LAND USE ELEMENT

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LAND USE Introduction

The Land Use Element is one of the mandatory elements of the Comprehensive Plan under the Growth Management Act (GMA). It addresses the general location and distribution of land uses within the city and, in combination with other Plan Elements, guides the use of land on Bainbridge Island. These other Elements include:

- The Environment and Water Resources Elements that address the protection and conservation of natural systems, including the Island's sole source aquifer, the quality and quantity of water, habitat, vegetation, and air.
- The Housing Element that identifies strategies to increase the diversity of *housing types* and the supply of *affordable housing* on the Island.
- The Economic Element that encourages programs and policies to support economic vitality and opportunity for Island residents.
- The Transportation Element to provide mobility and safety for all users while respecting neighborhood character and climate resilience.
- The Capital Facilities and Utilities Elements to address the infrastructure needed to serve the planned land uses.

Taken together, these Elements balance the Island's highly held values of environmental stewardship with the needs of its people for housing, health, safety, economic opportunity, and access to goods, services, recreation, and cultural amenities.

All of these Elements are guided by the Eight Guiding Principles set forth in the Introduction Chapter of this Comprehensive Plan. These Principles emphasize the importance of shaping future growth and redevelopment in a way that retains the Island's character and quality of life that its residents so highly value.

Future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of the *GMA*, yet in several ways this comprehensive plan goes beyond the GMA's minimum requirements. For example, it exceeds the GMA's minimal requirement to address water resources as a component of the Land Use Element by instead devoting an entire additional Element to Water Resources. The GMA requires plans to be based on a twenty-year horizon, but this plan uses a fifty-year/one hundred-year horizon to better account for the implications of Climate Change and the much longer-term cycles of natural systems and public infrastructure investments.

The Island has sufficiently zoned land in 2016 to accommodate the anticipated growth through the year 2036. Therefore, any localized increase in *density* over current *zoning should* further one or more of these ~~a~~ public purposes:

1) Shift *density* from *critical areas* or farmland to Winslow or other *designated centers*.

2) Increase the range and supply of *housing types and affordable housing.*
3) Contribute to public *infrastructure* or public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
4) Reduce *greenhouse gas* emissions while planning for the effects of *climate change*.

Another important component of the Plan's implementation are benchmarks and targets against which to assess progress. For example, the Housing Element sets aspirational targets to increase the diversity of *housing types* and supply of *affordable housing*, establishes benchmarks, a monitoring program and a schedule for progress reports. A monitoring program must be created to track progress in achieving other aspects of the Plan's *vision* and *goals*.

LAND USE VISION

Bainbridge Island 2036

The environment, values and culture of our Island community have been protected, conserved and enhanced by managing growth according to the comprehensive plan's guiding principles, goals and policies.

Most of the preceding two decades of growth has been attracted to the high quality of life in the Island's thriving ***Designated Centers*** where cultural amenities, employment and housing opportunities abound, and public services, utilities and infrastructure are efficiently provided. These designated centers are compact, human-scaled and pedestrian-oriented, promoting a healthy lifestyle, and are linked to each other and the region by a network of trails and transit.

Outside of the centers, almost 90% of the Island is a green and open landscape. The land use pattern in this ***Conservation Area*** minimizes the footprint of the built environment and embodies design principles that protect the Island's aquifers, surface waters, fish and wildlife habitat. This broad landscape of canopied woodlots, parks and saltwater shorelines is dotted with working farms, historic structures, freestanding residences and conservation villages

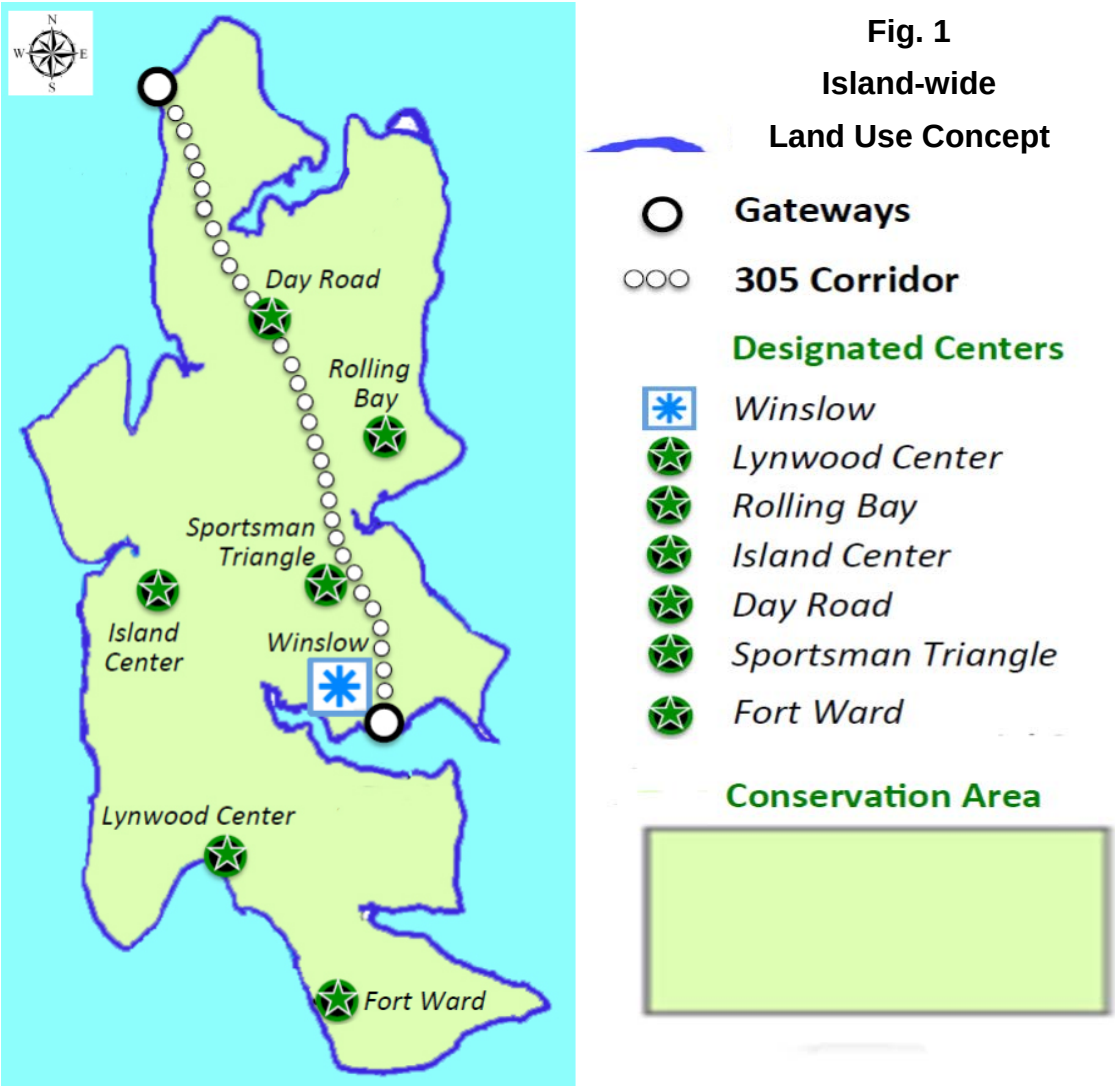


Fig. 1
Island-wide
Land Use Concept

GOALS AND POLICIES

GOAL LU-1

Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents from 2010-2036 and, at the same time, promote and sustain high standards that will not diminish the quality of life and/or degrade the environment of the Island.

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council* (KRPC) population allocation and will continue to analyze the impacts of these allocations as the *Comprehensive Plan* is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons by the year 2036.

Policy LU 1.2

Outside of Winslow and the *Neighborhood Centers*, the Island has a rural appearance with forested areas, meadows, *farms*, and winding, narrow, and heavily vegetated roadways. These characteristics represent the Island character that is so highly valued by its residents. As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands*, and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development that preserves and protects this portion of the Island.

GOAL LU-2

This *Comprehensive Plan* recognizes and affirms that, as an Island, the City has natural constraints based on the *carrying capacity* of its natural systems. The Plan strives to establish a development pattern that is consistent with the *goals* of the community and compatible with the Island's natural systems.

Policy LU 2.1

Recognizing that the *carrying capacity* of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems, within the parameters of existing data. Revisions to the Plan *should* be made as new information becomes available.

The *carrying capacity* of Bainbridge Island is determined by many factors, including the supply of limited resources (particularly water), changes in patterns of consumption, and technological advances. This Plan acknowledges that, with current information, the carrying capacity of the Island is not known. During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The Plan seeks to take a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure that they continue to represent a responsible path for the long-range future of the Island.

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*.

Policy LU 2.3

This Plan recognizes that stewardship of the land is a responsibility of individual citizens and the community as a whole. Through its status as an employer and landowner, the City *should* take advantage of its opportunities to be an example of environmental stewardship so that others will be encouraged to do so.

Policy LU 2.4

The City *should* develop a program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5

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

GOAL LU-3

Develop a meaningful process for citizen participation that includes participation from all segments of the Island community.

Fig. 2 Strong citizen participation informed the comprehensive plan update.

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY

GOAL LU-4

As part of a long-term, Island-wide, Conservation and Development Strategy, focus urban development in *designated centers*, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor, and conserve the Island's ecosystems and the green, natural and open character of its landscape.

Policy LU 4.1

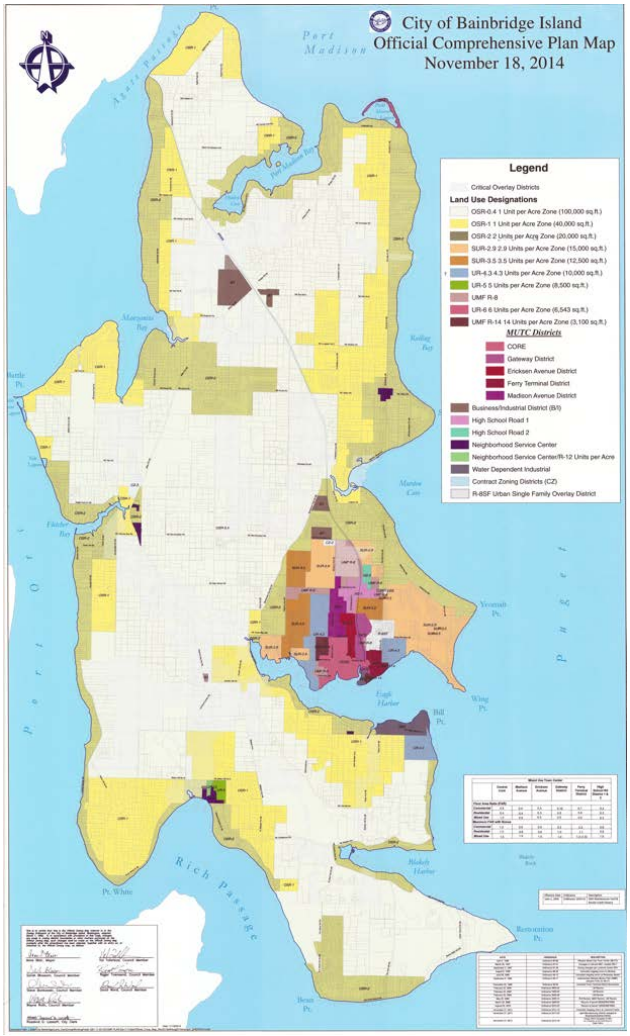
Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure*.

Policy LU 4.2

Adopt a multi-year work program to undertake the "*Special Planning Area* Process" for the *designated centers* of Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort Ward and Day Road. The product of the "Special Planning Area Process" will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.3
Updating the Winslow Master Plan is the City's highest work program priority because the greatest potential for achieving many of the City's priorities is focused there, including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas.

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 watershed and appropriate provision made to limit permitted uses or require specific measures to protect the water resource.



< Fig. 3 Future Land Use Map

Policy LU 4.5
The *special planning area process* for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix, and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

Policy LU 4.6
The Future Land Use Map in Fig. 3 adopted in this Plan establishes the future distribution, extent, and location of generalized *land uses* on the Island.

Policy LU 4.7
Continue to utilize the *goals* and use regulations of the Shoreline Master Program to protect the environmental quality of and public access to the Island's saltwater shoreline.

Policy LU 4.8
The SR 305 corridor, with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation. *See* Fig. 1. The City shall actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality and the visual character of Bainbridge Island, while also serving both the motorized and non-motorized needs of Island residents and businesses.

Fig. 4 The SR 305 corridor is a major part of the Island's functional mobility and visual character

Policy LU 4.9

Lands shown on Fig. 1 as "Conservation Areas" are appropriate for residential, recreational, agricultural, habitat and open space uses. 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.

DESIGNATED CENTERS

GOAL LU-5

Focus urban development in *designated centers*

The Plan focuses residential growth in Winslow and other current and future centers with urban services, such as the Neighborhood Centers. Collectively, Winslow and the Neighborhood centers constitute Bainbridge Island's *designated centers*.

This is a change from the 1994 and 2004 Plans, both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012, and accommodate 5% of population growth in the Neighborhood Centers. The balance of the growth was to be absorbed throughout the remainder of the Island.

Policy LU 5.1

Winslow is the urban core of the Island, while the Neighborhood Centers are smaller-scale centers. In order to achieve the *goals* of the *GMA* this Plan:

- Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner.
- Provides a vibrant, pedestrian-oriented core.
- Reduces sprawl.

- Provides choice of housing location and lifestyle.
- Maintains and protects environmentally sensitive and resource lands.
- Encourages the retention of open spaces.
- Maintains and enhances the fish and wildlife habitat.

Policy LU 5.2

Increased density over and above the existing zoning in the NSCs *should* only occur through a shift in *density* from *critical areas* and *farms* through *TDR*s and through the use of *density bonuses* for *affordable housing*.

Policy LU 5.3

Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in *designated centers*. REVIEW

Policy LU 5.4

Sustainable development and redevelopment will be focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, "green" capital projects, and *low impact development* standards.

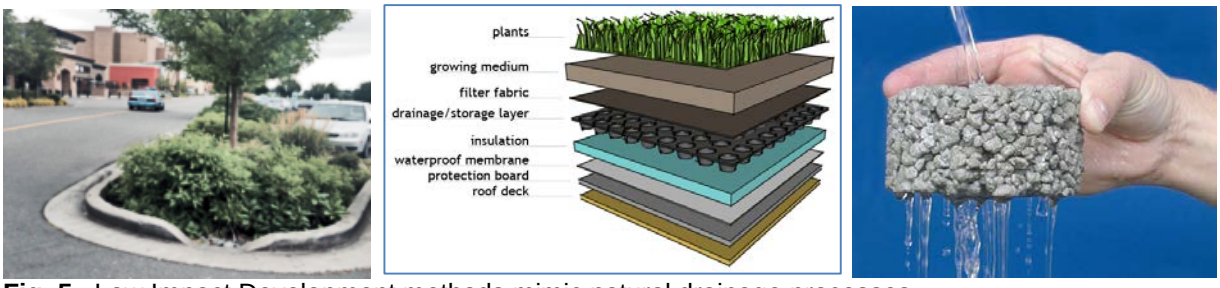


Fig. 5 Low Impact Development methods mimic natural drainage processes

Policy LU 5.5

Implement an optional *green building* code or "green factor" for both commercial and *multifamily* residential projects.

Policy LU 5.6

Address mechanisms for retaining and preserving *open space* in the vicinity of *designated centers.*

Policy LU 5.7

Encourage the design of buildings in *designated centers* for a long life and adaptability over time to successive uses.

Policy LU 5.8

Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.

Policy LU 5.9
Development *should* be designed and located so as to avoid or minimize potential conflicts with agricultural activities, and right-to-farm ordinances must be recognized by any development located adjacent to agricultural uses.

Policy LU 4.8
Amend the Island-wide Transportation Plan to link *designated centers* and reduce vehicle miles traveled and *greenhouse gas* emissions.

GOAL LU-6

Ensure a development pattern that is true to the *vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

Policy LU 6.1
Land use designations *should* reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development concentrated in the *designated centers*.

Policy LU 6.2
Higher intensity residential and commercial development and human activity is encouraged within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center, direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing*, and absorb growth that would otherwise be scattered in outlying areas.

Policy LU 6.3
Island Center, Rolling Bay, Lynwood Center and Fort Ward offer housing, small-scale, commercial and service activity outside of Winslow. These *designated centers should* be allowed to develop at higher *densities* to reinforce their roles as centers.

Policy LU 6.4
Designation of new centers *should* be considered only after detailed analysis of the economic impact of the new development shows there will be no significant, adverse impact on the existing commercial centers, including Winslow.

Policy LU 6.5
The *designated centers* at Day Road and Sportsman Club are intended to augment the Winslow, Lynwood, and Rolling Bay designated centers and allow a diverse economy with business retention, growth and innovation on the Island. .

Policy LU 6.6
Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness, and predictability in the land development process.

Policy LU 6.7

To reflect the policies in the Housing Element to provide for a variety of housing options in areas designated for residential development, including residential open space, *accessory dwelling units* shall be considered allowed uses in all residential zoning districts except R-6.(See Housing Element policy H 3.2)

Policy LU 6.8

Water or wastewater *infrastructure*, which may contribute to system capacity exceeding local need, *shall* not be used to justify development counter to the City-wide *land use* policies.

Winslow

GOAL LU-7

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night.

Fig. 6 Human scale, pedestrian orientation and active uses create character on Winslow Way

The Winslow Master Plan encourages development of a *neighborhood* that contains a strong, vital downtown where people want to live, shop and work. Outside the mixed use, higher *density* center, there would be a variety of housing choices, from higher *density multifamily* areas immediately adjacent to the downtown to single-family residential *neighborhoods*.

Policy LU 7.1

The major center for new commercial development is the Mixed Use Town Center (MUTC) and the other commercial districts in Winslow.

Development within the MUTC and High School Road Districts shall be consistent with the Winslow Master Plan (contained in the Subarea chapter of this Plan). The level of development is determined using Floor Area Ratio (FAR) rather than *dwelling units* per acre. The use of FAR may result in an increase in the base level of development (*density*) over the existing zoning, but will provide greater flexibility in type and size of housing units that will further the *goals* of this Plan.

Policy LU 7.2

A base level of commercial and residential *density* within the *overlay districts* of the MUTC and the High School Road districts is described in the Winslow Master Plan, with an increase in the FAR allowed through the use of:

- *Affordable housing*.
- *TDRs (transferable development rights*).
- Contributions to public *infrastructure* and public amenities in excess of what is required to mitigate the impacts of development.
- Transfer of *density* within the MUTC and within the High School Road Districts.
- Preservation on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.

Fig. 7 Winslow's residential, commercial and civic uses are inter-connected

Policy LU 7.3

Phasing mechanisms and/or incentives *should* be developed to promote the timely and logical progression of commercial and residential development.

High School Road District

GOAL LU-8

The High School Road District is intended to provide mixed-use and commercial development in a pedestrian-friendly retail area.

Policy LU 8.1

The High School Road District includes a diversity of types of shopping and employment. A variety of *commercial uses* are allowed which offer goods and services for the convenience of Island residents.

Policy LU 8.2

Development in the High School Road District *should* promote *pedestrian-oriented* mixed-use and residential development to offer a variety of housing types and sizes.

Fig. 8 Detail of the High School Road Area

Policy LU 8.3
Auto-oriented uses and drive-through businesses that benefit from access to SR305 shall be limited to the yellow dashed area shown in Fig. 8.

Policy LU 8.4

To visually screen development year-round, properties with frontage along SR 305 *shall* provide a vegetated buffer along the highway that includes the preservation and protection of existing vegetation. Access to these properties *should* not be directly from SR 305.

Policy LU 8.5

The properties designated on the Land Use Map as High School Road District II are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet requires a conditional use permit.

This portion of High School Road, designated High School Road District II on the Land Use Map, is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and *should* have less intense uses than the remainder of the High School Road district.

Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.

Fig. 9 Low rise and mid-rise building forms in the High School Road Area

Policy LU 8.6

To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk, and placement.
- Landscaping, including screening of parking lots, and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.
- *Open space*.
- Road access and internal circulation including pedestrian connections; developing more pedestrian crossings; and requiring parking in the rear wherever possible.
- Signage.
- Additional *transit* stops on both sides of SR 305.

NEIGHBORHOOD CENTERS

The Neighborhood Centers provide Island-wide commercial and service activity outside Winslow. These areas *should* be developed at higher *densities* to reinforce their roles as community service centers. The service centers will also help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL LU-9

Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood, Day Road, Fort Ward and Island Center, as designated on the Future Land Use Map, as areas with small-scale, commercial, mixed use and residential development outside Winslow.

Policy LU 9.1

The Neighborhood Centers *should* provide Island-wide small-scale commercial and service activity and *mixed-use development* outside Winslow.

Policy LU 9.2

Development *should* be oriented toward the pedestrian. Retail uses *shall* be encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses should be encouraged above ground floor retail.

Policy LU 9.3

Allow development of Neighborhood Centers in areas designated on the Future Land Use Map.

Lynwood Center

Fig. 10 Lynwood is a thriving mixed-use pedestrian neighborhood center

Policy LU 9.4

Any new development or expansion of existing development in Lynwood Center will be required to connect to *public sewer*, when available, or meet other Health District requirements, when appropriate.

Lynwood Center is designated as a *Special Planning Area*, and a *subarea plan* was completed in 1997. The "Lynwood Center Report and Final Recommendations" is included in the section of the *Comprehensive Plan* entitled *Subarea Plans*.

Island Center

Policy LU 9.5

Island Center is designated as a *Special Planning Area*. The boundaries for Island Center are as shown on the Land Use Map. Any changes to the boundaries may be determined during the special planning process.

Contract Zone: Miller Road/Battle Point Drive

Policy LU 9.6

The 16.7-acre site on Miller Road is designated a contract zone to recognize the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities.

Rolling Bay

Fig. 11 Rolling Bay is a cluster of primarily retail and civic uses

Policy LU 9.7

The Neighborhood Center boundaries are as shown on the Land Use Map. Rolling Bay is designated as a *Special Planning Area*. Any changes to the boundaries may be determined during the special planning process.

Fort Ward

Fig. 12 History and several structures help create unique character and identity at Fort Ward

Policy LU 9.8

Maintain and enhance the unique character of Fort Ward Planning Area (see Figure A) to recognize the history and natural landscape of the area and the sense of community that exists, including an *open space* system made up of *wetlands,* a *neighborhood* park, the historic marching fields, unbuildable slopes and the State Park The Fort Ward Action Plan is adopted as a part of the *Comprehensive Plan.*

Policy LU 9.9

Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer *density* within the Fort Ward Study Area as incentives for the preservation of historic structures.

All Neighborhood Centers

The~~se~~ following standards ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential *neighborhoods*. The City developed design prototypes or illustrated design guidelines for each of the three *neighborhood centers* to serve as a visual reference for the future development of the community. These design guidelines can be crafted to recognize the distinct qualities of each designated center.

Policy LU 9.10

The *neighborhood centers* should achieve a mix of neighborhood-scale businesses, public uses, and housing which are compatible with the scale and intensity of the surrounding *residential neighborhood* and which minimize the impact of noise, odor, lighting, fire safety, and transportation on the *neighborhood*.

Policy LU 9.11

Mixed-use development is strongly encouraged.

Policy LU 9.12

Proposed uses must consider the impact on water quality, stormwater *runoff,* and *environmentally sensitive areas* such as *wetlands*, *streams* and high vulnerability *recharge areas*.

Policy LU 9.13

The *development regulations* include design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a *Special Planning Area* plan. Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU 9.14

Encourage *neighborhood* participation in defining the design standards for each *neighborhood center*.

Policy LU 9.15

Establish and implement a street tree plan and planting program for major roadways at the *Neighborhood Centers*.

Policy LU 9.16

Develop a parking plan, if appropriate, for each service center.

Policy LU 9.17

Opportunities for providing a *neighborhood* commons or meeting place should be considered with any proposal for major redevelopment of an existing *Neighborhood Center* or as part of development of a new *Neighborhood Center* to encourage the use of the *Neighborhood Center* by surrounding residents.

Policy LU 9.18

To minimize visual and environmental impacts, ~~e~~ncourage parking in the rear or side yards of *multifamily*, commercial, and *mixed use developments*. Parking lots should be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area, and main entrance, and consideration *should* be given to the use of trees that allow solar access.

Policy LU 9.19

Infill within the boundaries of *Neighborhood Centers* through the *transfer of development rights* from the *Conservation Areas* of the Island (See Fig. 1) or through an *affordable housing density bonus*.

Policy LU 9.20

The base density of residential development in the *Neighborhood Centers* is 2 units per acre. A *density bonus* of 3 units per acre may be obtained in *areas* not served by public water and sewer systems and using *TDRs* or providing *affordable-housing*, provided state and local Health District regulations can be met. Allow up to R-5 with public water and sewer.

Business/Industrial

GOAL 10

The Business/ Industrial Zone (B/I) provides opportunities for new businesses and expansion of existing Island businesses, for diversity of jobs and for low-impact industrial activity that contributes to well-paying jobs, where traffic congestion, visual, and other impacts on the surrounding *neighborhood* can be minimized.

Policy LU 10.1

The Business/Industrial District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island. New uses shall be compatible with established uses and the character of other development in the *neighborhood*.

Policy LU 10.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage; demonstrate compliance with all Federal, State and Kitsap Public Health District requirements for their handling. Development proposals are evaluated using performance standards for the B/I district. Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential environmental impact. However, the City would consider factors such as quantity used, adequacy of storage, containment, spill management, and waste disposal plans in reviewing such a proposal.

Policy 10.3

Coordinate with the Bainbridge Island Fire Department when reviewing development proposals concerning hazardous.

Policy LU 10.4

Applications for development approval within the Business/Industrial District must show that adequate water, wastewater, transportation, fire, and storm drainage services are available to serve the development.

Policy LU 10.5

Ensure the adequate monitoring and enforcement of hazardous material regulations.

Policy LU 10.6

Performance standards for the Business/Industrial District address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

Policy LU 10.7

Business/Industrial uses must be visually screened the development year-round from adjacent, non-industrial properties and from adjacent roadways.

This policy establishes a performance standard – Business/Industrial uses must be visually screened from the roadway and from adjacent non-Business/Industrial development. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

GOAL LU-11

Provide appropriate land for Business/Industrial in order to provide opportunities for small manufacturing businesses on the Island to expand, and to provide additional employment opportunities.

Policy LU 11.1
Discourage the inappropriate designation of isolated Business/Industrial Districts.

Policy LU 11.2
Isolated Business/Industrial activities are designated to reflect historical use and the designation *should* not be expanded.

ISLAND-WIDE CONSERVATION AREA

GOAL LU-12

Conserve ecosystems and the Island's green, natural, open character

Policy LU 12.1
Preserve the open space area outside *designated centers* through a *land use* pattern which will enhance the character of the area – forested areas, meadows, *farms*, scenic and winding roads that support all forms of transportation – and the valuable functions the open space area serves on the Island (i.e., *aquifer recharge, fish and wildlife habitat*, recreation).

Fig. 13 The view from the road on much of the Island is of green, leafy countryside

Policy LU 12.2
Protect *open space*, *critical areas*, and agricultural uses through public and private initiatives such as open space tax incentives, *cluster development*, *PUDs, transfer* and purchase *of development rights*, public land acquisition, greenways, *conservation easements*, landowner compacts, or limiting the amount of lot coverage.

Policy LU 12.3
Encourage the aggregation of nonconforming lots of record and undeveloped subdivisions and short plats in order to achieve a development pattern that is consistent with *goals* of the Plan to preserve *open space*, provide greenways through the Island, protect *environmentally sensitive areas*, and protect the water resources.

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 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.*

Policy LU 12.6
Work with the County Health Department to allow innovative solutions for on-site sewage treatment, including community septic and grey water systems.

Policy LU 12.7
Allow a *density bonus* in exchange for dedicating a portion of property into conservation as *open space,* farmland, or public access. Priority should be given to conserving these lands near more densely developed areas.

GOAL LU-13

Adopt landscape design standards and identify and protect public vantage points, view corridors and scenic vistas to support the Island's sense of place, identity and orientation.

Policy LU 13.1
Existing vegetated buffers *should* be managed to preserve the Island's character and the forested view from the road. Invasive species *should* be removed in order to keep the *native vegetation* healthy.

Policy LU 13.2
New development *should* be designed to respond to the natural landscape and *should* be sited so as to have the least visual and environmental impact on the Island landscape. Features that enhance the Island's character such as barns, fences, fruit or vegetable stands, *should* be retained and encouraged.

Policy LU 13.3
Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community, and adopt regulations and programs to protect them for their visual and aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion and runoff retardation.

Open Space Residential District

GOAL LU-14

Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.

Policy LU 14.1

The Open Space Residential District is designated for less intensive, residential development and a variety of agricultural and forestry uses.

Policy LU 14.2

Residential development *should* be compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.

Policy LU 14.3

The overall *density* for *residential use* is a maximum of one unit per 2.5 acres. However, the landscape *should* maintain the natural and scenic qualities of the Island.

Policy LU 14.4

Home occupations provide employment opportunities and *should* be permitted where they are compatible with surrounding neighborhoods and the environment.

Residential Open Space

GOAL LU-15

The Residential-1 (R-1) and Residential-2 (R-2) Districts are intended to recognize an existing development pattern in the Island's Open Space areas.

Policy LU 15.1

The R-1 District is intended to recognize an existing development pattern of one unit per acre.

Policy LU 15.2

The R-2 District is intended to recognize an existing development pattern of two units per acre.

Policy LU 15.3

Establish *land use policies* and *development standards* through the development of subarea plans tailored to the individual communities. *Neighborhood* participation in development of *subarea plans* should be encouraged.

Local Food Production

GOAL LU-16

Promote food security, local food production, and public health by encouraging locally-based food production, distribution, and choice through urban agriculture, community gardens, farmers markets, and food access initiatives. Establish partnerships and share resources to promote food access and production.

Policy LU 16.1

Allow community gardening and/or agriculture on public land where appropriate

Fig. 14 Agriculture is part of Bainbridge Island's landscape, history, economy and culture

Policy LU 16.2

Encourage the development of neighborhood community gardens.

Policy LU 16.3

Promote interagency and intergovernmental cooperation and resource-sharing to expand community gardening opportunities.

Policy LU 16.4

Promote the dedication of land for community gardens in new housing developments.

Policy LU 16.5

Support the local farmers market and the connection between consumers and farmers.

Transfer of Development Rights Program

GOAL LU- 17

Prioritize program *goals* and establish and maintain planning tools, including a *purchase* and *transfer of development rights* program, to allow transferring development rights from areas intended for conservation, and promoting development in areas suitable for more dense development.

Policy LU 17.1
Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the Conser*vation Areas* of the Island into *Designated Centers*. See Fig. 1.

Policy LU 17.2
Within the Conservation Area of the Island, prioritize those parcels most appropriate as TDR sending sites.

The highest priority sending areas could contain sensitive lands that are not protected by the *critical areas* regulations, priority links in the Wildlife Corridor, priority *open space* lands, or historic resources. Determination of priorities for sending areas should also be coordinated with the development of an Island-wide *open space* plan.

Policy LU 17.3
Adopt an Island-wide open space plan.

Policy LU 17.4
The City recognizes the need to take a proactive role in the *purchase* and *transfer of development rights* and such a program should include:

1) Designating appropriate staff resources to promote the program;
2) Providing for the outright *purchase of development rights* by the City and establishing a fund for banking development rights; and
3) Creating a process that coordinates the *purchase* and *transfer of development rights.*
4) Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights program*.

PROPERTY RIGHTS

GOAL LU-18

Strive to ensure that basic community values and aspirations are reflected in the City's planning program while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners *shall* be protected from arbitrary and discriminatory actions.

INTERGOVERNMENTAL COOPERATION AND COORDINATION

GOAL LU-19

All government entities *should* strive to cooperate and serve their constituents in a fiscally sound manner.

In addition to the City government, there are three special purpose districts and the Kitsap Public Health District and Sewer District #7 which all serve the citizens of Bainbridge Island, as well as a number of state and county agencies. This *goal* addresses the need for cooperation and coordination in order to serve the Island's citizens in the most cost effective manner.

HISTORIC PRESERVATION

GOAL LU-21

Maintain and support a *Historic Preservation* Program– A successful *historic preservation* program requires on-going support of the community, as well as the City government and its designated department.

Policy LU 21.1

Maintain the City's status as a Certified Local Government (CLG), thereby promoting collaboration among City departments, boards and commissions.

Policy LU 21.2

The City and its Historic Preservation Commission (HPC) *should* regularly review the local *historic preservation* ordinance and update where necessary to assure that it achieves the *Comprehensive Plan's goals* and *policies*.

Policy LU 21.3

The City and the HPC *should* develop the City's preferred method of project compliance review and reporting, consistent with state laws and local ordinances.

Policy LU 21.4

The City and HPC *shall* coordinate with tribal communities and other interested stakeholders who have an interest in historic resources on the Island.

GOAL LU-22

Identification and Evaluation of Historic Resources – Historic property inventory and context statements inform planning efforts by identifying areas where resources worthy of preservation exist or are likely to occur.

Policy LU 22.1

The City and HPC *shall* recognize historic resources listed on, or eligible for, the local registry as significant historic properties.

Policy LU 22.2

The City and HPC *shall* continue to inventory historic resources, thereby maintain an up-to-date site database using the latest affordable technologies available.

Policy LU 22.3

The City and HPC *should* continue to support and expand the Local Historic Register program.

Policy LU 22.4

The City and HPC *should* develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU 22.5

The City and HPC *shall* define and identify its "iconic" structures and sites (those intended for permanent preservation), which are deemed essential elements of the community's character, history and identity.

GOAL LU-23

Preservation and Enhancement of Historic Resources – An effective *historic preservation* program provides meaningful practical incentives and policies for property owners and developers to preserve historic resources.

Policy LU 23.1

The City *shall* encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 23.2

Encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

Policy LU 23.3

Collaborate with the HPC and Design Review Board to develop design guidelines for projects within or adjacent to significant historic properties and/or *neighborhoods* to ensure compatible development.

Policy LU 23.4

Develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

Policy LU 23.5

Identify and support practical owner/operator economic incentives and *policies* to encourage the rehabilitation and preservation of significant historic resources.

Policy LU 23.6

Engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL LU-24

Public Participation – Establishing a broad base of support from citizens and their city government will strengthen the community's commitment to *historic preservation*.

Policy LU 24.1

Support an on-going education program to increase awareness of the historic resources on the Island.

Policy LU 24.2

Support efforts to publicly recognize preservation efforts within the Island community.

Policy LU 24.3

Collaborate with interested stakeholders to promote historic preservation on the Island.

Policy LU 24.4

Identify and give public access to, an appropriate repository for curating historic preservation records and documentation.

ESSENTIAL PUBLIC FACILITIES

GOAL LU-25

The needs of the community *should* be met by providing *essential public facilities* and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with adjacent uses, the environment, and preservation of public health and safety.

The *GMA* requires that all jurisdictions planning under the Act must provide a process for siting *essential public facilities* such as airports, correctional facilities, sewage treatment plants. These *goals* and *policies* are intended to guide the siting process, and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of *essential public facilities*. Site specific consideration of a proposed *essential public facility* would occur during the development application review process.

Policy LU 25.1

The City *should* develop a list of *essential public facilities* of a local nature that may potentially be sited on Bainbridge Island and coordinate with the *Kitsap Regional Coordinating Council* in the development of a list of state and countywide *public facilities*.

Policy LU 25.2

When an *essential public facility* of a statewide or countywide nature is proposed for Kitsap County, the City *should* appoint representatives as members of the Facility Analysis and Site Evaluation Advisory Committee or any other established siting committee to evaluate proposed *public facility* siting.

Policy LU 25.3

New *essential public facilities shall* not be located in designated resource lands, and *critical areas*.

GOAL LU-26

The process for siting *essential public facilities should* create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

Policy LU 26.1

If an *essential public facility* is proposed for Bainbridge Island that is an "*essential public facility*," as defined in RCW 36.70A.200, the City *should* create a Facility Analysis and Site Evaluation Committee composed of citizens, City staff, elected officials and appropriate technical experts which should consider in determining a recommendation to City Council, at a minimum, the following:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis, and ranking of potential sites;
- Consistency with the *goals* and *policies* of the City's *Comprehensive Plan*;
- Identification of potential physical impacts including, but not limited to, those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts, including the likelihood of a related development locating in proximity to the proposed *essential public facility*;
- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

Policy LU 26.2

The City or other government agency, if responsible for construction of an *essential public facility, shall* develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of a project. The plan *should* include identification of all departments that will play a role in the planning or construction of an *essential public facility*; identify other governmental regulatory requirements; identify strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations; and identify a conflict resolution process.

LAND USE IMPLEMENTATION

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

HIGH PRIORITY ACTIONS

Action #1. Update the Winslow Mixed Use Town Center Plan in order to facilitate progress on the Housing Priorities that can best be accommodated in an area with an existing urban character, urban facilities, services and multi-modal transportation options.

GOAL LU-4 As part of a long-term, Island-wide, Conservation and Development Strategy, focus urban development in *designated centers*, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor, and conserve the Island's ecosystems and the green, natural and open character of its-landscape.

Policy LU 4.3 Updating the Winslow Master Plan is the City's highest work program priority because the greatest potential for achieving many of the City's priorities is focused there, including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas

GOAL LU-5 Focus urban development in *designated centers.*

Policy LU 5.3 Encourage *residential uses* in a variety of forms and *Densities* as part of the use mix in *designated centers*.

GOAL LU-7 The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night.

GOAL LU-8 The High School Road District is intended to provide mixed-use and commercial development in a pedestrian-friendly retail area.

GOAL EC-5 Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

Action #2. Adopt a multi-year planning work program for updating the subarea plans for Island Center, Rolling Bay, Fort Ward, Sportsman Triangle, and Day Road.

GOAL LU-4 As part of a long-term, Island-wide, Conservation and Development Strategy, focus urban development in *designated centers*, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor, and conserve the Island's ecosystems and the green, natural and open character of its-landscape.

Policy LU 4.2 Adopt a multi-year work program to undertake the "*Special Planning Area* Process" for the *designated centers* of Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort Ward and Day Road. The product of the "Special Planning Area Process" will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.5 The *special planning area process* for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix, and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

GOAL LU-6 Ensure a development pattern that is true to the *vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

Policy LU 6.3 Island Center, Rolling Bay, Lynwood Center and Fort Ward offer housing, small-scale, commercial and service activity outside of Winslow. These *designated centers should* be allowed to develop at higher *densities* to reinforce their roles as centers.

GOAL LU-9 Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood, Day Road, Fort Ward and Island Center, as designated on the Future Land Use Map, as areas with small-scale, commercial, mixed use and residential development outside Winslow.

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.

Action #3. Prepare a new *Conservation Village* land use regulation to incentivize

creation of a new housing pattern that consolidates and dedicates open space.

Policy LU 4.9 Lands shown on Fig. 1 as "Conservation Areas" are appropriate for residential, recreational, agricultural, habitat and open space uses. 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.

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 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 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*. See Figure 1 illustrating several different *housing types*

MEDIUM PRIORITY ACTIONS

Action #1. Identify discrete sections of the Land Use Code to amend to eliminate confusion, redundancy and delay in the permit process.

Policy LU 6.6 Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness, and predictability in the land development process.

Action #2. Create more efficient review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board, and Hearing Examiner.

Policy LU 6.6 Applications for development approval on Bainbridge Island *should* be processed within the timelines established in the City's land *development regulations* in order to ensure affordability, fairness, and predictability in the land development process.

Action #3. Prepare benchmarks and a schedule to measure progress on implementing the above named priorities.

GOAL LU-27 Ensure that the community *vision* and *goals* in this plan are realized.

Policy LU 27.1 Develop a series of benchmarks against which to measure the Plan's continued viability and ensure that continued public input is part of the monitoring program.

Policy LU 27.2 The Action Plan to implement the *Comprehensive Plan* should be reviewed yearly to determine the status of actions described in the Action Plan.

Action #4. Prepare an Island-wide open space plan.

Policy LU 17.3. Adopt an Island-wide open space plan.

OTHER PRIORITY ACTIONS

Action #1. Review and update design standards and guidelines for the neighborhood centers.

Policy LU 5.4 –*Sustainable* development and redevelopment will be focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, "green" capital projects, and *low impact development* standards.

Policy LU 5.7 Encourage the design of buildings in *designated centers* for a long life and adaptability over time to successive uses.

Policy LU 5.6 Address mechanisms for retaining and preserving *open space* in the vicinity of *designated centers.*

Policy LU 8.6 To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk, and placement.
- Landscaping, including screening of parking lots, and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.
- *Open space*.
- Road access and internal circulation including pedestrian connections; developing more pedestrian crossings; and requiring parking in the rear wherever possible.

- Signage.
- Additional *transit* stops on both sides of SR 305.

Policy LU 9.2 Development *should* be oriented toward the pedestrian. Retail uses *shall* be encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses should be encouraged above ground floor retail.

Policy LU 9.18 To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial, and *mixed-use developments*. Parking lots should be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area, and main entrance, and consideration *should* be given to the use of trees that allow solar access.

Action #2. Evaluate the reasons why the City's PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

Policy LU 17. Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the Conser*vation Areas* of the Island into *Designated Centers*. See Fig. 1.