**

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

# HUMAN SERVICES ELEMENT

## Table of Contents

**INTRODUCTION** ..... 1

**HUMAN SERVICES ELEMENT VISION** ..... 2

**GOALS AND POLICIES** ..... 2

    FINANCIAL RESOURCES ..... 2

    CONTINUUM OF SERVICES ..... 3

    HOUSING AND HUMAN SERVICES ..... 4

    ECONOMIC AND HUMAN SERVICES ..... 4

    PUBLIC AWARENESS AND ACCEPTANCE ..... 5

**HUMAN SERVICES IMPLEMENTATION** ..... 5



## HUMAN SERVICES Introduction

1  
2  
3 Putting a “human face” on the *Comprehensive Plan* is the motivation for the Human  
4 Services Element. As a community, we plan for growth in terms of land use, roads,  
5 natural resources, and infrastructure. It is important to remember the very essence of  
6 our community – the people. The Human Services Element focuses on the needs of  
7 the individuals who comprise our community. The availability of, and access to, human  
8 services is important to all people, regardless of income, family structure, age or cultural  
9 background. The purpose of the Human Services Element is to provide policy direction  
10 for City actions supporting services relating to the human services needs of the  
11 residents of the City of Bainbridge Island.

12  
13 The Human Services Element supports a delivery system that will be comprehensive  
14 and flexible enough to meet the needs of the citizenry, now and in the future. City  
15 support benefits from regular assessments of community needs. In 2016, a Community  
16 Needs Assessment is underway. Updated periodically, the needs assessment will help  
17 identify demographic trends, emerging problems in the community and assist in  
18 coordinating appropriate levels of City funding.

19  
20 Human services are defined as those services which assist people in meeting the  
21 essential life needs of food, clothing, shelter and access to health care. Further, human  
22 services:

- 23 • Provide people with the tools to achieve economic, social and emotional stability  
24 to the best of their ability.
- 25 • Offer activities and services that promote healthy development of the individual,  
26 prevent problems, and support positive outcomes.
- 27 • Support quality of life programs that enhance the health and well-being of the  
28 individual and the community.

29  
30 These services may be provided on an emergency, temporary, or ongoing basis,  
31 depending on the circumstances.

32

## HUMAN SERVICES VISION 2036

Bainbridge Island functions as a caring community that provides human services where needed to maintain the well-being of all its members, where all members feel connected to the community, and where each individual has opportunities to contribute.

- Dignity is the hallmark of human services delivery on Bainbridge Island.
- Respect for the individual is an integral part of human services delivery on Bainbridge Island.
- Neighborliness and a sense of community form the foundation of human services.
- Diversity within the population is important to the community.
- Cooperation and coordination among human services providers, including the taxing districts, strengthens the human services delivery system, which results in better service for people.

## GOALS & POLICIES

### GOAL HF-1

#### FINANCIAL RESOURCES

**City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.**

#### **Policy HS 1.1**

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas or concern and assist human service organizations to respond to current needs.

#### **Policy HS 1.2**

Consider information from the Community Needs Assessment in the review process for funding requests for City human service funds.

#### **Policy HS 1.3**

Evaluate requests for City human service funding using a fair and transparent process that includes public participation.

1 **Policy HS 1.4**

2 Support increasing emergency preparedness among all segments of the population to  
3 help coordinate governmental response and recovery efforts that seek to minimize the  
4 adversity of a major emergency or disaster.  
5

6 **GOAL HS-2**

7 **CONTINUUM OF SERVICES**

8 **Support a range of human services programs.**

9 **Policy HS 2.1**

10 Support programs that meet the basic needs of survival such as food, clothing, shelter  
11 and access to emergency health care.

12 **Policy HS 2.2**

13 Support programs that meet the critical needs of vulnerable populations, particularly  
14 those most at risk of homelessness.

15 **Policy HS 2.3**

16 Support preventative and early intervention programs, emphasizing programs (e.g., job  
17 training and parenting classes) that address the health, safety, and well-being of the  
18 vulnerable community members.

19 **Policy HS 2.4**

20 Support programs that provide needed services for families, e.g., child or adult day care  
21 and respite care for caregivers, and mental health services.

22 **Policy HS 2.5**

23 Support programs designed to allow people who need assistance to remain in their  
24 homes or maintain their independence as long as possible.

25 **Policy HS 2.6**

26 Work with partner agencies and nonprofits to support programs that assist veterans,  
27 low-income elderly and residents with qualifying disabilities.

28 **Policy HS 2.7**

29 Support programs that address strengthening family relationships and healthy child  
30 development to help prevent child abuse, sexual assault, domestic violence and  
31 substance abuse.

1 **Policy HS 2.8**

2 Work in partnership with state, county and community agencies to prevent violence,  
3 including that associated with substance abuse, mental illness and the reckless use of  
4 firearms.

5 **GOAL HS-3**

6 **HOUSING AND HUMAN SERVICES**

7 **Recognize the interrelationship between housing and human services. The**  
8 **human services sector not only provides support services for those living in**  
9 ***affordable housing*, but also enables people at risk or in crisis situations to**  
10 **remain in their existing housing.**

11  
12 The Human Services Element complements the Housing Element, which deals primarily  
13 with the development, retention and construction of *affordable housing*.

14 **Policy HS 3.1**

15 Support emergency rental assistance subsidies.

16 **Policy HS 3.2**

17 Promote the creation of a mix of housing alternatives and services for people at different  
18 levels of independence.

19 **Policy HS 3.3**

20 Remove regulatory barriers to *special needs housing*.

21

22 **GOAL HS-4**

23 **ECONOMIC HEALTH AND HUMAN SERVICES**

24 **Recognize the interrelationship between economic health of the community and**  
25 **human services.**

26  
27 Human Services Element complements the Economic Element, which promotes  
28 business retention and expansion of the City's economy, in the broadest sense. Human  
29 services organizations contribute to the community's economic well-being by supporting  
30 individuals' efforts to be productive members of the community. This support has many  
31 forms, including but not limited to, child care, job skills training, human health and  
32 transportation vouchers.

33 **Policy HS 4.1**

34 The City shall serve as a model employer and an example to the larger community in  
35 addressing their employees' human service needs.

**1 Policy HS 4.2**

2 Encourage local business organizations to create jobs that reflect good business  
3 practices, e.g., job training, employee benefits, family wages.

**4 Policy HS 4.3**

5 Encourage businesses that actively support human services for workers and their  
6 families, e.g., provide on-site child care, transportation subsidies, flexible work hours.

**7 Policy HS 4.4**

8 Promote access to jobs, especially for lower-income people, youth workers, and people  
9 with disabilities, when involved with planning local and regional transportation systems.

10

11

**GOAL HS-5**

12

**PUBLIC AWARENESS AND ACCEPTANCE**

13

14 **Recognize that for the majority of residents on Bainbridge Island, human services**  
15 **agencies exist to serve ‘other’ people, and they do their work without much**  
16 **public recognition. The range of services they provide is not well understood,**  
17 **nor is the general public well aware of the prevalence and gravity of the problems**  
18 **many people experience. A periodic *Community Needs Assessment* can provide**  
19 **a foundation for a better and broader understanding of the difficulties that people**  
20 **in our community face, and the resources we have available to address them.**

21

**22 Policy HS 5.1**

23 Support efforts to publicize the findings of the *Community Needs Assessment* and  
24 stimulate public discussion on the basic human needs and the services that are  
25 available, or could be developed, in response to them.

26

27

## HUMAN SERVICES IMPLEMENTATION

28

29

**30 HIGH PRIORITY ACTIONS****31 Action #1**

32 **The City Council shall consider human service funding through the biennial**  
33 **budget process.**

**34 GOAL HF-1 FINANCIAL RESOURCES**

35 City support for human services organizations that serve Bainbridge Island residents  
36 shall be considered as part of the City’s biennial budget process.

1     **Policy HS 1.4**

2     Support increasing emergency preparedness among all segments of the population  
3     to help coordinate governmental response and recovery efforts that seek to minimize  
4     the adversity of a major emergency or disaster.

5

6     **Action #2**

7     **Periodically update the Community Needs Assessment. Use the results to inform**  
8     **City funding decisions and promote community discussion about human service**  
9     **needs to increase empathy and understanding.**

10    **Policy HS 1.1**

11    Update the Bainbridge Island Community Needs Assessment periodically to help  
12    identify emerging areas or concern and assist human service organizations to  
13    respond to current needs.

14    **Policy HS 1.2**

15    Consider information from the Community Needs Assessment in the review process  
16    for funding requests for City human service funds.

17

18    **Policy HS 5.1**

19    Support efforts to publicize the findings of the *Community Needs Assessment* and  
20    stimulate public discussion on the basic human needs and the services that are  
21    available, or could be developed, in response to them.

22

23    **Action #3**

24    **Amend the City's development code and create public/private partnerships to**  
25    **increase the diversity of housing types and supply of affordable housing. NOTE:**  
26    **Same Action in Housing Element.**

27    **GOAL HS-3 HOUSING AND HUMAN SERVICES**

28    Recognize the interrelationship between housing and human services. The human  
29    services sector not only provides support services for those living in affordable  
30    housing, but also enables people at risk or in crisis situations to remain in their  
31    existing housing.

32    **Policy HS 3.2**

33    Promote the creation of a mix of housing alternatives and services for people at  
34    different levels of independence.

35    **Policy HS 3.3**

36    Remove regulatory barriers to *special needs housing*.

37

1 **Action #4**

2 **Adopt and maintain and Economic Development Strategy to coordinate public**  
3 **and private efforts to grow and sustain a healthy economy on the Island. NOTE:**  
4 **Same Action in Economic Element.**

5 **Policy HS 4.2**

6 Encourage local business organizations to create jobs that reflect good business  
7 practices, e.g., job training, employee benefits, family wages.

8 **Policy HS 4.4**

9 Promote access to jobs, especially for lower-income people, youth workers, and  
10 people with disabilities, when involved with planning local and regional transportation  
11 systems.

# HUMAN SERVICES ELEMENT

## TABLE OF CONTENTS

<del>Executive Summary</del> <u>Introduction</u> .....	1
<del>Definition</del> <u>Human Service Element Vision</u> .....	8
<del>Implementation and Management</del> .....	4
<del>Community Profile</del> .....	7
<del>Survey Results</del> .....	9
<del>Goals and Policies</del> .....	9
<del>Framework Statement and Values</del> .....	11
<del>Implement the Human Services Element</del> .....	11
<del>Services to Human Services Providers</del> .....	13
<del>Financial Resources</del> .....	12
<del>Continuum of Services</del> .....	13
<del>Facility Development</del> .....	16
<del>Housing and Human Services</del> .....	15
<del>Economic and Human Services</del> .....	16
<u>Public Awareness and Acceptance</u> .....	<u>XX</u>



# HUMAN SERVICES ELEMENT

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## Acknowledgement

Thank you to Jan Lambert, Director, Dana Quitslund, Board President, and Karen Monson, Board Member of the Health, Housing and Human Services Council, for their work updating this Element.

## EXECUTIVE SUMMARY INTRODUCTION

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41

Putting a “human face” on the Comprehensive Plan is the ~~foundation~~ motivation for the Human Services Element. As a community, we plan for growth in terms of land use, roads, natural resources, and infrastructure. It is important ~~not to remember~~ forget the very essence of our community – the people. The Human Services Element focuses on the needs of the individuals who comprise our community. The availability of, and access to, human services is important to all people, regardless of income, family structure, age or cultural background. The purpose of the Human Services Element is to provide policy direction for City actions supporting services that are relating to the human services needs of the residents of the of Bainbridge Island.

~~The overriding principle is found in the Element’s framework statement: Bainbridge Island will function as a caring community that strives to maintain the well-being of all its members, a community where all members feel connected to the community, and where each individual has opportunities to contribute to the community.~~

~~The purpose of the Human Services Element is to create~~ supports a human services delivery system that will be comprehensive and flexible enough to meet the ~~human services~~ needs of the citizenry, now and in the future. City support benefits from regular assessments of community needs. In 2016, a Community Needs Assessment is underway. Updated periodically, the needs assessment will help identify demographic trends, emerging problems in the community and assist in coordinating appropriate levels of City funding. The element has seven goals:

- ~~• Implementation of the Element.~~
- ~~• Services to the Agencies.~~
- ~~• Financial Resources.~~
- ~~• Continuum of Services.~~
- ~~• Coordination and Co-location of Facilities.~~
- ~~• Housing and Human Services.~~
- ~~• Economic Health and Human Services.~~

1 Human services are defined as those services which assist people in meeting the essential life  
 2 needs of food, clothing, shelter and access to health care. Further, human services:

- 3 • Provide people with the tools to achieve economic, social and emotional stability to the  
 4 best of their ability.
- 5 • Offer activities and services that promote healthy development of the individual,  
 6 prevent problems, and support positive outcomes.
- 7 • Support quality of life programs that enhance the health and well-being of the  
 8 individual and the community.

9  
 10 These services may be provided on an emergency, temporary, or ongoing basis, depending on  
 11 the circumstances.

12  
 13 ~~The Human Services Element recognizes the City's role in providing the conditions that sustain~~  
 14 ~~the delivery of human services, a role the City assumed with Ordinance 93-44. Through the~~  
 15 ~~Ordinance and Municipal Codes 2.50 and 3.86, the City established the Health, Housing and~~  
 16 ~~Human Services Council (HHHS) to be the City's official body for human services issues and~~  
 17 ~~to provide a funding mechanism whereby the City may disburse general fund money to human~~  
 18 ~~services agencies. (See Appendix F for complete text of ordinance and BIMC sections.)~~

19  
 20 ~~The Human Services Element is the full realization of what was envisioned with the ordinance~~  
 21 ~~and codes, and reinforces the two roles of HHHS stated in those documents:~~

- 22 • ~~HHHS shall serve as the primary voice for human services to the City and be an~~  
 23 ~~advisory board for human services matters to the Mayor and City Council.~~
- 24 • ~~HHHS shall serve as the coordinating agency for the independent human services~~  
 25 ~~agencies.~~

26  
 27 ~~In its first capacity, HHHS will be responsible for monitoring the implementation and progress~~  
 28 ~~of the Human Services Element; the integration of the Human Services Element with all other~~  
 29 ~~Comprehensive Plan elements; setting criteria for and allocating City money; and working with~~  
 30 ~~Island taxing jurisdictions and regional planners in the delivery of human services.~~

31  
 32 ~~In its second capacity, HHHS will be the "agency of agencies." By centralizing many of the~~  
 33 ~~activities common to all providers, the human services agencies will be able to more effectively~~  
 34 ~~provide direct services, and the community can expect an efficient response to changing human~~  
 35 ~~services needs within the community.~~

36  
 37 ~~In the final analysis, the Human Services Element exists to ensure that the human services~~  
 38 ~~needs of the people of Bainbridge Island are met and that they continue to be met even as~~  
 39 ~~changes occur with the anticipated population growth.~~

40  
 41 ~~Population growth results in more complex demands for human services, which, in turn, results~~  
 42 ~~in the need for a more structured way to deliver those services.~~

43  
 44 ~~Bainbridge Island has a long history of people taking care of each other — of providing for the~~  
 45 ~~human services needs within the community.~~

1 A majority of Bainbridge Islanders has affirmed the value of diversity—a range of age,  
2 occupation, ethnicity, and income—in our community<sup>†</sup>. A strong human services delivery  
3 system helps maintain that diversity.  
4

5 Although Bainbridge Island often is characterized as an affluent community, there is poverty  
6 here; there is homelessness; there are people who don't always have enough to eat; and there  
7 are people who work hard yet have little money left after paying rent.  
8

9 At the same time, it should be understood that many needs associated with human services are  
10 unrelated to income. The availability of, and access to, human services is important to all  
11 people, regardless of income, family structure, age or cultural background.  
12

13 This element offers a framework for action that will play a key role in protecting the  
14 community's most precious resource—its people.  
15

## 16 **MOVED UP TO INTRODUCTION SECTION**

### 17 *“Putting a human face on the Comprehensive Plan ...”*

18  
19  
20  
21 The purpose of the Human Services Element is to provide policy direction for community  
22 actions relating to the human services needs of the residents of the City of Bainbridge Island.  
23

## 24 **DEFINITION**

25 Human services are defined as those services which assist people in meeting the essential life  
26 needs of food, clothing, shelter and access to health care. Further, human services:

- 27 • Provide people with the tools to achieve economic, social and emotional stability to the  
28 best of their ability.
- 29 • Offer activities and services that promote healthy development of the individual,  
30 prevent problems, and support positive outcomes.
- 31 • Support quality of life programs that enhance the health and well-being of the  
32 individual and the community.

33  
34 These services may be provided on an emergency, temporary, or ongoing basis, depending on  
35 the circumstances.  
36

## 37 **IMPLEMENTATION AND MANAGEMENT**

38  
39 The City of Bainbridge Island established the Health, Housing and Human Services Council  
40 (HHHS) per Ordinance 93-44 on December 16, 1993, to promote and facilitate the

---

<sup>†</sup>-Bainbridge Island Community Values Survey, June 12, 1992, “Focus Group Project Summary of Findings,” p. 6: “As discovered in workshops and the random sample survey, diversity is important to Bainbridge Island residents. ...Participants indicated that they desire diversity in terms of age, ethnic background, and socioeconomics. Concern was frequently expressed for taxing people—especially senior citizens off their property.”

1 development and delivery of health, housing and human services within the City. The Health,  
2 Housing, and Human Services Council obtained its non-profit 501(c)(3) status in 1994.

3  
4 HHHS is designated as the official body of the City empowered to act as the principal advisory  
5 board to the Mayor and City Council on matters pertaining to the development and delivery of  
6 Island health, housing and human services. The Council is governed by a 12-member board  
7 of volunteers representing the community. It is staffed by an Executive Director, and receives  
8 financial support from the City and private donations. The City recognizes that the Island's  
9 human services community is a complex network of very capable non-profit service agencies.  
10 HHHS is needed to maintain the big picture and coordinate the efforts of direct service  
11 providers.

12  
13 The purpose of HHHS is to:

- 14 ● Support services.
- 15 ● Foster improvements in the range, delivery and quality of health, housing and human  
16 service programs on the Island.
- 17 ● Ensure access to all in need.
- 18 ● Facilitate service delivery sensitive to the cultural perspectives of those in need.

19  
20 The HHHS role is to:

- 21 ● Implement the Human Services Element of the City's Comprehensive Plan.
- 22 ● Provide a public forum for issues.
- 23 ● Promote long-range planning.
- 24 ● Make recommendations for City allocation of health, housing, and human service  
25 funds.
- 26 ● Make recommendations for allocations from the City's Housing Trust Fund.
- 27 ● Improve coordination of services for non-profit organizations engaged in the delivery  
28 of health, housing, and human services for the Bainbridge Island community.

29  
30 In conjunction with its role to implement the Human Services Element, HHHS developed the  
31 Community Connections for Youth (CCFY) Project (see Appendix A for more information).  
32 The CCFY project supported significant progress toward implementing several of the goals of  
33 this Element, specifically:

- 34 ● The Director's Forum brings human service agency directors together at least once a  
35 month, providing a high level of coordination and providing a platform for  
36 collaborative projects. Directors discuss problems they see in the community and work  
37 toward effective solutions. The Directors' Forum includes representatives from the  
38 School District and Park District. (Policy 2.1)
- 39 ● The Human Service Needs Assessment, completed early in 2003, is the first systematic  
40 analysis of the needs in our community. This allows HHHS and the human service  
41 providers to design programs to address unmet needs. It also provides an opportunity  
42 to inform the community of the often poorly understood needs that exist in our  
43 otherwise affluent community. (Policy 2.2)
- 44 ● The Human Services Database, implemented with CCFY grant funding, provides  
45 individual agencies with needed computer support of their internal operations. In  
46 addition, the collection of core data by all agencies is used to create an aggregate

1 database that gives the human services community a much more complete picture of  
 2 service trends. Data export is designed so that numbers of common clients can be  
 3 reported while protecting client anonymity. (Policies 2.3 and 2.4)

- 4 • ~~Community Awareness: The Community Connections for Youth project's newsletters~~  
 5 ~~and web site keep the community informed of needs and services available in the~~  
 6 ~~community. HHHS has an ongoing responsibility to inform the community about~~  
 7 ~~needs and to advocate for support of human service providers. (Policies 1.2, 2.3, and~~  
 8 ~~2.8)~~
- 9 • ~~Agencies have established the value of their partnership with the School District.~~  
 10 ~~Through the Directors' Forum, the agencies housed on School District property speak~~  
 11 ~~with a unified voice on facilities issues. (Policies 5.2 and 5.3)~~
- 12 • ~~Agency training on the youth developmental assets model. (Policy 4.4)~~

13  
 14 Further implementation of the goals of the Element will be addressed by a steering committee  
 15 of HHHS, charged with a strategic plan for full implementation of the Element. (Goal 1)

16  
 17 The City provides financial support for non-profit human service providers on an annual basis  
 18 (Policy 1.4). The Health, Housing and Human Services Council processes applications for  
 19 funding, interviews applicants, and evaluates project proposals according to its policies.  
 20 HHHS then presents a proposed Human Services budget to the Mayor and City Council for  
 21 consideration as part of the City's budget process. Once the budget is approved, HHHS  
 22 allocates the available funds among the service providers and administers contracts with  
 23 funded agencies on behalf of the City. In evaluating funding proposals, HHHS works to ensure  
 24 that recognized needs are met as efficiently as possible. As a fiduciary for the City and its  
 25 taxpayers, HHHS funds only projects with a very high likelihood of success in meeting  
 26 community needs, based on the experience and capacity of the direct service agency. HHHS  
 27 also acts as an advocate for human services providers at budget time. For 2003, the City's  
 28 funding of human service agencies through HHHS totaled \$240,100.

29  
 30 HHHS has a Contingency Fund, a portion of the City's general fund set aside for meeting  
 31 human services needs not anticipated in the annual budget. HHHS has a policy for evaluating  
 32 requests for contingency funds, and forwards approved requests to the City Council for  
 33 funding.

34  
 35 HHHS pursues private funding (including foundation grants and the Bainbridge Foundation)  
 36 where possible, but basic administrative and program costs are supported by the City (Policies  
 37 1.4, 3.1 and 3.2). For 2003, the City's contribution to HHHS operations was \$136,640.

38  
 39 HHHS convenes and supports a Citizens' Advisory Board of the Housing Trust Fund to  
 40 consider proposals for funding through the Trust Fund. The advisory board is composed of  
 41 members of the HHHS board and representative community members. Its recommendations  
 42 are forwarded to the Housing Trust Fund Executive Committee and then on to the City Council  
 43 for action. (Policy 6.2)

44

# **COMMUNITY PROFILE**

## **THIS INFORMATION WILL BE INCLUDED IN UPDATED 2016 HUMAN NEEDS ASSESSMENT (estimated completion October 2016)**

In November and December 2002, the Health, Housing and Human Services Council (HHHS) contracted with PRR, Inc. to conduct a needs assessment with a special focus on identifying the unmet needs, or gaps, in human services. This assessment is an important first step to begin addressing unmet needs and to align the City's human services funding with our community's needs.

To create an up to date picture of the Island's population, census data and other information such as Bainbridge Island and Kitsap County agency reports, City of Bainbridge Island data and Bainbridge Island resident surveys were utilized.

In addition, PRR surveyed 82 Bainbridge Island human service providers and other persons knowledgeable about Island human services and needs to determine which needs are being met, and where there are gaps in services.

To conclude the needs assessment, PRR conducted focus groups with consumers of human services (seniors, youths, and single parents) as well as with community opinion leaders to further understand the Island's human service needs.

There was an excellent response to the assessment and we received consistent feedback and information from survey respondents and focus group participants.

### **Our Changing Population<sup>2</sup>**

Bainbridge Island's population is growing and changing. Compared with both Kitsap County and the state as a whole, our population has grown significantly in the past decade, increasing by almost 30% between 1990 and 2000. However, the growth rate is expected to slow in the next five years to only about 3% between 2002 and 2007.

Perhaps even more significant than the sheer increase in numbers is how our community is changing. Only about a third of households have school aged children while the percentage of female-headed households with school aged children continues to rise. Based on current figures and projections to 2007, we can expect fewer young children (0-9 year olds) and a decrease in the percentage of adults in the main childbearing years (24-44 year olds).

On the other hand, we can expect many more middle aged persons and pre retirees (45-64 year olds) with the percentage of residents 85 and older also expected to increase. Thus, Bainbridge Island is both growing and graying. This will result in increased demand for human services, especially for services designed to meet the needs of an older population.

---

<sup>2</sup> The information contained in this section was produced by Pacific Rim Resources as part of the 2002 Needs Assessment using the data available at the time. The City is in the process of updating population projections for 2025 and projected growth rates are expected to increase.

## **Needs Amidst Affluence**

Compared to Kitsap County and Washington State, Bainbridge Island is characterized by higher education levels, lower unemployment, higher median incomes, fewer female-headed households, higher rates of homeownership and less crime. However, real human service needs exist and there is less affluence on Bainbridge Island than commonly assumed. 7.5% of Bainbridge Island children live in poverty and nearly one out of four households (23.7%) has an annual income of less than \$35,000.

It's not surprising that fully 70% of survey respondents feel that increasing housing costs have made a major impact on the human services system, and that the ability of people to afford to live on Bainbridge Island is perceived to have decreased. The reality of human service needs within a relatively affluent community has created a special human services dilemma: Since Bainbridge Island's needs are less visible, there is a perception that most people's needs are met, and consequently it's hard for people to ask for services.

## **SURVEY RESULTS**

Our community's strong commitment to our human services system is demonstrated by City funding, private donations, volunteer activity and support from local non-profits, the school district, the park district, the fire district and City government. Survey respondents report that many human service needs are well met through an extensive human services system of skilled service providers.

While the majority of human service needs are being met, there are some needs that are perceived as not being met well. These are areas of need where there is a significant gap between the perception of how big a need is and the ability of providers to meet the need. The largest perceived gaps are in:

- Affordable assisted living for seniors.
- Affordable medical and dental care.
- Affordable housing options.
- Alcohol abuse among youth.
- Drug abuse among youth.
- Child care for special needs children.
- Adult day care.

These areas were also identified as growing needs in the last 12 months.

## **Focus Group Findings**

Focus group participants identified their top human service concerns. Seniors noted a lack of medical and dental services, affordable prescriptions, adult day care, companionship opportunities and mental health services on the Island.

Youth noted a lack of family planning, rape, assault and suicide prevention services, as well as the need for a stronger vocational track in the school system.

1 Single parents noted the need for domestic violence services, child care for parents who work  
2 off the Island and services for special needs children. They echoed the sentiments of youth  
3 through their desire for a stronger emphasis on vocational training in the school system.

4 **Challenges**

5 In the big picture of human service needs, several challenges remain.

6 *Awareness of Needs and Service System*

7 Providers, consumers and public opinion leaders believe there is a general lack of awareness  
8 of both Bainbridge Island’s human service needs and the existing human services system.

9 *Access to Existing Services*

10 In addition to the lack of awareness, about two thirds of those surveyed believe there are  
11 reasons people can’t access the existing human services system. These reasons, also noted by  
12 focus group participants, include:

- 13 ● Perceived stigma associated with using services. Prosperity and affluence have set a  
14 high standard, making it harder for those in need.
- 15 ● Concerns about confidentiality. Going to a human service provider is believed to be  
16 noticed in such a small community.
- 17 ● Transportation problems. Public transportation options are perceived to be oriented  
18 toward the needs of commuters and less toward the needs of those traveling on the  
19 Island during non-commute hours.

20 **Moving Forward**

21 With the information gained, the Health Housing and Human Services Council plans to:

- 22 ● Share the information as broadly as possible.
- 23 ● Create a steering committee and action teams to work on developing action plans to  
24 address the unmet human service needs.
- 25 ● Continue to work with the City and human service agencies to develop policies and  
26 funding that support needed improvements in our human services system.

27  
28

29 **HUMAN SERVICES VISION**

30 **Framework Statement**

31  
32 Bainbridge Island will function as a caring community that provides human services where  
33 needed strives to maintain the well-being of all its members, a community where all members  
34 feel connected to the community, and where each individual has opportunities to contribute to  
35 the community.

36 The following goals and policies are written to ensure that people receive the human services  
37 they need.

## 1 Framework Values

- 2 • Dignity is the hallmark of human services delivery on Bainbridge Island.
- 3 • Respect for the individual is an integral part of human services delivery on Bainbridge
- 4 Island.
- 5 • Neighborliness and a sense of community form the foundation of human services.
- 6 • Diversity within the population is important to the community.
- 7 • Cooperation and coordination among human services providers, including the taxing
- 8 districts, strengthens the human services delivery system, which results in better service
- 9 for people.

10  
11 **Discussion:** These values are interwoven throughout the goals and policies and are the  
12 standard against which the goals and policies must be measured.  
13  
14  
15

# 16 GOALS AND POLICIES

## 17 **GOAL 1**

### 18 **IMPLEMENT THE HUMAN SERVICES ELEMENT**

19 ~~Designate the Health, Housing and Human Services Council (HHHS), a non-profit~~  
20 ~~Washington Corporation, as the official body of the City empowered to act on all matters~~  
21 ~~pertaining to the implementation (including coordination and delegation) of the goals and~~  
22 ~~policies of the Human Services Element of the Comprehensive Plan consistent with the~~  
23 ~~provisions of the Bainbridge Island Municipal Code and the Comprehensive Plan.~~  
24

25 ~~**Discussion:** In 1993, the City recognized its role in human services and the City Council~~  
26 ~~passed Ordinance 93-44 (see Appendix F) designating the Bainbridge Island Health, Housing~~  
27 ~~and Human Services Council as the “legally constituted non-profit corporation of the State of~~  
28 ~~Washington whose principal purpose will be to provide coordinated services, financial support,~~  
29 ~~and long range planning for non-profit organizations engaged in the delivery of health,~~  
30 ~~housing, and human services in the City.”~~  
31

32 ~~The Human Services Element is the City’s work plan to implement this ordinance and sections~~  
33 ~~of the City’s Municipal Code.~~

#### 34 **HSE 1.1**

35 ~~HHHS shall be responsible for monitoring the implementation and progress of the Human~~  
36 ~~Services Element, and reporting on same to the City and community on a regular basis.~~

#### 37 **HSE 1.2**

38 ~~HHHS shall serve as the primary voice of the human services community to the City.~~  
39

40 ~~**Discussion:** This role is legislated in Ordinance 93-44 and Bainbridge Island Municipal Code~~  
41 ~~2.50.020A: “Serve as the primary voice for health, housing and human services within the~~  
42 ~~City and as the principal advisory board to the mayor and City Council.”~~

1 **HSE 1.3**

2 HHHS, as the official body of the City, shall have appropriate staffing, funding for which shall  
3 be included in the allocation to HHHS for administrative costs.

4  
5 **Discussion:** It is crucial that the human services sector be involved in the dialog and decisions  
6 made at city level.

7 **HSE 1.4**

8 HHHS shall be responsible for setting criteria for and allocating City of Bainbridge Island  
9 general fund money to non profit human service agencies located on Bainbridge Island that  
10 provide direct services to assist in meeting the human services needs of Bainbridge Island  
11 residents.

12  
13 **Discussion:** This policy forms the basis for future discussions on an appropriate level of public  
14 support. HHHS may recommend a funding formula for City support, recognizing that there  
15 may be limitations to the level of support available in any given year. It is the intent for HHHS  
16 to allocate City funds and assure accountability for contracted services while recognizing the  
17 autonomy of each agency in the management of its agency.

18 **HSE 1.5**

19 HHHS shall be responsible for the integration of the Human Services Element with other  
20 Comprehensive Plan elements.

21  
22 **Discussion:** It is vital that all decisions, policies and regulations made by the City consider  
23 the impact and implications on human services. When land use, transportation, capital  
24 facilities, and economic decisions are made, there should be an attempt to understand the  
25 ramifications those decisions may have on human services. HHHS will work to establish open  
26 lines of communication with the City's executive department, legislative committees and staff  
27 in order to identify opportunities and barriers to the integration of the HSE in all City decisions,  
28 policies and regulations.

29 **HSE 1.6**

30 HHHS shall collaborate with the Island taxing jurisdictions to build a comprehensive and  
31 affordable safety net of human services.

32 **HSE 1.7**

33 HHHS should work with regional planners for the delivery of human services.  
34 **Discussion:** The needs assessment, updated periodically, will help identify emerging problems  
35 in the community and assist in coordinating planning efforts to respond to the needs and assess  
36 appropriate levels of City funding.

37 **HHHS GOAL 2**

38 **SERVICES TO HUMAN SERVICES PROVIDERS**

39 **Support and create opportunities that facilitate coordination, collaboration,**  
40 **communication, and cooperation among Human Services organizations.**

1 ~~**Intent:** Public and private human services providers will benefit from an agreed-upon~~  
 2 ~~structure that consolidates, centralizes and manages some of the activities common to all within~~  
 3 ~~the human services community.~~

4  
 5 ~~**Discussion:** HHHS will provide the “scaffolding” that supports the delivery system. The~~  
 6 ~~better the system functions, the better the people who use human services will be served. The~~  
 7 ~~key to this goal is the “agreed-upon structure.”~~

## 8 **HSE 2.1**

9 ~~HHHS shall regularly convene agency administrators and/or representatives from the~~  
 10 ~~Bainbridge Island human services organizations and taxing districts to serve as a forum for~~  
 11 ~~discussion and planning regarding issues confronting human services.~~

## 12 **HSE 2.2**

13 ~~HHHS shall develop a comprehensive needs assessment and resultant planning effort.~~

14  
 15 ~~shall ensure the existence and maintenance of a comprehensive database of information on~~  
 16 ~~agency activity for use by the human services community, the City and other taxing districts,~~  
 17 ~~and the general public.~~

18  
 19 ~~**Discussion:** The data on human services usage and financial activity will establish an~~  
 20 ~~authoritative database of statistics that will be of use in a variety of ways, including but not~~  
 21 ~~limited to evaluating requests for funding from the City and assisting agencies in their grant~~  
 22 ~~applications. The database will provide a clear picture of the demographics of services over~~  
 23 ~~time and serve as a program and services planning tool. The process of creating such a database~~  
 24 ~~should incorporate appropriate existing databases from agencies wherever possible and~~  
 25 ~~appropriate. The confidentiality of people using human services must be protected.~~

## 26 **HSE 2.3**

27 ~~HHHS shall be responsible for consistent collecting and reporting of data for the city, other~~  
 28 ~~agencies, and the community.~~

## 29 **HSE 2.4**

30 ~~HHHS shall ensure the existence and maintenance of a comprehensive database of information~~  
 31 ~~on agency activity for use by the human services community, the City and other taxing districts,~~  
 32 ~~and the general public.~~

33  
 34 ~~**Discussion:** The data on human services usage and financial activity will establish an~~  
 35 ~~authoritative database of statistics that will be of use in a variety of ways, including but not~~  
 36 ~~limited to evaluating requests for funding from the City and assisting agencies in their grant~~  
 37 ~~applications. The database will provide a clear picture of the demographics of services over~~  
 38 ~~time and serve as a program and services planning tool. The process of creating such a database~~  
 39 ~~should incorporate appropriate existing databases from agencies wherever possible and~~  
 40 ~~appropriate. The confidentiality of people using human services must be protected.~~

41

**1 HSE 2.5**

2 ~~HHHS should ensure the existence of a central directory of local, regional, state, and federal~~  
 3 ~~human services organizations.~~

**4 HSE 2.6**

5 ~~HHHS should ensure efficient use of public resources by avoiding unnecessary duplication of~~  
 6 ~~services and encouraging cooperation among agencies that serve similar populations.~~

7  
 8 ~~**Discussion:** This is intended to provide constructive guidance, not to prohibit healthy~~  
 9 ~~competition.~~

**10 HSE 2.7**

11 ~~HHHS should promote volunteerism for the human services sector.~~

**12 HSE 2.8**

13 ~~HHHS should initiate, sponsor or conduct, alone or in cooperation with other public or private~~  
 14 ~~agencies, programs or activities to promote public awareness of human services.~~

**15 GOAL HF-1-3****16 FINANCIAL RESOURCES**

17 **City support for Develop fiscal stability of Bainbridge Island's human services**  
 18 **organizations that serve Bainbridge Island residents shall be considered as part of the**  
 19 **City's biennial budget process.**

**20 Policy HS 1.1**

21 Update the Bainbridge Island Community Needs Assessment periodically to help identify  
 22 emerging areas or concern and assist human service organizations to respond to current needs.

**23 Policy HS 1.2**

24 Consider information from the Community Needs Assessment in the review process for  
 25 funding requests for City human service funds.

**26 Policy HSE 3-1-1.3**

27 ~~HHHS, as the official body of the City, shall endeavor to fund the implementation of the~~  
 28 ~~Human Services Element based on annual prioritized need through public and private sources.~~  
 29 Evaluate requests for City human service funding using a fair and transparent process that  
 30 includes public participation.

**31 Policy HS 1.4**

32 Support increasing emergency preparedness among all segments of the population to help  
 33 coordinate governmental response and recovery efforts that seek to minimize the adversity of  
 34 a major emergency or disaster.

**35 HSE 3.2**

36 ~~HHHS should develop public/private partnerships to broaden the funding base for human~~  
 37 ~~services organizations.~~

1 **HSE 3.3**

2 ~~HHHS should identify new funding sources for human services organizations.~~

3 **HSE 3.4**

4 ~~HHHS should assist non-profit human services organizations in developing good financial~~  
5 ~~practices.~~

6 **GOAL HS-2 4**

7 **CONTINUUM OF SERVICES**

8 ~~**Support** Ensure a range of human services programs, is available to people who need~~  
9 ~~them by promoting and supporting<sup>3</sup> a variety of affordable and physically accessible~~  
10 ~~human services programs.~~

11 **Intent:** It is important to recognize that there are priorities along the continuum of needs, with  
12 basic survival being the highest priority. The City's role is to support the local agencies that  
13 provide the delivery of human services, thereby ensuring that essential services are available.

14 **Policy HS 2.1 HSE 4.1**

15 ~~The City, through HHHS and other appropriate agencies, shall Support programs that meet~~  
16 ~~the basic needs of survival such as food, clothing, shelter and access to emergency health care.~~

17 **Policy HS 2.2 HSE 4.2**

18 ~~The City, through HHHS and other appropriate agencies, shall Support programs that meet~~  
19 ~~the crisis-critical needs of vulnerable populations, particularly those who are most at risk of to~~  
20 ~~homelessness.~~

21  
22 **Discussion:** ~~This includes programs that provide public health services and emergency shelter~~  
23 ~~for victims of domestic violence and youth in crisis situations.~~

24 **Policy HS 2.3 HSE 4.3**

25 ~~The City, through HHHS and other appropriate agencies, should support Support preventative~~  
26 ~~and early intervention programs, emphasizing programs (e.g., job training and parenting~~  
27 ~~classes) that address work to prevent social problems that negatively affect the health, safety,~~  
28 ~~and well-being of the vulnerable community members.~~

29 **HSE 4.4**

30 ~~The City, through HHHS and other appropriate agencies, should support programs and~~  
31 ~~activities that maintain and enhance the health and quality of life of target populations.~~

32 **Policy HS 2.4 HSE 4.5**

33 ~~The City, through HHHS and other appropriate agencies, should Support programs that~~  
34 ~~provide needed services for families, e.g., child or adult day care and respite care for caregivers,~~  
35 ~~and mental health services.~~

---

<sup>3</sup> Throughout the goals and policies, we use the term "support" to allow for a variety of options, including but not limited to financial support, commendations, awards, staffing and materials.

1 **Policy HS 2.5 HSE 4.6**

2 ~~The City, through HHHS and other appropriate agencies, should promote and support~~ Support  
3 programs designed to allow people who need assistance to remain in their homes or maintain  
4 their independence as long as possible.

5 **Policy HS 2.6**

6 Work with partner agencies and nonprofits to support programs that assist veterans, low-  
7 income elderly and residents with qualifying disabilities.

8 **Policy HS 2.7**

9 Support programs that address strengthening family relationships and healthy child  
10 development to help prevent child abuse, sexual assault, domestic violence and substance  
11 abuse.

12 **Policy HS 2.8**

13 Work in partnership with state, county and community agencies to prevent violence, including  
14 that associated with substance abuse, mental illness and the reckless use of firearms.

15 **HSE 4.7**

16 ~~The City, through HHHS and other appropriate agencies, should promote partnerships between~~  
17 ~~private and public sectors to expand the options for a wide variety of programs.~~

18 **HSE 4.8**

19 ~~The City, through HHHS and other appropriate agencies, should promote development of a~~  
20 ~~transportation system that addresses the physical accessibility to human services both on and~~  
21 ~~off the Island.~~

22  
23 **Discussion:** ~~Refer to back sections on Gaps and Problems Facing Agencies on page 9.~~

24 **GOAL 5**

25 **FACILITY DEVELOPMENT**

26 **Support coordination and co-location of facilities.**

27  
28 **Discussion:** ~~Program and administrative space is expensive. The cost can take money away~~  
29 ~~from direct client services and be prohibitive to expansion to meet growing needs. It is in the~~  
30 ~~best interests of the human services sector and the community at large to share space and seek~~  
31 ~~cooperative funding for capital projects.~~

32 **HSE 5.1**

33 ~~HHHS shall undertake a feasibility study of facility needs of the human services sector.~~

34 **HSE 5.2**

35 ~~HHHS should coordinate with the public and private sectors to develop methods to address the~~  
36 ~~facility and utilities needs of the human services community.~~

37

1 ~~**Discussion:** This includes encouraging compatible mixed use of facilities wherever possible~~  
 2 ~~to meet administrative and program needs of human services providers.~~

3 **HSE 5.3**

4 ~~HHHS should encourage the compatible and efficient use and sharing of existing, as well as~~  
 5 ~~future, facilities by human services providers.~~

6 **GOAL HS-3 6**

7 **HOUSING AND HUMAN SERVICES**

8 **Recognize the interrelationship between housing and human services. The human**  
 9 **services sector not only provides support services for those living in affordable housing,**  
 10 **but also enables people at risk or in crisis situations to remain in their existing housing.**

11  
 12 **Intent:** Human Services Element complements the Housing Element, which deals primarily  
 13 with the development, retention and construction of affordable housing.

14  
 15 ~~**Discussion:** The human services sector not only provides support services for those living in~~  
 16 ~~affordable housing, but also enables people at risk or in crisis situations to remain in their~~  
 17 ~~existing housing.~~

18 **Policy HS 3.1 HSE 6.1**

19 ~~The City, through HHHS and other appropriate agencies, should~~ Support emergency rental  
 20 assistance subsidies.

21 **Policy HS 3.2**

22 Promote the creation of a mix of housing alternatives and services for people at different levels  
 23 of independence.

24 **Policy HS 3.3**

25 Remove regulatory barriers to special needs housing.

26 **HSE 6.2**

27 ~~HHHS shall provide a Community Advisory Board of the Housing Trust Fund per Ordinance~~  
 28 ~~99-45.~~

29 **HSE 6.3**

30 ~~HHHS, working with other appropriate agencies, shall monitor the impact of the cost and~~  
 31 ~~supply of housing on human services.~~

32 **HSE 6.4**

33 ~~HHHS, working with other appropriate agencies, shall monitor the housing needs of people~~  
 34 ~~served by the human services sector.~~

35 **HSE 6.5**

36 ~~HHHS should advocate for affordable housing.~~

**GOAL HS-4 7**

**ECONOMIC HEALTH AND HUMAN SERVICES**

**Recognize the interrelationship between economic health of the community and human services.**

**Intent:** Human Services Element complements the Economic Element, which promotes business retention and expansion of the City’s economy, in the broadest sense. One intention of this goal is to monitor, and if necessary advocate for, employment opportunities that provide a living wage and basic benefits to reduce the dependence on certain human services. A second intention is to recognize the contribution of Hhuman services organizations contribute to the community’s economic well-being by supporting individuals’ efforts to be productive members of the community. This support has many forms, including but not limited to, child care, job skills training, human health and transportation vouchers.

**Policy HS 4.1 HSE 7.1**

The City shall serve as a model employer and an example to the larger community in addressing their employees’ human service needs.

**Policy HS 4.2 HSE 7.2**

~~HHHS should work with~~ Encourage local business organizations to create ~~encourage the creation of~~ jobs that reflect good business practices, e.g., job training, employee benefits, family wages.

**Policy HS 4.3 HSE 7.3**

~~The City, through HHHS and other appropriate agencies, should~~ Encourage businesses that actively support human services for workers and their families, e.g., provide on-site child care, transportation subsidies, flexible work hours.

~~**Discussion:** Incentives may include, but are not limited to, tax benefits and annual awards.~~

**Policy HS 4.4 HSE 7.4**

~~The City should stress~~ Promote access to jobs, especially for lower-income people, youth workers, and people with disabilities, when involved with planning local and regional transportation systems.

**GOAL HS-5**  
**PUBLIC AWARENESS AND ACCEPTANCE**

**Recognize that for the majority of residents on Bainbridge Island, human services agencies exist to serve ‘other’ people, and they do their work without much public recognition. The range of services they provide is not well understood, nor is the general public well aware of the prevalence and gravity of the problems many people experience. A Community Needs Assessment**

1 can provide a foundation for a better and broader understanding of the  
2 difficulties that people in our community face, and the resources we have  
3 available to address them.

4

5 **Policy HS 5.1**

6 Support efforts to publicize the findings of the *Community Needs Assessment* and  
7 stimulate public discussion on the basic human needs and the services that are  
8 available, or could be developed, in response to them.