



CITY OF  
BAINBRIDGE ISLAND

PLANNING COMMISSION  
REGULAR MEETING  
THURSDAY, OCTOBER 13, 2016  
6:30 – 9:00 PM  
COUNCIL CHAMBER  
280 MADISON AVE N  
BAINBRIDGE ISLAND, WA 98110

---

---

## AGENDA

- 6:30 PM**      **CALL TO ORDER**  
Call to Order, Agenda Review, Conflict Disclosure
- 6:35 PM**      **\*\*PUBLIC COMMENT\*\***  
Accept public comment on off agenda items
- 6:45 PM**      **\*\*2016 DRAFT COMPREHENSIVE PLAN UPDATE\*\***  
Deliberations and Recommendations
- 8:55 PM**      **NEW/OLD BUSINESS**
- 9:00 PM**      **ADJOURN**

**\*\* The 2016 Comprehensive Plan Update public comment period ended at 4 PM on September 26, 2016. The Planning Commission will not accept any additional public comment on the 2016 DRAFT Comprehensive Plan.**

**\*\*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)**



# COMPREHENSIVE PLAN INTRODUCTION

## TABLE OF CONTENTS

**BAINBRIDGE ISLAND HISTORY.....1**

**BAINBRIDGE ISLAND TODAY.....3**

**HISTORY OF PLANNING ON BAINBRIDGE ISLAND .....5**

**THE FUTURE – NAVIGATING BAINBRIDGE.....7**

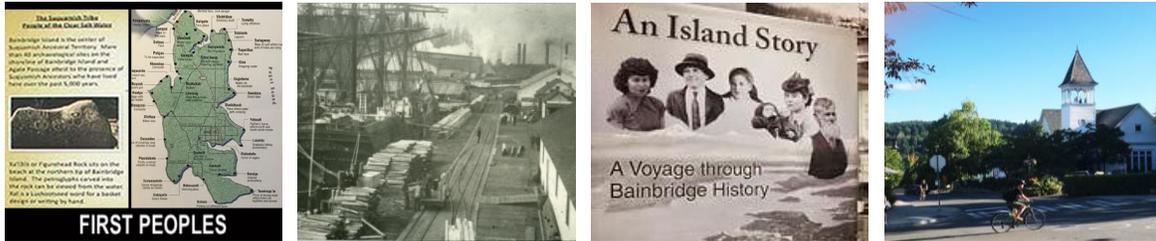
**VISION – BAINBRIDGE 2036.....8**

**GUIDING PRINCIPLES.....10**

**WHAT A COMPREHENSIVE PLAN IS AND IS NOT.....14**

# BAINBRIDGE ISLAND Past, Present and Future

## BAINBRIDGE ISLAND HISTORY



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

### Land

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

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

### People

The first people on Bainbridge Island were the Suquamish Ancestors first inhabited Bainbridge Island and the Kitsap Peninsula around 13,000 years ago and continue to live in the area to the present day. The Suquamish People occupied winter villages and seasonal camps throughout the island as they fished, hunted, collected shellfish, and gathered plants and other vegetation resources. Several areas on the island have religious significance to Tribal members and some areas near the marine shoreline were burial sites. Many significant cultural resources have been documented along the contemporary marine shoreline of Bainbridge Island. Inland portions of the island have not been investigated as intensively as shoreline landforms but likely have evidence of past Suquamish land use. There is no written record as to when they arrived, but artifacts and petroglyphs suggest that the Suquamish were here for almost 10,000 years. Most of what is known about Suquamish life on Bainbridge Island came from Europeans and pioneer settlers who explored the area and provided written and photographic records. Approximately 38 specific Suquamish

communities have been catalogued on the Island, and all, with one exception, were on or near the coast.

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

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

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

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

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

World War II abruptly altered Bainbridge Island’s economy. Executive Order 9066 ordered West Coast Japanese relocated to internment camps for the war’s duration. This resulted in a severe disruption of strawberry farming from which it never fully recovered. Following exclusion of the Japanese-American community, many Filipinos managed the strawberry farms and businesses.

### **Modern Development**

Scheduled auto ferry service from the Island to Seattle commenced in 1937 and solidified Winslow’s identity as the Island’s urban center. Both the middle school and high school were located there. Prior to this, passenger only ferries, locally known as the, “mosquito fleet,” had made scheduled stops at a number of small coastal communities around the Island. A

significant development in the initial postwar years was the completion of the Agate Pass Bridge and State Highway 305 in 1950, directly linking the Island to the Kitsap Peninsula.

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

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

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

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

## BAINBRIDGE ISLAND TODAY

### People

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

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

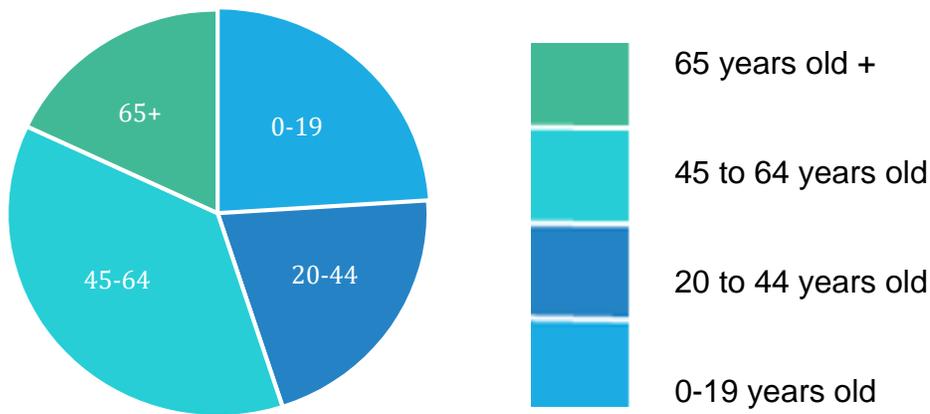
**Fig. IN-1 Population Age Cohorts 2000 to 2019**



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

Bainbridge Island’s population is relatively affluent. The trend line from the years 2000 through 2019 indicates relative increases in yearly household incomes above \$100,000 and corresponding decreases in the percentage of households earning below \$100,000. More detailed data about population demographics, including household incomes and housing affordability, are presented in the Bainbridge Island Housing Needs Assessment and the Bainbridge Island Economic Profile, which are Plan Appendices C and A, respectively.

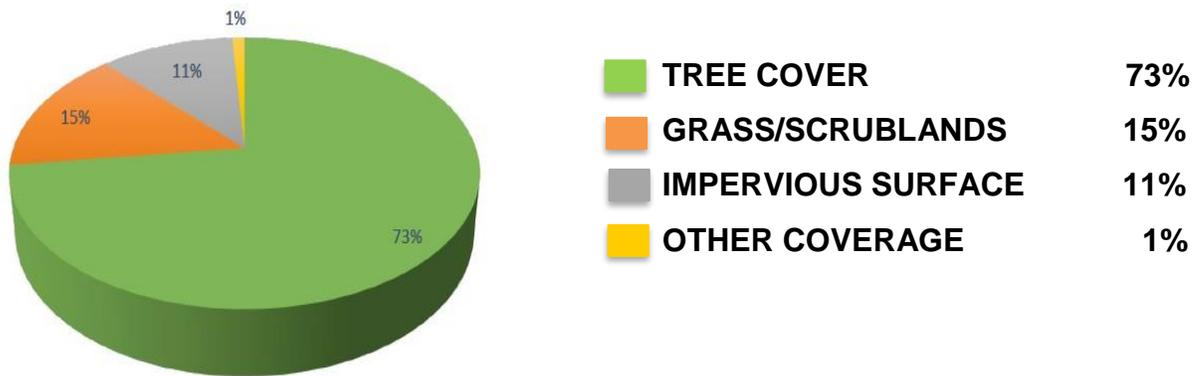
**Fig. IN-2 Population by Age Cohort in 2016**



**Island-wide Land Profiles**

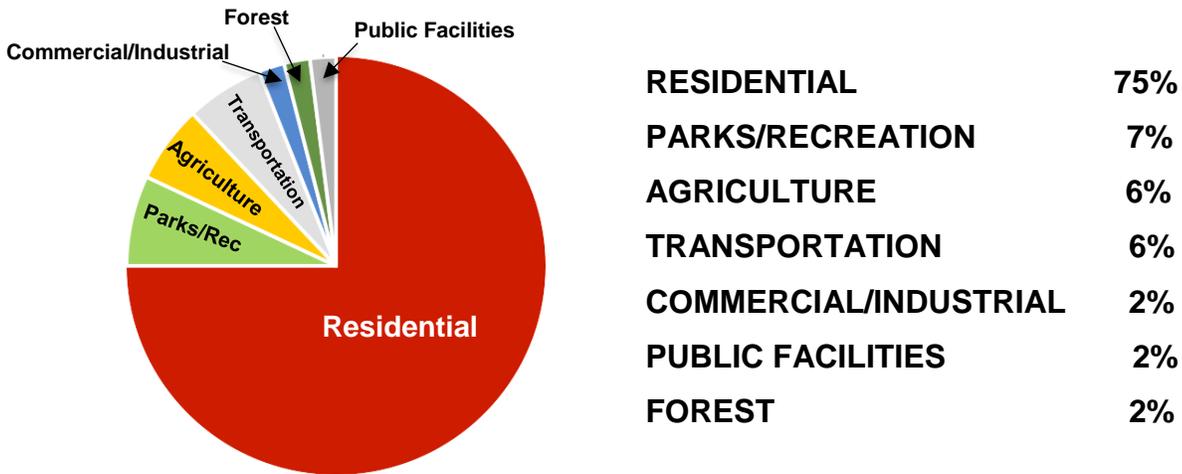
Almost 88% of the twenty-six square miles of the Island’s land coverage is either tree cover or grass/scrublands. The developed portions of the Island constitute impervious surface totaling about 11% of its land area.

**Fig. IN-3 Land Coverage Types**



The predominant land use on Bainbridge Island is residential (75%), with forest, agriculture, parks/recreational lands totalling another 15%. The remaining 10% of the Island is transportation (6%), Commercial/Industrial (2%) and Public Facilities (2%). See Fig. IN-4.

**Fig. IN-4 Land Use Types**



## HISTORY OF COMPREHENSIVE PLANNING ON BAINBRIDGE

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

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

The legislature finds that the uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and wise use of our lands, pose a threat to the environment, sustainable economics development, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest that citizen, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.

RCW 36.70A.010

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

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

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

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

This brings us to the development of the 2016 *Comprehensive Plan*.

## THE FUTURE: NAVIGATING BAINBRIDGE

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



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

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

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

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

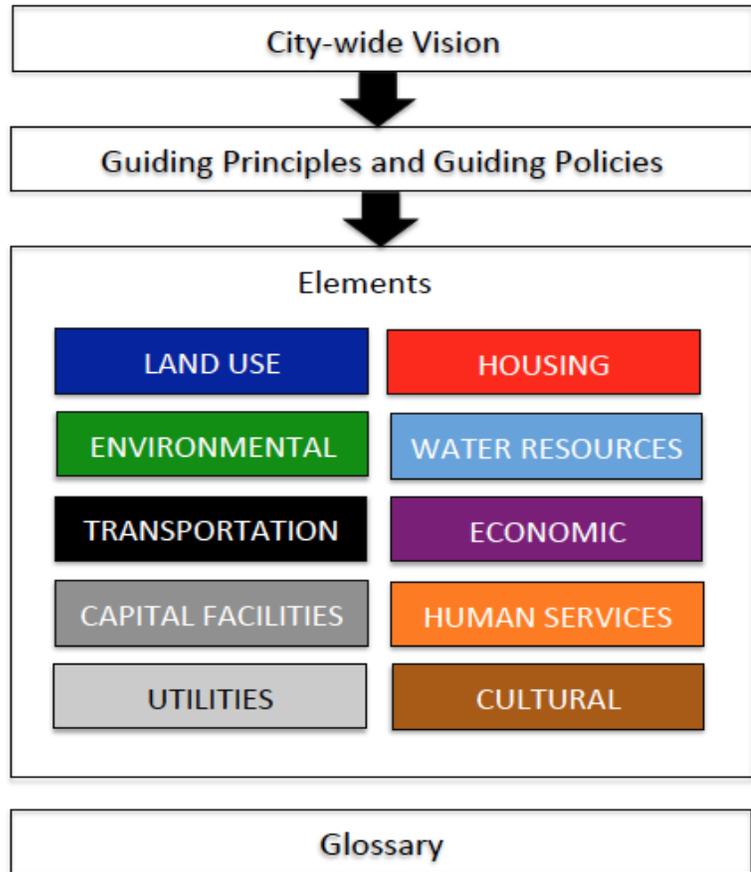
In addition, the Plan’s *Vision*, *Guiding Principles* and Policies, and Elements communicate the City’s priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire Department, Park and School Districts, and the Washington State Department of Transportation, all of which prepare functional and operating plans to provide their respective services and facilities to Island residents. The relationship between the components of the *Comprehensive Plan* is illustrated in Figure IN-5.

Fig. IN-5 Comprehensive Plan

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

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

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



## BAINBRIDGE ISLAND VISION 2036

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

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

Our success at balancing the inter-dependent goals of environmental stewardship, economic development and the needs of our people ~~are~~ is evident in the many ways we

have accommodated growth, addressed the impacts of *climate change* and conserved our environment.

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

Winslow, Lynwood Center and the Island's other *neighborhood centers* have gracefully evolved into compact, mixed-use, human-scaled and walkable places. They are the thriving centers of civic life, cultural amenities, goods, services and a wide range of housing and employment opportunities. These centers are pedestrian districts, linked to each other and the region by a network of walkways, bicycle trails and transit that promote healthy lifestyles and reduce the Island's *greenhouse gas emissions*.

*Affordable housing* is available for much of the local service sector workforce. Improvements in communication infrastructure have enabled more successful local enterprises, including home-based business.

The Island is a national destination for visitors to experience artistic excellence and learn about sustainability and resilient community development. Local employment opportunities are diverse including small manufacturing, artisanal crafts, high tech, e-commerce, arts and food. Small retailers are thriving by serving the needs of local residents as well as visitors. A robust non-profit sector strengthens *social capital* while providing services and employment opportunities.

Outside of the designated centers the predominant land use pattern is lower density with lower building heights which minimizes the footprint of the built environment and maximizes the protection of tree canopy, aquifers, surface waters and fish and wildlife habitat. The Island's broad conservation landscape of canopied woodlots, parks and saltwater shorelines is dotted with working farms, historic structures and a housing stock that has become more compact, energy-efficient and well-integrated into the landscape.

Agriculture is a thriving part of the Island's economy. All City-owned agricultural land is under cultivation and produces seasonal foods for local consumption. The number of farms on private acreage has increased and is supplementing the local food supply. 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. All residents have reliable electric power, telecommunication services to meet their needs, potable water, solid waste and recycling services, and storm water facilities that prevent flooding and erosion while eliminating pollutants before the water enters Puget Sound.

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

Community cultural planning sets direction for integrating the arts, humanities and history with urban design, economic development, education and other initiatives that nurture the quality of life on Bainbridge Island.

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

## GUIDING PRINCIPLES

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

### Guiding Principle #1

**Preserve the special character of the Island, which includes downtown Winslow’s small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.**

#### Guiding Policy 1.1

~~Adopt~~ Develop an island-wide conservation plan strategy to identify and apply effective strategies methods to preserve the natural and scenic qualities that make the Island a special place, including better protection for the shoreline, trees, soils, and native plants.

#### Guiding Policy 1.2

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

#### Guiding Policy 1.3

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

#### Guiding Policy 1.4

Review, update and fully implement the Island-wide Transportation Plan so the vision of multimodal transportation becomes reality for today’s residents.

### Guiding Principle #2

**Protect the water resources of the Island.**

#### Guiding Policy 2.1

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

**Guiding Policy 2.2**

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

**Guiding Policy 2.3**

Preserve and protect the ecological functions and values of the Island's aquatic resources.

**Guiding Policy 2.4**

Sea level rise Climate change may reduce the volume of our finite groundwater resources. Anticipate and prepare for the consequences of sea level rise, altered precipitation pattern, as well as any other changes in climate and community response to climate in order to ensure ample quality and quantity of groundwater for future generations.

**Guiding Policy 2.5**

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

**Guiding Policy 2.6**

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

**Guiding Policy 2.7**

Allow for the reasonable needs of farms, home gardens and domestic landscapes, when planning for the long-term sustainable use of the Island's finite groundwater resources.

**Guiding Principle #3**

**Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.**

**Guiding Policy 3.1**

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

**Guiding Policy 3.2**

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

**Guiding Policy 3.3**

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

### Guiding Principle #4

**Consider the costs and benefits to Island residents and property owners in making land use decisions.**

#### Guiding Policy 4.1

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

#### Guiding Policy 4.2

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

### Guiding Principle #5

**The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.**

#### Guiding Policy 5.1

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

#### Guiding Policy 5.2

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

#### Guiding Policy 5.3

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

#### Guiding Policy 5.4

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

#### Guiding Policy 5.5

Recognize and protect the Usual and Accustomed fishing areas of neighboring Tribes.

### Guiding Principle #6

**Address the needs of the present without compromising the ability of future generations to meet their own needs.**

#### Guiding Policy 6.1

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

**Guiding Policy 6.2**

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

**Guiding Policy 6.3**

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

**Guiding Principle #7**

**Reduce *greenhouse gas* emissions and increase the Island's climate resilience.**

**Guiding Policy 7.1**

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

**Guiding Policy 7.2**

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

**Guiding Policy 7.3**

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

**Guiding Principle #8**

**Support the Island's *Guiding Principles* and Policies through the City's organizational and operating budget decisions.**

**Guiding Policy 8.1**

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

**Guiding Policy 8.2**

Update each City Department's work program annually, allocate sufficient time and resources and provide needed policy direction to achieve consistency with and implement the *Comprehensive Plan* in a manner that is transparent and consistent with the community *Vision*.

**Guiding Policy 8.3**

Grow a diversified and vibrant local economy.

**Guiding Policy 8.4**

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

**Guiding Policy 8.5**

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

**Guiding Policy 8.6**

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

**Guiding Policy 8.7**

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

**Guiding Policy 8.8**

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

## WHAT A COMPREHENSIVE PLAN IS AND IS NOT

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

The GMA definition of a *comprehensive plan* is:

"Comprehensive land use plan," "*comprehensive plan*," or "plan" means a generalized coordinated land use policy statement...

RCW 36.70A.030(4)

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

The GMA definition of *development regulations* is:

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

RCW 36.70A.030(7)

The GMA also states:

“Each county and city that is required or chooses to plan under RCW 36.70A.040 shall **perform its activities** and make capital budget decisions in conformity with its *comprehensive plan*.”

RCW 36.70A.120

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

### **Types and Degrees of Policy Direction**

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

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

The goal and policy statements sometimes use very directive verbs such as “maintain” or “adopt.” In other cases, less directive verbs are used such as “consider” or “encourage.”

The more directive verbs convey a higher rank order of policy direction. Directive goal or policy language may call for the updating of *development regulations*, however that does not convert them into controls or conditions that can be directly applied to a permit decision.

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

### **How and when may the *Comprehensive Plan* be amended?**

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

- A *comprehensive plan* may be amended ~~only~~ no more than once in any calendar year. The City's *comprehensive plan* amendment process allows privately initiated amendments every three years (BIMC 2.16.190).
- All proposed plan amendments, including those initiated by private parties or by the City, should be considered concurrently to determine the cumulative effect of the proposals.
- Procedures must be adopted for any interested person to suggest amendments to either the *Comprehensive Plan* or *development regulations*.
- A city must establish a means by which it will “docket” (i.e., compile and maintain a list) of all suggested plan or development regulation amendments and consider whether or not to adopt them during the amendment process.
- Public participation programs must be developed and followed for proposed amendments to the *Comprehensive Plan* or *development regulations*.

# ECONOMIC ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>ECONOMIC ELEMENT INTRODUCTION .....</b>	<b>EC-1</b>
<b>FRAMEWORK .....</b>	<b>EC-1</b>
<b>ECONOMIC VISION .....</b>	<b>EC-2</b>
<b>GOALS AND POLICIES .....</b>	<b>EC-3</b>
<b>INFRASTRUCTURE .....</b>	<b>EC-4</b>
<b>SUSTAINABILITY .....</b>	<b>EC-4</b>
<b>CIVIC LIFE .....</b>	<b>EC-5</b>
<b>JOBS/HOUSING BALANCE .....</b>	<b>EC-6</b>
<b>DEVELOPMENT IN <i>DESIGNATED CENTERS</i> .....</b>	<b>EC-6</b>
<b>PUBLIC/PRIVATE PARTNERSHIPS .....</b>	<b>EC-7</b>
<b>RETAIL AND SERVICES .....</b>	<b>EC-8</b>
<b>SERVICES SECTOR .....</b>	<b>EC-9</b>
<b>BUILDING, DESIGN AND CONSTRUCTION SECTOR .....</b>	<b>EC-9</b>
<b>TOURISM .....</b>	<b>EC-10</b>
<b>ARTS .....</b>	<b>EC-10</b>
<b>HOME-BASED BUSINESSES .....</b>	<b>EC-11</b>
<b>AGRICULTURE .....</b>	<b>EC-11</b>
<b>BUSINESS/INDUSTRIAL .....</b>	<b>EC-12</b>
<b>IMPLEMENTATION .....</b>	<b>EC-13</b>

## ECONOMIC ELEMENT INTRODUCTION

The future economy of Bainbridge Island is linked to the community's *vision* and strategy for dealing with future needs. A healthy, resilient economy, based on our collective future vision of the Island, is a tool for accomplishing larger community *goals* and creating a robust future.

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

Washington State Department of Commerce

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

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

### FRAMEWORK

**NOTE: RECOMMEND THIS WHOLE SECTION FOR DELETION- NO OTHER ELEMENTS HAS THIS TYPE OF SECTION**

~~The community seeks to retain and enhance an economy that reinforces Bainbridge Island's diverse character and capitalizes on its assets, including: history and heritage, high educational attainment, diverse skills, artistic creativity, rural quality, agricultural base, natural resources, preserved *open spaces*, beaches and shorelines, maritime orientation, and proximity to the Seattle metropolitan area and the Kitsap Peninsula.~~

~~These critical elements of our community identity and economy are all susceptible to anticipated changes in our climate, population and the subsequent responses we make with regard to that change. By considering these changes explicitly, we can work to increase the resilience of our economy and thrive in the face of change.~~

~~The intent is to integrate the Economic Element with other parts of the *comprehensive plan* because the economy is intertwined with all aspects of community life. The Economic Element recommends *goals and policies* which recognize the following considerations:~~

**~~1. The Island's economic future *should* include enterprises that are diverse by type and scale, under local ownership and control; that offer a variety of employment options; and that support a broad range of income and skill levels.~~**

~~Bainbridge Island residents have high incomes relative to the rest of the state and region. See Appendix A – Economic Profile. However, the prospect of functioning solely as an exclusive~~

~~high-income bedroom community is not desirable. The Comprehensive Plan aims to foster diverse residential and business opportunities, as does the Economic Element. Creating a diversity of jobs and affordable housing coupled with provisions for responding to market conditions and encouraging innovative business activity are important economic policy steps for the City's future.~~

~~**2. Bainbridge Islanders are enterprising and are establishing small scale businesses which create jobs and grow bigger businesses.**~~

~~Over half of Island-based businesses are home-based. National studies indicate that small businesses provide impetus for new business development and job creation. Existing land use codes and City business tax structure are supportive of home-based and small-scale businesses. This support *should* be continued and expanded into a more complete continuum of opportunities for locating and maintaining Island-grown business.~~

~~**3. When weighing choices regarding our future economy, the fundamental considerations *should* be the quality of the Island's natural environment and the community's desire to maintain the visual character.**~~

~~Bainbridge Island's quality of life is associated with forests and fields, waters and harbors, *open space* and abundant natural resources, and a thriving town center. These elements of Bainbridge Island will be affected by climate change over the coming decades. Careful stewardship of our land and other resources - the foundation for our invaluable sense of place—will be necessary as we promote and permit new development, both residential and commercial.~~

~~The Economic Element incorporates fifteen *goals* and related *policies* as enumerated below. The order of the *goals* and *policies* does not indicate preference or priority.~~

## ECONOMIC VISION 2036

Bainbridge Island has balanced economic development with stewardship of our Island's finite natural resources and the needs of a diverse population. Affordable housing is available for much of the local service sector workforce and improvements in communications infrastructure have enabled more successful local enterprises, including home-based business.

The economy of Bainbridge Island reaps advantages from proximity to the Seattle area and the Kitsap peninsula. The Island is a destination for visitors interested in learning about sustainability and resilient community development. Local employment opportunities are diverse, including small manufacturing, artisanal crafts, high tech, e-commerce, arts, and food. Small retailers are thriving by serving the needs of local residents as well as visitors.

Agriculture is a thriving part of the Island's economy: all City-owned agricultural land is now under cultivation and producing seasonal foods for local consumption. The number of farms on private acreage has increased and is supplementing the local food supply.

Innovative and flexible city programs encourage the real estate market to adapt to trends that favor conservation, efficient use of land and resources, and homes of modest size and price.

Islanders recognize that a sense of community as well as economic value is achieved by

neighborly acts. A robust non-profit sector strengthens social capital, provides services and employment opportunities.

# GOALS & POLICIES

## DIVERSIFIED ECONOMY

### GOAL EC-1

#### Promote economic vitality, growth and stability.

Bainbridge Island has the opportunity to create a robust, resilient and durable economy by demonstrating early leadership and acknowledging the changes that will affect our economy. Planning for these changes and taking actions that support and encourage a local economy will help reduce community vulnerability to issues such as aging demographics, housing availability, transportation constraints, and climate change.

By providing enterprises that both serve and employ local residents, Bainbridge Island will be better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life. A key to a healthy, stable and vital economy is to create and undertake business opportunities that anticipate and respond to conditions that affect our community. This would include identifying emerging needs and markets so that Bainbridge Island businesses benefit from being on the leading edge of change.

#### Policy EC 1.1

Develop and maintain regulations that provide support for our community’s businesses sectors. ~~These will prepare our strong existing business sectors for change, while encouraging the business community to look for emerging sectors that will be part of responses to change on Bainbridge Island and beyond.~~

#### Policy EC 1.2

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

Bainbridge Island is affected by regional, national, international and global environmental and economic trends and changes in the physical environment. While we cannot control global economic or environmental conditions we can support the local economy by providing *policy* direction and land use *infrastructure* to allow for and encourage robust economic activities that are prepared for and responsive to change.

#### Policy EC 1.3

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. Adopt Create an Economic Development ~~vitality~~ Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

#### Policy EC 1.4

Support entrepreneurship by providing adequate *land use* designations in keeping with the

character of the Island, while avoiding investment in sectors/activities/*infrastructure* that will not remain viable in the foreseeable future

#### **Policy EC 1.5**

In order to provide opportunities for business enterprise, adequate space must be provided for efficient use of existing developed areas near public transportation (e.g. ferry, bus service) growth that recognizes and in order to protect the Island's valued natural amenities, its limits of land and water and the quality of its residential *neighborhoods*.

#### **Policy EC 1.6**

Establish, maintain and share with interested parties a data base of indicators of the health of the sectors of the Island's economy. **RECOMMEND DELETION: SIMILAR TO EC 1.3**

#### **Policy EC 1.6 1.7**

Coordinate Partner with the business community Chamber of Commerce, the Bainbridge Island Downtown Association, and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy

## **INFRASTRUCTURE**

### **GOAL EC-2**

**Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment, particularly telecommunications and electrical reliability.**

#### **Policy EC 2.1**

Identify long-term *infrastructure* needs that support economic sustainability and are designed to withstand future conditions.

#### **Policy EC 2.2**

Support *infrastructure* enhancement to accommodate new information technology and changing conditions.

#### **Policy EC 2.3**

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

#### **Policy EC 2.4**

Utilize Local Improvement Districts to spur *infrastructure* development.

## **SUSTAINABILITY**

### **GOAL EC-3**

**Promote business practices that protect the Island's natural beauty, and environmental health, and support long-term business success.**

Environmental protection is a value expressed in the *guiding principles* that are the foundation of the comprehensive plan. A quality environment promotes and enhances economic vitality of the community.

**Policy EC 3.1**

Encourage the use of *green building* materials and techniques in all types of construction, as well as design approaches that are responsive to changing conditions.

**Policy EC 3.2**

Help businesses find markets for surplus materials, by-products and waste.

**Policy EC 3.3**

Encourage local enterprises to participate in programs such as the Kitsap County Waste Wise and Green Community Initiative, which recognize and assist business efforts to protect the environment.

**Policy EC 3.4**

Encourage public sector solid waste reduction, reuse and recycling.

**Policy EC 3.5**

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

**Policy EC 3.6**

Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty, environmental and economic health.

**CIVIC LIFE**

**GOAL EC-4**

**Encourage a broad range of civic activities and organizations.**

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

**Policy EC 4.1**

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

**Policy EC 4.2**

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

**Policy EC 4.3**

Encourage local business groups, educational institutions, and other entities to provide continuing education and skills development.

**Policy EC 4.4**

Promote Bainbridge Island as a family-friendly community with high quality schools, recreational opportunities and a safe, clean environment.

**JOBS/HOUSING BALANCE****GOAL EC-5**

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

The Housing Element of the *comprehensive plan* provides several options for the development of *affordable housing* on the Island.

**Policy EC 5.1**

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

**Policy EC 5.2**

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

**DEVELOPMENT IN DESIGNATED CENTERS****GOAL EC-6**

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

**Policy EC 6.1**

~~Create attractive~~ Enhance the existing *designated centers* that will to help the Island economy prosper and provide a high quality of life, creating ancillary benefits such as decreasing pollution (including *greenhouse gas emissions*), protecting *open space*, and creating local family wage jobs.

**Policy EC 6.2**

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

**Policy EC 6.3**

Develop urban design strategies to ensure that the built environment is appropriate for present and future conditions, including the impacts of *climate change*.

**Policy EC 6.4**

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

**Policy EC 6.5**

Promote emerging business sectors such as artisanal and ~~craft~~ small-scale producers, including ~~specialty~~ craft foods and beverages, as well as low-impact, specialty manufacturing, including software, electronics and green technology.

**Policy EC 6.6**

Preserve and enhance activities that feature Bainbridge Island's history of maritime, agricultural and artistic enterprises.

**Policy EC 6.7**

Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

## PUBLIC/PRIVATE PARTNERSHIPS

### GOAL EC-7

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

**Policy EC 7.1**

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

**Policy EC 7.2**

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

**Policy EC 7.3**

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

**Policy EC 7.4**

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

**Policy EC 7.5**

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

**Policy EC 7.6**

Support and enhance the role of the craft food and beverage industry as attractions for residents and visitors alike.

**Policy EC 7.7**

Support and enhance recreational, nature-based, and other outdoor events that attract visitors.

**Policy EC 7.8**

Support and make Bainbridge Island a model community for *climate change* preparedness and sustainability practices that ensure long-term business viability while attracting and protecting visitors, businesses and residents.

**Policy EC 7.9**

Support and enhance our waterfront, including docks and maritime services that attract visitors and residents.

**Policy EC 7.10**

Provide an efficient, timely and predictable regulatory environment within the framework of a strong customer service approach.

**Policy EC 7.11**

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

## RETAIL AND SERVICES

### GOAL EC-8

**Maintain and enhance Winslow as the commercial hub of Bainbridge Island. Position the Neighborhood Centers to provide the opportunities for smaller-scale commercial and service activity.**

**Policy EC 8.1**

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

**Policy EC 8.2**

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

service providers.

## SERVICES SECTOR

### GOAL EC-9

**Grow a healthy service sector to increase employment opportunities, enhance local revenues, and meet emerging needs of the Island's changing demographics.**

#### Policy EC 9.1

Increase availability of housing to enable service sector employees to live on the Island.

#### Policy EC 9.2

Increase access to transportation options that better enable service sector employees who live off-Island to work on-Island.

#### Policy EC 9.3

Promote an emerging professional services sector that recognizes the Island's linkage to the Seattle job market for managerial jobs and information-based industries.

#### Policy EC 9.4

Promote on-Island access to healthcare facilities and medical services, particularly those addressing the needs of the Island's increasing older population.

## BUILDING DESIGN AND CONSTRUCTION SECTOR

### GOAL EC-10

**Support building design and construction industries to increase employment opportunities, enhance local revenues, and help ensure a built environment that responds to and reflects the Island's Vision and Guiding Principles.**

The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy. Productivity and profits within that sector are crucial factors in the stability and well-being of the entire community. ~~The built environment is no less important than our natural resources in defining Bainbridge Island as a unique and attractive place.~~ Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

#### Policy EC 10.1

Make the City's development permit and code enforcement action process timely, fair and predictable.

#### Policy EC 10.2

Partner with Island architects, landscape architects, builders and related construction professionals to draft development standards and practices that incorporate green building practices and context-sensitive design.

**TOURISM**

**GOAL EC-11**

**Tourism is a key sector of the Island’s economy and needs to be supported. Bainbridge Island provides unique opportunities for visitors to experience internationally recognized gardens, cultural centers, parks, and recreational events.**

**Policy EC 11.1**

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle ~~should be encouraged.~~ Encourage and support public transit and shuttle services.

**Policy EC 11.2**

The predominant focus of downtown Winslow ~~should be~~ is to serve the commercial and social needs of Island residents. A lively, *pedestrian-oriented* town center that provides a mix of commercial and *residential* ~~uses is~~ creates a potential tourist destination.

**Policy EC 11.3**

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

**Policy EC 11.4**

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

**Policy EC 11.5**

Encourage bed and breakfasts and other creative tourist accommodations. Monitor the Island’s short-term rentals to gauge their impact on the community.

**ARTS**

**GOAL EC-12**

**Continue to promote the arts as a significant component of the Bainbridge Island economy.**

**Policy EC 12.1**

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

**Policy EC 12.2**

Promote the arts community within the ~~northwest~~ region as an economic asset of the Island.

## HOME-BASED BUSINESSES

### GOAL EC-13

**Foster home-based businesses as a key to a present and future vital economy.**

Nearly half of all businesses licensed on Bainbridge Island are reported as home-based. Bainbridge Island allows home-based businesses in all zones, and 16.3% of the Island workforce works from home. Home-based businesses are divided into two categories: minor and major home occupations.

#### Policy EC 13.1

Continue Apply performance standards to harmonize limit impacts of home-based businesses in residential neighborhoods. Home-based business that do not meet performace standards may qualify as a major home occupation, or may not be allowed at all.

#### Policy EC 13.2

Support home-based businesses through business licensing and other City programs.

## AGRICULTURE

### GOAL EC-14

**Recognize that farming is a part of the Island's heritage and contributes to the island's economy.**

The Environmental and Land Use Elements contains several *goals* and *policies* intended to sustain and enhance agriculture.

#### Policy EC 14.1

Support the market for Island-grown agriculture products by:

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

#### Policy EC 14.2

Support a program that helps working farms through educational, historic, farm stay and tourist visits.

**Policy EC 14.3**

Support methods to help working farms through the creation and sale of locally-constituted, high-grade compost to maintain the fertility of Island soils.

**BUSINESS/INDUSTRIAL****GOAL EC-15**

The Business/Industrial (B/I) land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B/I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre-existing infrastructure and well-designed accommodations in order to flourish.

**Policy EC 15.1**

Promote manufacturing and business/industrial employment as an important source of family wage jobs on Bainbridge Island.

**Policy EC 15.2**

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

- Proximity to existing B/I.
- The total amount of and expected need for B/I-zoned land.
- Compliance with all *policies* in the Land Use Element.
- Reasonable proximity to SR 305.
- Availability of public sewer and water, *or* whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District.
- Consideration of pollution and *aquifer recharge* concerns.
- Adjacency to non-residential *land uses*.
- Minimal impact to residential *land uses*, *neighborhoods* and *open space*/conservancy and agriculture areas.

**Policy EC 15.3**

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

## ECONOMIC 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

#### **EC Action #1 Adopt and maintain an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island**

##### **Policy EC 1.3**

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. ~~Adopt~~ Create an Economic-vitality Development Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

##### **Policy EC 1.7**

~~Coordinate Partner with the business community Chamber of Commerce, the Bainbridge Island Downtown Association and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy.~~

### MEDIUM PRIORITY ACTIONS

#### **EC Action #2 Continue efforts to promote and support agriculture as a component of the Island's economy, landscape and culture.**

##### **Policy EC 14.1**

Support the market for Island-grown agriculture products by:

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

#### **EC Action #3 Identify capital projects and streetscape standards to enhance non-motorized mobility within Winslow and connecting to shoreline activities.**

##### **Policy EC 11.1**

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle ~~should be encouraged. Encourage~~ and support public transit and shuttles.

**OTHER PRIORITY ACTIONS**

**EC Action #4** Assure that adequate parking is available to support businesses.

**Policy EC 6.7**

Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

# WATER RESOURCES ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>INTRODUCTION</b> .....	WR-1
<b>VISION</b> .....	WR-4
<b>GOALS AND POLICIES</b> .....	WR-4
GENERAL WATER RESOURCES .....	WR-4
GROUNDWATER PROTECTION AND MANAGEMENT .....	WR-5
SURFACE WATER PROTECTION AND MANAGEMENT .....	WR-7
STORMWATER PROTECTION AND MANAGEMENT .....	WR-9
RESIDENTIAL ON-SITE SEWAGE SYSTEMS .....	WR-10
CONTAMINATED SITES.....	WR-11
PUBLIC EDUCATION AND OUTREACH .....	WR-12
<b>IMPLEMENTATION</b> .....	WR-14



## WATER RESOURCES INTRODUCTION

Bainbridge Island is a quasi-enclosed environment that requires a holistic perspective to understand the interdependence among the Island's three primary water resources: *groundwater*, surface water and *stormwater*. Although these waters are typically regulated and managed independently, they are in nature, intimately connected. In fact, it is all the same water simply given a different name and managed according to where it resides in the hydrologic cycle at any given time (see Fig.WR-1).

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

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

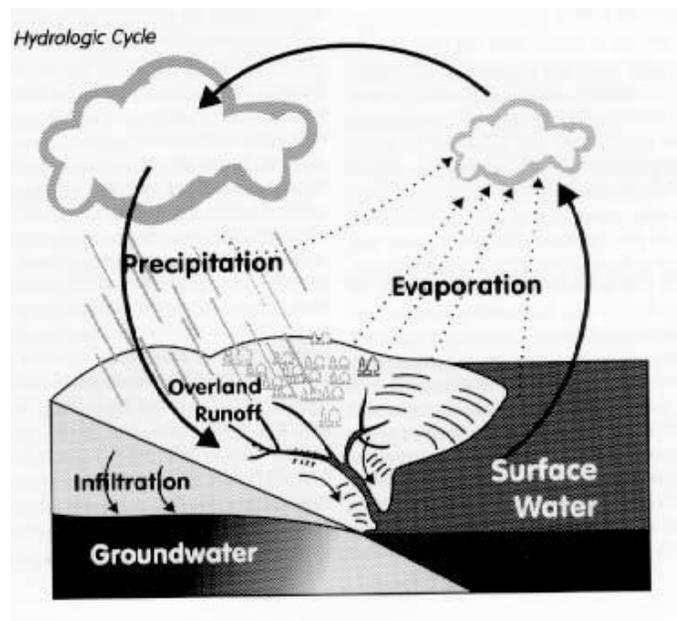


Fig. WR-1 The Hydrologic Cycle

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

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

### Land Use Connection

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

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

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

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

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

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

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

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

### **Climate change**

*Climate change* projections indicate that over the coming decades sea level may rise up to four feet in the Puget Sound region, the ocean will become more acidic and climatic conditions are likely to become warmer. This will result in more intense rain events during the wet season with longer, drier summer, though overall annual volume of rainfall will under current models is expected to remain approximately the same.

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

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

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

## WATER RESOURCES VISION 2036



Bainbridge Island's water resources (precipitation on the surface and in the ground) are climate resilient and demand and quantity are adequate for all forms of life on the Island. *Aquifers* are continuously monitored and maintained above the early warning level. The water quality for most of the consumed water is monitored to ensure quality fully meets the standards for drinking water.

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

## GOALS & POLICIES

### GENERAL WATER RESOURCES

#### GOAL WR-1

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

- Degradation of water resources is not allowed.
- The long-term *sustainability* of the Island's water resources is maintained, taking into account future climatic conditions and their effects on the water cycle.
- New development and population growth are managed so that water resources remain adequate for the indefinite future.
- *Groundwater*, surface water and *stormwater* monitoring, data assessment and reporting are current and available including future projections of availability, quality and need.
- Use current and future technology to maintain and protect water resources.

#### Policy WR 1.1

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

#### Policy WR 1.2

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

**Policy WR 1.3**

~~To foster sustainable water resources, The City will provide~~ planning, protection, management, monitoring and on-going education and outreach ~~should be provided by the City~~ in coordination with government agencies at all levels, drinking water purveyors, *watershed* management groups, Tribes, non-profit organizations, local integrating organizations for regional recovery and protection and other stakeholders to foster sustainable water resources.

**Policy WR 1.4**

Apply the policies in this element in tandem with the protective measures set by the City's Shoreline Management Master Program, *Critical Areas Ordinance* and any other environmental or water resources management ordinance established by the City.

**Policy WR 1.5**

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

## GROUNDWATER PROTECTION AND MANAGEMENT

**GOAL WR-2**

**Protect the quality and quantity of groundwater on the Island.**

**Policy WR 2.1**

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

Low impact uses and less intense development are appropriate for areas with high *aquifer recharge*. Low impact uses include development for buildings, roads or parking that has a reduced area of impact on the land. Low impact uses do not depend on regular applications of fertilizers or pesticides.

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

**Policy WR 2.2**

Areas of high *aquifer recharge* *should* be identified and assessed as part of a *land use* application. Care *should* be taken to minimize the effect of development on these areas.

**Policy WR 2.3**

To promote efficient use of *groundwater* resources, encourage the expansion of public and private water systems rather than encouraging *shallow* or individual residential wells.

**Policy WR 2.4**

Assess the impacts of proposed activities and development on the flow of springs and *streams* and levels of *wetlands* that are either sustained by *groundwater* discharge or contribute

*recharge to groundwater*, and require an assessment of anticipated hydrologic impacts. Activities or development may be restricted if the report indicates any adverse impacts.

#### **Policy WR 2.5**

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

#### **Policy WR 2.6**

Encourage the use of integrated pest management techniques and less toxic alternatives and the reduction of pesticide and herbicide use within the City boundaries.

#### **Policy WR 2.7**

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

#### **Policy WR 2.8**

Develop a program to strongly encourage exempt well owners to regularly monitor the quality of their well water and identify leaks using tools such as flow meters. Report results ~~should be self-reported~~ to the Kitsap Public Health District.

#### **Policy WR 2.9**

Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities or activities that could affect stormwater runoff and aquifer recharge associated with a proposed *land use*. The Island's aquifers are protected through critical area regulations and Washington Administrative Code (WAC) Chapter 362-190.

#### **Policy WR 2.10**

~~Develop~~ Retard seawater intrusion through well-location ~~prevention~~ regulations.

#### **Policy WR 2.11**

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

#### **Policy WR 2.12**

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

#### **Policy WR 2.13**

Develop a program that incentivizes and facilitates innovative methods for encourages homeowners and business owners ~~to explore innovative methods for~~ to reuse stormwater ~~recapturing and reusing surface water runoff~~ and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

**Policy WR 2.14**

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

**SURFACE WATER PROTECTION AND MANAGEMENT****GOAL WR-3**

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

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

**Policy WR 3.1**

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

**Policy WR 3.2**

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

**Policy WR 3.3**

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

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

**Policy WR 3.4**

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

**Policy WR 3.5**

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

**Policy WR 3.6**

Herbicides and pesticides approved for use near aquatic resources ~~shall not~~ may only be used in aquatic resource areas and buffers when applied by licensed applicators. ~~and should be discouraged in the areas that drain into them.~~

**Policy WR 3.7**

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

**Policy WR 3.8**

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

**Policy WR 3.9**

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

**Policy WR 3.10**

Work with state and local health departments to evaluate the merits of new technologies such as grey water capture, package treatment plants and composting toilets as alternatives to septic and sewer systems. ~~Determine which of those systems should be allowed and/or encouraged to better protect the quality and capacity of the Island's surface water and nearshore environment.~~

**Policy WR 3.11**

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

**Policy WR 3.12**

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

**Policy WR 3.13**

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

**Policy WR 3.14**

Preserve and enhance streams and adjacent land to ensure sustainable populations of resident and migratory fish ~~streams and adjacent land should be preserved and enhanced to ensure a sustainable fishery.~~

**Policy WR 3.15**

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

**Policy WR 3.16**

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

**Policy WR 3.17**

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

**Policy WR 3.18**

Promote and support volunteer or community-driven restoration projects.

**STORMWATER PROTECTION AND MANAGEMENT****GOAL WR-4**

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

**Policy WR 4.1**

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

**Policy WR 4.2**

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

**Policy WR 4.3**

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

**Policy WR 4.4**

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

**Policy WR 4.5**

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

**Policy WR 4.6**

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

**Policy WR 4.7**

Develop and actively enforce a strong *low impact development (LID)* ordinance to require any and all methods and practices for new development and redevelopment to the maximum extent practicable and reasonable. ~~*LID* is a *stormwater* and *land use* management strategy that strives to mimic pre-disturbance hydrologic processes of infiltration, filtration, storage, evaporation and transpiration by emphasizing conservation, use of on-site natural features, site planning and distributed *stormwater* management practices that are integrated into a project design.~~

**Policy WR 4.8**

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

**Policy WR 4.9**

Incentivize *LID* retrofit of current built environment.

**Policy WR 4.10**

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

**Policy WR 4.11**

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

**Policy WR 4.12**

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

## RESIDENTIAL ON-SITE SEWAGE SYSTEMS

### GOAL WR-5

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

**Policy WR 5.1**

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

**Policy WR 5.2**

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

**Policy WR 5.3**

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

**Policy WR 5.4**

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

**Policy WR 5.5**

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

**Policy WR 5.6**

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

**Policy WR 5.7**

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

**Policy WR 5.8**

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

**Policy WR 5.9**

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

**Policy WR 5.10**

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

## CONTAMINATED SITES

## GOAL WR-6

**Incorporate awareness of known contaminated sites such as former lumber treatment facilities, former fueling stations and other pollutant-generating *land uses* into all water resources management, *land use* planning and *capital facility* management in order to remediate or clean-up sites as effectively as possible while preventing further impacts to water resources.**

**Policy WR 6.1**

Assemble and maintain an inventory of contaminated sites on the Island to track site location, contaminant(s) of concern, cleanup status and potential to impact nearby surface or *groundwater*.

**Policy WR 6.2**

Collaborate with the U.S. Environmental Protection Agency, Washington State Department of Ecology, Tribes and the Kitsap Public Health District to address contaminated site assessment and cleanup efforts within the purview of those agencies to achieve remediation/cleanup as quickly as reasonably possible.

**Policy WR ~~6.3~~ 6.4**

~~Make every reasonable attempt to~~ Clean-up and/or remediate City-owned contaminated sites that are known to be or discovered to be contaminated.

**Policy WR ~~6.4~~ 6.3**

Consult the contaminated site inventory:

- Prior to property acquisition and weigh the cost/benefit of acquiring such a property;
- As part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions;
- As part of capital *infrastructure* construction or maintenance;
- As part of emergency management preparedness and response.

**Policy WR 6.5**

~~Consult the contaminated site inventory as part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions.~~

**Policy WR 6.6**

~~Consult the contaminated site inventory as part of capital *infrastructure* construction or maintenance.~~

**Policy WR 6.7**

~~Consult the contaminated site inventory as part of emergency management preparedness and response.~~

## PUBLIC EDUCATION AND OUTREACH

### GOAL WR-7

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

#### Policy WR 7.1

Educate and inform the public about:

- The purpose and importance of aquatic environments, their vulnerabilities and observed status and trends in ecological health and function;
- Expected *climate change* impacts and how these will affect the Island's water resources and their beneficial uses;
- The characteristics of the *aquifer* system, the Island's dependency upon it and its vulnerability to contamination (including seawater intrusion) and depletion;
- The Environmental Protection Agency's Sole Source Aquifer Designation Program and what this designation means for the Island's *aquifer* system;
- Wellhead protection and the critical importance of restricted chemical use or storage within the protection area around wells;
- Critical *aquifer recharge areas* (or other special conservation areas) and the purpose they serve to the *aquifer* system;
- How to report spills or illicit dumping of hazardous waste or other pollutants and how to access information about location and status of contaminated sites;
- How to find information about their well and how to properly maintain it;
- Methods to identify wastewater indoors and outdoors and practices to conserve water such as native landscaping, xeriscaping and water use reduction or reuse;
- Resources for streamside and shoreline landowners;
- Water resources protection best management practices for commercial, industrial, residential, agricultural and other *land uses* to prevent or reduce pollution. These practices include but are not limited to, septic system maintenance, pet and livestock waste management, landscaping and gardening, *farm* plans, appropriate methods for use, storage and disposal of hazardous materials and other chemicals, on-site drainage system maintenance and automotive care.

#### Policy WR 7.2

~~Educate and inform the public about expected *climate change* impacts and how these will affect the Island's water resources and their beneficial uses.~~

#### Policy WR 7.3

~~Educate the public about the characteristics of the *aquifer* system, the Island's dependency upon it and its vulnerability to contamination (including seawater intrusion) and depletion.~~

#### Policy WR 7.4

~~Educate the public about Environmental Protection Agency's Sole Source Aquifer Designation Program and what this designation means for the Island's *aquifer* system.~~

**Policy WR 7.5**

Educate the public about wellhead protection and the critical importance of restricted chemical use or storage within the protection area around wells.

**Policy WR 7.6**

Educate the public about critical *aquifer recharge areas* (or other special conservation areas) and the purpose they serve to the *aquifer* system.

**Policy WR 7.7**

Inform the public about how to report spills or illicit dumping of hazardous waste or other pollutants and how to access information about location and status of contaminated sites.

**Policy WR 7.8**

Inform the public about how to find information about their well and how to properly maintain it.

**Policy WR 7.9**

Educate and provide technical assistance to the public on methods to identify wastewater indoors and outdoors and practices to conserve water such as native landscaping, xeriscaping and water use reduction or reuse.

**Policy WR 7.10**

Provide “how to” or “dos and don’ts” resources for streamside and shoreline landowners.

**Policy WR 7.11**

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

**Policy WR 7.2 7.12**

Provide and Promote opportunities for citizen stewardship and involvement.

**Policy WR 7.3 7.13**

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

## WATER RESOURCES IMPLEMENTATION

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

### HIGH PRIORITY ACTIONS

**WR Action #1 Adopt aquifer conservation zoning regulations and innovative permit review processes designed to protect the Island’s surface and ground waters.**

#### Policy WR 1.4

Apply the policies in this Element in tandem with the protection measures set by the City’s Shoreline Master Program, *Critical Areas Ordinance* and any other environmental or water resources management ordinance adopted by the City.

#### Policy WR 2.1

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

#### Policy WR 2.9

Recognizing that the Island *aquifer* system is a *Sole Source Aquifer* as designated by EPA, institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities or activities that could affect stormwater runoff and aquifer recharge associated with a proposed *land use*. The Island’s aquifers are protected through critical area regulations and Washington Administrative Code (WAC) Chapter 362-190.

#### Policy WR 4.7

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

#### Policy LU 12.4

Protect aquifer recharge functions throughout the Island, all of which is an *aquifer recharge area*, through the application of *critical areas regulations*, Shoreline Master Program use regulations, *low impact development regulations*, and the *wellhead protection regulations* administered by the Kitsap Health District.

#### Policy LU 4.9

The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas*, and innovative *tools* such as aquifer conservation zoning and *conservation villages* to minimize the development footprint within these Conservation Areas.

**WR Action #2 Adopt an Island-wide Groundwater Management Plan.****Policy WR 2.7**

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

**Policy LU 12.5**

Establish appropriate procedures to monitor the effect of water drawdowns within and between aquifers and adopt programs and regulations to preclude groundwater contamination, and to encourage water conservation and enhanced aquifer recharge.

**WR Action #3 Apply *adaptive management* to assure that land use on the Island will continue to be adequately served by the available water resources.****Policy WR 3.16**

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

**Policy WR 4.12**

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

**Policy WR 6.1**

Assemble and maintain an inventory of contaminated sites on the Island to track site location, contaminant(s) of concern, cleanup status, and potential to impact nearby surface or *groundwater*.

**Policy LU 4.4**

The *special planning area* process for each *designated center* shall be informed by surface water and aquifer data in the respective watersheds and appropriate revision made to limit permitted uses or require specific measures to protect the water resource.

**MEDIUM PRIORITY ACTIONS****WR Action #4 Launch a program of public education about how individual actions can help protect the quality and quantity of the Island's surface and groundwaters.****Policy WR 2.11**

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

**Policy WR 2.13**

Develop a program that incentivizes and facilitates innovative methods for encourages homeowners and business owners to explore innovative methods for to reuse stormwater ~~recapturing and reusing surface water runoff~~ and grey water as approved by the Washington State Department of Health and the Kitsap Public Health District.

**Policy WR 3.17**

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

**Policy WR 3.18**

Promote and support volunteer or community-driven restoration projects.

**Policy WR 7.12**

~~Provide and~~ Promote opportunities for citizen stewardship and involvement.

**Policy LU 2.2**

A public education program should be established to foster the community's understanding of the natural systems on the Island and their carrying capacity.

**OTHER PRIORITY ACTIONS**

**WR Action #5 Work with other jurisdictions and the environmental and development communities to promote programs and projects to protect the Island's surface and ground waters.**

**Policy WR 2.5**

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

**Policy WR 3.10**

Work with state and local health departments to evaluate the merits of new technologies such as greywater capture, package treatment plants and composting toilets, as alternatives to septic and sewer systems. ~~Determine which of those systems should be allowed and/or encouraged to better protect the quality and capacity of the Island's surface water and near-shore environment.~~

**Policy LU 2.5**

Work with EcoAdapt and others to prepare a Bainbridge Island Climate Change and Water Conservation Plan strategy.

# HOUSING ELEMENT

## TABLE OF CONTENTS

	PAGE
INTRODUCTION.....	HO- 1
BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING.....	HO-1
GMA GOAL AND REQUIREMENTS FOR HOUSING.....	HO-1
HOUSING NEEDS.....	HO-2
HOUSING ELEMENT VISION .....	HO-3
GOALS AND POLICIES.....	HO-3
IMPLEMENTATION.....	HO-10

## HOUSING ELEMENT INTRODUCTION

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

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

### BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING

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

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

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

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

### GMA GOAL AND REQUIREMENTS FOR HOUSING

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

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

RCW 36.70A.020(4)

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

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

RCW 36.70A.070(2)

## HOUSING NEEDS

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



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

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

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

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

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

## HOUSING VISION 2036

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

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

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

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

## GOALS & POLICIES

### GOAL HO-1

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

#### Policy HO 1.1

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

#### Policy HO 1.2

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

#### Policy HO 1.3

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

#### Policy HO 1.4

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

**Policy HO 1.5**

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

**Policy HO 1.6**

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

**Policy HO 1.7**

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

**GOAL HO-2**

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

**Policy HO 2.1**

The Housing report shall address the following aspects of housing:

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

**Policy HO 2.2**

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

### GOAL HO-3

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

#### Policy HO 3.1

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

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



Fig. HO-1 Single-family Home



Fig. HO-2 Cottage Housing



Fig. HO-3 Accessory Dwelling Unit



Fig. HO-4 Duplex



Fig. HO-5 Row House



Fig. HO-6 Zero Lot Line



Fig. HO-7 Garden Apartment



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



Fig. HO-9 Micro Units

**Policy HO 3.2**

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

**Policy HO 3.3**

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

**Policy HO 3.4**

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

**Policy HO 3.5**

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

**Policy HO 3.6**

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

**Policy HO 3.7**

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

**GOAL HO-4**

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

**Policy HO 4.1**

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

**Policy HO 4.2**

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

**Policy HO 4.3**

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

**Policy HO 4.4**

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

**Policy HO 4.5**

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

**Policy HO 4.6**

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

**Policy HO 4.7**

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

**Policy HO 4.8**

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

**GOAL HO-5**

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

**Policy HO 5.1**

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

**Policy HO 5.2**

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

**Policy HO 5.3**

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

**GOAL HO-6**

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

**Policy HO 6.1**

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

**Policy HO 6.2**

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

**Policy HO 6.3**

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

**Policy HO 6.4**

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

**Policy HO 6.5**

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

**Policy HO 6.6**

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

**GOAL HO-7**

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

**Policy HO 7.1**

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

**Policy HO 7.2**

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

**Policy HO 7.3**  
Prohibit source-of-income discrimination.

**GOAL HO-8**

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

**Policy HO 8.1**

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

**Policy HO 8.2**

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

**Policy HO 8.3**

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

**GOAL HO-9**

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

**Policy HO 9.1**

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

**Policy HO 9.2**

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

**Policy HO 9.3**

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

**Policy HO 9.4**

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

**Policy HO 9.5**

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

**HOUSING IMPLEMENTATION**

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

**HIGH PRIORITY ACTIONS**

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

**GOAL HO-1**

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

**GOAL HO-2**

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

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

**Policy HO 3.6**

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

**Policy HO 4.2**

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

**Policy HO 6.3**

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

**Policy HO 6.4**

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

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

**Policy HO 3.4**

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

**Policy HO 4.3**

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

**Policy HO 4.4**

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

**Policy HO 9.5**

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

**MEDIUM PRIORITY ACTIONS**

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

**Policy HO 9.4**

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

**Policy HO 7.1**

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

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

**Policy HO 4.5**

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

**OTHER PRIORITY ACTIONS**

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

**Policy HO 3.2**

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

# TRANSPORTATION ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>INTRODUCTION</b> .....	TR-1
<b>TRANSPORTATION VISION</b> .....	TR-2
<b>GOALS AND POLICIES</b> .....	TR-6
MULTIMODAL.....	TR-6
NON-MOTORIZED SYSTEM .....	TR-7
FERRY SERVICE .....	TR-9
BUS SERVICE .....	TR-10
TRANSPORTATION DEMAND MANAGEMENT .....	TR-11
OPERATION AND MOBILITY .....	TR-12
STATE ROUTE (SR) 305 .....	TR-13
NEIGHBORHOODS .....	TR-14
SAFETY AND MAINTENANCE .....	TR-14
PARKING .....	TR-15
COMMUNITY CHARACTER .....	TR-16
ENVIRONMENT .....	TR-17
COMMUNITY INVOLVEMENT .....	TR-17
REGIONAL COORDINATION .....	TR-18
TRANSPORTATION FINANCING .....	TR-18
<b>TRANSPORTATION IMPLEMENTATION</b> .....	TR-19

# TRANSPORTATION INTRODUCTION

## Purpose and Structure of the Transportation Element

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

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

## Existing Conditions and Challenges

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

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

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

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

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

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

### **Balancing Community Interests**

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

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

## **TRANSPORTATION VISION 2036**

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

### **Transportation Issues**

As population grows on the Island and in Kitsap County, more demand is placed on the Island's roadway network and the regional SR 305 Corridor. As traffic volumes and vehicular-related congestion increases, so do conflicts with bikes/pedestrians and the need grows for transportation improvements to accommodate all modes of



transportation and a wider range of users. We need to consider how future growth will affect the community, and how to preserve the character and livability of Bainbridge Island. The following list identifies and briefly describes the community's transportation issues.

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

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

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

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

**E. Greater Winslow Area Traffic Congestion** – Residential and economic growth on Bainbridge Island, particularly in the Winslow subarea, has resulted in more vehicles on the street system. Intersections are increasingly congested, in particular during commute and school drop off and pick up times, but also in general. These impacts are felt on streets adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the *neighborhoods*.

**F. Motor Vehicle Speeds and Speed Limits** – Excessive vehicular speeds put the traveling public at greater risk especially for walkers, wheel chair users, and bicyclists. Many Island roads lack shoulder facilities or separate bicycle and pedestrian *infrastructure*. Speeding vehicles

discourage many people who want to walk, use a wheelchair, or ride a bicycle for transportation or recreation in many areas on the Island.

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

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

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

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

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

**K. Roadway Intersection Congestion** – At locations other than SR 305, intersections may limit capacity as the Island population grows. Islanders are increasingly concerned about relieving intersection capacity at school locations and during commute times in Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.

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

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

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

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

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

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

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

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

### Transportation Element Utilization

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

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

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

## GOALS & POLICIES

### MULTIMODAL

#### GOAL TR-1

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

#### Policy TR 1.1

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

#### Policy TR 1.2

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

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

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

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

## NON-MOTORIZED SYSTEM

### GOAL TR-2

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

#### Policy TR 2.1

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

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



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

#### Policy TR 2.2

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

#### Policy TR 2.3

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

**Policy TR 2.4**

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

**Policy TR 2.5**

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

**Policy TR 2.6**

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

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

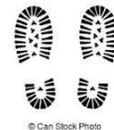
**Policy TR 2.7**

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

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

**Policy TR 2.8**

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



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

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

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

**Policy TR 2.9**

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

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

**Policy TR 2.10**

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

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

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

**FERRY SERVICE**

**GOAL TR-3**

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

**Policy TR 3.1**

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

**Policy TR 3.2**

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

**Policy TR 3.3**

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

**Policy TR 3.4**

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

**Policy TR 3.5**

Promote bicycle and pedestrian safety improvements near the ferry terminal.

**BUS SERVICE****GOAL TR-4**

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

**Policy TR 4.1**

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

**Policy TR 4.2**

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

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

**Policy TR 4.3**

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

**Policy TR 4.4**

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

- Ferry commuters
- Non-ferry commuters, including Island employees

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

#### Policy TR 4.5

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

#### Policy TR 4.6

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

## TRANSPORTATION DEMAND MANAGEMENT

### GOAL 5

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

#### Policy TR 5.1

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

#### Policy TR 5.2

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

#### Policy TR 5.3

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

#### Policy TR 5.4

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

#### Policy TR 5.5

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

**OPERATION AND MOBILITY****GOAL TR-6**

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

**Policy TR 6.1**

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

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

**Policy TR 6.2**

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

**Policy TR 6.3**

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

**Policy TR 6.4**

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

**Policy TR 6.5**

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

**Policy TR 6.6**

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

**Policy TR 6.7**

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

**Policy TR 6.8**

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

**Policy TR 6.9**

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

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

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

**Policy TR 7.1**

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

**Policy TR 7.2**

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

**Policy TR 7.3**

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

**Policy TR 7.4**

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

**Policy TR 7.5**

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

**Policy TR 7.6**

Support the construction of the STO and its branch trails.

**Policy TR 7.7**

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

**Policy TR 7.8**

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

**NEIGHBORHOODS****GOAL TR-8**

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

**Policy TR 8.1**

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

**Policy TR 8.2**

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

**Policy TR 8.3**

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

**Policy TR 8.4**

Complete and protect the Winslow Waterfront Trail.

**SAFETY AND MAINTENANCE****GOAL TR- 9**

**Support the safe use of the transportation system by maintaining the roadway system and including necessary safety enhancements in transportation improvement projects.**  
**Policy TR 9.1**

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

**Policy TR 9.2**

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

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

#### **Policy TR 9.3**

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

#### **Policy TR 9.4**

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

### **PARKING**

#### **GOAL TR-10**

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

#### **Policy TR 10.1**

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

#### **Policy TR 10.2**

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

#### **Policy TR 10.3**

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

#### **Policy TR 10.4**

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

#### **Policy TR 10.5**

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

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

**Policy TR 10.6**

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

**COMMUNITY CHARACTER**

**GOAL TR-11**

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

**Policy TR 11.1**

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

**Policy TR 11.2**

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

**Policy TR 11.3**

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

**Policy TR 11.4**

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

**ENVIRONMENT**

**GOAL TR-12**

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

**Policy TR 12.1**

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

**Policy TR 12.2**

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

**Policy TR 12.3**

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

**Policy TR 12.4**

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

**COMMUNITY INVOLVEMENT****GOAL TR-13**

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

**Policy TR 13.1**

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

**Policy TR 13.2**

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

**Policy TR 13.3**

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

## REGIONAL COORDINATION

### GOAL TR-14

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

#### Policy TR 14.1

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

#### Policy TR 14.2

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

#### Policy 14.3

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

## TRANSPORTATION FINANCING

### GOAL TR-15

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

#### Policy TR 15.1

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

#### Policy TR 15.2

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

#### Policy TR 15.3

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

**Policy TR 15.4**

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

**Policy TR 15.5**

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

**Policy TR 15.6**

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

**Policy TR 15.7**

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

**TRANSPORTATION IMPLEMENTATION**

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

**HIGH PRIORITY ACTIONS**

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

**Policy TR 1.1**

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

**Policy TR 2.1**

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

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

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

**Policy TR 13.2**

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

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

**GOAL TR-2: NON-MOTORIZED SYSTEM**

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

**Policy TR 4.1**

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

**Policy TR 7.5**

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

**Policy TR 14.1**

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

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

**Policy TR 6.1**

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

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

**Policy TR 9.1**

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

**Policy TR 15.1**

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

**MEDIUM PRIORITY ACTIONS**

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

**Policy TR 1.2**

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

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

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

**Policy TR 2.8**

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

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

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

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

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

**Policy TR 3.2**

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

**Policy TR 4.2**

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

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

**Policy TR 5.3**

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

**Policy TR 5.4**

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

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

**Policy TR 4.4**

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

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

**Policy TR 4.5**

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

**OTHER PRIORITY ACTIONS**

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

**Policy TR 2. 7**

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

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

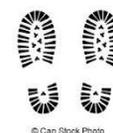
**Policy TR 6.1**

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

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

**Policy TR 6.2**

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

**Policy TR 6.6**

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

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

**Policy TR 3.4**

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

**Policy TR 4.6**

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

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

**GOAL TR- 10**

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

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

**Policy TR 11.1**

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

# CAPITAL FACILITIES ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>INTRODUCTION.....</b>	<b>CF-1</b>
<b>CAPITAL FACILITIES VISION.....</b>	<b>CF-3</b>
<b>GOALS AND POLICIES.....</b>	<b>CF-3</b>
<b>CAPITAL FACILITIES INVENTORY.....</b>	<b>CF-7</b>
<b>CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE.....</b>	<b>CF-12</b>
<b>SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE.....</b>	<b>CF-12</b>
<b>SIX-YEAR CAPITAL IMPROVEMENT PLAN.....</b>	<b>CF-13</b>
<b>CAPITAL FACILITIES IMPLEMENTATION.....</b>	<b>CF-13</b>

## CAPITAL FACILITIES INTRODUCTION

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## CAPITAL FACILITIES VISION 2036

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

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

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

## GOALS & POLICIES

### GOAL CF-1

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

#### Policy CF 1.1

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

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

**Policy CF 1.2**

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

**Policy CF 1.3**

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

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

**Policy CF 1.4**

Ensure that capital improvement projects are:

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

**Policy CF 1.5**

Give priority consideration to projects that:

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

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

### **Policy CF 1.6**

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

### **Policy CF 1.7**

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

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

## **GOAL CF-2**

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

### **Policy CF 2.1**

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

### **Policy CF 2.2**

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

### **Policy CF 2.3**

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

## **GOAL CF-3**

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

### **Policy CF 3.1**

Ensure a balanced approach to allocating financial resources among:

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

**Policy CF 3.2**

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

**Policy CF 3.3**

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

**Policy CF 3.4**

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

**Policy CF 3.5**

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

**Policy CF 3.6**

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

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

**Policy CF 3.7**

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

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

**Policy CF 3.8**

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

**GOAL CF-4**

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

**Policy CF 4.1**

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

**Policy CF 4.2**

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

**Policy CF 4.3**

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

**Policy CF 4.4**

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

## CAPITAL FACILITIES INVENTORY

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

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

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

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

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

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

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

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

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

**Table 3: City Undeveloped Land Inventory**

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

**Parks & Trails**

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

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

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

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

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

### Drinking Water

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

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

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

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

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

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

System	# Connections	Capacity		Storage
		(ERU)	(MGD)	Volumes (gal)
PUD #1 Island Utility-(Eagledale)	197	455	0.43	400,000
PUD #1 North Island	1767	2,028	0.365	825,105
PUD #1 Fletcher Bay	102	Unspecified	Unspecified	0
Meadowmeer (MWSA)	306	335	.45	225,000
PUD #1 South Bainbridge	1,241	1,416	0.90	807,000
<a href="#">Winslow (City)</a>	2,428	Unspecified	Unspecified	2,800,000
<b>Total</b>	<b>6,041</b>	Unspecified	Unspecified	<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, there are systems that may not be in compliance with Department of Health water quality requirements and may not meet minimum requirements of pressure and reliability. It is also likely that most of the smaller systems have

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

### **Winslow Water System**

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

### **Sanitary Sewage Disposal**

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

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

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

### **Storm and Surface Water Management**

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

## CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

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

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

## SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

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

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

## SIX-YEAR CAPITAL IMPROVEMENT PLAN

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

## CAPITAL FACILITIES IMPLEMENTATION

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

### HIGH PRIORITY ACTIONS

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

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

#### **Policy CF 1.1**

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

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

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

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

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

### **MEDIUM PRIORITY ACTIONS**

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

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

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

# UTILITIES ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>INTRODUCTION</b> .....	U-1
<b>UTILITIES ELEMENT VISION</b> .....	U-1
<b>GOALS AND POLICIES</b> .....	U-2
POTABLE WATER.....	U-3
PUBLIC SEWER.....	U-4
STORM AND SURFACE WATER.....	U-5
ELECTRICAL.....	U-4
SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING.....	U-7
TELECOMMUNICATION.....	U-8
<b>IMPLEMENTATION</b> .....	U-9



## UTILITIES INTRODUCTION

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

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

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

Regional telecommunication and electric utilities serve the City of Bainbridge Island. The electric and telecommunication utilities are regulated by the WUTC.

## UTILITIES VISION 2036

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

Coordinated water and sewer systems serve the more densely populated areas. Private homes on larger lots rely on septic systems, but most are served by water purveyors that cover broad areas of the Island. The City, working with other water purveyors, coordinates a monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels.

Household water rates encourage conservation and limit consumption during the dry season. Sewer systems provide for the reuse of treated water to recharge aquifers, for irrigation and to reduce outflow into Puget Sound. Tertiary treatment has been implemented to improve water quality in Puget Sound.

Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. A state-of-the-art telecommunication network has increased cooperation among neighbors and across the Island; it has facilitated ride-sharing and reduced dependence on private automobiles for commuting and daily errands. Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power.

# GOALS & POLICIES

## GOAL U-1

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

## GOAL U-2

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

## GOAL U-3

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

## GOAL U-4

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

## GOAL U-5

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

## GOAL U-6

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

## GOAL U-7

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

## GOAL U-8

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

## GOAL U-9

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

**POTABLE WATER**

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

**GOAL U-10**

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

**GOAL U-11**

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

**Policy U 11.1**

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

**Policy U 11.2**

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

**Policy U 11.3**

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

**Policy U 11.4**

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

**Policy U 11.5**

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

**Policy U 11.6**

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

**Policy U 11.7**

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

**Policy U 11.8**

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

**PUBLIC SEWER**

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

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

**GOAL U-12**

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

**Policy U 12.1**

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

**Policy U 12.2**

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

**Policy U 12.3**

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

**Policy U 12.4**

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

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

**Policy U 12.5**

Plan and design treatment facilities that re-use treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

**Policy U 12.6**

Improve the quality of effluent discharged to Puget Sound.

**Policy U 12.7**

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

**STORM AND SURFACE WATER**

The City of Bainbridge Island utilizes its storm and surface water utility to operate and manage its stormwater runoff measures and facilities.

**GOAL U-13**

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

**Policy U 13.1**

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

**Policy U 13.2**

Require new development to provide both on-site and off-site improvements necessary to avoid adverse water quality and quantity impacts.

**Policy U 13.3**

Use low impact development standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities.

**Policy U 13.4**

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

**Policy U 13.5**

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

**Policy U 13.6**

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

**Policy U 13.7**

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

**ELECTRICAL**

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

**GOAL U-14**

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

**Policy U 14.1**

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

**Policy U 14.2**

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

**Policy U 14.3**

Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

**Policy U 14.4**

Encourage undergrounding new and existing electric transmission and distribution power lines, and develop a long term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of households and businesses.

**Policy U 14.5**

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

**Policy U 14.6**

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

**Policy U 14.7**

New taxpayer-funded public buildings shall be designed and engineered to use carbon-neutral renewable energy for heating, cooling, and operational use to the maximum extent practical within site specific and existing technology limitations.

**Policy U 14.8**

Encourage new development to integrate ecological and innovative energy systems.

**SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING**

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

**GOAL U-15**

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

**Policy U 15.1**

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

**Policy U 15.2**

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

**Policy U 15.3**

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

**Policy U 15.4**

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

**Policy U 15.5**

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

**TELECOMMUNICATION**

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

Conventional telephone service is provided by established telephone providers and may be provided by a cable company as well. Telephone providers are regulated by the WUTC. Cellular telephone service is currently provided by a number of wireless service companies. The Federal Communications Commission regulates the cellular telephone industry and controls which carriers can operate and what frequencies can be utilized in their operation.

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

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

**GOAL U-16**

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

**Policy U 16.1**

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

**Policy U 16.2**

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

**Policy U16.3**

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

**Policy U 16.4**

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

**Policy U 16.5**

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

**Policy U 16.6**

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

**Policy U 16.7**

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

**Policy U 16.8**

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

**Policy U 16.9**

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

## UTILITIES IMPLEMENTATION

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

### HIGH PRIORITY ACTIONS

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

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

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

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

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

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

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

#### MEDIUM PRIORITY ACTIONS

**U Action #2** During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

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

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

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

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

# CULTURAL ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>INTRODUCTION</b> .....	CU-1
<b>CULTURAL ELEMENT VISION 2036</b> .....	CU-2
<b>GOALS AND POLICIES</b> .....	CU-2
FINANCIAL RESOURCES.....	CU-2
CULTURAL ACTIVITY AND ECONOMIC VITALITY .....	CU-3
HISTORY AND HERITAGE .....	CU-4
THE HUMANITIES.....	CU-4
MARKETING AND COMMUNICATIONS .....	CU-5
PUBLIC ART AND COMMUNITY DESIGN.....	CU-5
<b>IMPLEMENTATION</b> .....	CU-6

# INTRODUCTION



Bainbridge Island is home to thriving cultural institutions, and to many artists, writers, musicians, and craftspeople, serving a local and regional public and many tourists. The forms of art and culture that we celebrate are as diverse as our population; they are embedded in our history and our economy. Although a *Cultural Element* is not required in Comprehensive Plans under the Growth Management Act, ours was added in 1998 to recognize the contributions of cultural institutions and many dedicated individuals to our quality of life.

There are specific and compelling reasons for including a Cultural Element in the Comprehensive Plan. Arts and *humanities* include visual, performing, and literary arts, museums, historical sites and landmarks, and many other cultural institutions. The arts and humanities are mechanisms for developing larger community values that are rooted in the interests of citizens such as economic vitality, quality education, and community planning and design and are unto themselves a valuable element of the Island’s rich character. Support for the arts and *humanities* is an investment in the community.

The economic identity and vibrancy of Bainbridge Island is based upon its unique cultural values. These values have been historically developed and shaped by generations of Island residents. Invention, creativity, diversity and generosity of spirit and expression have led to the development of Island organizations, events, programs and individual pursuits allowing the community to financially and culturally flourish, enhancing its quality of life.

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

During the recession that began in 2008, the City Council chose to suspend BIMC Chapter 3.82 and BIMC Chapter 3.80, which had provided funding to local organizations via the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge). The City suspended new contributions into the public art fund during the recession. The Public Art Program itself continued to exist and there was significant fund balance that was available during that time. New contributions to the program, a percentage of capital projects, were restarted in 2015.

This Cultural Element continues to recognize that the arts and *humanities* significantly contribute to the City’s identity, *sense of place*, and economy.

## CULTURAL VISION 2036

Arts and *humanities* are an integral part of the community fabric. They contribute to the economic vitality, community character, livability, and quality of life of Bainbridge Island. The City includes funding for the arts in their biennial budget. This funding also supports local artists. Public art displays on City-owned property provide professional development opportunities for artists. A variety of housing alternatives are available to artists to enable them to live and work in the community.

Education programs to enhance understanding and appreciation for the history and heritage of Bainbridge Island are conducted for residents and off-Island visitors. The City's Historic Preservation program has preserved historic and cultural resources and farmland. Bainbridge Island is recognized nationally as a center of artistic excellence.

## GOALS & POLICIES

### FINANCIAL RESOURCES

#### GOAL CUL-1

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

##### **Policy CUL 1.1**

Designate the City's agent to coordinate marketing strategies with arts, business and tourism organizations to promote cultural events.

##### **Policy CUL 1.2**

Distribute financial support for the arts and *humanities*, arts education and cultural organizations through the City's biennial budget process.

##### **Policy CUL 1.3**

Maintain cooperative working relationships with the Island's principal cultural institutions.

##### **Policy CUL 1.4**

Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people encouraging both informal and planned gatherings and recreation.

**Policy CUL 1.5**

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

**Policy CUL 1.6**

Make creative *placemaking* a part of *subarea planning* and redevelopment projects.

**CULTURAL ACTIVITY AND ECONOMIC VITALITY****GOAL CUL-2**

**Preserve and promote the distinctive character, history and ~~arts and humanities~~ institutions of Bainbridge Island and take advantage of the Island's cultural stature within the dynamic economy of the Puget Sound region.**

**PARAGRAPH BELOW MOVED TO INTRODUCTION**

~~The economic identity and vibrancy of Bainbridge Island is based upon its unique cultural values. These values have been historically developed and shaped by generations of Island residents. Invention, creativity, diversity and generosity of spirit and expression have led to the development of Island organizations, events, programs and individual pursuits allowing the community to financially and culturally flourish, enhancing its quality of life.~~

**Policy CUL 2.1**

Promote Bainbridge Island's "Sense of Place" through an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

**Policy CUL 2.2**

Support artistic, historic and cultural events, institutions and places for sharing the Island's unique built and natural character with residents and visitors.

**Policy CUL 2.3**

Cultivate partnerships among the arts and humanities, economic development and the tourism sector.

**Policy CUL 2.4**

Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

**Policy CUL 2.5**

Encourage access to affordable work and living space for artists.

**Policy CUL 2.6**

Foster a climate that enhances the Island's national reputation as a center for artistic excellence.

## HISTORY AND HERITAGE

### GOAL CUL-3

**Preserve places where the Island’s history can be experienced, interpreted, and shared with the general public, in order to deepen an understanding of our heritage and the relationship of the past to our present and future.**

#### Policy CUL 3.1

Promote a sense of respect and appreciation for history and heritage among Island residents by supporting organizations that provide community education programs, school curriculum and oral history programs.

#### Policy CUL 3.2

Support the City’s Historic Preservation program to identify and preserve historic and cultural resources, including historic farms and heritage trees.

#### Policy CUL 3.3

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

#### Policy CUL 3.4

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

#### **Policy CUL 3.5**

**Recognize the probability of discovering new Native American cultural resources throughout the Island.**

## THE HUMANITIES

### GOAL CUL-4

**Promote understanding of humanistic inquiry as a foundation for civil society, enjoyment of the arts and lifelong learning.**

The *Humanities* foster a spirit of community where the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.

#### Policy CUL 4.1

Support community institutions such as libraries and museums which nurture creative thought and expression and exchanges of ideas between Island residents with community discussions.

#### Policy CUL 4.2

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

**MARKETING AND COMMUNICATIONS**

**GOAL CUL-5**

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

**Policy CUL 5.1**

Engage the City’s designated agent in coordination of marketing strategies with arts, business and tourism organizations to promote cultural events.

**Policy CUL 5.2**

Employ a variety of technologies to market cultural events to residents and as an attraction destination for off-Island visitors.

**PUBLIC ART AND COMMUNITY DESIGN**

**GOAL CUL-6**

**Create a stimulating visual environment by promoting public art and providing stewardship for the City’s public art portfolio.**

**Policy CUL 6.1**

Manage the City’s Two Percent for Public Art Program to provide opportunities for new projects and ensure financial sustainability.

**Policy CUL 6.2**

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

**Policy CUL 6.3**

Include public art in appropriate City capital projects.

**Policy CUL 6.4**

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

## CULTURAL IMPLEMENTATION

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

### HIGH PRIORITY ACTIONS

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

#### Policy CUL 1.2

Distribute financial support for the arts and *humanities*, arts education and cultural organizations through the City's biennial budget process.

#### Policy CUL 2.6

Foster a climate that enhances the Island's national reputation as a center for artistic excellence.

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

NOTE: Same action in Economic Element.

#### Policy CUL 1.1

Designate the City's agent to coordinate marketing strategies with arts, business and tourism organizations to promote cultural events.

#### Policy CUL 2.1

Promote Bainbridge Island's *sense of place* through an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

#### Policy CUL 2.2

Support artistic, historic and cultural events, institutions and places for sharing the Island's unique built and natural character with residents and visitors.

#### Policy CUL 2.3

Cultivate partnerships among the arts and *humanities*, economic development and the tourism sector.

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

#### Policy CUL 2.4

Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

**Policy CUL 2.5**

Encourage access to affordable work and living space for artists.

**MEDIUM PRIORITY ACTIONS**

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

**Goal 6**

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

**Policy CUL 6.1**

Manage the City's Two Percent for Public Art Program to provide opportunities for new projects and ensure financial sustainability.

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

**Policy CUL 1.4**

Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people, encouraging both informal and planned gatherings and recreation.

**Policy CUL 1.5**

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

**Policy CUL 1.6**

Make creative *placemaking* as part of *subarea planning* and redevelopment projects.

**Policy CUL 6.2**

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

**Policy CUL 6.4**

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

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

**Policy CUL 3.4**

Protect and develop ~~Provide leadership by protecting and developing~~ cultural and historic aspects of City-owned property.

# HUMAN SERVICES ELEMENT

## TABLE OF CONTENTS

	<b>PAGE</b>
<b>INTRODUCTION.....</b>	<b>HS-1</b>
<b>HUMAN SERVICES ELEMENT VISION.....</b>	<b>HS-1</b>
<b>GOALS AND POLICIES .....</b>	<b>HS-2</b>
<b>FINANCIAL RESOURCES.....</b>	<b>HS-2</b>
<b>CONTINUUM OF SERVICES .....</b>	<b>HS-2</b>
<b>HOUSING AND HUMAN SERVICES .....</b>	<b>HS-3</b>
<b>ECONOMIC AND HUMAN SERVICES .....</b>	<b>HS-4</b>
<b>PUBLIC AWARENESS AND ACCEPTANCE .....</b>	<b>HS-4</b>
<b>HUMAN SERVICES IMPLEMENTATION .....</b>	<b>HS-5</b>



## HUMAN SERVICES INTRODUCTION

Putting a “human face” on the *Comprehensive Plan* is the 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 to remember 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 relating to the human services needs of the residents of the City of Bainbridge Island.

The Human Services Element supports a delivery system that is comprehensive and flexible enough to meet the 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 inform coordinate appropriate levels of City funding.

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

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

## HUMAN SERVICES VISION 2036

Bainbridge Island continues to support a variety of human service agencies, each with a distinct mission, responding to the basic needs of our diverse population. Cooperation and coordination among human services providers, including the taxing districts, has strengthened the delivery system and improved services.

Bainbridge Island remains a caring community that treats those in need with dignity and respect and has the means to maintain the wellbeing of all its members. No one is excluded and each individual has opportunities to contribute. Diversity (of income and other resources, of origin and life experience, of age and state of health) is a valued community characteristic. Neighborhood networks, providing help in ordinary and emergency circumstances, add specific value to a generally shared sense of place and sense of community; friendliness is the foundation for human services.

Most Islanders prefer to age in place, continuing to enjoy the community’s arts and cultural activities, parks and other outdoor resources. The City’s efforts to provide *affordable housing* that meet the needs of a multi-generational community have been successful.

## GOALS & POLICIES

### FINANCIAL RESOURCES

#### GOAL HS-1

**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 of 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.

##### Policy HS 1.4

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

### CONTINUUM OF SERVICES

#### GOAL HS-2

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

##### Policy HS 2.1

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

##### Policy HS 2.2

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

##### Policy HS 2.3

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

**Policy HS 2.4**

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

**Policy HS 2.5**

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

**Policy HS 2.6**

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

**Policy HS 2.7**

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

**Policy HS 2.8**

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

## HOUSING AND HUMAN SERVICES

**GOAL HS-3**

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

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

**Policy HS 3.1**

Support emergency rental assistance subsidies.

**Policy HS 3.2**

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

**Policy HS 3.3**

Remove regulatory barriers to *special needs housing*.

## ECONOMIC HEALTH AND HUMAN SERVICES

**GOAL HS-4**

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

The Human Services Element complements the Economic Element which promotes business retention and expansion of the City's economy in the broadest sense. Human 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**

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**

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

**Policy HS 4.3**

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

**Policy HS 4.4**

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

**PUBLIC AWARENESS AND ACCEPTANCE**

**GOAL HS-5**

**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 periodic *Community Needs Assessment* can provide a foundation for a better and broader understanding of the difficulties that people in our community face and the resources we have available to address them.**

**Policy HS 5.1**

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

# HUMAN SERVICES IMPLEMENTATION

## HIGH PRIORITY ACTIONS

### HS Action #1

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

### GOAL HS-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 1.4

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

### HS Action #2

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

### Policy HS 1.1

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of 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 5.1

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

## MEDIUM PRIORITY ACTIONS

### HS Action #3

**Amend the City's development code and create public/private partnerships to increase the diversity of housing types and supply of affordable housing.**

NOTE: Same Action in Housing Element.

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

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

**Policy HS 3.2**

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

**Policy HS 3.3**

Remove regulatory barriers to *special needs housing*.

**HS Action #4**

**Adopt and maintain and Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.**

NOTE: Same Action in Economic Element.

**Policy HS 4.2**

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

**Policy HS 4.4**

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

**ORDINANCE NO. 2016-30**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, amending Titles 2, 3, 17 and 18 of the Bainbridge Island Municipal Code to ensure consistency with the updated 2016 Comprehensive Plan.

**WHEREAS**, the City is required by the Growth Management Act (GMA), RCW 36.70A.130, to conduct a periodic review and update of its comprehensive plan and development regulations to ensure consistency with updated state laws and population and employment projections; and

**WHEREAS**, the deadline to update to the City's Comprehensive Plan was June 30, 2016; and

**WHEREAS**, the City began working on the 2016 periodic update of the Comprehensive Plan in August 2014; and

**WHEREAS**, the Planning Commission began the review of each of the Comprehensive Plan's ten elements by holding a public workshop, where the Commission accepted both written and verbal comments on each of the elements; and

**WHEREAS**, for the 2016 Comprehensive Plan Update, the Planning Commission reviewed the *Introduction* and each element one at a time, meeting 38 times between January 2015 and August 2016 to discuss updating the elements, completing their preliminary review of all the elements on August 18, 2016; and

**WHEREAS**, each of the 38 Planning Commission meeting included an agenda item providing specific opportunity for public comment on the 2016 Comprehensive Plan Update; and

**WHEREAS**, the City issued a Determination of Non-significance regarding Ordinances No. 2016-29 and No. 2016-30 in compliance with the requirements of the State Environmental Policy Act, and

**WHEREAS**, the Comprehensive Plan is consistent with the Kitsap County Countywide Planning Policies, including the year 2036 population and employment allocations for the City of Bainbridge Island, and the Puget Sound Regional Council Multicounty Planning Policies, and the Growth Management Act; and

**WHEREAS**, the City must adopt development regulations that implement the Comprehensive Plan; and

**WHEREAS**, each Comprehensive Plan element has an implementation section that calls for further actions such as budget allocations, department work program additions, and community partnerships in order to fully implement the Comprehensive Plan; and

**WHEREAS**, the changes to the BIMC executed through this ordinance are generally the simple procedural or clarifying changes to the code that can be made without further study; and

**WHEREAS**, Ordinance 2016-29 adopts the update to the City’s Comprehensive Plan, and is being processes concurrently with this ordinance; and

**WHEREAS**, notice was given on **XX, 2016** to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

**WHEREAS**, the Planning Commission conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on September 17 and 22, 2016; and

**WHEREAS**, after closing the public hearing, the Planning Commission deliberated on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on **October XX, 2016 voting to recommend approval on XXXX, 2016; and**

**WHEREAS**, the City Council held study sessions on **October XX and November XX, 2016** on both Ordinance No. 2016-29 and Ordinance No. 2016-30; and

**WHEREAS**, the City Council conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on **XXXX, 2016; and**

**NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN, AS FOLLOWS:**

**Section 1:** The Bainbridge Island Municipal Code is amended to change the name of the “Neighborhood Service Center” (NSC) zoning district to “Neighborhood Center” (NC) zoning district throughout the municipal code.

**Section 2:** Section 2.16.040.E *Site Plans and Design Review- Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

2. The locations of the buildings and structures, open spaces, landscaping, pedestrian, bicycle and vehicular circulation systems are adequate, safe, efficient and in conformance with the Island-wide Transportation Plan ~~nonmotorized transportation plan~~;

**Section 3:** Section 2.16.050.D *Nonagricultural Minor Conditional Use Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

4. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~;

**Section 4:** Section 2.16.050.E *Agricultural Minor Conditional Use Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

1. As agriculture is a preferred use, conditional uses that are listed as agricultural uses in Table 18.09.020 (except for agricultural research facilities) may be approved if:

- a. The conditional use will not be materially detrimental to uses or property in the immediate vicinity of the subject property; and
- b. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~; and
- c. The conditional use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities; and
- d. The conditional use complies with all other provisions of the BIMC.

**Section 5:** Section 2.16.070 *Short Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Preapplication Conference. The applicant shall provide copies of one or more proposed or “first draft” composite site plans prepared in accordance with flexible lot design standards of Title 17 and Chapter 18.12 ~~methodology as described in the Flexible Lot Design Handbook~~ for the preapplication conference.

**Section 6:** Section 2.16.110.D *Major Conditional Use Permit- Decision Criteria* of the Bainbridge Island Municipal Code is amended to read as follows:

- 1. A conditional use may be approved or approved with conditions if:
  - a. The conditional use is harmonious and compatible in design, character and appearance with the intended character and quality of development in the vicinity of the subject property and with the physical characteristics of the subject property; provided, that in the case of a housing design demonstration project any differences in design, character or appearance that are in furtherance of the purpose and decision criteria of BIMC 2.16.020.Q shall not result in denial of a conditional use permit for the project; and
  - b. The conditional use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities; and
  - c. The conditional use will not be materially detrimental to uses or property in the vicinity of the subject property; and
  - d. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~; and
  - e. The conditional use complies with all other provisions of the BIMC, unless a provision has been modified as a housing design demonstration project pursuant to BIMC 2.16.020.Q; and
  - f. All necessary measures have been taken to eliminate or reduce to the greatest extent possible the impacts that the proposed use may have on the immediate vicinity of the subject property; and
  - g. Noise levels shall be in compliance with BIMC 16.16.020 and 16.16.040.A; and
  - h. The vehicular, pedestrian, and bicycle circulation meets all applicable city standards, unless the city engineer has modified the requirements of BIMC 18.15.020.B.4 and B.5, allows alternate driveway and parking area surfaces, and

confirmed that those surfaces meet city requirements for handling surface water and pollutants in accordance with Chapters [15.20](#) and [15.21](#) BIMC; and

- i. The city engineer has determined that the conditional use meets the following decision criteria:
  - i. The conditional use conforms to regulations concerning drainage in Chapters [15.20](#) and [15.21](#) BIMC; and
  - ii. The conditional use will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use and enjoyment of properties downstream; and
  - iii. The streets and pedestrian ways as proposed align with and are otherwise coordinated with streets serving adjacent properties; and
  - iv. The streets and pedestrian ways as proposed are adequate to accommodate anticipated traffic; and
  - v. If the conditional use will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the conditional use, and the applicable service(s) can be made available at the site; and
  - vi. The conditional use conforms to the “City of Bainbridge Island Engineering Design and Development Standards Manual,” unless the city engineer has approved a variation to the road standards in that document based on his or her determination that the variation meets the purposes of BIMC Title [17](#).
- j. If a major conditional use is processed as a housing design demonstration project pursuant to BIMC [2.16.020.Q](#), the above criteria will be considered in conjunction with the purpose, goals, policies, and decision criteria of BIMC [2.16.020.Q](#).

**Section 7:** Section 2.16.125 *Preliminary Long Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Preapplication Conference. The applicant shall provide copies of one or more proposed or “first draft” composite site plans prepared in accordance with flexible lot design standards of Title 17 and Chapter 18.12 methodology as described in the ~~Flexible Lot Design Handbook~~ for the preapplication conference. Applicants are required to participate in a community meeting through the city’s public participation program outlined in Resolution No. 2010-32. The meeting will be held during the preapplication conference phase of the project.

**Section 8:** Section 2.16.210.C *Special area plan process* of the Bainbridge Island Municipal Code is amended to read as follows:

- C. Beginning the Process. The special planning area process may be started in two different ways:
  1. The City Council may begin the process through the annual development of department work programs or biennial budget process; or
  2. Upon the written request of at least one owner of property located within a special planning area, the city council by resolution may approve the commencement of the special planning area process for that special planning area.

**Section 9:** Section 2.32.030 *Nonmotorized Transportation Advisory Committee* of the Bainbridge Island Municipal Code is amended to read as follows:

2.32.030 Duties and responsibilities.  
The goal of the committee is to work with neighborhood groups and city staff to implement the Island-wide Transportation Plan ~~nonmotorized transportation plan~~ and advocate for nonmotorized transportation facilities, including the funding for such facilities and promotional or educational programs encouraging nonmotorized transportation. The committee will advocate for and ensure implementation of the Island-wide Transportation Plan ~~nonmotorized transportation plan~~, including but not limited to the recognition and integration of the federal, state and local emphasis on active recreation, the reduction of greenhouse gas emissions and the linkage of communities through regional connectivity.

**Section 10:** Chapter 3.82 *Bainbridge Island Arts and Humanities Account* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.

**Section 11:** Chapter 3.86 *Health, Housing, and Human Services Account* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.

**Section 12:** Section 17.12.020 *Flexible Lot Design Requirement for Single-family Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- A. Requirement.
  - 1. All single-family residential short and long subdivisions within the city shall be designed in accordance with the city’s adopted flexible lot (flexlot) design requirements. If, due to site or design constraints, no homesite with supporting infrastructure can be located on a subject property, no division of land is permitted.
  - 2. Some of the flexible lot design requirements are outlined in this title and in BIMC Title 18, ~~and additional guidance is provided in the city’s flexible lot design handbook, which has been prepared and shall be maintained by the director, and made available to the public, to assist applicants in the preparation of flexible subdivision designs and applications for residential subdivisions.~~
- B. Pre-Existing Lots. Lots that have previously received final approval from the city, or that have previously received final approval from Kitsap County prior to inclusion within the city boundaries, and that do not comply with the adopted flexible lot design requirements shall be considered existing nonconforming lots, but any future resubdivision of any such lots shall comply with adopted flexible lot design requirements.
- C. Two Types of Flexible Lot Design Available. Applicants for a short or long subdivision or resubdivision shall comply with the standards in this title applicable to open space design or the standards applicable to cluster design. If an applicant does not notify the city of his or her intention to submit a cluster design, the open space design standards shall apply. In some cases, however, site constraints such as the size

and shape of the parcel or the presence of areas subject to Chapter [16.12](#) BIMC (Shoreline Master Program) or Chapter [16.20](#) BIMC (Critical Areas) result in only one of the options being feasible. The cluster design option is not available to properties located in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8 and R-14 zoning districts.

- D. Large Lot Subdivisions. As authorized by RCW [58.17.040](#)(2) or its successors, the city regulates the division of land into large lots. Large lot subdivisions shall comply with the requirements of BIMC [17.12.040](#) (General residential subdivision standards), the requirements of BIMC [17.12.060](#) (Special requirements for sensitive areas), if applicable, and the requirements of BIMC Title [18](#) for the zone district in which the property is located. Large lot subdivisions are not a form of flexlot and therefore are not subject to cluster or open space design requirements.

**Section 13:** Section 17.12.030.A.4 *Open space/Cluster Standards and Homesite Locations for Single-family Residential Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

4. Amount of Open Space Required.
  - a. Basis. In determining the open space area requirement stated in subsection A.4.b of this section, the city has relied on the “Analysis of Open Space Report” dated July 15, 2003, and amended April 30, 2004, and the other reports, statutes and documents referenced in the recitals to the ordinance codified in this section (“open space documentation”). The open space documentation shall be incorporated into the record of every short or long subdivision application. In reviewing a short or long subdivision application, the city shall consider the open space documentation as presumptively valid and applicable to the short or long subdivision application.
  - b. Amount Required.
    - i. The area provided for open space shall be based on and consistent with the existing valued open space features (listed in Table 17.12.030-2) on the subject property, up to a maximum of 25 percent of the area of the property being subdivided, unless additional open space area is otherwise provided pursuant to subsection A.5 of this section.
    - ii. All lands subject to critical area regulations by Chapter [16.20](#) BIMC shall remain subject to those regulations regardless of whether they are included in the required open space designation.
    - iii. If a property being subdivided contains valued open space features as described in Table 17.12.030-2 that exceed 25 percent of the gross land area, the maximum required area for open space designation is still 25 percent, unless it includes protected critical area as regulated by Chapter [16.20](#) BIMC.
    - iv. If the gross land area contains less than 25 percent in open space features, then the designated open space is identified accordingly. ~~The flexible lot design handbook provides assistance on the methodology for designating open space areas.~~ Designated open space areas shall not be required to be dedicated to the public, and the owner shall not be required to permit public access to

designated open space areas. Landscape buffers may be included in the open space calculation as specified in Tables 18.15.010-3 and 18.15.010-45.

**Section 14:** Section 17.12.030.B *Open space/Cluster Standards and Homesite Locations for Single-family Residential Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- B. Cluster Short and Long Subdivisions. If an applicant chooses to apply for a cluster short or long subdivision, the open space provisions of subsection A of this section shall not apply. Clustering shall be accomplished through the design standards of Title 17 and Chapter 18.12 process specified in the flexible lot design handbook. The cluster design option is not available to properties located in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8 and R-14 zoning districts. The following requirements shall apply to cluster short and long subdivisions:
1. Homesite Clustering. The purpose of clustering is to facilitate the efficient use of land by reducing disturbed areas, impervious surfaces, utility extensions and roadways. Homesites shall be located in cluster groupings and the efficient location of infrastructure shall be used to maximize the undeveloped area. Four or more homesites shall constitute a cluster grouping in a long subdivision, and two or more homesites shall constitute a cluster grouping in a short subdivision.
    - a. All homesites in a cluster grouping shall adjoin or be located a maximum of 25 feet apart from another homesite.
    - b. The city encourages design of homesite cluster groups that create open areas large enough to accommodate crop agriculture, when such areas are created. The applicant shall record covenants making it clear to lot buyers that crop agriculture may take place on the open areas.
    - c. The location of homesite cluster groups is not required to be located near any existing home on the property.
  2. Homesite Area.
    - a. The homesite area is for development of the primary residential dwelling and accessory buildings for each lot within the subdivision.
    - b. In the R-0.4, R-1, ~~and R-2, and R-2.9~~ zoning districts, a homesite area with a maximum area of 10,000 square feet shall be provided for each lot and shall be depicted on the face of the plat.
    - c. ~~In the R-3.5 and R-4.3 zoning districts, a homesite area with a maximum homesite area of 7,600 square feet shall be provided for each lot and shall be depicted on the face of the plat.~~
    - d. ~~In the R-5, R-6, R-8, and R-14 zoning districts, a homesite area with a maximum area of 5,000 square feet shall be provided for each lot and shall be depicted on the face of the plat.~~
    - e. Other allowed uses and structures, including well houses, may be located within the lot and outside the homesite area; provided, that all other applicable requirements of the BIMC are satisfied.
    - f. Designated homesites shall not include designated critical areas or their buffers.
    - g. Fencing or signage of designated critical areas shall be required pursuant to subsection A.8.a of this section.

**Section 15:** Section 17.12.040 *General Residential Subdivision Standards* of the Bainbridge Island Municipal Code is amended to read as follows:

- B. Homesites. Residential homesites shall be located consistent with the design standards of Title 17 and Chapter 18.12 methodology prescribed in the flexible lot design handbook.
  
- E. Roads and Pedestrian Access.
  - 1. Roads and access complying with the “City of Bainbridge Island Design and Construction Standards and Specifications,” and all applicable requirements of the BIMC, shall be provided to all proposed lots consistent with the standards contained within this subsection.
  - 2. A variation from the road requirements and standards contained within the “City of Bainbridge Island Design and Construction Standards and Specifications” may be approved by the city engineer through the minor variance process described in BIMC Title 2.
  - 3. Existing roadway character shall be maintained where practical. This may be accomplished through the reduction of roadway width consistent with subsection E.2 of this section, the minimization of curb cuts, and the preservation of roadside vegetation. To minimize impervious surfaces, public rights-of-way, access easements and roadways shall not be greater than the minimum required to meet standards unless the city engineer agrees that the additional size is justified.
  - 4. Connections to existing off-site roads that abut the subject property shall be required where practicable, except through critical areas and/or their buffers.
  - 5. Street names and traffic regulatory signs shall be provided, and their locations shall be indicated on the plat/plan. The location of mailboxes and traffic regulatory signs is only required to be indicated on the plat/plan when other public improvements are required.
  - 6. Transit stops shall be provided as recommended by Kitsap Transit.
  - 7. Pedestrian and bicycle circulation and access within a subdivision and onto the site shall be provided through walkways, paths, sidewalks, or trails and shall be consistent with the Island-wide Transportation Plan nonmotorized transportation plan. Pursuant to RCW [58.17.110](#)(1) sidewalks shall be provided, where necessary, to assure safe walking conditions for students who walk to and from school. Special emphasis shall be placed on providing pedestrian access to proposed recreational and/or open space areas.

**Section 16:** Section 17.28.020 *Definitions* of the Bainbridge Island Municipal Code is amended to read as follows:

- 19. “Flexible lot design” is the design process the city uses that permits flexibility in lot development and encourages a more creative approach than traditional lot-by-lot subdivision. The flexible lot design process includes lot design standards, ~~guidance on~~ for the placement of buildings, use of open spaces and circulation that best addresses site characteristics. This design process permits clustering of lots, with a variety of lot sizes, to provide open space, maintain Island character and protect the island’s natural systems.

**Section 17:** Table 18.12.020-1 *Flexlot Dimensional Standards for Residential Zone Districts* of the Bainbridge Island Municipal Code is amended as shown in Exhibit A:

**Section 18:** Table 18.15.010-3 *Perimeter Landscaping Requirements by Land Use and Zoning District* of the Bainbridge Island Municipal Code is amended as shown in Exhibit B.

**Section 19:** Section 18.27.020 *Transfer of Development Rights* of the Bainbridge Island Municipal Code is amended to read as follows:

18.27.020 Development rights sending areas.

- A. ~~Critical Areas Overlay District.~~ All properties located outside of designated centers within the critical areas overlay district (CAOD) as designated on the land use map of the city comprehensive plan are established as development rights sending areas. ~~A copy of the critical areas overlay district is available from the department.~~
- B. Agricultural Land. Any owner of agricultural land as defined by BIMC [16.26.020](#), ~~whether located in or outside of the CAOD~~, may elect to have the agricultural land designated as a development rights sending area through the sale or transfer of the development rights of the property.
- C. Donation of Development Rights. Any owner of real property may donate all or a portion of their development rights to the city.
- D. Property Already Restricted from Development Not Eligible. Development rights are not available for real property ~~in the CAOD or agricultural land outside of the CAOD~~ that is subject to easements or covenants preventing further development of the real property.

**Section 20:** Section 18.36.030 *Definitions* of the Bainbridge Island Municipal Code is amended to read as follows:

- 16. “Affordable housing” or “affordable dwelling unit” (formerly “HUD-defined affordable housing”) means a dwelling unit for use as primary residence by a household in any of the income groups described below, which may be rented or purchased (including utilities other than telephone and cable TV) without spending more than 30 percent of monthly household income. Income level eligibility threshold levels shall be set using HUD levels for the Bremerton-Silverdale Seattle metropolitan statistical area.

**Section 21:** The Official Zoning Map of the Bainbridge Island Municipal Code is amended for consistency with the Future Land Use Map of the 2016 Comprehensive Plan, as shown in Exhibit C:

**Section 22.** This ordinance shall take effect and be in force on and after five days from its passage, approval and publication as required by law.

PASSED BY THE CITY COUNCIL this \_\_\_\_\_, 2016.

APPROVED BY THE MAYOR this \_\_\_\_\_, 2016.

\_\_\_\_\_  
Val Tollefson, Mayor

ATTEST/AUTHENTICATE:

\_\_\_\_\_  
Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK: XXXX, 2016

PASSED BY THE CITY COUNCIL: XXXX, 2016

PUBLISHED: \_\_\_\_\_

EFFECTIVE DATE: \_\_\_\_\_

ORDINANCE NUMBER: 2016-30

DRAFT

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
<b>DIMENSIONAL STANDARD</b>										
<b>MINIMUM LOT AREA</b>										
<p>Note: Additional regulations on lot dimensions may apply pursuant to:</p> <p>(a) BIMC <a href="#">17.12.030.A</a>, flexible lot subdivision open space development option; or</p> <p>(b) BIMC <a href="#">17.12.030.B</a>, flexible lot subdivision cluster development option. <u>Cluster option not available for properties in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8, and R-14 zoning districts.</u></p>										
<b>Open Space Short and Long Subdivision</b>	<p>If the parcel is served by a public sewer system or the septic drainfield is located outside of the lot: 5,000 sq. ft. located outside of critical areas and their buffers (see BIMC Title <a href="#">16</a>) in every zone district except R-14. Parcels containing liquefaction hazard critical areas are exempt from the 5,000 sq. ft. requirement.</p> <p>If the septic drainfield is located within the lot: 12,500 sq. ft., of which 5,000 sq. ft. must be located outside of critical areas and their buffers. Parcels containing liquefaction hazard critical areas are exempt from the 5,000 sq. ft. requirement. The health district may require a larger lot size.</p> <p>In the R-14 district, the minimum lot area is 3,100 sq. ft.</p> <p>For all zone districts, the minimum lot size can be reduced below 5,000 sq. ft. as an incentive for providing additional open space pursuant to BIMC <a href="#">17.12.030.A.5</a>.</p>									
<b>Short and Long Cluster Subdivision</b>	Lot size flexible as long as minimum homesite area met per BIMC <a href="#">17.12.030.B</a> .									
	Homesite max. 10,000 sq. ft.	<del>NA</del> Homesite max. 7,600 sq. ft.				<del>NA</del> Homesite max. 5,000 sq. ft.				
<b>Large Lot Subdivision</b>	5 ac or 1/128th of a section, whichever is smaller									

**Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts**

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
<b>DIMENSIONAL STANDARD</b>										
<b>MAXIMUM DENSITY (Minimum lot area per dwelling unit)</b>										
<p>Note: Subdivisions containing irregularly shaped lots and lots containing critical areas may not be permitted to achieve maximum density. Additional regulations on density may apply pursuant to:</p> <p>(a) BIMC <a href="#">16.20.160.F.5.a</a>, Additional Development Standards for Regulated Uses, Land Divisions and Land Use Permits, Density Calculation</p>										
<b>Short, Long, and Large Lot Subdivisions</b>	The maximum number of lots permitted shall be calculated by dividing the total lot area of the property (without deducting areas to be dedicated as public rights-of-way or areas to be encumbered by private road easements) by the minimum lot area for standard lots in the zone district.									
Base Density	100,000 sq. ft.	40,000 sq. ft.	20,000 sq. ft. [1]	15,000 sq. ft. [2]	12,500 sq. ft. [2]	10,000 sq. ft. [2]	8,500 sq. ft.	7,260 sq. ft.	5,400 sq. ft.	3,100 sq. ft.
Bonus Density pursuant to BIMC <a href="#">18.12.030.A</a>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3,630 sq. ft.	2,074 sq. ft.
<b>MINIMUM LOT DIMENSIONS</b>										
<p>Note: Additional regulations on lot dimensions may apply pursuant to:</p> <p>(a) BIMC <a href="#">17.12.030.A</a>, flexible lot subdivision open space development option, or</p>										

**Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts**

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
(b) BIMC <a href="#">17.12.030</a> .B, flexible lot subdivision cluster development option. <u>Cluster option not available for properties in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8, and R-14 zoning districts.</u>										
Short, Long, and Large Lot Subdivisions	Minimum lot width shall be 50 ft. unless the shoreline master program requires a larger width. Insofar as practical, side lot lines shall be at right angles to street lines or radial to curved street lines. The size, shape, and orientation of lots shall be appropriate for the type of development and use contemplated. Corner lots may be required to be platted with additional width to allow for the additional side yard requirements. When consistent with neighborhood character, subdivision lots situated along public streets should be configured to allow future houses to face the street, but this requirement does not apply to short plats or large lots.									
<b>MAXIMUM LOT COVERAGE [3]</b>										
Short and Long Subdivision	Same as applied to the entire property that is the subject of the subdivision application, a portion of which shall be assigned to each lot at the time of preliminary plat approval.									
Large Lot Subdivision	10%	15%	20%	25%	25%	25%	25%	N/A	25%	40%
<b>MINIMUM SETBACKS</b>										
Note: Landscaped areas may serve as setbacks (i.e., setbacks are not in addition to landscaped areas), and some encroachments into setback areas are permitted pursuant to BIMC <a href="#">18.12.040</a> .										
Note: Additional setbacks may be required by:										
(a) Chapter <a href="#">16.08</a> or <a href="#">16.12</a> BIMC, or										
(b) Chapter <a href="#">16.20</a> BIMC, Critical Areas, or										

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14	
<b>DIMENSIONAL STANDARD</b>											
(c) BIMC <a href="#">16.28.040</a> , mining regulations, or (d) BIMC <a href="#">18.09.030</a> , Use-specific standards, or (e) BIMC <a href="#">18.12.030.F</a> , Shoreline Structure Setbacks, or (f) BIMC <a href="#">18.15.010</a> , landscaping and screening.											
<b>Short, Long, and Large Lot Subdivisions [4]</b>											
Bldg. to bldg.	0 ft. <del>10 ft.</del> , or minimum required by the fire code, whichever is greater										
Building to exterior plat boundary line	25 ft.	15 ft.									
Building to SR 305 right-of-way	75 ft.										
Building to other arterial and collector rights-of-way	50 ft.				40 ft.						
Building to other streets	15 ft.										
Building to trail, open space or access easement (except for open space areas that are	10 ft.										

**Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts**

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
also roadside or landscape buffers)										
Cluster Subdivisions: Homesite clustering	All homesites in a cluster grouping shall adjoin or be located a maximum of 25 feet apart from another homesite.			NA						
Shoreline Jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC <a href="#">18.12.030.F</a> , Shoreline Structure Setbacks. For properties abutting the shoreline, the native vegetation zone required by BIMC <a href="#">16.12.030</a> and Table 16.12.030-3 replaces the zoning setbacks along the water.									
<b>MAXIMUM BUILDING HEIGHT</b>										
Note: Bonus may not be available in the shoreline jurisdiction										
<b>Short, Long, and Large Lot Subdivisions</b>	Height requirements for standard lots apply (see end of table)									

[1] The base density for that parcel in the Lynwood Center special planning area designated as R-2 is one unit per 20,000 sq. ft., but may be increased up to 3 units per acre; provided, that a public access easement is granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage. The base density of some parcels in the Fort Ward historic overlay district may be increased as shown in BIMC [18.24.070](#).

[2] Pursuant to Chapters [18.18](#) and [18.27](#) BIMC the minimum lot area for a dwelling unit shall be 5,400 square feet for that area designated on the official land use map as the urban single-family overlay district (R-8SF). All other requirements of this chapter shall apply.

[3] Educational, governmental, cultural, religious, and health care, within residential zone districts must be processed as major conditional use permits pursuant to BIMC [2.16.110.E](#).

[4] For flexlot subdivisions and short plats, setbacks from rights-of-way may be reduced to maintain neighborhood character by establishing building setbacks equal to or greater than the existing building setbacks on the adjacent properties. Where there are no developed properties adjacent to the property being subdivided, the setbacks in Table 18.12.020-1 shall apply.

**Table 18.15.010-3: Perimeter Landscaping Requirements by Land Use and Zoning District**

<b>Abutting Zoning or Land Use District</b>	<b>Perimeter Landscape Type</b>	<b>Perimeter Width (ft.)</b>	<b>Minimum Perimeter Width (ft.)</b>
<b>Multifamily in R-2, R-1 and R-0.4 Districts</b>			
Single-family residential	Full Screen	25	25
<b>R-8 and R-14 Multifamily Districts</b>			
R-4.3 (urban residential)	Partial Screen	20	15
<b>Short Plats and Subdivisions in Residential Zoning Districts [1]</b>			
Residential subdivision in the R-0.4, R-1, <u>and</u> R-2, <u>and</u> R-2.9 districts (cluster option only)	Edge Planting Standard	25	25
Residential subdivision in the R-3.5, R-4.3, R-5, R-6, R-8, and R-14 districts (cluster option only)	Edge Planting Standard	40	40
Multifamily subdivision in the R-2, R-1, and R-0.4 zoning districts (cluster option only)	Full Screen	25	25
Park and conservation land buffer: applies to all single-family subdivisions (OS) [2]	Edge Planting Standard	25	25
<b>Nonresidential Uses in Areas Outside Winslow Mixed Use, HSR, NSC, B/I, WD-I Districts</b>			
Residential including multifamily	Full Screen	25	25
Nonindustrial uses	Partial Screen	20	10
<b>Winslow Town Center Mixed Use District [3]</b>			
Single-family residential	Full Screen	20	15
<b>HSR I and II Districts</b>			
Single-family residential	Full Screen	20	15

**Table 18.15.010-3: Perimeter Landscaping Requirements by Land Use and Zoning District**

Abutting Zoning or Land Use District	Perimeter Landscape Type	Perimeter Width (ft.)	Minimum Perimeter Width (ft.)
<b>NSC Districts</b>			
Residential including multifamily	Full Screen	20	15
<b>B/I Districts</b>			
Non-B/I	Full Screen [4]	50	35
<b>WD-I Districts</b>			
Residential including multifamily	Full Screen	40	30
Nonindustrial uses	Full Screen	25	15
<p>[1] Properties with less than one acre being subdivided are not subject to perimeter buffer requirements.</p> <p>[2] (OS) indicates that the buffer may be calculated in the required open space area for the subdivision.</p> <p>[3] For perimeter landscaping requirements in the ferry terminal district transition area, north of Winslow Way, reference BIMC <a href="#">18.12.030.C</a>.</p> <p>[4] This perimeter buffer applies even when a private access road separates a B/I property from non-B/I property.</p>			



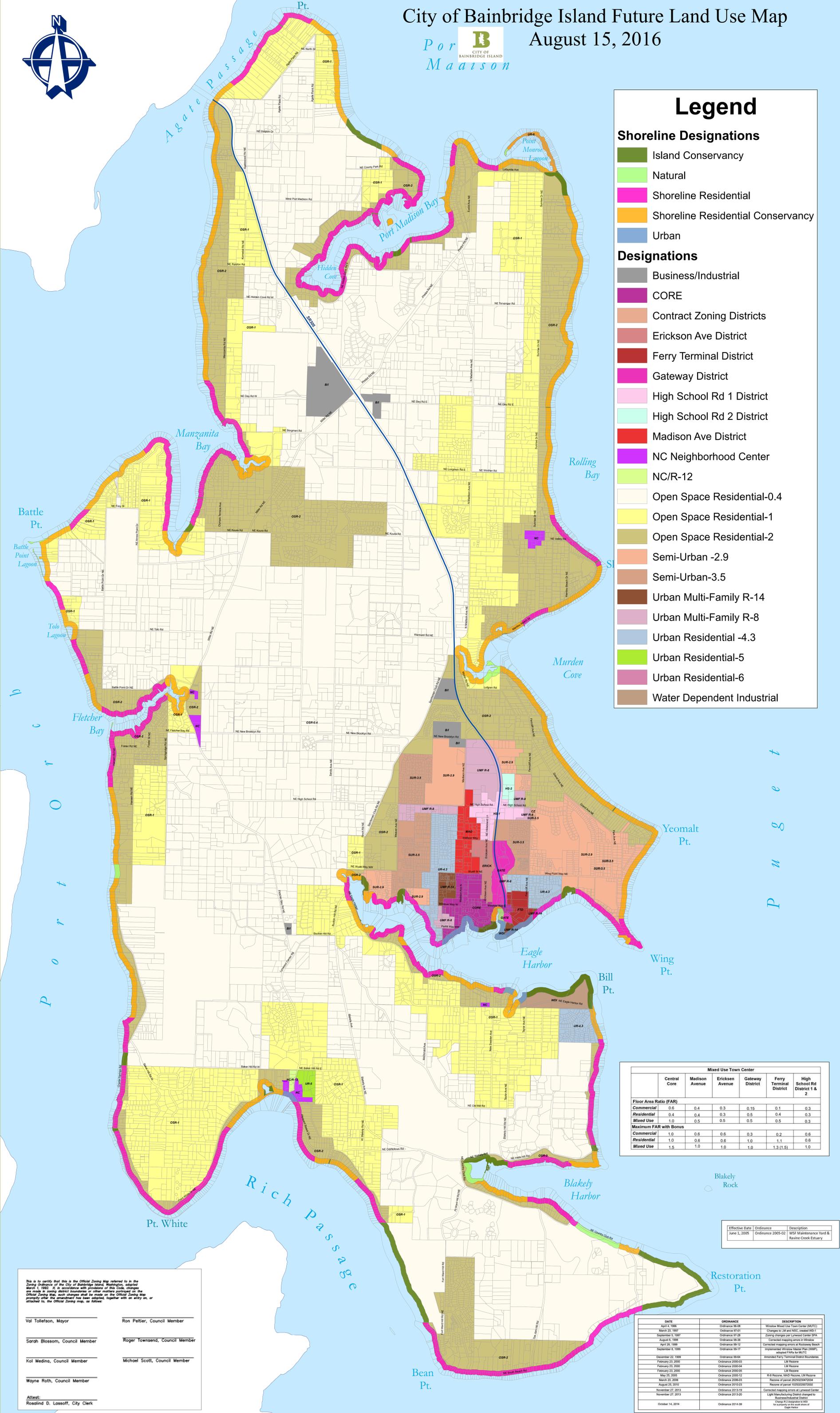
# City of Bainbridge Island Future Land Use Map

Port Macon

August 15, 2016

## Legend

- Shoreline Designations**
- Island Conservancy
  - Natural
  - Shoreline Residential
  - Shoreline Residential Conservancy
  - Urban
- Designations**
- Business/Industrial
  - CORE
  - Contract Zoning Districts
  - Erickson Ave District
  - Ferry Terminal District
  - Gateway District
  - High School Rd 1 District
  - High School Rd 2 District
  - Madison Ave District
  - NC Neighborhood Center
  - NC/R-12
  - Open Space Residential-0.4
  - Open Space Residential-1
  - Open Space Residential-2
  - Semi-Urban -2.9
  - Semi-Urban-3.5
  - Urban Multi-Family R-14
  - Urban Multi-Family R-8
  - Urban Residential -4.3
  - Urban Residential-5
  - Urban Residential-6
  - Water Dependent Industrial



Mixed Use Town Center						
	Central Core	Madison Avenue	Erickson Avenue	Gateway District	Ferry Terminal District	High School Rd District 1 & 2
<b>Floor Area Ratio (FAR)</b>						
Commercial	0.6	0.4	0.3	0.15	0.1	0.3
Residential	0.4	0.4	0.3	0.5	0.4	0.3
Mixed Use	1.0	0.5	0.5	0.5	0.5	0.3
<b>Maximum FAR with Bonus</b>						
Commercial	1.0	0.6	0.6	0.3	0.2	0.6
Residential	1.0	0.6	0.6	1.0	1.1	0.6
Mixed Use	1.5	1.0	1.0	1.0	1.3 (1.5)	1.0

Effective Date	Ordinance	Description
June 1, 2005	Ordinance 2005-02	WSF Maintenance Yard & Ravine Creek Estuary

This is to certify that this is the Official Zoning Map referred to in the Zoning Ordinance of the City of Bainbridge Island. Revisions, adopted March 7, 1992. If, in accordance with provisions of this Code, changes are made to zoning district boundaries or other matters portrayed on the Official Zoning Map, such changes shall be made on the Official Zoning Map promptly after the amendment has been adopted, together with an entry on, or attached to, the Official Zoning map, as follows:

- |                               |                                |
|-------------------------------|--------------------------------|
| Val Tollefson, Mayor          | Ron Pelletier, Council Member  |
| Sarah Blossom, Council Member | Roger Townsend, Council Member |
| Kol Medina, Council Member    | Michael Scott, Council Member  |
| Wayne Roth, Council Member    |                                |

Attest:  
Rosalind D. Lossoff, City Clerk

DATE	ORDINANCE	DESCRIPTION
April 4, 1996	Ordinance 96-08	Winlow Mixed Use Town Center (MUTC)
March 23, 1997	Ordinance 97-01	Changes to LM and NCC created WSF-1
September 8, 1997	Ordinance 97-08	Zoning changes per Lynwood Center SPA
August 6, 1998	Ordinance 98-38	Corrected mapping errors in Winlow
April 28, 1999	Ordinance 99-12	Corrected mapping errors at Rockaway Beach
September 8, 1999	Ordinance 99-17	Implemented Winlow Master Plan (WMP) adopted FARs for MUTC
December 31, 1999	Ordinance 99-54	Amended Ferry Terminal District Boundaries
February 23, 2000	Ordinance 2000-03	LM Rezone
February 23, 2000	Ordinance 2000-04	LM Rezone
February 23, 2000	Ordinance 2000-05	LM Rezone
May 25, 2005	Ordinance 2005-12	R-8 Rezone, MAD Rezone, LM Rezone
March 23, 2006	Ordinance 2006-03	Rezone of parcel 262502004/2004
August 25, 2010	Ordinance 2010-23	Rezone of parcel 102502000/2000
November 27, 2013	Ordinance 2013-19	Corrected mapping errors at Lynwood Center
November 27, 2013	Ordinance 2013-20	Light Manufacturing District changed to Business/Industrial District
October 14, 2014	Ordinance 2014-38	Change R-12 designation to WSF for a portion of the south area of Eagle Harbor