

City of Bainbridge Island 2016 Comprehensive Plan



Adopted December ____,
Ordinance No. 2016-29

ACKNOWLEDGMENTS

Bainbridge Island City Council

Val Tollefson, Mayor

Anne Blair, Mayor*

Kol Medina

Sarah Blossom

Ron Peltier

Wayne Roth

Michael Scott

Roger Townsend

Steve Bonkowski*

2016 Bainbridge Island Planning Commission

Mack Pearl, Chair

Bill Chester, Vice-Chair

Maradel Gale

Mike Killion

Mike Lewars

Lisa Macchio

Jon Quitslund

*Term ended prior to Planning Commission recommendation or City Council adoption

Contributing City Staff

Doug Schulze, ICMA-CM, City Manager
Morgan Smith, MPP, Deputy City Manager
Gary Christensen, AICP, Planning Director
Kathy Cook, Planning Director*
Kellie Stickney, MPA, Communications Manager
Jennifer Sutton, AICP, Senior Planner, Project Manager
Christy Carr, AICP, PWS, Senior Planner
Heather Beckmann Wright, Senior Planner
Joshua Machen, AICP, Planning Manager
Jane Rasely, Administrative Specialist
Barry Loveless, PE, Public Works Director
Chris Hammer, PE, PMP, Engineering Manager, Public Works
Cami Apfelbeck, MS, Water Resources Specialist, Public Works
Ellen Schroer, MPA, Finance Director
Gretchen Brown, GIS Specialist

Contributing Consultants

Joe Tovar, FAICP, Principal, Tovar Planning
EcoAdapt
Tim Flynn, LHG, CGWP, Principal, Aspect Consulting
Peter Bannister, PE, Aspect Consulting
Victor Salemann, PE, Principal, Transportation Solutions Inc.

Special Thanks to Citizen Advisory Committees and Community Organizations and Outside Agencies that Contributed Comments

Arts and Humanities Bainbridge, Association of Bainbridge Communities,
Bainbridge Community Foundation, Bainbridge Island Chamber of Commerce,
Bainbridge Island Downtown Association, Bainbridge Island Fire Department,
Bainbridge Island Metropolitan Parks and Recreation District, Bainbridge Island Land Trust,
Bainbridge Island Parks Foundation, Bainbridge Island Senior Community Center, EcoAdapt,
Environmental Technical Advisory Committee, Friends of the Farms, Historic Preservation Commission,
Helpline House, Housing Kitsap Public Health District, Housing Resources Bainbridge,
Island Volunteer Caregivers, Island Non-Motorized Transportation Advisory Committee,
Puget Sound Energy, Quality Bainbridge, Sound Food, Squeaky Wheels Bicycle Club,
Sustainable Bainbridge, Utilities Advisory Committee, Watershed Council, Zero Waste



TABLE OF CONTENTS

PLAN CHAPTERS	PAGES
Introduction.....	IN-1 to IN-16
Land Use Element.....	LU-1 to LU-34
Economic Element.....	EC-1 to EC-14
Environmental Element.....	EN-1 to EN-22
Water Resources Element.....	WR-1 to WR-16
Housing Element.....	HO-1 to HO-12
Transportation Element.....	TR-1 to TR-24
Capital Facilities Element.....	CF-1 to CF-14
Utilities Element.....	U-1 to U-10
Cultural Element.....	CU-1 to CU-7
Human Services Element.....	HS-1 to HS-6
Glossary.....	G-1 to G-16
 APPENDICES	
A	Economic Profile
B	Water Resources Existing Conditions & Future Needs
C	<u>Housing Needs Assessment</u>
D	<u>Island-wide Transportation Plan</u>
E	<u>Winslow Master Plan</u>
F	<u>Lynwood Center Special Planning Area Report & Final Recommendations</u>

LIST OF FIGURES

Introduction Chapter Figures

Fig. IN-1	Population age cohorts 2000 to 2019.....	Page IN-4
Fig. IN-2	Population by age cohort in 2016.....	Page IN-4
Fig. IN-3	Land Coverage Types.....	Page IN-5
Fig. IN-4	Land Use Types.....	Page IN-5
Fig. IN-5	Comprehensive Plan Structure.....	Page IN-8

Land Use Element Figures

Fig. LU-1	Typical conservation area.....	Page LU-2
Fig. LU-2	Typical designated center.....	Page LU-2
Fig. LU-3	Island-wide Land Use Concept.....	Page LU-3
Fig. LU-4	Listening Session	Page LU-5
Fig. LU-5	Future Land Use Map.....	Page LU-7
Fig. LU-6	State Route 305 Corridor.....	Page LU-8
Fig. LU-7	Low Impact Development methods.....	Page LU-9
Fig. LU-8	Winslow Way buildings and uses.....	Page LU-11
Fig. LU-9	Winslow Residential, Commercial and Civic Uses.....	Page LU-12
Fig. LU-10	Aerial of High School Road Area.....	Page LU-14
Fig. LU-11	High School Road Mid and Low Rise Buildings.....	Page LU-14
Fig. LU-12	Lynwood Center.....	Page LU-16
Fig. LU-13	Rolling Bay Center.....	Page LU-16
Fig. LU-14	Typical Views from the Road.....	Page LU-21
Fig. LU-15	Farmland.....	Page LU-24
Fig. LU-16	Fort Ward.....	Page LU-28

Water Resources Element Figures

Fig. WR-1.	The Hydrologic Cycle.....	Page WR-1
-------------------	---------------------------	-----------

Housing Element Figures

Fig. HO-1	Single family home.....	Page HO-5
Fig. HO-2	Cottage housing.....	Page HO-5
Fig. HO-3	Accessory dwelling unit.....	Page HO-5

Fig. HO-4 Duplex.....	Page HO-5
Fig. HO-5 Row houses.	Page HO-5
Fig. HO-6 Zero lot line.....	Page HO-5
Fig. HO-7 Garden apartment.....	Page HO-5
Fig. HO-8 Mixed use, mid-rise.....	Page HO-5
Fig. HO-9 Micro units.....	Page HO-5

Capital Facilities Element Tables

Table CF-1 City Land and Office Facility Inventory.....	Page CF-8
Table CF-2 City Public Works Facilities Inventory.....	Page CF-8
Table CF-3 City Undeveloped Land Inventory.....	Page CF-9
Table CF-4 Group A & B Water Systems.....	Page CF-10
Table CF-5 Water Systems with over 100 Connections.....	Page CF-10

NOTE: All referenced documents below are hyperlinked.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

[City General Sewer Plan](#)

[City Water System Plan](#)

[Island-wide Transportation Plan](#)

SPECIAL PURPOSE DISTRICT FUNCTIONAL PLANS ADOPTED BY REFERENCE

[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](#)



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.

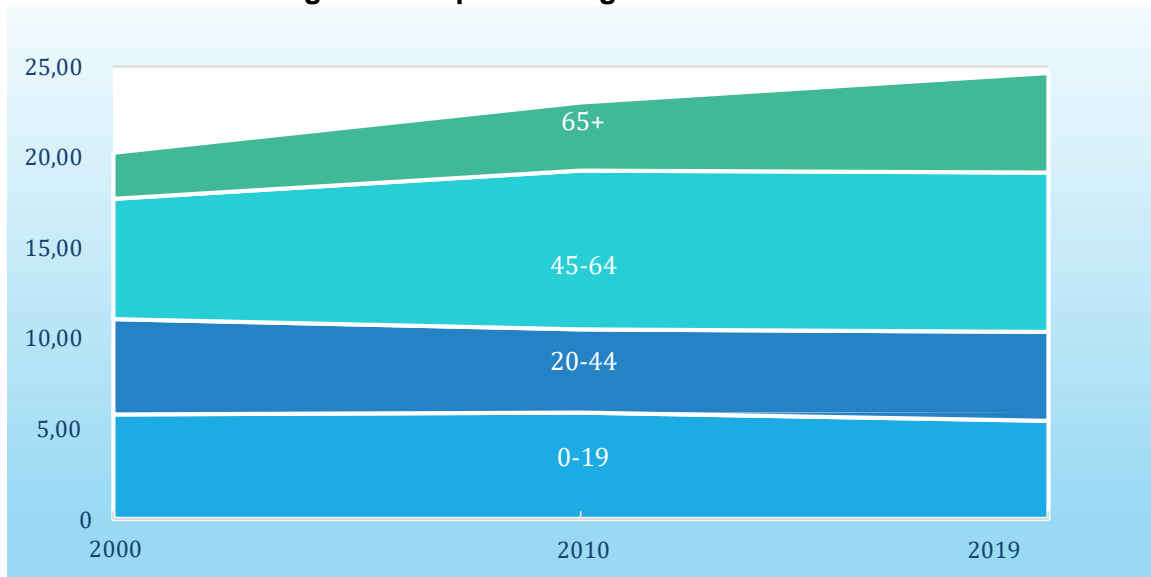
History is a continuum and the preservation of historic buildings and resources by a community is an ongoing autobiographical undertaking. The results of historic preservation choices become a legacy for future generations to appreciate, learn from and live by.

BAINBRIDGE ISLAND TODAY

People

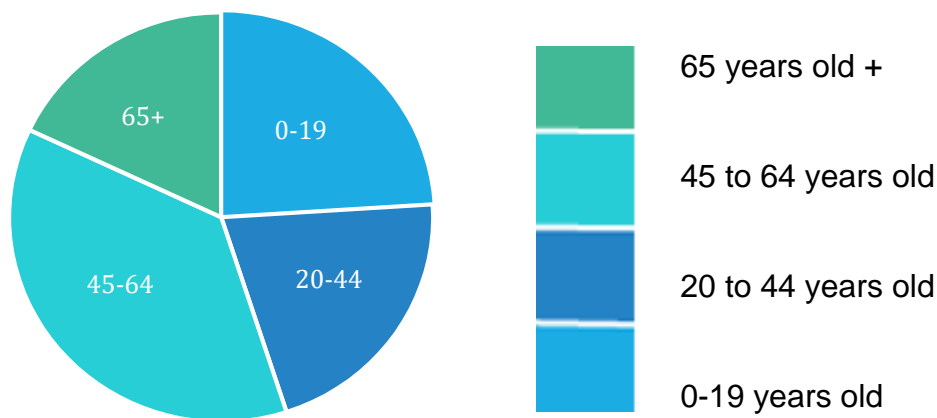
The population of the Island in 2015 was 23,850, which was a modest increase from the 2010 population of 23,025. Demographically Bainbridge Island is predominantly white (91%) while the Hispanic, Asian and mixed race portions of the population are roughly 3% each. 7.4% of the Island's population is foreign-born.

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

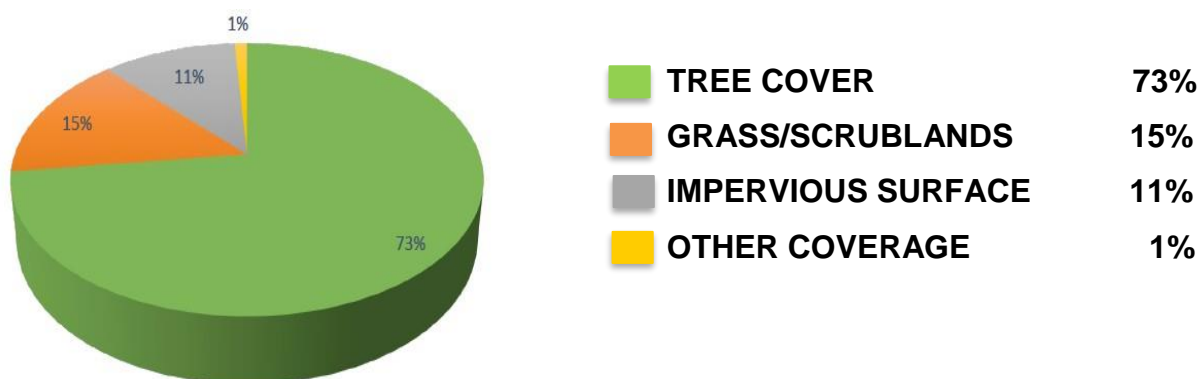
Bainbridge Island's population is relatively affluent. The trend line from the years 2000 through 2019 indicates relative increases in yearly household incomes above \$100,000 and corresponding decreases in the percentage of households earning below \$100,000. More detailed data about population demographics, 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

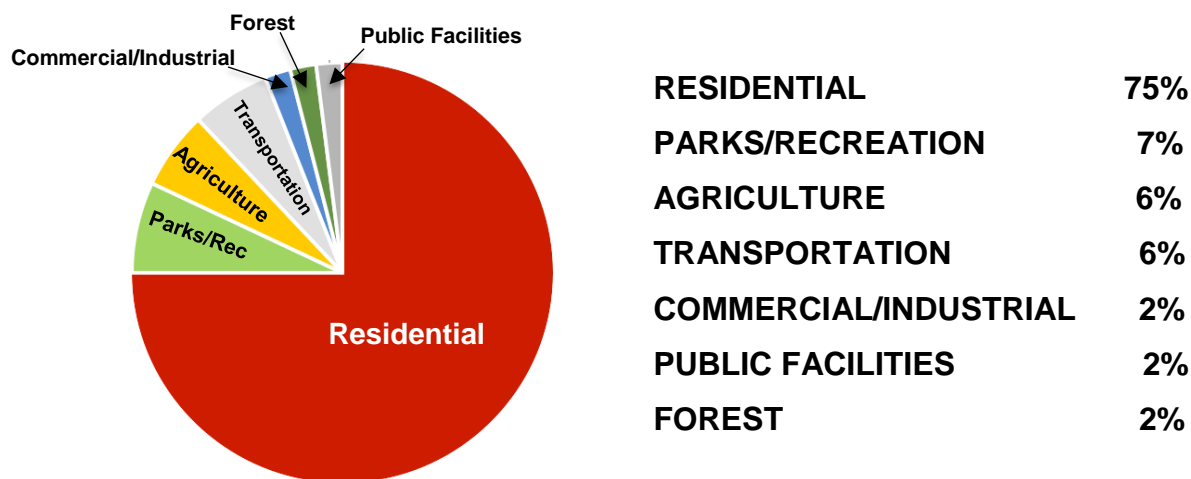
Almost 88% of the twenty-six square miles of the Island's land coverage is either tree cover or grass/scrublands. The developed portions of the Island constitute impervious surface totaling about 11% of its land area.

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.

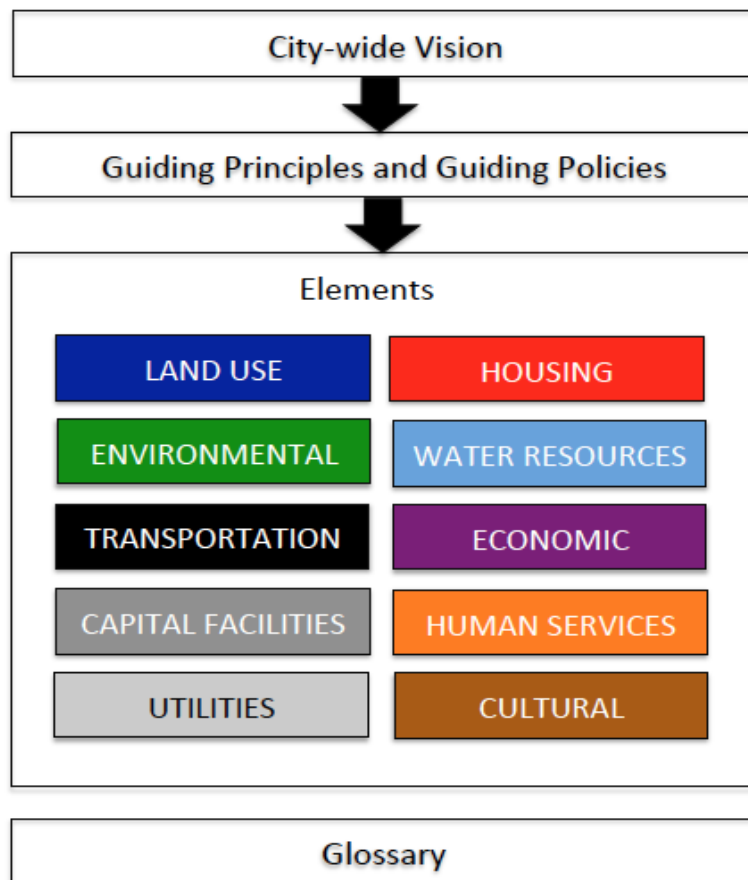
In addition, the Plan's *Vision*, *Guiding Principles* and Policies, and Elements communicate the City's priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire Department, Park and School Districts, and the Washington 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 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 patterns, 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*.

LAND USE ELEMENT

TABLE OF CONTENTS	PAGE
INTRODUCTION	LU-1
LAND USE VISION	LU-2
ISLAND-WIDE LAND USE CONCEPT	LU-3
GOALS AND POLICIES	LU-3
ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY	LU-5
DESIGNATED CENTERS	LU-8
WINSLOW	LU-11
HIGH SCHOOL ROAD AREA	LU-13
NEIGHBORHOOD CENTERS	LU-15
LYNWOOD CENTER	LU-15
ISLAND CENTER	LU-16
MILLER ROAD/BATTLE POINT DRIVE CONTRACT REZONE	LU-16
ROLLING BAY	LU-16
FORT WARD	LU-17
STANDARDS FOR ALL DESIGNATED CENTERS	LU-17
BUSINESS/INDUSTRIAL	LU-18
WATER-DEPENDENT INDUSTRIAL DISTRICT	LU-20
ISLAND-WIDE CONSERVATION AREA	LU-21
OPEN SPACE RESIDENTIAL	LU-23
LOCAL FOOD PRODUCTION	LU-24
PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM	LU-25
PROPERTY RIGHTS	LU-25
INTERGOVERNMENTAL COOPERATION AND COORDINATION	LU-26
HISTORIC PRESERVATION	LU-26
FORT WARD	LU-28
CONTAMINATED SITES (MOVED TO LU FROM WR ELEMENT)	LU-29
ESSENTIAL PUBLIC FACILITIES	LU-30
IMPLEMENTATION	LU-31

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 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*.
5. Plan for the effects of *climate change* to avoid or ameliorate the impacts.

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* and establish 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 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*.



Fig. LU-1 Typical Island Designated Center



Fig. LU-2 Typical Island Conservation Ar

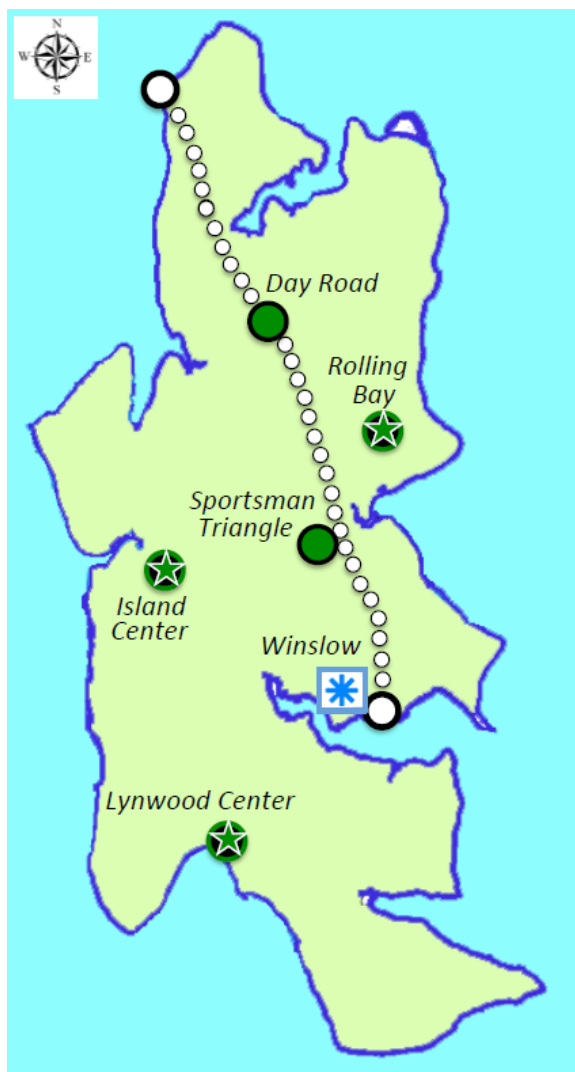
Most of the preceding two decades of growth have been attracted to the high quality of life in the Island's thriving **designated centers** where cultural amenities, employment and housing opportunities abound and public services, utilities and infrastructure are efficiently provided.

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. (See Fig. LU-1.)

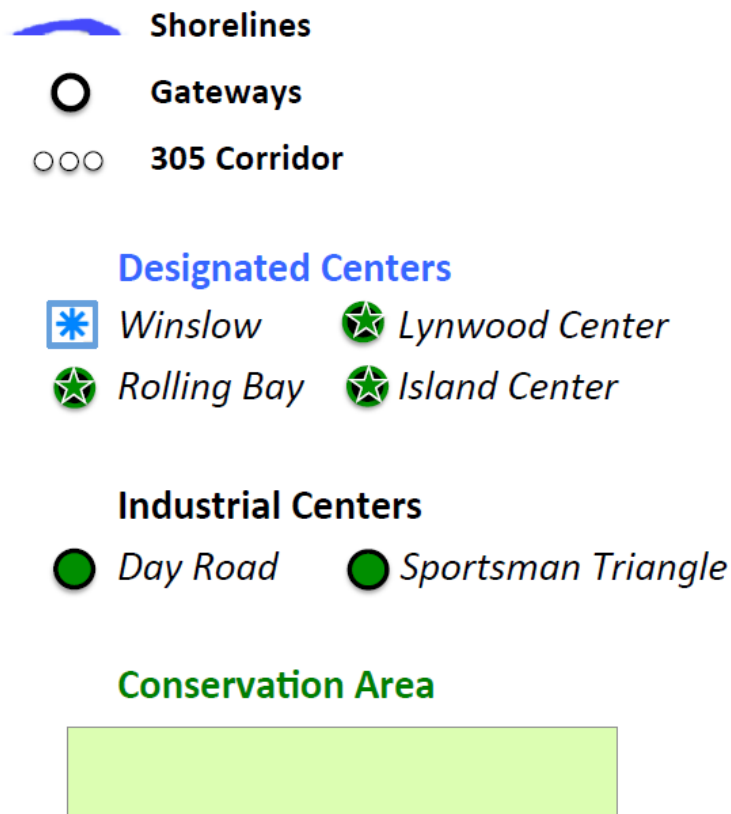
Outside of the *designated centers*, almost 90% of the Island is a green and open landscape. The **residential** land use pattern in this **conservation area** minimizes the footprint of the built environment and embodies design principles that protect the Island's aquifers, surface waters and fish and wildlife habitat.

This broad landscape of canopied woodlots, parks and saltwater shorelines is dotted with working farms, historic structures, freestanding residences and *conservation villages*. (See Fig. LU-2.)

The evolving *designated centers* and *conservation areas* on Bainbridge Island embody the successful implementation of the Island Land Use Concept. (See Fig. LU-3.)



**Fig. LU-3. Island-wide
Land Use Concept**



GOALS & POLICIES

GOAL LU-1

Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents and 2,808 additional jobs from 2010-2036 and at the same time promote and sustain high standards that will not diminish enhance the quality of life and/or degrade improve 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 and 2,808 jobs 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, 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 unknown. 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 they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2

~~Establish a~~ 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~~ *sets* an example of environmental stewardship so that others will be encouraged to do so.

Policy LU 2.4

~~The Develop a~~ 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 has resulted in participation from all segments of the Island community.



Fig. LU-4 Listening sessions with citizens helped kick off the 2016 *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 residential and commercial urban development in designated centers, increase a network of conservation lands, maximize public access to and while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green 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

Focus conservation, protection and restoration on the Island over the next fifty years as identified in an Island-wide Conservation Strategy, and have that strategy include shorelines, especially where there is interaction between the fresh and saltwater environments.

Policy LU 4.3

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 4.4

Updating the Winslow Master Plan ~~is the City's a 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 4.5

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.

Policy LU 4.6

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 4.7

The Future Land Use Map in Fig. LU-5 establishes the future distribution, extent and location of generalized *land uses* on the Island.

Policy LU 4.8

Continue to utilize the goals, policies 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 4.9

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.

Policy LU 4.10

Actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality, noise and the visual character of Bainbridge Island while also serving both the motorized and non-motorized needs of Island residents and businesses.

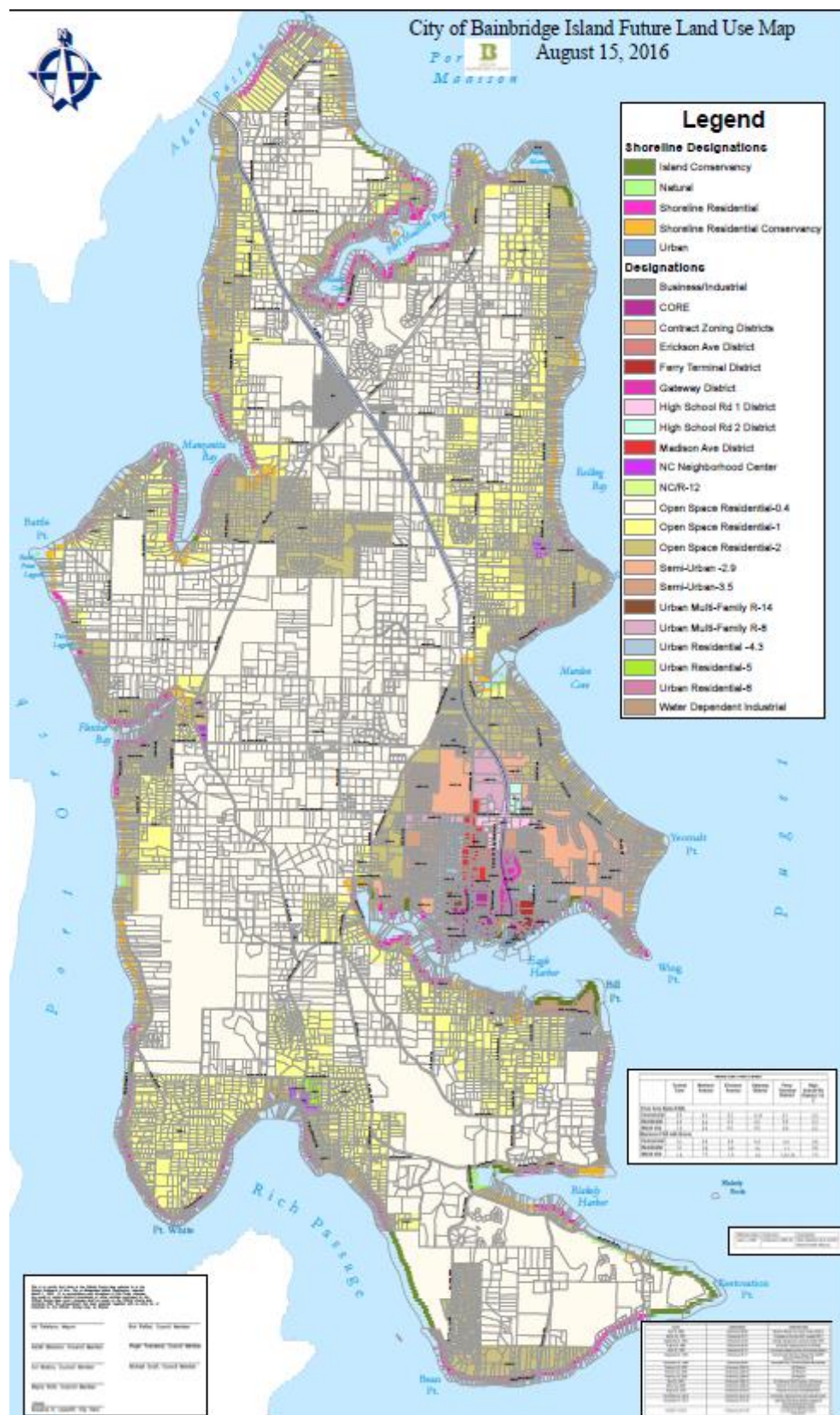


Fig. LU-5 Future Land Use Map



Fig. LU-6 The scenic highway SR 305 corridor is a major part of the Island's functional mobility and visual character

Policy LU 4.11

Lands shown on Fig. LU-3 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, commercial, and industrial growth in Winslow and other current and future centers with urban services such as the Neighborhood Centers, and the industrial centers at Day Road and Sportsman Triangle. Collectively, Winslow, ~~and the Neighborhood Centers, and the two industrial 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 mixed-use 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 space.
- Maintains and enhances fish and wildlife habitat.

Policy LU 5.2

Increased density over and above the existing zoning in the Neighborhood Centers *should* only occur through a shift in *density* from areas identified in the Island-wide Conservation Strategy critical areas and farms through PDRs, TDRs or other mechanisms 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 Winslow and neighborhood centers ~~designated centers~~.

Policy LU 5.4

Sustainable development and redevelopment ~~will be~~ is 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.

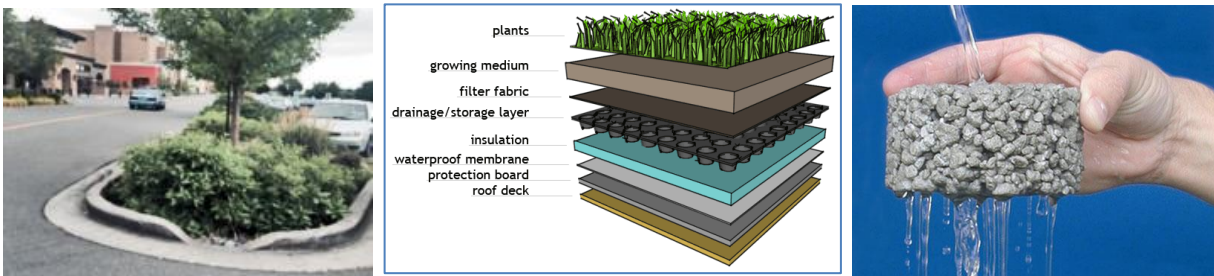


Fig. LU-7 Low Impact Development methods mimic natural drainage processes

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* near *designated centers*.

Policy LU 5.7

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

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

Design and locate dDevelopment ~~should be designed and located so as~~ to avoid or minimize potential conflicts with agricultural activities and recognize right-to-farm regulations ordinances ~~must be recognized by any in~~ developments located adjacent to agricultural uses.

Policy LU 5.10

~~Amend the Island-wide Transportation Plan (IWTP) to improve transportation facilities between link designated centers thereby to reducing 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~~ Promote dense residential and commercial development and encourage 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, and Lynwood Center ~~and Fort Ward~~ offer housing and small-scale, commercial and service activity outside of Winslow. These ~~designated Neighborhood Centers~~ should be ~~are~~ allowed to develop at higher *densities* to reinforce their roles as centers.

Policy LU 6.4

~~Designation of new centers should be~~ Considered designation of new centers 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 industrial designated centers at Day Road and Sportsman Club are intended to augment the Winslow, Lynwood, Island Center and Rolling Bay *designated centers* and allow a diverse economy with business retention, growth and innovation on the Island.

Policy LU 6.6

Process a ~~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, citizen notification and predictability in the land development process.

Policy LU 6.7

Accessory dwelling units are considered allowed uses in all residential zoning districts except R-6 ~~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.~~

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.

Policy LU 6.9

The Planning Commission has a role in reviewing long subdivisions to ensure the integrity of the Comprehensive Plan is maintained.

Winslow Town Center

The Winslow Master Plan (Appendix E) 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*.



Fig. LU-8 Winslow Way buildings and uses create human scale, pedestrian orientation and character

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 Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential density of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

Policy LU 7.1

The Island's 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. 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. LU-9 Winslow 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.

Policy LU 7.4 Central Core Overlay District

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

Policy LU 7.5 Ericksen Avenue Overlay District

The purpose of this Overlay District is to preserve the unique and historical features of the neighborhood and to provide for a mix of residential and small-scale non-residential development. Retail development is permitted only on the ground floor, while residential and office development is permitted on the upper floors. Historic (pre-1920) single-family residential

structures on Ericksen may be converted to non-residential use, provided that the structure is preserved. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. New buildings shall employ traditional building forms, roof shapes, and relationship of building to street to be compatible with the historic structures on Ericksen Avenue.

LU 7.6 Madison Avenue Overlay District

The purpose of this Overlay District is to provide for a mix of residential and small-scale non-residential development. All retail and office development greater than one story above grade shall include a residential component. Retail development is permitted only on the ground floor.

LU 7.7 Gateway Overlay District

The corridor along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island, and new uses should enhance its role as the gateway while also protecting the Winslow Ravine.

LU 7.8 Ferry Terminal Overlay District

This District is intended to provide an attractive setting for ferry and associated transportation-oriented uses, and to serve as the entry point for Winslow. This District is also a new mixed-use neighborhood that complements the character and vitality of the Core District, serving both neighborhood residents and commuters.

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

Promote 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. LU-10 High School Road Area

Policy LU 8.3

Auto-oriented uses and drive-through businesses that benefit from access to SR 305 shall be limited to the yellow dashed area shown in Fig. LU-10.

Policy LU 8.4

To visually screen development year-round, properties with frontages 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 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. LU-11 High School Road Area Mid and Low Rise Buildings

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~~ are to be developed at higher *densities* to reinforce their roles as community-service centers. The ~~service-neighborhood 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 Center, ~~Day Road, Fort Ward~~ and Island Center 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

~~Orient development should be oriented~~ toward the pedestrian. Retail uses ~~shall be~~ are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses ~~should be~~ are 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

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*. Appendix F is the “Lynwood Center Special Planning Area Report and Final Recommendations” adopted as a *subarea plan* in 1997.



Fig. LU-12 Lynwood Center is a thriving mixed-use pedestrian neighborhood center

Island Center

Policy LU 9.5

Island Center is designated as a *Special Planning Area*. The boundaries for Island Center are as shown on Fig. LU-5, the Future Land Use Map. Any changes to the boundaries may be considered 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

Policy LU 9.7

The Neighborhood Center boundaries are as shown on Fig. LU-5, the Future 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.



Fig. LU-13 Rolling Bay Center is a cluster of primarily retail and civic uses

Standards for all *Neighborhood Centers*

The 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 9.8

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 9.9

Mixed use development is strongly encouraged.

Policy LU 9.10

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

Policy LU 9.11

The *development regulations* should 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 and light trespass on neighboring residential properties.
- Noise level limits appropriate for *mixed use* development.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU 9.12

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

Policy LU 9.13

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

Policy LU 9.14

Develop a parking plan for each service center if appropriate.

Policy LU 9.15

~~Consider 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 9.16

To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. ~~Design parking lots should to be pedestrian-oriented~~ and provide pedestrian and bicycle routes between the street, parking area and main entrance. ~~Consideration should be given to the use of~~ Integrate trees in a parking lot with respect to that allow solar access.

Policy LU 9.17

Infill within the boundaries of *Neighborhood Centers* through the *transfer of development rights* from the *Conservation Areas* of the Island (See Fig. LU-3) or through an *affordable housing density bonus*.

Policy LU 9.18

The base density of residential development in the *Neighborhood Centers* is 2 units per acre. A *density bonus* of ~~3~~ 1 additional units per acre may be obtained for a total of 3 units per acre 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 LU-10**

~~The~~ Provide appropriate Business/Industrial (B/I) zoned land provides to create 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 and new employment opportunities ~~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 and 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 materials.

Policy LU 10.4

Applications for development approval within the B/I 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 B/I 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

B/I uses must be visually screened year-round from adjacent non-industrial properties and roadways, especially scenic highway SR 305. This policy establishes a performance standard — ~~B/I 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 B/I activities are designated to reflect historical use and the designation ~~should~~ shall not be expanded.

WATER-DEPENDENT INDUSTRIAL DISTRICT**GOAL LU-12**

Allow for the continuation of water-dependent, industrial uses on Bainbridge Island in order to preserve elements of a working waterfront within the urban shoreline area. Water-dependent uses require direct contact with the water and cannot exist at a non-water location due to the intrinsic nature of the operation.

Policy LU 12.1

The Water-dependent Industrial District is intended primarily to provide for ship and boat building and boat repair yards. Preference *should* be given to small, local, boat haul-out and repair facilities, and water-oriented industry which serves boating needs.

Policy LU 12.2

Water-dependent industrial development *shall* not be located on sensitive and ecologically valuable shorelines such as natural accretion shore forms, marshes, bogs, swamps, salt marshes and tidal flats, and wildlife habitat areas, nor on shores inherently hazardous to such development, such as flood and erosion prone areas and steep and unstable slopes.

Policy LU 12.3

Industrial uses *shall* employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality.

Policy LU 12.4

Carefully consider regional and statewide needs for industrial facilities ~~should be carefully considered~~ in reviewing new proposals, as well as in allocating shorelines for such development. Coordinate such reviews or allocations ~~should be coordinated~~ with port districts, adjacent counties and cities, and the State in order to minimize new industrial development that would duplicate under-utilized facilities elsewhere in the region, or result in unnecessary adverse impacts.

Policy LU 12.5

Encourage expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating *mixed use development* ~~should be encouraged~~ over the addition and/or location of new or single-purpose industrial facilities. ~~Such development or redevelopment for mixed use should occur through a master planned development process in areas designated appropriate for such urban shoreline uses.~~

Policy LU 12.6

Encourage or require the joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities ~~should be strongly encouraged or required~~ in waterfront industrial areas.

Policy LU 12.7

Require new or expanded industrial development ~~should be required~~ to provide physical and/or visual access to shorelines and visual access to facilities whenever possible, and when such public access does not cause significant interference with operations or hazards to life and property.

ISLAND-WIDE CONSERVATION AREA**GOAL LU-13**

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

Policy LU 13.1

Preserve the open space conservation 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 conservation area serves on the Island (i.e., *aquifer recharge, fish and wildlife habitat, recreation*).



Fig. LU-14 Typical views from the road on much of the Island is of green, leafy countryside

Policy LU 13.2

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

Policy LU 13.3

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 water resources.

Policy LU 13.4

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

Policy LU 13.5

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

Policy LU 13.6

Work with Kitsap Public Health District to allow innovative solutions for on-site sewage treatment including community septic and grey water systems.

Policy LU 13.7

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-14

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 14.1

Manage existing vegetated buffers ~~should be managed~~ to preserve the Island's character and the forested view from the road. Remove invasive species ~~should be removed~~ in order to keep the *native vegetation* healthy.

Policy LU 14.2

Design and site 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. Encourage the retention of features that enhance the Island's character such as barns, fences, fruit or vegetable stands ~~should be retained and encouraged~~.

Policy LU 14.3

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

Policy LU 14.4

Properties with frontage along SR 305 will provide and maintain a vegetated buffer along the highway, preserving and augmenting existing vegetation, providing a year-round visual screen between development and the highway. Access to these properties shall not be directly from SR 305.

OPEN SPACE RESIDENTIAL DISTRICT

GOAL LU-15

~~Develop *context-sensitive* regulations for residential development in areas designated OSR-2, OSR-1 or OSR-0.4, in order to limit clearing, soil disturbance, promote *low impact development* and reconcile development and conservation. Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.~~

Policy LU 15.1

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

~~Policy LU 15.2~~

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

Policy LU 15.2

~~Maintain the natural and scenic qualities of the Island by limiting residential *density*. 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 15.3

~~Permit *home occupations* that provide employment opportunities and *should be* permitted where they are compatible with surrounding neighborhoods and the environment.~~

GOAL LU-16

~~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 16.1~~

~~The R-1 District recognizes an existing development pattern of one unit per acre.~~

~~Policy LU 16.2~~

~~The R-2 District recognizes an existing development pattern of two units per acre.~~

Policy LU ~~15.5~~ 16.3

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 through support for local food production, awareness of farming practices and public health by encouraging locally-based food production, distribution and choice through commercial and urban agriculture, community gardens, farmers' markets, farm stands and food access initiatives. ~~Establish partnerships and share resources to promote food access and production.~~

Policy LU 16.1

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



Fig. LU-15 Farmland - Agriculture is part of Bainbridge Island's landscape, history, economy and culture

Policy LU 16.2

Encourage the development of neighborhood community gardens or small-scale commercial agriculture where appropriate.

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.

PURCHASE AND 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 denser 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 Conservation Areas of the Island into *Designated Centers*. See Fig. LU-3.

Policy LU 18.2

~~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 Conservation Strategy ~~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;
3. Creating a process that coordinates the *purchase* and *transfer of development rights*; and
4. Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights program*.
5. Engage and involve community partners such as the BI Land Trust, in the exploration and potential implementation of a density transfer 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

The citizens expect 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-20

Maintain and support an *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 20.1

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

Policy LU 20.2

The City and its Historic Preservation Commission (HPC) ~~should will~~ 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 20.3

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

Policy LU 20.4

~~The City and HPC shall~~ Coordinate with Tribes and other interested stakeholders to promote awareness, respect for and celebration of the who have an interest in historic resources of on the Island.

GOAL LU-21

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 21.1

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

Policy LU 21.2

~~The City and HPC shall continue to Maintain an updated inventory historic resources thereby maintaining an up-to-date site database~~ using the latest affordable technologies available.

Policy LU 21.3

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

Policy LU 21.4

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

Policy LU 21.5

~~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-22

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 22.1

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

Policy LU 22.2

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

Policy LU 22.3

~~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 22.4

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

Policy LU 22.5

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

Policy LU 22.6

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

GOAL LU-23

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 23.1

Support on-going education programs to increase awareness of the Island's historic resources.

Policy LU 23.2

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

Policy LU 23.3

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

Policy LU 23.4

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

Fort Ward**Policy LU 23.5**

Maintain and enhance the unique character of Fort Ward Planning Area 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.

Policy LU 23.6

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.



Fig. LU-16 Ford Ward history and structures help create unique local character and identity

CONTAMINATED SITES

MOVED FROM WR ELEMENT TO LU ELEMENT

GOAL LU-24 ~~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 the environment ~~water resources~~.

Policy LU 24.1 ~~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 24.2 ~~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 LU 24.3 ~~WR 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 LU 24.4 ~~WR 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 LU 24.5 ~~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 LU 24.6 ~~WR 6.6~~

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

Policy LU 24.7 ~~WR 6.7~~

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

ESSENTIAL PUBLIC FACILITIES

GOAL LU-25

The needs of the community ~~should be~~ **are** 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 and 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 25.2

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~~ **is designed to** 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~~ **When an** *essential public facility* as defined in RCW 36.70A.200 is proposed for Bainbridge Island, and is greater than 3,000 square feet, ~~is proposed for Bainbridge Island that is an “essential public facility” as defined in RCW 36.70A.200,~~ the City ~~should~~ **will** create a Facility Analysis and Site Evaluation Committee composed of citizens, City Staff, elected officials and appropriate technical experts should consider, at a minimum, the following in determining a recommendation to City Council:

- 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 an essential public facility project.

~~The plan should include identification~~ Identify 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 *development regulations*, creating partnerships and educational programs and staffing or other budgetary decisions. Listed following each action are several of the Comprehensive Plan's policies that support that action.

HIGH PRIORITY ACTIONS

LU Action #1 Adopt a multi-year planning work program for adopting 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 residential and commercial-urban development in *designated centers*, increase a network of conservation lands, maximize public access to and while protecting 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 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 4.6 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, ~~and Lynwood Center and Fort Ward~~ offer housing, small-scale, commercial and service activity outside of Winslow. These ~~designated Neighborhood Centers~~ ~~should be~~ are 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 Center, ~~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.

LU Action #2 Update the Winslow Mixed Use Town Center Master 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 residential and commercial-urban development in *designated centers*, increase a network of conservation lands, maximize public access ~~to and~~ while protecting 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 4.4 Updating the Winslow Master Plan is ~~the City's a 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 Winslow and neighborhood centers. ~~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 MUTC is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential density of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

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.

LU 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 4.11 Lands shown on Fig. LU-3 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.

LU Action #4 Identify discrete sections of the Land Use Code to eliminate confusion, redundancy and delay in the permit process.

Policy LU 6.6 Process 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, citizen notification and predictability in the land development process.

LU Action #5 Create more efficient and effective review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner.

Policy LU 6.6 Process 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, citizen notification and predictability in the land development process.

LU Action #6 Prepare an Island-wide Conservation Strategy.

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

OTHER PRIORITY ACTIONS

LU Action #7 Review and update design standards and guidelines for the *neighborhood centers*.

Policy LU 5.4 *Sustainable* development and redevelopment ~~will be~~ is 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 Orient development ~~should be oriented~~ toward the pedestrian. Retail uses ~~shall be are~~ encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses ~~should be are~~ encouraged above ground floor retail.

Policy LU 9.16 To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. Design parking lots ~~should to be~~ *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. ~~Consideration should be given to the use of~~ Integrate trees in a parking lot to ~~that~~ allow solar access.

Action #8 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 17.1 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 Conservation Areas of the Island into *designated centers*. See Fig. LU-3.

ECONOMIC ELEMENT

TABLE OF CONTENTS

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

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~~ incorporates and enhances financial, natural, and social economic capital ~~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 valuable 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 food 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.

Policy EC 11.6

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 performance standards may qualify as a major home occupation and will require a conditional use permit.

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 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.

ENVIRONMENTAL ELEMENT

TABLE OF CONTENTS

	PAGE
INTRODUCTION	EN-1
VISION	EN-2
GOALS AND POLICIES	EN-2
ENVIRONMENT	EN-2
FISH AND WILDLIFE	EN-5
FREQUENTLY FLOODED AREAS	EN-6
SEA LEVEL RISE	EN-7
GEOLOGICALLY HAZARDOUS AREAS	EN-7
AIR QUALITY	EN-9
NOISE	EN-10
GREENHOUSE GASES	EN-10
DARK SKIES	EN-11
INVASIVE SPECIES	EN-11
AGRICULTURAL LANDS	EN-12
FOREST LANDS	EN-15
FORESTS AND TREES	EN-15
MINING	EN-17
ENVIRONMENTAL ELEMENT IMPLEMENTATION	EN-17

ENVIRONMENTAL INTRODUCTION

This element addresses the natural environment of Bainbridge Island. The Environmental Element includes *goals* and *policies* for all lands considered *critical areas* under the *Growth Management Act* (GMA), such as *wetlands*, *streams*, *aquifer recharge areas*, *fish and wildlife habitat*, *frequently flooded areas* and *geologically hazardous areas*.

This element also addresses natural resources such as forests, *agricultural lands* and *mineral resources* and provides *goals* and *policies* concerning air quality and the retention and development of the *Greenways* trails and *open space* systems.

Preserving and protecting the environmental resources and natural amenities of the Island is an important component for the vision of our city. Bainbridge Island contains interconnected forests, meadows, *wetlands* and *stream* systems, and saltwater shorelines, all of which provide wildlife habitat and scenic value, and some of which are protected as public parkland. The Island also contains *agricultural lands* and land areas that are sensitive due to geological conditions, slope and/or soil types.

As our Island grows and develops continued protection of varied *open space* areas and environmentally sensitive landscape is necessary to maintain the quality of life that is currently enjoyed on Bainbridge Island. Additionally, the unpredictable cumulative impacts of *climate change* in our region justify appeals to the *precautionary principle*. *Climate change* may require that the areas we protect and approaches we use to achieve our *goals* and *policies* will change.

Citizens of Bainbridge Island enjoy and value the Island's natural environment. The public parklands, *open spaces*, and other natural areas contribute to the quality of life on the Island. The 2013 and 2014 National Citizen Surveys indicate that the citizens' support for preservation of *environmentally sensitive areas* and *agricultural lands* remains is high. It also indicates that the community is supportive of providing pedestrian and bicycle trails and increased public access to shorelines.

Understanding the functions of the Island's valuable natural systems and what types of activities may impact these functions now and in the future as conditions change, is key to protecting these lands and natural resource areas. Retaining the viability and ecological functions of our natural systems and protecting those areas that are sensitive to development is paramount to maintaining a healthy natural environment and a high quality of life.

The goals and policies of the Environmental Element attempt to guide future action such that the quality of the Island's natural environment is protected and maintained and when possible, restored and improved. Future actions will incorporate the *best available science* as required by RCW 36.70A.172.

ENVIRONMENTAL VISION 2036

It is well understood that the integrity of our environment – the foundation of our quality of life – sets limits on the growth of our population and our economic life. We have faced some distressing events within the changing natural order and have survived as a stronger community.

A culture of stewardship has preserved and even improved the varied landscapes, forests and views that contribute so much to the sense of place that is valued here. Monitoring and regulation of the impacts of human activities on the Island's natural resources has been successful in maintaining their resilience. Public policies and many initiatives of citizens and businesses have been proactive in response to the anticipated effects of climate change, such as sea level rise, adapting where necessary and mitigating impacts to the extent possible.

GOALS & POLICIES

ENVIRONMENT

GOAL EN-1

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

Policy EN 1.1

A primary goal of the *Comprehensive Plan* is protecting the Island's natural environment. When making land use decisions implement this goal. seriously consider the overall goal of the *Comprehensive Plan* in protecting the Island's natural environment.

Policy EN 1.2

Taking into account the present and future need to reduce the potential for personal injury, loss of life, or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained. Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact or mitigates potential problems through engineering, siting or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners and other public, non-profit and private organizations.

Policy EN 1.4

~~Land use plans and development patterns should to the extent possible~~ Maintain and enhance natural systems and protect wildlife, fish resources and *open spaces* through *land use* plans and development patterns including tree retention and planting.

Policy EN 1.5

Create and maintain overlay maps that show the location of *agricultural lands*, critical *aquifer recharge areas*, *geologically hazardous areas*, floodplains, *streams*, *wetlands* and *fish and wildlife habitat*. ~~Additionally, the City shall utilize~~ Integrate the maps from the Bainbridge Island Climate Impact Assessment (2016).

Policy EN 1.6

Use the City's Shoreline Management Master Program to address and protect marine fish and marine shoreline habitat.

Policy EN 1.7

To protect the Island's ecosystems, prohibit the use of *neonicotinoid* pesticides.

Policy EN 1.8

Consider the potential impacts of *climate change* and its impacts in all decisions related to natural systems and environmental quality.

GOAL EN-2

Encourage sustainability in City Government operations.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This ~~shall includes~~ recognizing and preparing for the impacts of *climate change*.

Policy EN 2.2

Seek to minimize the quantity and toxicity of materials used and waste generated for City facilities and operations through reduction, reuse and recycling. Use products made from recycled materials when available.

Policy EN 2.3

~~Where feasible,~~ Use new technologies to reduce environmental impacts such as solar panels, electric and hybrid vehicles, high-efficiency lights and heating systems.

Policy EN 2.4

~~The City shall follow~~ Utilize integrated pest management practices.

Goal EN-3

Consider the impact on *critical areas* whenever land is subdivided.

Policy EN 3.1

~~The Design of lots shall be based on to protecting natural systems and avoiding or minimizing~~ impact to *critical areas*. In order to protect *critical areas*, the full *density* permitted under the zoning ordinance might not be achieved.

Policy EN 3.2

~~The Use of~~ *Transfer of Development Rights (TDRs) and Purchase of Development Rights (PDRs)* to protect critical areas ~~should be explored.~~

Policy EN 3.3

Include in any lot created by *subdivision* of land ~~shall include~~ sufficient area to accommodate a building site outside of a *critical area* and its buffers.

Goal EN-4

Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

~~Planning and land development should~~ Employ conservation design methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

Policy EN 4.2

Create a program with effective mechanisms intended to offset development impacts to the Island's ecosystems.

FISH AND WILDLIFE**GOAL EN-5**

Protect and enhance wildlife, fish resources and ecosystems.

Policy EN 5.1

The protection and enhancement of *fish and wildlife habitat* and wildlife networks-corridors, including Tribal Usual and Accustomed fishing areas, are ~~shall be an~~ integral components of the *land use* planning process.

Policy EN 5.2

The identification of *fish and wildlife habitat* ~~shall be is~~ based on an a current evaluation of the species of wildlife on the Island and the habitat requirements of these species now and in the future.

Policy EN 5.3

The protection and enhancement of mature trees, and fish and wildlife habitat shall be among the are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 5.4

Protect *fish and wildlife habitat* and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations by identifying an interconnected system of corridors that will provide continuous links east to west and north to south connecting larger tracts that are important habitat ~~identified as critical habitat~~.

Policy EN 5.5

Protect *wetlands* and riparian areas.

Policy EN 5.6

Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species* Act, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore of the City and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 5.7

Work closely with Tribes, local conservation organizations and the Washington State Department of Fish and Wildlife (the agency with expertise to “preserve, protect, and perpetuate” wildlife resources of the state) in matters involving wildlife including identifying “priority *fish and wildlife habitat*.”

Policy EN 5.8

Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 5.9

Consider *climate change* and its impacts in all decisions related to wildlife, fish resources and natural systems.

FREQUENTLY FLOODED AREAS

Regulation of *frequently flooded areas* is important for property and habitat protection. Floodplains are valuable natural resource areas that play a major role in the function of ecosystems. Floods are a natural process where rising water inundates otherwise dry land. Floodplains provide storage for floodwaters which reduces downstream erosion and improves downstream water quality. Floodplains allow infiltration for *aquifer recharge* and provide important habitat necessary for the survival of many invertebrate, fish and wildlife species. Flood courses can change naturally over time. As impervious development covers more land surface and encroaches on floodplains, damage increases to both the built and natural environments.

The Federal Emergency Management Agency (FEMA) has designated frequently flooded areas as areas that have a 1% or greater chance of flooding in any given year. Also known as the 100-year flood, this level was chosen to manage flooding as a compromise between an economic use of the land and an understanding of the natural benefits of flooding. *Frequently flooded areas are Critical Areas.*

GOAL EN-6

Protect the natural functions of frequently flooded areas.

Policy EN 6.1

Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of frequently flooded areas. The Flood Insurance Rate Maps adopted by the City were originally produced in 1975 and updated in 1977. ~~Flood hazard maps~~ should and need to be kept current.

Policy EN 6.2

Limit the alteration of natural floodplains, *stream* channels and natural protective barriers that help accommodate, dissipate, or channel floodwaters.

Policy EN 6.3

Emphasize nonstructural methods such as setbacks and vegetation, to prevent or minimize flood damage.

Policy EN 6.4

Locate public facilities such as sewer and water lines ~~should be located~~ outside of frequently flooded areas and with consideration of future sea level rise in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate environmental concerns. Additional development is not encouraged in *frequently flooded areas*.

SEA LEVEL RISE**GOAL EN-7**

Anticipate and prepare for the consequences of sea level rise.

Sea level rise may happen as the result of natural or human activity such as geologic subduction or *climate change*. Here in the Puget Sound we experience the effects of both the geologic and climatological forces. Cumulative sea level rise has serious implications for the shorelines and lowland areas of the Island such as beach and bluff erosion and loss of intertidal zones. These areas serve such purposes as nursery habitat, feeding grounds for fish and fowl, stormwater collection and water filtration.

Policy EN 7.1

Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and interpreted with the Bainbridge Island Climate Impact Assessment).

Policy EN 7.2

Coordinate with Tribal, Federal, State and local agencies to address issues related to sea level rise.

GEOLOGICALLY HAZARDOUS AREAS**GOAL-EN-8**

Protect *landslide hazard areas* and *erosion hazard areas* from the impacts of use and development for the protection of public safety, property and the environment.

Policy EN 8.1

~~Avoid land uses on landslide hazard areas and erosion hazard areas should be avoided.~~ If the hazard caused by development can be mitigated, then design land use should be designed to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

Policy EN 8.2

As the degree of slope increases, decrease development intensity, site coverage, and vegetation removal ~~should decrease~~ to mitigate problems of drainage, erosion, siltation and landslides.

Policy EN 8.3

In order to protect *landslide and erosion hazard areas* from damage during construction and from intrusion following construction, an analysis by a geotechnical engineer and a certified arborist may be required.

Policy EN 8.4

Construct roads, driveways and utility corridors ~~should be constructed~~ to preserve the integrity of the existing land forms, drainage ways, and natural systems minimizing impact to the *landslide and erosion hazard areas*. Utilize common access drives and utility corridors ~~should be utilized~~ where feasible.

Policy EN 8.5

Allow clearing, grading or filling on sloped areas containing *landslide hazard areas and erosion hazard areas* ~~shall only be allowed~~ only when other alternatives are not feasible. Such activity ~~should be~~ is limited to the dry period of the year.

Policy EN 8.6

Any alteration of a *landslide hazard area* or *erosion hazard area* may not increase the rate of surface water discharge or sedimentation and may not decrease slope stability on adjacent property. Landscape the altered area ~~shall be landscaped~~ to provide erosion control.

GOAL EN-9

Identify and map areas that are at risk due to seismic activity and regulate activities in these areas for public safety and property protection.

Policy EN 9.1

Consider the best available science ~~shall be considered~~ in mapping these high-risk areas and in regulating and permitting *land use* activities in areas that have a heightened risk from earthquakes such as liquefaction areas and fault rupture zones, tsunami or other geological hazards.

Policy EN 9.2

Consider tsunami hazards in regulating *land use* activities on Bainbridge Island.

Policy EN 9.3

Consider seismic activity and the potential for earthquake-induced landslides ~~should be considered~~ in the determination of *geologically hazardous areas*. Areas that are stable under normal conditions can become landslides during earthquake events.

Policy EN 9.4

The City should Provide information and educational opportunities to the citizens of Bainbridge Island on the hazards posed by seismic events.

AIR QUALITY**GOAL EN-10**

Protect and promote clean air.

Policy EN 10.1

These policies address the need for clean air to protect the Island's residents and ecosystems, under current and future climatological conditions. For example, increasing regional air temperatures are increasing air pollution components such as ground level ozone and smog.

Policy EN 10.2

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

Policy EN 10.3

Encourage the retention of existing trees and vegetation and the planting of new trees and vegetation that provides natural filtration of suspended particulate matter, removes carbon dioxide and improves air quality.

Policy EN 10.4

~~Consider~~ **Address** the impacts of new development on air quality as a part of the environmental review process and require mitigation when appropriate.

Policy EN 10.5

Cooperate with the Puget Sound Clean Air Agency in providing information to the community about available and innovative emission controls for residential, commercial, vehicular and light industrial use.

Policy EN 10.6

~~Strive to~~ **Ensure** beneficial indoor air quality in all renovations and new construction of City-owned facilities and promote design choices that enhance beneficial indoor air quality in private construction.

Policy EN 10.7

Reduce the quantity of airborne particulates through regulations for dust abatement of construction sites and street sweeping programs in areas with concentrations of both vehicular and pedestrian traffic.

Policy EN 10.8

Maintain nuisance regulations to minimize offensive odors generated by commercial or industrial uses in proximity to *residential uses*.

Policy EN 10.9

Encourage the retrofit or replacement of non-certified wood stoves with certified appliances.

Policy EN 10.10

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. ~~therefore to~~ Maintain and improve Island air quality, ~~the City should consider and by promoting~~ the development of carbon free *infrastructure*.

NOISE**GOAL EN-11**

Promote the reduction of ~~cumulative~~ invasive noise impacts.

Policy EN 11.1

Review the effectiveness of current noise standards and modify these standards as necessary to ensure acceptable noise levels.

Policy EN 11.2

Promote actions such as equipment modifications and operational requirements that reduce noise from transportation modes, construction sites, industrial uses and commercial business establishments.

Policy EN 11.3

~~The City should~~ Work with the Federal Aviation Administration to design flight paths and schedules that minimize the airplane noise over Bainbridge Island.

GREENHOUSE GASES**GOAL EN-12**

Reduce *greenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further.

Policy EN 12.1

Support and implement climate pledges and commitments undertaken by the City and other multi-jurisdictional efforts to reduce *greenhouse gas* emissions, address *climate change*, sea-level rise, ocean acidification and other impacts of changing global conditions.

Policy EN 12.2

Facilitate the improvement and convenience of low carbon mass transit and increased car-sharing, cycling, walking and the development of alternative vehicle infrastructure (e.g., charging stations) to reduce *greenhouse gas* emissions.

Policy EN 12.3

Strive for reduced *greenhouse gas* emissions through coordinated *land use* and transportation planning and management including assessment and mitigation for air quality impacts.

Policy EN 12.4

Establish benchmarks, metrics and targets for reduction of *greenhouse gas* emissions, assess current conditions and progress in reducing *greenhouse gas* emissions from municipal, commercial, residential and transportation-related land uses, projects and programs.

Policy EN 12.5

Promote energy conservation measures by all government entities including:

- Retrofitting offices, shops and garages with high-efficiency lighting;
- Converting vehicles to hybrid fuel vehicles as replacement or new vehicles are acquired;
- Converting traffic signals and lighting to LED; and
- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 12.6

Promote the installation of residential solar panels and the adoption of other energy saving technologies such as LED lights, heat pumps and insulation.

DARK SKIES**Goal EN-13**

Preserve and enhance the view of the dark sky by controlling glare and light trespass.

Policy EN 13.1

Enforce *development regulations* that provide standards for appropriate lighting practices and systems that will curtail the degradation of the nighttime visual environment.

INVASIVE SPECIES**Goal EN-14**

Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from climate change and international commerce.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to remove-control and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to remove-and control and where feasible, eradicate invasive plant species on private property.

Policy EN 14.3

Tree clearing permits may require a surety bond for larger-scale tree clearing to cover the costs of invasive species removal in the eventuality that land is not properly managed and result in invasive weed infestation.

AGRICULTURAL LANDS

NOTE: Consider deleting this introductory section

~~The protection and support of existing farms and the preservation of prime agricultural lands and farms of local significance are important goals of the residents of Bainbridge Island. Agricultural lands provide open space, habitat, groundwater recharge, local food production with fewer transportation impacts and cultural value. Their protection can augment sustainability goals.~~

~~Farming on the Island provides economic, social, aesthetic and nutritional benefit to the community. Equally important, protection of *agricultural lands* will enhance the cultural and economic diversity and help retain the Island's rural character. *Open space* dedicated to agriculture also conserves environmental resources.~~

~~Farm operations on the Island are unique. 40 small *farms* ranging in size from 1 acre to 40+ acres, are mostly dispersed throughout the Island with some clustering in a few locations. The specialty, high-intensity, small *farms* will continue to be an important adjunct to farming in the future.~~

~~The City currently owns sixty acres of public farmland managed under contract by a non-profit organization. That organization also works with private landowners, seeking ways to increase the amount of land used for food production, and to conserve the land for agricultural uses over the long term. In order to preserve public farmland, the City is designating its public farmland properties as *Agricultural Resource Land (ARL)*. Other non-profits are also involved in promoting agriculture on Bainbridge.~~

~~Agriculture is a vulnerable enterprise in any rapidly growing area. As land values continue to rise the economic viability of farms on Bainbridge Island depends on the farmers' industry and ingenuity and on public policies that provide incentives and tax relief.~~

GOAL EN-1519

Conserve and protect the Island's existing agricultural uses and increase the acreage of permanently protected and productive farmland by using preservation methods including incentive-based programs.

Policy EN 15.1 19.1

Provide owners of farms ~~should have~~ the option of participating in the *transfer of development rights (TDRs)/purchase of development rights (PDRs) program*.

Policy EN 15.2 19.2

Inventory land currently used and/or potentially available for agriculture, including community gardens.

Creating a specific area or areas for future *agricultural operations* aims to limit conflicts with *residential uses* and would provide an opportunity for *farm* operations within the area to share resources such as *farm* equipment, processing facilities, retail sales area and road access.

Policy EN 15.3 ~~19.3~~

Where land that had historically been used for agriculture is being subdivided for residential development, a portion *should* be reserved for agricultural use or community gardens. Existing traditional *agricultural lands* *should* be included in the *open space* of clustered development.

Policy EN 15.4 ~~19.4~~

Develop a procedure to allow other public and private property owners to designate their properties *Agricultural Resource Land*.

Policy EN 15.5 ~~19.5~~

Utilize the Floor Area Ratio (FAR) Farmland/Agriculture fund for viable farmland preservation projects.

Policy EN 15.6 ~~19.6~~

Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.7 ~~19.7~~

Encourage the use of native and/or regionally produced edible plants for use in required landscape and roadside vegetation buffers.

Policy EN 15.8 ~~19.8~~

Ensure protection of the Island's *aquifers* and streams by promoting agricultural uses that are not water intensive, and agriculture practices that protect water quality.

Policy EN 15.9 ~~19.9~~

Work with the Conservation District and nonprofits to encourage farming that accounts for changing Island conditions with regard to hydrology, temperature and other climatologically influenced factors. Select Promote crops and commodities that are adapted to future conditions and do not rely on chemical amendments that may adversely impact future water availability.

GOAL EN-16 ~~20~~

Minimize conflict between agricultural and non-agricultural uses.

Policy EN 16.1 ~~20.1~~

Design and locate development adjacent to areas designated or registered as agricultural land ~~should be designed and located so as~~ to avoid or minimize potential conflicts with agricultural activities.

Policy EN 16.2 ~~20.2~~

Require notification on all plats, development permits and building permits of the existence of any registered agricultural lands within 300 feet of the development.

Policy EN 16.3 ~~20.3~~

Maintain the Right to Farm Ordinance.

Policy EN 16.4 ~~20.4~~

Cooperate with the Kitsap Conservation District to promote use of Best Management Practices.

GOAL EN-17 ~~24~~

Encourage and support farming as an economically viable option for *land use* and as a means to providing diversity of lifestyle.

Policy EN 17.1 ~~24.1~~

Encourage small-scale farming ~~should be encouraged~~.

Policy EN 17.2 ~~24.2~~

The City ~~should~~ Work with the Kitsap County Assessor's office to educate the farming community about the availability of the Tax Reduction Program.

Policy EN 17.3 ~~24.3~~

Elevate and encourage public appreciation and awareness of *farms* by allowing tours of *farms* and farming facilities.

Policy EN 17.4 ~~24.4~~

Permit the production, processing and marketing of *farm* products from Island *farms*.

Policy EN 17.5 ~~24.5~~

Support the Farmers' Market and promote the sale of local *farm* products in other locations.

Policy EN 17.6 ~~24.6~~

Minimize the parking requirements for agricultural uses ~~should be minimized~~ (i.e., number of parking spaces, paved parking and landscaping requirements), due to the seasonal nature of the marketing of *farm* products.

Policy EN 17.7 ~~24.7~~

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8 ~~24.8~~

Consider Establishing a Citizen Advisory Group on Agriculture comprised of citizens representing farmers, non-profit organizations involved with local agriculture and businesses with an interest in local *farm* produce.

FOREST LANDS

Few large tracts of second-growth timber remain on the Island and some of these could be converted to other uses in the near future. As of August 2015, there were approximately 529.34 acres classified as timberlands by the Kitsap County Tax Assessor. Forty-six parcels are classified as *Forest Land* including the 42-acre Port Madison watershed. These *forest lands*, together with tracts that are protected by conservancy agreements and other privately owned forested acres that may not be classified as timberlands, have immeasurable value within the Island-wide conservation strategy.

GOAL EN-18 22

Encourage the retention of *forest land* and multiple-aged forests since healthy forests provide many ecological benefits to all forms of life on the Island and help mitigate climate change.

Policy EN 18.1 22.1

Encourage stewardship of forests, to promote forest health, provide for selective harvest of merchantable timber and protect *critical areas*. Department of Natural Resources and City regulations apply when converting *forest land* to agricultural, residential or other uses.

Policy EN 18.2 22.2

When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

FORESTS & TREES

GOAL EN-19 23

Retain, conserve and improve portions of the community forests where people live, work and learn through public education and through management and protection measures that will help to conserve these resources.

The community forests on Bainbridge Island are comprised of the street tree system in the urban center, trees in parks and on other public lands, and trees and forested areas on private properties throughout the Island. Bainbridge Island's urban and rural forests have historically been a source of community identity and civic pride. Trees and forested areas are essential to the Island's conservation strategy.

It is recognized that in addition to biological benefits a community forest provides a significant return by creating appealing streets and *neighborhoods* with resulting higher property values in the built environment. In addition, trees and forests provide buffering and screening between differing *land uses*, reduce surface water *runoff*, improve air and water quality, help maintain soil and slope stability, provide wildlife habitat, reduce energy consumption by providing shade and functioning as windbreaks, and sequester carbon dioxide.

Policy EN 19.1 ~~23.1~~

Encourage protection, restoration and maintenance of existing vegetation that has environmental, wildlife habitat and aesthetic qualities including tree groves, significant tree stands, forested hillsides and vegetation associated with *wetlands, stream corridors, and riparian areas, steep slopes and areas subject to erosion.*

Policy EN 19.2 ~~23.2~~

Utilize various tools to understand and monitor existing conditions and changes of Island-wide tree cover, significant tree groves and significant individual trees over time. ~~The City should~~ **Undertake** periodic tree inventories to assess canopy cover and health of forested areas and significant trees.

Policy EN 19.3 ~~23.3~~

In pre-application conferences and as part of the review of development applications, encourage property owners to maximize the preservation of trees and to maintain and enhance the cohesive quality of tree groves through appropriate site design and construction methods as well as *open space* dedication of areas that contain these resources.

Incentives such as a building height bonus could be used to encourage tree preservation during site design. **Update** Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay ~~should be updated~~ to incorporate tree preservation practices and policies.

Policy EN 19.4 ~~23.4~~

Implement a community-wide program to educate Island residents about the functions and values of trees ~~should be put into effect.~~

Policy EN 19.5

Consider partnering with the Bainbridge Island Land Trust and other organizations and re-establishing a Community Forestry Commission. ~~The Community Forest Management Plan (2006) and the Community Forest Best Management Practices Manual (2007, 2010), with appropriate revisions, could form the basis for an ongoing program of outreach and education.~~

Policy EN 19.6 ~~23.5~~

Encourage Best Management Practices to protect and enhance community forests.

Policy EN 19.7 ~~23.6~~

Encourage activities that enhance the community's awareness of the value of trees and the a community forest ~~should be encouraged.~~

~~Focused activities might include celebration of Arbor Day; developing a volunteer tree protection program that identifies and conserves trees that are significant due to size, species, or historical or cultural importance; and provision of expert arborist resources where necessary.~~

~~A program, such as a "Heritage Tree Program" would be voluntary on the part of the property owner and would include criteria that must be met to be considered as a resource important for recognition and protection. A Heritage Tree Program might for example, require that special consideration be given to preservation of Heritage Trees during site development.~~

Policy EN 19.8 ~~23.7~~

The City ~~should~~ Develop street tree programs for the commercial and mixed-use zones, and the more densely developed residential zones.

MINING**GOAL EN-20 ~~24~~**

Manage the remaining mining operations on the Island.

Bainbridge Island has had a history of mining, predominantly sand and gravel. While multiple sites have been reclaimed there are still two active mining operations on the Island. One operation functions as a recycling/mulching facility and another as a sand mining operation.

Policy EN-20.1 ~~24.1~~

Rigorously control the excavation of sand and gravel and other minerals.

ENVIRONMENTAL 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

EN Action #1 When updating the City's Critical Areas Ordinance, integrate the precautionary principle and mitigation sequencing to protect and preserve natural resources

Policy EN 1.2

Taking into account the present and future need to reduce the potential for personal injury, loss of life or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained. Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact, or mitigates potential problems through engineering, siting, or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 5.6

Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species Act*, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 6.1

Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of frequently flooded areas. City Flood Insurance Rate Maps originally produced in 1975 and updated in 1977, and need to should be kept current.

Policy EN 8.1

Avoid land uses on landslide hazard areas and erosion hazard areas should be avoided. If the hazard caused by development can be mitigated, then design land use should be designed to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

EN Action #2 Integrate sustainability and conservation into regulations.

Goal EN-4 Encourage sustainable development that maintains diversity of healthy, functioning ecosystems which are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

Planning and land development should Employ conservation methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

EN Action #3 Consider *climate change* in all relevant City decisions, including capital projects, budgeting, staffing, and program creation.

GOAL EN-2 Encourage sustainability in City Government operations.

Policy EN 1.8

The City will consider the potential impacts of *climate changes* and its impacts in all decisions related to natural systems and environmental quality.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This ~~shall include~~ recognizing and preparing for the impacts of *climate change*.

Policy EN 6.4

Locate public facilities such as sewer and water lines ~~should be located~~ outside of *frequently flooded areas* and with consideration of future sea level rise, in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate existing environmental concerns. Additional development is not encouraged in *frequently flooded areas*.

Policy EN 10.10

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. ~~therefore to~~ Maintain and improve Island air quality, the city should consider and by promoting the development of carbon free *infrastructure*.

EN Action #4 Increase agriculture on Bainbridge Island by improving information and creating new programs while advocating for farming practices that protect water quality and quantity. Consider creating a new “Agricultural Resource Land” (ARL) designation, and consider designating City-owned farmland ARL.

Policy EN 15.2

Inventory land currently used and/or potentially available for agriculture, including community gardens.

Policy EN 15.4

Develop a procedure to ~~allow other~~ public and private property owners to designate their properties *Agricultural Resource Land*.

Policy EN 15.6

Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.8

Ensure protection of the Island's aquifers and streams by promoting agricultural uses that are not water intensive and agriculture practices that protect water quality.

Policy EN 17.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8

Consider establishing a Citizen Advisory Group on Agriculture comprised of citizens representing farmers, non-profit organizations involved with local agriculture and businesses with an interest in local *farm* produce.

MEDIUM PRIORITY ACTIONS

EN Action #5 Improve City outreach programs to educate the public about how they can protect and enhance natural resources and respond to climate change.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners, and other public, non-profit and private organizations.

Policy EN 5.8

Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees ~~should be put into effect.~~

EN Action #6 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.

NOTE: SAME ACTION IN LAND USE ELEMENT

Policy EN 3.2

~~The Use of TDRs and PDRs to protect critical areas should be explored.~~

Policy EN 5.3

The protection and enhancement of mature trees, fish and wildlife habitat ~~shall be among the~~ are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 15.1

Provide owners of farms ~~should have~~ the option of participating in the *(TDRs)/(PDRs) program*.

EN Action #7 Coordinate with other agencies to promote safe and sustainable pest and weed management.

Goal EN-14 Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from climate change and international commerce.

Policy EN 1.7

To protect the island's ecosystems, prohibit the use of neo-nicotinoid pesticides.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to control, and where feasible, eradicate remove invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to remove and control and where feasible, eradicate invasive plant species on private property.

EN Action #8 Prepare an Island-wide Open Space Plan.

NOTE: SAME ACTION IN LAND USE ELEMENT

Policy EN 5.4

Protect *fish and wildlife habitat* and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations by identifying an interconnected system of corridors that will provide continuous links east to west and north to south connecting larger tracts identified as *critical habitat*.

EN Action #9 Review and update BIMC 16.22 Vegetation Management and other City tree regulations and programs.

Policy EN 18.2

When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

Policy EN 19.8

~~The City should~~ Develop street tree programs for the commercial and mixed-use zones and the more densely developed residential zones.

OTHER ACTIONS

EN Action #10 Coordinate with organizations and governments at all levels to prepare for and respond to climate change.

GOAL EN-12 Reduce *greenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further.

Policy EN 7.1

Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and interpreted with the Bainbridge Island Climate Impact Assessment).

Policy EN 10.2

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

WATER RESOURCES ELEMENT

TABLE OF CONTENTS

	PAGE
INTRODUCTION.....	WR-1
VISION	WR-4
GOALS AND POLICIES	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 SITE MOVED TO LU ELEMENT	WR-11
PUBLIC EDUCATION AND OUTREACH	WR-11
IMPLEMENTATION	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)

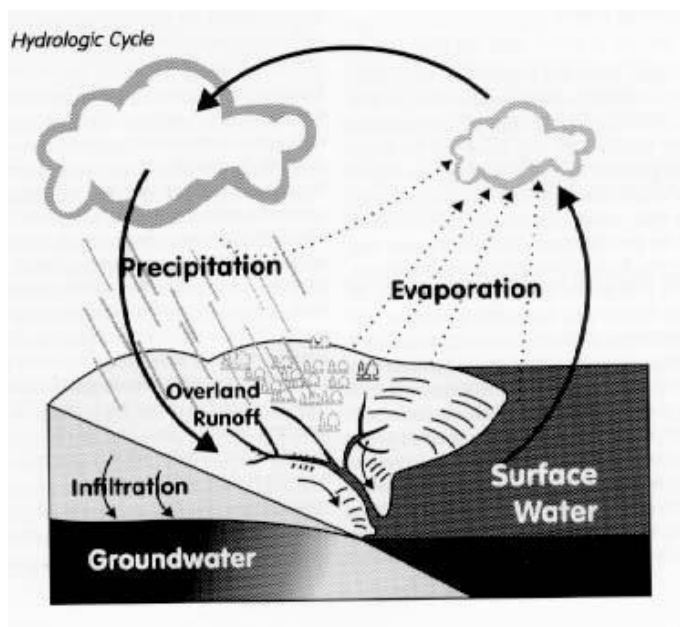


Fig. WR-1 The Hydrologic Cycle

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 summers, 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 preserve, protect, maintain, and where necessary restore and 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 sustainable water resource planning, protection, management and 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.~~

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

~~Identify and assess 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~~ ~~Reduce the use of pesticides and herbicides by encouraging 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 an incentive based program to ~~strongly~~ encourage exempt well owners to regularly monitor and report the quality of their well water and identify leaks using tools such as flow meters. ~~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 use 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 ecosystem function ~~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

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

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 13.4

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.

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.

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*.

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 use 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 7.2

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

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.~~

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 the 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

	PAGE
INTRODUCTION	TR-1
TRANSPORTATION VISION.....	TR-2
TRANSPORTATION ISSUES.....	TR-3
GOALS AND POLICIES	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-16
COMMUNITY INVOLVEMENT	TR-17
REGIONAL COORDINATION	TR-18
TRANSPORTATION FINANCING	TR-18
TRANSPORTATION IMPLEMENTATION	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

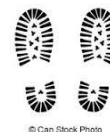
Develop a trail system to serve non-motorized users across the Island. As envisioned, the network will include the Waterfront Trail in Winslow, the Sound to Olympics Trail (STO, a regional trail connecting the Ferry Terminal to the Agate Pass Bridge), intra-island multi-use trails, unopened City rights-of-way, 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 increaseD 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 increased 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

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

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 costs of property acquisition, if any, 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.	NA		2,289	Sq Ft	Leased	Municipal Court
Subtotal Staff Office Space	2.74	Ac	33,396	Sq Ft		
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	NA		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		NA		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	NA		Owned	Wells, pump stations, etc.
Total	34.68	Ac	67,007	Sq Ft		

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
Total	26,108	Sq Ft	

*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
Total	245.06	Acres		
Open Space & Future Park Land Included Above	138.46	Acres		

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
Winslow (City)	2,428	Unspecified	Unspecified	2,800,000
Total	6,041	Unspecified	Unspecified	5,107,105

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

	PAGE
INTRODUCTION	U-1
UTILITIES ELEMENT VISION	U-1
GOALS AND POLICIES	U-2
POTABLE WATER.....	U-3
PUBLIC SEWER.....	U-4
STORM AND SURFACE WATER.....	U-5
ELECTRICAL.....	U-6
SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING.....	U-7
TELECOMMUNICATION.....	U-8
IMPLEMENTATION	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

	PAGE
INTRODUCTION	CU-1
CULTURAL ELEMENT VISION 2036.....	CU-2
GOALS AND POLICIES	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
IMPLEMENTATION.....	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 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 of 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 ~~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.

CUL Action #2 ~~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 of artistic excellence.

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

	PAGE
INTRODUCTION.....	HS-1
HUMAN SERVICES ELEMENT VISION.....	HS-1
GOALS AND POLICIES	HS-2
FINANCIAL RESOURCES	HS-2
CONTINUUM OF SERVICES	HS-2
HOUSING AND HUMAN SERVICES	HS-3
ECONOMIC AND HUMAN SERVICES	HS-4
PUBLIC AWARENESS AND ACCEPTANCE	HS-4
HUMAN SERVICES IMPLEMENTATION	HS-5

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.

GLOSSARY

Accessory Dwelling Unit: Separate living quarters contained within or detached from a single-family residence on a single lot.

Adaptive management: A structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In this way, decision making simultaneously meets one or more resource management objectives and accrues information needed to improve future management.

Affordable Housing: Housing where the occupant pays no more than 30% of gross monthly income for total housing costs, including the cost of taxes and insurance for homeowners and monthly utilities for owners and renters.

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC 365-195-070(6)]. The term "applies to the adequacy of the housing stock to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

The Department of Housing and Urban Development (HUD) sets household income limits for five income categories based on the local median household income that is determined each year. They are as follows:

Extremely Low Income	30% or less of median household income
Very Low Income	31% - 50% of median household income
Low Income	51% - 80% of median household income
Moderate Income.....	81% - 95% of median household income
Middle Income	96% - 120% of median household income

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees, or livestock, and that has long-term (6 years or longer) commercial significance for agricultural production or which has significance for Bainbridge Island.

Agricultural Operation: Any condition, facility, or activity for the production or intent of production for commercial or family use purposes of dairy, apiary, livestock, vegetable or animal products, and crop products including, but not limited to ornamental crops.

Aquatic Resources: Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

Aquifer: A body of soil or rock that contains sufficient saturated material to conduct groundwater and yield usable quantities of groundwater to springs and wells.

Aquifer Conservation Zone Regulations: Land use controls designed to protect the functions and values of Bainbridge Island's aquifers. These regulations may include the City's critical area

regulations, the use regulations and standards of the City's Shoreline Master Program, the well-head protection requirements of Class A and B water systems, and the requirements or best management practices of future City enactments such as low impact development regulations or the standards and best management practices required by a Groundwater Management Plan.

Aquifer Recharge Area: The geological formations in which an aquifer is replenished by the downward percolation of water. Critical recharging areas have the potential to affect potable water where an essential source of drinking water is vulnerable to contamination.

Arterial: A major thoroughfare used mainly for through traffic rather than access to nearby property. Arterials generally have greater traffic carrying capacity than collector or local streets and are designed for continuously moving traffic.

Assisted Housing: Multifamily rental housing that receives governmental assistance and is subject to use restrictions

Average Daily Traffic (ADT): The average number of vehicles passing a point during a 24-hour period.

Base Density: The maximum number of units within an area that can be built under the existing zoning without the use of Transferable Development Rights (TDRs) or a density bonus.

Best Available Science: Current scientific information used in the process to designate, protect, or restore critical areas that is derived from a valid scientific process.

Bicycle Access: An improvement designed to facilitate the use of bicycles, including bicycle trails, bicycle lanes and pedestrian/bicycle trails or pathways.

Bicycle Lane: This facility provides a separate lane for bicycle use. It is a clearly marked lane of travel on the side of a street or roadway, separated from the automobile by painted strips, curbs or buttons.

Bond and Levy Financing: Local governments can raise revenues by selling tax-exempt municipal bonds or by increasing property taxes through property tax levies. Bonds require a 60 percent voter approval; levies require a simple majority. The City can issue a limited amount of debt without voter approval. This is called limited general obligation or councilmanic debt. Voter approved bonds are retired with property tax revenues.

Capital Facilities Plan: A collection of planning and budget policies and documents working in concert to ensure capital projects are identified and prioritized in a manner that meets the needs of a growing population and promotes a safe and healthy community.

Capital Facility: A structure, improvement, piece of equipment or other major asset, including land that has a useful life of at least 10 years. Capital facilities are provided by, and for public purposes and services. For the purposes of the *Capital Facilities Element*, capital facilities are government offices and facilities; fire and emergency medical services, parks, sewer, water, and storm water utilities, library, and schools.

Capital Improvement: A project to create, expand, or modify a capital facility. The project may include design, permitting, environmental analysis, land acquisition, construction, landscaping,

site improvements, initial furnishings and equipment. The project cost must exceed \$25,000 and have a useful life of at least 5 years.

Capital Improvement Program (CIP): A six-year plan for future capital expenditures that identifies capital projects packaging, timelines, and funding. The CIP is updated and adopted annually or biennially, along with the City's operating budget.

Carbon sequestration: A term used to describe both natural and deliberate processes by which CO₂ is either removed from the atmosphere or diverted from emission sources and stored in the ocean, terrestrial environments (vegetation, soils, and sediment), and geologic formations.

Carrying Capacity: The level of land use or human activity that can be permanently accommodated without an irreversible change in the quality of air, water, land, or plant and animal habitats. In human settlements, this term also refers to the upper limits beyond which the quality of life, community character, or human health, welfare, and safety will be impaired.

Climate resilience: The capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it by climate change.

Climate Change: Changes in average weather conditions that persist over multiple decades or longer. Climate change encompasses both increases and decreases in temperature, as well as shifts in precipitation, changing risk of certain types of severe weather events, and changes to other features of the climate system. (See www.climate.gov)

Cluster Development: A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, and preservation of environmentally sensitive areas. Cluster development allows the reduction of lot sizes below the zoning ordinance's minimum requirements if the remaining land is preserved as permanent open space.

Co-housing: a type of residential community characterized by either attached or detached single-family dwelling units which may or may not be located on separate lots, and includes a common building, which may contain a large dining room, kitchen, lounges, meeting rooms, recreation and laundry facilities, storage, guest rooms, library, workshops, and/or childcare, to serve only the co-housing community.

Collector: Roads that collect traffic from local access streets and convey it onto the arterial system.

Commercial Use: An occupation, employment or other enterprise that provides goods or services for compensation.

Community Development Block Grant (CDBG) Program: A federal funding program which provides annual funding for eligible local governments for housing and community development programs targeted primarily to low-income persons and neighborhoods.

Community Land Trust (CLT): A model of homeownership where a developer (usually an affordable housing agency or nonprofit) sells a home to an income-qualified resident, but retains ownership of the land. The homeowner earns equity in the home, but not the land.

Commute Trip Reduction (CTR): Washington State legislation passed in 1992 requiring specified large employers in certain counties to reduce vehicle occupancy according to a specified time frame.

Comprehensive Plan: A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter (RCW 36.70A).

Concurrency Requirement: A program to ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. (Under the GMA, only transportation facilities and services must satisfy the concurrency requirement.)

Conservation Easement: A legal agreement that the property owner enters into to restrict uses of the land for purposes of natural resources conservation. The easement is recorded on a property deed, runs with the land, and is legally binding on all present and future owners of the property.

Conservation Villages: A development form that concentrates housing on a relatively small portion of the total site, with the larger portion of the site left untouched as dedicated conservation area. The housing may take the form of common wall structures and/or detached units placed close by one another, situated to minimize the cost of running roads and serving utilities and maximizing the retention of scenic views, open space, natural contours, and vegetation. The techniques used to concentrate buildings may include reduction in lot sizes, building setback and/or bulk requirements. An increase in density may be considered only if appropriate limitations are placed on building footprint, bulk, shape, location, orientation or other site or building design details. The conservation open space is secured in perpetuity by deed restriction.

Context Sensitive Design: Site, landscaping, architectural, or engineering design that is compatible with a development's setting, the contours of the land and natural systems on-site and immediately off-site, and that is compatible with the character, location and configuration of improvements and uses on adjacent properties.

Contract Rezone District: A Contract Zoning District is a distinct area for which a special zoning designation is developed which reflects uses and/or conditions that are unique to that area, and which would affect future development of the land.

Cottage Housing: A grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. Cottage units typically have a shared common area and coordinated design and may allow densities that are somewhat higher than typical in single-family neighborhoods. Cottage housing offers a degree of privacy and some of the benefits of single-family housing combined with the lower cost and maintenance of attached housing. The clustered arrangement can contribute to a sense of community.

Cottage Industry: An activity undertaken for gain or profit and carried on in a dwelling or building accessory to the dwelling. See Home Occupation.

Countywide Planning Policies: A series of policies intended to guide the development of city and county comprehensive plans, including, but not limited to, the allocation of population and

employment targets to cities. The GMA gives counties the authority to adopt County-wide Planning Policies.

Craft Food and Beverage: Small-scale, locally-produced food and beverage products.

Critical Areas: Aquifer recharge areas, fish and wildlife habitats, frequently flooded areas, geologically hazardous areas, wetlands and streams.

Critical Habitat: Identified by Washington State Department of Wildlife, Ecology and Fisheries or other source recognized by the City as habitat necessary for survival of endangered, threatened, rare, sensitive, monitor species or identified by Bainbridge Island as species of local significance.

Density: The number of dwelling units allowed in a lot area.

Density Bonus: Additional density provided to a developer to achieve certain policy objectives, such as the construction of affordable housing units. (The developer is allowed to build a certain amount {a percentage} above the base density in exchange for the provision of a certain number of affordable units.)

Designated Centers: Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Fort Ward, Rolling Bay, Day Road and Sportsman Triangle. See Fig. LU-3 Land Use Concept.

Development Regulation: The controls placed on development or land use activities by a county or 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.

Development Standards: Requirements or standards imposed on development by regulation or ordinance under land use and environmental planning legislation.

Dwelling Unit: A building or portion of a building that provides independent living facilities with provision for sleeping, eating and sanitation. The existence of a food preparation area within a room or rooms is evidence of the existence of a dwelling unit.

Economic capital:

Financial capital is any economic resource measured in terms of money used by entrepreneurs and businesses to buy what they need to make their products or to provide their services to the sector of the economy upon which their operation is based, i.e., retail, corporate, investment banking, etc.

Natural capital consists of indispensable resources and benefits, essential for human survival and economic activity, provided by the ecosystem. Natural capital is commonly divided into (1) renewable resources (agricultural crops, vegetation, wildlife) and (2) non-renewable resources (fossil fuels and mineral deposits.)

Social capital is a form of economic capital in which social networks are central, transactions are marked by reciprocity, trust and cooperation, and market agents produce goods and services not only for themselves, but for a common good. The term generally refers to (1)

resources, and the value of those resources, both tangible (public spaces, private property) and the intangible (people), (2) the relationships among these resources, and (3) the impact that these relationships have on the resources in each relationship, and on larger groups.

Endangered Species: A species or subspecies of bird, mammal, fish, amphibian, reptile or invertebrate for which the prospects of survival and reproduction are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition or disease.

Environmentally Sensitive Areas or ESAs: Critical areas and their protective buffers and natural resource lands.

Erosion Hazard Area: A landform or soil type subject to being worn away by the action of water, wind, freeze-thaw or ice and classified in accordance with the U.S.D.A. Soil Conservation Service, U.S. Geological Survey or Department of Ecology Coastal Zone Atlas.

Essential Public Facility: Any facility meeting the definition of Essential Public Facility set forth in RCW 36.70A.200(1), now or as hereafter amended, any facility identified on the statewide list maintained by the Office of Financial Management.

Fair Share Housing: A quantification of each jurisdiction's "share" of middle and low-income housing needs in a region or county, and a plan for how each jurisdiction will satisfy its obligation to provide for its share of the need.

Farm: See Agricultural Land

Fish and Wildlife Habitat: A seasonal range or habitat element with which a given species has a primary association, and which, if altered, may reduce the likelihood that the species will maintain and reproduce over the long-term. These include areas of relative density or species richness, breeding habitat, winter range, and movement corridors. These also include habitats of limited availability or high vulnerability to alteration, such as cliffs, streams and wetlands.

Flexible Lot Design Subdivision Process: This process permits development flexibility that will encourage a more creative approach than lot-by-lot development, including lot design, placement of buildings, use of open spaces and circulation, and best addresses the site characteristics of geography, topography, size or shape. This method permits clustering of lots, with a variety of lot sizes, to provide open space and protect the Island's natural systems. The criteria for the layout and design of lots, including a minimum percentage of open space and a minimum lot size for each zone, are set out in the zoning ordinance.

Forest Land: Land used for growing trees, not including Christmas trees, for commercial purposes (as shown by record of income) that has long-term commercial significance; or unharvested forest land preserved in open space for the environmental benefits and maintenance of rural character.

Frequently Flooded Areas: Lands subject to a one percent or greater chance of flooding in any given year. These areas include, but are not limited to, floodplains adjacent to streams, lakes, coastal areas, and wetlands.

Functional Classification: A technique for assigning categories to transportation facilities based on a facility's role in the overall transportation system.

Functional Plan: Detailed assessments of existing conditions, current and future facility needs, service targets, and projected funding. Such plans adopted by City Council are incorporated by reference into the Comprehensive Plan's Capital Facilities Element. Other local jurisdictions, such as the Bainbridge Island School District, Bainbridge Island Fire District, and Bainbridge Park District also prepare functional plans.

General Obligation Debt: Local governments can raise revenues by selling tax-exempt municipal bonds and incurring debt. General obligation debt carries an unconditional promise by the local government to levy the taxes necessary to make the interest and principal payments required to retire the debt. General obligation debt is distinguished from limited obligation debt (also known as councilmanic bonds), which does not require a vote of the people and is paid from general operating revenues.

Geologically Hazardous Areas: Areas susceptible to erosion, sliding or other geological events which pose a threat to the health and safety of citizens when used as sites for incompatible commercial, residential or industrial development. Geologically hazardous areas include erosion hazard areas, landslide hazard areas, slopes and seismic hazard areas.

Goal: An expression of a general, ultimate ideal to be sought. It reflects basic community values and establishes the basis for formulating policies.

Green Building: A structure and use process that is environmentally responsible and resource efficient throughout a building's life cycle: from siting to design, construction, operation, maintenance, renovation, and demolition. Green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by efficiently using energy, water, and other resources; protecting occupant health and improving employee productivity; and reducing waste, pollution, and environmental degradation.

Greenhouse Gas (GHG): A gas in the atmosphere that absorbs and emits radiation within the thermal infrared range and affects the temperature of the earth. Primary greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.

Green infrastructure: Natural vegetation, landscape design, and engineered techniques that retain, absorb, and often cleanse stormwater runoff. By including such features throughout a community, stormwater and other runoff from wet weather or spring thaws is retained, absorbed, and often naturally filtered. Green infrastructure prevents or reduces the amount of runoff flowing directly into storm drains where it can overwhelm the sewer system and contaminate local waterways.

Groundwater: Subsurface or underground water resource.

Growth Management Act (GMA): A Washington State law requiring urban counties and their cities to adopt comprehensive plans and to adopt development regulations and capital budgets to implement comprehensive plans.

Guiding Principle: A high-rank order value guiding growth, development, and conservation of resources in the community. Guiding principles are derived from and provide extension of the aspirations and values described in the Vision Statement. Guiding Principles provide policy direction to the Goals and Policies of the Elements in the Comprehensive Plan.

High Occupancy Vehicle (HOV): Public transportation vehicles and private vehicles carrying no less than a specified number of passengers (usually set at 2 or 3).

High Occupancy Vehicle Improvement: Facilities or priority treatments, such as preferential signalization or queue bypasses, designed to encourage HOV usage.

High Occupancy Vehicle Lane (HOV Lane): A lane of traffic designated for use by public transit vehicles and high occupancy private vehicles.

Historic Preservation: Includes the protection, rehabilitation, restoration, identification, scientific excavation, and reconstruction of districts, sites, buildings, structures and objects significant in American and Washington state history, architecture, archaeology, or culture. (RCW 27.26.901)

Home Occupation: An activity for gainful employment involving the manufacture, provision, or sale of goods and/or services as an accessory use. The home occupation is carried on in the dwelling unit or building accessory to the dwelling unit.

Homeless: Persons whose primary nighttime residence is 1) a public or private place not designed for, or ordinarily used for, sleeping accommodations for human beings, or 2) a residence which is a publicly or privately operated shelter designed to provide temporary living accommodations.

Household: One or more related or unrelated persons occupying a housing unit.

Housing and Urban Development, Department of (HUD): The federal Department of Housing and Urban Development that administers most federally-sponsored housing and community development programs.

Housing Types: This term refers to the physical form, configuration or scale of housing, as opposed to an ownership pattern (i.e., rental vs. owned). The list below groups housing types into three categories: detached, common wall, or stacked.

- **Detached housing**, includes one and two-story houses, ramblers, split-levels, cottages, cabins, accessory dwelling units, mobile homes, and carriage houses (unit over a garage);
- **Common wall housing**, includes duplexes, zero lot line homes, row houses and townhouses; and
- **Stacked housing**, includes two or three story garden apartments and mid-rise, mixed-use structures with commercial ground floor uses and two or more stories of residences above.

Humanities: The term humanities encompasses those modes of inquiry, which are also academic disciplines, “including but not limited to the study of languages, literature, history, philosophy, comparative religion, and ethics.” Source: National Endowment for the Humanities.

Impact Fees: Charges levied by the City against a new development for its pro-rata share of the capital costs of facilities necessitated by the development. The Growth Management Act authorizes the imposition of impact fees on new development and sets the conditions under which they may be imposed.

Impervious Surface: Any material that substantially reduces or prevents the infiltration of water into previously undeveloped land. It includes surfaces such as compacted sand, limerock, or clay, as well as most conventionally surfaced streets, roofs, sidewalks, parking lots, and other similar surfaces or structures.

Income-qualified: A description for a renter or owner of designated affordable housing unit, meaning that the entity managing the affordability has verified the potential resident's income to fall within the income ranges defined under "Affordable housing".

Infill Development: Development usually consisting of either 1) construction on one or more lots in an area already developed or 2) new construction between two existing structures.

Infrastructure: A term connoting the physical underpinnings of the built environment including, but not limited to, roads, bridges, transit, waste system, public buildings, and communications networks.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA): Legislative initiative by the U.S. Congress restructuring funding for highway and transit programs. ISTEA authorized increased levels of highway and transportation funding and an enlarged role for regional planning commissions/MPOs in funding decisions. The Act also requires comprehensive regional long-range transportation plans extending to the horizon year of 2015.

Island Character: For purposes of the Bainbridge Island Comprehensive Plan the term is used to describe the special character of the Island - winding, narrow and vegetated roadways and forested areas, meadows, farms, and which contain much of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife habitat.

Kitsap Regional Coordinating Council (KRCC), formerly known as Kitsap Regional Planning Council (KRPC): A Council formed in 1990 by agreement between Kitsap County and the cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo. The purposes of the council are 1) to provide a forum for cooperative decision making by the region's elected officials in order to bring about a continuous and comprehensive planning process, 2) to foster cooperation and mediate differences among governments throughout the region and 3) to maintain an ongoing planning program and coordinate actions to make the best use of the region's resources and overcome problems of waste and pollution. In 1991, the Port Gamble S'Klallam Tribe and the Suquamish Tribe became members.

Land Use: A term used to indicate the utilization of any piece of land. It is the way in which land is being used or may be used.

Land Owner Compacts: Adjacent property owners collectively, aggregate and develop their properties under a unified development plan.

Landslide Hazard Areas: Areas that are potentially subject to risk of mass movement due to a combination of factors, including historic failures, geologic, topographic and hydrologic features as identified in the Department of Ecology Coastal Zone Atlas.

Latecomer Agreement: Also referred to as recovery contracts or reimbursement agreements, a latecomer agreement allows a property owner who has installed street or utility improvements to recover a portion of the costs of those improvements from other property owners who later develop property in the vicinity and use the improvements.

Level of Service (LOS): A rating of how well some unit of transportation supply or other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and sewer, park facilities) serves its current or projected demand.

LIHPRA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRA, is designed to preserve existing assisted housing for permanent low-income use. It provides incentives for current owners of assisted-housing projects to retain ownership for low-income use or to sell them to new owners who will agree to maintain the housing for low-income occupants for the remainder of its useful life.

Local Extirpation: The elimination of self-sustaining residential populations from the entire Island and its waters, or elimination of habitat sufficient to sustain use of the Island's lands and waters by transitory or migratory populations.

Low Impact Development (LID): A stormwater management strategy that emphasizes conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic patterns in residential, commercial, and industrial settings. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surfaces to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Practices that adhere to these LID principles include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting (rain barrels and cisterns) and permeable pavements.

Manufactured Housing: A broad term including mobile homes, modular homes and other "factory built" housing. The main distinction is that manufactured housing is created in one or more parts in a factory and is designed and constructed for transportation to a site for installation on a permanent foundation and occupancy when connected to required utilities.

Master Plan: A tool to implement the Comprehensive Plan that details land use and circulation plans for a particular area or particular site using the goals and policies contained in the adopted Comprehensive Plan.

Micro Unit: A small studio apartment; micro unit could include a fully functioning and accessibility compliant kitchen and bathroom or rely upon communal kitchen or bathroom facilities.

Mineral Resource Lands: Land which is primarily devoted to the extraction of gravel, sand, or valuable metallic substances.

Mixed Use Development: The presence of more than one category of use in a structure, for example, a mixture of residential units and office or retail uses in the same building.

Mode Split: The statistical breakdown of travel by alternate modes, usually expressed as a percentage of travel by auto, transit, etc. Mode split is frequently used to describe the percentage of people using private automobiles versus bus transit or other modes.

Multifamily: A structure or portion of a structure containing two or more dwelling units.

Multi-modal Transportation System: A system in which there is accessibility by a variety of travel modes, typically: pedestrian, bicycle, transit and automobile (Single Occupancy Vehicle and High Occupancy Vehicle - carpool/vanpool) and may include water and air transport as well.

Native Vegetation: Plant species that are indigenous to the Puget Sound region.

Natural Resource Lands: Agricultural, forest and mineral resource lands as defined in this Plan.

Neighborhood: A small, predominantly residential area of the Island in which the residents share a common identity which may focus around an elementary school, park, community business center or similar feature.

Neonicotinoid: a class of neuro-active insecticides chemically similar to nicotine. Studies have linked Neonicotinoid use to adverse ecological effects, including honey-bee colony collapse and loss of birds due to a reduction in insect populations.

Non-point Source Pollution: Pollution that enters water from dispersed and uncontrolled sources (such as surface runoff) rather than through pipes.

Open Space: Any area of land that provides physical or visual relief from the developed environment. Open space may be essentially unimproved and set aside, designated or reserved for public use or enjoyment, or for the private use and enjoyment of adjacent property owners. Open space may also consist of undeveloped areas, such as pastures, woodlands, greenbelts, wetlands, pedestrian corridors and other natural areas that provide visual relief from developed areas.

Preservation of open space would 1) conserve and enhance natural or scenic resources, 2) protect streams or water supply, 3) promote conservation of soils, wetlands, beaches or tidal marshes, 4) enhance the value to the public of abutting or neighboring parks, forests, wild preserves, nature reservations or sanctuaries or other open space, 5) enhance recreation opportunities, 6) preserve historic sites, or 7) preserve visual quality along highway, road and street corridors or scenic vistas.

Open Space Plan: an adopted map that identifies those portions of Bainbridge Island which have the attributes and values of open space and which are candidate areas for protection and/or acquisition through nonprofit organization, city programs or regulations.

Overlay District: A set of zoning requirements that are described in the ordinance text, are mapped, and subsequently imposed in addition to those of the underlying zone. Development within an overlay zone must conform to the requirements of both zones.

Park-and-Ride: A system in which commuters drive to a common location, park their vehicles, and continue travel to their final destination via public transit or carpooling/vanpooling.

Peak Hour: The hour during which the maximum amount of travel takes place.

Peak Period: The period during which the maximum amount of travel occurs. Usually about 7 to 9 a.m. and 4 to 6 p.m.

Pedestrian-orientation: An area where the location and access to buildings, types of uses permitted on the street level and storefront design are based on the needs of the walking customers and residents. Reduces auto dependence and encourages the use of public transportation.

Peninsula Regional Transportation Planning Organization (PRTPO): The Regional Transportation Planning Organization for Kitsap, Mason, Clallam, and Jefferson Counties. The PRTPO serves as a mechanism for coordinating transportation planning in and among those counties and as a conduit for federal and state transportation funds.

Performance Standards: Regulations that establish standards of performance that are required of any use permitted in a given zoning district. For example, control over the type of a particular development in a particular zone may be accomplished by the establishment of standards which impose maximum levels of smoke, dust, noise, glare, traffic generation or other development impacts which must not be exceeded.

Permeability: The rate at which water moves through undisturbed soil. It depends largely on the texture, structure, porosity and density of the soil.

Placemaking: With community-based participation at its center, placemaking is a design process that capitalizes on a local community's assets, inspiration, and potential, and results in the creation of quality public spaces that contribute to people's health, happiness, and well being. Source: the Center for Public Spaces.

Policy: An agreed course of action adopted and pursued by decision makers for achieving one or several goals and objectives and which are used to guide the formulation of regulations and programs.

Precautionary principle: An approach to risk management, stating that if an activity carries a threat of causing serious harm to the public or to the environment, the burden of proof that it should not be limited or prohibited falls on proponents of the activity.

Primary Treatment: A wastewater treatment method that uses settling, skimming and usually chlorination to remove solids, floating materials and pathogens from wastewater.

Public Facilities: Use of land that includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

Public Sewer System: Any system which is owned or operated by the City, political subdivision of the state, or other approved ownership consistent of a collection system and necessary trunks, pumping facilities and a means of final treatment and disposal and under permit from the Department of Ecology.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Water System: Any system or water supply intended or used for human consumption or other domestic uses where water is furnished to two or more hookups.

Puget Sound Council of Governments (PSCOG): Predecessor to the Puget Sound Regional Council. PSCOG is the former area-wide metropolitan planning organization (MPO) responsible for regional planning in the Puget Sound area. (See Puget Sound Regional Council.)

Puget Sound Regional Council (PSRC): Current metropolitan planning organization (MPO) for the Puget Sound region, including Snohomish, King, Pierce, and Kitsap Counties. The PSRC coordinates transportation planning in those four counties and allocates federal and state transportation funds. The PSRC is also responsible for coordinating transportation planning with air quality emissions requirements.

Pump Station: A facility housing the equipment to pump water from or to a destination to counter gravitational forces. Pumping facilities are also employed to increase the pressure of the water as it travels through the system.

Pumping Station: Used to convey sanitary, wastewater to locations that cannot be reached in a normal downhill gravity collection system.

Purchase of Development Rights (PDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to a public entity or non-commercial entity, such as a land trust. In exchange, the seller of the PDR would extinguish the development right on the "sending area" by means of an easement.

Queue Bypass: Route designed to provide a path for transit around traffic queues (or waiting lines), allowing transit to move to the head of traffic flow.

Recharge: The process involved in the absorption and addition of water from the unsaturated zone to groundwater.

Residential Use: Any land use that provides for living space. Examples include single family residence, multi-family residence, special residence mobile home park, boarding house, caretaker's quarters, accessory dwelling.

Right-of-way: Land in which the state, county, city or other governmental entity owns the fee simple title or has an easement dedicated or required for a transportation or utility use. The right-of-way is the right to pass over the property of another. It refers to a strip of land legally established for the use of pedestrians, vehicles or utilities.

Runoff: That portion of precipitation that flows over land surface and enters the storm drainage system during and immediately following a storm. The rapidity of runoff and the amount of water removed are affected by slope, texture (that is the structure and porosity of the soil surface) vegetation and prevailing climate.

Sanitary Sewer: A facility that carries waterborne wastes of household, industrial and commercial users from the point of origin to treatment plant(s) for treatment and disposal.

Secondary Arterial: Roads that link activity centers and convey traffic onto major arterials. Secondary arterials provide both mobility and access.

Secondary Treatment: A wastewater treatment method that usually involves the addition of biological treatment to the settling, skimming and disinfection provided by primary treatment.

Seismic Hazard Areas: Includes areas subject to severe risk of damage as a result of seismic induced ground shaking, slope failure, settlement, slope failure, soil liquefaction or surface faulting. Ground shaking is a primary risk, followed by some unstable slopes causing damage below them. The muck soils of the Island pose a specific risk of settlement and soil liquefaction. These conditions occur in areas where muck soils and other organic deposits are unsuitable for foundations, generally underlain by cohesion-less soils or poorly consolidated sediments usually in association with a shallow groundwater table.

Senior Housing: Housing specifically designed and operated to assist elderly persons (as defined in the State or Federal program); or intended for, and solely occupied by persons 62 years of age or older.

Sense of place: A geographic location with a strong identity, historical meaning or visual character that is deeply felt by local inhabitants and by many visitors. It may apply across any scales, from a small, intimate space (e.g., an historic building or a small park), to a unique neighborhood (e.g., Seattle's Pioneer Square or Portland's Pearl District) or to an entire city (e.g., New Orleans or San Francisco).

Shoreline Management Act: The Shoreline Management Act of 1971, Chapter 90.58 RCW, as amended.

Shoreline Master Program: Bainbridge Island's policy and use regulations adopted under the authority of and subject to the requirements of the Shoreline Management Act and its implementing administrative guidelines.

Shall: The use of the terms "shall" and "should," determines the level of discretion the City can exercise in making future land use policy, budget, and development regulation decisions. "Shall" means that it is mandatory for the City to carry out the policy, even if a timeframe is not included. The use of "shall" in a policy statement does not convert it into a regulation.

Should: Signifies a slightly less rigid directive than "shall" to be honored in the absence of compelling considerations that require another course of action.

Single Occupant Vehicle (SOV): A vehicle carrying only the driver and no passengers.

Slope: An inclined ground surface, the inclination of which is expressed as a ratio (percentage) of vertical distance to horizontal distance.

Special Needs Populations: Individuals or families who require supportive social services in order to live independently or semi-independently.

Special Planning Area: A Special Planning Area is an area that reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area Process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, and services and amenities and protection of natural systems.

Storm Drain: A system of gutters, pipes or ditches used to carry storm water from surrounding lands to streams, lakes or Puget Sound.

Storm Water: Water that is generated by rainfall and is often routed into drainage systems in order to prevent flooding.

Stream: Surface waters, which flow into or become connected with other surface waters generally at least once per year. Streams are classified in accordance with classification system established by the Washington State Department of Natural Resources, as modified by Bainbridge Island.

Subarea Plan: An optional comprehensive plan feature authorized by the Growth Management Act. Subarea plans provide detailed land use policies for a geographic subset of a city.

Subdivision: The division or redivision of land into five or more lots, tracts, parcels, sites or divisions for the purpose of sale, lease or transfer of ownership.

Substandard Housing: A dwelling unit that does not meet the criteria for an acceptable standard of living, through lack of maintenance, age of unit, neglect, lack of plumbing facilities, kitchen facilities, or crowded conditions.

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Tiny House or Home: A small dwelling, with a kitchen and bathroom, possibly mounted on wheels.

Transfer of Development Rights Program (TDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to the developer of a TDR "receiving area" who is allowed to add the capacity to the zoned capacity of the site. In exchange, the seller of the TDR would extinguish the development right on the "sending area" by means of an easement.

Transit: Refers to a multiple-occupant vehicle operated on a for-hire, shared-ride basis, including bus, ferry, taxi, shuttle bus, carpool, or vanpool.

Transportation Demand Management (TDM): Policies and programs to motivate people to use public transportation, such as bus pass subsidies, flex-time programs, and limiting free parking.

Transportation System Management (TSM): An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.

Threatened Species: Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Trip: A one-way movement of a person or vehicle between two points for a specific purpose, sometimes called a one-way trip to distinguish it from a round trip.

Trip Assignment: The process of determining route or routes of travel and allocating the zone-to-zone trips to these routes.

Trip Distribution: The process by which the movement of trips between zones is estimated. The data for each distribution may be measured or be estimated by a growth factor process or by synthetic model.

Undeveloped Rights-Of-Way: Any undeveloped portion of a right-of-way legally established for the use of pedestrians, vehicles or utilities.

Universal Design: The designing of products and environments to be usable by all people, to the greatest extent possible, regardless of age, size, or abilities.

Upzoning: A change in the zoning classification of land to a classification allowing more intensive development, such as a change from single-family to multifamily or from residential to commercial.

Vehicle Miles Traveled (VMT): A measurement of forecasting travel demand; equivalent to one car, bus or truck traveling one mile. VMT is the sum of an individual's vehicle trip lengths - in miles - made over a set period, divided by the number of affected individuals driving that period within the household, study area, zone or facility.

Vision: A Vision is a narrative description of a preferred future, describing desired long-term qualities and characteristics of the community 20 or more years in the future.

Vision 2040: Vision 2040 constitutes the multi-county planning policies for the region consisting of King, Pierce, Snohomish and Kitsap counties and the cities within those counties.

Watercourse: The areas to which surface and subsurface waters naturally flow and which form a continuous channel through which water descends to natural outlets. A watercourse includes: a permanent stream; intermittent stream; river, brook, creek, channel or ditch for water, whether natural or man-made.

Water Re-use: Using treated wastewater in place of drinking water for commercial irrigation and industrial processes. Also called wastewater reclamation.

Watershed: The geographic region within which water drains into a particular river, stream or body of water. A watershed includes hills, lowlands and the body of water into which the land drains.

Wetland: Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

ECONOMIC PROFILE

Current Economic Background

Bainbridge Island, located 35 minutes from downtown Seattle via ferry, is a vibrant, diverse community. With views of the snow-capped Olympic Mountains to the west and Mount Rainier to the east, Bainbridge Island is the closest getaway destination by ferry from Seattle. The area has a rich history and a unique culture of strong community engagement and sustainable environmental practices.

Demographics

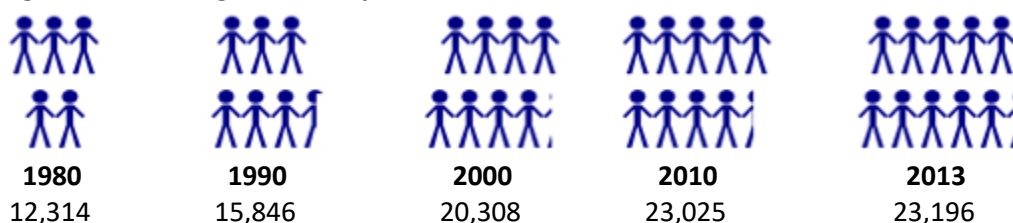
In 2015, Bainbridge Island is home to a community of over 23,000 citizens. Population has remained relatively stable over the past 15 years, after rapid growth between 1980 and 2000, see Figures 1 and 2.

Figure 1: Regional Population Growth

Bainbridge Island		Kitsap County		Washington State	
Population					
2013	23,196	2013	253,968	2013	6,971,406
Population Growth					
2000	20,308	2000	231,969	2000	5,894,121
% Change	12.5%	% Change	8.66%	% Change	15.45%

Source: 2000 U.S. Census and 2013 American Community Survey

Figure 2: Bainbridge Island Population Growth



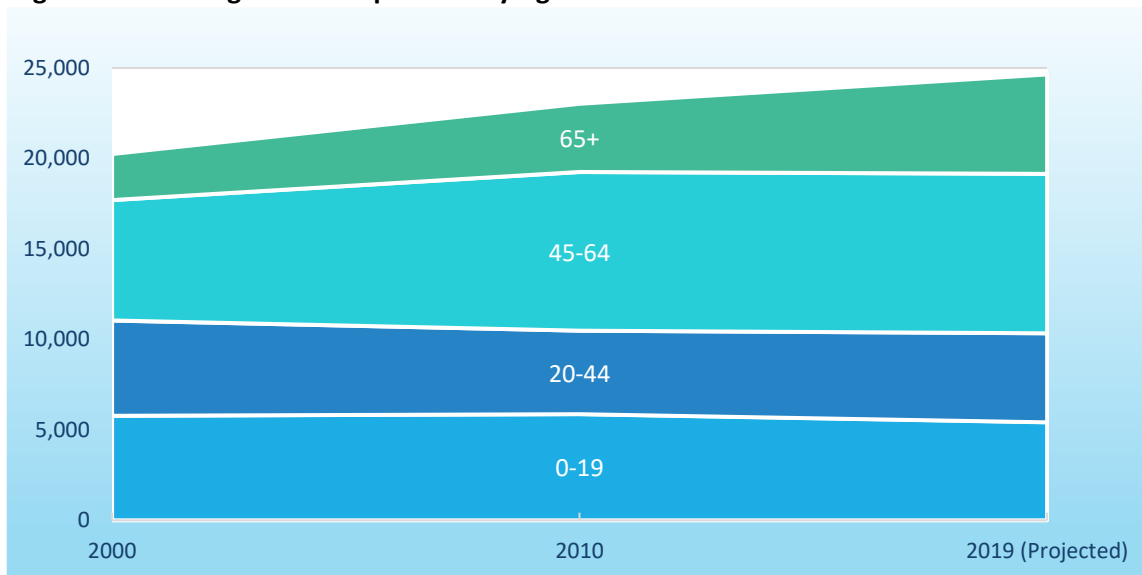
Source: 1980-2010 U.S. Census and 2013 American Community Survey

While modest population growth is anticipated to continue, the number of residents under 65 is expected to remain constant. In contrast, the number of residents aged 65 and above is growing rapidly, see Figure 3. The senior population is anticipated to increase more than 26% by 2019, which will affect the way the economy of the Island looks and operates as the needs and desires of its residents change.

An aging population typically spends less on clothing, transportation, and food but spends far more on health care. Services which give the ability for older residents to stay in their homes such as transit

services, meal delivery, and in-home caregivers will be in greater demand in addition to other long-term care options like assisted living facilities. Although their level of consumption may be more limited overall, seniors tend to have an increased demand for higher-end products. Ultimately, the changing demographics may necessitate a shift in resources away from education and childcare.

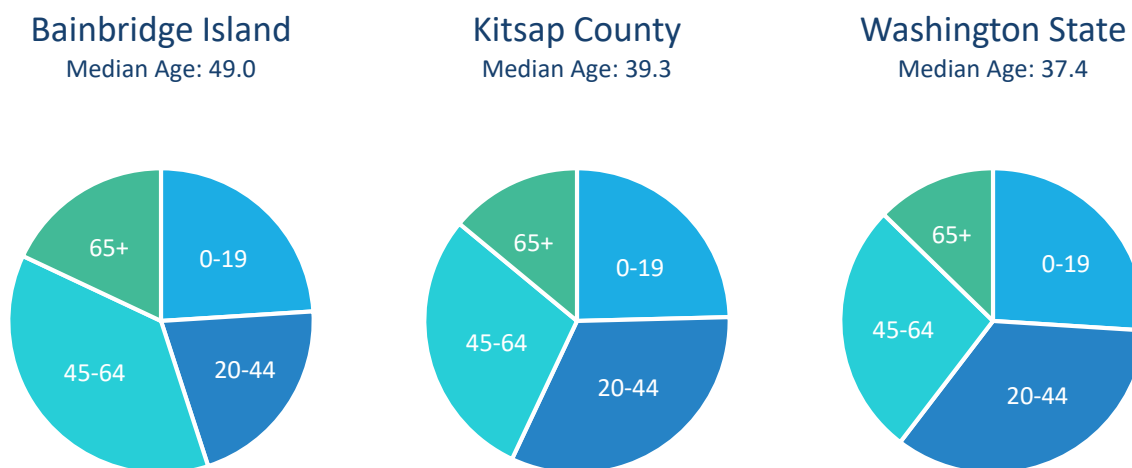
Figure 3: Bainbridge Island Population by Age



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

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. Further, the median age for Bainbridge Island is nearly 10 years older than that of Kitsap County and nearly 12 years older than that of Washington State, see Figure 4. Experian predicts that the median age on Bainbridge Island is projected to be greater than 50 years of age by 2019.

Figure 4: Population by Age

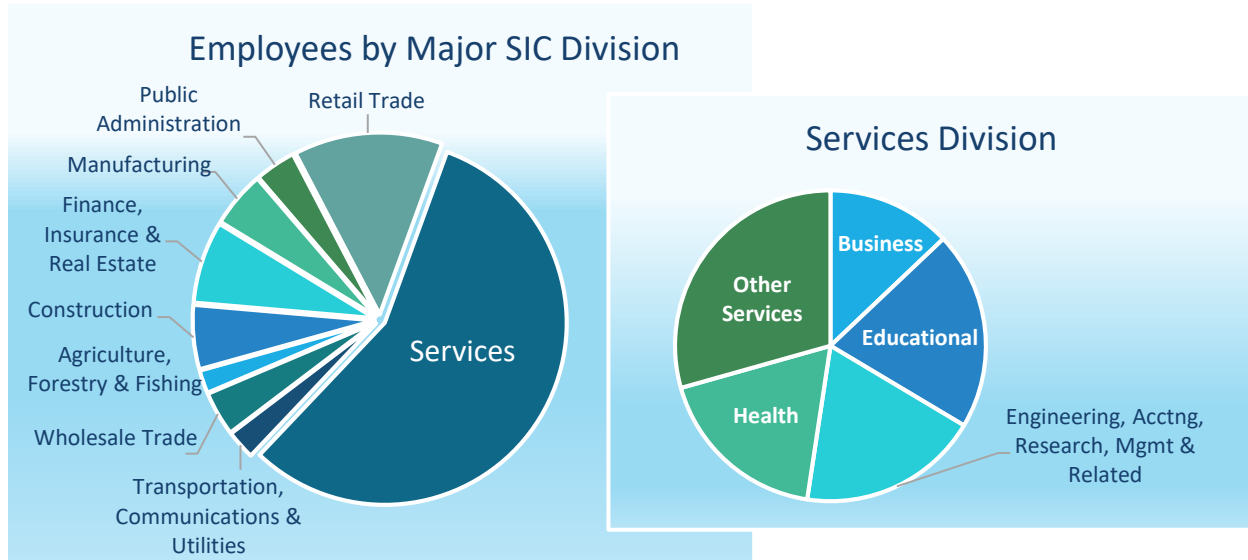


Source: Experian Census Area Projections & Estimates

Bainbridge Island Workforce

Residents enjoy a wide range of amenities. Cultural sites include the Bainbridge Island Museum of Art, Bainbridge Island Historical Museum, Bloedel Reserve, Islandwood, Japanese American Exclusion Memorial, and Bainbridge Performing Arts. The Island also boasts numerous galleries, shops, museums, bakeries, and restaurants. The majority of people employed on Bainbridge Island work within the services industry based on their standard industrial classification (SIC) per the Occupational Safety & Health Administration, see Figure 5. The primary services represented include health, education, business, engineering, and accounting.

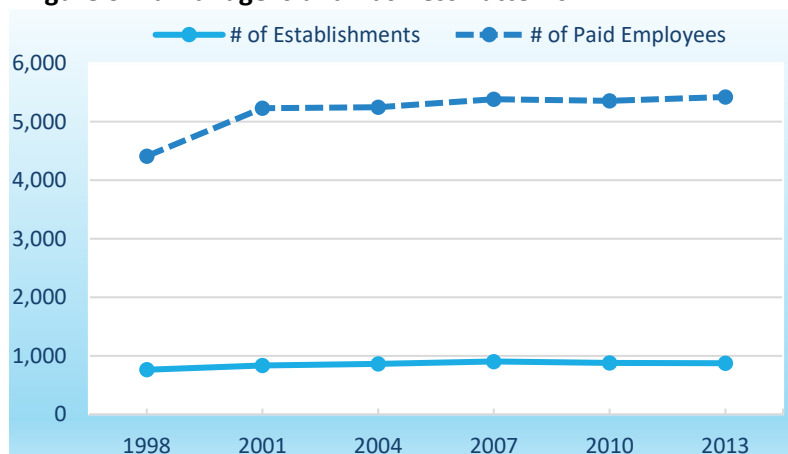
Figure 5: Employees on Bainbridge Island



Source: DemographicsNow

Both the number of people working on the Island and the number of business establishments has remained relatively stable since 2001, see Figure 6. Although the population has grown, the number of available jobs on the island has not increased proportionally.

Figure 6: Bainbridge Island Business Patterns



Source: U.S. Census Bureau, 2013 Zip Code Business Patterns

At 4.2%, unemployment on Bainbridge Island is lower than Kitsap County (6.3%) and Washington State (6.9%) and is projected by Experian to drop to 3.6% by 2019.

There are nearly 10,000 Island residents in the labor force, and with fewer than 6,000 jobs on the Island, it is clear that a number of Island residents must work elsewhere in Kitsap County or the nearby Seattle metropolitan area.

Islanders commute by car far less frequently than Kitsap County or the State as a whole, instead relying more heavily on public transit, see Figure 7. This translates to longer commute times, as the Bainbridge Island commute is longer by 13-18 minutes on average. Also significant in viewing commute patterns is the high number of residents who work at home, almost three times the percentage within Kitsap County or Washington.

Figure 7: Regional Commute Types

Commute Type	Bainbridge Island	Kitsap County	Washington State
Vehicle (Self or Carpool)	49.1%	78.6%	83.2%
Public Transit	25.3%	8.3%	5.8%
Worked at Home	16.3%	6.6%	5.4%
Walked	5.6%	4.4%	3.5%
Other Means	3.7%	2.1%	2.1%
Mean Commute Time (mins)	43.2	29.7	25.7

Source: 2013 American Community Survey

Figure 8: City Business License Information (10/8/15)

	# of Licenses	% of Total Licenses
On-Island Location	2198	68%
Home-based Businesses (included in On-Island Count)	1345	42%
Off-Island Location	1020	32%
Total Business Licenses	3218	100%

Figure 9. Bainbridge Island Home-Based Businesses by Type

Business Type	Number	%
Construction & Related Services	143	10.6%
Artists & Entertainment	141	10.5%
Management & Professional Services	111	8.3%
Marketing, Advertising & Graphic Design	109	8.1%
Accommodations, Real Estate & Related	90	6.7%
Health & Wellness	79	5.9%
Landscaping	60	4.5%
Engineering, Environmental, Scientific & Technical Services	57	4.2%
Computer & Technology	56	4.2%
Educational Services	50	3.7%
Finance, Investment & Accounting	44	3.3%
Fitness, Recreation & Related	43	3.2%
Legal Services	43	3.2%
Home Furnishings & Interior Design	41	3.1%
Nonprofit, Civic & Advocacy Organizations	38	2.8%
Miscellaneous	37	2.8%
Agriculture	30	2.2%
Food Services & Manufacturing	28	2.1%
Architects	24	1.8%
Machinery & Equipment	20	1.5%
Maintenance & Cleaning	19	1.4%
Travel & Transportation	17	1.3%
Pet Services	16	1.2%
Industrial Design & Manufacturing	14	1.0%
Personal Services	11	0.8%

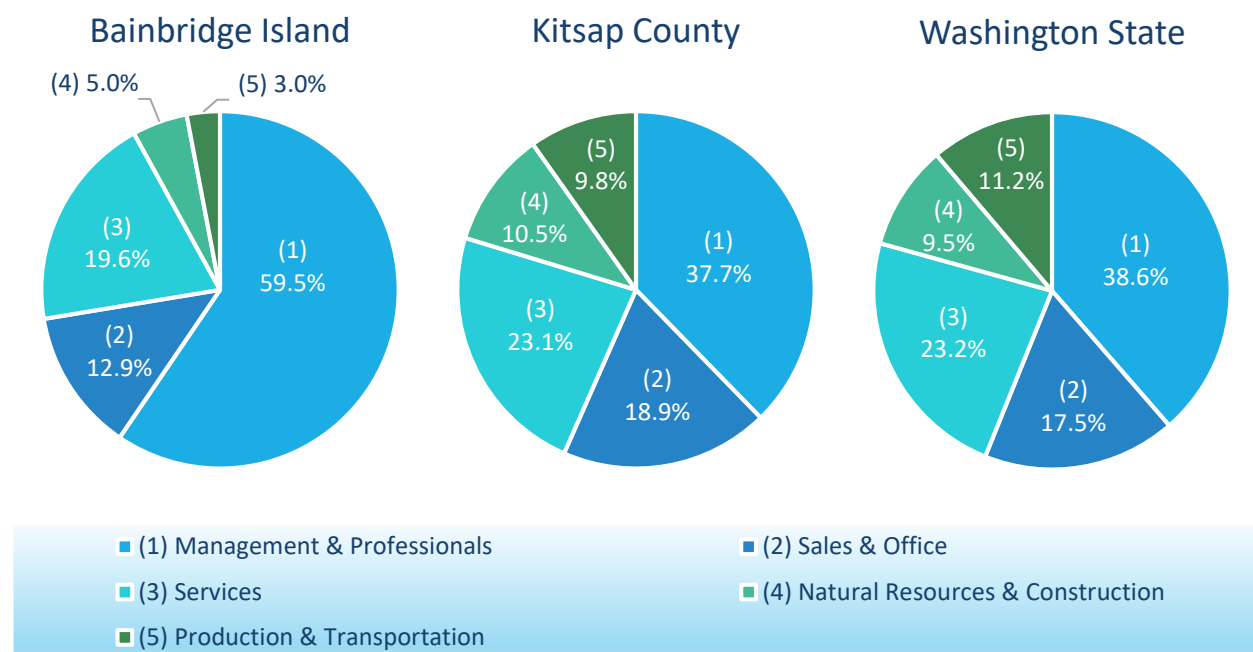
Business Type	Number	%
Childcare	8	0.6%
Clothing	7	0.5%
Water Utilities	5	0.4%
Florists	3	0.2%
Total	1,344	100.0%

Source: City of Bainbridge Island Business Licenses (10/8/15)

Based on the large number of Island residents working off-Island, the type of occupations in which they are employed gives a better indication of their financial means as opposed to analyzing the composition of Island jobs.

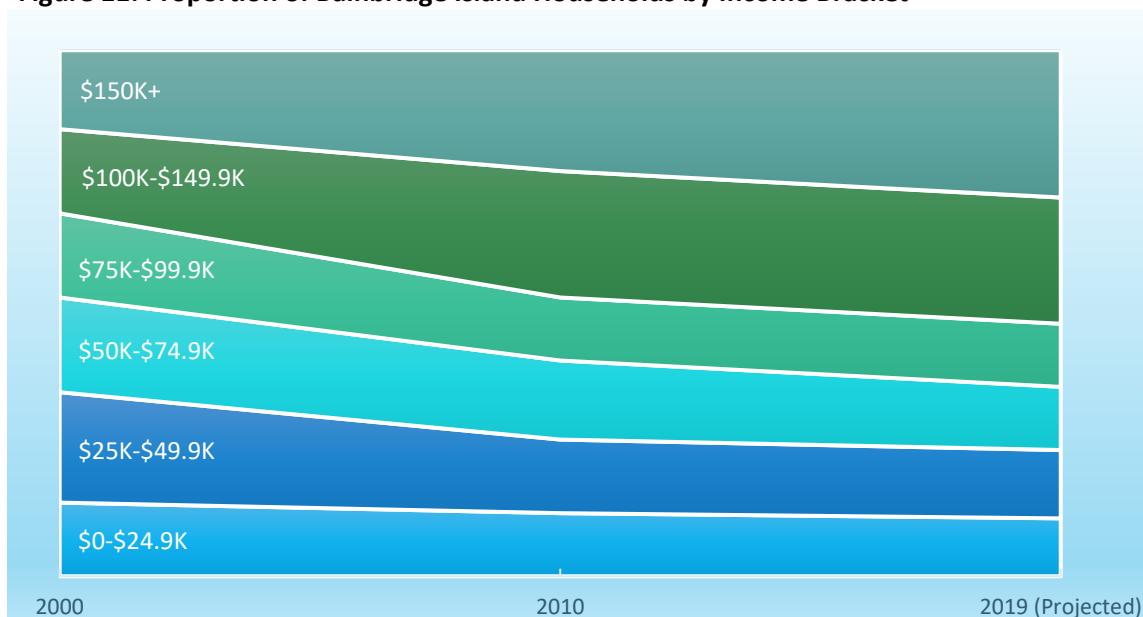
Bainbridge Island residents overwhelmingly hold professional or management positions: almost 60% of the workforce holds such positions, sharply contrasting with the less than 40% of Kitsap County or Washington residents that do, see Figure 8. These positions also tend to command a much higher salary than other types of positions.

Figure 10: Workforce by Occupation



Source: 2013 American Community Survey

Since 2000, the proportion of Bainbridge Island households with incomes greater than \$100,000 has steadily increased with Island businesses benefitting from off-Island income. Bainbridge Island has significantly higher median household incomes, when compared to Kitsap County or Washington State, see Figures 9 and 10.

Figure 11: Proportion of Bainbridge Island Households by Income Bracket

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

Figure 12: Median Household Income

	2000	2010	2014	2019 (Projected)
Bainbridge Island	\$70,797	\$92,762	\$89,223	\$103,499
Kitsap County	\$46,923	\$62,712	\$59,362	\$68,859
Washington State	\$45,811	\$57,181	\$58,274	\$67,667

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

Living and Working in the Same Community

As shown previously in Figure 5, the majority of people employed on Bainbridge Island work in the services industry or retail trade. The corresponding wages paid to employees on the Island in these sectors show a much lower average wage than represented by the median household income, see Figures 10 (above) and 11.

Figure 13: Average Wages on Bainbridge Island by Industry

Industry Name	Average Annual Wage*
Health Care & Social Assistance	\$30,306
Other Services (excl. Public Administration)	\$29,576
Retail Trade	\$27,748
Arts, Entertainment & Recreation	\$21,257
Accommodation & Food Services	\$16,754
*Average Annual Wage is calculated based on the total wages paid by reporting employers during calendar year 2014 and the average of the same 12 months employment for the same employers.	

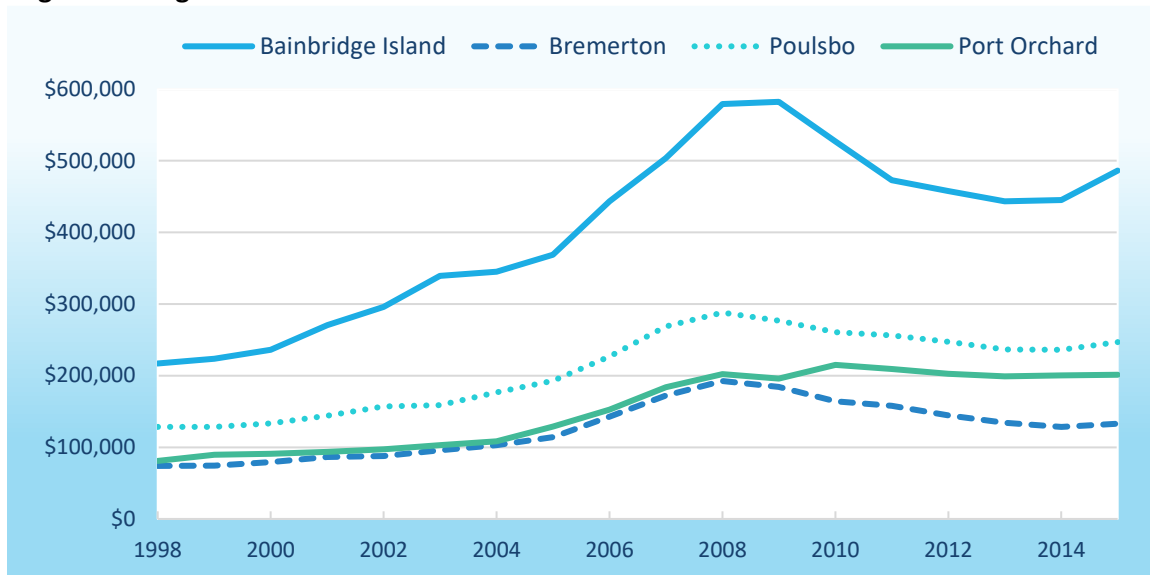
Source: Washington State Employment Security Department

This disparity in income and wages could be the result of a number of different factors such as the prevalence of part-time work in these sectors or that a sizable portion of these employees reside off-Island. Regardless of the reason, it is clear that the wage and salary analysis above coupled with a highly competitive housing market indicates that many jobs within the Island economy cannot provide workers sufficient incomes to make living within the community possible, even for dual income households.

Bainbridge Island Residential Investment

Bainbridge Island is primarily a residential community. Just over 9,600 of the total 17,779 acres of the Island are developed for residential land uses. A majority of the remaining land has been kept undeveloped to maintain the unique rural character so highly regarded by Island residents.

Approximately 87% of all Bainbridge Island property value is in the form of residential property which has a 2015 assessed valuation of over \$5.3 billion per the Kitsap County Assessor. Home values on Bainbridge Island tend to be much higher than those in neighboring communities, see Figure 11. This represents an investment of some portion of the income imported into the community from well-paying jobs in Seattle and elsewhere in addition to employment on the Island.

Figure 14: Regional Median Assessed Home Values

Source: Kitsap County Assessor, Statement of Assessments 2001-2015

Residential investment also drives a portion of the local economy by supporting a demand for businesses such as home repair and remodeling, landscaping services, food service, auto repair, interior design, insurance, house cleaning, day care, and municipal services.

WATER RESOURCES

EXISTING CONDITIONS & FUTURE NEEDS

The following outlines the present conditions and understanding of the water resources of the Island and the future needs for restoration, enhancement, and protection of these resources.

Groundwater

Groundwater is the sole source of drinking water for Island residents, *farms* and industry on Bainbridge Island. It is found in underground reservoirs called *aquifers*. An *aquifer* is defined as a *permeable* sand and/or gravel formation that is capable of yielding a significant amount of water to a well. Wells on Bainbridge Island penetrate several distinct *aquifers* to allow withdrawal of drinking water by individual homeowners and municipal water purveyors. Most individual *household* wells penetrate to depths of less than 300 feet.

Some residents are still using hand-dug wells less than 40 feet deep, completed in the *permeable* sediments known as the Vashon Recessional Outwash. *Groundwater* found at this level also feeds the base flow (summer flow) for Island *streams*. High capacity wells have been drilled as deep as 1,200 feet to find adequate marketable quantities of water for public and private water purveyors. While few in number, these wells produce a large portion of the Island's potable water. The Blakely Formation, a sedimentary bedrock formation, dominates the geology on the southern end of the Island and limits *groundwater* production in this area.

Our understanding of the Island's water resources has been enhanced through historical studies such as the *City of Bainbridge Island, Level II Assessment*⁴ prepared by Kato & Warren and Robinson Noble in 2000 and monitoring and assessments completed in the last ten years by the City's *Groundwater* Management Program. This work includes the development, improvement, and utilization of a *groundwater* model; the development of a well monitoring network; and the implementation of long-term monitoring.

Bainbridge Island has six principal *aquifers* (Kato & Warren and Robinson & Noble, 2000), the extents of which were refined in the *Conceptual Model and Numerical Simulation of the Groundwater-Flow System of Bainbridge Island, Washington* (USGS, 2011). The six *aquifers* delineated below reflect updated understanding based on the United States Geological Survey (USGS) model. Additional details about the *aquifers*, including detailed maps and discussion regarding the extent, thickness, and other characteristics, can be found in the USGS report.

Perched Aquifer (PA)—This *aquifer* is comprised predominantly of Vashon Advance glacial outwash (Qva). The top of the *aquifer* ranges from sea level to more than 300 feet above mean sea level [ft MSL], with a thickness of 20 to 200 feet, and is utilized predominantly by domestic wells. About 4 percent of wells are reported to be completed in this unit.

Semi-Perched Aquifer (SPA)—This semi-perched *aquifer* exists within *permeable* interbeds (QCipi) of the upper confining unit (QC1). The top of the *aquifer* ranges from sea level to more than 200 ft MSL, with a thickness of 10 to 50 feet. About 25 percent of wells are reported to be completed in this unit.

Sea Level Aquifer (SLA)—The Sea Level *aquifer* (QA1) is extensive, widely used, and mostly confined by QC1. The top of the *aquifer* ranges from -200 to 200 ft MSL, with a typical thickness of 25 to 200 feet. Fifty-three percent (53%) of wells are completed in the SLA.

Glaciomarine Aquifer (GMA)—This *aquifer* consists of water-bearing units within a thick sequence of fine-grained glaciomarine drift (QA2). The top of the *aquifer* ranges between more than -500 to -300 ft MSL, with a typical thickness of 20 to 300 feet. Several of the Bainbridge Island's production wells and at least 4 domestic wells are completed in this *aquifer*, representing about 2 percent of wells.

Fletcher Bay Aquifer (FBA)—The FBA (QA3) is the deepest identified *aquifer* on Bainbridge Island. Several large production wells are completed in this *aquifer* including the Fletcher Bay Well. The top of the *aquifer* ranges between more than -900 to slightly less than 600 ft MSL, with a typical thickness of 50 to 300 feet. While representing only about 1 percent of wells on Bainbridge Island, the metered KPUD and COBI FBA wells provide approximately 30 percent of the estimated total Island *groundwater* production.

Bedrock Aquifer—Less than 1 percent of the wells are completed in the sedimentary Blakely Harbor and Blakeley formations on the south end of Bainbridge Island.

Other wells on Bainbridge Island are either completed in water bearing zones within confining units or have an indeterminate *aquifer* completion zone.

COBI's monitoring well network is distributed across the six Bainbridge Island *aquifers* as follows: 16 in the Perched *Aquifer*, 7 in the Semi-Perched *Aquifer*, 32 in the Sea Level *Aquifer*, 5 in the Glaciomarine *Aquifer*, 9 in the Fletcher Bay *Aquifer*, and 1 in the Bedrock *Aquifer*. Aspect has updated the USGS *groundwater* model to include one new public supply well (KPUD North Bainbridge Well #10), for a total of 1,470 Group A and B public wells and exempt wells estimated to be active on Bainbridge Island.

Aquifer Concerns and Observed Conditions

There are two primary concerns in protecting an *aquifer* system. These are quality and quantity.

Water Quality

Seawater Intrusion

One of the most common *groundwater* quality concerns for Islands or other saltwater shorelines is saltwater intrusion, which is the movement of saltwater into a freshwater

aquifer. Where the source of saltwater is marine water such as Puget Sound, this process is known as seawater intrusion. Seawater intrusion occurs when the saltwater/freshwater interface moves inland from offshore. Freshwater is less dense than saltwater and so freshwater will float above saltwater. It is the pressure of the overlying freshwater that keeps the interface offshore. Excessive pumping or overuse of the overlying freshwater will pull the interface toward the shoreline and possibly inland.

Some of our *aquifers* such as the *shallow* Perched and Semi-Perched *aquifers* are, generally, not in contact with saltwater and, therefore, generally not susceptible to seawater intrusion (an exception being where these *aquifers* are present near the shoreline).

The Sea Level *Aquifer* and our deeper *aquifers* can be susceptible. How susceptible can vary from *aquifer* to *aquifer* and, even within the same *aquifer*, depending upon local conditions. In order to monitor for potential seawater intrusion, the most common practice is to measure chloride concentration and specific conductivity in *groundwater*. The City's *Groundwater* Management Program conducts annual chloride sampling in *aquifers* or wells susceptible to seawater intrusion. The established Early Warning Level, or EWL, is a chloride concentration >100 mg/L or any 4 consecutive samples showing an increasing trend. To date, no wells in the City's monitoring network (including Kitsap Public Utility District and the City's Water Utility wells) exceeded the EWL, and no trends in chloride results were noted.

Chloride concentrations typically varied between 2 mg/L and 15 mg/L. Results in 2013 and 2014 in the Fletcher Bay *Aquifer* indicate slightly elevated chloride above historic baseline concentration, but not upward trending results. However, these *should* be monitored for continued changes.

Additionally, the City's *groundwater* model was run by USGS in 2010 and updated, recalibrated and run again by Aspect Consulting in 2016 to examine the potential for seawater intrusion under different water production (e.g., growth) scenarios. Model projections indicated no seawater intrusion. It *should* be noted that the model is designed to observe regional scale conditions, but the scale is not fine enough to assess very localized conditions such as one or two wells along the shoreline. Therefore, it is important to continue to monitor in vulnerable areas to catch potentially developing local conditions.

One example is an elevated chloride level measured in one well in the Seabold area in 2006 prior to the development of the City's *Groundwater* Management Program. As there was no established program in place at the time, there was no immediate follow up sampling/study to confirm seawater intrusion rather than a source other than seawater intrusion. Other common sources of chloride in *groundwater* include connate, or very-old, *groundwater*, septic system effluent, very hard *groundwater*, windblown sea spray, and *recharge* from irrigation, agricultural practices, and well disinfection.

Chloride from any of these sources can result in elevated levels of chloride in an *aquifer*

or well. Erroneously interpreting chloride concentration data without more detailed study may result in what is called a “false positive,” where a test identifies a problem that does not in fact exist. That is why follow up investigation using site-specific assessments, is necessary before seawater intrusion can be confirmed. The City, the Kitsap Public Health District, and the Kitsap Public Utility District have teamed up to scope a localized, focused study in the Seabold area for potential funding in 2017.

Nitrates

According to USGS research, nitrate is the most commonly found pollutant in *groundwater* nationwide, particularly in rural areas. Nitrate levels in drinking water above EPA’s Maximum Contaminant Level (or MCL) of 10 mg/L can have serious health effects primarily for infants, but also pregnant women and individuals undergoing treatment with antioxidant medications. Nitrate converts to nitrite in the digestive tract which causes a condition call methemoglobinemia which lowers the oxygen in the blood stream. In infants this is called “Blue Baby Syndrome.” Brain damage, even death, can occur.

High nitrate levels in *groundwater* can also indicate the possibility that other contaminants may be present in the water such as bacteria or pesticides.

The typical sources of nitrate in *groundwater* include the application of fertilizers and pesticides, mostly from agricultural row crop farming, but commercial and *residential use* can be significant sources as well (such as lawns, parks, golf courses, ballfields, nurseries, and extensive gardens). Other sources include industrial processes and wastewaters, the land application of wastewater treatment plant sludge or biosolids, and on-site septic system returns.

Although the *Groundwater* Management Program does not, at present, routinely monitor nitrate in *groundwater*, the City’s consultant examined nitrate data from the Kitsap Public Health District (KPHD) as part of the 2015-2016 assessment. Nitrate data were not found to exceed EPA’s MCL of 10 mg/L. Nitrate data for Group A and B public wells and exempt wells did not indicate any trends. Data submitted to KPHD for exempt wells are typically single results and are insufficient to calculate any trends. However, the maximum result during the last 15 years (2000–2014) was 5.17 mg/L in 2007. There are no apparent trends over time or geographically across the island.

Other Water Quality Concern

Generally, *groundwater* quality on the Island is very good. However, moderate levels of iron and manganese are naturally-occurring and common. Although neither of these minerals normally exceed EPA’s standards for drinking water, they can influence odor and taste and stain fixtures. Many *public water systems* and some private systems use filtration devices to remove or reduce these minerals.

Sole Source Aquifer Designation

In 2013, the Bainbridge Island *Aquifer* System was designated a Sole Source *Aquifer*. Sole Source *Aquifer* Designation can apply to one *aquifer* or a system of multiple *aquifers* as is the case with Bainbridge Island.

The Sole Source *Aquifer* Designation Program is an EPA program authorized under the Safe Drinking Water Act of 1974. Section 1424(e) defines a sole source *aquifer* as “the sole or principal drinking water source for the area and which, if contaminated, would create a significant hazard to public health.”

The EPA more specifically defines a sole or principal source *aquifer* as one which supplies at least 50 percent of the drinking water consumed in the area overlying the *aquifer*, and that these areas have no alternative drinking water source(s) which could physically, legally, and economically supply all those who depend upon the *aquifer* for drinking water.

The program and designation are specifically designed to protect the quality of drinking water by helping to prevent contamination of the *aquifer* system. It provides this protection by raising the level of awareness of the vulnerability of the *aquifer* system to contamination and our dependence on the system for drinking water supply.

Further, it requires additional EPA scrutiny of federally-funded projects. EPA inspects proposed projects for potential to contaminate the underlying *aquifer*, and, where appropriate, requires modifications and mitigations to prevent contamination.

However, this additional scrutiny applies to federally-funded projects only, and some projects such as highways and agriculture may be exempt if they meet criteria laid out in pre-established memorandums of understanding between the EPA, the Department of Transportation, the Department of Agriculture, or other agencies.

Water Quantity **Water Levels**

The City's *Groundwater* Management Program currently monitors water levels in public and domestic wells Island-wide and in all six *aquifers*. Water level is an indicator for water quantity, and water level data are assessed against the program's early warning level, or EWL, for safe yield. The EWL for safe yield is a declining water level equal to or greater than ½ foot or more per year over a 10-year period that cannot be attributed to below average rainfall.

Individual well levels were reviewed for trends and compared against the EWL for safe yield. All wells were found to be below the EWL. Water levels in the *aquifers* did not indicate any *aquifer*-wide trends, and only two individual wells were noted for further review.

An exempt well (25N/02E-21P03) in the Sea Level *Aquifer* showed an apparent average decline of approximately 0.56 feet/year over the 8-year period of record.

However, further review of the water level measurement method history showed that it changed twice over the period of record from a steel tape to a sonic water level meter and, then, back to steel tape. The results collected via sonic water level meter appeared

to be inconsistent compared to the results before and after using the steel tape, a more rudimentary but more reliable measurement method. Therefore, the sonic level readings were removed from the analysis. Once removed, the remaining data were below the EWL. Water-use data were not available for the well. However, the well owner indicated to COBI that no known change in water use occurred over the period of record. Continued long-term monitoring of this well using the steel tape method, as planned by COBI, will determine if there is a significant trend in water level decline over time.

Group A system well 'Island Utility Well #1' (25N/02E-34F07) in the Fletcher Bay *Aquifer* has shown an average decline of approximately 0.49 feet/year from 2004-2014. Although this does not yet exceed the EWL, it is very close to approaching it. Therefore, further monitoring and assessment are warranted. The well is situated next to two other Fletcher Bay *Aquifer* production wells (Island Utility Well #2, Island Utility Well #4) within the same water system. Production data have not been available for these wells, which makes it unclear if declines are related to changes in water use over the period. This system has just transitioned to operation by KPUD in mid-2015, which is now reviewing available information to understand the current conditions within that water system.

Additional data review will continue as the system *infrastructure* is updated to see if additional water use, system loss, or some other factor contributed to the historical decline. No other Fletcher Bay *Aquifer* wells monitored exhibited a similar declining trend, so it appears that this issue is specific to this well and not an *aquifer*-wide concern.

Aquifer System Carrying Capacity

The City, as a community, has yet to fully-define or characterize a sustainable *aquifer* system. Some initial characteristics are keeping the saltwater/freshwater interface offshore and saltwater out of the freshwater supply, and maintaining a balanced water budget for the *aquifer* system in order to prevent depletion.

To help provide some baseline information about these initial characteristics and expected impacts to the system due to *climate change*, Aspect Consulting conducted a system *carrying capacity* model assessment. The *aquifer* system *carrying capacity* assessment was based on those safe-yield indicators with EWLs described above using *aquifer* water levels and chloride concentration. The on-Island *groundwater* balance for the entire *aquifer* system (water budget) was also evaluated. The *groundwater* balance components do not have EWLs, but were evaluated to provide additional context on the predicted changes in *groundwater* conditions.

Water Level Changes: The following rates of *groundwater* level change were based on comparing current and predicted *groundwater* levels in 100 years:

- The Perched *Aquifer* system showed an average 0.10 foot per year of water level decrease at 25 locations simulated across the Island;
- The Semi-Perched *Aquifer* system showed an average 0.13 foot per year of water level decrease at 12 locations simulated across the Island;

- The Sea Level *Aquifer* system showed an average 0.09 foot per year of water level decrease at 49 locations simulated across the Island;
- The Glaciomarine *Aquifer* showed an average 0.02 foot per year of water level decrease at 6 locations simulated across the Island; and
- The Fletcher Bay *Aquifer* showed an average 0.15 foot per year of water level decrease at 9 locations simulated across the Island.

The predicted *groundwater* level changes over a 100-year timeframe were less than the COBI EWLs.

Saltwater/freshwater Interface: The predictive model results indicated that, despite these slow declines, *groundwater* from the Bainbridge Island *aquifer* system flows to Puget Sound and keeps the freshwater/seawater interface at a distance from the Bainbridge Island shoreline. All wells within the Bainbridge Island shoreline maintained chloride concentrations less than 100 mg/L, and no trend in concentrations was observed based on predictive model results.

Water Budget: Though the predicted *groundwater* level declines did not appear to induce seawater intrusion, they can have impacts on other components in the system such as discharge to *streams* to help maintain summertime flows. Therefore, it is important to examine the components of the system's water budget.

Similar to a financial budget, a water budget represents a balance of inputs and outputs. If one component goes up or down, some other component(s) must go up or down to compensate. *Groundwater* balance components are typically difficult to measure directly (such as *recharge* and *groundwater* underflow). Thus, this *groundwater* balance assessment relies on modeling results without actual field measurements.

Based on the 2011 USGS Report, the relationship between *groundwater* balance inputs and outputs for the Bainbridge Island *aquifer* system is shown in the following equation:

$$R_{ppt} = W_{ppg} + D_{sw} + (GW_{ps} - GW_{kp})$$

Where:

Inputs include:

R_{ppt} is precipitation *recharge*.

Outputs include:

W_{ppg} is *groundwater* withdrawals;

D_{sw} is *groundwater* drainage to surface water (such as seeps to bluffs, creeks, *streams*, etc.); and

$(GW_{ps} - GW_{kp})$ is the net lateral *groundwater* underflow (*groundwater* flow toward Puget Sound submarine seeps (GW_{ps}) and *groundwater* flowing from the Kitsap peninsula in deeper *aquifers* (GW_{kp})).

To balance the modelled 50-percent increase in *groundwater* withdrawals and the 20-percent decrease in *recharge* due to *climate change*, the model showed projected

changes in *groundwater* drainage to surface water (approximately 40-percent decrease) and lateral *groundwater* flow (approximately 24-percent decrease). Figure 6, excerpted from Aspect's technical memorandum (*Bainbridge Island Groundwater Model: Aquifer System Carrying capacity Assessment (Task 3 Scenario)*, 2016) compares the water balance components under current and projected conditions, based on model results.

The Bainbridge Island *groundwater* model results showed *aquifer* storage will be reduced by approximately 11,000 million gallons between current and projected conditions, reflecting the water level decreases described above. These *groundwater* balance results *should* be carefully interpreted, considering that the limited grid resolution may not be sufficient to accurately simulate *groundwater* discharge to surface water, and that the model has not been calibrated to observed flows.

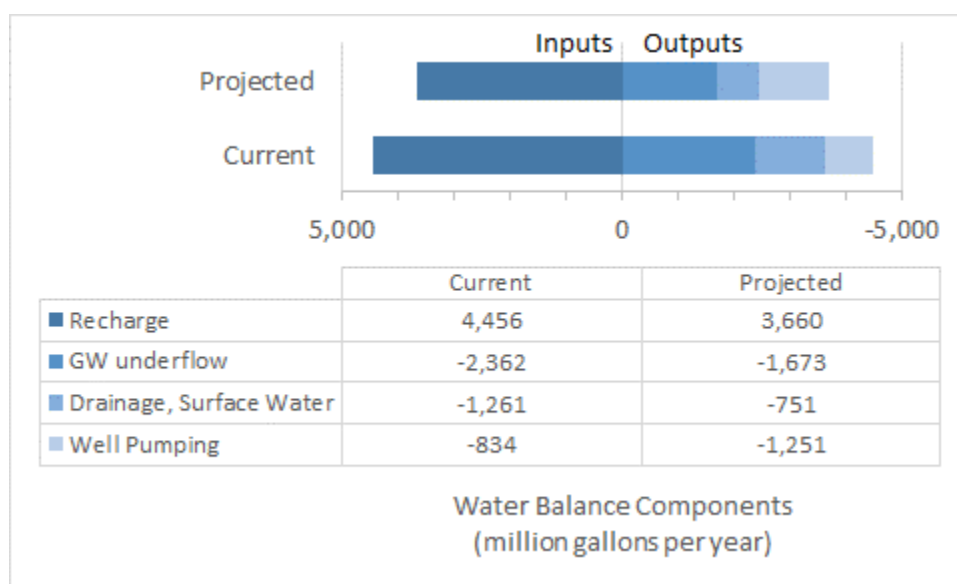


Figure 2. Current and Projected *Groundwater* Balance Components.

As shown in Fig. 2 well pumping (also called production) is the amount of water taken out of the system through wells (water use). The 50% increase in this component represents the expected increase in water use due to population growth.

Drainage to surface water is *groundwater* contribution to surface water features such as *wetlands*, lakes, and *streams*. The 40% reduction shown here may have an impact on maintaining summer baseflows and water temperatures. It is cautioned that the model as it is currently constructed is not specifically designed to provide an estimate as to how much stream flow will be impacted, but it could be modified to answer specific questions around this topic in future model runs.

Groundwater underflow is the amount of *groundwater* that seeps or discharges into Puget Sound at the shoreline. This value is influenced by the water levels in the *aquifers*, and the reduction shown here represents the impact from project water level decreases. The key importance to this component is that there has to be enough underflow to provide the

pressure to keep the saltwater/freshwater interface offshore and prevent seawater intrusion.

Recharge is the portion of precipitation or rainfall that infiltrates the ground and reaches the *aquifer*. The estimated 20% reduction shown in the water balance accounts for *climate change* impacts.

The amount of *groundwater* underflow and discharge to *streams* is driven by the geological makeup of the *aquifer* system. Therefore, we have no direct ability to control these budget components. Rather it is the components of well pumping and *recharge* that we have more ability to directly control. We can reduce well pumping by reducing our water use through aggressive water conservation measures.

Though we cannot control precipitation patterns, we can take measures to enhance *recharge* through creative water capture and return measures (from the rain barrel scale to large scale *infrastructure*) and through protective *land use* measures such as *low impact development* and protection of *aquifer recharge areas* and other *aquifer* conservation areas.

Aquifer Recharge Areas

Understanding the Island's *aquifer recharge* system is important for both *groundwater* quantity and quality. The identification and protection of high *aquifer recharge areas* is important both from the standpoint of *groundwater* quantity and quality. *Aquifer recharge areas* have geologic and soil conditions which allow high rates of surface water infiltration, which also means they are particularly susceptible to contamination. Increasing *impervious surfaces* through development reduces the amount of *recharge* available to the Island's *aquifers*. At the same time, *runoff* from *impervious surfaces* in developed areas contains increased contaminants. Efforts to protect and preserve the Island's natural water supply are warranted, as the resources that would be required to clean up after contamination or to secure a new source would be prohibitive.

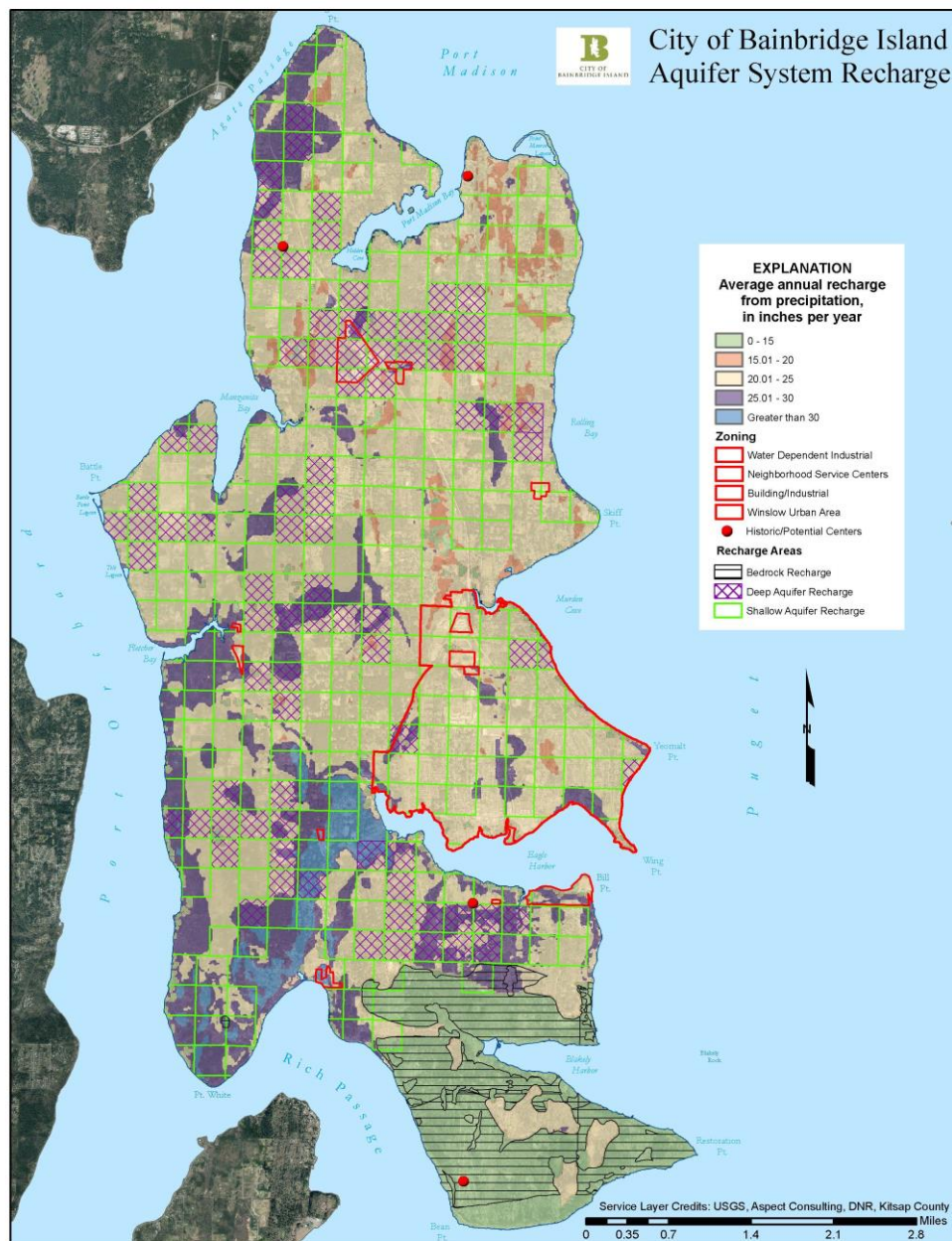
Where development overlays *aquifer recharge areas*, special considerations need to be made to preserve the volume of *recharge* available to the *aquifer* and to protect the *groundwater* from contaminants such as nitrates, biocides and heavy metals found in septic systems and *stormwater runoff*. The most extensively used *aquifer* underlies 85% of the Island and occurs under all zoning classifications.

To help the City assess *recharge* areas for special protection or designation, the model was run to determine *recharge* areas on the Island.

The Bainbridge Island model results indicate that areas across much of the Bainbridge Island area may have a critical recharging effect on *aquifers* that are sources of drinking water. Primary findings include:

Wells in *shallow aquifers* (including the Sea Level *Aquifer* and above) may withdraw water that originates as *recharge* relatively close to the well head and is younger than 100 years old. See figure below which shows the *recharge* areas for *shallow aquifers* (green squares).

Fig. 3 – Aquifer System Recharge



Not all *groundwater* on Bainbridge Island comes from *recharge* on Bainbridge Island. Model results indicate several wells tapping the deeper *aquifers* withdraw water that originates as *recharge* from areas on the Kitsap Peninsula and is greater than 1,000 years old.

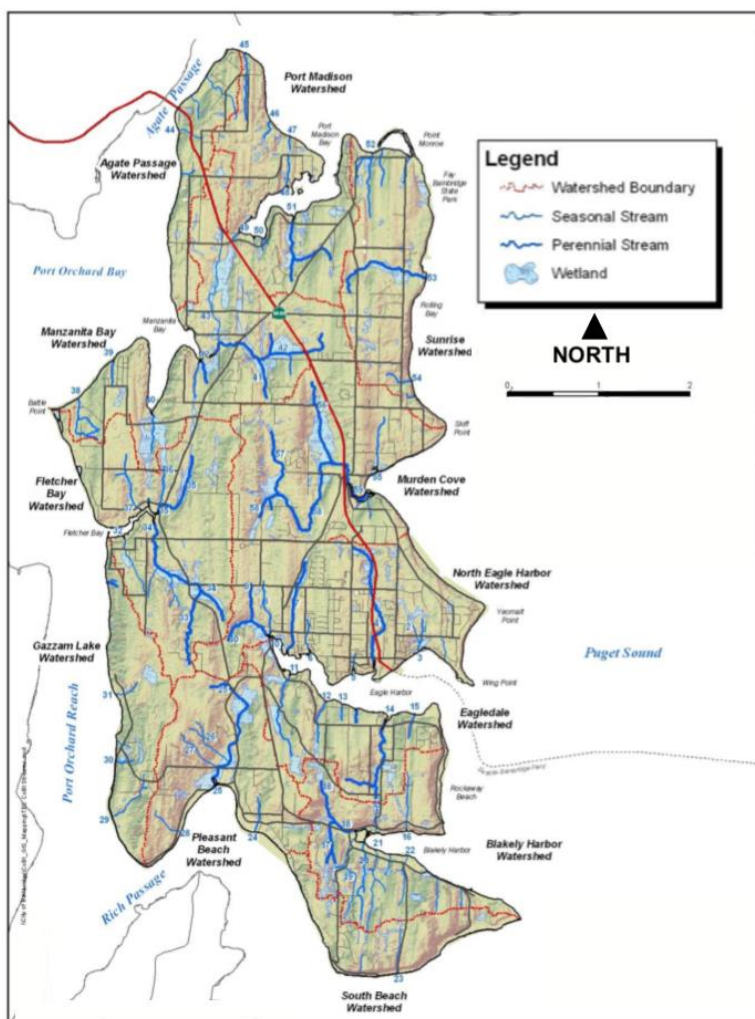
Wells in deep *aquifers* (including the Glacio-Marine *Aquifer* and the Fletcher Bay *Aquifer*) may withdraw water that originates as *recharge* relatively distant from the wellhead and is greater than 100 years old. See Figure 3 above that shows the *recharge* areas for deep *aquifers* (cross-hatched area).

Wells in bedrock were not simulated in the Bainbridge Island model as the method of water particle tracking was not appropriate for fractured bedrock. However, the bedrock is also considered a CARA, because water supply wells have been installed at various depths in bedrock, and potable water supply is from *recharge*. Bedrock *recharge* area is shown at hatched area.

Watersheds

Surface water flows from high geographic points to lower elevations collecting in *streams* and *wetland* systems within the *watersheds* of the Island. *Watershed* boundaries are determined by Island topography where ridgelines define the boundaries.

Fig. 4 – Watershed and Stream names



Bainbridge Island contains twelve distinct *watersheds* with 59 seasonal and perennial *streams* that contribute fresh water to Puget Sound (see Figure 4 excerpted from the Water Quality and Flow Monitoring Program Final Monitoring Plan, 2008). Five harbors, twelve estuarine *wetlands*, one lake, 1,242 acres of *wetland*, 965 acres of tidelands (between mean high and mean low tide), and 53 miles of shoreline comprise the remainder of the surface water system.

Each surface water feature serves a critical function in preserving hydrologic connectivity within the *watershed*. Recent research is finding that even those features that are seasonal such as ephemeral or intermittent *streams* and seasonally-flooded *wetlands* are critical faunal and floral habitat providers, biogeochemical processors, and connectivity corridors.

Surface Water

The surface waters of Bainbridge Island provide aesthetic, recreational, economic, and ecological benefits to Island citizens. Boating, fishing, and shellfish harvest are important recreational and economic activities, and the Island's *streams*, lake, harbors, shorelines, and *wetlands* provide habitat for a diversity of fish and wildlife species.

The harbors and numerous coves around the Island host anchorage, moorage, marinas, boat launches, waterfront access, and swimming beaches. Eagle Harbor, specifically, hosts marinas which provide permanent moorage for live-aboards and an open water mooring and anchoring area for the Island's live-aboard community.

In addition to providing forage and habitat for salmon, otter, sea lions, and waterfowl and swimming, boating, and fishing areas for people, the majority of the Island's shorelines and adjacent nearshore areas are designated commercial shellfish growing and harvest areas by the State Department of Natural Resources. Many shoreline residents recreationally harvest shellfish such as clam and geoduck as well. The Shoreline Master Plan also regulates shellfish harvest activities.

Stormwater

Stormwater is generated when the ground becomes saturated and rainwater drains overland to the nearest surface water body or rainfall encounters hard or *impervious surfaces* and drains into manmade drainage ditches, catch basins, and pipes.

There is no question that *stormwater runoff* is the leading transport pathway of pollution into Puget Sound and its associated *wetlands*, creeks, *streams* and rivers. Not only does it carry pollutants such as trash; gas, oil, and metal-laden sediment from road surfaces and parking lots; pesticides, fertilizers, and other chemicals used in lawn care; pet waste and animal waste in agricultural areas, but the volume of *stormwater* generated by *impervious surfaces* has tremendous force and can cause erosion and damage to in-stream and *wetland* habitat.

Peak flows that follow immediately after a storm can be much greater than existed when the land was in a natural state with vegetative cover, causing *streams* to expand and overflow and creating flooding conditions on adjacent lands.

Therefore, *stormwater* has long been considered, at best, a nuisance and flooding hazard to be collected and delivered downstream as quickly and efficiently as possible and, at worst, a waste stream to be collected and removed from the *watershed*. Existing land development methods and *stormwater* drainage system *infrastructure* are designed to do just that.

However, as early as the year 2000, water-starved areas of the country started to view *stormwater* as a vital resource rather than a waste stream, first by limiting its generation by reducing *impervious surface*; then, retaining and infiltrating it on site where feasible; and, lastly, protecting it from pollution, capturing it, and reusing it to the maximum extent possible. On June 16, 2015, the California State Water Resources Control Board adopted an order that provides a framework to promote integrated *stormwater* capture and reuse to improve water quality, protect local beaches, and supplement water supplies. The new [*stormwater* discharge] permit focuses on using *stormwater* as a resource and encourages *green infrastructure* and *groundwater recharge* (*Stormwater Report, Water Environment Federation, June 2015*).

The Pacific Northwest is not considered water-starved and local conditions are not nearly so dire as in California. However, *climate change* predictions suggest that local water supplies likely will see some reduction in *recharge*; rainfall patterns will further tax existing, ailing, and undersized drainage *infrastructure* and possibly diminish summertime stream flows and water quality; and warming temperatures will increase summertime stream temperatures. Therefore, local municipalities are, also, rethinking their view of *stormwater* and many have already started evaluating and planning for *climate change*, especially in *stormwater* drainage system maintenance and retrofit. In 2009, Kitsap County adopted resolution 109-2009, *Creating Kitsap County "Water as a Resource" Policy*, in which the county resolved to treat all of its waters, including *stormwater*, as a vital resource, incorporating *low impact development* and water capture and reuse into all of its *land use* and utility management planning.

Observed Surface and Stormwater Conditions

Department of Ecology Surface Water Quality Assessment

Every two years the State Department of Ecology (Ecology) identifies polluted water bodies and submits a list of impaired water bodies, called a 303(d) list, to the Environmental Protection Agency (EPA) for approval in accordance with the federal Clean Water Act. This assessment is based on the assumption that each water body *should* support certain designated uses. Some of these uses are swimming and boating, fish and shellfish rearing and harvest, and wildlife habitat.

Ecology designates water bodies that frequently or consistently fail to meet standards or criteria as *Impaired*. Water bodies that only infrequently fail to meet standards are classified as *Waters of Concern* or *Sediments of Concern* if the sampled matrix was sediment. These assessments use water, fish/shellfish tissue, habitat, and sediment data.

Ecology's [2012 Water Quality Assessment](#) determined that one stream, one harbor, two coves, one lagoon, and three Island-adjacent nearshore marine areas on Bainbridge Island were *Impaired* by one or more pollutants and were not able to provide the full recreational, habitat, and aesthetic benefits they once offered. An additional one bay, one harbor, and 28 other Island-adjacent nearshore marine areas were identified as *Waters of Concern* and/or *Sediments of Concern* for periodic excursions beyond the allowable standard or criteria for one or more pollutants.

Ecology's proposed [2014 Water Quality Assessment](#) (under review by the EPA at the time of this printing), designated an additional two *streams* as *Impaired* by at least one pollutant. Tables 2-5 on the following pages detail those water bodies classified as *Impaired* or *of Concern* according to the analyzed matrix (water, tissue, habitat, and sediment, respectively).

It *should* be noted that much of the sediment data were collected prior to 2003, some as early as the 1990's. These may not be representative of current conditions. Further, many of the identified pollutants are legacy pollutants resulting from historic *land use* such as large-scale, row-crop *farming* and the active lumber industry at the turn of twentieth century. The City's sediment sampling data collected in 2008 and 2013 may be more representative of current inputs to these water bodies. These data are summarized in the next section, *City Surface Water Quality Assessment*.

One example of legacy pollution is the former [Wyckoff Creosote Facility](#) located at the mouth of Eagle Harbor. Sites where sediments are contaminated by hazardous waste are regulated and managed through the Model Toxics Control Act (MTCA). Sites such as the former Wyckoff Creosote Facility, due to the complexity and size, are normally addressed through [EPA's Superfund program](#).

However, water bodies listed on the 303(d) list require TMDLs (Total Maximum Daily Loads) where identified sources of the pollutant of concern are allocated a pollutant load reduction in order for that water body to meet criteria. Currently, the City is a stakeholder in the [Sinclair and Dyes Inlets Fecal Coliform Bacteria Total Maximum Daily Load \(TMDL\)](#). Four of the Island's *watersheds* are captured within the TMDL drainage basin boundaries (Fletcher Bay, Gazzam Lake, Pleasant Beach, and South Beach *Watersheds*).

Fig. 5 – Four tables from the Ecology Approved 2012 Water Quality Assessment

Table 2. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Water

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Middle)	Bacteria	Impaired	Impaired
	Copper	Waters of Concern	Waters of Concern
Eagle Harbor (Inner)	Dissolved Oxygen	Waters of Concern	Waters of Concern
	Temperature		
Agate Passage - Bridge	Dissolved Oxygen	Waters of Concern	Waters of Concern
Agate Passage - Agate Point	Dissolved Oxygen	Waters of Concern	Waters of Concern
	Temperature		
Rich Passage - Pleasant Beach Cove/Pleasant Beach	Bacteria	Impaired	Impaired
	Dissolved Oxygen		
	pH	Waters of Concern	Waters of Concern
Rich Passage - Point White	Dissolved Oxygen	Waters of Concern	Waters of Concern
Rich Passage - Fort Ward	Bacteria	Waters of Concern	Waters of Concern
	Dissolved Oxygen		
	pH		
Port Orchard Passage - Lower Crystal Springs	Dissolved Oxygen	Impaired	Impaired
	Bacteria		
	Temperature		
Port Orchard Passage - Upper Crystal Springs	Bacteria	Waters of Concern	Waters of Concern
Port Orchard Passage - Fletcher Bay	Bacteria	Waters of Concern	Waters of Concern
Port Orchard Passage - Battle Point	Bacteria	Waters of Concern	Waters of Concern
Port Orchard Passage - South of Rolston	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Blakely Harbor (Mouth)	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Blakely Harbor (Middle)	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Blakely Harbor (Inner)	Bacteria	Waters of Concern	Waters of Concern
Puget Sound (Central) - Murden Cove	Bacteria	Impaired	Impaired
Puget Sound (Central) - Rolling Bay	Bacteria	Waters of Concern	Waters of Concern
Port Madison Bay - Point Monroe	Bacteria	Waters of Concern	Waters of Concern
Port Madison Bay - Mouth	Bacteria	Waters of Concern	Waters of Concern
Springbrook Creek	Bacteria	Impaired	Impaired
Ravine Creek	Bacteria	---	Impaired
Murden Creek	Bacteria	---	Impaired

Table 3. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Tissue

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Outer)	Benzo(a)pyrene	Impaired	Impaired
	Benzo(a)anthracene		
	Benzo[b]fluoranthene		
	Benzo[k]fluoranthene		
	Chrysene		
	Dibenzo[a,h]anthracene		
	Indeno(1,2,3-cd)pyrene		
Puget Sound (Central) - Rockaway	PCB	Impaired	Impaired
	Chrysene		

Table 4. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Habitat

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Puget Sound (Central) - Murden Cove	Habitat	Impaired	Impaired
Port Madison - Point Monroe Lagoon	Habitat	Impaired	Impaired

Table 5. Ecology Approved 2012 and Proposed 2014 Water Quality Assessment - Sediment

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Outer)	1,2,4-Trichlorobenzene	Impaired	Impaired
	1,2-Dichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	2-Methylnaphthalene		
	2-Methylphenol		
	4-Methylphenol		
	Acenaphthene		
	Acenaphthylene		
	Anthracene		
	Arsenic		
	Benzo(a)anthracene		
	Benzo(a)pyrene		
	Benzo(g,h,i)perylene		
	Benzo(a)fluoranthene (b+k+j), Total		
	Benzoic Acid		
	Benzyl Alcohol		
	Bis (2-Ethylhexyl) Phthalate		
	Bioassay		
	Butyl Benzl Phthalate		
	Cadmium		
	Chromium		
	Chrysene		
	Copper		
	Dibenzo(a,h)anthracene		
	Dibenzofuran		
	Diethyl Phthalate		
	Dimethyl Phthalate		
	Di-n-butyl Phthalate		
	Di-n-octyl Phthalate		
	Fluoranthene		
	Fluorene		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	HPAH		
	Indeno(1,2,3-c,d) Pyrene		
	Lead		
	LPAH		
	Mercury		
	Naphthalene		
	N-Nitrosodiphenylamine		
	PCB		
	Pentachlorophenol		
	Phenanthrene		
	Phenol		
	Pyrene		
	Silver		
	Zinc		
Rich Passage - Pleasant Beach	Benzoic Acid	Sediments of Concern	Sediments of Concern
Rich Passage - Pleasant Beach Cove	Benzoic Acid	Sediments of Concern	Sediments of Concern
Port Orchard Passage - Upper Crystal Springs	Benzoic Acid	Sediments of Concern	Sediments of Concern
Port Orchard Passage - South of Rolston	1,2,4-Trichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
	Benzyl Alcohol		
Port Orchard Passage - Manzanita Bay	1,2,4-Trichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
Puget Sound (Central) - Wing Point	1,2-Dichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Hexachlorobenzene		
	Pentachlorophenol		
Puget Sound (Central) - Rockaway	1,2-Dichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	Naphthalene		
	N-Nitrosodiphenylamine		
Puget Sound (Central) - Blakely Harbor (Middle)	1,2-Dichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Dibenzo(a,h) anthracene		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	N-Nitrosodiphenylamine		
	Pentachlorophenol		

Commercial Shellfish Growing Area and Recreational Harvest Area Assessment

Department of Health (DOH) [routine bacterial and biotoxin assessments](#) of recreational shellfish harvest areas and commercial shellfish growing and harvest areas demonstrate a significant loss of designated uses. The entire east, north, and west shorelines are closed to recreational butter and varnish clam harvest, and the southern shoreline is closed to recreational varnish clam harvest. Only one small area around Point White is open to recreational harvest.

Most commercial shellfish growing area around the Island is open to harvest. However, two segments of commercial shellfish growing areas along Agate Passage and Crystal Springs are currently closed due to bacterial contamination in shoreline drainages to include private drains, *stormwater* outfalls, and *streams*. Point Monroe Lagoon is restricted for commercial harvest, requiring that shellfish be transplanted to approved growing area waters for a specified amount of time in order to naturally cleanse themselves of contaminants before they are harvested for market. Commercial Geoduck Tract 07850 at Restoration Point was closed four times in 2012-2013 for biotoxin. Commercial Geoduck Tract 07000 at the mouth of Manzanita Bay has been closed 14 times in the last five years for biotoxin, and is currently closed at the time of this printing.

In addition to annual commercial growing area reports, DOH publishes an annual threatened areas report to bring attention to monitoring sites where bacteria concentrations are close to exceeding the criteria. The [2015 report](#) (based upon 2014 data) identified one monitoring site (#457) immediate outside of the north side of the mouth of Fletcher Bay as a threatened site and one site (#418) along the southern shore of Blakely Harbor as a site of concern.

Swimming Beach Assessment

The Departments of Ecology and Health's BEACH Program conducts [swimming beach monitoring](#) for bacteria during the swimming season (Memorial Day through Labor Day). Typically, bacteria levels in marine waters tends to be fairly low in the summertime. In fact, most beach closures on the Island have been associated with *sanitary sewer* spills such as the Kitsap Sewer District #7 Fort Ward spill in 2012, and the City's sewer main breaks along the north side of Eagle Harbor in 2014.

In 2015, three of the Island's swimming beaches (Fay Bainbridge Park, Joel Pritchard Park, and Eagle Harbor Waterfront Park) were monitored. Bacterial concentrations in 2015 were acceptable, and there were no beach closures in 2015.

City Surface Water Quality Assessment

In 2007, the City received a Centennial Clean Water Fund Grant from Ecology to design and implement a long-term monitoring program to assess the ecological

health of the Island's freshwater (*streams* and lakes), marine water (harbors, bays, and nearshore areas), and *stormwater* discharge.

The Water Quality and Flow Monitoring Program (WQFMP) was pilot-tested in 2007-2008 and expanded to Island wide long-term status and trends monitoring in 2010. The program currently conducts routine monitoring for stream and *stormwater* chemistry, stream and nearshore sediment chemistry, rainfall, stream and *stormwater* flow, and stream biodiversity (benthic macroinvertebrates). Every five years, the program also conducts targeted storm event monitoring to assess *stormwater runoff* impacts in *streams* and nearshore marine waters.

Although the program's [Final Monitoring Plan](#) is comprehensive, staffing and funding are limited. Current monitoring gaps are *stormwater* best management practice effectiveness monitoring, lake monitoring, marine biological assessments (fish, aquatic macrophytes, phytoplankton, and benthic invertebrates), routine marine water chemistry, and freshwater and marine habitat assessments.

The program released its first edition [State of the Island's Waters](#) report in 2012 which summarized findings from data collected through Water Year 2011 (September 2011). Program staff are currently assessing data collected through Water Year 2015 (September 2015) and working on a second edition of the report. The following summary reflects assessments completed at the time of this printing.

Bacteria

All of the seven nearshore marine waters monitored during WY2014 targeted storm event monitoring failed to meet the state criteria for fecal coliform bacteria, while 13 (86%) of the 15 *streams* monitored on a monthly basis failed to meet the state criteria in WY2015. Given these results and the number of state listings for bacterial impairment (see Table 2 above), bacteria has proven to be the most prevalent pollutant in freshwater and marine water resources Island wide.

As described above in *Commercial Shellfish Growing Area and Recreational Shellfish Harvest Area Assessment*, commercial shellfish harvest areas along approximately twelve miles of shoreline are currently closed due to elevated bacteria in shoreline drainages, and nearly the entire Island is closed to recreational harvest of varnish and butter clams due to the biotoxins usually associated with bacteria.

Bacterial contamination is common to every season and every *watershed*, urban or rural, and its sources are as varied as the landscape itself. In rural *watersheds*, the most common sources of bacteria are failing septic systems, improperly-managed pet and livestock wastes, and wildlife. In urban *watersheds*, the most common sources are improperly-managed pet waste, improper food handling, poorly-maintained food waste receptacles, failing septic systems, poorly-maintained or failing *stormwater* drainage

infrastructure (private and public), failing *sanitary sewer infrastructure*, and illicit cross-connections between the *sanitary sewer* and the *stormwater* drainage systems.

In marine environments, common sources of bacteria aside from discharges from upland sources are improper boat waste disposal, failing *sanitary sewer infrastructure*, and wildlife.

Nutrients

Although they are essential to all plant, human, and aquatic life, phosphorus and nitrogen concentrations, if excessive, can overstimulate growth of aquatic vegetation and algal blooms. Applying Ecology's Water Quality Index using the ratio of total nitrogen to total phosphorus, Island *streams* generally rate of low to moderate concern during the wet season and moderate to high concern during the dry season relative to other Puget Lowland *streams*. In 2013, a year of below average rainfall, most *streams* rated of moderate concern even in the wet season, and 3 *streams* reached a high level of concern. During the extreme dry period in the summer of 2015, 7 *streams* climbed to a level of high concern.

Nuisance algal blooms have increased along eastern shorelines and harbors (see Ecology's [Eyes Over Puget Sound](#)). These blooms are not only aesthetically unpleasant, but dying and decomposing algae use up aquatic life-sustaining oxygen and render aquatic habitat unusable such as in Murden Cove and Point Monroe Lagoon which are covered year-round with ulvoid macroalgae (see Table 4 above).

Though more study is needed to establish natural background levels for Island *streams* and it is well-understood that a significant amount of nitrogen-loading in Puget Sound comes from the ocean through the Strait of Juan de Fuca via tidal action, ecosystems with naturally high background levels are particularly sensitive to any additional loading from human sources.

Aside from the natural sources of nutrients from forests and *wetlands*, human inputs include agricultural and residential fertilizers, phosphate-based laundry detergents and commercial washing agents, yard waste such as grass clippings and other vegetation dumped along shorelines and *streams*, failing residential septic systems (in some cases even functioning systems), failing municipal sewer *infrastructure*, and improperly handled pet and livestock waste.

Ammonia

Ammonia is considered a priority pollutant by the EPA, since it is toxic to both humans and aquatic life. Therefore, there are established acute and chronic criteria for ammonia in surface waters. Acute criterion is the concentration of a substance at which injury or death to an organism can occur as a result of short-term exposure. Chronic criterion is

the concentration of a substance at which injury or death to an organism can occur as a result of repeated or constant exposure.

Out of the 11 fish-bearing *streams* monitored on a routine basis, 8 (73%) consistently exceeded the chronic criteria, while the remaining 3 had seasonal exceedances only. During WY2014 targeted storm event monitoring, all 7 *streams* and corresponding nearshore areas monitored exceeded the chronic criteria. Murden Cove frequently exceeded the acute criteria. The cove exceeded acute criteria 14 times during the 3-year Murden Cove *Watershed* Nutrient and Bacteria Reduction Project (2013-2015).

Sediment and Metals

During rain events, sediment-laden *stormwater runoff* is a prominent pollutant on the Island. Not only does sediment cause excessive scouring and erosion, de-stabilizing *slopes* and stream banks and threatening property, but subsequent downstream deposition clogs stream bottoms, smothers fish eggs, and increases siltation rates in the Island's harbors and bays. Sediment also reduces fish's ability to find food and damages their gills as well.

Sediment-intolerant macroinvertebrate species (an important food source for fish) have diminished, some entirely, from half of the Island *streams* monitored, especially Ravine and Murden Creeks.

Equally concerning are the pollutants that sediment carries with it such as heavy metals. Though ambient or background levels of suspended sediment in *streams* and nearshore areas are generally quite low, monitoring results have shown significant increases in suspended sediment and concentrations of metals in *streams*, nearshore marine waters, and *stormwater* outfall discharge during intense rain events.

Anywhere soil is exposed to rain there is a risk of sediment-laden *runoff*. Construction sites, croplands, sand and gravel pits or accumulations, and any other cleared or grubbed land surfaces are all potential sources of sediment. Likewise, poorly-maintained parking lots, *stormwater* drainage systems, and roadways become significant sources of sediment, particularly sediment laden with heavy metals.

Metals are also carried to *streams* from uncontrolled discharges from auto washing wash-water and industrial discharges.

Climate change may lead to an increase in landslide risk, erosion and sediment transport in the fall, winter, and spring seasons, while reducing the rates of these processes in the summer. Quantitative projections are limited, because of the challenge in distinguishing *climate change* impacts from factors such as development patterns and forest management.

The City collects sediment samples from select stream and nearshore sites every five years for contaminant chemistry and grain size analysis.

In-situ Physical Chemistry

Several Island *streams* and nearshore areas experience periodic excursions in pH, temperature, and dissolved oxygen. Excursions in pH are fairly rare. However, Hawley (East and West Forks), Murden, Schel Chelb, Manzanita, Springbrook, Issei, and Mac's Dam Creeks and Murden Cove suffer chronically low levels of dissolved oxygen. While most only exceed standards in the summertime, Murden and Schel Chelb Creeks exceed standards year-round.

Several *streams* that had historically maintained acceptable water temperatures year-round, have started to exceed temperature criteria during the summertime since 2012 with excursions occurring more frequently over time. These *streams* are Hawley (East and West Forks) Springbrook, Schel Chelb, Linquist, Gazzam Lake, and Mac's Dam Creeks. Two nearshore areas (Eagle Harbor at Ravine Creek, and Murden Cove) frequently exceed temperature criteria as well.

Continuous temperature and dissolved oxygen sensors were deployed in three separate reaches of Murden Creek as part of the 2013-2015 Murden Cove *Watershed* Nutrient and Bacteria Reduction Project. Summertime daily maximum temperatures at all three locations exceeded the criteria with temperatures increasing and exceeding criteria more often in the downstream reach. Similarly, summertime daily minimum dissolved oxygen levels exceeded criteria at all three sites. However, upstream reaches only infrequently exceeded criteria during the summertime, while oxygen levels were significantly lower in the downstream reach and exceeded criteria year-round.

Despite observed improvements in some water quality parameters such as phosphorus and bacteria over the project period, in-stream chemistry stayed the same or worsened. This indicates that the impact is most likely habitat driven (lack of canopy cover, reduced or absent buffers, lower summertime stream flows) rather than an illicit discharge of polluted water.

These excursions in physical chemistry, especially temperature and dissolved oxygen, significantly impair these waters' ability to support aquatic life.

Flow and Land Use Impacts on the Biological Community

Hydrology is perhaps the most fundamental driver of physical, chemical, and biological processes in streams and is often considered a "master variable" controlling geomorphology, substrate stability, faunal and floral habitat suitability, thermal regulation, metabolism, biogeochemical cycling, and the downstream flux of energy, matter, and biota [Power et al. 1988; Resh et al. 1988; Poff and Ward 1989; Poff 1996; Poff et al. 1997; Dodds et al. 2004] (McDonough, Hosen and Palmer, 2011).

In 2015, the City contracted with King County Department of Natural Resources and Parks, Water and Land Resources Division to conduct a stream benthos and hydrologic evaluation of the City's stream benthic macroinvertebrate data and continuous flow gauging data.

Flow data analysis showed that stream flows increase more quickly following rain events and generally have higher peaks than would be expected under forested conditions. These results were generally consistent with increasing levels of urbanization upstream of each gauge and consistent with other data collected in other Puget Sound *watersheds*.

The average Benthic Index of Biotic Integrity (B-IBI) scores spanning all years of data were very poor for Ravine Creek; poor for Issei, Murden, and Whiskey Creeks; and fair for Cooper, Manzanita, Springbrook, and Woodward Creeks. None of the eight sites investigated had average scores that showed good or excellent stream benthic communities, although two sites (Cooper and Springbrook) did have individual sampling years that had good scores. Again, these data were generally consistent with the level of development in the study *watersheds* and with data collected in other Puget Sound *watersheds*.

Five statistically significant upward or downward B-IBI component metric trends were identified at four creek sites. Two Murden Creek site metrics showed a worsening trend in species diversity and percentage of pollution tolerant species versus intolerant species. Manzanita Creek showed an improving trend in species richness and both Cooper and Issei Creek showed an improving trend in percentage of pollution intolerant species versus tolerant species.

King County also examined three additional benthic macroinvertebrate diagnostic metrics for organic pollution (i.e., animal waste including human waste), fine sediment, and metals. The Fine Sediment Sensitivity Index was generally lower at all Bainbridge sites relative to reference sites, suggesting that fine sediment inputs may be a factor in benthic impairment in these *streams*. If confirmed through evaluation of sediment conditions at these sites, the cause is unlikely related exclusively to development as some of the stream basins are relatively undeveloped. It is possible that at least in some instances, past *land use* (e.g., historical logging and *farming* activities) is a factor in causing excess sediment to be (or to have been) delivered to these *streams*. Any development within these basins may also be a contributing factor as well; potentially delivering fine sediment through construction and land clearing activities and through stream bank erosion resulting from increased peak flows.

All three diagnostic metrics and the flashiness hydrologic metrics indicate that Ravine Creek is suffering from multiple stressors that potentially include organic and metal pollution, geomorphic alteration, and flashier flows, all typical of an urban stream.

There was only one statistically significant upward or downward trend in these three additional metrics – an improving trend in metals-intolerant species in Issei Creek.

Habitat

As stated above in *City Surface Water Quality Assessment*, limited resources prevent the City's monitoring program from actively monitoring for freshwater and marine water habitat assessment aside from limited sediment sampling in select stream and adjacent nearshore areas (addressed above in Water and Sediment). Most of what we know about our nearshore marine habitat and freshwater habitat is based upon work by non-profit entities such as the Bainbridge Island Land Trust, the Puget Sound Restoration Fund and the Bainbridge Island *Watershed* Council and outside agencies such as Washington State Department of Fish and Wildlife (WDFW), Washington State Department of Natural Resources (DNR), Ecology, Wild Fish Conservancy, and the Suquamish Tribe. Limited *land use*/land cover information is available through aerial photography and light detection and radar (*LIDAR*) technology, as well.

Land cover

Bainbridge Island encompasses an area of 17,471 acres, or approximately 28 square miles. The primary land cover is tree-cover at 73%, or 12,760 acres. Grass/scrub lands, developed areas with *impervious surfaces* and other coverages comprise 15%, 11% and 1%, respectively, with combined coverage of 4,712 acres (Table 1 next page).

Land use type does not vary widely by any great degree across the island due to a low percentage of industrial or commercial land development and the lack of available or developed *farm/range* land. The island's *land use* is consequently dominated by *residential uses* (75%). Other *land uses* such as recreation land (7%), agricultural (6%), transportation corridors (6%), commercial/light manufacturing (2%), *forest land-use* (2%) and public facilities (2%), make up the remainder of the *land use* as a percentage of the total acreage on the island. With a total overall population of 23,630 the greatest population *density* occurs at the towns of Winslow, Island Center, Lynwood Center and around the coastline of the island. Outside of urbanized areas, the Island is generally characterized by scattered, small communities, homes on acreage, and large parcels of undeveloped land.

Stream type

In 2014, the Wild Fish Conservancy (WFC) completed stream typing for Bainbridge Island as part of the [West Sound Watersheds, Kitsap Peninsula \(WRIA 15\) Stream Typing Project](#).

WFC's website states, "Water typing is the state-sanctioned process of mapping the distribution of fish and fish habitat. Regulatory water type maps are used to regulate *land use* decisions adjacent to *streams*, ponds, and *wetlands*. Because existing (modeled) regulatory maps often significantly misrepresent the presence, location, and extent of fish

habitat, the effectiveness of state and local government fish habitat protection regulations is compromised. More information about the water typing process and its significance is available at: <http://wildfishconservancy.org/resources/maps/what-is-water-typing>.”

WFC classified fish and fish habitat in Island *streams* and ground-truthed regulatory maps of stream presence and location, identifying an additional 25 previously unknown/unmapped miles of stream with 698 acres of previously unprotected habitat buffer on Bainbridge Island. The City is currently using WFC’s updated stream data.

Figure 6. City of Bainbridge Island Watershed Land Cover Statistics

<u>Watershed Name /Code</u>	<u>Watershed Area (Acres)</u>	<u>Watershed Size Ranking</u>	<u>Breakdown of Total Watershed Landcover (% of Total Area)</u>								
			<u>Forest</u>	<u>Wetlands</u>	<u>Natural</u>	<u>Grass & Turf</u>	<u>Bare Ground</u>	<u>% Total Impervious Area</u>	<u>Developed</u>	<u>Surface Water</u>	<u>Other</u>
<u>Agate Passage / AGPS</u>	<u>599.96</u>	<u>12</u>	<u>79.52</u>	<u>2.75</u>	<u>82.28</u>	<u>4.25</u>	<u>3.08</u>	<u>9.17</u>	<u>16.51</u>	<u>0.17</u>	<u>1.04</u>
<u>Blakely Harbor / BLKH</u>	<u>1,369.73</u>	<u>7</u>	<u>87.04</u>	<u>1.08</u>	<u>88.13</u>	<u>2.25</u>	<u>3.62</u>	<u>5.75</u>	<u>11.62</u>	<u>0.22</u>	<u>0.04</u>
<u>Eagledale / EGD</u>	<u>1,094.12</u>	<u>9</u>	<u>65.10</u>	<u>2.95</u>	<u>68.04</u>	<u>8.83</u>	<u>4.36</u>	<u>18.45</u>	<u>31.63</u>	<u>0.33</u>	<u>0.00</u>
<u>Fletcher Bay / FLBY</u>	<u>2,114.01</u>	<u>3</u>	<u>75.83</u>	<u>1.09</u>	<u>76.92</u>	<u>8.60</u>	<u>6.04</u>	<u>7.89</u>	<u>22.52</u>	<u>0.56</u>	<u>0.00</u>
<u>Gazzam Lake / GZLK</u>	<u>886.45</u>	<u>10</u>	<u>83.96</u>	<u>0.79</u>	<u>84.74</u>	<u>3.96</u>	<u>1.86</u>	<u>7.82</u>	<u>13.64</u>	<u>1.62</u>	<u>0.00</u>
<u>Manzanita Bay / MZBY</u>	<u>2,296.34</u>	<u>1</u>	<u>72.25</u>	<u>1.92</u>	<u>74.18</u>	<u>9.76</u>	<u>6.76</u>	<u>8.85</u>	<u>25.37</u>	<u>0.46</u>	<u>0.00</u>
<u>Murden Cove / MDCV</u>	<u>2,046.36</u>	<u>4</u>	<u>73.65</u>	<u>2.34</u>	<u>75.99</u>	<u>7.65</u>	<u>6.46</u>	<u>9.48</u>	<u>23.58</u>	<u>0.43</u>	<u>0.00</u>
<u>North Eagle Harbor / NEGH</u>	<u>2,184.91</u>	<u>2</u>	<u>50.64</u>	<u>2.46</u>	<u>53.11</u>	<u>8.30</u>	<u>10.57</u>	<u>26.95</u>	<u>45.82</u>	<u>0.44</u>	<u>0.63</u>
<u>Pleasant Beach / PLBH</u>	<u>1,437.63</u>	<u>5</u>	<u>70.66</u>	<u>3.00</u>	<u>73.66</u>	<u>6.01</u>	<u>6.64</u>	<u>13.56</u>	<u>26.21</u>	<u>0.13</u>	<u>0.00</u>
<u>Port Madison / PTMD</u>	<u>1,388.31</u>	<u>6</u>	<u>81.85</u>	<u>1.18</u>	<u>83.03</u>	<u>6.26</u>	<u>3.75</u>	<u>6.36</u>	<u>16.37</u>	<u>0.30</u>	<u>0.31</u>
<u>South Beach / SHBH</u>	<u>711.89</u>	<u>11</u>	<u>76.59</u>	<u>1.20</u>	<u>77.79</u>	<u>4.16</u>	<u>10.88</u>	<u>6.54</u>	<u>21.58</u>	<u>0.63</u>	<u>0.00</u>
<u>Sunrise / SNRS</u>	<u>1,342.24</u>	<u>8</u>	<u>79.08</u>	<u>1.92</u>	<u>81.00</u>	<u>4.49</u>	<u>6.41</u>	<u>7.97</u>	<u>18.87</u>	<u>0.13</u>	<u>0.00</u>
<u>TOTAL ACREAGE</u>	<u>17,471.95</u>	<u>-</u>	<u>12,760.44</u>	<u>333.49</u>	<u>13,093.92</u>	<u>1,194.76</u>	<u>1,089.27</u>	<u>1,994.28</u>	<u>4,278.31</u>	<u>74.84</u>	<u>24.88</u>

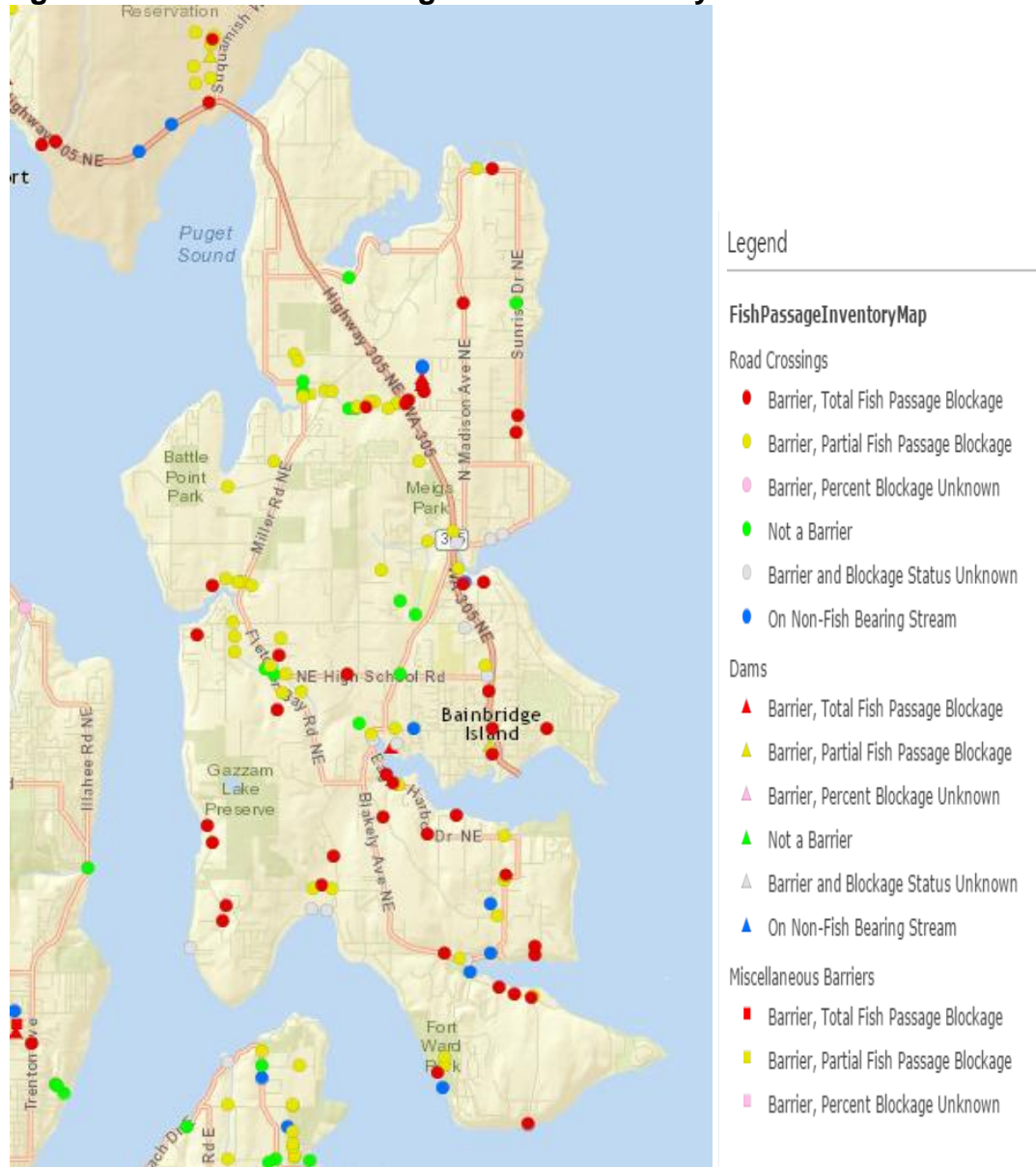
Notes:

** Statistical sources include: Battelle GIS database, CoBI GIS data, and CoBI Level II Assessment (Kato & Warren, 2000)

(Water Quality and Flow Monitoring Program – Final Monitoring Plan, COBI, 2008)

In 2014 the Washington Department of Fish and Wildlife (WDFW) completed fish passage assessments on Bainbridge Island *streams*. As part of this assessment, WDFW identified 43 total passage barriers (40 road crossings and 3 dams) and 45 partial passage barriers (43 road crossings, 1 dam, and 1 miscellaneous) (see Figure 7).

Figure 7. WDFW Fish Passage Barrier Inventory



(<http://wdfw.maps.arcgis.com/home/webmap/viewer.html>)



CITY OF
BAINBRIDGE ISLAND

Housing Needs Assessment

April 2016

City of Bainbridge Island

Housing Needs Assessment

Prepared by

Jared Eyer, Management Intern

December 2014

Revised December 2015, April 2016 (Table 33)

Special Acknowledgement to the Following Contributors

Kim Dunscombe, Senior Fiscal Analyst, City of Bainbridge Island

Phedra Elliott, Associate Director, Housing Resources Board

Kelly Jahraus, Records Management Coordinator, City of Bainbridge Island

Jennifer Sutton, AICP, Senior Planner, City of Bainbridge Island

April 2016

Table of Contents

Introduction	p. 7
Goals and Requirements	p. 7
<u>Growth Management Act</u>	<u>p. 7</u>
RCW	p. 7
WAC	p. 8
<u>Kitsap County</u>	<u>p. 9</u>
Kitsap Regional Coordinating Council – County-wide Planning Policies	p. 9
<u>City of Bainbridge Island</u>	<u>p. 11</u>
Current Comprehensive Plan	p. 11
Housing Supply Inventory	p. 12
<u>Total Housing Units and Growth</u>	<u>p. 12</u>
Table 1 – Housing Unit by Type	p. 12
Chart A – Total Housing Unit by Type	p. 13
<u>New and Demolished Housing Units by Structural Type</u>	<u>p. 13</u>
Table 2 – Residential Building Permit Summaries from 2002 – 2012	p. 14
<u>Housing Tenure</u>	<u>p. 14</u>
Table 3 – Housing Units by Tenure	p. 15
Chart B – Housing Units by Tenure	p. 16
<u>Housing Cost: Multifamily Residents</u>	<u>p. 16</u>
Table 4 – Market Rate Multifamily Rental Units	p. 17

Table 5 – Market Rate Independent Senior and Assisted Living Rental Units	p. 18
Table 6 – Rent Assisted Multifamily Rental Units	p. 19
Table 7 – Summary of Multifamily Units and Average Rents	p. 20
Table 8 – Summary of Multifamily Rents from 2002 and 2014	p. 21
<u>Housing Cost: Single Family Residents</u>	<u>p. 22</u>
Table 9 – Average Single-Family Home Sales and Prices	p. 22
Chart C – Average Single-Family Home Sales Prices	p. 23
Table 10 – Average Single-Family Home Sales Price Comparison	p. 24
Table 11 – Average Single-Family Home Sales Prices for 2014 (Jan 1 – Oct 28)	p. 25
Table 12 – Bainbridge Average Single-Family Home Sales Prices: Current Market Vs. New Builds	p. 26
Chart D – Bainbridge Average Single-Family Home Sales Prices: Current Market Vs. New Builds	p. 26
<u>Rent Assisted Housing</u>	<u>p. 27</u>
Table 13 – Duration of Commitment on Rent Assisted Multifamily Projects	p. 27
Table 14 – Demand from Waitlists for Existing Rent Assisted Multifamily Units	p. 29
Table 15 – Single-Family Rental Units	p. 30
<u>Housing Condition</u>	<u>p. 30</u>
Table 16 – Housing Condition – Year Structure was Built	p. 31
<u>Vacancy Rates</u>	<u>p. 31</u>
Table 17 – 2010 Housing Occupancy	p. 31
<u>Special Housing: Group Homes and Senior Housing</u>	<u>p. 32</u>
Table 18: A – Special Housing: Nursing/Assisted Living/Convalescent Homes	p. 32
Table 18: B – Special Housing: College Dormitory/Fraternity/Sorority	p. 32
Table 19 – Senior Housing Inventory	p. 33

Demographic Information	p. 33
<u>Total Population and Growth</u>	<u>p. 33</u>
Chart E – Population Growth	p. 34
<u>Total Households and Household Size</u>	<u>p. 34</u>
Table 20 – Population, Total Households, and Household Size	p. 35
Chart F – Total Households and Household Size	p. 35
<u>Household Composition (Type)</u>	<u>p. 36</u>
Table 21 – Household Composition (Type)	p. 36
<u>Race Representation</u>	<u>p. 37</u>
Table 22 – Racial Representation	p. 38
Chart G – Racial Representation of Bainbridge Island in 2010	p. 39
<u>Age Distribution</u>	<u>p. 39</u>
Table 23 – Age Distribution	p. 40
Chart H – Population by Age (Bar Chart)	p. 41
Chart I – Population by Age (Trend Graph)	p. 42
<u>Educational Attainment</u>	<u>p. 43</u>
Chart J – Education Attainment	p. 43
<u>Household Income</u>	<u>p. 43</u>
Table 24 – Bainbridge Island & Kitsap County Income Figures	p. 44
<u>Wage and Employment Data</u>	<u>p. 44</u>
Table 25 – Employment Status	p. 45
Table 26 – Poverty Status	p. 45
Charts K – Occupations of Bainbridge Island Residents in 2000	p. 46
Charts L – Occupations of Bainbridge Island Residents in 2010	p. 47

Chart M – Median Income in 2010 verses Median Wages in 2013	p. 48
<u>Immigration and Migration</u>	<u>p. 49</u>
Table 27 – Year Householder Moved into Unit	p. 49
Determining Existing and Future Housing Needs	p. 49
<u>Methods to Assess Housing Needs</u>	<u>p. 50</u>
Cost Burden Analysis	p. 50
Table 29: A – Cost Burden Analysis: Household Income in 2012	p. 51
Table 29: B – Cost Burden Analysis: Monthly Housing Costs in 2012	p. 52
Table 29: C – Cost Burden Analysis: Monthly Housing Costs as a Percentage of Household Income in 2012	p. 53
Affordability by Income Level Analysis	p. 53
Table 30 – Area Median Income Categories	p. 54
Table 31 – Number of Housing Units per Price Range	p. 55
Table 32 – Affordable Rents by Bedroom Size	p. 56
Workforce Housing	p. 56
Table 33 – Workforce Housing Affordability	p. 58
Jobs/Housing Balance	p. 61
Housing + Transportation Costs Index	p. 61
Special Needs Housing	p. 62
 Appendix	 p. 63
WAC	p. 63
Kitsap Regional Coordinating Council	p. 66

Introduction

The purpose of this Housing Needs Assessment is to present the City of Bainbridge Island's current housing goals and policies, along with the City's current housing supply inventory and demographics, and provide some analysis based on these statistics to determine the current and future housing needs on the Island. Development of the Housing Needs Assessment also fulfills Goal 8 of the Housing Element of the City's Comprehensive Plan, which speaks to the importance of staying abreast of the status of housing, in order to assess the effectiveness of the City's housing policies.

The City is currently engaged in the state-mandated update of its Comprehensive Plan, which is scheduled for completion in 2016. The housing data included in this Housing Needs Assessment will inform the review of and revisions to the current Housing Element contained in the Comprehensive Plan.

The previous Housing Needs Assessment was prepared for the City by Karen Monson of Space-Solutions pllc in September of 2003, in anticipation of the 2004 Comprehensive Plan update. The report provided a baseline for the state of housing on Bainbridge Island and what the City should be aware of as it prepared for future population growth. It specifically discussed the growth strategy in the Comprehensive Plan and Winslow Master Plan of accommodating 50% of projected growth in the downtown Winslow area. The report noted that while the Comprehensive Plan establishes this goal, as of 2003 only one-third of new growth had been directed to this area.

This Housing Needs Assessment picks up the question of housing needs on Bainbridge Island where the last report left off. The structure of this assessment is slightly different from the previous report as direction was taken from the Puget Sound Regional Council's recommendations for how a City should approach the assessment.

Goals and Requirements

Growth Management Act

Revised Code of Washington (RCW)

The Growth Management Act requires that all cities' Comprehensive Plans "include a plan, scheme, or design for" a Housing Element.¹ The purpose of the Housing Element is to ensure the "vitality and character of established residential neighborhoods." Jurisdictions will accomplish this by:

- a) Including an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth;

¹ RCW 36.70a.070 – Comprehensive plans – Mandatory elements.

<http://app.leg.wa.gov/rcw/default.aspx?cite=36.70a&full=true#36.70A.070>; 23 OCT 2014

- b) including a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences;
- c) identifying sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- d) making adequate provisions for existing and projected needs of all economic segments of the community.

The following GMA planning goal guides the development of the City's Housing Element and associated regulations.

- Housing: Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.²

Washington Administrative Code (WAC)

Furthermore, the WAC recommends the following to meet the requirements of a Housing Element.³

The Housing Element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the Housing Element:

- 1) Housing goals and policies.
- 2) Housing inventory
- 3) Housing needs analysis
- 4) Housing targets or capacity
- 5) Affordable housing – RCW [36.70A.070](http://app.leg.wa.gov/rcw/default.aspx?cite=36.70A.070) requires counties and cities, in their Housing Element, to make adequate provisions for existing and projected needs for all economic segments of the community.
- 6) Implementation plan

A detailed list of descriptions and definitions related to the components are included in the appendix.

² RCW 36.70a.020 – Planning Goals – <http://app.leg.wa.gov/rcw/default.aspx?cite=36.70a.020>; 23 OCT 2014

³ WAC 365-196-410 – Housing Element – <http://app.leg.wa.gov/wac/default.aspx?cite=365-196-410>; 23 OCT 2014

Kitsap County

Kitsap Regional Coordinating Council – Countywide Planning Policies for Kitsap⁴

As required by the Growth Management Act, Kitsap County adopted County-Wide Planning Policies (CPPs) in 1992 that are intended to establish a countywide framework from which the County and cities' comprehensive plans are developed and adopted. The Kitsap Regional Coordinating Council is required to periodically update the Planning Policies through a multi-jurisdictional collaboration that includes Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, the Suquamish and Port Gamble S'kallam Tribes, the Navy, and other agencies. The last update was completed in 2013

Element I. *Housing* of the CPPs provide housing policy guidance on:

- **Jobs-Housing Balance**
- **Best Practices in Housing**
- **Affordable Housing**

as well as specific housing policies that describe a coordinated County-wide effort to address housing needs. (See excerpt below.)

1. Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:
 - d. The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.
 - e. The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:
 - i. protection of the public health and safety remains the primary purpose for housing standards.
 - ii. regulations are streamlined and flexible to minimize additional costs to housing.
2. Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.
3. Recognizing the percentage share of the existing and forecasted countywide population and

⁴ Kitsap County Ordinance 509-2013 - Adopted Kitsap Countywide Planning Policies; 25 NOV 2013;
<http://www.kitsapregionalcouncil.org/library/D%20-%20Countywide%20Policies/CPP%20As%20Adopted%2011%2025%2013.pdf>; 23 OCT 2014

housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.

4. Provision of affordable housing for households below 120% countywide median income should include:

- a. Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.
 - i. Designated Centers should include such housing options.
 - ii. Rural self-help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.
- b. Local comprehensive plan policies and development regulations that encourage and do not exclude such housing.
- c. Housing strategies that include:
 - i. preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
 - ii. provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;
 - iii. housing design and siting compatible with surrounding neighborhoods;
 - iv. mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
 - v. innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as

appropriate.

- d. Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.
 - e. Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.
5. The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.

City of Bainbridge Island

Comprehensive Plan

The City adopted its original Comprehensive Plan in 1994. As required by the GMA, a comprehensive review and update of the Plan was conducted in 2004. In addition, the Plan has also been amended several times in the last twenty years as part of the City's regularly scheduled limited amendment process. The City is currently engaged in another GMA-mandated review and update of its Comprehensive Plan, which is scheduled for completion in 2016.

The current Housing Element incorporates the GMA definition of "affordable housing" and includes goals and policies to:

- Promote and maintain a variety of housing choices to meet the needs of island residents at all economic segments;
- Maintain the stock of existing affordable and rent-assisted housing;
- Increase the supply of affordable multi-family housing;
- Promote and facilitate the provision of diverse affordable housing stock in all geographic areas of the community;
- Promote and facilitate the provision of rental and for-purchase housing that is affordable to households with a variety of income levels;
- Facilitate the siting and development of housing opportunities for special needs populations;
- Utilize the City's bonding capacity to support the creation of affordable housing; and
- Provide a periodic update on the status of housing and the implementation of the Housing Element.

Housing Supply Inventory

The Housing Element should begin with an inventory of the existing housing resources in a community. This information will create a baseline for understanding the current condition of housing on Bainbridge Island and inform how decision makers and the community could proceed with the update of the Housing Element, policies, and programs.

Total Housing Units and Growth

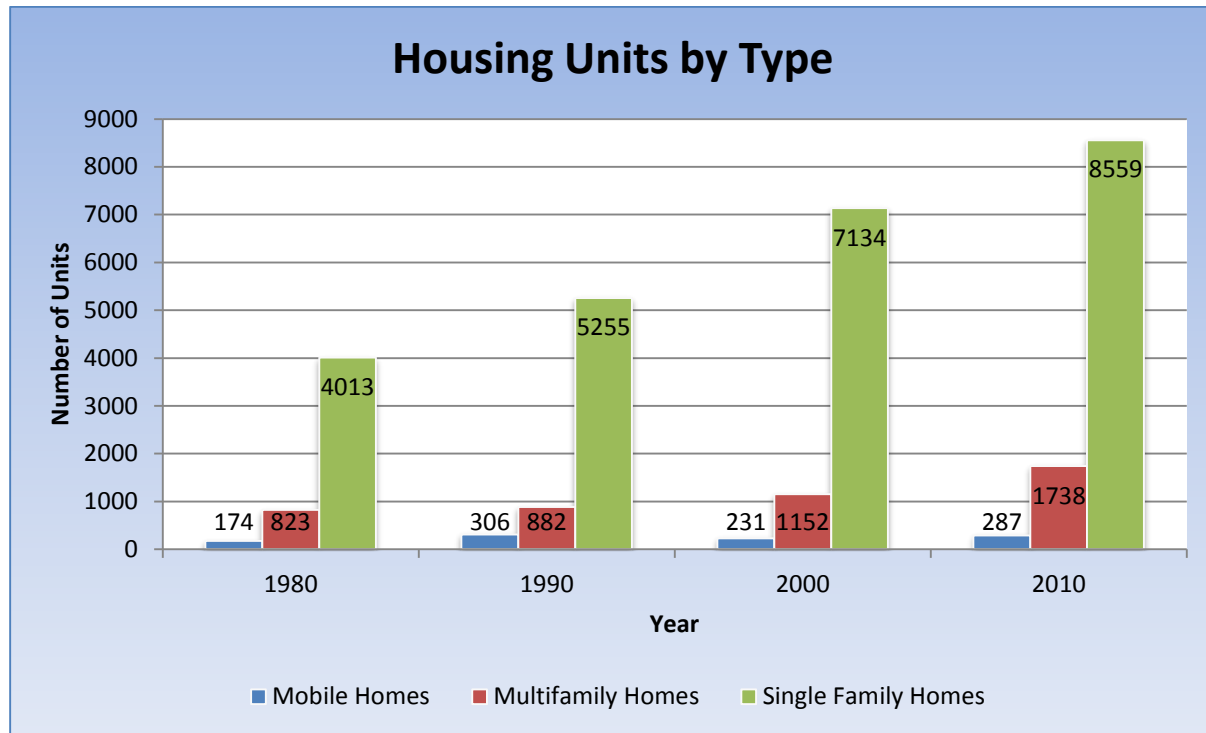
As of 2010 the total housing units on Bainbridge Island reached 10,584, which met the growth requirements set by the Office of Financial Management in the last Comprehensive Plan update. The largest gain in housing unit type in the last thirty years was single-family homes, which saw an overall increase of 113.3%. Multifamily housing kept pace with single-family housing at a total of 111.2%. Mobile homes did increase by 24% between 2000 and 2010, which compensated for the loss of 75 units during the previous decade. (Please see Table 1) Even though every type of housing unit had increases during the last decade, single-family housing makes up 81% of all housing units on Bainbridge Island, far surpassing the number of multifamily and mobile home units. (Please see Chart A)

Table 1 – Housing Units by Type

	Single Family Homes	Percent	Multifamily Homes	Percent	Mobile Homes	Percent	Total
1980	4013	80.1%	823	16.4%	174	3.5%	5010
1990	5255	81.6%	882	13.7%	306	4.7%	6443
Change 1980 - 1990	1242		59		132		1433
Percent Change	30.9%		7.2%		75.9%		28.6%
2000	7134	83.8%	1152	13.5%	231	2.7%	8517
Change 1990 - 2000	1879		270		-75		2074
Percent Change	35.8%		30.6%		-24.5%		32.2%
2010	8559	80.9%	1738	16.4%	287	2.7%	10584
Change 2000 - 2010	1425		586		56		2067
Percent Change	20.0%		50.9%		24.2%		24.3%
Change 1980 - 2010	4546		915		113		5574
Percent Change	113.3%		111.2%		64.9%		111.3%

Source: Decennial United State Census (1980 – 2010)

Chart A – Total Housing Units by Type



Source: Decennial United State Census (1980 – 2010)

New and Demolished Housing Units by Structural Type

Table 2 shows the detailed summaries of new and demolished residential building permits by type on Bainbridge Island from 2002 to 2012. Except for 2005, which saw a net increase of 409 multifamily permits, the number of single-family permits was significantly higher every year. It is also important to note that the Puget Sound Regional Council includes accessory dwellings in their multifamily one and two unit counts. This inflates the number of net multifamily permitted units, which means the difference is even greater between single-family and multifamily permits.

Table 2 – Residential Building Permit Summaries from 2002 – 2012

Year	New Units Total New units permitted	Lost Units Total units lost through demolition	Net Units Lost units subtracted from new units	SF Net Single-Family units	MF Total Net Multifamily units, in any structure	MF1-2 Net Accessory Dwelling & Duplex Units	MF3-4 Net 3- and 4-family units	MF5-9 Net units in 5- to 9-family structure	MF10-19 Net units in 10- to 19-family structure	MF20-49 Net units in 20- to 49-family structure	MF50+ Net units in a 50+ family structure	MH Net Mobile & Modular home units
2012	65	-24	41	32	12	2	0	0	10	0	0	-3
2011	59	-25	34	32	5	5	0	0	0	0	0	-3
2010	34	-10	24	21	5	5	0	0	0	0	0	-2
2009	42	-24	18	14	4	4	0	0	0	0	0	0
2008	70	-18	52	33	23	8	15	0	0	0	0	-4
2007	100	-17	83	67	16	16	0	0	0	0	0	0
2006	120	-15	105	94	9	6	3	0	0	0	0	2
2005	611	-14	597	187	409	2	4	20	23	360	0	1
2004	216	-1	215	127	87	16	3	8	0	0	60	1
2003	223	-5	218	152	63	46	17	0	0	0	0	3
2002	196	-4	192	129	59	13	8	22	16	0	0	4

Source: PSRC Residential Building Permit Summaries (2002 – 2012)

Housing Tenure

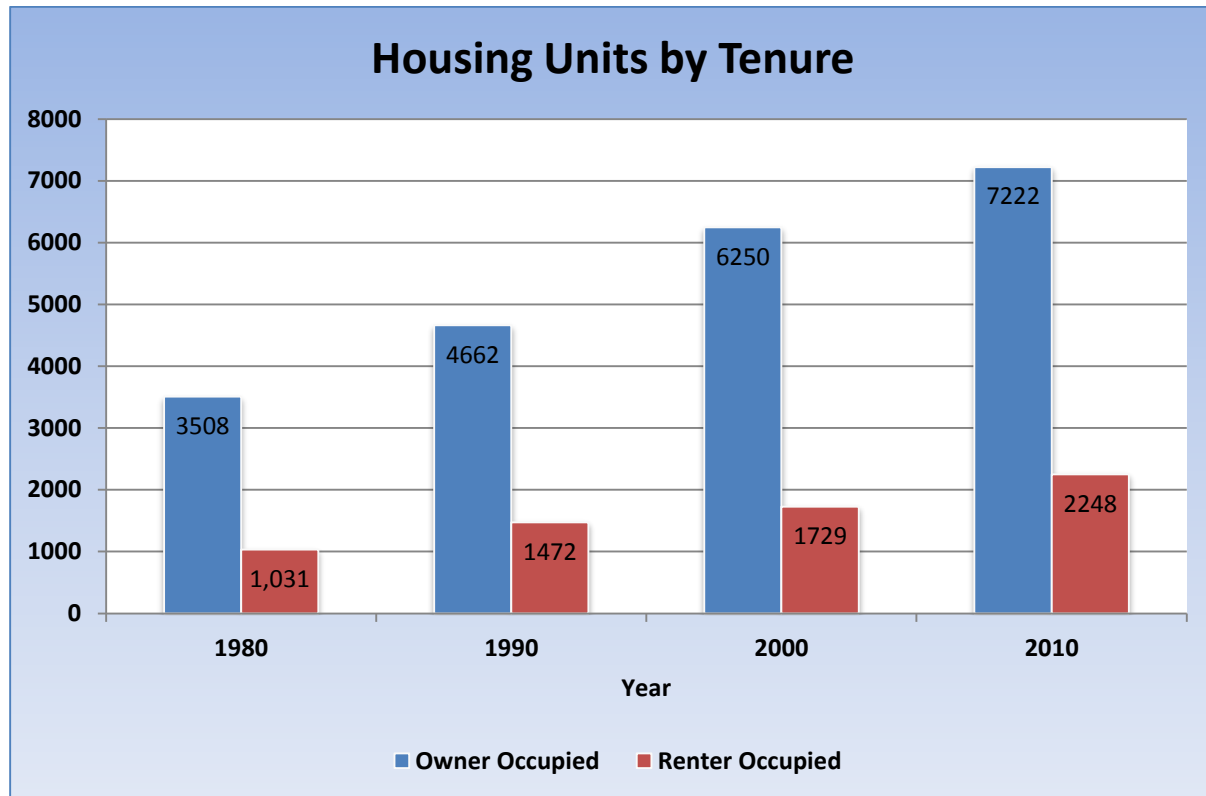
Table 3 tracks the changes in owner and renter-occupied housing units between 1980 and 2010. The ratio of owner-occupied to renter-occupied housing units has remained fairly consistent from 1980 to 2010, with owner-occupied units accounting for just over three-quarters of all housing units in each of these census decades. Owner-occupied units increased slightly from 1990 to 2000, but in 2010, decreased back to the same level as 1990. Chart B provides a graphic comparison of the number of renter-occupied to owner-occupied units for each census decennial from 1980 to 2010.

Table 3 – Housing Units by Tenure

	Owner Occupied Unit	Percent	Renter Occupied Unit	Percent	Total Occupied Housing Units	Change in total units	Percent Change
1980	3508	77.3%	1,031	22.7%	4539		
1990	4662	76.0%	1472	24%	6134	1595	35.1%
2000	6250	78.3%	1729	21.7%	7979	1845	30.1%
Change 1990 - 2000	1588		257		1845	250	
Percent change	34.1%		17.5%		30.1%		
2010	7222	76.3%	2248	23.7%	9470	1491	18.7%
Change 2000 - 2010	972		519		1491	-354	
Percent change	15.6%		30.0%		18.7%	-19.2%	
Change 1990 - 2010	2560		776		3336	-104	
Percent change	54.9%		52.7%		54.4%	-6.5%	

Source: Decennial United State Census (1980 – 2010)

Chart B – Housing Units by Tenure



Source: Decennial United State Census (1980 – 2010)

Housing Cost: Multifamily Rentals

Multifamily rentals are defined by the U.S. Department of Housing and Urban Development as a building or project with five or more units. On October 27, 2014 and October 28, 2014, City staff conducted a phone survey. All multifamily rental units were polled for their number of units, types of units, and rental costs. Rentals in a duplex, triplex, four-plex, and condominiums were not included in the survey. However, the rental townhomes of Camelia on Bainbridge are included because they are part of a project that is managed by one owner. Based on the survey information, each of the following multifamily rental apartment tables were divided into Market Rate Units (Table 4), Market Rate Senior Units (Table 5), and Rent Assisted Units (Table 6).

Table 4 – Market Rate Multifamily Rental Units

	Total Units	Type	Studio	Rent per Month	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Number Vacant	Vacancy Rate
Eagle's Nest Apts	40	*I&F			25	\$850	15	\$950			2	1%
Island Homestead Apts	75	*I&F					75	\$1,300 - \$1,550			0	0%
Lynwood Commons LLC	30	*I&F	8	\$825	10	\$950	12	\$1300 - \$1450			0	0%
Quay Bainbridge	72	*I&F			38	\$ 895	25	\$ 1,000	9	\$1,200	0	0%
Camelia on Bainbridge	71	*I&F	4	\$1175 - \$1190	13	\$1,105 - \$1,290	36	\$1,310 - \$1,450	18	\$1625 - 1675	0	0%
The Residences at Pleasant Beach	12	*I&F			4	\$1730 - \$2250	3	\$3050 - \$3200	5	\$2570 - \$3550	0	0%
The Cooper - Grow Community	20	*I&F			4	\$975	16	\$1800 - \$1975			0	0%

*I&F – Individuals and Families

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

Assisted Living Units were by far the most expensive multifamily rentals on Bainbridge Island. Table 5 shows that an independent senior living two bedroom apartment is around the median price for two bedroom apartments. An assisted living two bedroom apartment is three times the price in rent. However, assisted living rental prices cannot be directly compared to the market-rate multifamily rental prices as they provide meals and 24-hour staff with a range of services to the residents. The assisted living apartments were not included in the multifamily summaries other than the following table.

Table 5 - Market Rate Independent Senior and Assisted Living Rental Units

	Total Units	Type	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Number Vacant	Vacancy Rate
Winslow Manor Apts	39	Independent Senior (adult living - no children)			39	\$1325 - \$1475			3	1%
Madison Ave Retirement Center	53	Assisted Living	50	\$2500 - \$4100	3	\$3950 - \$5800			3	5%
Wyatt House	42	Assisted Living	39	\$2900 - \$4200	3	\$4500 - \$5000			4	9%
Madrona House	81	Assisted Living	79	\$4000-\$4500	2	\$5,000			28	36%

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

Bainbridge Island contains some rent assisted multifamily units. These units are managed by two private rental management companies, an independent non-profit called the Housing Resources Bainbridge (HRB), and a public housing authority called Housing Kitsap. Since the 1980s, both HRB and Housing Kitsap have made it their mission to provide and facilitate affordable housing on Bainbridge Island and Kitsap County respectively.

Table 6 – Rent Assisted Multifamily Units

	Owner	Total Units	Type	Studios	Rent per Month	One BR	Rent per month	Two BR	Rent per month	Three BR	Rent per month	Vacant
Island Home	HRB	10	*I&F					4	\$951	6	\$1,244	0
Village Home	HRB	11	*I&F			11	\$725					0
Western View Terrace	HRB	8	*I&F					8	\$851			0
Janet West	HRB	9	*I&F			8	\$832	1	\$832			0
Island Terrace	Winslow Terrace LLC	48	*I&F			12	\$697	36	\$818			0
Lynnwood Commons	Lynnwood Commons LLC	4	*I&F	1	\$500	3	two for \$500 and one for \$700					0
Rhododendron	Housing Kitsap	50	*I&F			38	\$745	12	\$820			0
550 Madison	Housing Kitsap	14	*I&F			11	\$631	3	\$820			0
Finch Place Apt	Housing Kitsap	29	Senior/ Disabled			29	\$630					0
Virginia Villa	Blue Heron Park Apts LP	40	Senior/ Disabled			36	\$635	4	\$885			0
Winslow Arms	Winslow Arms Associates LLP	60	Senior/ Disabled	1	30% of income	12	30% of income	47	30% of income			0

*I&F – Individuals and Families

Source: Housing Resources Broad provided Rent Assisted data Oct 29, 2014

Currently, Bainbridge Island has a total number of multifamily rental inventory of 642 units. There are eight market-rate, multifamily rental projects with 359 units, comprising 56% of the multifamily apartment inventory. Since 2003, the number of projects has been reduced by four, due to condominium conversions and a demolition, but the amount of units has increased by 42 from new builds. The Park View Apartments, Sea Breeze Apartments, and Victoria Lane were all converted into condominiums. The eleven rent-assisted projects add 283 units, comprising 44% of the multifamily rental inventory. Both the number of rent assisted projects and the number of units have increased since 2003 by three and 26 respectively. The breakdown of rental units and their monthly average rent for each unit type is shown in the following table. One and two-bedroom units make up 92% of the market. Studios and three-bedroom apartment units continue to be in very short supply. A summary of multifamily units and average rentals are included in Table 7.

Table 7 – Summary of Multifamily Units & Average Rents

Multifamily Projects	Total Units	Percent of Total Units	Studio	Average Monthly Rent	One BR	Average Monthly Rent	Two BR	Average Monthly Rent	Three BR	Average Monthly Rent
Market Rate Units	320	50%	12	\$ 944	94	\$ 980	182	\$ 1,380	32	\$ 1,744
Senior Market Rate Units (Non-assisted Living)	39	6%	0	\$ -	0	\$ -	39	\$ 1,400	0	\$ -
Total Market Rate Units	359	56%	12		94		221		32	
Rent Assisted Units	154	24%	1	\$ 500	83	\$ 722	64	\$ 831	6	\$ 1,244
Senior Rent Assisted Units*	129	20%	1	*	77	\$ 633	51	\$ 885	0	\$ -
Total Rent Assisted Units	283	44%	2		160		115		6	
Total all units	642	100%	14		254		336		38	
Percent of total units	100%		2.18%		39.6%		52.3%		5.92%	

* Winslow Arms was excluded from the Average Monthly Rent calculation as their rent is based on 30% of tenants' income. They are still included in the Total Rent Assisted and Total Units.

Table 8 shows significant increases in the average market rate rental prices over the last ten years. The vast majority of apartments, being one and two bedroom, show an average increase in rent of around \$270.00 for a one bedroom and \$473.00 for a two bedroom. Rent-assisted units also show significant increases over the last ten years, but all units showed a smaller percentage increase than market rate. In addition, a qualified individual or family can rent a two bedroom rent-assisted apartment for \$150.00 less per month than a market rate one bedroom apartment.

Table 8 – Summary of Multifamily Rents 2002 and 2014

	Unit Type	FY 2002	FY 2014	Change 2002 - 2014	Percent change
Market Rate	Studios	\$ 850	\$ 944	\$ 94	11.1%
	1 BR	\$ 713	\$ 981	\$ 268	37.6%
	2 BR	\$ 911	\$ 1,384	\$ 473	51.9%
	3 BR	\$ 1,042	\$ 1,744	\$ 702	67.4%
Rent Assisted	Studios	\$ 528	*	*	*
	1 BR	\$ 563	\$ 685	\$ 122	21.7%
	2 BR	\$ 575	\$ 834	\$ 259	45.1%
	3 BR	\$ 916	\$ 1,244	\$ 328	35.8%

Source: 2003 City of Bainbridge Island Housing Needs Assessment and Phone Survey Conducted 10/27/2014 – 10/28/2014

The net gain in multifamily rental apartments was relatively low. Based on the survey results, the net gain was 68 units, bringing the total to 642. This was due to a combination of new construction, demolition, and some apartments being converted into condominiums. Over the last ten years, there was a 12% increase in rental apartment units on Bainbridge Island. However, rental apartments (market rate and rent assisted) make up less than 7% of the total housing units. Additionally, rent assisted apartments make up 3% of the total housing units in the City. These numbers show that the vast majority of new construction of multifamily housing units was condominiums in the last ten years.

According to previous survey data and the most recent survey conducted on October 27 and 28, 2014, the vacancy rate in established projects was 1% or less. Property managers consistently attested to the low vacancy rates and high demand they have for apartments. These vacancy rates are well below 5%, the percentage generally assumed to indicate a healthy rental market with a balance in supply and demand. This means that the demand for apartments has continually exceeded the supply on Bainbridge Island.

Housing Cost: Single-Family Residences

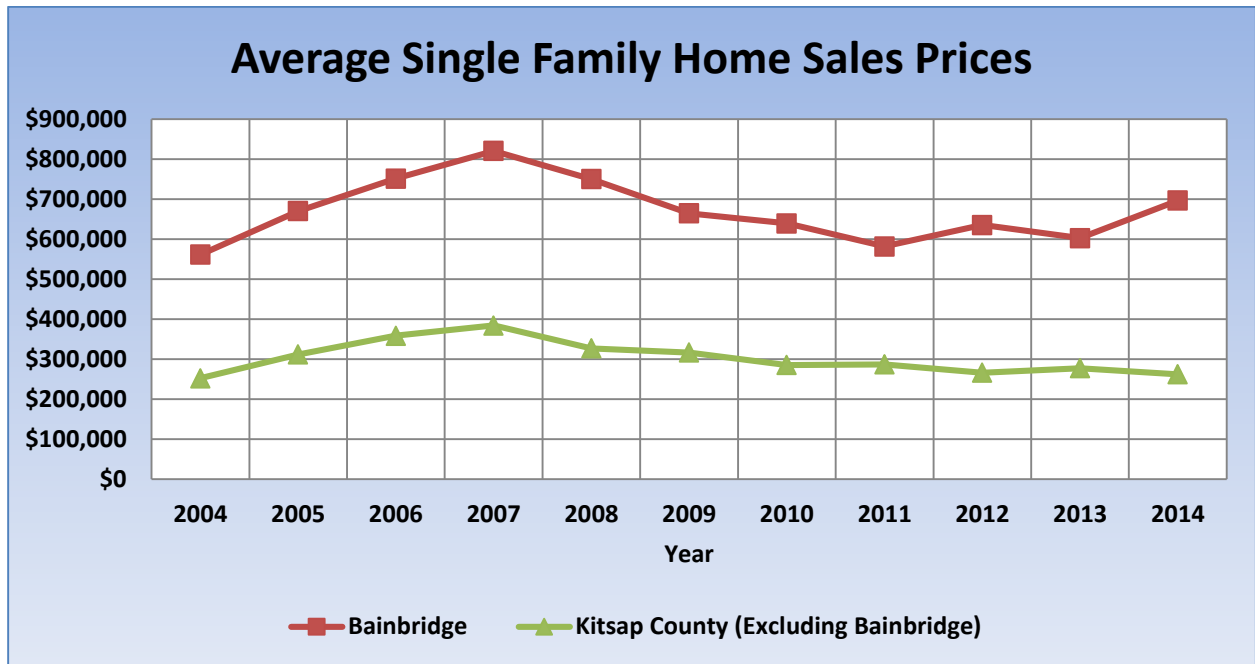
The average single family home sale prices on Bainbridge Island and in the rest of Kitsap County show the same signs of being affected by the national housing bubble and subsequent Great Recession that the rest of the United States experienced during the last decade. Table 9 and Chart C show the average single-family home sale price growing annually to its peak in 2007 of \$820,569.00 in Bainbridge Island and \$384,119.27 in the rest of Kitsap County. After the bubble burst in 2008, housing prices declined until they were able to stabilize between 2011 and 2012 at average price levels seen in 2004. The number of houses sold also reflects the challenges the housing market and the economy endured, with more sales before and after the recession.

Table 9 – Average Single-Family Home Sales and Prices

Bainbridge			Rest of Kitsap County		
Year	Number Sold	Price	Year	Number Sold	Price
2004	469	\$ 561,462.00	2004	2652	\$ 252,513.20
2005	442	\$ 670,004.00	2005	2710	\$ 311,742.00
2006	350	\$ 751,346.00	2006	2418	\$ 358,785.09
2007	333	\$ 820,569.00	2007	1957	\$ 384,119.27
2008	187	\$ 749,862.00	2008	1529	\$ 327,075.27
2009	215	\$ 664,545.00	2009	1615	\$ 316,873.27
2010	256	\$ 639,169.00	2010	1389	\$ 285,491.00
2011	258	\$ 581,855.00	2011	1324	\$ 286,934.73
2012	386	\$ 635,394.00	2012	1540	\$ 266,436.45
2013	415	\$ 602,500.00	2013	1942	\$ 277,468.00
2014 (as of Oct 28)	327	\$ 696,519.80	2014 (as of Oct 28)	2617	\$ 262,381.15

Source: Northwest Multiple Listing Service

Chart C – Average Single-Family Home Sales Prices



Source: Northwest Multiple Listing Service

The following table shows the average price difference between Bainbridge single-family home sales prices and the rest of Kitsap County single-family home sales prices. Since 2004, Bainbridge Island has maintained a price difference of at least \$300,000.00 or higher compared to the rest of homes sold in Kitsap County. This means that homes on Bainbridge Island are consistently worth twice as much as comparable homes throughout the rest of the County. It is interesting to note that after the economic recovery, home sale prices for Bainbridge Island are growing at a faster rate than the rest of Kitsap County, which is holding steady just under an average of \$300,000.

Table 10 – Average Single Family Home Sales Price Comparison

	Bainbridge	Kitsap	Price Difference	Bainbridge Price "premium"	Change in Bainbridge Price	Percent Change	Change in Kitsap Price	Percent Change
2004	\$ 561,462	\$ 252,513	\$ 308,948	222.3%				
2005	\$ 670,004	\$ 311,742	\$ 358,262	214.9%	\$ 108,542	19.3%	\$ 59,228	23.5%
2006	\$ 751,346	\$ 358,785	\$ 392,560	209.4%	\$ 81,342	12.1%	\$ 47,043	15.1%
2007	\$ 820,569	\$ 384,119	\$ 436,449	213.6%	\$ 69,223	9.2%	\$ 25,334	7.1%
2008	\$ 749,862	\$ 327,075	\$ 422,786	229.3%	\$ (70,707)	-8.6%	\$ (57,044)	-14.9%
2009	\$ 664,545	\$ 316,873	\$ 347,671	209.7%	\$ (85,317)	-11.4%	\$ (10,202)	-3.1%
2010	\$ 639,169	\$ 285,491	\$ 353,678	223.9%	\$ (25,376)	-3.8%	\$ (31,382)	-9.9%
2011	\$ 581,855	\$ 286,934	\$ 294,920	202.8%	\$ (57,314)	-9.0%	\$ 1,443	0.5%
2012	\$ 635,394	\$ 266,436	\$ 368,957	238.5%	\$ 53,539	9.2%	\$ (20,498)	-7.1%
2013	\$ 602,500	\$ 277,468	\$ 325,032	217.1%	\$ (32,894)	-5.2%	\$ 11,031	4.1%
2014 (as of Oct 28)	\$ 696,519				\$ 94,019	15.6%		

Source: Northwest Multiple Listing Service

The following table compares single-family home sale prices on Bainbridge Island to other cities and census tract areas in the County as of October 2014. Even with multi-million dollar home sales in other parts of the County, Bainbridge Island has the highest average price of single-family home sales.

Table 11 – Single-Family Home Sales Prices for 2014 (January 1 – October 28)

City	Average Sell Price	Range	Maximum	Minimum
Bainbridge	\$ 696,519.80	327	\$ 3,300,000.00	\$ 180,000.00
Kitsap County (Excluding Bainbridge)	\$ 262,381.15	2617*	\$ 3,490,004.00	\$ 23,000.00
Bremerton	\$ 207,272.70	920	\$ 1,100,000.00	\$ 32,175.00
Hansville	\$ 335,354.08	49	\$ 995,000.00	\$ 137,000.00
Indianola	\$ 416,608.33	12	\$ 875,000.00	\$ 284,900.00
Kingston	\$ 311,569.72	124	\$ 1,225,000.00	\$ 34,000.00
Olalla	\$ 289,974.67	45	\$ 765,000.00	\$ 75,000.00
Port Orchard	\$ 253,289.46	753	\$ 2,649,000.00	\$ 23,000.00
Poulsbo	\$ 354,369.95	414	\$ 3,490,004.00	\$ 24,000.00
Seabeck	\$ 308,326.30	57	\$ 848,000.00	\$ 68,000.00
Silverdale	\$ 288,022.74	199	\$ 648,000.00	\$ 99,900.00
Suquamish	\$ 222,763.16	37	\$ 795,000.00	\$ 43,000.00

*This will not tie with the rest of the Cities and county areas below as Keyport, Manchester, and Southworth did not have enough purchases to provide significant statistics. These seven purchases were included in Countywide Average Sell Price.

Source: Northwest Multiple Listing Service

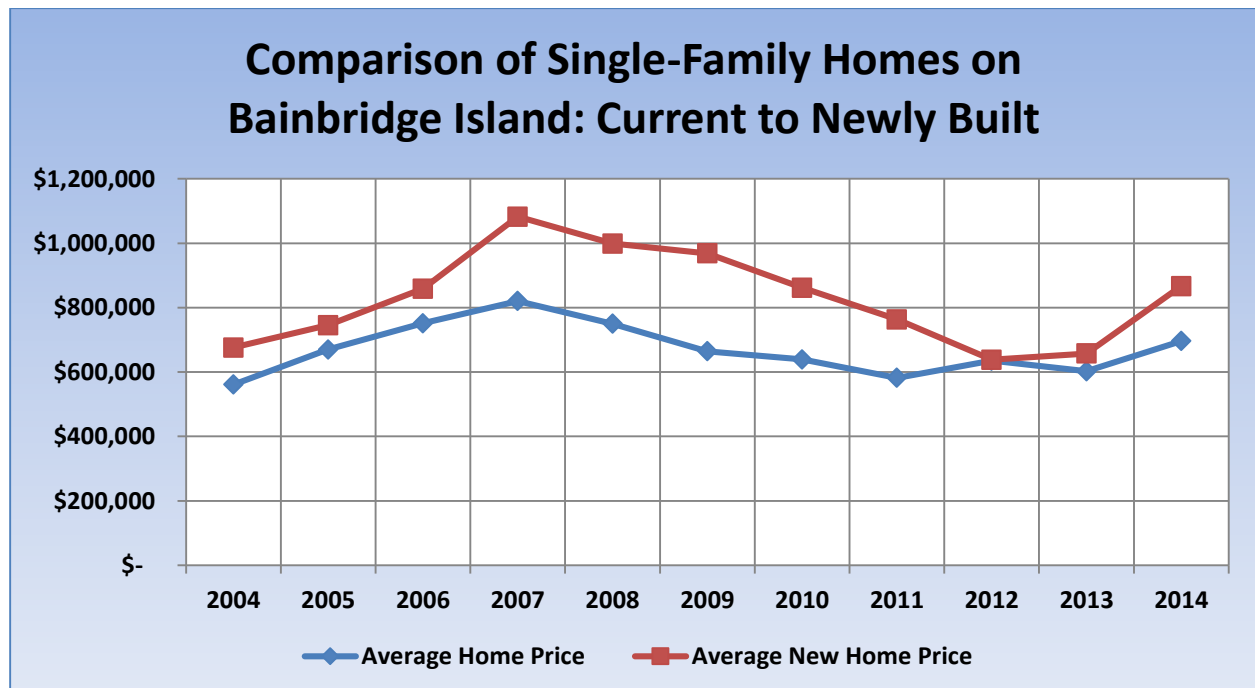
The average new home price on Bainbridge Island followed the same trends as the rest of the U.S. housing market. It continued to increase through 2007 and then decline until 2012. “New” is defined as newly built, either on a new plot of land or after a demolition, with no occupants until after its first sale. Average new single-family home prices sales have consistently stayed above average single-family home prices for the last decade on Bainbridge Island. However, the average sales price of existing homes nearly caught up to the average sales price of a new homes built in 2012. This can be seen in Table 12 and Chart D.

Table 12 – Bainbridge Average Single-Family Home Sales Price: Current Market Vs. New Build

Average Home Price		Average New Home Price	
Year	Price	Year	Price
2004	\$ 561,462	2004	\$ 676,063
2005	\$ 670,004	2005	\$ 745,435
2006	\$ 751,346	2006	\$ 858,720
2007	\$ 820,569	2007	\$ 1,082,562
2008	\$ 749,862	2008	\$ 998,841
2009	\$ 664,545	2009	\$ 968,848
2010	\$ 639,169	2010	\$ 861,939
2011	\$ 581,855	2011	\$ 763,669
2012	\$ 635,394	2012	\$ 638,474
2013	\$ 602,500	2013	\$ 657,640
2014	\$ 696,520	2014	\$ 866,876

Source: Northwest Multiple Listing Service

Chart D - Bainbridge Average Single-Family Home Sales Price: Current Market Vs. New Build



Source: Northwest Multiple Listing Service

Rent Assisted Housing

Bainbridge Island has eleven rent assisted projects that received funds in whole or in part from Federal, State, and/or local agencies. In exchange for favorable financing terms, the property owner commits to providing the housing to a targeted population for a specific term. Commitments can run from 20 to 50 years depending upon the funding source. Federal funding sources include the U.S Department of Housing and Urban Development and the U.S. Department of Agriculture (USDA). Local jurisdictions have priority purchase rights for the USDA projects through the Housing Preservation Section of the Federal Housing Act of 1990 before they are offered on the open market. The USDA projects must provide a one-year notice of intent to pre-pay the loan with notices being sent to the City and to Housing Kitsap. Table 13 shows the date each project's current commitment expires.

Table 13 – Duration of Commitment on Rent Assisted Multifamily Projects

	Owner	Total Units	Type	Number of ADA units	Number of units with subsidy	Required Period of Affordability	subsidy type
Island Home	HRB	10	*I&F		0	12/1/2031	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements
Village Home	HRB	11	*I&F	1	0	8/9/2048	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements
Western View Terrace	HRB	8	*I&F		0		no subsidy - rent, lower than market, HRB rents to those at 80% or below
Janet West	HRB	9	*I&F		0	1/1/2053	HOME funds used to construct units, no ongoing rental subsidy, rent rates below market based on HOME requirements

	Owner	Total Units	Type	Number of ADA units	Number of units with subsidy	Required Period of Affordability	subsidy type
Island Terrace	Winslow Terrace LLC	48	*I&F	4	19		USDA - Rural Development
Lynnwood Commons	Lynnwood Commons LLC	34	*I&F		4		Follows King County Affordable Housing Incentive Program
Rhododendron	Housing Kitsap	50	*I&F		48	1/1/2016; Renewed annually based on tenant needs	USDA - Rural Development
550 Madison	Housing Kitsap	14	*I&F		0		no subsidy - rent lower than market rate
Finch Place Apt	Housing Kitsap	29	Senior/ Disabled		20	Renewed annually based on tenant needs	USDA - Rural Development
Virginia Villa	Blue Heron Park Apts LP	40	Senior/ Disabled		20	Renewed annually based on tenant needs	USDA - Rural Development
Winslow Arms	Winslow Arms Associates LLP	60	Senior/ Disabled		60	Renewed annually based on tenant needs	Project based Section 8

*I&F – Individuals and Families

Source: HRB provided data

The City's local financing source is the Housing Trust Fund. The Trust Fund was established by ordinance in 1999. Funds were distributed to local non-profits to fund affordable housing projects and programs on the Island. Funding was reduced in response to the financial challenges the City faced during the Great Recession, but the Trust was maintained to fund affordable housing programs on the Island. Recently the Council decided to appropriate \$200,000.00 to the Housing Trust Fund as part of the 2015-16 biennial budget for future housing projects.

Table 14 tallies the number of individuals and families desiring affordable housing on Bainbridge Island. HRB, Housing Kitsap, and other owners of rent assisted multifamily units maintain a waiting list for individuals and families who contact them for affordable rental housing. The current totals of combined waiting lists contain 149 households (individuals and families).

Table 14 – Demand from Waitlists for Existing Rent Assisted Multifamily Units

HRB Projects	Individuals	Households
Total	24	14
Currently Live on BI	10	4
Currently Work on BI	5	5
Disabled	3	3
Female Head of Household	13	13
Other Housing Assisted Projects		
Finch Place Apt		30
Rhododendron		31
550 Madison		6
Virginia Villa		Unknown
Winslow Arms		36
Island Terrace		8
Total of All Projects	24	125

Source: HRB provided data

In addition to the multifamily units mentioned above, HRB also offers three single-family rental housing units on Bainbridge Island to qualifying individuals and families. They are listed in Table 15.

Table 15 – Single-Family Rental Units

Property	Owner	Total Units	Type	Studio	Rent per Month	Three BR	Rent per Month	Vacant	Number of units with subsidy	Subsidy Type
Forest Home (single family home)	HRB	1	*I&F			1	\$1,199	0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below
Dore Cabin (single family home)	HRB	1	*I&F	1	\$725			0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below
Sadie Woodman (single family home)	HRB	1	*I&F			1	\$1,199	0	0	No subsidy - rent, lower than market, HRB rents to those at 80% or below

*I&F – Individuals and Families

Source: HRB provided data

Housing Condition

It is difficult to determine the condition of the housing stock of Bainbridge Island as a whole. No surveys have been done to gauge this on a consistent basis. The Kitsap County Assessor's database assesses the value of homes in Kitsap County every six years on a cyclical basis. The database includes a category to assess the condition of a home, but this field is not maintained in a consistent manner. The following Table shows the percentage of houses built during a specific census decennial. As of 2010, 40% of the Island's housing stock was built before 1980. A trend of concern regarding housing condition is the combination of a larger portion of older residents and the increasing cost of housing. An increased percentage of income needed for housing leaves a reduced portion of that income for repairs.

Table 16 – Housing Condition – Year Structure was Built

YEAR STRUCTURE BUILT	2000		2010	
	Number	Percent	Estimate	Percent
Total housing units			10,402	10,402
Built 2010 or later			23	0.20%
Built 2000 to 2009			2,255	21.70%
Built 1990 to 1999	2453	28.8%	2,218	21.30%
Built 1980 to 1989	1463	17.2%	1,759	16.90%
Built 1970 to 1979	1767	20.7%	1,818	17.50%
Built 1960 to 1969	850	10.0%	864	8.30%
Built 1940 to 1959	880	10.3%	744	7.20%
Built 1939 or earlier	1104	13.0%	721	6.90%

Source: American Community Survey (2008-2012)

Vacancy Rates

Vacancy rates for multifamily rental units and housing unit occupancy have been reviewed in earlier sections of this report. The following table reviews occupancy and vacancy rates as of 2010. Based on the survey and the recent recovery of the economy and the housing market, it is fair to assume that occupancies have increased and vacancies have decreased.

Table 17 – 2010 Housing Occupancy

	Bainbridge		Kitsap	
Total housing units	10,584	100%	107,367	100%
Occupied housing units	9,470	89.5%	97,220	90.5%
Vacant housing units	1,114	10.5%	10,147	9.5%
For rent	154	1.5%	2,897	2.7%
Rented, not occupied	27	0.3%	171	0.2%
For sale only	181	1.7%	1,521	1.4%
Sold, not occupied	50	0.5%	336	0.3%
For seasonal, recreational, or occasional use	514	4.9%	2,781	2.6%
All other vacancies	188	1.8%	2,441	2.3%
Homeowner vacancy rate (percent) [8]	2.4	(X)	2.2	(X)
Rental vacancy rate (percent) [9]	6.3	(X)	8.6	(X)

Source: American Community Survey (2008-2012)

Special Housing: Group Homes and Senior Housing

Bainbridge Island has a handful of group homes. The stock of group homes includes nursing homes, assisted living facilities, and a dormitory. The following tables outline the population and vacancy rates, when applicable, of each group home.

Table 18A – Special Housing: Nursing/Assisted Living/Convalescent Homes

Facility Name	Type	2013 Population	2014 Population	Vacancy Rate
Island Health and Rehabilitation	Nursing Home	49	57	N/A
Messenger House Care Center	Nursing Home	75	77	N/A
Madison Ave Retirement Center	Assisted Living	50	50	5%
Wyatt House	Assisted Living	43	38	9%
Madrona House Assisted Living	Assisted Living, number of units have specific focus for residents with dementia and Alzheimer's	0	52	36%
Subtotal		217	274	

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014 and COBI's most recent submission of the annual Housing Unit and Population Estimate Report for the Office of Financial Management

Table 18B – College Dormitory, Fraternity, or Sorority

Facility Name	Type	2013 Population	2014 Population
Island Wood	College Dormitory	20	22
Subtotal		20	22

Source: COBI's most recent submission of the annual 'Housing Unit and Population Estimate Report' for the Office of Financial Management

The following graphic tracks the entire senior group/multifamily unit housing on Bainbridge Island as of 2013. Bainbridge currently has a senior housing stock of 344 units. Multifamily senior housing represents around 3% of housing units of the current stock.

Table 19 – Senior Housing Stock

	Type	Units
Madison Ave Retirement Center	Assisted Living	53
Wyatt House	Assisted Living	42
Madrona House Assisted Living	Assisted Living, number of units have specific focus for residents with dementia and Alzheimer's	81
Winslow Manor Apts	Independent Senior Living	39
Finch Place Apartments	Senior/Disabled	29
Virginia Villa	Senior/Disabled	40
Winslow Arms	Senior/Disabled	60
Total Senior Housing		344

Source: Phone Survey Conducted 10/27/2014 – 10/28/2014

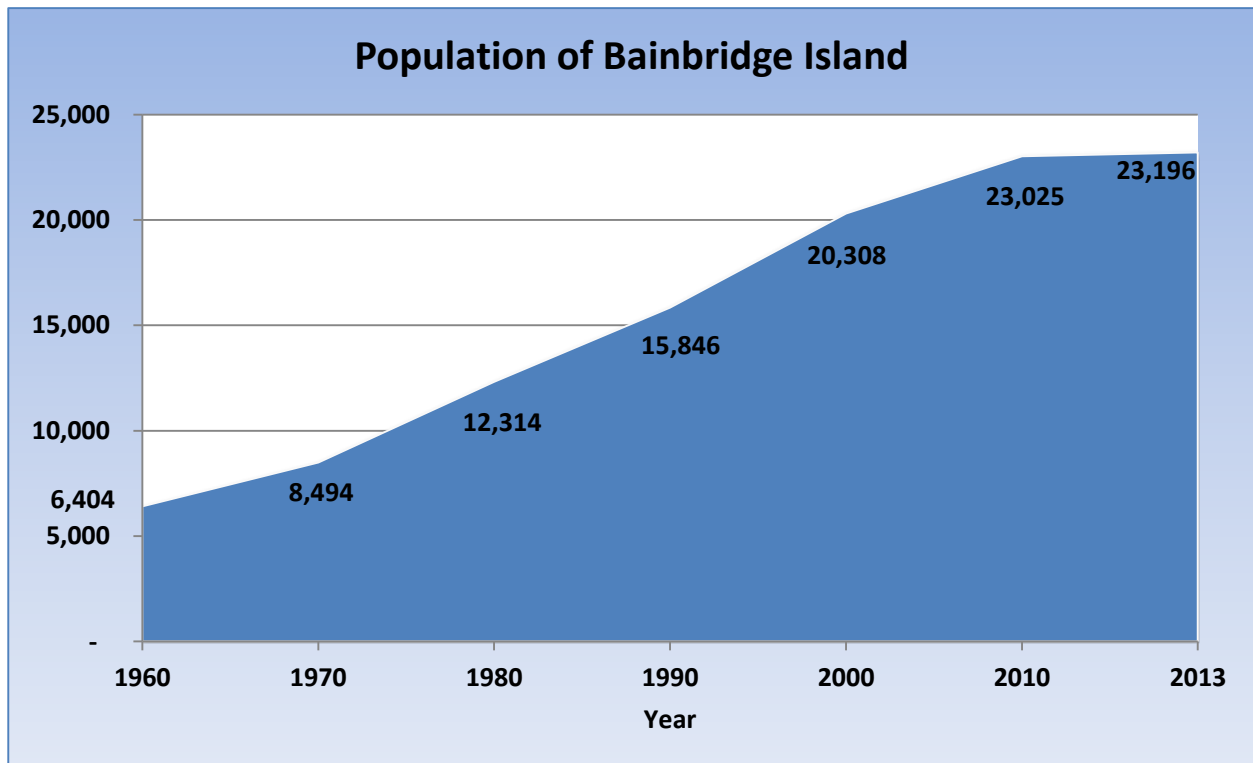
Demographic Profile

The following section provides demographic information about Bainbridge Island over multiple planning periods. The purpose of this information is to provide a cumulative profile of the City's characteristics and to show demographic trends over time. This community profile includes population, race and ethnicity, household size, household type, age, educational attainment, persons in group quarters, household income, wage and employment data, and immigration and migration trends. These characteristics and trends will inform goals and policies during the Comprehensive Plan update process and beyond.

Total Population and Growth

As depicted in Chart E and Table 20, Bainbridge Island saw significant population increases between 1960 and 2000, which then slowed to a relaxed but still positive rate. The Island's population grew rapidly between 1960 and 1980 by 77.6%. The following two decades showed a consistent rate of growth around 28.5% per decade. Between 2000 and 2010, the 3% annual population growth of the previous decades slowed to an approximate 13.5% increase in population for the whole decade. Population growth between 2010 and 2013 has slowed even further to below 1% percent growth (0.72%).

Chart E – Total Population and Growth



Source: Decennial United State Census (1960 – 2010); American Community Survey (2008-2012)

Total Households and Household Size

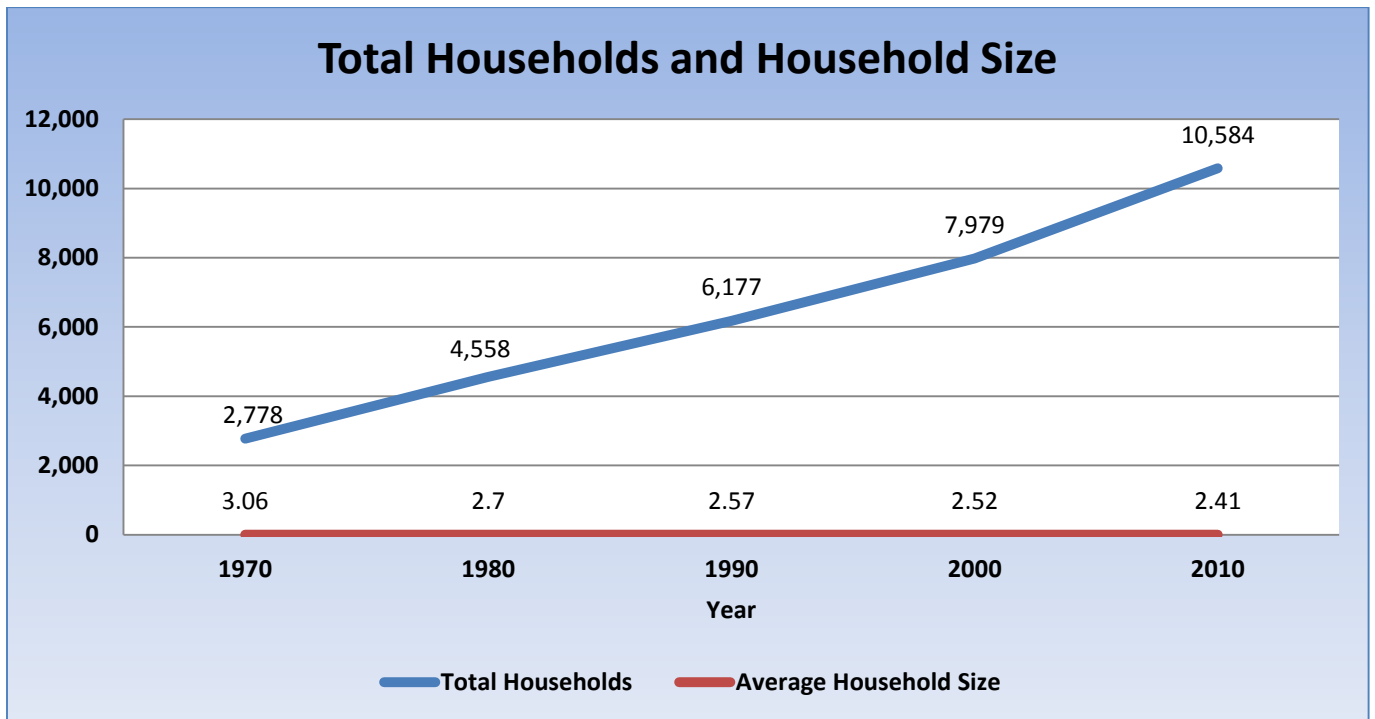
As would be expected, total households increased with population. Table 20 and Chart F show a steady increase in total households on Bainbridge at a rate of around 30% per decade. While the total population and households have increased since 1960, the average household size decreased steadily from 3.06 in 1970 to 2.41 in 2013. Projected household size will likely continue to decrease very slightly based on age demographic movements and current trends. This can be seen in Table 20 and Chart F.

Table 20 – Population, Total Household, and Household Size

Year	1960	1970	1980	1990	2000	2010	2013	Change 1990- 2010	Change 2000 - 2013
Population	6,404	8,494	12,314	15,846	20,308	23,025	23,190		
Change		2,090	3,820	3,532	4,462	2,717	165	7,179	2,882
Percent Change		32.64%	44.97%	28.68%	28.16%	13.38%	0.72%	45.3%	14.2%
Total Households		2,778	4,558	6,177	7,979	10,584			
Change			1,780	1,619	1,802	2,605		4,407	
Percent Change			64.07%	35.52%	29.17%	32.65%		71.3%	
Average Household Size		3.06	2.7	2.57	2.52	2.41			
Change			-0.36	-0.13	-0.05	-0.11		-0.16	
Percent Change			-11.77%	-0.05%	-0.02%	-0.04%		-6.2%	

Source: Decennial United State Census (1960 – 2010); American Community Survey (2008-2012)

Chart F – Total Households and Average Household Size



Source: Decennial United State Census (1970 – 2010)

Household Composition (Type)

The following table (Table 21) shows a breakdown of household types including family and non-family households, whether children under eighteen are present, and single parent households. The number of households on Bainbridge Island doubled between 1980 and 2010. In 1980 the number of married couple households without children under eighteen years of age and those with children under eighteen were the same. Since 1980, the number of households without children under eighteen living at home consistently exceeded those with children. In fact, there was a sharp increase of households without children by 2010. Both male and female headed-households with no spouse have continuously increased since 1980, but it is important to note that there were three times as many female headed households to males. Finally, non-family households, composed of unrelated persons, increased by 160% from 1980 to 2010.

Table 21 – Household Composition (Type)

		Family Households						Non-Family Households
		Married Couples		Male Head – No Spouse		Female Head - No Spouse		(Unrelated Persons)
Children under 18	Total Households	Yes	No	Yes	No	Yes	No	Total
1980	4,558	1,509	1,509	53	49	190	147	1,101
1990	6,134	1,905	2,078	81	45	273	122	1,630
1980 - 1990 change	1,576	396	569	28	-4	83	-25	529
Percent change	34.6%	26.2%	37.7%	52.80%	-8.20%	43.70%	-17.0%	-52.0%
2000	7,979	2,391	2,592	114	75	372	225	2,200
1990 - 2000 change	1,845	486	514	33	30	99	103	570
Percent change	40.50%	32.20%	34.10%	62.30%	61.20%	52.10%	70.10%	-48.20%
2010	9,470	2,343	3,355	146	96	442	229	2,858
2000 - 2010 change	1,491	-48	763	32	21	70	4	658
Percent change	18.7%	-2.0%	29.4%	28.1%	28.0%	18.8%	1.8%	29.9%

		Family Households						Non-Family Households
		Married Couples		Male Head – No Spouse		Female Head - No Spouse		(Unrelated Persons)
Children under 18	Total Households	Yes	No	Yes	No	Yes	No	Total
1980 - 2010 change	4,912	834	1,846	93	47	252	82	1,757
Percent change	107.8%	55.3%	122.3%	175.5%	95.9%	132.6%	55.8%	159.6%

Source: Decennial United State Census (1980 – 2010)

Race Representation

According to the U.S. Census Bureau, the information on race in the 2000 Census and beyond cannot be directly compared to the data in earlier censuses because respondents were and are able to select more than one race category. The question sequence was altered and changes were made to the terminology. The category of “some other race” includes responses to the “two or more races” and all other responses not included in those specified in the first four categories. Persons of Hispanic origin are also included in the other race categories.

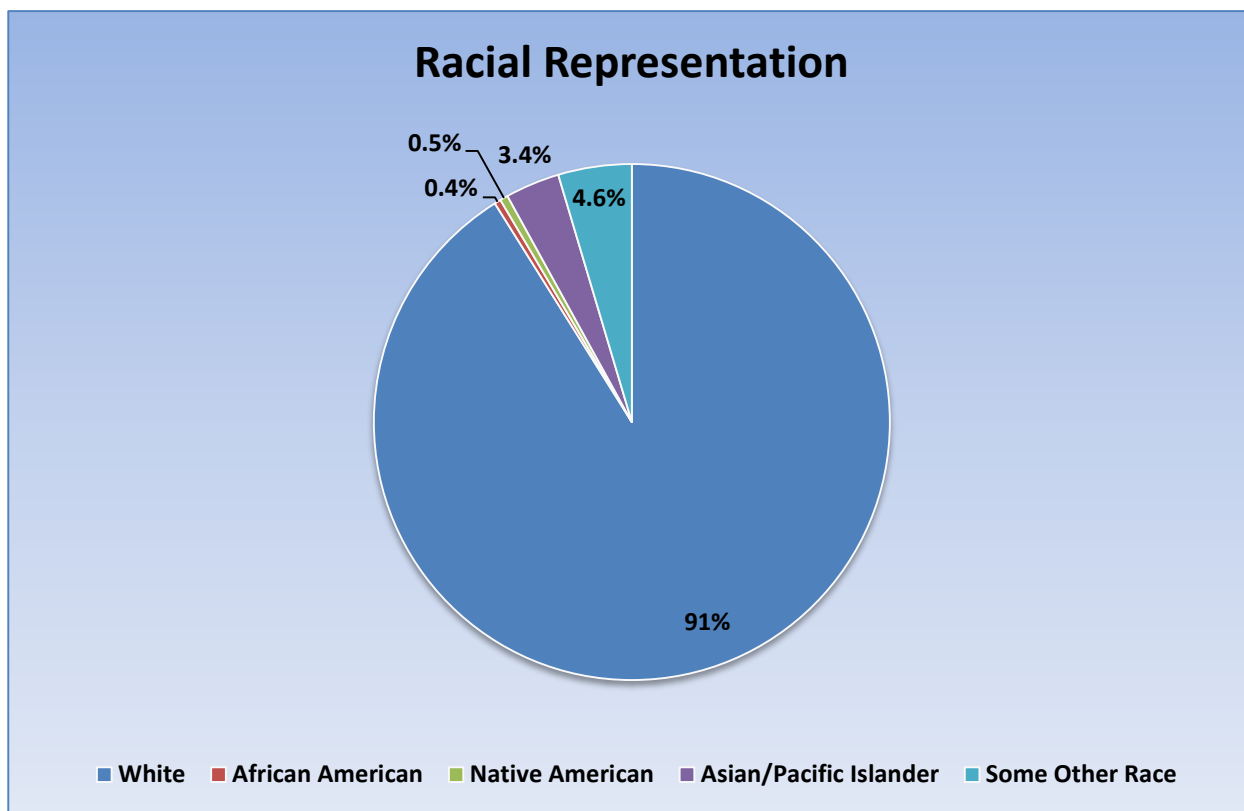
As shown in Table 22, minority racial groups showed some growth in each category between 1980 and 1990. African Americans, Some Other Race, and Hispanic categories showed consistent growth through 2010. The Native American category showed a consistent decline since 1990. The Asian/Pacific Islander category fluctuated slightly, but ultimately showed an increase in the population. As displayed in Table 22, minorities have consistently made up less than 10% of the population of Bainbridge Island since 1980.

Table 22 – Racial Representation

	White	African American	Native American	Asian/Pacific Islander	Some Other Race	Total	Hispanic
1980	11,639	23	70	482	40	12,314	60
Percent of population 1980	95.0%	0.2%	0.6%	3.9%	0.3%	100.0%	0.5%
1990	15,071	43	156	522	54	15,846	237
Percent of population 1990	95.10%	0.30%	1.0%	3.30%	0.30%	100.0%	1.5%
2000	18,863	57	125	509	754	20,308	440
Percent of population 2000	92.9%	0.3%	0.6%	2.5%	3.7%	100.0%	2.2%
2010	20,963	100	111	784	1067	23,025	887
Percent of population 2010	91%	0.4%	0.5%	3.4%	4.6%	100%	3.9%
Change 1980 - 2000	7,224	34	55	27	714	7,994	380
Percent change	62.1%	147.8%	78.8%	5.6%	1785.0%	64.9%	633.3%
Change 2000 - 2010	2,100	43	-14	275	313	2,717	447
Percent change	11.1%	75.4%	-11.2%	54.0%	41.5%	13.4%	101.6%

Source: Decennial United State Census (1980 – 2010)

Chart G – Racial Representation in 2010



Source: Decennial United State Census (2010)

Age Distribution

As can be seen in Table 23 below and Charts H and I that follow, there have been significant changes in age distributions of the Island's population during the thirty-year span from 1980 to 2010. In 1980 Bainbridge Island had a fairly even distribution of age groups. Since that time the population has seen significant increases in the five to seventeen, thirty-five to fifty-nine, and the sixty and over age groups, so much so that these age groups make up 86% of the population. Further analysis of the trend of each age group follows:

- **0 – 4 Age Group:** The population of children ages zero to four declined by 10% between 2000 and 2010. This suggests that fewer births are occurring in Bainbridge Island than in previous decades. This age group represents the smallest in size compared to the rest of the age groups.
- **5 – 17 Age Group:** The population of children ages five to seventeen increased by 45% between 1990 and 2010. In addition, the representation of this age group stayed around 20% of the population.

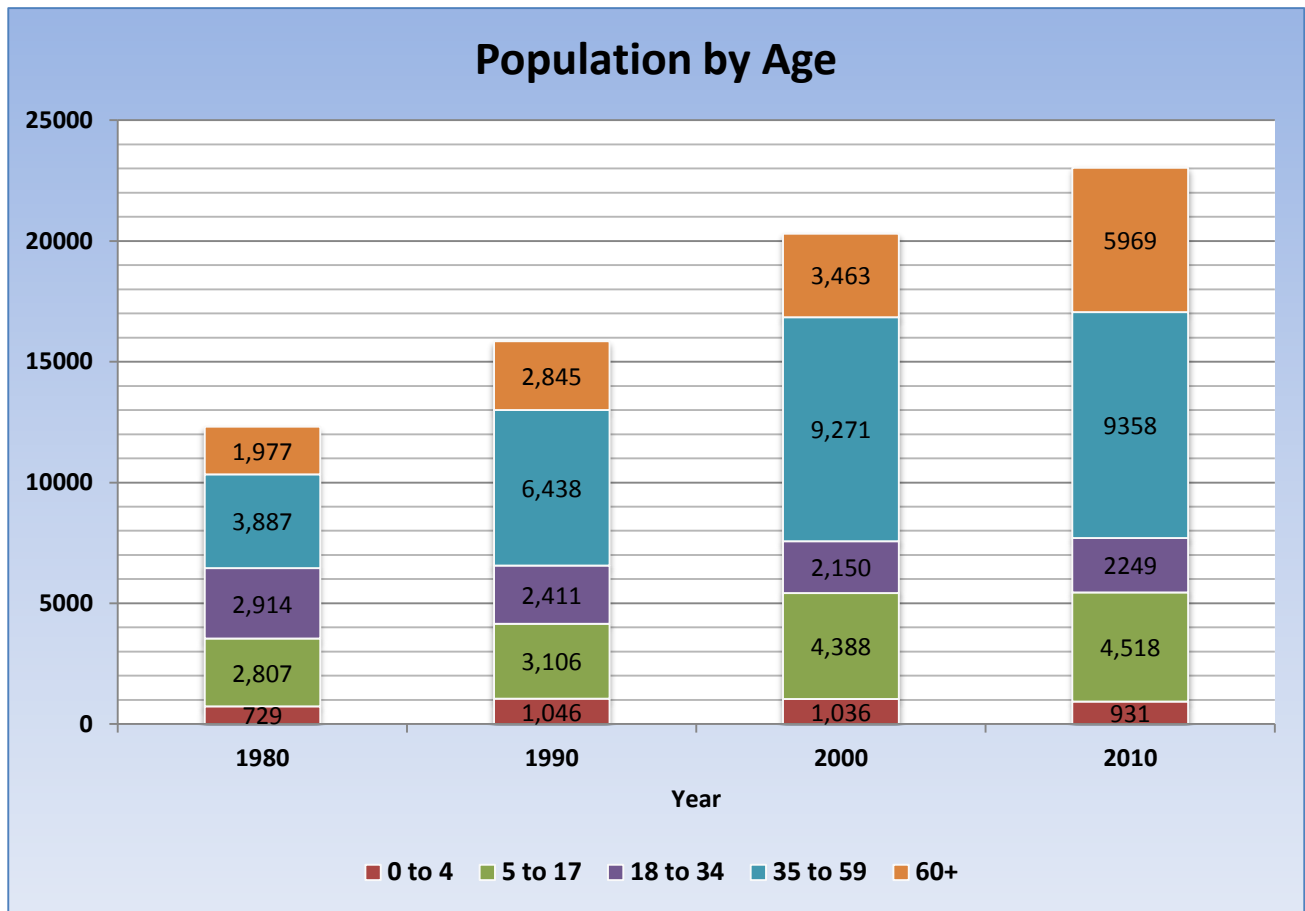
- **18 – 34 Age Group:** The population of adults ages eighteen to thirty-four continuously declined between 1980 and 2000. However, this age group increased by 100 individuals between 2000 and 2010. This age group represents the second smallest in size compared to the rest of the age groups.
- **35 – 59 Age Group:** The population of adults between the ages of thirty-five and fifty-nine has nearly tripled between 1980 and 2010. This age group has consistently represented the largest in size compared to the other age groups.
- **60 and Over Age Group:** The population of adults sixty years and older has increased by 72% between 2000 and 2010. It surpassed the five to seventeen year old age group during this time, making it the second largest age group compared to the other age groups.

Table 23 – Population by Age

Age Group	0 to 4	5 to 17	18 to 34	35 to 59	60+	Total
1980	729	2,807	2,914	3,887	1,977	12,314
Percent of Total	5.90%	22.80%	23.70%	31.60%	16.10%	100%
1990	1,046	3,106	2,411	6,438	2,845	15,846
Percent of Total	6.60%	19.60%	15.20%	40.60%	18.00%	100%
2000	1,036	4,388	2,150	9,271	3,463	20,308
Percent of Total	5.10%	21.60%	10.60%	45.70%	17.10%	100%
2010	931	4,518	2,249	9,358	5,969	23,025
Percent of Total	4.0%	19.6%	9.8%	40.6%	26.0%	100%
Change 1990 - 2010	-115	1,412	-162	2,920	3,124	7,179
Percent Change 1990 - 2010	-11.00%	45.46%	-6.72%	45.36%	109.81%	45.30%
Change 2000 - 2010	-105	130	99	87	2,506	2,717
Percent Change 2000 - 2010	-10.13%	2.96%	4.60%	0.94%	72.37%	13.38%

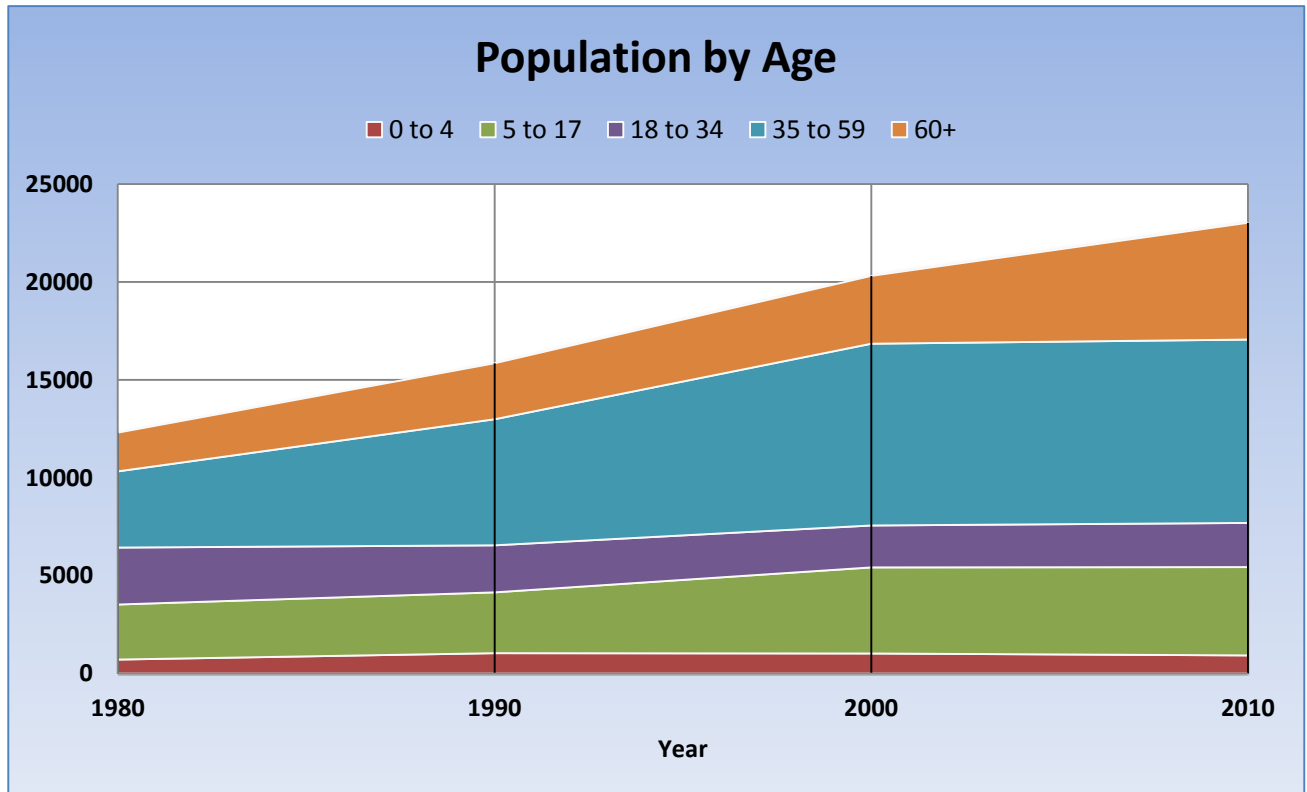
Source: Decennial United State Census (1980 – 2010)

Chart H – Population by Age (Bar Chart)



Source: Decennial United State Census (1980 – 2010)

Chart I – Population by Age (Trend Chart)

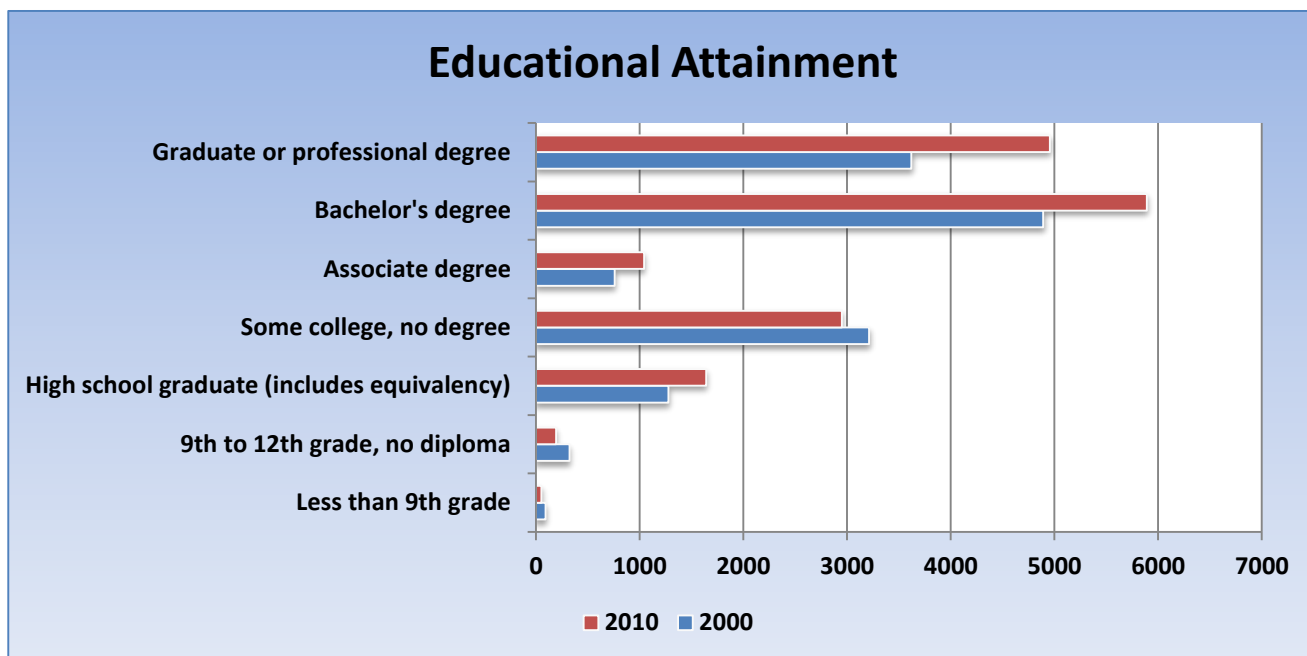


Source: Decennial United State Census (1980 – 2010)

Educational Attainment

Bainbridge Island has a relatively high educational attainment rate. As of 2010, around 98% of the population 25 years old and over had obtained a high school degree or higher and almost 65% of 25 year olds and older obtained a bachelor's degree. In addition, both statistics increased between 2000 and 2010. A detailed breakdown of educational obtainment comparing 2000 to 2010 can be seen below in the Chart J.

Chart J – Educational Attainment



Source: Decennial United State Census (1980 – 2010)

Household Income

The Bainbridge Island Median Household Income, according to the 2010 Census, was \$92,558.00 compared to the Kitsap County Median Household Income of \$61,776.00. Between 2000 and 2010, the Bainbridge Median Income jumped \$22,447 compared to Kitsap's increase of \$14,802. However, the percentage increase in Median Income was consistent between Bainbridge Island and the rest of Kitsap County.

Table 24 – Bainbridge Island & Kitsap County Income Figures

	1990	2000	Percent change 1990 and 2000	2010	Percent change 2000 and 2010	Percent change 1990 and 2010
Median Household Income						
Bainbridge	\$ 42,135.00	\$ 70,110.00	66.40%	\$ 92,558.00	32.0%	119.7%
Kitsap	\$ 32,038.00	\$ 46,840.00	46.20%	\$ 61,776.00	31.9%	92.8%
Median Family Household Income						
Bainbridge	\$ 51,971.00	\$ 83,415.00	60.50%	\$ 120,200.00	44.1%	131.3%
Kitsap	\$ 36,942.00	\$ 53,878.00	45.80%	\$ 73,731.00	36.8%	99.6%
Average Household Income						
Bainbridge	\$ 57,751.00	\$ 93,078.00	61.20%	\$ 130,379.00	40.1%	125.8%
Kitsap	\$ 38,095.00	\$ 58,299.00	53.0%	\$ 77,782.00	33.4%	104.2%
Per Capita Income						
Bainbridge	\$ 22,437.00	\$ 37,482.00	67.10%	\$ 53,589.00	43.0%	138.8%
Kitsap	\$ 14,282.00	\$ 22,317.00	56.30%	\$ 31,287.00	40.2%	119.1%

Source: Decennial United State Census (1990 – 2010)

Wage and Employment Data

Employment Status

Table 25 shows the trends of employment status on Bainbridge Island. The combination of an increase in population of 60 years and older age group, who typically are retired or working less, and the Great Recession are likely factors in the increases in the categories “Population Not in the Labor Force” and “Unemployment.”

Table 25 – Employment Status

	2000		2010	
	Number	Percent	Number	Percent
Population 16 years and over	15,626	100%	18,627	100%
In labor force	10,026	64.2%	11,196	60.1%
Civilian labor force	9,929	63.5%	11,125	59.7%
Employed	9,670	61.9%	10,284	55.2%
Unemployed	259	1.7%	841	4.5%
Armed Forces	97	0.6%	71	0.4%
Not in labor force	5,600	35.8%	7,431	39.9%
Own children under 6 years	1,198	100%	1,147	
All parents in family in labor force	513	42.8%	660	57.5%
Own children 6 to 17 years			3,959	3,959
All parents in family in labor force			2,332	58.9%

Source: Decennial United State Census (2000 – 2010)

Table 26 shows the percentages of families and individuals whose incomes in the last year were below the poverty line in the years 2000 and 2010. Almost every category within the Poverty Status Table was higher in the 2010 census verses the 2000 census, but this seems expected at the height of the recession in 2010.

Table 26 – Poverty Status

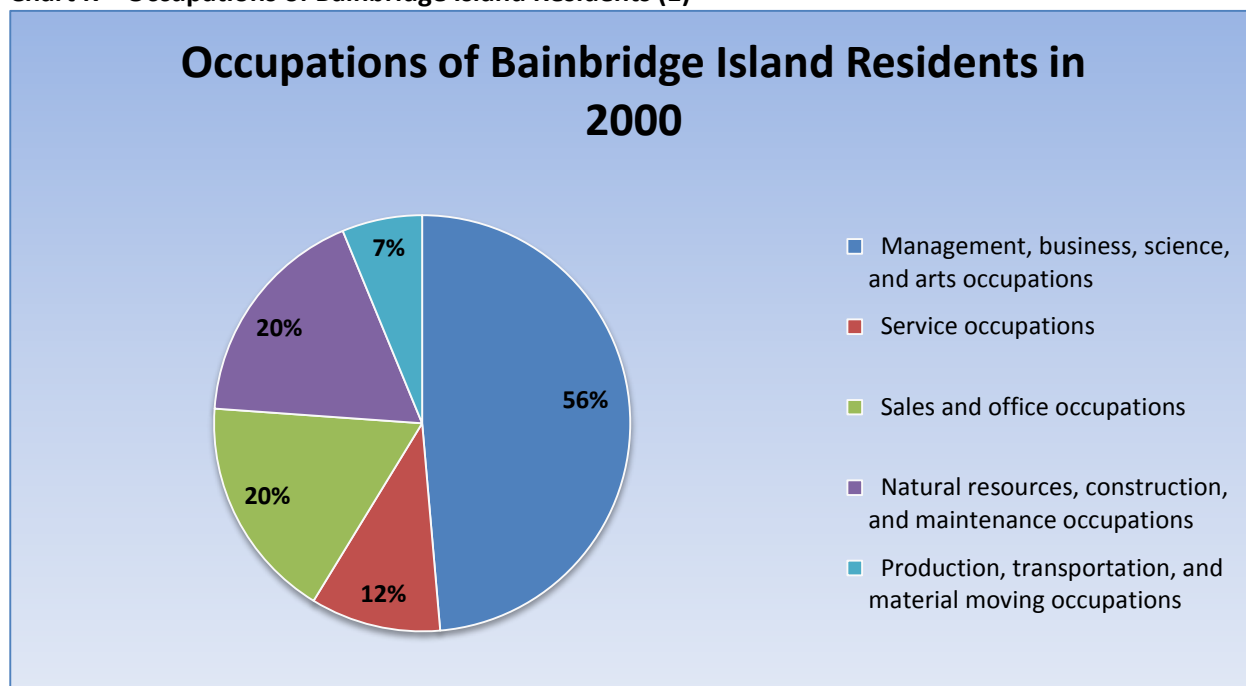
	2000		2010	
	Number	Percent	Number	Percent
All families	171	3%		3.3%
With related children under 18 years	115	3.9%		4.5%
With related children under 5 years only	36	4.1%		10.9%
Married couple families				2.0%
With related children under 18 years				2.6%
With related children under 5 years only				7.5%
Families with female householder, no husband present	72	12.1%		12.9%
With related children under 18 years	55	14%		12.2%
With related children under 5 years only	18	31%		22.9%

	2000		2010	
	Number	Percent	Number	Percent
All people	896	4.4%		5.4%
Under 18 years				5.9%
Related children under 18 years	206	3.8%		5.4%
Related children under 5 years				14.1%
Related children 5 to 17 years	168	3.9%		3.5%
18 years and over	686	4.7%		5.3%
18 to 64 years				6.2%
65 years and over	81	3.3%		2.1%
People in families				3.4%
Unrelated individuals 15 years and over	362	12.8%		16.5%

Source: Decennial United State Census (2000 – 2010)

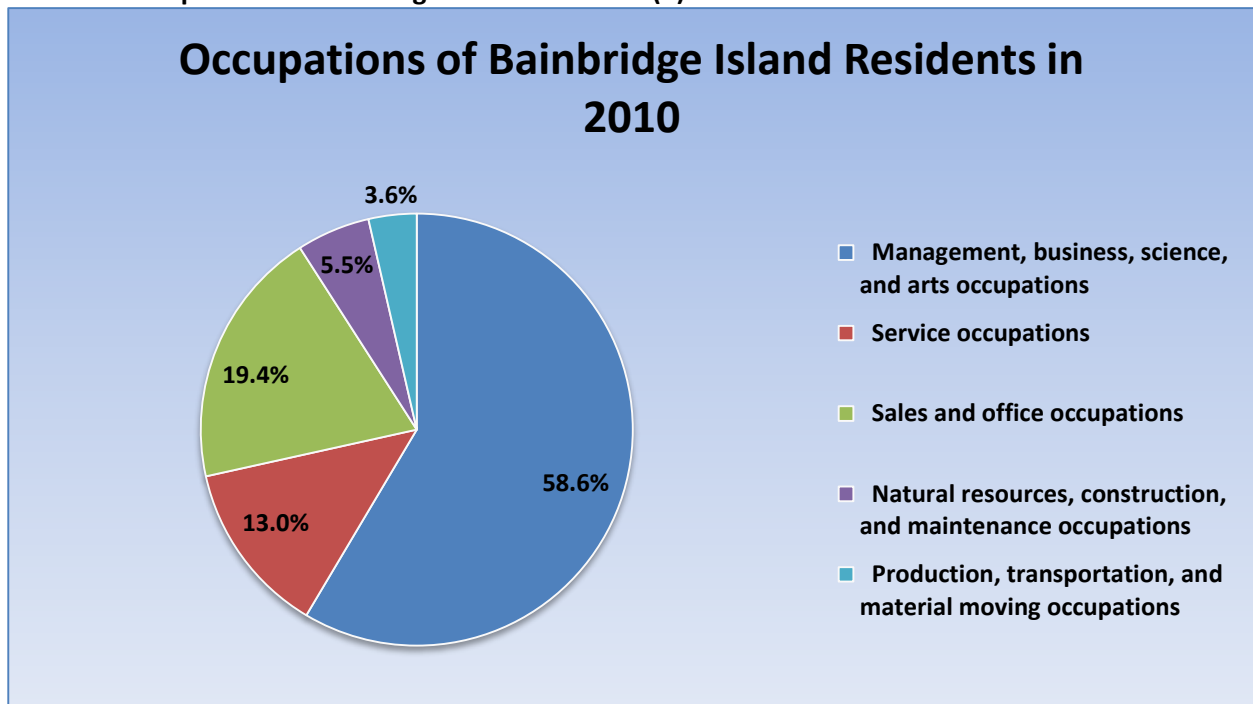
The number of employed residents who are sixteen years and over increased from 9,670 in 2000 to 10,284 in 2010. While the majority of occupational categories were consistent, “Natural Resources, Construction, and Maintenance” occupations decreased by a three-fourths and “Production, Transportation, and Material Moving” occupations decreased by nearly half over the decade. This can be seen in the two occupation charts that follow (Chart K and Chart L).

Chart K – Occupations of Bainbridge Island Residents (1)



Source: Decennial United State Census (2000)

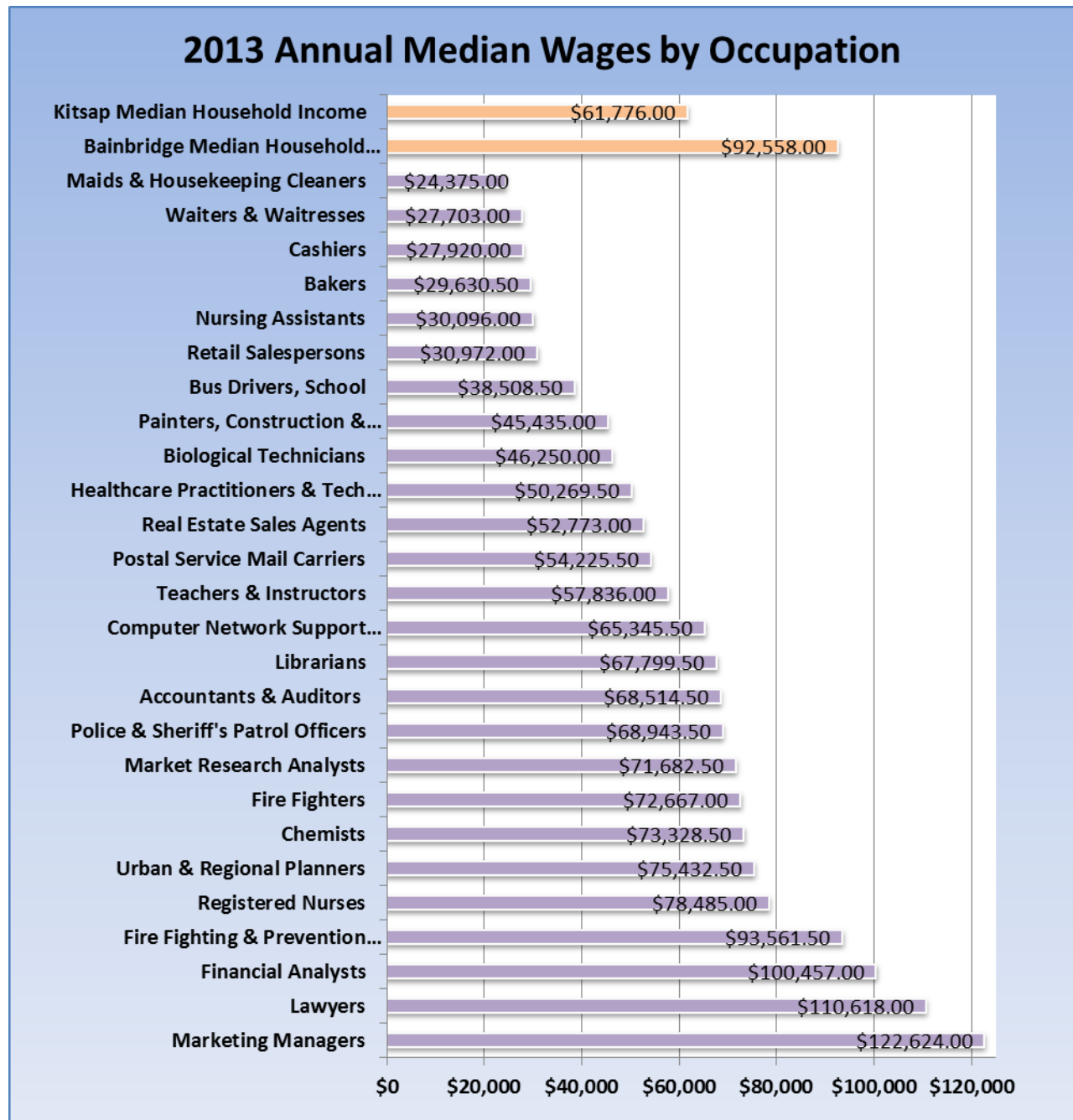
Chart L – Occupations of Bainbridge Island Residents (2)



Source: Decennial United State Census (2010)

Chart M compares the Median Household Income of Bainbridge Island and Kitsap County to the Annual Median Wages for a selected range of occupations found on Bainbridge Island. The occupational wages of the Bremerton-Silverdale area and the Seattle-Bellevue-Everett area were averaged per position to better represent the possible wages of individuals on Bainbridge as surveyed by the Washington State Employment Security Department.

Chart M - Median Income in 2010 versus Median Wages in 2013



Source: 2013 Occupational Employment and Wages Estimates – Labor Market and Economic Analysis, June 2013, Washington State Employment Security Department

Immigration and Migration

As of 2012, almost 90% of householders on Bainbridge Island had moved into their current residence before 2009. Only 38% of Bainbridge Island householders moved into their current residence before 1999. These trends mimic the trends in population growth as well as the economically-charged housing market through the early 2000 before the recession. These numbers are displayed in Chart 27.

Chart 27 – Year Householder Moved into Unit

	Number	Percent
Occupied housing units	9,325	100%
Moved in 2010 or later	964	10.30%
Moved in 2000 to 2009	4,827	51.80%
Moved in 1990 to 1999	2,004	21.50%
Moved in 1980 to 1989	873	9.40%
Moved in 1970 to 1979	376	4.00%
Moved in 1969 or earlier	281	3.00%

Source: American Community Survey 2008-2012

Determining Existing and Future Housing Needs

The Housing Element should include an inventory and analysis of existing and projected housing needs. The element should identify the number of housing units necessary to accommodate projected growth, including government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities.

Determining the existing need for housing at all income levels is an important step for jurisdictions in evaluating current policies and provides the basis for determining future housing needs of projected housing growth.

WAC rules identify topics to consider when looking at housing needs, including:

- Workforce housing
- Jobs-to-housing-balance
- Reasonable measure to address inconsistencies found in the Buildable Lands Report
- Affordable housing

Methods to Assess Housing Needs

Cost Burden Analysis

The US Department of Housing and Urban Development (HUD) defines any household spending more than 30% of household income on housing as “cost burdened.” Extremely cost burdened households are defined as households that pay more than 50 percent of income on housing. Households that pay more than 30 percent of their income for housing may face additional financial challenges for purchasing food, education, transportation, and medical care. Extremely cost-burdened low-income households are at risk of becoming homeless. The percentage of households that are cost burdened, in addition to the percentage that is extremely cost burdened, is an indicator of an existing unmet need for affordable housing.

A cost burden analysis is applied both to renter and owner households. The WAC requires jurisdictions to make adequate housing provisions for all economic segments of the community; a cost burden analysis will help determine the existing and projected housing need. Table 29 displays household income, monthly housing costs, and monthly housing costs as a percent of household income for Bainbridge Island in 2012. Each set is divided into total occupied housing units, owner-occupied housing units, and renter-occupied housing units.

The last set in Table 29 shows the percent of residents whose monthly housing costs make up more than 30% of their income, which is Bainbridge Island’s cost burden analysis. However, there are some important points to make from the other two table sections. As displayed in Table 29A, median household income for owner-occupied housing units (\$110,670) was more than double the median household income of renter-occupied units (\$46,905). The number of owner-occupied housing units (7,329) is over three-and-a-half times the number of renter-occupied units (1,996). The significant difference in income levels between the overall median household income of \$92,558, which is still almost double to the \$46,905 of median income for individuals and families in renter-occupied units, is tied to the types of housing units available.

Table 29A – Cost Burden Analysis: Household Income in 2012

	Total Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Occupied Housing Units	9,325	+/-256	7,329	+/-323	1,996	+/-254
Household Income in the Past Twelve Months (in 2012 Inflation-Adjusted Dollars)						
Less than \$5,000	1.6%	+/-0.8	1.5%	+/-0.9	1.7%	+/-1.6
\$5,000 to \$9,999	1.8%	+/-1.0	0.7%	+/-0.6	5.9%	+/-4.1
\$10,000 to \$14,999	1.2%	+/-0.8	1.3%	+/-0.9	0.7%	+/-1.1
\$15,000 to \$19,999	3.2%	+/-1.2	1.7%	+/-0.9	8.7%	+/-4.4
\$20,000 to \$24,999	3.3%	+/-1.3	3.6%	+/-1.4	2.3%	+/-2.1
\$25,000 to \$34,999	6.0%	+/-2.0	3.5%	+/-1.2	15.1%	+/-7.6
\$35,000 to \$49,999	11.1%	+/-2.3	9.6%	+/-2.6	16.4%	+/-6.7
\$50,000 to \$74,999	13.1%	+/-2.4	11.6%	+/-2.3	18.2%	+/-6.8
\$75,000 to \$99,999	12.2%	+/-2.1	11.4%	+/-2.2	15.4%	+/-5.1
\$100,000 to \$149,999	19.1%	+/-2.5	21.5%	+/-2.9	10.4%	+/-5.8
\$150,000 or more	27.4%	+/-2.9	33.5%	+/-3.3	5.2%	+/-2.8
Median Household Income	\$92,558	+/-9,860	\$110,670	+/-7,103	\$46,905	+/-10,469

Source: American Community Survey (2008 – 2012)

Table 29B displays Bainbridge Island’s monthly housing costs in 2012. Over 43% of individuals and families pay more than \$2,000 a month in housing costs. Furthermore, 52% of individuals and families that own their housing unit pay more than \$2,000. The majority (31.5%) of renter-occupied housing units pay between \$1,000 and \$1,499 a month. However, 23% of renters pay \$1,500 or more a month for housing. Monthly housing costs will also be useful in the Workforce Housing Analysis.

Table 29B – Cost Burden Analysis: Monthly Housing Costs in 2012

	Occupied housing units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Less than \$100	0.2%	+/-0.3	0.2%	+/-0.4	0.0%	+/-1.6
\$100 to \$199	0.7%	+/-0.6	0.8%	+/-0.7	0.7%	+/-1.1
\$200 to \$299	1.9%	+/-1.1	0.6%	+/-0.5	6.6%	+/-4.8
\$300 to \$399	0.8%	+/-0.8	1.1%	+/-1.1	0.0%	+/-1.6
\$400 to \$499	1.7%	+/-0.9	1.6%	+/-0.8	2.4%	+/-2.2
\$500 to \$599	3.2%	+/-1.3	3.2%	+/-1.2	3.4%	+/-3.7
\$600 to \$699	2.9%	+/-1.0	2.7%	+/-1.1	3.7%	+/-2.7
\$700 to \$799	5.2%	+/-1.3	4.8%	+/-1.2	6.8%	+/-3.9
\$800 to \$899	5.2%	+/-2.0	2.8%	+/-1.1	14.0%	+/-7.0
\$900 to \$999	3.7%	+/-1.3	3.4%	+/-1.5	4.8%	+/-2.9
\$1,000 to \$1,499	17.1%	+/-2.4	13.2%	+/-2.3	31.5%	+/-6.8
\$1,500 to \$1,999	13.3%	+/-2.2	13.7%	+/-2.5	11.7%	+/-4.6
\$2,000 or more	43.4%	+/-2.9	52.0%	+/-3.0	11.9%	+/-5.7
No cash rent	0.6%	+/-0.5	(X)	(X)	2.7%	+/-2.1
Median (dollars)	1,800	+/-87	2,079	+/-120	1,089	+/-105

Source: American Community Survey (2008 – 2012)

Table 29C shows the calculation of five different income groups' cost burden. Based on 2012 data, over 35% of all residents at all income levels experience housing cost burden on Bainbridge Island. Almost 34% of individuals and families at all income levels who live in owner-occupied housing units are cost burdened. The majority (around 14%) of these residents have an income of \$75,000 or more a year. 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.

Table 29: C - Monthly Housing Costs as a Percentage of Household Income in 2012

	Occupied housing units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
Monthly Housing Costs	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
Monthly Housing Costs as a Percentage of Household Income in the Past 12 Months						
Less than \$20,000	6.8%	+/-1.8	4.6%	+/-1.6	15.0%	+/-6.0
Less than 20 percent	0.8%	+/-0.6	0.6%	+/-0.6	1.3%	+/-1.1
20 to 29 percent	0.3%	+/-0.3	0.3%	+/-0.4	0.0%	+/-1.6
30 percent or more	5.8%	+/-1.8	3.6%	+/-1.5	13.8%	+/-5.9
\$20,000 to \$34,999	9.3%	+/-2.2	7.1%	+/-1.7	17.4%	+/-7.6
Less than 20 percent	1.1%	+/-0.9	0.8%	+/-0.6	2.3%	+/-3.6
20 to 29 percent	0.7%	+/-0.5	0.8%	+/-0.6	0.5%	+/-0.7
30 percent or more	7.5%	+/-2.0	5.5%	+/-1.7	14.7%	+/-7.1
\$35,000 to \$49,999	10.9%	+/-2.3	9.6%	+/-2.6	15.8%	+/-6.7
Less than 20 percent	2.5%	+/-1.0	2.3%	+/-1.0	3.1%	+/-3.7
20 to 29 percent	2.6%	+/-1.3	1.2%	+/-1.1	7.5%	+/-4.8
30 percent or more	5.9%	+/-1.7	6.1%	+/-2.0	5.2%	+/-2.9
\$50,000 to \$74,999	12.9%	+/-2.4	11.6%	+/-2.3	17.6%	+/-6.9
Less than 20 percent	4.2%	+/-1.3	3.9%	+/-1.4	5.5%	+/-3.6
20 to 29 percent	4.1%	+/-1.3	2.9%	+/-1.1	8.5%	+/-5.4
30 percent or more	4.6%	+/-1.3	4.9%	+/-1.5	3.6%	+/-2.2
\$75,000 or more	58.8%	+/-3.2	66.3%	+/-3.2	31.0%	+/-8.1
Less than 20 percent	31.5%	+/-3.0	35.1%	+/-3.5	18.3%	+/-6.2
20 to 29 percent	16.0%	+/-2.3	17.5%	+/-2.5	10.7%	+/-5.8
30 percent or more	11.3%	+/-2.2	13.8%	+/-2.6	2.1%	+/-2.0
Zero or negative income	0.7%	+/-0.5	0.7%	+/-0.5	0.5%	+/-0.8
No cash rent	0.6%	+/-0.5	(X)	(X)	2.7%	+/-2.1

Source: American Community Survey (2008 – 2012)

Housing cost burden is one important measure of how well the existing housing market is meeting actual needs of residents. Policy implications could include measures to stimulate housing production and a variety of housing types. Previous indicators and this analysis suggest that an increased production in apartments, both market-rate and rent-assisted, would benefit the City of Bainbridge. However, there are limits to meeting affordability needs through new housing production alone and a full range of other tools targeted specifically to affordable, below market rate housing preservation and production are necessary as well.

Affordability by Income Level Analysis

Affordability of housing is considered in relation to the amount of income available to households. PSRC suggests Area Median Income (AMI) as a benchmark of the median income assessed by HUD at the

Metropolitan Statistical Area or the Fair Market Rent Area, which is used to determine eligibility for subsidized housing. To determine the AMI associated with our jurisdiction, household incomes were divided into the categories below representing different levels of affordability based on the Median Family Income of Bainbridge Island in 2012.

This method of analysis complements and builds upon the employment and household growth targets set by each county and meets GMA and VISION 2040 requirements to plan for a range of housing options and affordability at all income levels. When applied to the existing housing stock, this analysis provides a measure of existing need. With a few simple assumptions, future need can be described based on the percent of households in each income category.

Table 30 – Area Median Income Categories (Comparing Regional and Jurisdictional Shares)

Income Category	Percent Area Median Income (AMI)	Regional Share	Jurisdictional Share	Household Income Ranges
Upper-income households	Earning more than 120% of AMI	35% of households	46% of households	\$111,070 and Above
Middle-income households	Earning 80% to 120% of AMI	22% of households	13% of households	\$74,047 - \$111,070
Moderate-income households	Earning 50% to 80% of AMI	18% of households	13% of households	\$74,047 - \$46,279
Low-income households	Earning 30% to 50% of AMI	12% of households	17% of households	\$46,279 - \$27,767
Very low-income households	Earning less than 30% of AMI	13% of households	11% of households	\$27,767 - \$0.00

Source: PSRC Housing Element Guide 2014 and American Community Survey (2008-2012)

The above table shows that Bainbridge Island's jurisdictional share deviates from the proscribed regional share. The number of upper-income households is 10% higher than suggested, while the middle-income and moderate-income are 9% and 5% lower respectively. This first step in the affordability by income analysis suggests that Bainbridge Island could increase its stock of middle- and moderate-income households.

Table 31 gives the number of housing units per price range on Bainbridge Island based on 2013 data from Kitsap County's Assessor's Office. The data removed all assessed land that did not have any

additional value added and rolled up housing number values into set price ranges to see how many housing units were in a specific price range. This can be an indicator of how many units are in each income price range and how many units at specific price ranges the City could encourage to promote affordable housing at all income levels.

The data gives some insight to the current housing stock on Bainbridge Island. Based on the number of assessed value units, over half of the housing units on the Island are condominiums, mobile homes, or homes between the \$100,000 to \$299,999 price ranges. The number of condominiums on the Island has increased over the last decade with a number of developments in the Winslow area including Harbor Square and some of the Grow properties. Condominiums are an effective approach to housing an aging population, which is consistent with the demographic information on Bainbridge. However, this housing does not support young families who want to raise a family in a house on the Island. As shared earlier, the average single family home value is nearly \$700,000 this year. The number of housing units in the market value ranges compared to the number of income households is another indicator that more affordable housing is needed in the middle, moderate and lower income ranges.

Table 31 – Number of Housing Units per Price Range

Market Value Range	Count in Range	Percentage
\$0.00 - \$49,999	37	0.66%
\$50,000 - \$99,999	244	4.36%
\$100,000 - \$199,999	1350	24.15%
\$200,000 - \$299,999	1588	28.41%
\$300,000 - \$399,999	909	16.26%
\$400,000 - \$499,999	479	8.57%
\$500,000 - \$599,999	301	5.38%
\$600,000 - \$699,999	168	3.01%
\$700,000 - \$799,999	107	1.91%
\$800,000 - \$899,999	64	1.14%
\$900,000 - \$999,999	77	1.38%
\$1,000,000 - \$1,999,999	186	3.33%
\$2,000,000 - \$2,999,999	41	0.73%
\$3,000,000 - \$3,999,999	10	0.18%
\$4,000,000 - \$4,999,999	8	0.14%
\$5,000,000 - \$5,999,999	7	0.13%
\$6,000,000 - \$6,999,999	3	0.05%
\$7,000,000 - \$7,999,999	3	0.05%
\$8,000,000 - \$8,999,999	1	0.02%
\$9,000,000 - \$9,999,999	7	0.13%
Total	5590	100.00%

Source: Kitsap County Assessor's Office – 2013 Assessed Value Data

Table 32 compares rent limits based on 2013 Income Limits for Seattle-Bellevue HUD Metro Fair Market Rent Area to current market rental prices on Bainbridge Island. The purpose of this analysis is to show the range of rental amounts that would be affordable for different sizes of housing units and households. Based on the AMI categories above, the average rental prices are affordable at the top of the income ranges while 43% of households in the community are cost burdened and qualify for assistance or more opportunities for affordable housing. It is important to reiterate that 28% of residents on the Island are very-low or low income and only around 6% of housing units are dedicated to affordable housing on Bainbridge Island (including rental and Ferncliff Village houses).

Table 32 – Affordable Rents by Bedroom Size

Unit Type	2014 Average Rental Price	Very low-income households (< 30% MFI)	Low-income households (30% - 50% AMI)	Moderate-income households (50% - 80% AMI)
Studios	\$ 944.00	\$ 455.00	\$ 758.00	\$ 1,127.00
1 BR	\$ 981.00	\$ 487.00	\$ 813.00	\$ 1,208.00
2 BR	\$ 1,384.00	\$ 585.00	\$ 976.00	\$ 1,450.00
3 BR	\$ 1,744.00	\$ 676.00	\$ 1,127.00	\$ 1,675.00

Source: 2013 Income Limits for Seattle-Bellevue HMFA and Phone Survey Conducted 10/27/2014 – 10/28/2014

Ideally, the existing stock of housing will be affordable to meet the needs of households at all income levels. A shortfall of housing affordable at any income level, particularly levels below 80% of AMI, indicates an existing need that should be addressed through new policies in the Housing Element. Based on the above data, there are shortfalls for middle- and moderate-income households in general and the number of rental units for very low- and low-income households. As a related issue, vacancy rates across segments or the entirety of the housing market are also a major factor in housing availability and price. Low vacancy rates can exert upward pressure on rents and low vacancy rates themselves mean that relatively few units are available to meet households that need housing at any one time. As displayed earlier in this report and previous reports, Bainbridge Island has had and continues to have historically low vacancy rates.

Workforce Housing

Workforce housing refers to housing that is affordable to individuals employed in the community, especially housing at affordability levels that are not provided for adequately by the private market. The WAC requires jurisdictions to address the housing needs of the local workforce in Comprehensive Planning. If there is no housing that is affordable to employees at local public and private employers, workers may have longer commutes, undermining goals for transportation and the environment.

Table 33 displays selected professions common to citizens of Bainbridge Island and whether they work on the Island or in Seattle. Each position can be compared to the top two measures at the top of the table ('Household Income Needed to Purchase Average Priced Home in 2013: \$602,500' and 'Median Income') to see if the income the profession provides meets median affordability.

It is important to point out that the calculation for 'Affordable Home Prices' is actually lower because this calculation does not include the costs of a mortgage, insurance, or repairs and upkeep. The assumptions needed for this calculation vary too much in reality to the fluctuations of the housing market in the last decade. Assessed value has increased with the housing bubble, significantly decreased with the housing market crash, and increased with the recovery over this period of time. Those fluctuations in assessed value have a significant impact on taxes, interest rates, and ultimately house insurance. In addition, a home owner may increase the value of their home through renovation or decrease the value of their home by not keeping up with maintenance and repairs. All of these factors influence affordability.

Table 33 – Workforce Housing Affordability

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Average Bainbridge Island Single-Family Home Sales Price in 2013: \$602,500							
Median Income	\$320,357	5.50%	\$1,818.95	\$375.00	\$120.00	\$2,314	\$92,558
Marketing Managers	\$430,723	5.50%	\$2,445.60	\$500.00	\$120.00	\$3,066	\$122,624
Lawyers	\$386,667	5.50%	\$2,195.45	\$450.00	\$120.00	\$2,765	\$110,618
Financial Analysts	\$350,733	5.50%	\$1,991.43	\$400.00	\$120.00	\$2,511	\$100,457
Fire Fighting & Prevention Supervisors	\$324,777	5.50%	\$1,844.05	\$375.00	\$120.00	\$2,339	\$93,562
Registered Nurses	\$262,796	5.50%	\$1,492.13	\$350.00	\$120.00	\$1,962	\$78,485
Urban & Regional Planners	\$249,358	5.50%	\$1,415.83	\$350.00	\$120.00	\$1,886	\$75,433
Chemists	\$240,094	5.50%	\$1,363.23	\$350.00	\$120.00	\$1,833	\$73,329
Fire Fighters	\$245,985	5.50%	\$1,396.68	\$300.00	\$120.00	\$1,817	\$72,667
Market Research Analysts	\$241,652	5.50%	\$1,372.08	\$300.00	\$120.00	\$1,792	\$71,683
Police & Sheriff's Patrol Officers	\$229,592	5.50%	\$1,303.60	\$300.00	\$120.00	\$1,724	\$68,944
Accountants & Auditors	\$227,703	5.50%	\$1,292.88	\$300.00	\$120.00	\$1,713	\$68,515

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Librarians	\$224,555	5.50%	\$1,275.00	\$300.00	\$120.00	\$1,695	\$67,800
Computer Network Support Specialists	\$213,750	5.50%	\$1,213.65	\$300.00	\$120.00	\$1,634	\$65,346
Teachers & Instructors	\$189,489	5.50%	\$1,075.90	\$250.00	\$120.00	\$1,446	\$57,836
Postal Service Mail Carriers	\$173,594	5.50%	\$985.65	\$250.00	\$120.00	\$1,356	\$54,226
Real Estate Sales Agents	\$167,197	5.50%	\$949.33	\$250.00	\$120.00	\$1,319	\$52,773
Healthcare Practitioner & Tech Workers	\$156,176	5.50%	\$886.75	\$250.00	\$120.00	\$1,257	\$50,270
Biological Technicians	\$147,282	5.50%	\$836.25	\$200.00	\$120.00	\$1,156	\$46,250
Painters, Construction & Maintenance	\$143,693	5.50%	\$815.88	\$200.00	\$120.00	\$1,136	\$45,435
Bus Drivers, School	\$122,004	5.50%	\$692.73	\$150.00	\$120.00	\$963	\$38,509
Retail Salesperson	\$88,818	5.50%	\$504.30	\$150.00	\$120.00	\$774	\$30,972
Nursing Assistants	\$84,961	5.50%	\$482.40	\$150.00	\$120.00	\$752	\$30,096
Bakers	\$82,914	5.50%	\$470.78	\$150.00	\$120.00	\$741	\$29,631

	Affordable Home Price (30 yr fixed mortgage)	Interest Rate	Max. Monthly Mortgage Payment (Principal & Interest)	Estimate of Monthly Real Estate Taxes/ Insurance	Other Fees (e.g. Ground Lease, HOA)	Available for Annual Mortgage Payment below cost burdened benchmark (30% Monthly Income)	Annual Income
Cashiers	\$75,380	5.50%	\$428.00	\$150.00	\$120.00	\$698	\$27,920
Waiters & Waitresses	\$74,425	5.50%	\$422.58	\$150.00	\$120.00	\$693	\$27,703
Maids & House Cleaners	\$59,771	5.50%	\$339.38	\$150.00	\$120.00	\$609	\$24,375

Source: 2013 Occupational Employment and Wage Estimates Washington State Employment Security Department Labor Market and Economic Analysis, June 2013

An analysis of housing needs for the local workforce will strengthen planning efforts to ensure housing affordability for the individuals who work within the jurisdiction. Based on the above numbers, a gap in housing affordable for the workforce has been identified. Workers in service professions may be challenged to find affordable housing near their employment. This can cause workers to have to travel longer distances to work. This increase in transportation costs increases their cost burden as well as adding demands to the transportation system and the environment. Programs and regulations may be needed to create opportunities for more affordable ownership or rental housing. Development incentives tied to affordability have proven successful for providing housing that meets the needs of the workforce.

Jobs/Housing Balance

Jobs/housing balance is a measure that compares the amount of employment vs. the amount of housing in a specific geographic area. Typically, a jobs/housing balance is calculated by dividing jobs within in geography by the number of housing units in that geography. There are approximately 1.15 jobs for every housing unit in the 4-county central Puget Sound region as a whole. This is a ratio that is close to representing jobs/housing balance across the entire regional commute-shed. The range included in the average includes jurisdictions with jobs centers with jobs/housing balance as high as 3 jobs per housing unit to more residential communities with less than .5 jobs per housing units. A low jobs/housing ratio indicates a housing-rich “bedroom community,” while a high jobs/housing ratio indicates an employment center.

Providing an appropriate balance between jobs and housing ensures that workers have access to housing near their work. Measuring jobs/housing balance around major employment centers and within individual communities provides jurisdictions an opportunity to work with neighboring cities and towns to reconcile the geographic distribution of housing and employment opportunities. It is important to note that a jobs/ housing balance is already reflected in each jurisdiction’s housing targets developed at the countywide level. Jurisdictions should not modify their housing target based on a jobs/housing analysis, but may use this analysis at a neighborhood level to plan effectively for projected household and employment growth.

Bainbridge Islands jobs/housing balance is .59 jobs for every housing unit in the City, making it a “bedroom community.” PSRC suggests that housing-rich neighborhoods can add employment to provide more access for current residents to economic opportunities. Planning to move toward a more balanced distribution of housing and jobs within a jurisdiction can help to achieve a number of transportation and environmental goals as the need to commute long distances by private auto declines.

Housing + Transportation Costs Index

A Housing + Transportation Costs Index represents the percentage of household income spent on housing and transportation. This tool expands on the cost burden analysis to account for transportation costs. Housing costs may be lower in more suburban areas for modest and low-income households, but

the Housing + Transportation analysis incorporates the resulting increase in transportation for a more comprehensive definition of affordability.

This approach addresses the location of housing within a community and the provision of transportation infrastructure and services as components of the total affordability picture. Increasingly, affordability is defined by the confluence of housing and transportation costs. After the cost of housing, the largest expense for most households is transportation. The location cost of transportation is largely determined by the range of transportation options available in a given location in addition to the average length of the trips for work, education, and other daily needs. Locations with better access to transit and other alternative transportation modes generally result in lower transportation costs. Bainbridge Island residents show a significant increase in their housing + transportation cost burden as a number of residents commute to Seattle, other sections of King County and Kitsap County. Transportation costs can range from the costs of bus passes, ferry passes, and gasoline/maintenance for cars.

The Housing +Transportation analysis may be used to develop affordable housing policies that focus the development of housing, and specifically affordable housing, in areas with lower transportation costs. A Housing +Transportation analysis provides the basis for developing policies and investing financial resources to support equitable transit oriented development (TOD). A recent Sustainable Communities Grant, awarded by HUD to the PSRC, funded the Growing Transit Communities Partnership and Strategy, which outlines strategies to leverage transit investment through equitable TOD. Strategies outlined through the Growing Transit Communities Partnership aim to mitigate and reverse the negative community, environmental, and economic impacts of a high housing and transportation costs by developing policies that facilitate the concentration of affordable housing, employment, and services near transit.

Special Needs Housing

Special needs housing refers broadly to housing accommodations for individuals with physical and mental disabilities, seniors, veterans, individuals with mental illness, individuals with chronic and acute medical conditions, individuals with chemical dependency, survivors of domestic violence, and adult, youth, and families who are homeless. Planning for special needs populations is integral to the success of an economically and socially vibrant Puget Sound Region. Both GMA and the WAC specifically require jurisdictions to “address how the county or city will provide for group homes, foster care facilities, and facilities for other populations with special needs” (WAC 365-196-410)

As displayed above in the Special Needs Housing on page 32, there was an increase in units for assisted living in the last decade. However, with the significant increase in seniors and an aging population, more planning for senior housing could be important to a successful plan for future housing on Bainbridge Island.

Appendix

Washington Administrative Code (WAC)

Furthermore, the WAC recommends the following to meet the requirements of the Housing Element.⁵

The Housing Element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods. The following components should appear in the housing element:

- 7) Housing goals and policies.
 - a) The goals and policies serve as a guide to the creation and adoption of development regulations and may also guide the exercise of discretion in the permitting process.
 - b) The housing goals and policies of counties and cities should be consistent with county-wide planning policies and, where applicable, multicounty planning policies.
 - c) Housing goals and policies should address at least the following:
 - i) Affordable housing;
 - ii) Preservation of neighborhood character; and
 - iii) Provision of a variety of housing types along with a variety of densities.
 - d) Housing goals and policies should be written to allow the evaluation of progress toward achieving the housing element's goals and policies.
- 8) Housing inventory
 - a) The purpose of the required inventory is to gauge the availability of existing housing for all economic segments of the community.
 - b) The inventory should identify the amount of various types of housing that exist in a community. The act does not require that a housing inventory be in a specific form. Counties and cities should consider WAC [365-196-050](#) (3) and (4) when determining how to meet the housing inventory requirement and may rely on existing data.
 - c) The housing inventory may show the affordability of different types of housing. It may provide data about the median sales prices of homes and average rental prices.
 - d) The housing inventory may include information about other types of housing available within the jurisdiction such as:
 - i) The number of beds available in group homes, nursing homes and/or assisted living facilities;
 - ii) The number of dwelling units available specifically for senior citizens;
 - iii) The number of government-assisted housing units for lower-income households.
- 9) Housing needs analysis
 - a) The purpose of the needs analysis is to estimate the type and densities of future housing needed to serve all economic segments of the community. The housing needs analysis should

⁵ WAC 365-196-410 – Housing Element – <http://app.leg.wa.gov/wac/default.aspx?cite=365-196-410>; 23 OCT 2014
Page | 63

compare the number of housing units identified in the housing inventory to the projected growth or other locally identified housing needs.

- b) The definition of housing needs should be addressed in a regional context and may use existing data.
- c) The analysis should be based on the most recent twenty-year population allocation.
- d) The analysis should analyze consistency with county-wide planning policies, and where applicable, multicounty planning policies, related to housing for all economic segments of the population.

10) Housing targets or capacity

- a) The housing needs analysis should identify the number and types of new housing units needed to serve the projected growth and the income ranges within it. This should be used to designate sufficient land capacity suitable for development in the land use element.
- b) Counties and cities may also use other considerations to identify housing needs, which may include:
 - i) Workforce housing which is often defined as housing affordable to households earning between eighty to one hundred twenty percent of the median household income.
 - ii) Jobs-to-housing balance, which is the number of jobs in a city or county relative to the number of housing units.
 - iii) Reasonable measures to address inconsistencies found in buildable lands reports prepared under RCW [36.70A.215](#).
 - iv) Housing needed to address an observed pattern of a larger quantity of second homes in destination communities.
- c) The targets established in the housing element will serve as benchmarks to evaluate progress and guide decisions regarding development regulations.

11) Affordable housing – RCW [36.70A.070](#) requires counties and cities, in their housing element, to make adequate provisions for existing and projected needs for all economic segments of the community.

- a) Determining what housing units are affordable.
 - i) In the case of dwelling units for sale, affordable housing has mortgages, amortization, taxes, insurance and condominium or association fees, if any, that consume no more than thirty percent of the owner's gross annual household income.
 - ii) In the case of dwelling units for rent, affordable housing has rent and utility costs, as defined by the county or city that cost no more than thirty percent of the tenant's gross annual household income.
 - iii) Income ranges used when considering affordability. When planning for affordable housing, counties or cities should use income ranges consistent with the applicable county-wide or multicounty planning policies. If no such terms exist, counties or cities should consider using the United States Department of Housing and Urban Development (HUD) definitions found in 24 C.F.R. 91.5, which are used to draft consolidated planning documents required by HUD. The following definitions are from 24 C.F.R. 91.5:
 - (1) Median income refers to median household income.

- (2) Extremely low-income refers to a household whose income is at or below thirty percent of the median income, adjusted for household size, for the county where the housing unit is located.
- (3) Low-income refers to a household whose income is between thirty percent and fifty percent of the median income, adjusted for household size, for the county where the housing unit is located.
- (4) Moderate-income refers to a household whose income is between fifty percent and eighty percent of the median income where the housing unit is located.
- (5) Middle-income refers to a household whose income is between eighty percent and ninety-five percent of the median income for the area where the housing unit is located.
- b) Affordable housing requires planning from a regional perspective. County-wide planning policies must address affordable housing and its distribution among counties and cities. A county's or city's obligation to plan for affordable housing within a regional context is determined by the applicable county-wide planning policies. Counties and cities should review county-wide affordable housing policies when developing the housing element to maintain consistency.
- c) Counties and cities should consider the ability of the market to address housing needs for all economic segments of the population. Counties and cities may help to address affordable housing by identifying and removing any regulatory barriers limiting the availability of affordable housing.
- d) Counties and cities may help to address affordable housing needs by increasing development capacity. In such an event, a county or city affordable housing section should:
 - i) Identify certain land use designations within a geographic area where increased residential development may help achieve affordable housing policies and targets;
 - ii) As needed, identify policies and subsequent development regulations that may increase residential development capacity;
 - iii) Determine the number of additional housing units these policies and development regulations may generate; and
 - iv) Establish a target that represents the minimum amount of affordable housing units that it seeks to generate.

12) Implementation plan

- a) The housing element should identify strategies designed to help meet the needs identified for all economic segments of the population within the planning area. It should include, but not be limited to, the following:
 - i) Consideration of the range of housing choices to be encouraged including, but not limited to, multifamily housing, mixed uses, manufactured houses, accessory dwelling units, and detached houses;
 - ii) Consideration of various lot sizes and densities, and of clustering and other design configurations;
 - iii) Identification of a sufficient amount of appropriately zoned land to accommodate the identified housing needs over the planning period; and

- iv) Evaluation of the capacity of local public and private entities and the availability of financing to produce housing to meet the identified need.
- b) The housing element should also address how the county or city will provide for group homes, foster care facilities, and facilities for other populations with special needs. The housing element should provide for an equitable distribution of these facilities among neighborhoods within the county or city.
- c) The housing element should identify strategies designed to ensure the vitality and character of existing neighborhoods. It should show how growth and change will preserve or improve existing residential qualities. The housing element may not focus on one requirement (e.g., preserving existing housing) to the exclusion of the other requirements (e.g., affordable housing) in RCW [36.70A.070](#)(2). It should explain how various needs are reconciled.
- d) The housing element should include provisions to monitor the performance of its housing strategy. A monitoring program may include the following:
 - i) The collection and analysis of information about the housing market;
 - ii) Data about the supply of developable residential building lots at various land-use densities and the supply of rental and for-sale housing at various price levels;
 - iii) A comparison of actual housing development to the targets, policies and goals contained in the housing element;
 - iv) Identification of thresholds at which steps should be taken to adjust and revise goals and policies; and
 - v) A description of the types of adjustments and revisions that the county or city may consider.

Kitsap County

Kitsap Regional Coordinating Council – Countywide Planning Policies for Kitsap⁶

Jobs-Housing Balance:

Jobs-housing balance refers to relationship of housing supply and the job base. There are transportation implications in terms of improving accessibility between where jobs are located and where people live, as well as access to goods, services and other amenities.

Best Practices in Housing:

The County and the Cities recognize the value of housing practices that preserve existing neighborhoods and communities, use land more efficiently, make services more economical, and meet the diverse needs of our county's changing demographics. The Community Design and Development Policies in

⁶ Kitsap County Ordinance 509-2013 - Adopted Kitsap Countywide Planning Policies; 25 NOV 2013;
<http://www.kitsapregionalcouncil.org/library/D%20-%20Countywide%20Policies/CPP%20As%20Adopted%2011%2025%2013.pdf>; 23 OCT 2014

Element F: Contiguous, Compatible and Orderly Development address key innovative practices and design principles for development and housing.

Affordable Housing:

Housing affordability refers to the balance (or imbalance) between household income and housing costs. Affordable housing is a major challenge in Kitsap County.

The following definitions relate to the Countywide Planning Policies: Housing shall mean housing intended for a full range of household incomes. These income levels are defined as follows (WAC 365.196.410 [2]-e-i-C):

- Extremely low-income shall mean those households that have incomes that are at or below 30% of the countywide median.
- Very low-income shall mean those households that have incomes that are within the range of 31 - 50% of the countywide median.
- Low-income shall mean those households that have incomes that are within the range of 51 - 80% of the countywide median.
- Moderate-income shall mean those households that have incomes that are within the range 81- 95% of the countywide median.
- Middle-income shall mean those households that have incomes that are within the range of 96- 120% of the countywide median.
- Upper-income shall mean those households that have incomes above 120% of the countywide median.

Policies for Affordable Housing (AH):

- a) Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:
 - i) The County and the Cities should inventory the existing housing stock consistent with the Growth Management Act synchronized with County and Cities' respective Comprehensive Plan updates, and correlate with current population and economic conditions, past trends, and ten year population and employment forecasts, to determine short and long range housing needs, including rental and home ownership. Navy personnel housing policy should also be considered.
 - ii) Local housing inventories, projections, and equitable distribution strategies should be compiled, updated, and monitored under the coordination of the Kitsap Regional Coordinating Council to identify countywide conditions and projected needs.
 - iii) Sufficient land supply for housing including various housing types shall be identified and monitored through regular updates to the countywide Buildable Lands Analysis [see Element B-1 Land Utilization and Monitoring Programs].

- iv) The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.
- v) The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:
 - (1) protection of the public health and safety remains the primary purpose for housing standards
 - (2) regulations are streamlined and flexible to minimize additional costs to housing.
- b) Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.
- c) Recognizing the percentage share of the existing and forecasted countywide population and housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.
- d) Provision of affordable housing for households below 120% countywide median income should include:
 - i) Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.
 - (1) Designated Centers should include such housing options.
 - (2) Rural self- help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.
 - ii) Local Comprehensive Plan policies and development regulations that encourage and do not exclude such housing.
 - iii) Housing strategies that include:
 - (1) preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
 - (2) provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;
 - (3) housing design and citing compatible with surrounding neighborhoods;

- (4) mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
- (5) innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as appropriate.
- iv) Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.
- v) Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.

The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.

APPENDIX D: ISLAND-WIDE TRANSPORTATION PLAN

The [Island-wide Transportation Plan \(IWTP\)](http://www.bainbridgewa.gov/708/Island-wide-Transportation-Plan-IWTP-Upd) can be viewed on the City's website. See hyperlink below.

<http://www.bainbridgewa.gov/708/Island-wide-Transportation-Plan-IWTP-Upd>

APPENDIX E: WINSLOW MASTER PLAN

The [Winslow Master Plan](http://www.bainbridgewa.gov/431/Winslow-Master-Plan) can be viewed on the City's website. See hyperlink below.

<http://www.bainbridgewa.gov/431/Winslow-Master-Plan>

ORDINANCE NO. 97-16

AND ORDINANCE of the City of Bainbridge Island, Washington, amending the City's Comprehensive Plan to incorporate recommendations of the Lynwood Center Special Planning Area Report and Final Recommendations, amend the Land Use Map of the Comprehensive Plan and create a new section of the Comprehensive Plan.

WHEREAS, the City adopted a Comprehensive Plan on September 1, 1994, which has subsequently been amended; and

WHEREAS, the City undertook the Lynwood Center Special Planning Area process as designated in Policy NSC 1.2 of the Land Use Element of the Comprehensive Plan and which process is set out in BIMC 18.115, Special Planning Area Process; and

WHEREAS, after extensive deliberations and two public meetings, the Lynwood Center Special Planning Area Report and Final Recommendations was prepared dated, January 3, 1997; and

WHEREAS, implementation of the Lynwood Center Report and Final Recommendations requires amendments to the Comprehensive Plan which are now being presented in accordance with BIMC 18.115.080 and BIMC 18.117; now therefore

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON DO ORDAIN, as follows:

Section 1. The City's Comprehensive Plan, adopted by Section 2 of Ordinance No. 94-21, as amended, is further amended in accordance with the amendments as set forth below:

AMENDMENT TO THE LAND USE ELEMENT

Neighborhood Service Centers

NSC 1.2

Lynwood Center

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. ~~Once public sewer is in place, Lynwood Center may be able to accommodate additional growth beyond what is currently recommended in the Plan.~~

Lynwood Center is designated as a Special Planning Area. ~~The boundaries for Lynwood Center as shown on the Land Use Map may be changed during the special planning process.~~

Reduce the commercial area of Lynwood Center as shown on the Land Use Map. Allow R-5 with public water and sewer in the area that has been changed from commercial to residential use. The use of TDRs or affordable-housing bonus density would not be required, but affordable housing would be encouraged.

Rezone the Island Trade District to Neighborhood Service Center to ensure coordinated and compatible uses in the neighborhood service center. Allow up to 12 residential units per acre along with commercial uses (if served by public sewer and water) on the commonly owned parcels on Lynwood Center between Baker Hill Road and Point White Drive, as shown on the Land Use Map (Tax Parcel #s 041402-1-012-2006, 042402-1-047-2005, 042402-1-048-2004, 042402-1-049-2003, 042402-1-050-2009), provided that a community center is constructed that is of similar style and quality to the entire development. Higher density may be achieved with affordable housing.

Allow the existing lumberyard pier (Tax Parcel # 042402-1-019-2009) to be rebuilt with commercial uses consistent with the Bainbridge Island Shoreline Management master Program, 1996. Parking for this use must be located either on the parcel directly north of this parcel (Tax Parcel # 042402-046-2006) or on that parcel to the west (Tax Parcel # 042402-1-021-2005). The City should pursue public funds, whether from the sale of road-end property or other sources, to combine with private funds to construct a public access pier or acquire other public beach access.

The parcel of land located on Point White Drive, directly adjacent to the western boundary of the NSC, as shown on the Land Use Map (Tax Parcel #042402-1-021-2005), is designated OSR-2 with the provision that density may be increased to 3 units per acre on the condition that a public access easement be granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage and adjacent to the old lumberyard pier.

Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

The *Lynwood Center Report and Final Recommendations* is included in the section of the Comprehensive Plan entitled Subarea Plans.

NSC 1.9

The land use regulations shall have 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

Historic Preservation

HP 2.7

To ensure the preservation of the historic character of the the Lynwood Center building, the Pleasant Beach Grill and the Serenity House, any additions to, or redevelopment of, the existing structures should be located to the rear and should be consistent with the character of the older structure, if possible. The City should engage in cooperative efforts with owners to encourage preservation of the older structures.

AMENDMENT TO THE TRANSPORTATION ELEMENT

TR 2.12

Access to the residential areas west of the Lynwood Center Neighborhood Service Center should be located along property lines and shared by adjacent landowners in order to minimize curb cuts on the three major roadways serving the area. Residents should be encouraged to develop a low use, internal roadway system within the residential area, consistent with the City's adopted street standards, to provide both auto and pedestrian access to the commercial area while eliminating the need for each property have its own access.

Section 2. The land use map of the City of Bainbridge Island Comprehensive Plan shall be amended to establish the Lynwood Center Special Planning Area and to include the changes in land use designations as presented in Section 1 of this ordinance.

Section 3. New Figures NSC-1: Lynwood Center Special Planning Area; and NSC-2: Lynwood Center Special Planning Area Land Use shall be added to the Land Use Element.

Section 4. The Bike Plan (Figure 7) shall be amended to include bike lanes on the south side of Point White Drive within the Lynwood Center Special Planning Area boundary.

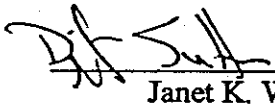
Section 5. A new section, Subarea Plans, of the Comprehensive Plan shall be established and the Lynwood Center Special Planning Area Report and Final Recommendations shall be included in this new section.

Section 6. The Capital Facilities Element shall be amended to include those capital costs required to implement the recommendations as identified by the City Engineer.

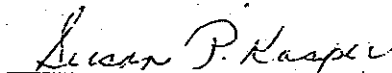
Section 7. This ordinance shall take effect and be in force five days from and after its passage, approval and publication as required by law.

PASSED by the City Council this _____ day of _____, 1997.

APPROVED by the Mayor this _____ day of _____, 1997.

 Mayor Pro Tem
Janet K. West, Mayor

ATTEST/AUTHENTICATE:



Sue Kasper, City Clerk

APPROVED AS TO FORM:

Rod P. Kaseguma, City Attorney

FILED WITH THE CITY CLERK:

PASSED BY THE CITY COUNCIL:

PUBLISHED:

EFFECTIVE DATE:

POSTED:

ORDINANCE NUMBER:

LYNWOOD CENTER
SPECIAL PLANNING AREA
PROPOSED PLANNING AREA BOUNDARY

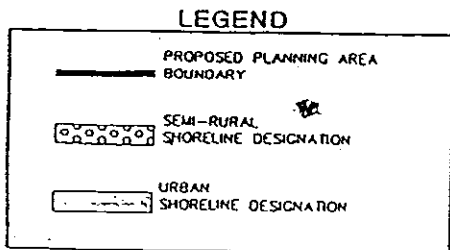
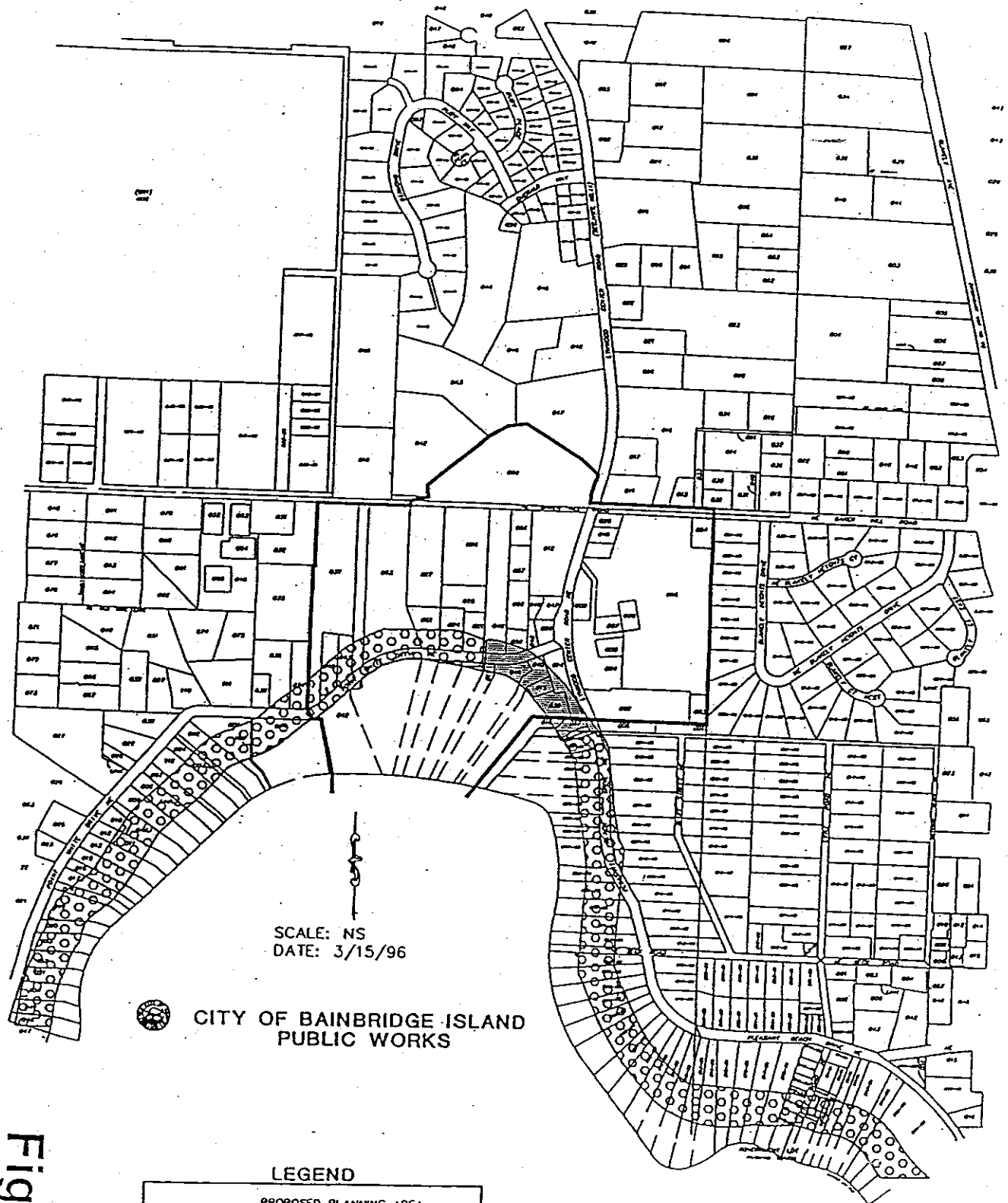


Figure 1

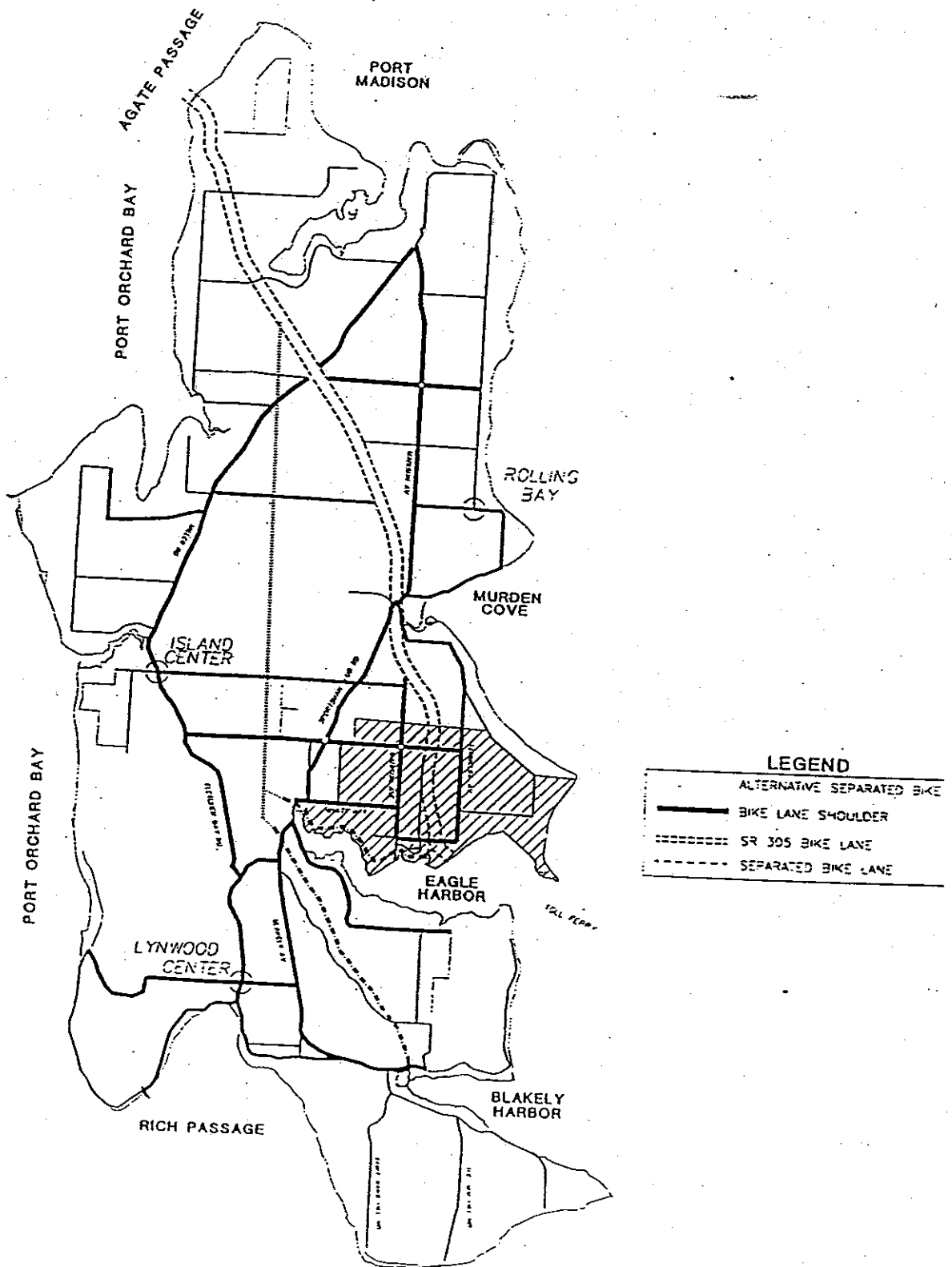
AS AMENDED BY ORDINANCE 97-16



R-2: *R-3 with public beach access
R-5* with sewer and water
R-12* with dedicated community center
NSC* development allowed only with parking
on lot 046 or lot 021

North
SCALE: NS

Figure 7 Bicycle Plan
Comprehensive Plan Amendment
Ordinance 97-XX, February 1997
Lynwood Center Special Planning Area.



Lynwood Center Special Planning Area Comprehensive Plan Amendment

1997 Capital Facilities Projects - Transportation Lynwood Center

Projects	1997	1998	1999	2000	2001	2002	2003	Total	2004+	Proposed Funding
Point White Drive Bike/Pedestrian Path	0	0	0	0	0	0	0	83	0	
Concrete Sidewalk from intersection to "pier" area	0	0	0	0	0	0	0	6	0	
Lynwood Center Road Bike/Pedestrian Paths	0	0	0	0	0	0	0	81	0	
Baker Hill Bike/Pedestrian	0	0	0	0	0	0	0	58	0	
Intersection Improvements	0	0	0	0	0	0	0	11	0	
Total	0	0	0	0	0	0	0	239	0	

Lynwood Center Special Planning Area Report and Final Recommendations

May 23, 1997

We would like to gratefully acknowledge the following contributors to the Lynwood Center Special Planning Area effort:

Steering Committee:

**Morrie Blossom
Tom Dreiling, Chair
Walt Hannon
Lynn McIntyre
Andy Ward**

**Ann Bowden
Allan Ferrin
Henry Larson
Larry Nakata, Co-Chair**

City of Bainbridge Island Staff:

**Marti Stave
Kathy Cook**

**Theresa Rice
Josh Machen**

Gerald Elfendahl of the Bainbridge Historical Society for the historical context.

Lee Stubbe and Seth Seablom of GLS Architects

Lynwood Center Special Planning Area Report and Final Recommendations

I. Introduction

Located at the southwest end of Bainbridge Island, Lynwood Center shares the winding roads, water views and forested areas characteristic of much of the Island. Lynwood Center is also the site of a small-scale service center valued by the community for its unique architecture and sense of neighborhood vitality. Lynwood Center is one of three service areas on the Island designated by the Comprehensive Plan as a "Neighborhood Service Center" (NSC). Each of the Neighborhood Service Centers developed not so much in response to neighborhood demand, but because of their location at a major crossroads. The Lynwood Center commercial area has offered a limited range of goods and services, including a convenience store that serves mainly the local neighborhood and specialty businesses such as restaurants, art galleries, a hair salon, and auto repair. The Island's only movie theater is also located at Lynwood Center.

Historical background

Lynwood Center is the site of one of the largest geologic uplifts estimated to have occurred only 1,100 years ago. In more recent times, the area was one of three native village sites on the Island, including that of the tribal elder, Kitsap.

A number of the existing buildings have a colorful history. The Tudor-style Lynwood Center building opened in 1936 (mid-depression) with a sound theater. The structure was the vision of the community-minded Edna and Emmanuel Olson and was carried out by the skilled shipwrights of Blakely Harbor, including George Beck. Pleasant Beach School was built in 1914 and closed in the late 1940s. It was acquired by Mrs. Olson as a rest home and later became the Serenity House residential home. The old lumberyard on Point White Drive was opened in the early 1900s by Louis Larsen, whose descendants still live in the area. The Bainbridge Garage (at Point White Drive and Lynwood Center Road) was built in the 1920s and was one of the earliest auto repair services on the Island.

The Lynwood Center area was also the site of three major greenhouse operations at the turn of the century. The Kitayama Greenhouse operated on Lynwood Center Road between Point White and Baker Hill Road until World War II. After the war, Roy Kitayama moved to California and became one of the largest carnation growers in the world and the first Japanese-American mayor of any town in the U.S. (Union City).

Comprehensive Plan

The Comprehensive Plan calls for small-scale commercial uses to continue at Lynwood Center but also recognizes the opportunity for slightly increased residential densities in the area. There should be an attempt to 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 (NSC 1.6). Mixed use development is encouraged (NSC 1.8).

Lynwood Center Special Planning Area Process

The Comprehensive Plan, adopted in September of 1994, recognizes that there were some areas or neighborhoods, including Lynwood Center, that would benefit from more detailed, community-based planning. These areas were designated *Special Planning Areas*:

A Special Planning Area is an area which reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by the City Council. The end result of a special planning process would be a "neighborhood," "subarea" or site-specific plan which will require an amendment to the Comprehensive Plan, unless no changes to the Plan's policies are proposed.

With the Comprehensive Plan goals and policies as general guidelines, the Special Planning Area (SPA) Process seeks to involve those who would be most directly affected by long-range plans for the neighborhood and also represent a wide spectrum of interests and expertise.

In late 1995, a petition was presented to the Mayor and City Council, asking that the Lynwood Center Special Planning Area process begin as soon as possible. The Mayor appointed a committee of interested persons, in accordance with BIMC 18.115, consisting of 1) residents, land owners and business owners within the special planning area; 2) residents and landowners adjacent to the special planning area; and 3) residents of the City at large. The committee is supported by City staff and an interdepartmental staff team consisting of representatives from each City department along with those from the Park District, the School District, and the Fire District. The committee met for the first time on February 5, 1996. Several meetings were spent gathering background information on existing conditions and setting preliminary boundaries for the planning area (Figure 1). The planning area boundary was set based on consideration of natural land features and land use designations in the Comprehensive Plan.

The committee held a public meeting on March 26, 1996 at Blakely Elementary School. Flyers were sent to over 1200 people. Approximately 150 attended and took part in facilitated discussions in which they related issues and concerns regarding land uses, design, transportation and circulation, and open space and recreation. The major issues and desires raised were:

- desire for public beach access

- improved pedestrian and bike access (safety issues)
- preserve the "quaint" (historical), small scale nature of Lynwood Center
- mixed use is desirable for new development
- improved parking
- preserve natural areas
- light manufacturing should be "very light"
- affordable housing is desirable
- density increases should be moderate, building height limited

In May, 1996, the City hired design consultants Lee Stubbe and Seth Seablom of GLS Associates, to assist the committee in the decision making process and to provide conceptual drawings of the committee's ideas.

After reviewing all of the background material, the consultant team presented the committee with graphics illustrating the issues identified and the range of options open to the committee. After several weeks of analysis and discussion of several alternatives the committee finalized its recommendations. In addition to the specific issues identified by the community, the committee examined each decision in light of three overall goals:

1. How to retain the unique character of Lynwood Center.
2. How to add development to the area without overwhelming its present character.
3. Find a means to develop all the amenities that the community had defined as desirable.

After making final decisions, a report was prepared and the committee held another public meeting on December 10, 1996, to present its recommendations. Approximately 60 people attended. Comments submitted were generally favorable and those of a more specific nature have been addressed in this report.

II. Existing Conditions

Natural Landscape and Hydrology

The Lynwood Center Special Planning Area totals approximately 54 acres in and around the intersection of Lynwood Center Road and Point White Drive and includes the area designated in the Comprehensive Plan as NSC, in addition to the area designated as R-5 east of Lynwood Center Road and the OSR-2 area just west of the NSC (see Figure 1). The planning area also includes the large triangular shaped parcel at the northwest intersection of Lynwood Center Road and Baker Hill Road. This parcel was included because of its hydrological connection to the area. The planning area is generally flat except for east of Lynwood Center Road where it rises to approximately 100 feet above sea level.

Lynwood Center is the focal point of considerable drainage from streams and groundwater seeps draining the high areas to the north, east and west and which form two lobes of a large Class II wetland system. Several areas of this system have been filled and drained over the years. Water now flows through a series of culverts and daylighted ditches under Baker Hill Road and Point White Drive and emerges in the inter tidal portion of Rich Passage. Vegetation in undeveloped areas consists mainly of deciduous forest (ash, alder, cottonwood, willow) and emergent wetland vegetation (cattail, bulrushes, skunk cabbage, and salmonberry). The undeveloped R-5 parcel east of Lynwood Center Road is second growth coniferous and deciduous forest.

Underlying the entire area is the Lynwood Aquifer which, at places, is exposed to the surface. The surface geology is mainly sand and gravel with high infiltration rates. The aquifer is considered highly vulnerable to contamination in this area due to the combination of geologic, soil, and land use conditions.

Land Uses and Ownership

Of the approximately 54 acres in the Lynwood Center Special Planning Area, 37 acres are undeveloped. Commercial uses occupy only 5 acres. The construction storage yard on the southwest corner of Baker Hill Road and Lynwood Center Road is being planned for redevelopment and is, therefore, included in the count of undeveloped land. The remaining 12 acres are in residential development. Approximately 31 acres of the Planning Area are held by two landowners, 17+ acres and 12 acres respectively. The next largest ownership is approximately 3 acres.

Infrastructure

The entire planning area is served by the South Bainbridge Water System. Sewage conveyance is by on-site septic system. The commercial area of Lynwood Center has for many years experienced septic failure and raw sewage has been flowing directly into Rich Passage. For this reason this very limited area was required by the Department of Ecology to be served by the Sewer District #7 Sewage Treatment plant which has just completed. The plant has been designed to accommodate expansion in the future so that the possibility of a greater area of Lynwood Center may be served at some future time. The Special Planning Area boundary is not to be confused in any way with sewer service area. Actual timing of, and disposition of sewer service is beyond the scope of the Steering Committee's responsibilities.

The roads serving the area, Lynwood Center Road, Baker Hill Road, and Point White Drive are in relatively good condition with the exception of the portion of Point White Drive along Rich Passage which experiences periodic flooding at the edge of the road at high tide conditions at certain times of the year. As a result the road bed is failing in places along this particular section. While there are shoulders on some roads, area residents view them as dangerous for walkers, cyclists and children. Speeding is also a problem on Point White Drive with several areas suffering property damage because of out-of-control, speeding vehicles.

Approved Developments

Pleasant Beach Condominiums

This development of 10 condominium units in 6 separate buildings was first approved as a PUD in 1983 by Kitsap County. Several extensions of the original approval have been granted since then, the most recent in 1995, to arrange for sewage disposal. The project, located on the waterfront behind the Lynwood Center building, is now under construction.

Shel - chelb Estuary Project

The Washington State Department of Transportation, Marine Division, is developing and enhancing a degraded estuary on property north of Point White Drive which will provide for tidal exchange with the waters of Rich Passage. The project, named "Shel - chelb", a Suquamish word meaning "bringing it home", also redirects an existing stream channel that originates north of Baker Hill Road. This portion of the project is being undertaken in conjunction with the local chapter of Trout Unlimited. The various terms of the agreement include the vacation of the unopened City right-of-way abutting the adjacent property in exchange for a 50' conservation easement with a pedestrian trail along the stream corridor and around the estuary.

III. Final Recommendations

Land Use

Few changes in land use designations are recommended for the planning area. The framework policies of the Comprehensive Plan provide that increases in density may be considered if there is a public benefit. Changes recommended by the committee, therefore, reflect community's desire for some public benefit in the area. The recommendations are based on the assumption that sewer service will be available at some point during the twenty year planning period for those properties where land use recommendations would require sewer. These recommendations, which are also depicted in Figure 2 - Land Use, are as follows:

1. The five parcels along the west side of Lynwood Center Road and bounded by Baker Hill Road and Point White Drive ("A" on Figure 2 - Land Use) should retain the NSC designation but will permit a residential density up to 12 units per acre (R-12) provided that a public community center be constructed of equal and compatible quality and style as the rest of the development. Higher density could be allowed if affordable housing requirements were met. Size and configuration of the community center would be similar to that at Island Center or the Commons where there would be meeting space provided for community groups, classes or events and would include a small kitchen area. This space could be a stand alone building or be part of a mixed use building planned by the developer. Actual size and disposition of this space will be determined at a later date.

2. The parcel containing the old lumber yard ("B") should be allowed to develop as a commercial property as long as parking is provided on the parcel directly to the north ("C" - a permitted use in the NSC) or on the parcel immediately to the west of that ("D" - a conditional use). Further, if road end funds should become available, these funds could be used in conjunction with private funds to develop a public pier or other public beach access.
3. The first parcel along the north side of Point White Drive that is immediately west of the NSC ("D") should be allowed to develop at 3 residential units per acre (R-3) if and when an easement for public beach access is granted for the portion of the parcel south of Point White Drive and adjacent to the lumber yard.
4. The R-5 designation for the 13-acre parcel east of Lynwood Center Road ("E") was not changed. Multi-family should be added as a permitted use, subject to site plan review.

Analysis: Framework Policy 1.3 of the Comprehensive Plan allocates up to 5% of the 2012 population growth to the Neighborhood Service Centers. This represents approximately 375 persons. Under current land use designations additional population at build-out for the Lynwood Center NSC would be approximately 115 persons (50 units of mixed single family and multi-family). Under the recommended land use changes this figure rises to 174 persons (77 units). This does not include the additional 150+ persons (approximately 65 units) that may inhabit the R-5 area adjacent to, but not included within, the NSC. If considering strictly the NSC boundaries this population increase (174 persons) is still well within what is reasonable for the NSC's, especially considering the limited potential for additional population at both Island Center and Rolling Bay.

5. Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

Transportation/Circulation - Auto

Baker Hill Road, Lynwood Center Road, and Point White Drive continue to serve as the main thoroughfares within the Planning Area. However, changes are recommended to improve the safety and efficiency of circulation in the area: (refer to Figure 3)

1. The northwest corner of Lynwood Center Road should be squared up so that the roadway is slightly narrowed to create more of a right angle turn from Lynwood Center Road southbound to Point White Drive.
2. The intersection of Lynwood Center Road and Point White Drive should be a three-way stop with crosswalks added to accommodate pedestrians from future developments to the east of Lynwood Center Road and at the northwest corner of Lynwood Center Road and Point White Drive.
3. Access to the residential areas to the west of the NSC should be located along property lines and shared by adjacent landowners in order to minimize the number of curb cuts on the three major roadways (indicated by the large arrows on Figure 3). In addition, a local, low-use roadway system within the residential area, consistent with the City's adopted standards, would provide both auto and pedestrian access to the commercial area while eliminating the need for each property to have its own access. This roadway system would be for internal, neighborhood use.
4. Construction of the estuary project and culvert should include a slightly raised "bridge" or textured pavement as a traffic calming tool on Point White Drive.

Traffic Circulation - Parking

1. Some parallel parking for the commercial development on the northwest corner of Lynwood Center Road and Point White Drive may be located at roadside (out of traffic lanes). This same parking pattern may also be on the north side of Point White Drive in the NSC zone. (Figure 3).
2. The parking lot south of the Lynwood Center building should be developed as a formal parking lot in accordance with existing City regulations. Such a parking lot would accommodate significantly more cars than at present.
3. The informal park-and-ride use of the lot at the northwest corner of Lynwood Center Road and Baker Hill Road should be allowed to continue and Kitsap Transit should be encouraged to formalize this use.

Traffic Circulation - Pedestrians/Bicycles

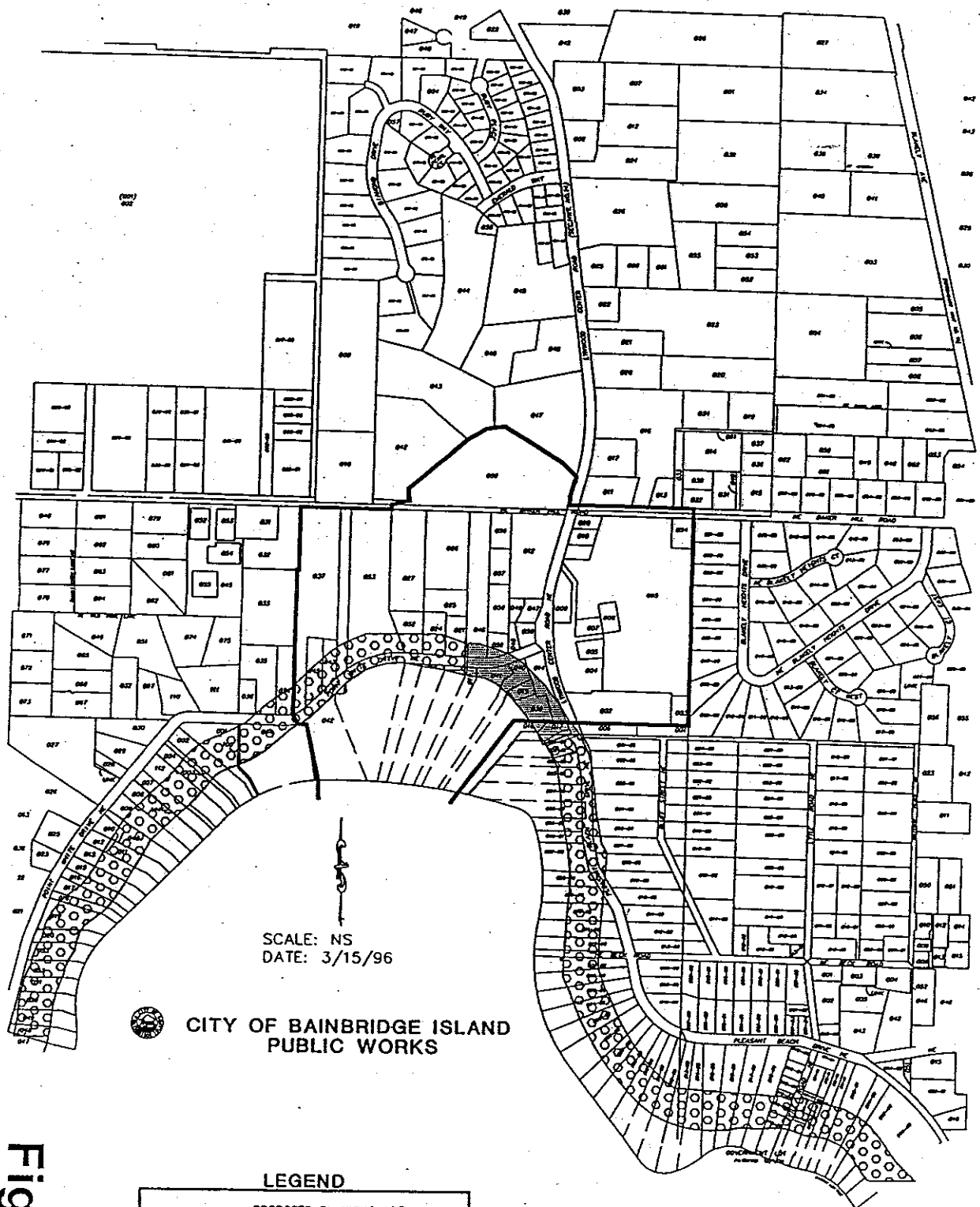
1. The plan includes pedestrian and bike trails on both sides of Lynwood Center Road to north of Baker Hill Road and south down Pleasant Beach Road, and on the south side of Baker Hill Road. Pedestrian and bike trails will also go west along Point White Drive on the water side. A series of pedestrian courts and paths on the north side of Point White Drive will serve to connect parking and development. (Figure 4).
2. A pedestrian trail connecting Baker Hill Road and Point White Drive shall be located either along the City's unvacated portion of Baker Road and around the Shel-chelb estuary or along the stream corridor associated with the estuary.
3. Crosswalks should be added at the proposed three-way stop at the intersection of Lynwood Center Road and Point White Drive, as previously stated.
4. Bus stops should be provided on Lynwood Center Road both north and south of the intersection with Point White Drive and at the informal park and ride on Baker Hill Road.

Landscape and Buffers

The Lynwood Center commercial area has been described during the Special Planning Area process as "a wide spot in the road". This is because the major approaches to the intersection of Lynwood Center Road and Point White Drive are characterized by dense vegetation that generally screens development from the road. In keeping with that concept, and the Comprehensive Plan vision that the natural landscape buffers long scenic roads should be preserved, the following is recommended: (see Figure 5):

1. A minimum 25 foot vegetation buffer with 50% screening (partial screen as described in the adopted landscape ordinance) shall be required on all approaches to Lynwood Center as shown on Figure 5.
2. The City endorses the 50 foot buffer around the Washington State Department of Transportation estuary project.
3. The view of Serenity House from Pleasant Beach Road is considered to be of great historical value and as such, the view from the road to the front of the existing building should be maintained. If the property owner wishes to expand the use, this should be done to the rear of the property.

LYNWOOD CENTER
SPECIAL PLANNING AREA
PROPOSED PLANNING AREA BOUNDARY



LEGEND

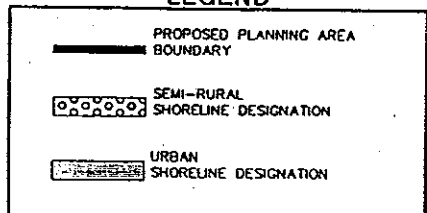
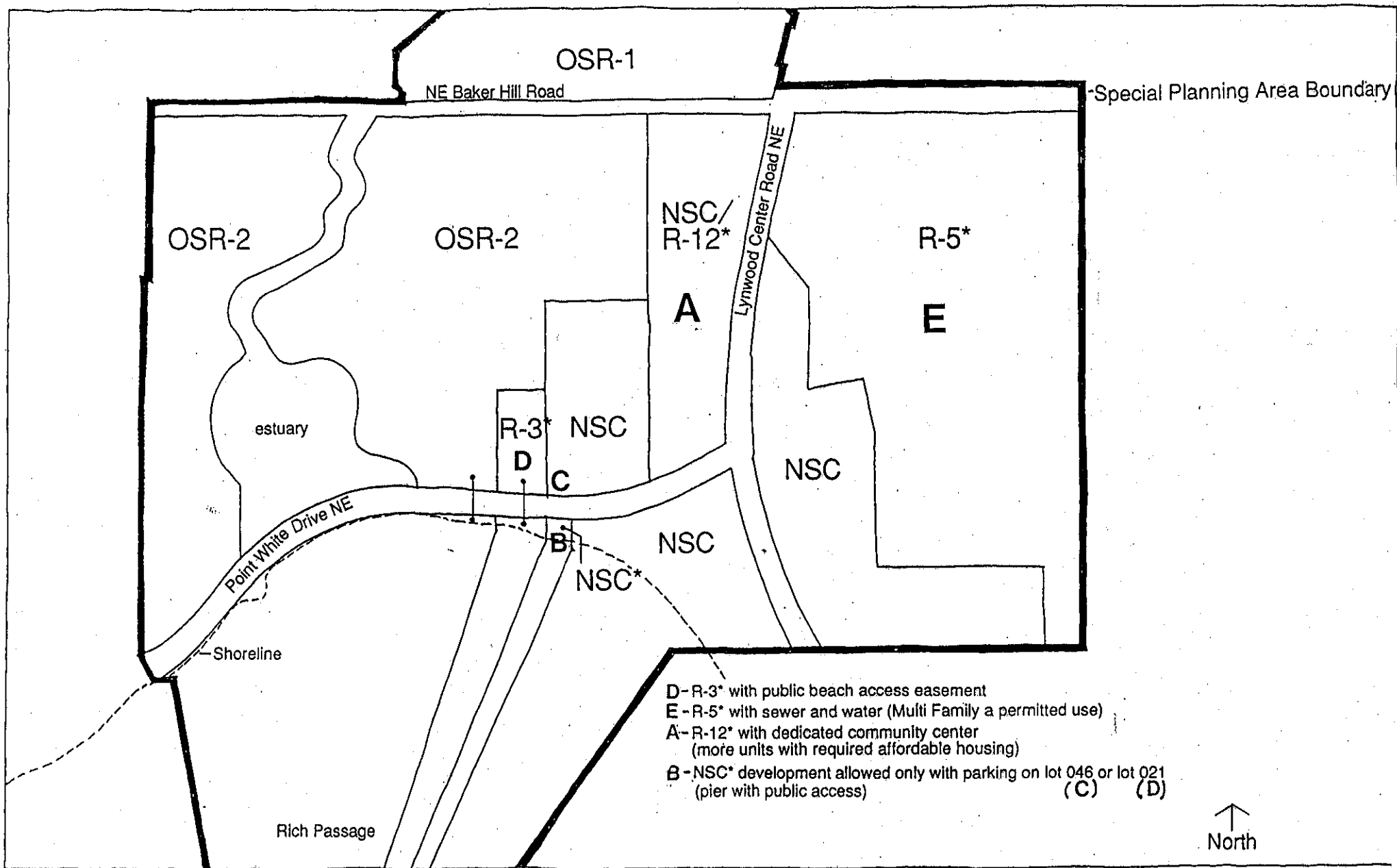
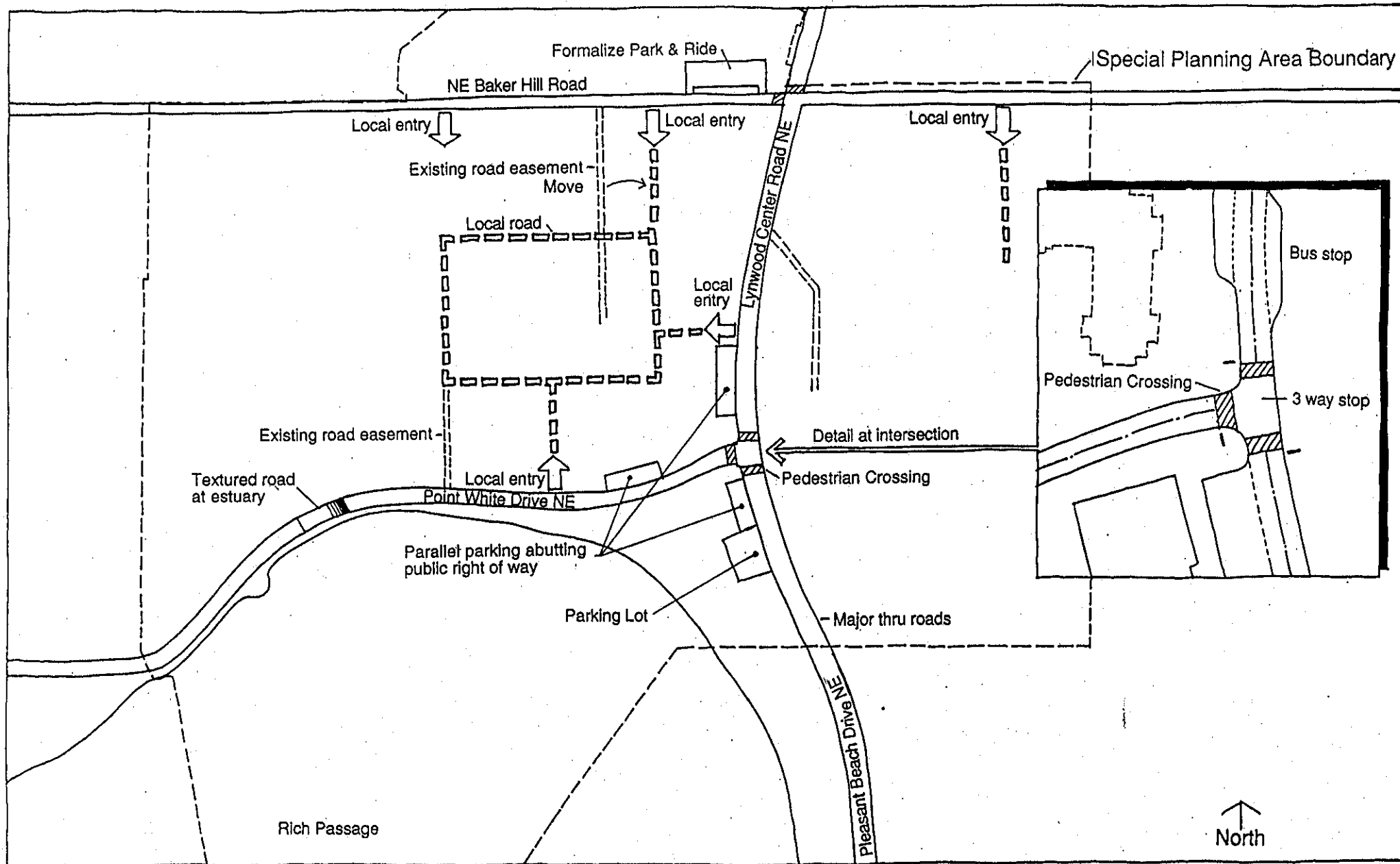


Figure 1





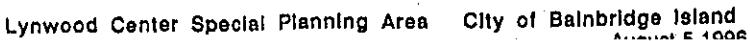


Figure 4: Pedestrian System

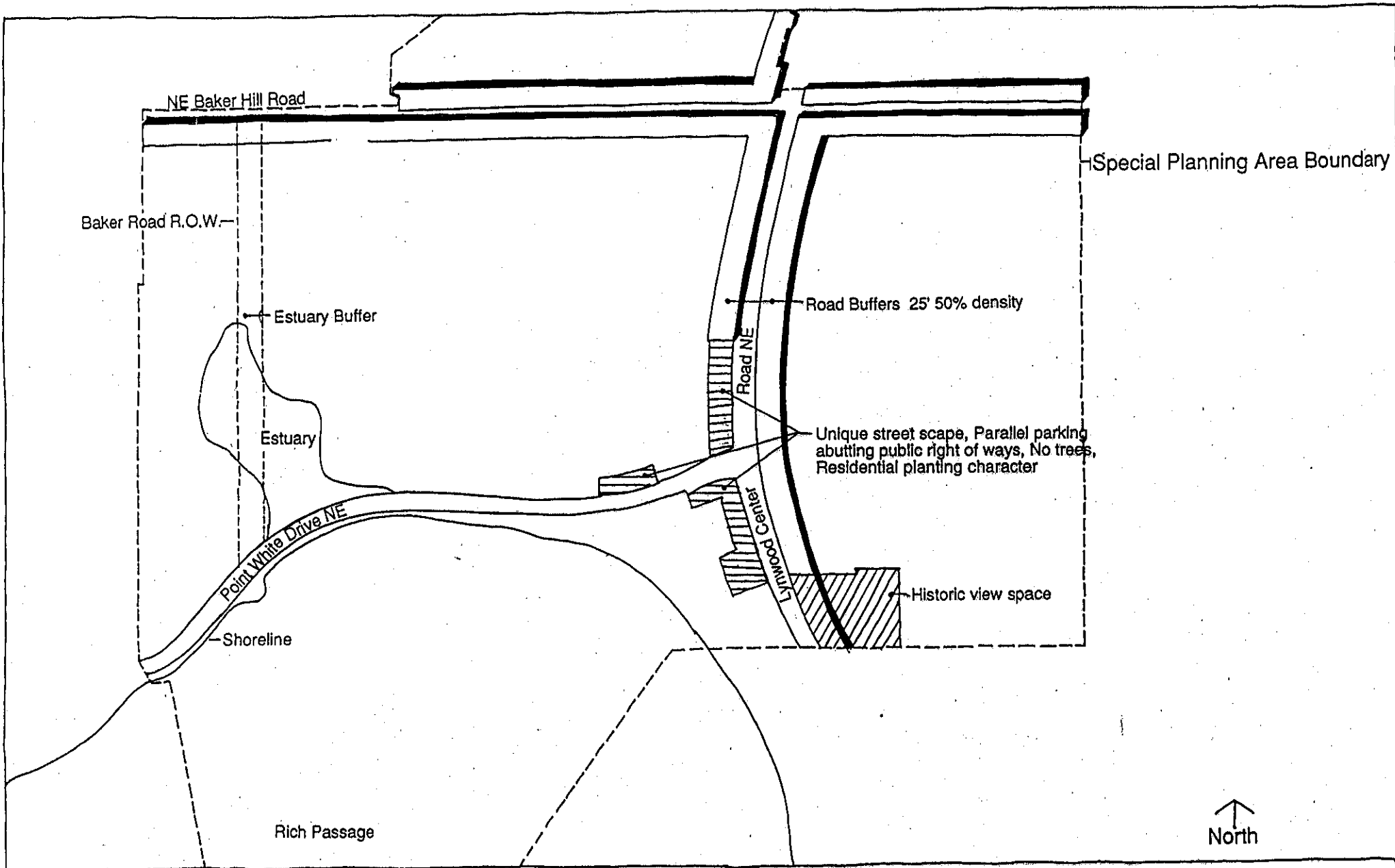
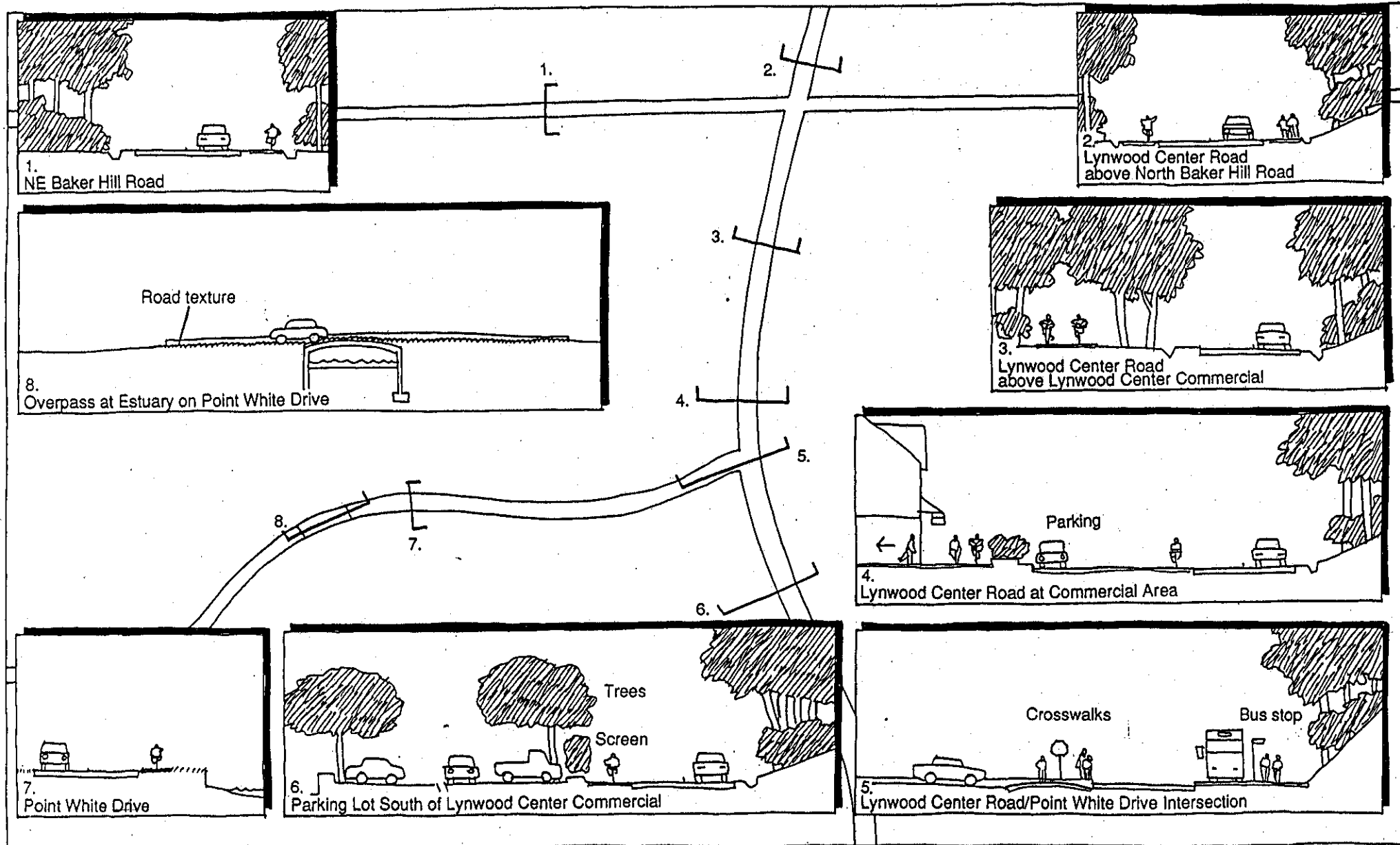


Figure 5-1 Landscape



Circulation

Capital Facilities

Possible additions to the Capital Facilities Plan were analyzed by the City Engineer. The report is attached. Cost of those facilities will be included in the Comprehensive Plan Amendment. Timing and funding to be determined at a later date.

Storm Drainage

Drainage issues for the entire area were reviewed in detail by the City's Storm Water Technician. In general, her findings were that the majority of drainage and runoff which has been a problem in the area for some time would be addressed by the two major developers around the intersection of Lynwood Center Road and Point White Drive. The complete report is attached hereto.

