



STUDY SESSION

TUESDAY, FEBRUARY 7, 2017

**LOCATION: BAINBRIDGE ISLAND CITY HALL
280 MADISON AVENUE N., BAINBRIDGE ISLAND, WASHINGTON**

AGENDA (TIMES LISTED ON THE AGENDA ARE APPROXIMATE)

1. CALL TO ORDER / ROLL CALL - 7:00 PM

Mayor: Val Tollefson

Deputy Mayor: Ron Peltier

Councilmembers: Sarah Blossom Michael Scott
 Kol Medina Roger Townsend
 Wayne Roth

2. ACCEPTANCE OR MODIFICATION OF AGENDA/ CONFLICT OF INTEREST DISCLOSURE

3. PUBLIC COMMENT ON AGENDA ITEMS - 7:05 PM

4. PRESENTATIONS

- A.** 7:15 PM Proposal for New Public Art Project by Arts and Humanities
Bainbridge, AB 17-021 - Executive (Pg. 3)

5. NEW BUSINESS

- A.** 7:30 PM Resolution No. 2017-09, Affirming that Bainbridge Island is a Welcoming and Inclusive City, AB 17-023 - Councilmember Scott (Pg. 18)
- B.** 7:40 PM Ordinance No. 2017-06, Relating to Community Policing, AB 17-024 - Councilmember Scott (Pg. 21)
- C.** 7:50 PM Proclamation Declaring February 2017 as "Black History Month," AB 17-031 - Mayor Tollefson (Pg. 25)
- D.** 8:00 PM Transportation Benefit District Revenue Options, AB 17-020 - Finance (Pg. 28)

6. UNFINISHED BUSINESS

- A.** 8:30 PM 2017 Work Plan for Utility Advisory Committee, AB 17-014 (Pg. 29)
- B.** 8:40 PM Ordinance No. 2017-01 (formerly Ordinance No. 2016-29),

Comprehensive Plan Update, and Ordinance No. 2017-02 (formerly Ordinance No. 2016-30), Amending Bainbridge Island Municipal Code to Adopt Changes Related to Comprehensive Plan Update, AB 15-108 - Planning (Pg. 33)

7. CITY COUNCIL DISCUSSION

- A.** 10:10 PM Discussion Regarding Joint Meeting of All Island Taxing Jurisdictions, AB 17-030 - Deputy Mayor Peltier (Pg. 618)

8. FOR THE GOOD OF THE ORDER - 10:25 PM

9. ADJOURNMENT - 10:30 PM



Americans with Disabilities Act (ADA) accommodations provided upon request. Those requiring special accommodations, please contact the City Clerk at 206-842-2545 (cityclerk@bainbridgewa.gov) by noon on the day preceding the Meeting.

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:15 PM Proposal for New Public Art Project by Arts and Humanities Bainbridge, AB 17-021 - Executive (Pg. 3)	Date: 2/7/2017
Agenda Item: PRESENTATIONS	Bill No.: 17-021
Proposed By: Executive	Referrals(s):

BUDGET INFORMATION

Department: Executive	Fund: Public Art Subfund	
Expenditure Req: \$500.00	Budgeted? No	Budget Amend. Req? Yes

REFERRALS/REVIEW

:	Recommendation:	
City Manager: Yes	Legal:	Finance:

DESCRIPTION/BACKGROUND

The Public Art Committee (PAC), a subcommittee of the Arts and Humanities Bainbridge (AHB) Board, has developed a proposal for a new public art project titled "Something New." The project involves installation of several permanent plinths in the downtown Winslow area to be used to display artwork from various artists on a one-year rotation. The details of this project are described in the attached presentation, and members of AHB and the Public Art Committee will provide the City Council with a briefing and the opportunity for questions and answers about this proposal.

The process for City Council consideration of new public art projects is described in BIMC 3.80.040.

In summary, the Municipal Code describes a process which involves AHB presenting a concept, site, and budget to the City Council. The City Council can either approve the proposal or decide to hold a public hearing first. For larger projects (over \$10,000), the process may be split into two phases: (1) a first request to the Council to consider/approve the proposal/concept and approve the funding needed to bring the project to "full project development," and (2) a second presentation of the concept to the Council for "final funding approval."

The need for a two-step process should depend on how much fact-finding and design development is needed to scope out a proposed project, in terms of both logistics and budget. Due to the project cost and the need to identify multiple sites within Winslow, City staff recommend a two-step process for the Council's review of the Something New project.

Step One: If Council is supportive of the proposed project, AHB, PAC, and City staff will work to develop a list of viable candidate sites. AHB and PAC will then undertake public engagement to narrow the list of sites to 3 - 4 options. AHB and City staff will also work to develop a formal and complete project budget.

Step Two: The proposed sites and project budget will be presented for Council consideration and approval in Q2 or Q3 of 2017.

The City Council should also determine whether to hold a public hearing on the proposed public art project.

RECOMMENDED ACTION/MOTION

I move that the City Council approve the proposed public art project "Something New" and authorize funding of \$500 from the Public Art Subfund to be used by AHB to complete full concept development for the project.

I move that the City Council hold a public hearing on the proposed public art project at the time of the Council's consideration of the project's full concept and budget.

ATTACHMENTS:

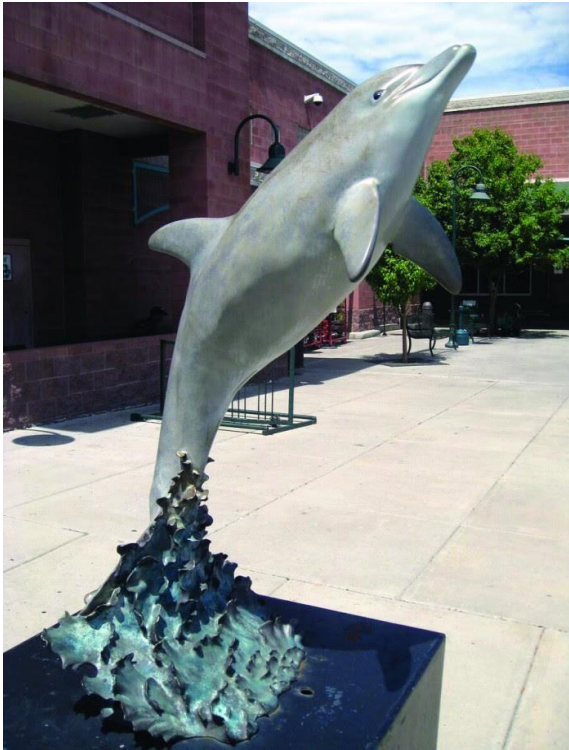
Description	Type
Public Art Presentation	Backup Material

'Something New'

ROTATING ART IN PERMANENT SPACES
BAINBRIDGE ISLAND PUBLIC ART COMMITTEE, 2017-18



Bringing sculpture to our public sphere



- ▶ PAC & City identify potential sites in prominent locations around Winslow
- ▶ The public chooses 3-4 sites through a community outreach process
- ▶ The City builds concrete plinths (bases)
- ▶ Outdoor sculptures are selected through a juried process for a 12-month exhibition
- ▶ Repeat each year with new artworks

Successful
programs
nationwide

ART AL
FRESCO

Boerne, Texas



Successful
programs
nationwide

ART ON THE CORNER

*Grand Junction,
Colo.*



Successful
programs
nationwide

SCULPTURE
ON 2nd STREET
Langley, Wash.



And many others...



And many others...



Timeline – 2017

- ▶ *February* – First presentation by PAC to City Council
- ▶ *March* – Public meeting on locations and themes
- ▶ *April* – Recommendation for 3-4 sites submitted to City Council
- ▶ *June* – Council approval
- ▶ *July-Sept.* – Design/engineering of 3-4 plinths (pedestals), submit permit applications
- ▶ *August* – Art & Jury12 calls developed and posted by PAC
- ▶ *September* – Solicit bids for construction of pedestals
- ▶ *October* – Deadline for art applications/submissions
- ▶ *November* – PAC makes recommendations to City Council for approval
- ▶ *December* – Artists notified

Timeline – 2018-19

- ▶ *January 2018* – Agreements/contracts signed with selected artists
- ▶ *February 2018* – City constructs plinths
- ▶ *March 2018* – Installations of the artworks
- ▶ *April 2018* – Opening and celebrations
- ▶ **April 2018 - March 2019 – EXHIBITION!**
- ▶ *August 2018* – New Art Call for second round of works
- ▶ *April 2019* – De-Install first artworks, replace with second round of selections
- ▶ Repeat every year

Proposed budget – Infrastructure

▶ Community engagement	\$500
▶ Construction	
- Plinths (3-4 concrete bases, inc. design, engineering, permits)	\$12,000
Subtotal	\$12,500
▶ Project management (15%)	\$1,850
▶ Contingency (10%)	\$1,225
One-time total	\$15,575

Proposed budget – Annual Program

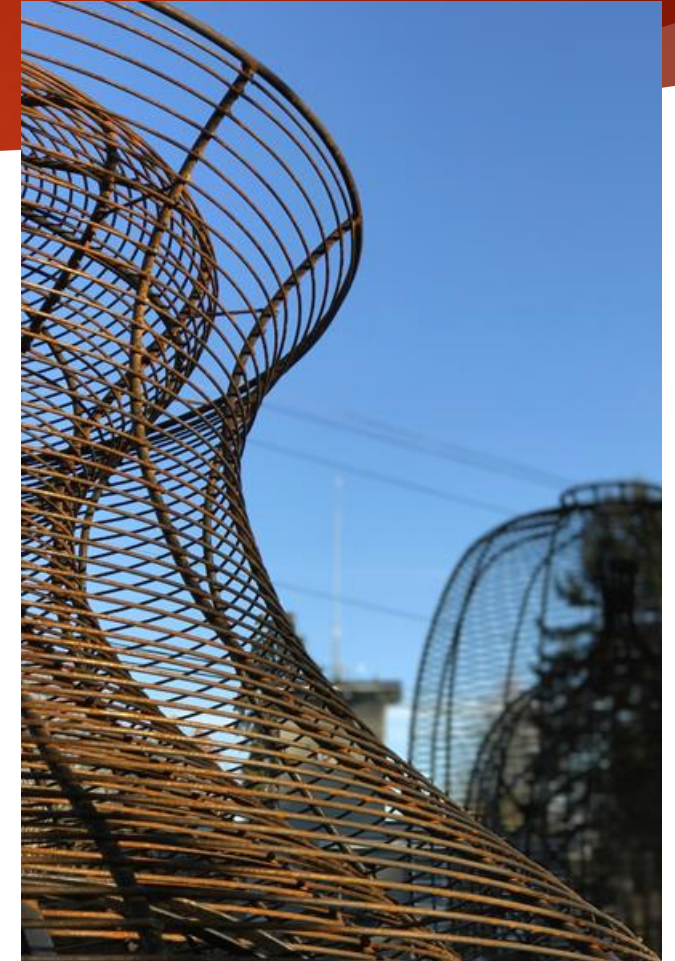
- ▶ Selection of 3-4 artworks
 - Art Call service \$500
 - Publicity \$200
 - Jury honoraria \$400
 - Artist interviews/
selection \$1,500
 - Installation \$1,000
 - Plaques \$600
 - Subtotal \$4,200**

- ▶ Recognition & Celebration
 - Reception event \$2,000
 - Artist honoraria \$4,000
 - People's Choice
Award \$1,000
 - Subtotal \$7,000**
 - ▶ Project maint. (15%) \$1,700
- ANNUAL TOTAL: \$12,900**

Outcomes

- ▶ Inexpensive way to bring public art to the community
- ▶ Public Art Program could receive a commission on works that are sold by the artist while on display
- ▶ Especially popular works could be purchased under the program for permanent inclusion in the island's portfolio
- ▶ Could be expanded to other areas around the island (Lynwood Center, Island Center, Rolling Bay)

Enriching our public spaces



City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:30 PM Resolution No. 2017-09, Affirming that Bainbridge Island is a Welcoming and Inclusive City, AB 17-023 - Councilmember Scott (Pg. 18)	Date: 2/7/2017
Agenda Item: NEW BUSINESS	Bill No.: 17-023
Proposed By: Councilmember Scott	Referrals(s):

BUDGET INFORMATION

Department: Council	Fund:
Expenditure Req:	Budgeted? Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:
City Manager:	Legal: Finance:

DESCRIPTION/BACKGROUND

The current political climate has raised concerns about violations of civil and human rights across the country. There have been news reports of incidents of hate and bias occurring across the country, including in our own City of Bainbridge Island. Members of vulnerable communities are frightened and concerned for their safety.

The City of Bainbridge Island has a long history of supporting civil and human rights, and protecting targeted communities and vulnerable individuals. The proposed Inclusive and Welcoming City Resolution would affirm our values and strengthen our resolve to work together for a welcoming, inclusive, and safe community.

RECOMMENDED ACTION/MOTION

I move that the City Council forward Resolution No. 2017-09, Affirming that the City of Bainbridge Island is a Welcoming and Inclusive City, to the February 14, 2017, Consent Agenda.

ATTACHMENTS:

Description	Type
□ Resolution No. 2017-09	Backup Material

RESOLUTION NO. 2017-09

Bainbridge Island Welcoming and Inclusive City Resolution

A RESOLUTION of the City Council of the City of Bainbridge Island, Washington, affirming that Bainbridge Island is a Welcoming and Inclusive City that respects the fundamental human dignity of all people.

WHEREAS, all people — including persons of all races, creeds, colors, national origins, sexes, sexual orientations, sexual identities, sexual expressions, mental abilities, and physical abilities — are respected and valued members of our community, and are vital to our shared health and welfare; and

WHEREAS, Bainbridge Island has long been recognized as a hospitable and welcoming community where diverse people, families, and institutions thrive; and the contributions of all are celebrated and valued; and

WHEREAS, Bainbridge Island's inclusive culture and values enhance our cultural fabric, economic growth, and overall wellbeing for current and future generations; and

WHEREAS, we remember our history, including the oppression of indigenous peoples and the internment of Japanese Americans during World War II, and we vow as a community: Nidoto Nai Yoni — Let It Not Happen Again; and

WHEREAS, Bainbridge Island was the first community in the United States during World War II where, under a dark cloud of racial prejudice, fear, and uncertainty, and a shameful lack of political leadership, Japanese Americans were wrongly exiled from the West Coast; yet the majority of the members of our community believed in fundamental constitutional rights and protections, stood by their friends and neighbors, and refused to succumb to bigotry and hatred; and

WHEREAS, Bainbridge Island is committed to continuing to build an inclusive and safe community, where all persons are fully accepted, integrated, and protected; and

WHEREAS, community efforts that promote understanding and collaboration between our native-born and foreign-born community members are crucial in encouraging and preserving Bainbridge Island's welcoming environment; and

WHEREAS, Bainbridge Island encourages our businesses, civic groups, schools, government agencies, and other community institutions to undertake their own initiatives, beyond this resolution, to make Bainbridge Island a welcoming place for new residents from other countries, and an inclusive community for all people;

WHEREAS, Bainbridge Island is a place of sanctuary for targeted communities and persecuted peoples; a City that opposes hate and bias and acts of intolerance committed against our

neighbors; and a City that vows to cultivate and support a culture of compassion, kindness, and protection; now, therefore,

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND DOES RESOLVE AS FOLLOWS:

The City of Bainbridge Island is a Welcoming and Inclusive City that embraces all residents and visitors regardless of race, creed, color, national origin, sex, sexual orientation, sexual identity, sexual expression, mental ability, and physical ability; a City that strives for unity and harmony in our community; and a City that respects the essential human dignity of all people.

PASSED by the City Council this ____ day of February, 2017.

APPROVED by the Mayor this ____ day of February, 2017.

By: _____
Val Tollefson, Mayor

ATTEST/AUTHENTICATE:

By: _____
Christine Brown, City Clerk

FILED WITH THE CITY CLERK: February 3, 2017
PASSED BY THE CITY COUNCIL: February ____, 2017
RESOLUTION NO. 2017-09

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:40 PM Ordinance No. 2017-06, Relating to Community Policing, AB 17-024 - Councilmember Scott (Pg. 21)	Date: 2/7/2017
Agenda Item: NEW BUSINESS	Bill No.: 17-024
Proposed By: Councilmember Scott	Referrals(s):

BUDGET INFORMATION

Department: Council	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal:	Finance:

DESCRIPTION/BACKGROUND

The term “sanctuary city” is often used incorrectly to describe trust acts or community policing policies that limit entanglement between local police and federal immigration authorities. These policies make communities safer and increase communication between police and their residents without imposing any restrictions on federal law enforcement activities.

Currently there are over 326 counties, 32 cities, and four states that limit local law enforcement's involvement in federal immigration enforcement.

Community policing policies encourage all members of the community, including immigrants, to work with the police to prevent and solve crime. As Tom Manger, Chief of Police for Montgomery County and President of the Major Cities Chiefs Association, said, "To do our job we must have the trust and respect of the communities we serve. We fail if the public fears their police and will not come forward when we need them. Whether we seek to stop child predators, drug dealers, rapists or robbers—we need the full cooperation of victims and witness. Cooperation is not forthcoming from persons who see their police as immigration agents. When immigrants come to view their local police and sheriffs with distrust because they fear deportation, it creates conditions that encourage criminals to prey upon victims and witnesses alike."

Law enforcement agencies and associations from across the country have echoed this sentiment by supporting community policing policies and opposing attempts by the federal government to mandate immigration enforcement cooperation.

- The Law Enforcement Immigration Task Force, comprised of more than 30 police chiefs, sheriffs, commissioners, and lieutenants from across the country, explained, “Immigration enforcement at the

state and local levels diverts limited resources from public safety. State and local law enforcement agencies face tight budgets and should not be charged with the federal government's role in enforcing federal immigration laws.”

- According to Dayton Police Chief Richard Biehl, Dayton's community policing policies “have been successful in building trust and making our city safer,” and have led to a nearly 22 percent reduction in serious violent crime and a 15 percent reduction in serious property crime in Dayton since the adoption of those policies.

Immigration enforcement is a federal responsibility:

- There is no local or state community policing policy that prevents the federal department of the federal Department of Homeland Security's division of Immigration and Customs Enforcement (ICE) from enforcing federal immigration laws.

When a law enforcement agency takes a suspect into custody and books him or her, the person's fingerprints are sent automatically to ICE, which has ample resources to investigate and initiate enforcement actions against noncitizens who fit within the agency's enforcement priorities.

See also article in The Olympian: <http://www.theolympian.com/news/politics-government/article129947119.html>

RECOMMENDED ACTION/MOTION

I move that City Council forward Ordinance No. 2017-06, Relating to Community Policing, to the February 14, 2017 Consent Agenda.

ATTACHMENTS:

Description	Type
▣ Ordinance No. 2017-06	Backup Material

ORDINANCE NO. 2017-06

AN ORDINANCE of the City of Bainbridge Island, Washington, relating to Community Policing.

WHEREAS, on February __, 2017, the City Council adopted Resolution No. 2017-09, affirming that the City of Bainbridge Island is a Welcoming and Inclusive City that respects the fundamental human dignity of all people; now, therefore,

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN AS FOLLOWS:

Section 1. Immigrant Status Information.

A. Unless required by law or court order, no City of Bainbridge Island officer or employee shall inquire into the immigration status or nationality of any person, or engage in activities designed to ascertain the immigration status or nationality of any person.

B. The Bainbridge Island Police Department shall not investigate, arrest, or detain any person based solely on immigration status or nationality.

C. The Bainbridge Island Police Department shall maintain policies consistent with this section.

Section 2. Effective Date. This ordinance shall take effect and be in force five (5) days from its passage, approval, and publication as required by law.

PASSED BY THE CITY COUNCIL this _____ day of February, 2017.

APPROVED BY THE MAYOR this _____ day of February, 2017.

Val Tollefson, Mayor

ATTEST/AUTHENTICATE:

Christine Brown, City Clerk

FILED WITH THE CITY CLERK: February 3, 2017

PASSED BY THE CITY COUNCIL:	February __, 2017
PUBLISHED:	February __, 2017
EFFECTIVE DATE:	February __, 2017
ORDINANCE NUMBER:	2017-06

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:50 PM Proclamation Declaring February 2017 as "Black History Month," AB 17-031 - Mayor Tollefson (Pg. 25)	Date: 2/7/2017
Agenda Item: NEW BUSINESS	Bill No.: 17-031
Proposed By: Mayor Tollefson	Referrals(s):

BUDGET INFORMATION

Department: Executive	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal: Yes	Finance:

DESCRIPTION/BACKGROUND

A City proclamation recognizing February as Black History Month will further our commitment to be recognized as an inclusive community.

RECOMMENDED ACTION/MOTION

I move to authorize the Mayor to sign the Proclamation declaring February 2017 as Black History Month.

ATTACHMENTS:

Description	Type
□ Proclamation	Backup Material



PROCLAMATION

A PROCLAMATION by the Mayor of the City of Bainbridge Island, Washington, declaring February 2017 as “Black History Month.”

WHEREAS, Black History Month is celebrated throughout the nation during the month of February; and

WHEREAS, Black History Month is a time to honor our diverse ancestry and to remember the often hidden history of civic, economic, professional, medical, and artistic achievements of many Black Americans; and also serves as a reminder of the challenges that face all people of color, and that the work to eliminate barriers based on prejudice is ongoing; and

WHEREAS, Black Americans continue to make significant contributions to the growth of our nation: in business and philanthropy; as ministers, doctors and nurses; as artists and musicians; as professors and teachers; as lawyers and legislators; as soldiers and leading athletes. Black Americans have earned Olympic Gold Medals; Medals of Honor, and as slaves, built the White House where the first Black President and his family resided for the past eight years; and

WHEREAS, we continue to be inspired by the vision of Rev. Dr. Martin Luther King, Jr. and by the vision of local leaders such as former Seattle Mayor Norm Rice, Judge Theodore Spearman, Bishop Lawrence Robertson, Lillian and James Walker; and

WHEREAS, Black History Month serves as a reminder of the challenges that face people of color and other marginalized groups. There is still more to be done to ensure equality under the law and equal opportunity; and

WHEREAS, Black History Month’s theme for 2017 – “Healing Our Land, Healing Our History”-- is a reminder to appreciate what connects us, regardless of color, national origin, religion, sexual orientation, and disparate abilities. We move forward in the spirit of the Pledge of Allegiance — “with liberty and justice for all.”

NOW, THEREFORE, I, Val Tollefson, Mayor of the City of Bainbridge Island, Washington, on behalf of the City Council, do hereby proclaim February 2017 as

“BLACK HISTORY MONTH”

in the City of Bainbridge Island, and urge all Islanders to join me in this special observance.

SIGNED, this ____ day of February 2017.

Val Tollefson, Mayor

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 8:00 PM Transportation Benefit District Revenue Options, AB 17-020 - Finance (Pg. 28)	Date: 2/7/2017
Agenda Item: NEW BUSINESS	Bill No.: 17-020
Proposed By: Ellen Schroer, Director of Finance	Referrals(s):

BUDGET INFORMATION

Department: Finance	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal:	Finance:

DESCRIPTION/BACKGROUND

During a budget discussion in November 2016, the City Council requested information on Transportation Benefit District revenue options. In addition, staff will provide a short update on the implementation of the change to the Utility Tax which is effective in 2017.

RECOMMENDED ACTION/MOTION

Information only.

ATTACHMENTS:

Description	Type
▣ Presentation	Backup Material



CITY OF
BAINBRIDGE ISLAND

Transportation Benefit District Revenue Options

February 7, 2017

Revenue Update

Change to Utility Tax

Transportation Benefit District

Transportation Benefit District

❖ Founded 2012

❖ First revenue received in 2013

- \$20 license tab fee

Transportation Benefit District

	Revenue
2013	\$122,000
2014	\$391,000
2015	\$394,000
2016 (Preliminary)	\$409,000

Total revenue since 2013 is \$1,316,000.

Transportation Benefit District

	Expense	Comment
2013	\$3,000	Administration
2014	\$257,000	ROW (\$100,000); Road preservation (\$150,000); Administration
2015	\$306,000	Road preservation (\$300,000); Administration
2016	\$4,000	Audit

Total expenses since 2013 are \$570,000

Preliminary year-end 2016 balance ~ \$750,000

Transportation Benefit District

- ❖ 2017 and 2018 budgets include spending of \$400,000 annually
- ❖ Current balance of \$750,000 can be programmed by Council, or saved for future use.

Transportation Benefit District

Revenue options

- ❖ Vehicle license fee (currently \$20, can increase up to \$40 by Council vote or \$100 with voter approval)
 - Annual revenue increase of roughly \$100,000/\$5 increase for fee
- ❖ Sales and use tax – up to 0.2% with voter approval, up to 10 years.
 - Annual revenue increase estimated between \$75,000 - \$90,000

Transportation Benefit District

Revenue options

- ❖ Use revenue to support debt
 - Roughly \$80,000 per \$1.0 million of debt
 - Using this assumption, \$400,000 supports \$5.0 million

Questions?

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 8:30 PM 2017 Work Plan for Utility Advisory Committee, AB 17-014 (Pg. 29)	Date: 2/7/2017
Agenda Item: UNFINISHED BUSINESS	Bill No.: 17-014
Proposed By: Council	Referrals(s):

BUDGET INFORMATION

Department: Council	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

Study Session: 1/17/2017	Recommendation: Bring back to a future meeting following Comprehensive Plan update.	
City Manager:	Legal:	Finance:

DESCRIPTION/BACKGROUND

At the January 17, 2017, City Council meeting, the Utility Advisory Committee presented their 2016 report and 2017 proposed work plan. The City Council postponed accepting the work plan until after further discussion on the Comprehensive Plan.

RECOMMENDED ACTION/MOTION

I move to accept the Utility Advisory Committee's 2017 work plan as proposed.

ATTACHMENTS:

Description	Type
▣ UAC Work Plan	Backup Material

MEMORANDUM

TO: CITY COUNCIL

FROM: UTILITY ADVISORY COMMITTEE

DATE: DECEMBER 22, 2016

SUBJECT: PROPOSED 2017 WORK PLAN

The City's Utility Advisory Committee had an active 2016, and is now requesting input from the city council regarding those topics on which the UAC should focus during 2017.

During 2015-16, the UAC devoted substantial time to the following topics:

1. SSWM. Development of a restructure of the SSWM rate methodology. The council adopted the revision, which has been implemented in 2016.
2. Water System Plan. Review of a consultant's draft Water System Plan. The UAC developed a number of recommendations, which were then included by the council in a revised final Plan.
3. Sewer System Plan. Review of a consultant's draft Sewer System Plan. Like the Water System Plan, the UAC developed a number of recommendations, which were then adopted by the council in a revised final Plan.
4. Utilities Element. Preparation of a draft Utilities Element for the Comprehensive Plan, which formed the basis for the Planning Commission's Utilities Element submitted to the city council.
5. 2017-18 Budget. Provided input to the administration during its preparation of a proposed 2017-18 budgets for the water, sewer, and SSWM utilities, to include each utilities' capital improvement plans.

Looking ahead to 2017, the following topics have been suggested for review and analysis by the UAC. As the UAC is an advisory body to the city council, the UAC asks the council to advise which of the below topics, or others, should be on the Work Plan.

- a. Electric reliability. The UAC has not been involved in any way in the recent community and city discussion regarding the electric utility provider. However, it has been suggested that the UAC might examine the steps that might be taken to improve the reliability of electric service on the Island, regardless of who the utility provider is.
- b. Review of sewer system. It has been suggested that the UAC conduct a heightened review of the city's three utilities on a regular schedule, such as one per year. The UAC's review would be of the performance, reliability, and cost of the utility's service. By process of elimination, it appears that the sewer utility should be first up in 2017. That is because the UAC closely looked at the water utility in 2016 when reviewing the draft Water System Plan, and conducted an extensive review of SSWM in 2014-15.
- c. 2017 SSWM operating expense study. The council approved \$50,000 in the 2017-18 budget for a study of the operating expenses of the SSWM utility. Presumably, this study would be prepared by a consultant. As the UAC has focused on certain operating expenses in the past, the UAC may be able to provide meaningful input to the consultant, staff, and council as the study goes forward.
- d. Internet service. Probably, the most frequent complaint by citizens about utilities is with internet service, which is a part of the broader subject of telecommunications (including land and cell phones, cable television, and internet). There is no single organization, staff person, or forum to examine that issue. Perhaps the UAC could assist.
- e. Water/sewer rate structure. The methodology and structure for the rates charged by the water and sewer utilities have not been reviewed for many years. In approximately 2010, the city hired FCS Group to conduct a comprehensive rate analysis, which was provided to the staff and newly-formed UAC. Unfortunately, many pressing matters kept that study from being analyzed and considered. It is standard practice for utilities to review their rate methodologies on 5-10 year intervals, so COBI is (over)due. Typically, but not always, such a rate study is performed by a consultant. The UAC may be able to play a role in determining the need for, and scope of, any possible study.

- f. Water Systems. The UAC has proposed that the Comprehensive Plan include a provision calling for the city to devote resources to facilitating consolidation of small water systems. The UAC could focus time and effort developing a process for implementing this policy.
- g. Impact of Fire Code. The UAC has proposed the Comprehensive Plan include a provision calling for differential fire code requirements for urban and rural water systems. The UAC could devote time and effort on this policy.

The UAC's first meeting of 2017 is on January 11, and is prepared to begin examination of issues identified by the city council.

City of Bainbridge Island City Council Agenda Bill



PROCESS INFORMATION

Subject: 8:40 PM Ordinance No. 2017-01 (formerly Ordinance No. 2016-29), Comprehensive Plan Update, and Ordinance No. 2017-02 (formerly Ordinance No. 2016-30), Amending Bainbridge Island Municipal Code to Adopt Changes Related to Comprehensive Plan Update, AB 15-108 - Planning (Pg. 33)	Date: 2/7/2017
Agenda Item: UNFINISHED BUSINESS	Bill No.: AB 15-108
Proposed By:	Referrals(s):

BUDGET INFORMATION

Department: Planning	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal:	Finance:

DESCRIPTION/BACKGROUND

The City Council held a public hearing on the DRAFT Comprehensive Plan (December 16 version) on January 10, 2017. The written public comment period ended on Tuesday, January 17, at 4:00 pm. [No further public comment will be accepted.](#)

The Council comments on each Element are included in the packet in two ways at the request of the Mayor and the Deputy Mayor. The Council comments are consolidated at the beginning of the Plan, and also shown individually immediately before each Element. Note: There is not Council comment on all of the Elements.

Changes that the City Council has made to the Planning Commission's recommended DRAFT Plan are shown highlighted in green. Changes highlighted in blue respond to suggestions from outside agencies.

RECOMMENDED ACTION/MOTION

Discuss public and City Council comment. If the Council is able to conclude its deliberations regarding the DRAFT Comprehensive Plan, the Council may be able to complete its review and decisions on the Plan and amendments at this meeting. If the Council would like to continue its deliberations regarding the Plan, the Council can decide to continue those deliberations to another meeting or meetings.

ATTACHMENTS:

Description	Type
▣ DRAFT Ord 2017-01	Ordinance
▣ Written Public Comment	Backup Material
▣ Consolidated Council Comment	Backup Material
▣ Table of Contents	Backup Material
▣ Council Introduction Comments	Backup Material
▣ DRAFT Introduction	Backup Material
▣ Council Land Use Element Comments	Backup Material
▣ DRAFT Land Use Element	Backup Material
▣ DRAFT Economic Element	Backup Material
▣ Council Environmental Element Comments	Backup Material
▣ DRAFT Environmental Element	Backup Material
▣ Council Water Resources Element Comments	Backup Material
▣ DRAFT Water Resources Element	Backup Material
▣ Council Housing Comments	Backup Material
▣ DRAFT Housing Element	Backup Material
▣ Council Transportation Element Comments	Backup Material
▣ DRAFT Transportation Element	Backup Material
▣ Council Cap Facilities Element Comments	Backup Material
▣ DRAFT Capital Facilities Element	Backup Material
▣ Council Utilities Element Comments	Backup Material
▣ DRAFT Utilities Element	Backup Material
▣ DRAFT Cultural Element	Backup Material
▣ DRAFT Human Services Element	Backup Material
▣ App A Economic Profile	Backup Material
▣ App B to be deleted Water Rec Existing Conditions & Future Needs	Backup Material
▣ App B Housing Needs Assessment	Backup Material
▣ App C IWTP	Backup Material
▣ App D Winslow Master Plan	Backup Material
▣ App E Lynwood Center SPA Report	Backup Material
▣ Tollefson Comments on Ord 2017-02	Backup Material
▣ DRAFT Ord 2017-02	Ordinance
▣ Ord 2017-02 Exhibit A	Ordinance
▣ Ord 2017-02 Exhibit B	Ordinance
▣ Ord 2017-02 Exhibit C	Ordinance
▣ Ord 2017-02 Exhibit D Future Land Use Map	Ordinance

ORDINANCE NO. 2017-01
(FORMERLY ORDINANCE NO. 2016-29)

AN ORDINANCE of the City of Bainbridge Island, Washington,
adopting the 2016 Comprehensive Plan periodic update.

WHEREAS, the City is required by the Growth Management Act (GMA), RCW 36.70A.130, to conduct a periodic review and update of its comprehensive plan and development regulations to ensure consistency with updated state laws and population and employment projections; and

WHEREAS, the deadline to update to the City's Comprehensive Plan was June 30, 2016; and

WHEREAS, the City notified the Department of Commerce that although the City had been making progress on the review and update to its Comprehensive Plan, it would not meet the June 30, 2016 deadline; and

WHEREAS, the Department of Commerce accepted the City's delayed action, requesting to be kept abreast of the City's progress; and

WHEREAS, the City began working on the Comprehensive Plan update in August 2014, with the establishment by the City Council of a Comprehensive Plan Update Steering Committee comprised of three Planning Commissioners and three City Council members to help guide the process; and

WHEREAS, the Planning Commission and City Council reviewed the Public Participation Program, which was adopted by Resolution 2014-23 in October 2014; and

WHEREAS, two community visioning workshops were held in November 2014 to gather thoughts on the current Comprehensive Plan's *Vision* and *Overriding Principles*, among other topics; and

WHEREAS, the City held six Scoping/Listening Sessions in the Winter/Spring of 2015 where the public provided extensive input on the issues that should be addressed in the update process; and

WHEREAS, the City held three meetings called "Community Conversations about Water" to share information from the City's Groundwater Assessment Model Evaluation project in the Summer 2015 through Winter 2016, focusing on the issue of the Island's aquifers and the long-term prospect for water supply and qualify to support and serve existing and future needs for potable water; and

WHEREAS, the Planning Commission began the review of each of the Comprehensive Plan's ten elements by holding a public workshop, where the Commission accepted both written and

verbal comments on each of the elements; and

WHEREAS, for the 2016 Comprehensive Plan Update, the Planning Commission reviewed the *Introduction* and each element one at a time, meeting 38 times between January 2015 and August 2016 to discuss updating the elements, completing their preliminary review of all the elements on August 18, 2016; and

WHEREAS, each of the 38 Planning Commission meetings included an agenda item providing specific opportunity for public comment on the 2016 Comprehensive Plan Update; and

WHEREAS, the City issued a Determination of Non-significance on August 26, 2016 regarding Ordinances No. 2016-29 and No. 2016-30 in compliance with the requirements of the State Environmental Policy Act, and

WHEREAS, the Comprehensive Plan is consistent with the Kitsap County Countywide Planning Policies, including the year 2036 population and employment allocations for the City of Bainbridge Island, and the Puget Sound Regional Council Multicounty Planning Policies, and the Growth Management Act; and

WHEREAS, notice was given on October 18, 2016 to the Growth Management Services Office at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, the Planning Commission conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on September 17 and 22, 2016; and

WHEREAS, Ordinance 2016-30 adopts the amendments to the Bainbridge Island Municipal Code to maintain consistency with and implement this Comprehensive Plan Update, and is being processed concurrently with this Ordinance; and

WHEREAS, after closing the public hearing, the Planning Commission deliberated on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on October 5, 2016 voting to recommend approval on October 13, 2016; and

WHEREAS, the City Council held study sessions beginning on October 18 and throughout November and December, 2016 on both Ordinance No. 2016-29 and Ordinance No. 2016-30; and

WHEREAS, the City Council conducted public hearings on both Ordinance No. 2017-01 (formerly Ord. No. 2016-29) and Ordinance No. 2017-02 (formerly Ord. No. 2016-30) on January 10, 2017; and

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN, AS FOLLOWS:

Section 1: The 2004 Bainbridge Island Comprehensive Plan adopted by Ordinance 2004-09 is hereby rescinded.

Section 2: In conformance with the requirements of the Growth Management Act RCW 36.70A and the State Environmental Policy Act RCW 43.17, the 2016 Bainbridge Island Comprehensive Plan is hereby adopted as shown in Exhibit A.

Section 3: This ordinance shall take effect and be in force on and after five days from its passage, approval and publication as required by law.

PASSED BY THE CITY COUNCIL this _____, 2017.

APPROVED BY THE MAYOR this _____, 2017.

Kol Medina, Mayor

ATTEST/AUTHENTICATE:

Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK: XXXX, 2016

PASSED BY THE CITY COUNCIL: XXXX, 2017

PUBLISHED: _____

EFFECTIVE DATE: _____

ORDINANCE NUMBER: 2017-01 (Formerly No. 2016-29)

**WRITTEN PUBLIC COMMENT ON
2016 DRAFT COMPREHENSIVE PLAN SUBMITTED
DURING CITY COUNCIL PUBLIC HEARING COMMENT PERIOD:
12/16/16 – 1/17/17 (4 PM)**



NAME	PAGE #
ALLEN, DEMI	1
ANDERSON, MYRDENE	2
BAINBRIDGE ISLAND METRO PARK AND RECREATION DISTRICT	3
BRENNER, JON	5
BURGER, HEATHER; FRIENDS OF THE FARMS	23
CLIMATE ACTION BAINBRIDGE	29
CUNNINGHAM, TOM	33
DASHIELL, ROBERT	34
DUSBABEK, PATTI	48
GANDER, MALCOM	49
GILPIN, SHARON	53
HAGER, ELSA	62
KEENAN, MELANIE	63
KERSTEN, STEPHEN	102
KNUDSON, RACHEL	103
KRATZER, CHARLIE	105
LECOUNT, JENNIFER RESPONSE FROM COUNCILMEMBER PELTIER, RON	108

NAME	PAGE #
MEADER, TAMI	111
NOVITSKI, LINDA	116
PADGHAM, BRENDA; BAINBRIDGE ISLAND LAND TRUST	118
PALMER, WILLIAM	124
PERRY, PETER	128
PERRY, RICHARD	129
PETERS, OLEMARA	130
RAIN, QUINN	137
RAUH, DOUG	138
ROSE, MICHAEL	140
SAYLOR, GLORIA	141
SCHMID, CHARLES	143
SKELTON, LISA	149
SOUTTER, SARAH	151
STEDING, DOUGLAS LETTER DATED 092616	153
TAPPAN, MARSHALL	164
TOUSLEY, AMY; PUGET SOUND ENERGY	165
UTILITY ADVISORY COMMITTEE	168
WRIGHT, ELISE	172
LOVING, JODY	173

Jane Rasely

From: Demi Allen <allendbi@comcast.net>
Sent: Monday, January 16, 2017 9:09 AM
To: PCD; City Clerk
Cc: Chris Hammer
Subject: Comp Plan - Transportation Element

I am a member of the Non-Motorized Transportation Advisory Committee and a board member of Squeaky Wheels, but I am sending this note as an individual citizen. I want to strongly endorse the proposed revisions to goal # TR-10 in the Transportation Element of the Comprehensive Plan regarding on-street parking. The prior language suggesting that on-street parking is preferable and beneficial reflects poor and outdated policy. Off-street parking convenient to the City center enables access for drivers while also enabling enhancement of the pedestrian environment in the City center. Prioritizing storage of private vehicles on public streets is exactly the wrong approach, and I am glad to see that language deleted from the draft Transportation Element.

Respectfully,

Demi Allen
368 Wills Lane NW

Sent from my iPad

Jane Rasely

From: Anderson, Myrdene <myanders@purdue.edu>
Sent: Monday, January 16, 2017 2:40 PM
To: Olemara Peters; Council
Cc: PCD; Dave Erbes; Jennifer Sutton; Jane Rasely; Pete Levinthal
Subject: Re: Comp Plan, Policy EN 10.4

I wish to underline all the points made in Olemara Peters' communication of this afternoon, 16 January 2017.
Thank you, Olemara!
Sincerely, Myrdene Anderson (anthropologist and ethnoecologist, Purdue University)

January 9, 2017

COPY



City Council Members
City of Bainbridge Island
280 Madison Avenue North
Bainbridge Island, WA 98110

Re: 2016 Comprehensive Plan

Dear Members of the Bainbridge Island City Council,

The following input into the City of Bainbridge Island's 2016 Comprehensive Plan is respectfully submitted by the Bainbridge Island Metropolitan Park & Recreation District Park in anticipation of the City's upcoming public meeting on January 10, 2017 at which time public comment on the City of Bainbridge Island 2016 Comprehensive Plan will be accepted.

It is the request of the Park Board of Commissioners that the following input be considered and included in the City's adopted 2016 Comprehensive Plan.

INTRODUCTION:

Page No.	Section	Requested Revision
p. IN-8 & 9	BI Vision 2036	Include statement about Park District such as: "The Bainbridge Island Metropolitan Park & Recreation District plays a significant role in creating a healthy community on Bainbridge Island. With approximately 1600 acres of parkland and 36 miles of recreational trails, the Park District provides a key amenity for island residents and a draw for off-islanders to come and support the local economy."

LAND USE ELEMENT:

Page No.	Section	Requested Revision
p. LU-29	Policy LU 22.5	Delete "State" from before "Park"
p. LU-31	High Priority Action	Add: "Continue to evaluate the feasibility of adding a park land use designation."

ENVIRONMENTAL ELEMENT:

Page No.	Section	Requested Revision
p. EN-5	Policy EN 5.7	Add: "the Park District" after "Tribes"
p. EN-16	Policy EN 19.5	Add: "the Bainbridge Island Metropolitan Park District & Recreation District" after "Land Trust"
p. EN-21	EN Action #10.8	Change to: "Prepare an Island-Wide Open Space Plan with input from the Park District."

WATER RESOURCE ELEMENT:

Page No.	Section	Requested Revision
p. WR-9	Policy WR4.2	Add: "and public agencies" after "opportunities for the public"

TRANSPORTATION ELEMENT:

Page No.	Section	Requested Revision
p. TR-8	Goal TR-2	Add to end of paragraph: "Support the Park District as a primary provider of the community's recreational trails along with other organizations in their efforts to develop and maintain trails. Coordinate with the Park District in creating a cross-island trail system and utilize the Park District's Recreation Trails Vision Plan.
p. TR-10	Policy TR 2.11	Add to end of sentence: "Coordinate these efforts with the Park District when parkland, open space and recreational trails are involved."
p. TR 2.8	Policy TR 2.8	Add to end of third paragraph, following "encourage active transportation": "For Park District recreational trails, refer to the Park District's Recreation Trails Vision Plan".

CAPITAL FACILITY ELEMENT:

Page No.	Section	Requested Revision
p. CF-4	Policy CF 1.2	Add: 1) "open space or undeveloped property" after "parklands"; and 2) substitute "feasible" for "desirable and practical".
p. CF-14	Policy CF 1.2	1) Add "open space or undeveloped property" after "parklands"; and 2) substitute "feasible" for "desirable and practical".
p. CF-8 & 9	Tables CF-1,2,3	Update tables to reflect recent COBI transfers to Park District, add Waterfront Park, revise Manitou Property to include tidelands, etc.
P. CF-9	Parks & Trails	Update wording to say: 1) "The City has a few parks, of which one, The Waypoint, is maintained by the Park District.....". 2) "In the past 10-15 years, the City acquired....." 3) "A number of these parcels are being or have been transferred to the Park District...."

Thank you for the opportunity to submit our comments.

Sincerely,



Kenneth R. DeWitt
Chair, Board of Commissioners

Jane Rasely

From: Christine Brown
Sent: Tuesday, January 10, 2017 5:36 PM
To: Doug Schulze; Morgan Smith; Gary Christensen; Jennifer Sutton; PCD; Joseph Tovar
Subject: FW: Statement of Andrew Cainion
Attachments: Statement of Andrew Cainion 011017.pdf

From: Jon [mailto:jon@ddrlaw.com]
Sent: Tuesday, January 10, 2017 5:01 PM
To: Council <council@bainbridgewa.gov>; Sarah Blossom <sblossom@bainbridgewa.gov>; Kol Medina <kmedina@bainbridgewa.gov>; Ron Peltier <rpeltier@bainbridgewa.gov>; Wayne Roth <wroth@bainbridgewa.gov>; Michael Scott <msscott@bainbridgewa.gov>; Val Tollefson <vtollefson@bainbridgewa.gov>; Roger Townsend <rtownsend@bainbridgewa.gov>; Joe Levan <jlevan@bainbridgewa.gov>; Christine Brown <cbrown@bainbridgewa.gov>; PWAdmin <pwadmin@bainbridgewa.gov>
Cc: 'Dennis D. Reynolds Law Office' <dennis@ddrlaw.com>; 'Christy Reynolds' <christy@ddrlaw.com>
Subject: Statement of Andrew Cainion

Dear All,

Please find attached a **Statement of Andrew Cainion** in regards to the meeting tonight.

Sincerely,

Jon Brenner, Paralegal
Dennis D. Reynolds Law Office
200 Winslow Way West, #380
Bainbridge Island, WA 98110
(206) 780-6777 (Phone) / (206) 780-6865 (Fax)

This message and any attachments hereto are intended only for use by the addressee(s) named herein. It may contain confidential, proprietary or legally privileged information. If the reader of this message is not the intended recipient, you are hereby notified that any copying, distribution or dissemination of this communication, and any attachments hereto, is strictly prohibited. If you have received this communication in error, please immediately notify sender and permanently delete the original message from your computer and delete any copy or printout thereof. We reserve the right to monitor all email communications. Although we believe this email and any attachments are virus-free, we do not guarantee that it is virus-free, and we accept no liability for any loss or damage arising from its use. Thank you for your courtesy and cooperation.

Date: January 10, 2017

To: Bainbridge Island City Council (*by Email and Hand-Delivered*)

City Council: council@bainbridgewa.gov; Sarah Blossom: sblossom@bainbridgewa.gov;

Kol Medina: kmedina@bainbridgewa.gov; Ron Peltier: rpeltier@bainbridgewa.gov;

Wayne Roth: wroth@bainbridgewa.gov; Michael Scott: mscott@bainbridgewa.gov;

Val Tollefson: vtollefson@bainbridgewa.gov; Roger Townsend: rtownsend@bainbridgewa.gov

From: Andy Cainion

Re: Statement of Andrew Cainion

My name is Andrew Cainion. I own property on Bainbridge Island, at Island Center. In 1991, Kitsap County rezoned it to commercial zoning. The evaluation process supported this designation. Everyone in the neighborhood had a say. The City took away the commercial designation in 1996. For the last 20 years I have been working to restore the commercial zoning. I have retained professional planner William Palmer and attorney Dennis Reynolds to help.

My property is immediately adjacent to the Island Neighborhood Center. It came into the City's jurisdiction in 1991. I have submitted three prior site-specific plan amendment applications, one in 2006-2007, another in 2010, and a third request in 2015.

The explanation from the City for its non-action on my requests has been that a "subarea" plan for Island Center needs to be crafted. I have offered to contribute monetarily to a planning process to include my property and others to identify with Island Center. That offer has not been accepted, nor has the subarea planning process ever implemented.

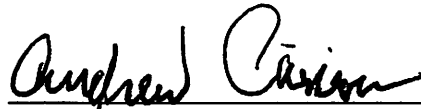
As I understand it, the Planning Commission did not forward our 2015 site-specific Comprehensive Plan amendment proposal for a commercial designation to the Council because the subarea planning process for Island Center would be in the 2017 work program by the Planning Department.

These promises have been made for years, but there is no explicit commitment to engage in the referenced planning process. Enough is enough. Goal 5 of the GMA states:

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, **promote** economic opportunity for all citizens of this state, *especially for unemployed and for disadvantaged persons*, **promote** the retention and expansion of existing businesses and recruitment of new businesses,

The word "promote" means: "a: to contribute to the growth or prosperity of : Further <promote international understanding> b : to help bring (as an enterprise) into being" (<https://www.merriam-webster.com/dictionary/promote>).

Either fund the planning process or eliminate it as a requirement to change back the land use designation to commercial, which will promote a robust Island Center.



Andrew Cainion

Jane Rasely

From: Christine Brown
Sent: Friday, January 13, 2017 4:21 PM
To: Doug Schulze; Morgan Smith; Gary Christensen; Jennifer Sutton; PCD; Joseph Tovar
Subject: FW: Statement on behalf of Cainion
Attachments: Council w ltr 011317.pdf

From: Jon [mailto:jon@ddrlaw.com]
Sent: Friday, January 13, 2017 3:11 PM
To: Council <council@bainbridgewa.gov>; Sarah Blossom <sblossom@bainbridgewa.gov>; Kol Medina <kmedina@bainbridgewa.gov>; Ron Peltier <rpeltier@bainbridgewa.gov>; Wayne Roth <wroth@bainbridgewa.gov>; Michael Scott <msscott@bainbridgewa.gov>; Val Tollefson <vtollefson@bainbridgewa.gov>; Roger Townsend <rtownsend@bainbridgewa.gov>; PWAdmin <pwadmin@bainbridgewa.gov>; Joe Levan <jlevan@bainbridgewa.gov>; Christine Brown <cbrown@bainbridgewa.gov>; City Admin <cityadmin@bainbridgewa.gov>
Cc: 'Dennis D. Reynolds Law Office' <dennis@ddrlaw.com>; 'Christy Reynolds' <christy@ddrlaw.com>
Subject: Statement on behalf of Cainion

Dear Council,

Please find attached correspondence pertaining to Mr. Andrew Cainion.

Sincerely,

Jon Brenner, Paralegal
Dennis D. Reynolds Law Office
200 Winslow Way West, #380
Bainbridge Island, WA 98110
(206) 780-6777 (Phone) / (206) 780-6865 (Fax)

This message and any attachments hereto are intended only for use by the addressee(s) named herein. It may contain confidential, proprietary or legally privileged information. If the reader of this message is not the intended recipient, you are hereby notified that any copying, distribution or dissemination of this communication, and any attachments hereto, is strictly prohibited. If you have received this communication in error, please immediately notify sender and permanently delete the original message from your computer and delete any copy or printout thereof. We reserve the right to monitor all email communications. Although we believe this email and any attachments are virus-free, we do not guarantee that it is virus-free, and we accept no liability for any loss or damage arising from its use. Thank you for your courtesy and cooperation.



Dennis D. Reynolds Law Office

200 Winslow Way W. Suite 380 Bainbridge Island, WA 98110

Land Use • Fisheries Law • Environmental Law • Business Law • Indian Law • Real Estate
206.780.6777 206.780.6865 fax www.ddrlaw.com

January 13, 2017

By Email Only

Bainbridge Island City Council (council@bainbridgewa.gov)
280 Madison Avenue North
Bainbridge Island, WA 98110

Council Member Sarah Blossom: sblossom@bainbridgewa.gov;
Council Member Kol Medina: kmedina@bainbridgewa.gov;
Council Member Ron Peltier: rpeltier@bainbridgewa.gov;
Council Member Wayne Roth: wroth@bainbridgewa.gov;
Council Member Michael Scott: mscott@bainbridgewa.gov;
Council Member Val Tollefson: vtollefson@bainbridgewa.gov;
Council Member Roger Townsend: rtownsend@bainbridgewa.gov

RE: Statement on behalf of Andrew Cainion (Ordinance No. 2017-01: Comprehensive Plan Update; Ordinance No. 2017-02: Amending Zoning Code to Adopt Changes Related to Comprehensive Plan Update)

Dear Council Members:

We represent Mr. Andrew Cainion who owns a 0.89-acre parcel property on Bainbridge Island, at Island Center off Fletcher Bay Road, Tax parcel 21250-2-3-011-2001. The property abuts to, and is accessed from, Fletcher Bay Road. It is immediately east of Fletcher Bay. A Vicinity Map and Aerial is enclosed as **Attachment I**. The property adjoins two additional parcels zoned NSC to the north (south of New Brooklyn Road), which parcels also abut Fletcher Bay Road. The property is not encumbered by critical areas.

The purpose of this letter is to suggest a new designation for the Cainion property which benefits the citizens of Bainbridge Island consistent with the Growth Management Act directives, and prior rulings of the Growth Management Hearings Board. It supplements written and oral comments made on Tuesday, January 10, 2017 by Mr. Cainion and William Palmer, his professional planner.

Without the correct choice made for the Cainion property, the entire Comprehensive Plan Update is vulnerable. Bainbridge Island is a city, and thus, by definition, an urban growth area where new commercial and residential growth is targeted. To justify the new Comprehensive Plan, the City Council must avoid the perception that Bainbridge Island is willing to plan for new growth but not accept growth within its UGA. It supplements written oral and written comments made on Tuesday, January 10, 2017, by Mr. Cainion and his professional planner, William Palmer.

In 1991, after significant public participation, Kitsap County rezoned the Cainion property to commercial use. The evaluation process supported this designation. The City took

away the commercial designation in 1996, even though Island Center's commercial node's focal point was and still is the intersection of Fletcher Bay Road and New Brooklyn Road.¹

For the last 20 years, Mr Cainon has been working to restore the commercial zoning. He has submitted three prior site-specific plan amendment applications. The first in 2006-2007, the second in 2010, and a third request in 2015 made in conjunction with the Comprehensive Plan Update. The City has not taken action on this request, yet is prepared to adopt a 2017 Comprehensive Plan Update, ignoring the application and the surrounding circumstances. The City has taken the position that a "subarea planning process" is required before proceedings on several requests to incrementally enlarge the Island Center NSC. Recent staff comment indicates that subarea planning for Island Center may not occur for many years – perhaps 10-20 years.

Requested Action.

There are procedural and substantive obligations in play. Addressing them in order, substantively Cainion requests the Council to **consider** and **approve** a rezone and amendment of the Comprehensive Plan Map for the subject property from OSR - 0.4 units per acre to Neighborhood Service Center (NSC) without a prior Special Area Planning Process.

Thus, a policy change is required to amend Land Use Policy LU 1.3 and Neighborhood Service Area Policy 1.3 to allow expansion of the Island Center NSC boundary with the need for a "Special Area Planning Process." Then, to also amend the Plan Map and implementing zoning map to show the new boundaries and designations. *See Attachment II* Elimination of the referenced planning process is consistent with reality. Simply, the City planning process has completely failed to address the Island Center subarea in its planning process. This is despite the fact that subarea planning for Island Center is listed as a HIGH PRIORITY ACTION at page LU31 of the Plan.

Procedurally, the 2017 Comprehensive Plan Update cannot be approved until the City takes action on the numerous pending Site Specific Plan Amendment applications. This is exactly what Kitsap County did with its update.

As the Council knows, budget and staffing considerations have eliminated the ability to conduct any Special Area Planning Processes. To avoid penalizing citizens such as Mr. Cainion, who has waited nearly 20 years to develop the subject property in a manner consistent with surrounding zoning, and with prior commercial zoning of the property in 1991, the City should proceed with a Site Specific Comprehensive Plan amendment and rezone that merely recognizes a logical adjustment to the NSC boundary.

¹ The 1980 adopted Bainbridge Island Sub Area Plan classified the .89 acre BC Zoned property as a Convenience Commercial site (Tax Parcel No: 202502-4-001-2000)

Given the rezoning history of this parcel, clearly commercial zoning is the appropriate designation. The request is extremely modest, consisting of a single development, either a small tire store or mixed use development on very small acreage. *See Attachment III*, Site Plans. It is nonsensical to suggest a “planning process” is required for such a small proposal, which can be approved via a building permit and site plan approval if the land use designation is changed. While this is a minor boundary change requested by the applicant, it has significant import for Mr. Cainion. The Applicant submits that this is a logical extension of the NSC zone and is required under the GMA to promote economic development, diversity and consistent, fair processing of land use applications.

Justification for the Requested Action.

As noted, the entirety of the City of Bainbridge Island is an “urban area” under the GMA. The Comprehensive Plan provides for growth to be focused in the Winslow area, but also into neighborhood service centers like Island Center. The requested rezone and map amendment will not require any additional population allocation and will not change the character of the existing neighborhood service center. It is consistent with the intent and purpose of the Comprehensive Plan, particularly given that the City has stated that it will commit resources to the specified locations on the island for commercial development. In the big scheme of things, this is an extremely minor adjustment. It is, however, essential to Mr. Cainion.

In *Robison v. City of Bainbridge Island*, CPSGMHB No. 94-3-0025 (1995), an “historic compromise” was made. Specifically, the Board approved a compromise set out in the City’s 1994 Comprehensive Plan between the desire of citizens to keep Bainbridge Island mostly rural by use of large lot zoning, but also recognize that growth must be accommodated within its UGA. Balancing all factors, the Board ruled:

[B]ecause Bainbridge Island has chosen to be a city, it must remain cognizant of its duty under the Act to plan for compact urban development within its boundaries as it grows. RCW 36.70A.020(1) and (2).

Robison, et al. v. City of Bainbridge Island, supra, at p.61. *See also Id.* at p.60 (the goal of the Act is to provide for compact urban development within the UGAs. Compact urban development is not “rural” land use). This compromise cannot be kept intact, if the City is unwilling to approve incremental commercial growth.

Mr. Cainion’s proposal is consistent with and advances several key policies in the Comprehensive Plan. These include General Land Use Goal 1, which aims to reduce sprawl. The rezoning of the subject property is incremental and logical and is made in a manner that will not result in checkerboard growth. It is also consistent with Neighborhood Commercial Center Goal 1, to encourage development of neighborhood commercial centers without changing the small-scale character of such areas. LU 1.4 follows LU 1.3 which discusses “The Neighborhood

Service Centers.” The City must note the emphasis on creating “new commercial centers” and use of the terms “new commercial development,” in contrast to “existing commercial centers.” Sprawl is prevented by adopting and implementing zoning controls to ensure compact growth, as the proposal here would accomplish.

Turning to economic growth, the City is reminded that several policies encourage the very proposal made here. Policy E 1.1 aims to encourage diverse and innovative business opportunities compatible with the community. With the City’s diminished revenue, it should be considering opportunities to expand the tax base by allowing logical expansions of commercial nodes. Higher residential densities around neighborhood service centers means that small-scale retail and service industries are attracted. This is a win-win for the City. Finally, Policy E 1.12 states to promote and support a “Buy it on Bainbridge” approach. Mr. Cainion’s proposal will bring a much-needed industry to the island so that citizens do not have to drive distances for tire services.

GMA GOAL 5 states:

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, *especially for unemployed and for disadvantaged persons*, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

As stated in an August 2006 League of Women Voter’s Publication:

The instability, or at least perception of instability, of commercial zoning affects planning in the business community. *Businesses need some level of assurance that the area surrounding their planned commercial investment will retain its current designation before they invest their capital.* For example, if a group considers building a shopping mall, they need to know that the nearby zoning won’t be changed in a few years to allow a competing mall. The GMA adds certainty to a jurisdiction’s zoning, since its actions must remain consistent with its adopted plans

There are various political and economic forces that affect incorporation or annexation. *Residents of the affected area may feel they will pay higher taxes and/or lose their rural lifestyle.* Or, either the county or the city will most likely be better off at the end of the process based on whether the area to be annexed or incorporated requires a high level of services and does not generate a comparable

amount of revenue. ***Or, people feel a sense of community in their small area and don't want to become part of a larger community.***

Town cores have been revitalized as GMA has brought people back to the cities to live, work and shop. Growth in the urban areas has resulted in more interesting, more sought after, more economically viable downtowns and in less costly services per capita.

(emphasis added). With due respect, it appears that the Council is listening to the concerns of some residents, while ignoring the mandates of the GMA to focus growth in urban areas, on the Island, in the existing nodes labeled NSCs.

The City is not “rural,” even though some might wish it to be. As the Central Growth Management Board ruled:

Notwithstanding the City's desire to retain a rural “character,” it cannot engender a near term land use pattern that will effectively thwart long term (beyond 20-year planning horizon) urban development within its boundaries.

Robison, et al. v. City of Bainbridge Island, CPSGMHB, No. 94-3-0025 (1995).

Commercial use for the site will implement specific Growth Management Act mandates for compact urban development, and allowance of new business within the City of Bainbridge Island's municipal limits, as directed by the Growth Management Hearings Board in *Robison*.). The Comprehensive Plan incorporates and implements GMA goals and urban infilling requirements. The Zoning Code implements directives to allow new commercial development in discrete areas mandated by both the Bainbridge Island Comprehensive Plan and the GMA.

To the extent required to make a decision on the Proposal, GMA standards must be considered:

Tracy argues that the following five “Overriding Principles” from the Plan show that the City did not substantively comply with the above described goals of the Act: (1) preserve the “rural” character of the Island; (2) protect the water resources of the Island; (3) foster the diversity of the residents of the Island; (4) balance the costs and benefits to property owners in making land use decisions; and (5) base development on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

The City is partly correct when it argues that Tracy gives these broadly stated goals too much weight, by construing them as taking precedence over the goals of the Act or the more specific provisions of the Plan. While these “Overriding Principles” provide guidance about future development, the City does not appear

to construe them as overriding the goals of the Act and the Board holds that they cannot override the plain language of other sections of the Act.*²

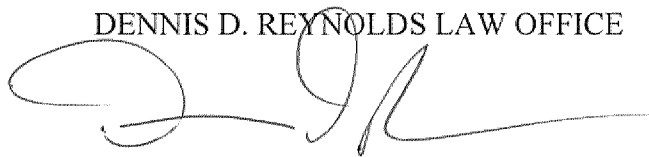
Robison, et al. v. City of Bainbridge Island, supra, 1995 GMHB LEXIS 334, at pp.57-60. Broad subjective general purpose policies do not control over specific plan language and directives which promote new commercial and economic development.

In sum, the City must consider GMA mandates for urban infilling, encouragement of economic development and predictability of the land use decision-making process and the beneficial aspects of the existing regulatory system. It must process and should approve Mr. Cainion's application before it can act to approve the 2017 Update to the Comprehensive Plan.

Thank you for your kind attention to these comments, the enclosures and Mr. Cainion's request for action.

Very truly yours,

DENNIS D. REYNOLDS LAW OFFICE

A handwritten signature in black ink, appearing to read 'Dennis D. Reynolds', with a large, stylized 'D' and 'R'.

Dennis D. Reynolds

Enclosures:

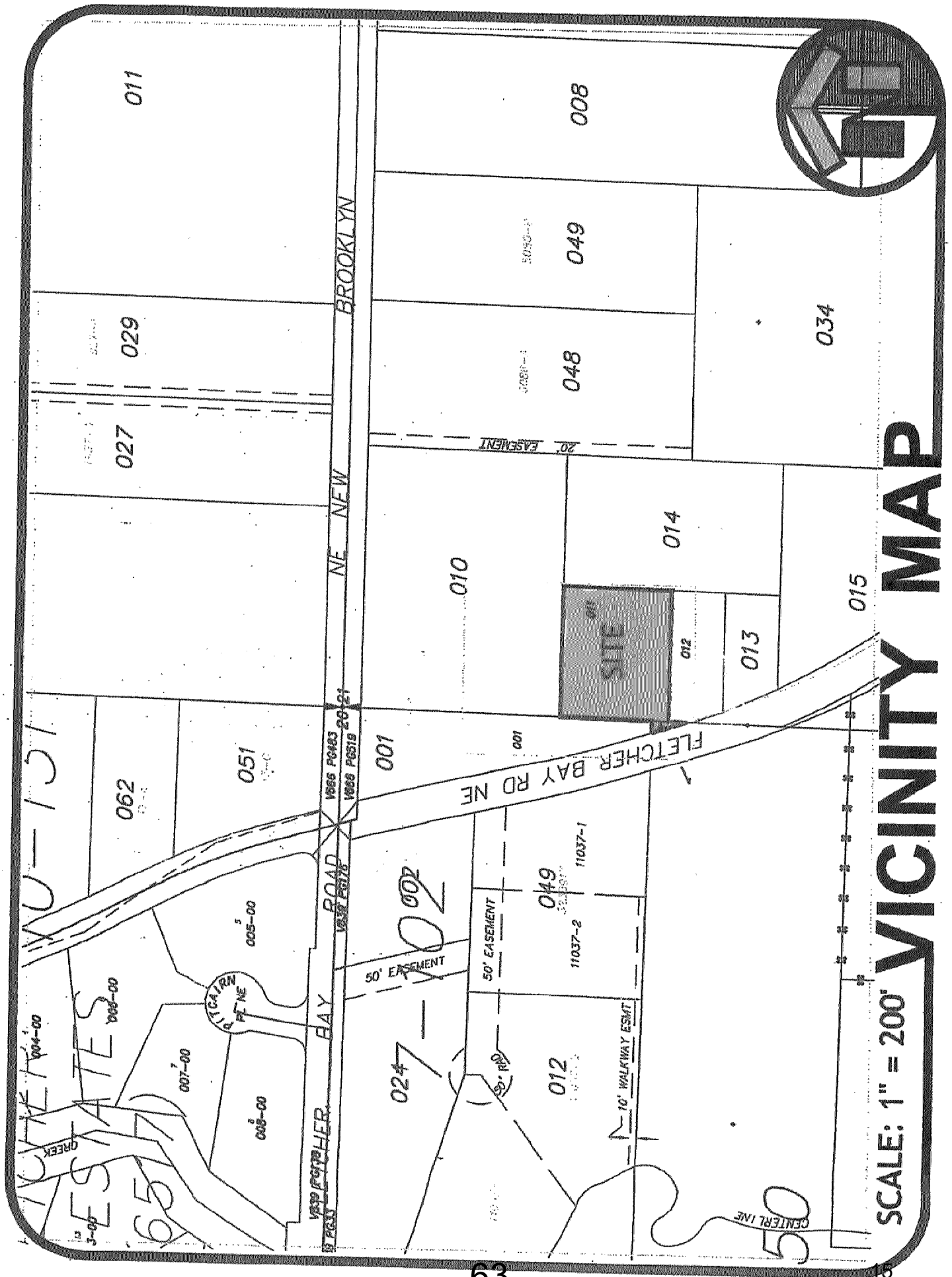
cc: Barry Loveless, pwadmin@bainbridgewa.gov
Joe Levan, jlevan@bainbridgewa.gov
Christine Brown, cbrown@bainbridgewa.gov
Doug Schulze, cityadmin@bainbridgewa.gov

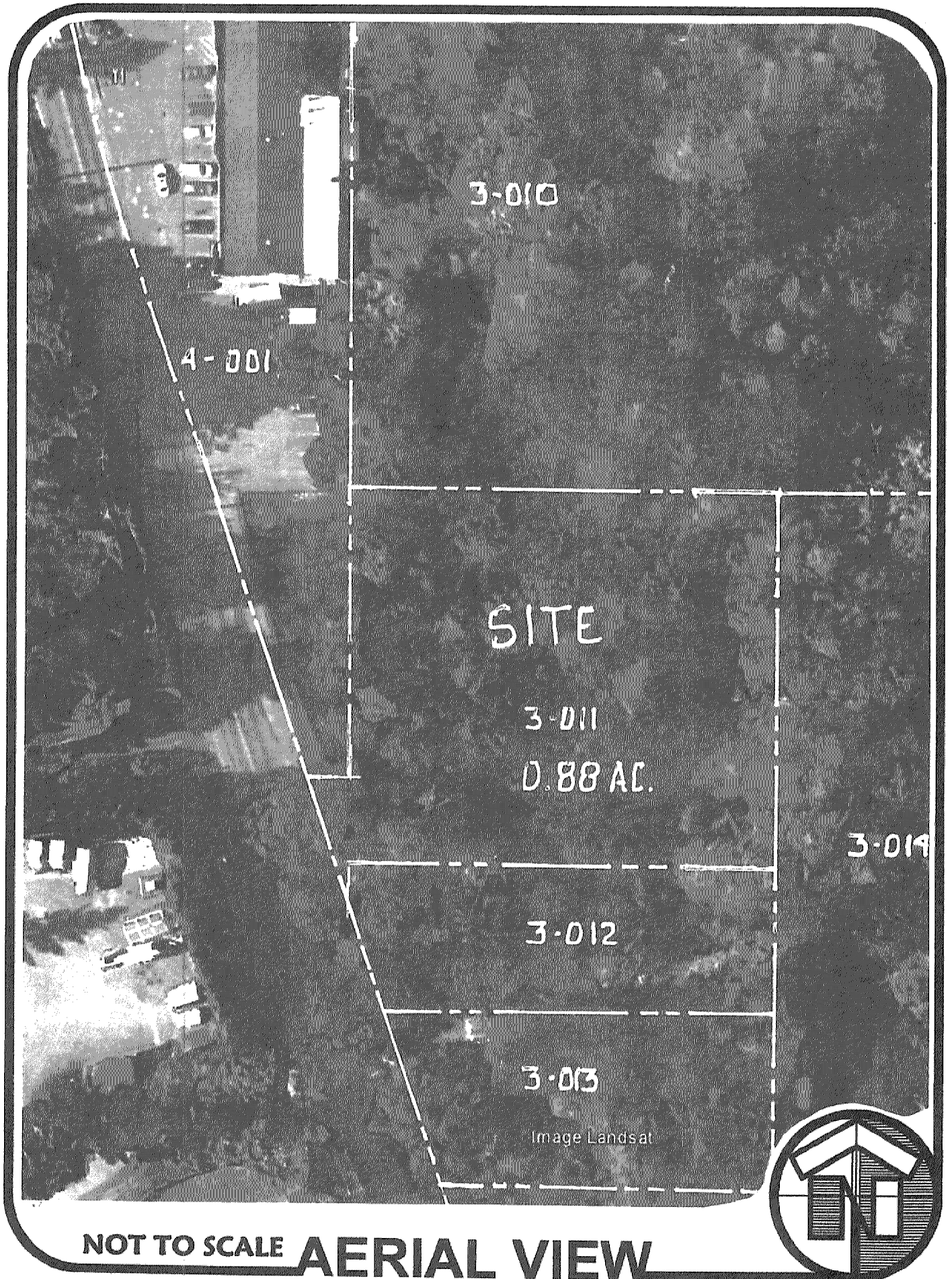
DDR/jb

² *Answering question posed by the Hearing Examiner.

Cainion Letter

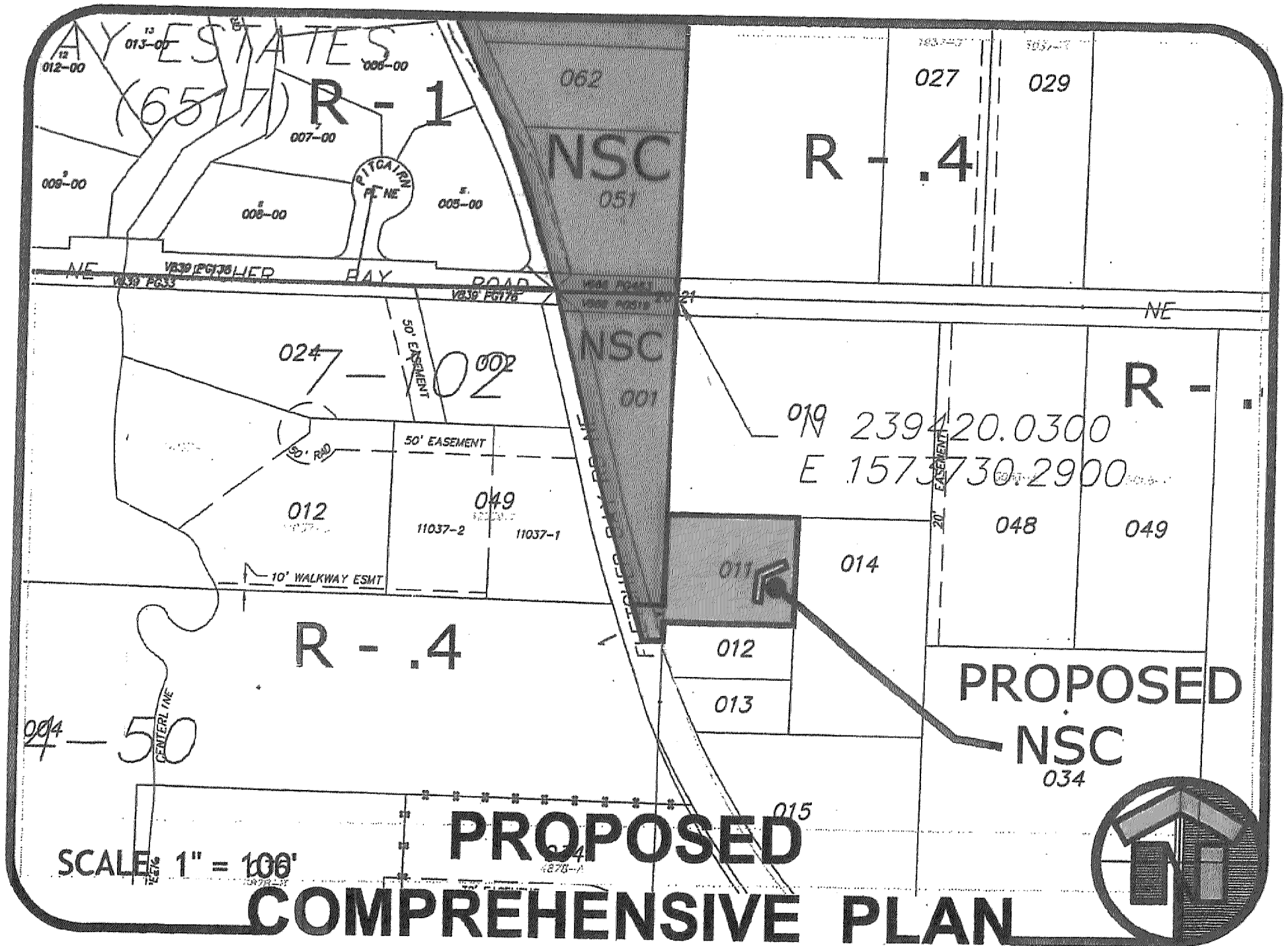
ATTACHMENT I





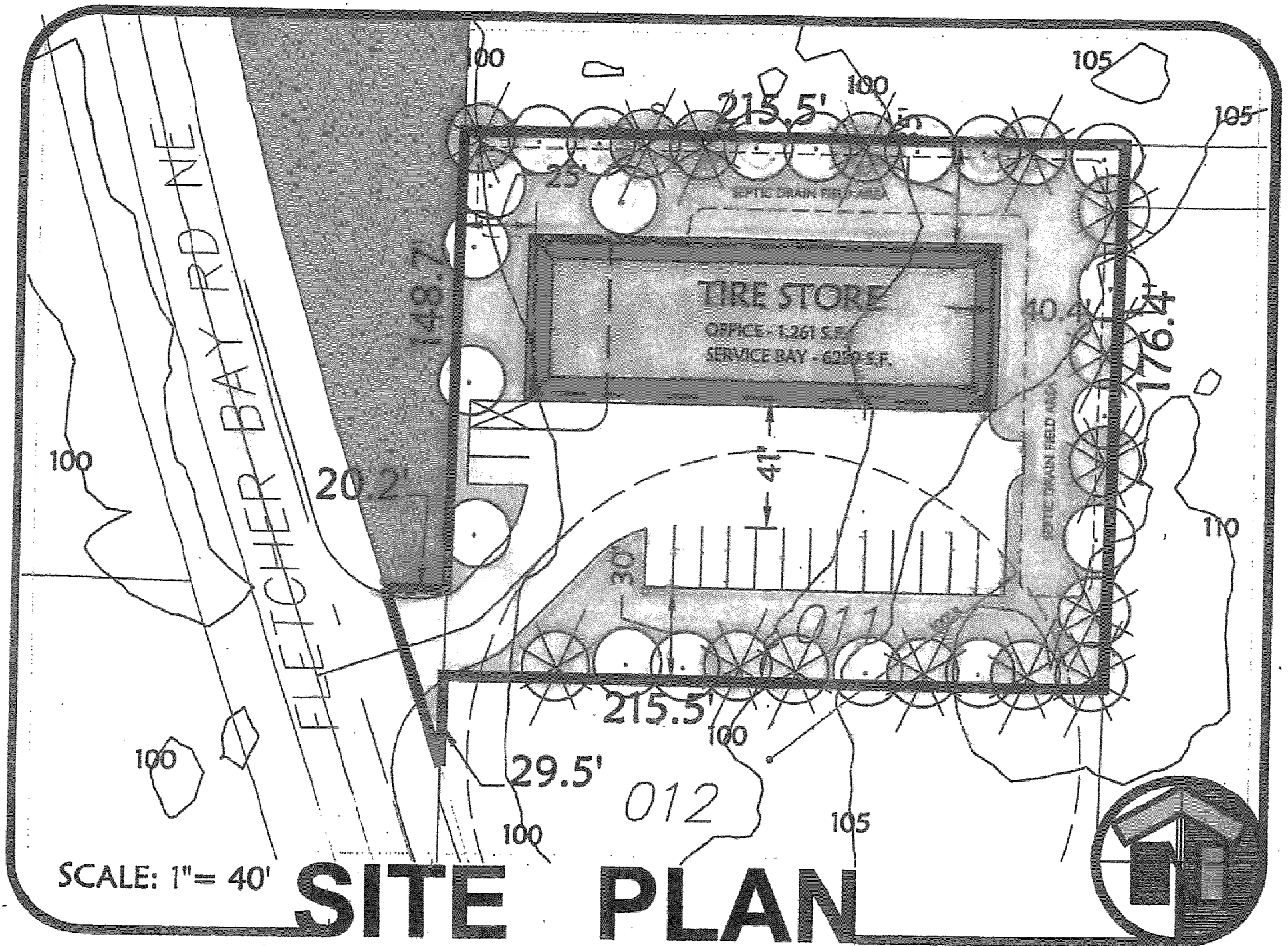
Cainion Letter

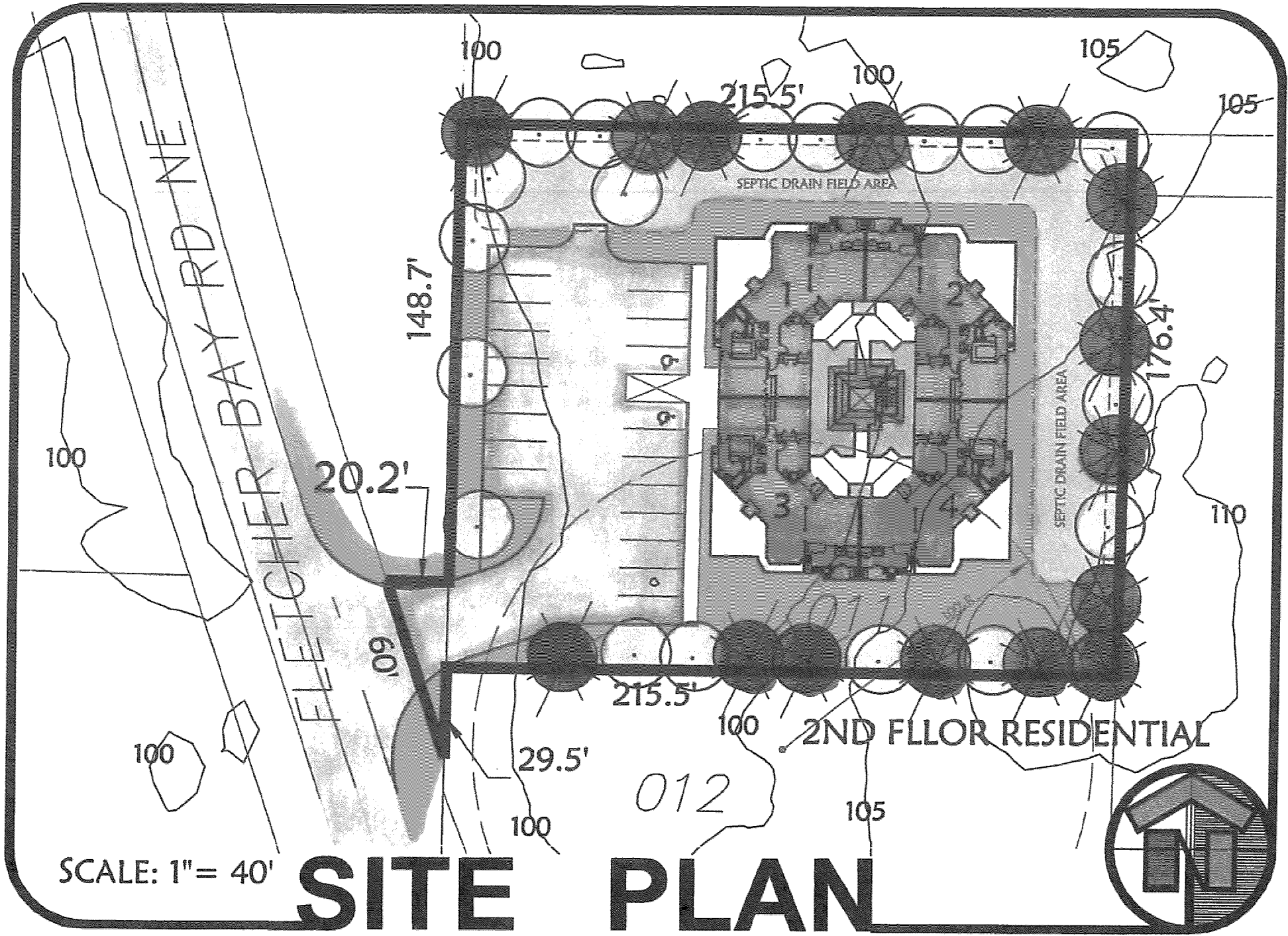
ATTACHMENT II



Cainion Letter

ATTACHMENT III





Jane Rasely

From: City Clerk
Sent: Tuesday, January 17, 2017 4:01 PM
To: City Council Distribution Group; Gary Christensen; Jennifer Sutton; PCD; Joseph Tovar; Doug Schulze; Morgan Smith
Subject: FW: Comprehensive Plan Comments from Friends of the Farms
Attachments: Friends of the Farms Comp Plan Comments 1-17-17 .pdf

From: Heather Burger [mailto:Heather.Burger@friendsofthefarms.org]
Sent: Tuesday, January 17, 2017 3:20 PM
To: City Clerk <cityclerk@bainbridgewa.gov>
Subject: Comprehensive Plan Comments from Friends of the Farms

Thank you for the opportunity to submit the attached comments to the City Council.

Heather Burger



Executive Director

Friends of the Farms

221 Winslow Way W, Suite 103

Bainbridge Island, WA 98110

206.842.5537

heather.burger@friendsofthefarms.org

www.friendsofthefarms.org

221 Winslow Way West, Suite 103
Bainbridge Island, Washington 98110
206.842.5537
www.friendsofthefarms.org



Via Email

17 January 2017

Members of the Bainbridge Island City Council
280 Madison Avenue North
Bainbridge Island, WA 98110

Dear Council Members:

Thank you for the opportunity to present the following comments on the Comprehensive Plan Update:

Vision 2036

- Guiding Policy 1.1:
Develop an island-wide conservation strategy to identify and apply effective methods to preserve the natural and scenic qualities that make the Island a special place, *including landscapes of natural, cultural and scenic value, and* better protection for the shoreline, trees, soils, native plants *and farms*.
- Guiding Policy 2.7:
The use of the term “reasonable” is difficult to define. Substitute with:
Work with farmers, public agencies, land owners and residents to develop a community-wide, sustainable approach to the use of the Island’s finite groundwater resources.
- Guiding Principal #6:
Add a policy that prioritizes the community’s ability to produce food as part of the land use planning process.

Land Use Element • Goals & Policies

- Policy LU 1.2
Outside of Winslow and the Designated 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.
- Policy LU 4.9
Coordinate the City’s planning programs and development regulations concerning open

space preservation with the efforts of the Bainbridge Island Land Trust *and Friends of the Farms* to identify, acquire and administer conservation easements *for both natural landscapes as well as agricultural lands*.

- **GOAL LU-15**
Promote food security and public health through support for local food production, awareness of farming practices. Encourage locally-based food production, distribution and choice through *support for* commercial agriculture *outside of the service centers*, community gardens, farmers' markets, farm stands and food access initiatives.
- **Policy LU 15.3**
Promote interagency and intergovernmental cooperation and resource-sharing to expand community gardening *and farming* opportunities.
- **GOAL LU-16**
Prioritize program goals and establish and maintain planning tools including *both the purchase of development rights (PDR) and the transfer of development rights (TDR) programs*, to allow transferring development rights from areas intended for conservation and promoting development in areas suitable for denser development.
- **Policy LU 16.2**
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 *and Friends of the Farms*, in the exploration and potential implementation of a density transfer program.
We overwhelmingly support this Policy and suggest that consideration be rapidly given to providing staff support for such an initiative.
 - **Action #12**
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.
We overwhelmingly support this Action and suggest that it be given HIGH priority in order to establish the land use strategy of the overall plan.

Environmental Element • Goals & Policies

We fully support the inclusion of the Introductory Paragraph to Goal EN-15. Equally, we strongly support the creation of an ARL land use designation which would minimize the necessity for placing a conservation easement on important agricultural lands in order to safeguard their future.

- **Policy EN 15.1**
Provide owners of farms the option of participating in the transfer of development rights (TDRs)/purchase of development rights (PDRs) program.
We do not understand this policy -- the program is on the books. Why would farm owners not have the option of participating?
- **Policy EN 15.4**
Develop a procedure to allow public and private property owners to designate their properties Agricultural Resource Land.
This is a good policy but it does not make any sense if the intro paragraph is deleted.
- **Policy EN 15.5**
Utilize the Floor Area Ratio (FAR) Farmland/Agriculture fund for viable farmland preservation projects.
It should be noted -- although not likely appropriate for the comp plan -- that this fund should require Council approval before spending. It should be a restricted fund not available to the general fund, which is how over \$300k in farmland preservation funding was lost.
- **Policy EN 16.1**
Design and locate development adjacent to areas designated or registered as agricultural land to avoid or minimize potential conflicts with agricultural activities.
"Registered" is probably not the right word. What does this mean? If it means participating in the current use taxation program, it should say that. That is the only "registration" that exists, although farms are not required to be in that program.
- **Policy EN 17.2**
Work with the Kitsap County Assessor's office to educate the farming community about the availability of the *Property Tax Relief* Program.
- **Policy EN 17.8**
~~Consider~~ *Establish* 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.
Current planning staff does not have the time or expertise to assist landowners with land use issues related to farming.

- 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~~ **Create** a new “Agricultural Resource Land” (ARL) designation, and ~~consider~~ **designate** City-owned farmland ARL.
We strongly support this Action Item.
- EN Action #86
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.
Make this a HIGH priority action (see land use section).

Thank you again for the opportunity to present input to the City Council members.

Sincerely,



Heather Burger
Executive Director



Virginia Brewer
President of the Board of Directors

Environmental Element
Environmental Introduction

En-1

Paragraph 4: Replace existing paragraph with:

Our ability to preserve and protect our local environment is largely dependent upon a stable climate. Climate change presents one of the largest and perhaps the largest threat to our ability to retain the character and natural environment of our island both near term and in the future. Therefore, climate change considerations must be integrated into all decision making both in terms of their impact on greenhouse gas emissions and the Island's future climate resilience.

EN-17

High Priority Actions

Move all actions down 1 and make EN Action #1:

Complete an Island-wide greenhouse gas inventory in order to establish a baseline for establishing greenhouse gas emission reduction goals and targets.

Policy EN 1.2

Commission an Island-wide greenhouse gas inventory:

- Assign emission levels to all potential contributors including electric, transportation, heating, business operation including manufacturing, public building operations, new building construction and land clearing.
- Designate natural systems and vegetation that serve to reduce emissions and determine their impact in order to preserve and expand these resources.
- Set emission reduction goals that are short-term enough to provide useful feedback as to the result of implementing programs intended to reduce emissions. (10 Years with intermittent reviews).
- Instruct newly appointed Climate Action Committee to develop ideas along with community input for pragmatic and workable programs to reduce emissions and monitor same.

Jane Rasely

From: Council
Sent: Tuesday, January 17, 2017 1:07 PM
To: Gary Christensen; Jennifer Sutton; PCD; Joseph Tovar; Doug Schulze; Morgan Smith
Subject: FW: Suggested additions/changes to Comp Plan
Attachments: comp plan environmental element.docx; comp plan guiding principles & policy.docx

From: Climate Action Bainbridge [mailto:climateactionbainbridge@gmail.com]
Sent: Tuesday, January 17, 2017 11:52 AM
To: Council <council@bainbridgewa.gov>
Subject: Suggested additions/changes to Comp Plan

"No challenge poses a greater threat to generations than Climate Change." "This challenge demands our ambition. Our children demand such ambition." President Barack Obama

"The human environmental cost of climate change is fast becoming unbearable." UN Secretary Ban Ki-Moon

We would like to express our deep appreciation for all the time and effort that has obviously gone into creating the current draft of the Comprehensive Plan. In many ways, it is an excellent blueprint for a productive future for Bainbridge Island. However, given the ever increasing threat of climate change to both current and future generations, the real and measurable dangers a changing climate poses to our Island and the need for decisive action at the local and state level, we feel that it merits a larger and more directed treatment in the Plan. Additionally the city's recognition of the seriousness of climate change will serve as motivation for our citizens to be more accepting of needed policies and regulations and to assist in meeting emission reduction goals.

Attached are changes/additions we would like to see made in the Comp Plan update. They are intended to underscore the seriousness of the threat and the need for all of us who care about the future of our species to act with intelligence and real "ambition".

Your consideration of our request is very much appreciated, Climate Action Bainbridge

--

Climate Action Bainbridge
<https://www.facebook.com/ClimateActionBainbridge>

Citizens taking the lead on climate change.

Environmental Element

Environmental Introduction

En-1

Paragraph 4: Replace existing paragraph with:

Our ability to preserve and protect our local environment is largely dependent upon a stable climate. Climate change presents one of the largest and perhaps the largest threat to our ability to retain the character and natural environment of our island both near term and in the future. Therefore, climate change considerations must be integrated into all decision making both in terms of their impact on greenhouse gas emissions and the Island's future climate resilience.

EN-17

High Priority Actions

Move all actions down 1 and make EN Action #1:

Complete an Island-wide greenhouse gas inventory in order to establish a baseline for establishing greenhouse gas emission reduction goals and targets.

Policy EN 1.2

Commission an Island-wide greenhouse gas inventory:

- Assign emission levels to all potential contributors including electric, transportation, heating, business operation including manufacturing, public building operations, new building construction and land clearing.
- Designate natural systems and vegetation that serve to reduce emissions and determine their impact in order to preserve and expand these resources.
- Set emission reduction goals that are short-term enough to provide useful feedback as to the result of implementing programs intended to reduce emissions. (10 Years with intermittent reviews).
- Instruct newly appointed Climate Action Committee to develop ideas along with community input for pragmatic and workable programs to reduce emissions and monitor same.

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 the desired future. We are aware that climate change poses unprecedented threats and challenges not just to Bainbridge Island, but to our state, our nation and the entire globe. We have an obligation to the current and future generations of Bainbridge Island residents to consider climate change when making decisions on energy, land use, water, transportation, vegetation and related issues.

Change Guiding Principle #7 to Guiding Principle #1:

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

Guiding Policy 1.1

Complete an island-wide greenhouse gas inventory. Conduct a thorough inventory of all greenhouse gas emissions attributable to our island which would include but not be limited to transportation, electric use, heating of homes, offices, businesses and public buildings, construction, land clearing and manufacturing.

Guiding Policy 1.2

Establish greenhouse gas emissions reduction targets. Establish a goal of reducing greenhouse gas emissions by 80% from current levels by 2050 and set interim targets for 2020, 2030 and 2040.

Guiding Policy 1.3

Establish a Climate Action Committee. This permanent committee would be comprised of qualified local citizens who would provide technical support to city staff and elected officials to complete a greenhouse gas inventory, to assist designing reduction programs, and to work with city staff and elected officials to ensure that emission reduction goals are met.

Guiding Policy 1.4

Develop a Public Education Program which informs all citizens on the methods and progress for meeting the Island's greenhouse gas emission goals and ways citizens can assist in reaching the reduction goals.

Guiding Policy 1.5

Integrate climate change into the city planning process and make climate change considerations and meeting greenhouse gas emission reduction goals a component of city decision making.

Jane Rasely

From: Cunningham Tom <tomandsuebainbridge@gmail.com>
Sent: Tuesday, January 17, 2017 2:10 PM
To: PCD
Subject: Bainbridge Island Comprehensive plan

Please give maintenance of the rural, forested nature of the Island your highest priority in the preamble of the Comprehensive Plan. This includes protection of quality of life, of aquifers and marine waters, and protection of real estate values.

Please also consider changes to policy LU 5.5 as follows “ Implement the Living Building Challenges as the green building code for all development”

We own a home here but also a separate approximately 9.6 ac which can be developed. Thank you.

Tom and Suellen Cunningham

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Thursday, January 5, 2017 7:26 PM
To: City Clerk; PCD
Subject: Public Comment: Comprehensive Plan: Policy LU 4.4, Page LU-7

(Note: Sending this to both the City Clerk and PDC since there are conflicting instructions on the City's website (Navigate Bainbridge says City Clerk, Karen Stickney's public announcement to pad).

Policy LU 4.4

The Subarea planning 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.

Comment: This is absurd. The designated centers are not going to "informed" by either surface water or aquifer data. All designated centers are almost certainly going to be on some water system ... most likely a public utility, and any building permits in the designated centers will be required to have water availability as a condition of the building permit. That water may or may not come from the watershed ... for example, the Winslow core area gets it's water from Fletcher Bay and Head of the Bay ... the aquifer data in the watershed where the designated center is located may or may not come into play, but aquifer data in that watershed is not the proper controlling factor in potable water availability.

Surface water is rain and snow that has not penetrated the soil mantle, streams, lakes, and wetlands. City will use existing critical area, SMP rules to guide development. Volume of stream flows or bug counts in streams (that's Cami Afelbeck's long range vision for influencing land use decisions) is never going to happen ... nor should it. Existing building ordinances (i.e., low impact development and critical area setbacks) will be the controlling factors in planning for designated centers.

If the City's critical area ordinances and existing building permits do not protect the island's water resources, then this City needs to fix them, not add an ambiguous new "informed by" into the Comprehensive Plan.

Respectfully,

Robert Dashiell
6370 NE Tolo Road

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Thursday, January 5, 2017 7:49 PM
To: City Clerk; PCD
Subject: Public Comment: Comprehensive Plan: Goal LU-9, Page LU-16

(Note: Sending this to both the City Clerk and PDC since there are conflicting instructions on the City's website (Navigate Bainbridge says City Clerk, Karen Stickney's public announcement to PDC).

1. GOAL LU-9

Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood Center, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

Public Comment: If there is any major flaw in this Comprehensive Plan, it's that there is no sewer system pan for Island Center. Therefore, it simply can't develop as envisioned. A Comprehensive Plan is to ensure their is a plan and infrastructure in place or considered to implement the plan. I don't agree the Sewer Plan does this, and I suspect the State approvers of this plan may likely say the same.

Respectfully,

Robert Dashiell

6370 NE Tolo Road

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Friday, January 6, 2017 11:49 AM
To: City Clerk; PCD
Subject: Public Comment : Comprehensive Plan: Policy WR 2.4

This is public comment on:

Policy WR 2.4, Page WR-6

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.

Comment: Recommend delete WR 2.4.

In theory, this sounds logical until you consider practicality aspect.

In reality, it's virtually impossible to do, and is going to be yet another qualified consultant study to uses an undefined science to supposedly measure what an conceptual development might have on the amount of water flowing in springs or affecting stream level and/or wetlands.

The new low impact development rules will somewhat address impacts to the natural environment, including water resources.

Making a policy statement that a hydrologist's report on the likelihood of ground water flows, given that there is simply no provable science (it's only an opinion) and stating that an activity or development may be restricted is, in my opinion, opening up the City to future litigation. City doesn't require this now do it now, and I think it's too much voodoo science to make this a formal policy.

Respectfully,

Robert Dashiell
6370 NE Tolo Road

From: Robert Dashiell <rgdimages@aol.com>
Sent: Saturday, January 7, 2017 3:09 PM
To: City Clerk; PCD
Cc: Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Karl Shearer; Charlie Kratzer; Frank Gremse; Jason Flowers; Dylan Frazer; Barry Loveless; Christy Carr
Subject: Public Comment: Comprehensive Plan: Fish and Wildlife Goal EN-5

Add a policy statement related SPECIFICALLY to fish:

Policy EN 5.X: Identify and classify streams and stream reaches that have anadromous fish presence.

Comment: The City of Bainbridge Island has as a limited number of anadromous fish streams, but it's 25+ year history, the City has not determined which streams have migratory (anadromous) fish, nor have they determined how far up the streams (reach) anadromous fish travel to spawn.

Virtually every Bainbridge Island fish map and government agency and Wild Fish Conservancy surveys have conflicting data and information.

Why this is important is the new DFW hydraulic rules for culverts. Stream simulation culverts cost between 5 and 10 times what a traditional culvert costs, and replacing a functional and traditional culvert for a stream that has no anadromous fish is simply wasting taxpayer and ratepayer money ...and this is not pocket change money.

Examples:

Dripping Water Creek has no anadromous fish. It has a natural cascade (about 4 foot drop) near it's mouth that fish simply can't navigate. City needed to replace a 24 inch culvert across Sunrise because the culvert was cracked and failing. A 36 inch culvert would handle the water flow, estimated cost \$30,000. That was the City's first CIP estimate. City subsequently decided to do a 60 inch culvert. Engineer firm hired to survey and design. DFW (Gina Piazza, Port Orchard) objected to a 60 inch culvert, saying to was a salmon bearing stream and the stream width was greater than what the consulting engineer had determined. This is a fundamental flaw in the State hydraulic passage laws ... cutthroat trout are a salmon species, and DFW does not recognize the difference between resident and sea-going (anadromous) cutthroat trout. (Note: There are numerous cutthroat trout 3-5 inchers that are in small streams.) Engineers redesigned a 9 foot, 6 inch culvert. Suquamish Tribe fisheries objected, saying a 9 foot 6 inch culvert was "insufficient to support all fish species". After years of conflicts, all sides met and ... well, who knows what because the City says there are no records of what was decided at the decision meeting. But finally yet another engineering study was done, and the final culvert ended up being a stream simulation culvert that was 15' 9" wide and 9+ feet deep. Total cost was right at \$250,000. Nice looking project ... but zero anadromous fish, and the project probably killed more fish than it will ever "save" because the scour pool (it reportedly had 74 small cutthroat trout) now has zero fish. And it cost some \$220,000 more than an resident fish adequate culvert that the resident cutthroat would have been able to easily transverse.

McDonald Creek has a deep culvert (more than 20 feet below the roadway) and is cracked. It eventually needs to be replaced. Although it's not listed anywhere as a salmon stream, the City had to get a DFW on-site review to agree that it was not an anadromous fish stream. But here is the important data: The consultant that performed the deep culvert survey estimated the cost of replacing the culvert as just over \$1 million. If it were a fish bearing stream, the estimated cost was north of \$5 million. (Note: The annual SSWM fee was increased by 15% in 2017 largely because of this one culvert's cost estimate). City also spent some part of a consultant's contract money figuring out a construction cost SHOULD McDonald Creek be considered a fish stream.

Blakey Falls Creek: Year after year this is listed as a fish stream with DFW saying it's a salmon stream ... City even claimed there were steelhead in this stream when this culvert first came on the City's radar. It's on the City's CIP for replacement as a

fish culvert. Problem is there are zero fish, and it has a 92 foot steep drop from the top of Blakely Hill ... including a 14 foot vertical waterfall. How many more years is the City going to go on and on about replacing this culvert and doing engineering studies and increasing SSWM fees for a stream that has certainly zero anadromous fish and probably no fish at all. In the summer, there is about one cup of water a minute flowing in this stream ... just shy of the ephemeral definition.

There are many other streams and culverts I could cite as examples.

As a note, the UAC should be the key committee (although ETAC may have a role) to resolving these anadromous fish, just small resident fish, or no fish at all issues, but Chairman Andy Maron is not interesting in taking up the issue ... he would not put it on the Committee's 2017 work plan. Nor has he appeared interested in questioning the City on fish passages issues. Frustrating.

This is an unresolved significant issue and is a major expenditure for citizens, school district, Parks, churches, and commercial businesses (They all pay SSWM fees).

A policy to resolve these long standing issues should be in the new comprehensive plan as a high priority, specific goal.

Respectfully,

Robert Dashiell
6370 NE Tolo Road

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Sunday, January 8, 2017 4:58 PM
To: City Clerk; PCD
Cc: Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Hank Teran
Subject: Public Comment: Comprehensive Plan: Urban vs. non-urban fire flow standards

Recommend Policy U 11.4 (Page U-3) be divided into two separate policies. It now reads:

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.**

Comment: There are two major ideas included in this policy. Discussions at the UAC have made it clear small water systems cannot meet storage and flow volume of current urban fire flow requirements at a reasonable cost. Because of the importance of the issue, the bolded policy should be a separate policy, and it's not necessarily related to just existing public water systems.

I don't know if the City can do this or if the Fire Department controls fire storage and flow rules ... if the Fire Department sets the rules, then perhaps the policy should be "Work with the BIPD to adopt standards ..." (or whatever the Comp Plan buzz word is for "work with.")

Robert Dashiell
6370 NE Tolo Road

From: Robert Dashiell <rgdimages@aol.com>
Sent: Sunday, January 8, 2017 8:08 PM
To: City Clerk; PCD
Subject: Public Comment: Comprehensive Plan: High Speed Internet

Policy U 16.10: (Pages U-9, U-10)

Support the creation of an Island-wide high speed internet service **by facilitating the placement of high speed internet cables on and in the electrical service provider's facilities.**

Comment: Recommend the bold type portion be eliminated.

High speed internet cabling does not have to be tied to the electrical service provider. For example, there are public utilities and private companies putting high speed internet cabling underground, totally independent of the electrical service provider.

I do not know the history of this recommendations, but I suspect it might have something to do with Island Power's electrical initiative since they often tie a local electrical service utility and high speed internet together.

KPUD is Kitsap County's fibre cable provider, and PSE has tariff rules for sharing their poles and facilities.

I fully support high speed internet improvements, but I support a Comprehensive Plan that doesn't marry high speed internet to the electrical service provider's facilities. If it happens that the cabling uses the electrical provider's poles and facilities ... fine. But leave the decision as to how the system is configured to the high speed internet provider.

Robert Dashiell
6370 NE Tolo Road

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Monday, January 9, 2017 8:37 PM
To: City Clerk; PCD
Subject: Public Comment: Comprehensive Plan: Tribal Usual and Accustomed fishing areas

Policy EN 5.1

The protection and enhancement of fish and wildlife habitat, especially during offspring rearing season, and wildlife corridors, **including Tribal Usual and Accustomed fishing areas**, are integral components of the land use planning process.

Comment: Recommend delete the bold “including Tribal Usual and Accustomed fishing areas” unless these are mapped and agreed to because it connotes some specific area(s), and I don’t believe there is any agreement what those areas are. If it’s the entirety of Bainbridge Island, the clause serves no purpose.

It comes up in capital projects discussions ... most notably culverts.

Robert Dashiell
6370 NE Tolo Road

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Tuesday, January 10, 2017 11:07 AM
To: City Clerk; PCD
Cc: Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Karl Shearer; Charlie Kratzer; Frank Gremse; Jason Flowers; Dylan Frazer
Subject: Public Comment: Comprehensive Plan: Water Resources Element

This is public comment on the Water Resources Element.

As a general comment, the Water Resources Element misses on a number of occasions to accurately describe the water science that has been published since 2009, starting with the USGS aquifer model report.

Bainbridge Island land area gets in excess of **18 billion gallons of rainwater annually** ... easily calculated using a 37 inch annual rainfall amount.

Hydrologists are in general agreement determining how much rainfall gets into the aquifer(s), although the range is wide depending mostly on underlying soils. For Bainbridge Island, the lowest percentage averages 17%, and the high is 40%. Of course, there are land characteristics like the clay lawyers on the South end of the Island that could make it lower than 17%, but using the low estimate, **some amount more than 3 billion gallons gets into one of the six aquifers underlying Bainbridge Island.**

Current draw from the aquifers is somewhere between **650 million gallons and 780 million gallons** (Bainbridge wells only). **Bainbridge Island is currently using about 25% or less of the available aquifer water ... that makes for a comfortable safety margin for many years and many people to come.**

The idea that this island is even close to be limited in any land use decisions by lack of potable water doesn't stand up to recent aquifer science reports.

The idea that the island is on some margin of growth limitation because of limited water resources is one of those believable but erroneous concepts that gets embedded in a community and persists as a myth despite the science evidence. And this Comprehensive Plan's Water Resources Element continues that myth in any number of ways.

I'm not a pro-growth advocate, but potable water is not a controlling factor in island growth. Quality of life should be more the controlling issue of population and economic growth.

Potable water can be extracted from seawater at currently about double the cost of drawing water from aquifers. Those distillation plants are being built all over the world. KPUD has stated there is excess water in North Kitsap, and water is among the world's easiest commodity to move by pipes ... we are doing just that with public water systems. The idea that the island will ever run out of water resources just doesn't stand up to basic logic. It's a little like saying Manhattan Island in New York can only support a rural population density because of potable water limitations, or you can't build a City supporting 1.5 million people in a desert environment.

Aquifer recharge areas probably are pretty much moot points with the new low impact development rules ... and how to determine an aquifer recharge area is far from an exact science. The emphasis of **protecting aquifer recharge areas** is almost certainly overstated in the Comprehensive Plan. If land use is influenced by aquifer recharge areas, the City had better have provable science to avoid litigation that is likely to follow. That said, I'm certainly not a hydrologist, and maybe those qualified professionals might have better and defensible science than I'm aware of.

Sole Source Aquifer designation only affects federal monied programs. The Comp Plan makes it sound like it's more important than it really is ... in reality, it's almost meaningless because we will very likely not have any significant federal projects unless, perhaps, we get into another war and the military takes over something like Battle Point of Fort Ward. Unlikely to happen.

And **we don't have a sole source aquifer ... we have six underlying aquifers**, and the largest one almost certainly extends over most of Kitsap County and perhaps some of Mason County. Yet again, aquifer science that isn't represented properly in the Comprehensive Plan. Bainbridge Island is a relatively small land mass to the deep aquifer recharge area of the deep aquifer where COBI currently gets a large percentage of their potable water.

There are a dozen or more illogical statements in the Water Resources Element ... example, there is no such thing as "stormwater protection" (page WR-2), and such statements as "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 action" ... that's a Cami Afelbeck's lifetime job security comment on a water quality monitoring program that lacks source identification or impairment elimination and that some day she hopes will play into land use and zoning decisions, and that's simply never going to happen. It's also going to cost a minimum of \$3.5 million just to do the monitoring program, and she wants to extend the existing program to cover all watersheds, so the cost would almost certainly be much greater. Elected officials and Comp Plan deciders need to know that Barry Loveless made an enlightening comment to the ETAC in November of 2016 ... stating there is nothing too unusual or alarming on what we are seeing in our seven years of water quality monitoring. Much of what we are measuring may just be normal background for a basically rural island, although farms and possibly a few septic systems may be contributing to some fecal counts ... nothing overly alarming or extraordinary.

I know I can be criticized for naming a name and claiming it's a job security issue, but this Element was initially drafted by Cami Afelbeck, and she is the City staffer who conceived and is in charge of the WQFM Program ... and that program has lacked adult oversight since it was conceived some seven years ago. I'm not backing down of my criticism of that program, and especially against expanding that program when there is no City policy on the scope and objective of the program.

What Bainbridge Island needs is a **robust groundwater monitoring program**, and we currently have a pretty good one. That said, some shoreline well expansion might be in order to observe any salt water intrusion ... which can happen on any island.

I'm not going to rewrite the Water Resources Element, but it should be changed to reflect current know science, and water quality monitoring programs should, at the minimum, be scaled back to identify and SOLVE point source water impairments where feasible.

Respectfully,

Robert Dashiell
6370 NE Tolo Road

Jane Rasely

From: Robert Dashiell <rgdimages@aol.com>
Sent: Thursday, January 12, 2017 10:44 AM
To: Charlie Kratzer
Cc: City Clerk; PCD; Council; Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Karl Shearer; Frank Gremse; Jason Flowers; Dylan Frazer
Subject: Re: Public Comment: Comprehensive Plan: Water Resources Element

Charlie,

Thank you for your comments. Musing are meditations, thinking, contemplation, deliberations. I'm please to hear you have let a lot of my musings go without your comments.

It's true I have simplified the groundwater models. For example, not many public citizens understand acre feet of water like you use. Not many citizens multiply our rainfall amount (our sole source of aquifer replenishment) times the land area of Bainbridge Island. Not many citizens talk to a series of hydrologists to get a basic answer of how much rainfall actually gets to aquifer levels.

It doesn't take a hydrologist to understand the fundamentals of how water and aquifers work. I've work on school level science books for National Geographic ... they simplify what are sometimes fairly complex concepts and processes into understandable format. And they are rigorous in being factually right.

It wasn't my intent to do a full water cycle piece for the Comprehensive Plan ... but simply state that Bainbridge Island has sufficient groundwater for any foreseeable population growth, and there are water options if the aquifer science is totally off base. If you can locate a USGS or Aspect or any other science based report that would indicate Bainbridge Island does not have sufficient groundwater to support any foreseeable population level, you have my e-mail address and I would appreciate a copy.

It's true I am not a hydrologist, but I do have a science background from my time in qualifying as an officer on nuclear submarines, and I did teach a college level oceanography course while on deployments. I've been on the Eyes Over Washington Ecology aerial photography group, and I get exposed to a number of water scientist as a Seattle Aquarium train beach naturalist and salmon story public speaker at Hiram Chittenden Locks.

I hope I'm not as ill informed or as stupid as you seem to believe I am about water issues.

And please remember this is still a country with freedom of speech rights ... and that includes e-mails to public officials.

On-on,

Robert

On Jan 12, 2017, at 9:53 AM, Charlie Kratzer <charlie.kratzer@cobicommittee.email> wrote:

Robert -- I have let a lot of your musings on water resources go, but I feel I need to chime in on this one. For the record, I am a hydrologist. Please see my in-place comments (in red) below.

Charlie Kratzer

From: Robert Dashiell <rgdimages@aol.com>

Sent: Tuesday, January 10, 2017 11:06 AM

To: City Clerk; PCD

Cc: Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Karl Shearer; Charlie Kratzer; Frank Gremse; Jason Flowers; Dylan Frazer

Subject: Public Comment: Comprehensive Plan: Water Resources Element

This is public comment on the Water Resources Element.

As a general comment, the Water Resources Element misses on a number of occasions to accurately describe the water science that has been published since 2009, starting with the USGS aquifer model report.

Bainbridge Island land area gets in excess of **18 billion gallons of rainwater annually** ... easily calculated using a 37 inch annual rainfall amount.

Hydrologists are in general agreement determining how much rainfall gets into the aquifer(s), although the range is wide depending mostly on underlying soils. For Bainbridge Island, the lowest percentage averages 17%, and the high is 40%. Of course, there are land characteristics like the clay lawyers on the South end of the Island that could make it lower than 17%, but using the low estimate, **some amount more than 3 billion gallons gets into one of the six aquifers underlying Bainbridge Island.**

Current draw from the aquifers is somewhere between **650 million gallons and 780 million gallons** (Bainbridge wells only). **Bainbridge Island is currently using about 25% or less of the available aquifer water ... that makes for a comfortable safety margin for many years and many people to come.**

The idea that this island is even close to be limited in any land use decisions by lack of potable water doesn't stand up to recent aquifer science reports.

The idea that the island is on some margin of growth limitation because of limited water resources is one of those believable but erroneous concepts that gets embedded in a community and persists as a myth despite the science evidence. And this Comprehensive Plan's Water Resources Element continues that myth in any number of ways.

I'm not a pro-growth advocate, but potable water is not a controlling factor in island growth. Quality of life should be more the controlling issue of population and economic growth.

This is of course an over-simplistic description of groundwater on the island. Groundwater is not a swimming pool of water under the ground. It moves. In the case of BI, most of it leaves the groundwater system by flowing to Puget Sound or to surface waters on BI. If it were just a swimming pool and we were adding 3x more water to the pool than we were taking out, the pool should be over-flowing (i.e., we would see our groundwater levels rising rapidly -- obviously we do not, in fact, many of the water levels are declining). Here is a summary of groundwater movement on BI from the 2011 USGS report (see Abstract):

"The calibrated model was used to make some general observations of the groundwater system in 2008. Total flow through the groundwater system was about 31,000 acre-ft/yr. The recharge to the groundwater system was from precipitation and septic-system returns. Groundwater flow to Bainbridge Island accounted for about 1,000 acre-ft/yr or slightly more than 5 percent of the recharge amounts. Groundwater discharge was predominately to streams, lakes, springs, and seepage faces (16,000 acre-ft/yr) and directly to marine waters (10,000 acre-ft/yr). Total groundwater withdrawals in 2008 were slightly more than 6 percent (2,000 acre-ft/yr) of the total flow."

Potable water can be extracted from seawater at currently about double the cost of drawing water from aquifers. Those distillation plants are being built all over the world. KPUD has stated there is excess water in North Kitsap, and water is among the world's easiest commodity to move by pipes ... we are doing just that with public water systems. The idea that the island will ever run out of water resources just doesn't stand up to basic logic. It's a little like saying Manhattan Island in New York can only support a rural population density because of potable water limitations, or you can't build a City supporting 1.5 million people in a desert environment.

Yes, desalination is possible. However, it is very expensive because it requires a lot of energy. It is not widely used except in desert-like environments because of the expense and the impact on the environment (release of CO₂ in generating electricity to run desal plants). Also, yes, we could run a pipeline across the bridge and buy water from the Kitsap Peninsula, but I don't think the people of BI want to be like Southern California and have pipelines supporting growth. Of course it is possible to have giant fountains in Las Vegas, but is that how we want to support more growth on BI? I am having a hard time understanding why you are so determined to say that BI is not and never will be growth-limited because of water supply.

Aquifer recharge areas probably are pretty much moot points with the new low impact development rules ... and how to determine an aquifer recharge area is far from an exact science. The emphasis of **protecting aquifer recharge areas** is almost certainly overstated in the Comprehensive Plan. If land use is influenced by aquifer recharge areas, the City had better have provable science to avoid litigation that is likely to follow. That said, I'm certainly not a hydrologist, and maybe those qualified professionals might have better and defensible science than I'm aware of.

Sole Source Aquifer designation only affects federal monied programs. The Comp Plan makes it sound like it's more important than it really is ... in reality, it's almost meaningless because we will very likely not have any significant federal projects unless, perhaps, we get into another war and the military takes over something like Battle Point of Fort Ward. Unlikely to happen.

And **we don't have a sole source aquifer ... we have six underlying aquifers**, and the largest one almost certainly extends over most of Kitsap County and perhaps some of Mason County. Yet again, aquifer science that isn't represented properly in the Comprehensive Plan. Bainbridge Island is a relatively small land mass to the deep aquifer recharge area of the deep aquifer where COBI currently gets a large percentage of their potable water.

There are a dozen or more illogical statements in the Water Resources Element ... example, there is no such thing as "stormwater protection" (page WR-2), and such statements as "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 action" ... that's a Cami Afelbeck's lifetime job security comment on a water quality monitoring program that lacks source identification or impairment elimination and that some day she hopes will play into land use and zoning decisions, and that's simply never going to happen. It's also going to cost a minimum of \$3.5 million just to do the monitoring program, and she wants to extend the existing program to cover all watersheds, so the cost would almost certainly be much greater. Elected officials and Comp Plan deciders need to know that Barry Loveless made an enlightening comment to the ETAC in

November of 2016 ... stating there is nothing too unusual or alarming on what we are seeing in our seven years of water quality monitoring. Much of what we are measuring may just be normal background for a basically rural island, although farms and possibly a few septic systems may be contributing to some fecal counts ... nothing overly alarming or extraordinary.

I know I can be criticized for naming a name and claiming it's a job security issue, but this Element was initially drafted by Cami Afelbeck, and she is the City staffer who conceived and is in charge of the WQFM Program ... and that program has lacked adult oversight since it was conceived some seven years ago. I'm not backing down of my criticism of that program, and especially against expanding that program when there is no City policy on the scope and objective of the program.

What Bainbridge Island needs is a **robust groundwater monitoring program**, and we currently have a pretty good one. That said, some shoreline well expansion might be in order to observe any salt water intrusion ... which can happen on any island.

I'm not going to rewrite the Water Resources Element, but it should be changed to reflect current know science, and water quality monitoring programs should , at the minimum, be scaled back to identify and SOLVE point source water impairments where feasible.

Respectfully,

Robert Dashiell
6370 NE Tolo Road

FARMERS MARKET--LEGAL ISSUE PROTECTIONS:

- **RCW 65 08 060** **Interest in real property created** through ASSIGNMENT by the Council of 20 years ago and the FARMERS MARKET which secures that space intact for all posterity.
- **PRESCRIPTION** protects Farmers Market under WA common law, beyond the reach of the recording act because TITLE IS FOUNDED IN POSSESSION, not in any documented conveyance--good against a subsequent grantee
- **Wn 51 App. at 339** Bona fide purchaser document does not apply to an EASEMENT BY PRESCRIPTION
- Easements by PRESCRIPTION are created by (1) actual use of another's land in a way one might use an easement, over a uniform route, which is (4) continuous (5) exclusive. (**Mountaineers v Wymer, 56 Wn2d 721, 355P2nd, 341(1960)**)
- Prescription and Adverse Possession developed differently, they are generally treated as PARALLEL doctrines
- 10 year Statute of Limitations on actions to recover land applies to PRESCRIPTION as well as ADVERSE POSSESSION. [**Wasmund v Harm, 36 Wash. 170, 78P, 777 (1904); RCW 4.16.020 (1)**]
- . . . Owner of the land has actually given permission for its use--the use is not hostile (**Huff v Northern Pacific Railway Co.**)
- **Apparent Prior Use:** . . . an easement implied from prior use was within the grantor's and grantee's contemplation
- . . . PRESUMED INTENT OF THE PARTIES as disclosed by the extent and character of the use, the nature of the property, and the relation of the separated parts to each other. (**Adams v Cullen, 44 Wn.2d,502 (1954)**)
- **RCW 7.28.010** . . . BARS the owner from bringing an action to clear his title unless he does so WITHIN 10 YEARS of the commencement of the prescriptive use (**Chapter 7.28 RCW**)

Countless examples support the FARMERS MARKET position that the land used by it for twenty (20) years was DEDICATED TO ITS USE by the authorizing City Council of the time and was meant to be a permanent relationship which cannot be altered, changed, denied twenty (20) years after the fact as Schultz, city assistant, city attorney, 2017 Council members are attempting today.

These citations enumerate a minimal amount of legal support the Farmers Market has that it's dedicated for its present use and cannot be altered by anyone. All additions to that space were specifically done for the FM. It's a lifetime commitment no council or city staffer can undo 20 years after the fact.

Schultz, city assistant, city attorney, and the two (2) LTAC Council representatives violated a valid assessment of the Lodging Tax Grants for 2016 to justify eliminating the Farmers Market grant when it was likely the most qualified candidate for those funds due to its 88% TOURIST ATTRACTION supported by the Lodger poll of 2015--the only group with first hand knowledge of the reason tourists come to the island. Before those funds should be utilized for other than emergency funding, the Market should be completed to secure its existence into the future.

There exists around city hall and the FM 265 parking spaces--staff need to park outside of the downtown core to resolve the parking problem. Cement structure is a known primary polluter. The Farmer's Market is the only organization on the Island that has received NATIONAL and WA STATE recognition for outstanding to bring in large numbers of tourists. Wise decision makers capitalize on these strengths.

Patti Dusbabek
Farmer's Market

From: City Clerk
Sent: Tuesday, January 17, 2017 9:02 AM
To: Gary Christensen; Jennifer Sutton; Joseph Tovar; PCD; Doug Schulze; Morgan Smith
Subject: FW: Comprehensive Plan Comment

From: malcolmgander@comcast.net [mailto:malcolmgander@comcast.net]
Sent: Sunday, January 15, 2017 2:55 PM
To: City Clerk <cityclerk@bainbridgewa.gov>
Cc: Sarah Blossom <sblossom@bainbridgewa.gov>; Kol Medina <kmedina@bainbridgewa.gov>; Ron Peltier <rpeltier@bainbridgewa.gov>; Wayne Roth <wroth@bainbridgewa.gov>; Michael Scott <mscott@bainbridgewa.gov>; Val Tollefson <vtollefson@bainbridgewa.gov>; Roger Townsend <rtownsend@bainbridgewa.gov>
Subject: Comprehensive Plan Comment

Comprehensive Plan Comment
Malcolm Gander, Ph.D.

Comment: The following passage is currently in the Draft Comprehensive Plan, Appendix B, pages 3 and 4:

"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."

The following revision is proposed, with changes in bold. The primary reason that this revision is proposed is because there is a detailed discussion in this Draft about seawater intrusion via one unresolved solitary well throughout the whole island, and if specific wells are to be discussed regarding seawater intrusion, it is more appropriate to also mention 12 other wells noted in the City-funded Aspect 2006 report, that are likewise unresolved and just as important. Seven (7) of these wells contained chloride concentrations between 93.9 and 424 mg/L with 5 of the readings over 100 (i.e., 110, 111, 120.5, 351 and 424). The other five wells contained chloride concentrations at 42, 47.6, 50, 68, and 86.1. Seawater intrusion on Bainbridge Island is more widespread than this Comp Plan Draft indicates. The City needs to expand their groundwater monitoring program to plan for changes in the water supply as drinking water consumption increases.

Suggested revision:

"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 focused study in the Seabold area for potential funding in 2017. **The City is**

also considering a study to address seawater intrusion throughout the island, in part to address 12 wells with elevated chloride concentrations that were reported in the City-funded Aspect 2006 memorandum (full reference below). The elevated chloride readings were detected at the following concentrations (in milligrams per liter [mg/L]) in wells spanning from Seabold to Fletcher Bay to Eagle Harbor: 42, 47.6, 50, 68, 86.1, 93.9, 96, 110, 111,12-.5, 351 and 424."

Reference: Baseline Groundwater Technical Information Summary. Aspect Consulting, Parts I and II. October 30, 2006.

From: City Clerk
Sent: Tuesday, January 17, 2017 9:03 AM
To: Gary Christensen; Jennifer Sutton; Joseph Tovar; PCD; Doug Schulze; Morgan Smith
Subject: FW: Gander Comp Plan Comment #2

From: malcolmgander@comcast.net [mailto:malcolmgander@comcast.net]
Sent: Sunday, January 15, 2017 8:38 PM
To: City Clerk <cityclerk@bainbridgewa.gov>
Cc: Sarah Blossom <sblossom@bainbridgewa.gov>; Kol Medina <kmedina@bainbridgewa.gov>; Ron Peltier <rpeltier@bainbridgewa.gov>; Wayne Roth <wroth@bainbridgewa.gov>; Michael Scott <msscott@bainbridgewa.gov>; Roger Townsend <rtownsend@bainbridgewa.gov>; Val Tollefson <vtollefson@bainbridgewa.gov>
Subject: Gander Comp Plan Comment #2

January 15, 2017

Malcolm Gander, Ph.D.
Comprehensive Plan Draft Comment

“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.”

The preceding passage in Appendix B, pages 10 and 11, is misleading and should be rewritten because it suggests there is a potentially significant future supply of water available to Bainbridge Island originating from the Kitsap Peninsula. Whereas there is regional geologic evidence that some of the water in the Bainbridge deep aquifer may have originated on Kitsap Peninsula, it is unlikely that the Kitsap Peninsula can be relied upon as an important source of ongoing future Bainbridge drinking water for several reasons:

-The water from this deep aquifer is already being tapped by the City of Bremerton with a series of large production wells (reference: City of Bremerton water production wells 2R, 3, 6B, 7, 8, 13, 14, 15, 17, 18, 19 and 20) . This severely reduces the volume of groundwater that may otherwise migrate to Bainbridge.

-The water levels in the deep aquifer (i.e., Fletcher Bay Aquifer) on Bainbridge are dropping, and have been to varying degrees for years (reference: Aspect 2008¹). The dropping water levels are so problematic that the City of Bainbridge Island (COBI) in 2016 hired Aspect Consulting and Kitsap Public Utility District (KPUD) to look at ways to “rest” the aquifer and back off pumping, taking water instead from the Sea Level Aquifer, which overlies the Fletcher

Bay Aquifer. This is strong evidence that whatever water may be migrating from the Kitsap Peninsula is not keeping up with the pumping on the Bainbridge side.

1. "Groundwater Monitoring Program, Program Update – December 2008 (revised March 2009)." City of Bainbridge Island. Aspect Consulting Project No. 060016-003-02.

-There are a series of northeast-trending and east-west trending faults between Bainbridge Island and the Kitsap Peninsula (reference: Mace and Keranen 2012, Figure 11²). These faults interrupt the continuity of the geologic formations that hold the aquifers and cast further doubt on the notion that any significant water is migrating from Kitsap Peninsula to Bainbridge.

-The 2011 US Geological Survey modeling report for Bainbridge Island concluded that only about 5 percent of the total recharge on Bainbridge Island originates from the Kitsap Peninsula.

For these reasons, suggesting that there is a potentially significant source of drinking water available to Bainbridge from the Kitsap Peninsula is not substantiated at this time.

The following revision is suggested to the passage above:

"There is some regional geologic evidence that a portion of *groundwater* on Bainbridge Island comes from *recharge* west of Bainbridge Island on the Kitsap Peninsula. Model results suggest 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. The model estimates that about 5 percent of the total recharge on Bainbridge Island originates from Kitsap Peninsula.

It is acknowledged that the City of Bremerton on the Kitsap Peninsula is already extracting water from these deeper *aquifers* with a series of large production wells, which substantially reduces the volume of groundwater that may potentially migrate to Bainbridge. Additionally, some wells in the Fletcher Bay *Aquifer* have demonstrated declines in water levels over the last twenty years. For this reason, the City of Bainbridge Island and Kitsap Public Utility District are currently evaluating the possibility of reducing pumping on the Fletcher Bay *Aquifer* and increasing extraction from the overlying Sea Level Aquifer."

2. "Oblique Fault Systems Crossing The Seattle Basin: Geophysical Evidence For Additional Shallow Fault Systems In The Central Puget Lowland." Journal of Geophysical Research, vol.117, B03105, doi:10.1029/2011JB008722, 201.

Jane Rasely

From: Sharon Gilpin <aronpin@gmail.com>
Sent: Tuesday, January 17, 2017 3:39 PM
To: PCD; Val Tollefson; Kol Medina; Sarah Blossom; Roger Townsend; Michael Scott; Ron Peltier; Wayne Roth
Subject: Comp Plan Comments
Attachments: CompPlanComments.pdf

Planning Department/Mayor and Councilmembers:

Attached are comments for the Comp Plan.

One realizes that much time and effort has gone into the work product. My comments are intended to put a light on some issues that create inconsistency or do not seem clear.

Thank you for your time and effort.

Sharon Gilpin

attach: PDF/Comments on Comp Plan 1/17/2017

Sharon Gilpin
1574 Parkview Dr NE
Bainbridge Island WA 98110
aronpin@gmail.com
206.780.9115

January 17, 2017

City of Bainbridge Island
Planning Department
Mayor and City Council

Re: Comments on Proposed Comp Plan; Ordinance 2017-01 & 02 and Exhibits A, B, C and D

Mayor and City Councilmembers:

I have lived on Bainbridge Island for 24 years. When I moved here, I read the City's Comp Plan written in 1994 and updated in 2004. It is a simple document that clearly states Goals and Policies.

I attended many of the initial community meetings for this Comp Plan update and have made comments throughout the last two years. The length of the current Draft does not make the proposed Plan superior to the brevity, simplicity of the '94 Comp Plan.

The general principles of the Growth Management Act are that:

- Development pay for itself;
- Concept of 'concurrency', i.e. nothing is approved without proper infrastructure in place;
- Reducing sprawl will help us preserve our environment

This Comp Plan Draft falls a bit short on all three of the above principles. In addition, because we are an Island, as an EPA designated Island Sole Source Aquifer, we can create Aquifer Conservation Zones [RCW 36.70A.550, **Aquifer conservation zones**].

We're not doing that and thus are not using the best available science to preserve and maintain our aquifers. This destroys any goal or action item claiming to deal with Climate Change.

This Comprehensive Plan does not create any aquifer conservation zones and instead uses strange, terms and language creating something called conservation zoning.

It is creative spin – but it is not relevant to the reality of Bainbridge Island, surrounded by salt water, our home in Puget Sound.

The language regarding “partnerships” is also unwise. Choosing currently favored groups and government agencies assumes that these groups, through the passage of time, are aligned with what citizens of Bainbridge Island want for the future of the Island. Agencies agendas will not always align with ours. Favored groups may not be appropriate in all cases. The constant reference to Bainbridge Island Trust assumes that there is no other group in the future that could fulfill an Island land preservation agenda.

There are a few bizarre moments of this two-year period of meetings and ‘reviews’ by the City council. But possibly the argument about whether the word “Island” should remain in the definition of ‘who we are’ in the Water Element and one Councilmember advising that we are not a sole source aquifer because we can buy bottled water at Safeway take the prize.

Exhibit A Undermines Any Climate Change Goals

The Five Overriding Principles that Guided the 1994 Plan include the 5th goal that states that:

“Development should be based on the principle that the Island’s environmental resources are finite and must be maintained at a sustainable level.”

This is also one of the Guiding Principles of this new Comp Plan.

It is undone, however, by Exhibit A to Ordinance 2017-2 that eviscerates this Principle by creating a mechanism for a ‘sub-area plan’ in ‘discrete neighborhoods’ [whatever those are] outside of a designated center based on the whim of the City or the ‘request’ of one property owner’s request. With the exception of Island Center that is a semi-industrial/rental/auto mechanic/car repair zone and has some large commercial enterprises that could appropriately expand – Exhibit A is simply not tight enough to ensure proper use.

This is just one example of a basic inconsistency in the proposed Comp Plan and the Growth Management Act.

Exhibit A looks to be nothing more than a speedy way to ensure maximum growth all over the Island without regard to sustainability. If anybody can begin the

process to create new commercial Sub-areas Island wide – outside of this Comp Plan and the defined designated centers - the principle and goal of sustainability is lost. Exhibit A seems to violate the underlying foundation of the Growth Management Act. So does LU 14.5.

And watching the public comments about one property owner's desire to enter the sub-area process and not getting any response from the City casts the cloud of cronyism on the use of this device – it needs clear goals.

Specific Comments on Land Use Element:

LU 16. 1

This policy should include language that ensures BI does not accept any TDR land that is polluted and has not yet been cleaned up to State and County standards or listed as a hazardous waste site.

LU 23

Finally. This policy should introduce the concept that the City will not acquire land that is contaminated until it has been cleaned up to Fed, State and County standards to ensure the financial burden to taxpayers is neutral.

Action 12:

Ensure an open, transparent process that identifies by name and not just LLC or corporation, the names of the property owners who will benefit from such a transfer, including those in the BI Land Trust organization.

Specific comments on the Economic Element:

The Introduction uses this phrase: "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. "

This is a muddle.

Affordable housing is an issue that needs to stand-alone. I have personally talked to many people who work in the 'local service sector workforce' and NONE of them live on the Island. We are deficient in workforce housing. We are deficient in affordable housing.

The improvements in communications infrastructure are welcome and there is always more to do. But home-based businesses, local enterprise issues are separate from 'affordable or workforce housing'.

EC 2.5

Parking to serve 'downtown' Winslow as part of the Comp Plan is interesting. The burden of providing parking should not fall on citizens but rather the landowners that own the real estate, the businesses that profit from downtown visitors/residents. We should encourage an LID. This should have been part of Winslow Tomorrow.

EC 8.1

If the Island truly wants diverse economic opportunities we need to encourage small companies, wineries, tech companies to locate in our designated service centers as well. And we should encourage industrial space for them to grow – parking will be more easily available. ED 9.3 is right on the money. But we don't need to focus on Winslow as their 'headquarters'.

EC 11.2

This statement was perhaps correct even up to 5 years ago. But downtown Winslow's businesses are clearly directed towards tourism. No hardware store downtown anymore, no pharmacy, but restaurants, coffee and bakeries, wine tasting, pizza, real estate stores, most of downtown Winslow is oriented towards tourists now. That is ok but we should reflect it in the document.

Specific Comments on the Environmental Element

EN 1.4. We have a major inconsistency in this plan – this policy is contradicted by the presence of fish farms in Rich Passage.

Goal EN 5:

EN 5.1 – 5.9.

All pretty language sounds good but isn't even close to acknowledging the damage that the Fish Farms in Rich Passage are doing every single day to native fish; to clam beds; to Puget Sound water quality.

Promoted by the DFW and DNR – why aren't we creating policy and goals to phase out fish farms in the waters surrounding the Island? As far as a partnership with DFW – they license these farms! Fish farms create waste, the seabed beneath the farm is a 'dead zone', the disease that escapes harms and kills native fish;

pollutes beaches. Clamming on Lytle Beach has been banned for years now because of the pollution created by Fish Farms.

Fish Farms belong on land in tanks where the pollution can be taken care of instead of simply dumped in public waters of Puget Sound – which we're trying to clean up.

This is a major defect of the Environmental Element of our Comprehensive Plan Draft. For example 5.6 policies should not so enthusiastically embrace 'cooperation' with State agencies when they force their revenue enhancing projects on the Island – like fish farms.

We must agree to uphold Island values, goals and policies designed to protect native fish and instruct our leaders and staff to actively advocate a 'no thanks' response when these types of proposals are proposed in the future. And we should have clear language and consider a policy that actively seeks removal of what is there now including telling DFW we do not support re-licensing.

Noise Goal: EN 11

The Noise Goal should consider a Policy that ensures industrial noise from businesses in residential areas is not allowed. No illegal warehouses or heating/cooling systems noise.

A Policy should not allow home based businesses that are industrial in nature, with accompanying noise, odors, employees, warehouses, semi-truck deliveries and traffic.

EN – Action 1 – Labeled High Priority:

The reality of the Island includes the major fish farm in Rich Passage that affects our ability to perform this Action item. This is a major inconsistency in the Plan.

EN – 12.1

Ocean acidification is not addressed because we are not addressing the Fish Farms in Rich Passage.

EN – 13

It is important to include those Schools and all other buildings must also follow the 'night skies' regulations – at present they do not.

Again, any program encouraging TDR's has to be transparent to avoid cronyism and self-dealing.

Specific Comments on the Water Element

The introduction to the Water Element ignores, avoids and otherwise obfuscates the simple fact that Bainbridge Island is an Island; is surrounded by salt water and has been designated a Sole Source Aquifer. These three realities define us.

The City has been reluctant to provide information on salt- water intrusion into various wells on the Island. We must do a better job of exploding the myth that there is some 'magic pipe' and supply of water in the Olympics or Kitsap County that will magically re-charge our aquifers.

We must take care to work with the best available science and 'truth' to inform our water sustainability.

There are very competent comments by licensed, and learned experts in our community made regarding this Water Element and the improvements that must be made for our future water needs. I won't repeat them.

Specific Comments on the Housing Element

The use of Kitsap County Regional Planning population projections for our County and therefore our City – were 50% inflated in 2015. This was reported in the County's latest Comp Plan, in the Kitsap Sun. This means that our population/housing projections are probably not accurate.

The City never did the promised study of HDDP projects – which it agreed to do after 2 projects, then 4 projects. It should be done so that we may see impacts.

Since the City refuses to do EIS studies on any development – housing and/or commercial – it is difficult to do realistic planning on impacts caused by development.

We need senior housing and affordable housing.

HO – 5.3
HO – Action #5

Yes!!

We are an Island. Many people have boats. Boats can be homes.

The Shoreline Master Plan unwisely capped live-aboards to 10% of marina space. There has been an on-going war between rich mariners and regular folks who can use their boats as a small-footprint place to live in our expensive community.

I look forward to the process of Action Item #5.

Comments on the Transportation Element

We must encourage Kitsap Transit to serve our County and City on Sundays. This is crucial.

TR – 15.3

Absolutely. And the addition of EIS for a certain threshold project would make planning and financing these necessary improvements a ‘matter of course’ and not a surprise as we grow.

Comments on the Capital Facilities Element

CF – 3.2

The use of ‘donations’ is on the ethical line. If donors want to donate they must be public. Otherwise how are we to know that a developer who receives 10 variances on a project got them because of an anonymous donation?

Ethically – this is part of good government.

There should be a program of land banking for City owned land. Undeveloped or ‘surplus’ or unused City owned land should be carefully ‘saved’ for future needs. It is too expensive to purchase it later.

Comments on the Utility Element

U – 11

Much of this discussion and goals seems as though the City wants to take over all water systems on the Island. Unfortunately COBI doesn't have a great track record managing the small system they already manage.

As long as other systems are health department compliant – that should be our concern. Consolidation does not generally favor consumers.

Goal U – 15

We must allow trash pickup to occur on all streets. Currently there are neighborhoods where 'private' road homeowners do not allow trucks to pick up the trash.

These people put their trashcans at the ends of streets in front of others' homes for collection, pickup. This is noisy, creates unwelcome noise for those neighbors who must look at 15 trash cans ever week and wait for those consumers to pick up their cans. This leaves garbage, trash sitting in 'common road areas' for others to pick up.

If a homeowner allows UPS and Fed Ex deliveries to the door – they should have their trash picked up at the end of their driveway as well. Let's encourage personal responsibility.

Comments on the Human Services Element

A personal note: I remember the closing of Serenity House in Lynwood Center. I still see and talk with an African-American gentleman who was a former boxer and had some cognitive issues and loved walking around that neighborhood. He now takes transit to come back from where he was transferred to in Bremerton and walk around – he looks lost.

The people that owned the property promised to replace it – but nothing has ever happened. Kitsap County opined that the new facilities were 'different' and closed Serenity House displacing many people.

We must ensure that our words encouraging diversity and welcoming people that are challenged are not hollow. We should pursue building small facilities for this population. HS 3.3 should be a High Priority Action.

Jane Rasely

From: Elsa Hager <hagerea@whitman.edu>
Sent: Tuesday, January 17, 2017 11:08 AM
To: PCD

Council Members,

The Comprehensive Plan should establish a clear vision for the future of Bainbridge Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the preamble to the upcoming Bainbridge Island Comprehensive Plan

“The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island.”

Other necessary additions include:

1. Prevent the clear cutting of sub-division developments.
2. Immediately implement a single green building code for all development that goes beyond reducing harm, to one that mandates ecological restoration. Please kindly consider the following text changes to the Policy LU 5.5:

“Implement the Living Building Challenge as the green building code for all development.”

From: Melanie Keenan <melaniekeen@comcast.net>
Sent: Sunday, January 15, 2017 1:35 PM
To: Kol Medina; Ron Peltier; Sarah Blossom; PCD
Subject: Here's a Seattle Times article relevant to the Comp Plan Update

Hello,

Seattle Times article, "Some home building halted as counties react to water-rights case", relevant to COBI Comp Plan Update and the water reality of a Small Sole Source Aquifer all Island City Urban Growth Area surrounded by Salt Water in the Pacific Northwest.

http://www.seattletimes.com/seattle-news/politics/home-building-halted-as-counties-react-to-water-rights-case/?utm_source=email&utm_medium=email&utm_campaign=article_left_1.1

Bainbridge Island officials have failed to adequately address important water issues/reality in the Comp Plan Update Water Resource Element as mandated by the Growth Management Act.

1. Inconsistencies with water resource protections per the GMA in accordance with a small Sole Source Aquifer all Island City Urban Growth Area surrounded by salt water = negligence.
2. Failure to include the RCW as is for "Aquifer Conservation Zones" per best available science (not zoning, or zone or low impact development). Consultant Tovar and staff are misguided in efforts to subvert this program necessary for water management and protection, by altering RCW language from the GMA.
 - a. Inaccurate to claim COBI can hobble their own definition and alter RCW outside of legal requirements. There is an abundance of Best Available Science and numerous government regulations on all levels that prescribe the intent and purpose of "Aquifer Conservation Zones."
 - b. Low Impact Development used in the definition of Aquifer Recharge, Conservation, and Protections demonstrates a lack of technical understanding and adherence to best available science and existing regulations, and misapplication of Low Impact Development standards.
3. Failure to provide basic metrics to determine water availability and protections with new growth. No studies, no records, lack of proper evaluation and determinations before green lighting all building, as is the current COBI policy. SEPA evaluations at city hall are full of errors and omissions to manipulate and avoid EIS- environmental review necessary to make water resource availability and impact determinations for growth per regulations equates to negligence.
4. Failure to define Seawater Intrusion adequately in the Water Resource Element and glossary. Historically the city has failed to adequately monitor and record and report on known Seawater/Saltwater Intrusion on a small Sole Source Aquifer Island surrounded by salt water, thus misrepresenting findings in consulting studies to the public.
4. Failure to provide for growth to pay for itself, instead burdening taxpayers to make up the difference for necessary infrastructure improvements for favored developers on the Island equates to negligence and inconsistencies with GMA.
5. Failure to meet transparent public input on the Utilities Element as required by the GMA. Instead of "behind closed doors" meetings to modify and usurp Island water rights motivated by greed and the need for city profit at the expense of existing property owners rights and honest protections and management of limited water resources. As directed by Andy Maron chair of the Utility Advisory Committee (UAC), one day after the public hearing on the Comp Plan Update is officially closed by Mayor Tollefson (Tuesday 1-10-17). On Wednesday 1-11-17, Maron stated he has been working for

40 years to fulfill his vision to combine and have the city control all water resources on the Island. Thus pursue and input the need for a study as a high priority to facilitate and combine water systems such as with the KPUD into the language of the Utilities Element on his own accord. Questionable personal egregious mission by Maron, not a sanctioned community vision. Following with a statement from UAC member Steve Johnson (board member of Island Power, an entity attempting to take control of the Island's electric utility utilizing tax funds in opposition to the majority of residents). Stating, if Maron has been working on this for 40 years than we definitely need to put a study into the Comp Plan Utilities Element language as an action priority. Also making suggested changes to language related to the electric utilities. With concurrence by COBI staff Barry Loveless.

- a. COBI needs term limits for chair positions and members of all Citizen Advisory Committees, Maron has been the chair of the UAC since inception except for a few times.
- b. Update COBI advisory committee requirements to eliminate problems outlined above.
- c. COBI needs to update standards and process for advisory committees to avoid apparent conflicts of interest and provide for the appropriate development of priorities, expenditures, and governance to meet ethical standards.

Especially in light of how COBI historically failed to provide ethical water services, management and fair rates for the small Winslow water system they manage. Including failure to refund 6 million in overages to the ratepayers after a protracted legal claim from citizens. Maron stating we did not refund the monies, because we could not figure out how to do it...

Some Home Building Halted as Counties React to Water-Rights Case Originally published December 10, 2016 at 1:52 pm
Updated December 10, 2016 at 3:05 pm

As counties across Washington respond to a far-reaching state Supreme Court decision involving water rights, angry and frustrated property owners are finding they cannot depend on groundwater wells to build new homes as they have in the past.

By PHUONG LE
The Associated Press

As counties across Washington respond to a far-reaching state Supreme Court decision involving water rights, angry and frustrated property owners are finding they cannot depend on groundwater wells to build new homes as they have in the past.

In October, the court sided with four residents and the group Futurewise who argued that Whatcom County failed to protect water resources by allowing new wells to reduce flow in streams for fish and other uses. The court said counties must independently ensure water is legally available before granting new building permits.

The decision is likely to affect thousands across the state and represents the latest struggle to balance competing needs of people and wildlife for limited water.

"We have counties all across the state trying to figure out what's the answer going to be at the permit counter when someone comes to build their home," Laura Berg with the Washington State Association of Counties told lawmakers this month. "They are also interpreting it differently."

On Tuesday, Whatcom County extended for three months an emergency moratorium on certain development that relies on permit-exempt wells. County officials estimate about 7,000 to 8,000 dwelling units would have relied on such wells.

Spokane and Okanogan counties have also adopted interim rules in response to the court decision, and Pierce County now requires a hydrogeologic study showing a well doesn't affect stream flows or senior water rights before a building permit can be issued.

The changes have upset many, who say it would be too expensive and nearly impossible to meet the new conditions. Many say they have spent thousands of dollars to prepare their lots to build only to discover they now can't get a permit because they can't necessarily rely on those wells.

"I can't do anything with this property. I'm still making payments on it," said Bud Breakey, who spent \$13,000 to dig a well on a 10-acre lot outside Bellingham. "I've got all my money and the world wrapped up in this. This is my whole future."

He wants the emergency moratorium to be lifted until new regulations are in place. He and others are looking to the Legislature for a fix. Several state lawmakers say they plan to address the ruling in the upcoming session.

Jean Melious, an attorney who represented the four residents in the case, said the Supreme Court has consistently protected in-stream flows — water kept in rivers for fish, water quality and other uses.

"You can plan so that new development goes in areas where water is available," said Melious, environmental-studies professor at Western Washington University. "The task for local government is to say where do we have water available?"

Futurewise's Tim Trohimovich called the decision a common-sense interpretation of state law.

"Requiring new lots and new buildings to have legally and physically available water is just basic consumer protection," he said. "Many counties plan and zone for way more lots than there's water to support."

Across the state, about 300,000 permit-exempt wells serve 1 million people. Between 2,000 and 8,000 new wells are added each year though drilling a new well does not guarantee legal access to water, according to the Department of Ecology.

Water pulled from these wells represents only about 1 percent of the water consumed in the state, since water is returned to the ground through septic systems.

While that amount is small, it's not zero, the U.S. Geological Survey's Matt Bachmann told House lawmakers this month.

"If you pull water out of the ground, there will be an impact somewhere," he said. "That impact is commonly too small to measure for an individual domestic well, but it's not too small to measure cumulatively if you look at all the domestic wells in a basin."

Because of the connection between groundwater and surface water, property owners will find it hard to disprove that a domestic well wouldn't impact streams at all, said Ecology's Dave Christensen.

Some have suggested water banking — where those with water rights sell to those who need it — cisterns or water-conservation measures as possible solutions to meet new water needs. But others say not all of those are practical or possible.

In the meantime, property owners say their lives have been turned upside down.

Olga and Gennadiy Skachkov say they worked hard over the years and bought a 15-acre lot near Ferndale in 2004 as part of their retirement plan. The Russian immigrants put in a new road and made other improvements but now can't sell it because of the moratorium.

"There's an existing well. But people can't use the well so no one can build on it. All the money we put into it is lost," said Olga Skachkov. "We feel betrayed. We hope our voice will be heard."

Jenny and Darren Proben had hoped to break ground on their dream home outside of Bellingham in February.

“It’s our lifelong dream to have a tiny bit of land and build a home for our family,” she said. “We didn’t think it would be a problem. No one saw this coming. It has huge ramifications financially for our family.”

Jane Rasely

From: Melanie Keenan <melaniekeen@comcast.net>
Sent: Tuesday, January 17, 2017 2:07 PM
To: Council; PCD; City Clerk
Subject: Comp Plan Draft Comments
Attachments: 2017_0117Water Resource Element Comments.pdf

See enclosed for Water Resource Element

01/17/17 Water Resource Element (WRE) Comments, resubmitted and modified from (11/01/16)

P.1

Introduction WR-1

Paragraph 1: Bainbridge Island is an **EPA designated Sole Source Aquifer** and requires a holistic perspective to understand the Island's water resources. (or incorporate the first sentence from the USGS groundwater model study report abstract: "Groundwater is the Sole Source of drinking water for the population of Bainbridge Island)." = Best Available Science

Add – **Precipitation** as part of hydrologic cycle (see your Fig WR-1)... and **Bainbridge Island groundwater aquifers are dependent on the infiltration of precipitation for recharge.**

paragraph 2: **Precipitation (rainwater)** not evaporated or taken up by plants will follow one of three paths. It may infiltrate into 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 is called stormwater

Explanation: WRE and the Comp Plan Update should meet Best Available Science. The EPA has designated Bainbridge Island as a SSA in March 2013, based on the requirements of the Safe Drinking Water Act Law. This is not optional it is factual. Please review the definition and the laws, it is not debatable. Designation based on geographic, geologic and hydrogeologic conditions of the Island. Labeling Bainbridge Island water resources in accordance with **Best Available Science** and industry standards and laws. Kitsap County is also a SSA. This designation provides for federal assistance, helps meet goals for education and conservation, increases priority for funding allocations for listed contaminated sites, capitalize on this. SSA designation might very well help fund future GW studies.

USGS Bainbridge Island Groundwater model study

<http://pubs.usgs.gov/sir/2011/5021/>

Abstract: Groundwater is the sole source of drinking water for the population of Bainbridge Island. Increased use of groundwater supplies on Bainbridge Island as the population has grown over time has created concern about the quantity of water available and whether saltwater intrusion will occur as groundwater usage increases. A groundwater-flow model was developed to aid in the understanding of the groundwater system and the effects of groundwater development alternatives on the water resources of Bainbridge Island.

Precipitation as separate resource, it is a separate component of the hydrologic cycle as seen in Fig. WR-1. Precipitation falls under separate definitions, management and regulations for collection vs. regulations for stormwater = runoff from precipitation not infiltrated or recharged. 4 primary resources? Rain should be precipitation, once in awhile we get snow that melts. This section is a problem.

P.3

Climate Change WR-3. Add a paragraph to include language from the EcoAdapt Climate Impact Assessment that establishes how **water resource are the primary concern related to Climate Change, as impacts and demands for water resources will increase**

Explanation

<http://www.cakex.org/sites/default/files/documents/BICIA%20Final%2028%20July%202016.pdf>

Example p.1-2

Increasing temperature has implications for BI in many aspects of our community and personal lives. Increasing temperatures may affect our demand for water, and it will certainly increase the need for water by Island vegetation (natural systems, agriculture and landscaping).

Declining precipitation during the summer, already our dry season, may result in decreased groundwater recharge rates as well. These decreased rates may not be offset by more intense winter precipitation, because periods of high flow often result in a greater percentage of the water running off into the Sound...

Another effect of sea level rise is the potential for seawater/saltwater intrusion into Bainbridge Island's aquifers. The combination of rising sea level, increased extraction of water (due to population growth and increased temperatures, each increasing demand) and decreasing recharge (due to declines in summer precipitation, intensity of storm events, and reduced permeable surfaces) can increase the risk of saltwater intrusion into our aquifers. Saltwater compromising an aquifer reduces or precludes that aquifers' utility as a source of drinking or agricultural water, possibly increasing local conflict and cost for water resources.

In EcoAdapt Climate Change Report Table 1 on page 9 Water Resources Implications pages 15-19 Water Resources Section - Sole Source Aquifer designation

It doesn't take much thought to realize that there is a direct link between climate and the health and abundance of our water resources. According to the 2015 Central Puget Sound Regional Open Space Strategy "natural and built systems are at risk from the effects of a changing climate, including increased average temperatures, altered precipitation patterns, later hydrology (e.g., decreased snowpack, flow patterns), altered oceanic and atmospheric circulation, sea level rise, and changes in water chemistry and quality," and these changes will stress water supplies and quality (Ross 2015)

P. 4

Water Resource Vision. Introduce language... 'drinking water will remain affordable for residents.' Introduce language... 'COBI will study development impacts to protect water resources.'

New development and population growth must undergo adequate SEPA and EIS environmental evaluation, and reporting must be accurate and complete and meet Best Available Science.

Groundwater ...data must be accurate and current. Reporting to the community must be ethical, honest and meet Best Available Science. Not like what we have seen with manipulation of data and misrepresenting of reporting and findings to the community to hide Early Warning Levels and drawdown and seawater intrusion and other concerns with water resources in the recent Consultant Reporting and Staff and City Manager and Council manipulation of data and reporting.

Goal WR-1 Introduce language... 'water will remain available and affordable to Island residents.'

Policy WR 1.1

To accurately plan for future water use you need to understand in accordance with BAS the existing and future impacts to growth. Currently, BI has no metrics on the impacts on limited island water resources from growth or plans for this Comp Plan Update to adequately and ethically study and report on the impacts of planned growth = negligence and is inconsistent with the intent of the GMA

P.5

WR-1.4 after city add... and county, state, and federal regulations.

WR-1.5 add... listed contaminated sites. add language to reference contaminated sites, and put this back element WR-11(removed at the 11th hour).

Identify the areas of the Island that are the most vulnerable...including from future development

Goal WR-2 clean instead of clear? The Policies are out of touch and inconsistent with the Goal.

Policy WR 2.1 Inconsistent with Basic water resource Best Available Science and defies common sense. Development listed as the only means to protect aquifer recharge defies common sense = Negligence.

WR 2.4 Add language to spell out assessing impacts to groundwater, groundwater wells and aquifers more clearly. Language is not specific enough to groundwater supply or aquifers.

P. 6

WR-2.1 add adherence to city, county, state, and federal regulations to protect water resources essential for maintaining aquifer recharge. Following the Safe Drinking Water Act, Model Toxics Control Act, EPA, Ecology and WA State Health Department, and Kitsap County Health Regulations.

Get rid of Low impact Development which is implied in other regulations and laws and addressed in WR 4.7, 4.8. and 4.9.

COBI needs to mature, address the current delinquent status with county state and federal regulations and laws. List regulations.

WR 2.2 Add language to support the management and compliance with regulations for

-Critical Areas/Aquifer Recharge Areas COBI 16.20 code to protect wetlands streams etc
-Critical Aquifer Recharge Areas (CARA) ordinance (WAC) Chapter 365-190, guidance document

<https://fortress.wa.gov/ecy/publications/SummaryPages/0510028.html>

The goal of establishing Critical Aquifer Recharge Areas is to protect the functions and values of a community's drinking water by preventing pollution and maintaining supply.

-Wellhead Protection Program (WAC 246-290-130 and 246-290-135).

guidance document <http://www.doh.wa.gov/portals/1/Documents/Pubs/331-018.pdf>

State law sets requirements for wellhead protection area zones

-Aquifer Conservation Zones (ACZ) RCW 36.70A.550

Explanation

GMA CARA language

The following steps characterize where groundwater resources are important to the community and how to protect them.

- Identify where groundwater resources are located.
- Analyze the susceptibility of the natural setting where ground water occurs.
- Inventory existing potential sources of groundwater contamination.
- Classify the relative vulnerability of ground water to contamination events.
- Designate areas that are most at risk to contamination events.
- Protect by minimizing activities and conditions that pose contamination risks.
- Ensure that contamination prevention plans and best management practices

are followed.

- Manage groundwater withdrawals and recharge impacts to:
 - Maintain availability for drinking water sources.
 - Maintain stream base flow from ground water to support in-stream flows,

especially for salmon-bearing streams.

Critical Aquifer Recharge Areas

A Critical Aquifer Recharge Area (CARA) is defined by the GMA as "areas with a critical recharging effect on aquifers used for potable water."

The Washington Administrative Code (WAC) Chapter 365-190 uses the following definition:

"Areas with a critical recharging effect on aquifers used for potable water are areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water."

Identifying "areas with a critical recharging effect on aquifers used for potable water," depends on understanding aquifer recharge and what is meant by "a critical recharging effect."

"Aquifer Conservation Zones" established as a tool for Sole Source Aquifer all Island UGA to provide for adequate aquifer recharge per the Growth Management Act (GMA) that governs the Comprehensive Plan Update. These land areas are to be established and set aside above and beyond existing "critical areas" per RCW 36.70A.550

<http://apps.leg.wa.gov/RCW/default.aspx?cite=36.70A.550>

WR 2.5 Bainbridge is delinquent with Wellhead Protection Program and reporting. Instead of institute new...develop and maintain compliance with Wellhead Protection Program regulations.'

WR 2.9 SSA... This section needs work. Add the definition of SSA from EPA, reference Safe Drinking Water Act Laws, and the importance of the designation and how it works to help educate the population served by the aquifer. Include the following statement: "Follow BIMC 16.08.050: Development which may adversely affect aquifer recharge areas in the BI vicinity should be prohibited or restricted."

Use these references to generate definition/explanation

<https://yosemite.epa.gov/r10/water.nsf/Sole+Source+Aquifers/Overview/>

The Environmental Protection Agency (EPA) 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. EPA guidelines also stipulate that these areas can have no alternative drinking water source(s) which could physically, legally, and economically supply all those who depend upon the aquifer for drinking water. (Therefore, if contamination occurs, using an alternative source would be extremely expensive. SSA designation works as a tool to protect drinking water supplies in these areas.)

<https://yosemite.epa.gov/r10/water.nsf/Sole+Source+Aquifers/SSA+Qs+&+As/>

The Sole Source Aquifer (SSA) Protection Program is authorized by Section 1424(e) of the Safe Drinking Water Act of 1974 (Public Law 93-523, 42 U.S.C. 300 et. seq). For convenience, all designated sole or principal source aquifers are usually referred to simply as "sole source aquifers."

Add additional Definitions to upgrade glossary

<https://www.epa.gov/sdwa>

The Safe Drinking Water Act (SDWA) is the federal law that protects public drinking water supplies throughout the nation. Under the SDWA, EPA sets standards for drinking water quality and with its partners implements various technical and financial programs to ensure drinking water safety.

Sole Source Aquifer Program

https://www3.epa.gov/region1/eco/drinkwater/pc_solesource_aquifer.html

The Safe Drinking Water Act gives EPA the authority to designate aquifers which are the sole or principal drinking water source for an area, and which, if contaminated, would create a significant hazard to public health. After a Sole Source Aquifer is designated, no commitment for federal financial assistance may be provided for any project which the EPA determines may contaminate the aquifer through its recharge area so as to create a significant hazard to public health. An additional benefit of designating an area as a Sole Source Aquifer is the increased public awareness of the nature and value of local ground water resources. Local residents and businesses may be more willing to protect an aquifer through local action if they learn their drinking water originates from a vulnerable underground supply.

WR-2.9 Should read ZONES not ZONE, refer to the RCW.

WR-2.10 ...to monitor and report on wells impacted by seawater intrusion or decommissioned due to seawater intrusion.”

Explanation

Develop the program with qualified licensed professionals. Utilize ETAC and reference other county and city programs. San Juan County and Island County comp plans have Seawater Intrusion Programs

An industry standard Seawater Intrusion program is far more comprehensive than just citing wells. See Ecology Brochure for causes to help understand the considerations necessary for developing a viable program.

<https://fortress.wa.gov/ecy/publications/publications/0211018.pdf>

What are the causes of seawater intrusion?

Seawater intrusion is caused by decreases in ground water levels. Regional declines in ground water levels are caused by decreases in the quantity of fresh ground water flowing to the sea. Rising sea level may also cause seawater intrusion. The amount of ground water flowing to the sea can be reduced by pumping from wells and natural or human caused reduction in ground water recharge. Pumping water from wells causes local declines in ground water levels in the vicinity of pumped wells and may cause localized seawater intrusion. Droughts, diversions from surface water sources, and urban development can decrease re-charge. Intrusion can affect the quality of water not only at the pumping well site, but also at other well sites, and undeveloped portions of the aquifer. As a result, subsequent wells completed in the aquifer may encounter salty water in the once fresh aquifer

Refer to EcoAdapt Climate Change language on Seawater Intrusion for better understanding of what a Seawater Intrusion Program should entail

P 3 Another effect of sea level rise is the potential for seawater/saltwater intrusion into Bainbridge Island’s aquifers. The combination of rising sea level, increased extraction of water (due to population growth and increased temperatures, each increasing demand) and decreasing recharge (due to declines in summer precipitation, intensity of storm events, and reduced permeable surfaces) can increase the risk of saltwater intrusion into our aquifers. Saltwater compromising an aquifer reduces or precludes that aquifers’ utility as a source of drinking or agricultural water, possibly increasing local conflict and cost for water resources.

P.7

WR 2.14 ...data gathering, analysis and reporting

WR 3.1 is problematic, do not start with the word Approve return to original
NO development should occur or be approved in regulated aquatic critical areas or their associated water quality buffer unless the subject property is ...

P. 9

GOAL WR-4

Introduce language or new goal (4.12) where appropriate. Collection of stormwater taxes/fees will remain affordable and dedicated to Stormwater Management program only. Better accounting of Stormwater taxes/fees and adherence to City, County and State and Federal regulations and programs by COBI

P. 10

WR 4.7 -4.9 Combine goals

P. 12

GOAL WR-6 Characteristics of the aquifer system and EPA Sole Source Aquifer designation should be listed first for obvious reasons.

Add Aquifer Conservation Zones RCW

Add language to adequately monitor wells and ethical accurate reporting currently not followed at COBI as seen in misinformation disseminated to the community in recent council reporting and in Appendix B or this document the Comp Plan Update

P. 13

High Priority Actions

WR-Action #1 Change Aquifer Conservation Zoning to Aquifer Conservation Zones per RCW 36.70A.550 quote the RCW. Also add ...develop ACZ program and implement it. Explanation

This is legislation developed specifically to allow Bainbridge as the only ALL small Island Sole Source Aquifer Urban Growth Area (UGA) City under the GMA to conform with existing regulations. Including the Federal Safe Drinking Water Act, necessary to protect the vulnerable limited water resources. The language is clear. It is not up to the consultant who was hired to help with the public process for updating the comp plan, to define or change the language on his own. I suppose if Mr. Tovar and staff want to change the language and meaning of the legislation and associated laws, they are welcome on their own time and dime to go to Olympia and Washington DC, and contact their elected officials and attempt to change the laws. But for the purposes of a Bainbridge Island Comp Plan Update and the required public process and involvement by the community clearly stated in the GMA, the attempt to water down and change or minimize this law or even suggest it is not appropriate is unacceptable.

Put the legislation in the update in the WR Element as a priority, and at the beginning of the document. Very concerning, how many times citizens requested this be rightfully included (100 plus times), and how many times citizen input was ignored, taken it out, or buried it again? Unprofessional.

All of Bainbridge Island home and business values are dependent on the ability of our city government to honestly and intelligently manage and protect the quantity and quality of our limited groundwater resources, and insure high quality drinking water remains affordable and readily available for existing homeowners.

Policy WR-2.1 Mentioning only LID as a means to protect aquifer recharge is inconsistent with government regulations for protection of limited water resources of a SSA Island like Bainbridge. This sentence prioritizes building over water resource management and protection against BAS and in opposition to GMA.

Policy WR-2.9 Zones instead of Zone

LU 13.4 Does not meet Best Available Science.

WR-Action 2 – problematic emphasis on development to protect water resources.

P.14

WR Action #3

What about adequate groundwater aquifer resources inventory, data gathering and analysis and understanding impacts of growth before approving building?

WR Action #4 groundwater should be a priority and listed before surface water, one can not exist without the other. Protecting limited aquifer gw helps protect surface water.

The goals fall short of necessary priorities for protecting and managing limited SSA water resources.

Jane Rasely

From: Melanie Keenan <melaniekeen@comcast.net>
Sent: Tuesday, January 17, 2017 2:30 PM
To: Council; PCD; City Clerk
Subject: Comp Plan Update Comments -
Attachments: 2017_0117CompPlanUpdateGlossary.pdf; 2017_0117Comp Plan AppB Comments .pdf

Enclosed Comp Plan Update Comments Glossary and Appendix B.

January 17, 2017 Comprehensive Plan Update Draft Comments

Melanie Keenan

Glossary to include appropriate and accurate Water Resource definitions necessary for a Sole Source Aquifer Island.

1. Missing definition for Aquifer Conservation Zones. RCW 36.70A.550

2. Aquifer Conservation Zoning Regulations is a different concept than Aquifer Conservation Zoning or Zone, referenced in the language in the proposed draft glossary. This does not meet the requirements for RCW 36.70A.550, or best available science for aquifer protections. Citing Low Impact Development or any development in areas necessary for conservation is in opposition to the concepts and science of aquifer and aquifer recharge protections for a Sole Source Aquifer all Island UGA city. Boys and girls we have significant definitions with great detail concerning meanings and tools for designed for development

Include the power point presentation as a means to show how demonstrated the need for this definition and application of RCW for a SSA Island

Aquifer - Rock or sediment in a formation, group of formation, or part of a formation which is saturated and sufficiently permeable to transmit economic quantities of water to wells and springs.

Aquifer, Confined – An aquifer that is overlain by a confining bed. The confining bed has a significantly lower hydraulic conductivity than the aquifer.

Aquifer, Perched - A region in the unsaturated zone where the soil may be locally saturated because it overlies a low-permeability unit.

Aquifer, Semiconfined – An aquifer confined by a low- permeability layer that permits water to slowly flow through it. During pumping of the aquifer, recharge to the aquifer can occur across the confining layer. Also known as a leaky artesian or leaky confined aquifer.

Aquifer Test see pumping test

Aquifer Unconfined - An aquifer in which there are no confining beds between the zone of saturation and the surface. There will be a water table in an unconfined aquifer. Water- table aquifer is a synonym.

Aquifer Recharge definition is not adequate, lacks appropriate technical definition. Definition of Recharge needs to involve how rainwater is the only source of recharge for the aquifers for water supply on Bainbridge Island.

Aquitard - A low-permeability unit that can store groundwater and also transmit it slowly from one aquifer to another.

Baseflow -That part of stream discharge from groundwater seeping into the stream.

Baseflow Recession -The declining rate of discharge of a stream fed only by baselow for an extended period. Typically, a baseflow recession will be exponential.

CARA

Climate Change – definition absent of water resource impacts outlined in Eco Adapt reporting as the number one concern and problem with climate change. More reason to protect our resources and employ basic conservation measures like ACZs and conservative measures for water security.

Cone of Depression – The area around a discharging well where the hydraulic head in the aquifer has been lowered by pumping. Also called Pumping Cone.

Confining Bed - A body of material of low hydraulic conductivity that is stratigraphically adjacent to one or more aquifer. It may lie above or below the aquifer.

Connate water - Interstitial water that was not buried with a rock but which has been out of contact with the atmosphere for an appreciable part of a geologic period.

Darcy's Law An equation that can be used to compute the quantity of water flowing through an aquifer.

Discharge - The volume of water flowing in a stream or through an aquifer or to the shoreline past a specific point in a given period of time.

Drainage Basin – The land area from which surface runoff drains into a stream system.

Drawdown – A lowering of the water table of an unconfined aquifer or the potentiometric surface of a confined aquifer caused by pumping of groundwater from wells.

Early Warning Levels

Ghyben-Herzberg principle – An equation that relates the depth of a salt-water interface in a coastal aquifer to the height of the fresh-water table above sea level

Glacial Outwash – Well-sorted sand, or sand and gravel, deposited by the meltwater from a glacier.

Glacial Till - A glacial deposit composed of mostly unsorted sand, silt, clay, and boulders and aid down directly by the melting ice

Groundwater Mining – The practice of withdrawing groundwater at rates in excess of the natural recharge.

Groundwater Perched - The water in an isolated, saturated zone located in the zone of aeration. It is the result of the presence of a layer of material of low hydraulic conductivity, called a perching bed. Perched groundwater will have a perched water table.

Groundwater Confined - The water contained in a confined aquifer. Pore-water pressure is greater than atmospheric at the top of the confined aquifer

Groundwater Monitoring

Groundwater Unconfined – The water in an aquifer where there is a water table.

Growth Management Act - RCW Chapter 36.70A

Growth should pay for itself not be subsidized by existing property owners and taxpayers as inappropriately promoted in this Update

List the section

Hydrogeology - The study of the occurrence distribution, and chemistry of all waters of the earth.

Hydrostratigraphic Unit – A formation, part of a formation, or group of formation in which there are similar hydrologic characteristics allowing for grouping into aquifers or confining layers

Infiltration - The flow of water downward from the land surface into and through the upper soil layers

Leachate - Water that contains a high amount of dissolved solids and is created by liquid seeping from a landfill or hazardous waste site.

Local Improvement District LID

Licensed Geologist - List definition for Washington State and include the RCW and link.

Model verification – The process by which a digital computer model that has been calibrated against a steady-state condition is tested to see if it can generate a transient response, such as the decline in water table with pumping, that matches the known history of the aquifer

Pollutant - Any solute or cause of change in physical properties that renders water unfit for a given use.

Porosity - The ratio of the volume of void spaces in a rock or sediment to the total volume of the rock or sediment.

Pumping Test - A test made by pumping a well for a period of time and observing the change in hydraulic head in the aquifer. A pumping test may be used to determine the capacity of the well and the hydraulic characteristics of the aquifer. Also called aquifer test.

Recharge Area - An area in which there are downward components of hydraulic head in the aquifer. Infiltration moves downward into the deeper parts of an aquifer in a recharge area.

Recharge Boundary – An aquifer system boundary that adds water to the aquifer.

Recovery - The rate at which the water level in a well rises after the pump has been shut off. It is the inverse of drawdown.

Runoff - The total amount of water flowing in a stream. It includes overland flow, return flow, interflow, and baseflow.

Safe yield – The amount of naturally occurring groundwater that can be economically and legally withdrawn from an aquifer on a sustained basis without impairing the native groundwater quality or creating an undesirable effect such as environmental damage. It cannot exceed the increase in recharge or leakage from adjacent strata plus the reduction in discharge, which is due to the decline in head caused by pumping.

Saline-water encroachment - The movement, as a result of human activity, of saline groundwater into an aquifer formerly occupied by fresh water. Passive saline-water encroachment occurs at a slow rate owing to a general lowering of the fresh-water potentiometric surface. Active saline-water encroachment proceeds at a more rapid rate owing to the lowering of the fresh-water potentiometric surface below sea level.

Seawater Intrusion Policy

Variance

Water budget – An evaluation of all the sources of supply and the corresponding discharges with respect to an aquifer or a drainage basin.

Water table – The surface in an unconfined aquifer or confining bed at which the pore water pressure is atmospheric. It can be measured by installing shallow wells extending a few feet into the zone of saturation and then measuring the water level in those wells.

Wellhead Protection Zones

WRIA 15 Water Resource Inventory Area 15 – Watersheds
Designation by State for Kitsap Peninsula Water Resources

Help balance the disproportionate number and amount of care and thought going into development and upzoning opportunities vs. water resource security definitions to populate the Comp Plan Update in keeping with the goals.

1. Preserve the Character of Bainbridge,
2. 2. Protect Water Resources.

Time to walk the talk for a SSA all city Island UGA, outside of the limited water resource understanding and views of the consultant and staff. This document was populated with the city's continued questionable employment of an unlicensed geologist despite State Law requirements.

01/17/2017 Comments for the Comp Plan Update resubmitted from October 30, 2016.

Melanie Keenan

Appendix B Water Resources Existing Conditions & Future Needs

This document is very problematic, a poor summary concerning the Water Resources of Bainbridge Island. Requires accuracy, revisions, proper references, and a summary that is not cherry picked. The community deserves an honest assessment of water resources on Bainbridge Island.

Because COBI will be reliant on drinking water conservation, involving the reduction of use by existing Island residents in order to substantiate growth projections; this document should state the Island is a 'Sole Source Aquifer' (SSA) up front. The designation by EPA promotes conservation, management, and protection of resources the Council should advocate. SSA status is a fundamental building block concerning the water resources of the only all Island Urban Growth Area (UGA) city surrounded by salt water in the state of Washington. Relevant water resource documents would prioritize this status to help manage the limited ground water resources in compliance with the Federal Safe Drinking Water Act.

Document summarizing water resources science requires.

1. Name(s) of qualified scientist(s) or engineer(s) authoring the summary and signing off with their license. The state of Washington requires licensed geologist, hydrogeologist, or engineer sign off on geologic water resource work.
2. List of appropriate references with date, author, and page reference to substantiate the numerous questionable claims provided in the 26 pages.

Otherwise this document appears to be a collection of a haphazard random cherry picked information from various publications, taken out of context by unqualified staff. As such this document lacks the credibility needed.

P.3 List the number of wells the city samples for Seawater Intrusion annually, you will find it is a small number. This summary is not inclusive of many known private wells impacted by seawater intrusion on the Island to date. The Council should understand the science. If a well is impacted by seawater it is no longer useable for drinking water, and is decommissioned, or redrilled to a different aquifer bearing zone, making it impossible to further sample the wells for seawater intrusion data. Thus, impossible to collect 4 consecutive readings from a well that no longer exists for Early Warning Level (EWL) screening. Once a well is closed down, does not mean the seawater/saltwater problem is gone. The nature of sampling by COBI inappropriately limits data collection and reporting of seawater intrusion. Listen carefully to staff response concerning questions about wells impacted by salt water. Usually the response is vague, and claims they do not "see" wells impacted by seawater intrusion despite the existence of several impacted wells to date, now closed down or redrilled. Since the city did not adequately collect or report on wells

impacted by salt water historically, subsequent reports by consultants and the USGS also lack data to report or use in the model. This lack of data by under qualified water resource staff to date does not equate to 'no' seawater intrusion concerns. If a person fails to receive annual physicals for 25 years, and claims he does not have doctor reports of health problems, does not necessarily equal a healthy person. Several private wells on the Island have been compromised by saltwater, and are simply not part of the data set for questionable reasons.

Stating wells that may have been impacted by seawater are possibly a result of "old" seawater remaining in the aquifer or other reasons, is also not credible when honest scientific sampling and reporting of seawater intrusion for a SSA island groundwater supply is deficient.

P. 5 Throughout the Comp Plan Update process the Planning Commission, council, city staff, and the consultant have withheld and manipulated reporting of data for wells exceeding EWL. This was documented in a recent city staff memo from Cami Apfelbeck to council, Aug 23, 2016. This section should reflect the facts (.49 with statistical manipulation vs. .50 for early warning levels) or it can be construed as fraud. Example; withholding the 2015 dry season drought readings, and only including the high precipitation months of January, February, and March to alter recent statistical reporting.

P. 6 Claims that drawdown of the Fletcher Bay Aquifer is confined to one well only is false. The USGS Bainbridge groundwater model documents drawdown of the Fletcher Bay Aquifer, and how it will continue even if the Island does not increase its current water use. Reason licensed scientists should author a summary of the water resources of the Island.

The USGS also stated the number, consistency, and level of well monitoring the city collects for reporting is inadequate for sound scientific evaluations. Since that time the city has further reduced monitoring of Island wells for reporting.

P. 7 Over simplified statements of generalized groundwater flow is flawed. Drawdown from major production wells influences groundwater movement and can actually reverse normal water movement in an aquifer, as documented in the USGS groundwater model study. City staff is relying on less than 70 wells and incomplete and flawed data to portray ground water resources. The GW model studies are very generalized snapshots based on a small data set. Example the recent modeling using many organizations of real time data and high priced high tech models for the big storm predicted to hit the Seattle area this month were all wrong, for various reasons. A mathematical model is not reality, only a tool. The tool is only as good as the modeler and data collection efforts and inclusion, and input. No seawater intrusion data, withholding drought water level readings... generates a low statistical probability for accuracy.

P. 8 Be mindful, staff dictated the level and amount data supplied to the consultant, and the level of reporting referenced on this page. The various aquifers defined on Bainbridge Island pinch and swell, and are not continuous reservoirs of water. Some mapped aquifers present in one area of the Island are either less water bearing/producing, or absent in other parts of the Island. The limited number of wells currently monitored means that a great deal of extrapolation was involved in generating and updating a predictive model. Garbage into a mathematical model equals garbage out. Making statements on a limited groundwater model run put together by ASPECT consulting, also limited by staff and management data collection and goals will soon be outdated. Is this highly interpretive information? Is this something you want to include in an 8 plus year Comp Plan, especially with climate change concepts with predicted precipitation changes pushed throughout the draft?

P.9 Aggressive water conservation measures...necessary to accommodate growth and development proposed in the Comp Plan Update. However, you want to include new service centers, encourage industry, and promote economy that will use water at a far greater rate than private property homeowners?

Simply limiting impervious surfaces with new development does not begin to meet the need to preserve and protect important aquifer recharge areas. Thus the reason State Legislators provided Aquifer Conservation Zones. Entirely different than your proposed Aquifer Conservation ZONING, and Low Impact Development. Retrofitting driveways won't compensate for the loss of necessary aquifer recharge areas due to growth, which are necessary to manage the limited water resources on Bainbridge Island. Conserving important areas (no development zones), will be fundamental to managing adequate and high quality drinking water for Island residents.

How can the city adequately address recharge and water use if it fails to monitor a reasonable number of wells, fails to honestly report on the data collected, fails to be current with Federal, State, County, and City drinking water laws, fails to address the superfund site it owns, and other hazardous waste sites out of compliance with Federal, State and County health and safety laws?

P. 10

Age of water has not been scientifically tested, the statement that the deep aquifer water is 1000 years old is a very rough estimate. This needs to be put in context, and a reference to the source would help keep staff from misreporting. There has been no age dating, assumptions are made based on limited well data to date, and highly generalized regional geology and lithology correlations. Comments that our deep aquifer groundwater originates from Kitsap Peninsula are also extrapolated from a limited data set and highly generalized regional geologic assumptions. There are no well/pump tests to demonstrate communication between wells on Kitsap and Bainbridge Island. No study wells drilled below the Puget Sound to confirm the status of the deep aquifer. There are no dye tests. There is no detailed mapping of the floor of the Puget Sound between the Island and Kitsap Peninsula. Be mindful that all of the Kitsap Peninsula including Bainbridge Island is a Sole Source Aquifer.

The combined land mass is 90% surrounded by salt water. The aquifers mapped pinch and swell and are absent in many areas of the Kitsap Peninsula. There is no magic river running under Rich Passage to Bainbridge Island wells. If there is such an abundance of water coming from Kitsap, why did the USGS report concerning drawdown of his deep aquifer? Why did the city recently put \$11,000 dollars towards a study with KPUD to figure out ways to have Bainbridge more reliant on the Sea Level Aquifer, necessary to “rest” the deep Fletcher Bay Aquifer because of documented drawdown? The understanding that the regional geology and lithology is similar to Bainbridge and the Kitsap Peninsula does not mean the Island has an endless water supply. These are false presentations and are not put in the proper context.

Most importantly the region is riddled with major faults in a major seismic earthquake zone. Including the youngest fault in the Seattle region (1100 years old) bisects the Island, and continues through the Kitsap Peninsula. This fault uplifted the south portion of the Island to expose bedrock, thus the absence of the mapped aquifers seen north and west of the fault. What would further seismic activity mean to the water supply of Bainbridge? There should be reference to the extensive faults and seismic mapping delineating major rifts through and around the Island, interrupting potential groundwater movement from Kitsap to Bainbridge and on the Island itself.

The Kitsap Peninsula will be growing at a greater rate than the Island, and the water demands in the deep aquifer will increase, possibly impacting the Bainbridge Island water supply. Kitsap also reports seawater intrusion in some production wells. Does Bainbridge have water rights involving the deep aquifer on the Kitsap Peninsula, where our city government is somehow relying on the Island’s water supply to be an endless resource outside of its boundaries? Also consider the proposed reliance on the Sea Level aquifer that is recharged on the Island itself (in order to rest the deep aquifer), generating drawdown and less runoff, increasing the risks of Seawater Intrusion.

P.13 You reference stormwater has long been considered a nuisance, yet in your Water Resource Element you have eliminated precipitation from the Hydrogeologic Cycle as if Bainbridge is a special place (no doubt). Precipitation is vital to aquifer recharge of a SSA Island, and as such should remain part of the document separated from stormwater, which is defined technically and monitored and regulated differently than precipitation.

P. 14 Eagle Harbor Wyckoff Superfund Site is not appropriately prioritized in terms of water bodies failing to meet standards or criteria as impaired. Why not? Statements about impaired water bodies is out of context in the 2012 Water Quality Assessment. No doubt other areas delineated were also impaired. However, leaving out, or not naming the Wyckoff Eagle Harbor as a SUPERFUND HAZARDOUS WASTE SITE in the Comp Plan Water Resources Element and the Environmental Element needs to be addressed. Naming this will allow for the appropriate prioritization and

application of resources to address this horrendous contaminated mess, currently impacting the groundwater resources in that area of the Island. The city questionably purchased this site on behalf of citizens, it should own it, and get it cleaned (roughly 100 million dollars is needed to just stabilize the problem in place, with no funding source on the horizon).

P. 17-19 The city, DNR, EPA, and Ecology should come to terms with the new SMP and the hypocritical allowances of questionable commercial fish farming off Island shores. There needs to be a section addressing this problematic operation and the known contamination and compromise to the natural environment.

The city should honestly list the multiple sewer breaches in Eagle Harbor over the last decade. Definitely more than one, a dozen?

P. 20 References to Climate Change and the nonprofit EcoAdapt, supported by COBI and mentioned endlessly in the Comp Plan Update, fails to point out the most important prioritization of water resources in their Climate Impact Assessment. <http://www.cakex.org/sites/default/files/documents/BICIA%20Final%2028%20July%202016.pdf>

In their report EcoAdapt makes reference to the current Water Resources Element and the prioritization of water resources, as well as how the Island is designated a Sole Source Aquifer. The report addresses how the largest concern for the nation and the world regarding Climate Change, is adequate water resources to sustain the population. However, this is not adequately conveyed in the Comp Plan Update Draft Elements. Somehow Bainbridge missed this key concept and reduced the importance of limited water resources of a SSA Island in the Comp Plan Update. Water Resources somehow are a lower priority in the proposed draft elements being put forward by the Planning Commissioners.

The Water Resource Element is the most important element in the Comp Plan Update. As I testified in my limited 3 minute public comment, the draft you are presenting to the community at this time has relegated the Island's limited Water Resource protection and management to the back seat vs. the obvious importance of water to all things concerning planning on Bainbridge Island.

The draft does not provide for growth to pay for itself as required by GMA laws. Instead reliance on the current flawed city management practices of taxing and bonding existing residences to illegally subsidize special interest developers on Bainbridge. The city fails to address Local Improvement District (LID) or Impact Fees and funding by business and developers. Citizens have been inappropriately forced to fund infrastructure upgrades (roads, sewer, water) for most of the Carruthers, ASANI, Coates, Lynwood Center, Jacobi Windermere etc. development on the Island to date.

There are no current reliable metrics in place to evaluate and report on the effects of growth and development to date. So the directive to promote growth in the new Comp Plan Draft is unreliable. The city rubber stamps SEPA check lists. Often completed with errors and omissions to bypass the Environmental Impact Statement (EIS), necessary to adequately evaluate growth impacts to the water resources and other environmental concerns.

Having put extensive efforts forward to draw attention and appropriately address water resources in the update, only to realize most of my input was largely ignored is disturbing. I have assembled power point presentations, made presentations to educate the city government, attended dozens of meetings including a drafting meeting, and sent dozens of emails. I even met and attempted to educate the consultant on several occasions. From a citizen perspective this does not meet the requirements for a proper public process. I witnessed how the council made additions and subtractions to the Update during Study Sessions, when the public is limited from participating. I witnessed how the staff was asked time again to put together a draft element or to rewrite sections without incorporating citizen input.

There was not enough time allowed for a citizen to go through all finalized draft elements and comment from the Planning Commission before the deadline. I will address my concerns to the council and the Growth Management Hearing Board, and address obvious lapses and misinformation if not corrected to the appropriate agencies and authorities. As it stands the Council should provide ample to adequately cover the materials presented in the Update. This is respectful of citizen time, and allows taxpayers to read the 6 inch binder of materials and intelligently respond to your proposed documents, especially during the holidays in December/ January.

Thank you for your time.
Melanie Keenan LG LHG

From: Cami Apfelbeck

Sent: Tuesday, August 23, 2016 11:02 AM

To: Kol Medina; Michael Scott; Roger Townsend; Ron Peltier; Sarah Blossom; Val Tollefson; Wayne Roth

Cc: Barry Loveless; Doug Schulze

Subject: Early Warning Levels and 2015 Water Level Data

Given the questions raised around the topic of Early Warning Levels (EWLs) and 2015 groundwater level data at the August 9th meeting, I thought it would be beneficial to provide a short white paper discussion of these topics ahead of tonight's meeting. Hopefully the attached documents will provide some clarity.

Next, EWL assessment of groundwater level data inclusive of 2015 data for the subject aquifers (Sea Level and Fletcher Bay Aquifers) resulted in the following:

Sea Level Aquifer – Similar to the previous assessment conducted by Aspect Consulting using data through 2014, out of the 32 wells monitored, only 1 well's water level trends over the 2006 – 2015 time period triggered the early warning level. This well was already identified and investigated by Aspect as part of their assessment (see [Hydrogeological Assessment of Groundwater Quantity, Quality, and Production](#), page 4). The apparent decline was determined to be due to measurement error, not a decline in water level.

Fletcher Bay Aquifer – Out of the 9 wells monitored in the aquifer over the 2006 – 2015 time period, 3 wells showed flat trends (no change in water levels), 4 wells had *increasing* water level trends, and 2 had declining water level trends that triggered the early warning level. One of these, Island Utilities Well #1, was already discussed by Aspect as part of their assessment (see [Hydrogeological Assessment of Groundwater Quantity, Quality, and Production](#), page 5). After examining associated historical water level and production data for this well and co-located wells, Martin Sebren, KPUD hydrogeologist, considered this a localized decline in water levels due to extreme high water usage in the area (telephonic communication, August 19, 2016).

The remaining well that triggered the early warning level was KPUD's Fletcher Bay Observation Well which demonstrated an apparent decline of 1.371 feet/year over the 2006-2015 time period. As is called for under the City's Groundwater Monitoring Program in response to an apparent EWL triggering event, water level and production data for this well were thoroughly examined and compared to the City's nearby Fletcher Bay Production Well water level data.

The following observations were noted and, subsequently, substantiated by KPUD hydrogeologist, Martin Sebren (telephonic communication, August 19, 2016):

1. Historically, the Fletcher Bay Observation Well and the nearby Fletcher Bay Production Well exhibited very similar water level behavior and response, demonstrating that these two wells are hydraulically connected.
2. The water levels in 2014 – 2015 that are responsible for the apparent decline in the Fletcher Bay Observation Well do not match water levels measured in the hydraulically-connected Fletcher Bay Production Well and do not appear to be static water levels representative of full well water level recovery, but rather water levels under the influence of pumping from the City's Fletcher Bay Production Well.
3. There were only six water level measurements for all of 2015 for KPUD's Fletcher Bay Observation Well, whereas, there are daily water level readings for the Fletcher Bay Production Well (which is tracked continuously by the City's SKADA telemetry system). As these two wells are hydraulically connected, the significantly more robust data set from the Fletcher Bay Production Well are considered more representative of static water level readings in this area. Those data exhibit a water level *increase* of 0.732 ft/yr.

Mr. Sebren also reported that there was a significant rebound of water levels in the Fletcher Bay Observation Well in 2016 after 2015's wet season.

Please let me know if I can be of further assistance.

Regards,



CAMI APFELBECK, M.S. GEOLOGICAL SCIENCES

Water Resources Specialist

www.bainbridgewa.gov

facebook.com/citybainbridgeisland/

206.780.3779

Jane Rasely

From: Melanie Keenan <melaniekeen@comcast.net>
Sent: Tuesday, January 17, 2017 3:07 PM
To: Council; PCD; City Clerk
Subject: Comp Plan Comments, Land Use, Utilities, Water Reality, Public Hearing Comments
Attachments: 2017_0117Comp Plan Comments Land Use.pdf; 2017_0117Water Shortage Article and comments.pdf; 2016_1118Ignoring Water Reality.pdf; 2017 Comp Plan Public Comments.pdf

Enclosed are comments for the Land Use Element of the Comp Plan, Comp Plan Comments w/ Utilities Element Concerns, and a copy of the article published in the Kitsap Sun, and comments made during public hearing at city hall on January 10, 2017.

1. Make adequate necessary references for Land Use for Water Resource Management and Protection per state and federal laws in the LU Element.

- a. Sole Source Aquifer
- b. CARA - Critical Aquifer Recharge Areas
- c. Wellhead Protection Program Areas
- d. Aquifer Conservation Zones
- e. Seawater Intrusion Program
- f. Bainbridge Island Hazardous Waste Sites and Superfund Sites – should also be listed in the Water Resource Element to insure protection of limited GW resources of a SSA Island from known contamination to meet Best Available Science consistent with existing government regulations and laws and the GMA.

2. Add Aquifer Conservation Zones (use exact language of RCW) to be defined, developed and implemented per

RCW 36.70A.550 Aquifer conservation zones.

(1) Any city coterminous with, and comprised only of, an island that relies solely on groundwater aquifers for its potable water source and does not have reasonable access to a potable water source outside its jurisdiction may designate one or more aquifer conservation zones.

Aquifer conservation zones may only be designated for the purpose of conserving and protecting potable water sources.

(2) Aquifer conservation zones may not be considered critical areas under this chapter except to the extent that specific areas located within aquifer conservation zones qualify for critical area designation and have been designated as such under RCW

36.70A.060(2).

(3) Any city may consider whether an area is within an aquifer conservation zone when determining the residential density of that particular area. The residential densities within conservation zones, in combination with other densities of the city, must be sufficient to accommodate projected population growth under RCW **36.70A.110**.

(4) Nothing in this section may be construed to modify the population accommodation obligations required of jurisdictions under this chapter.

3. Any Subdivision over 4 homes or Development over a certain number of square feet should automatically trigger a impact study to determine the impacts to Island Resources. Public Records request reveals the city has NO studies of growth to date on large projects and the impacts. There are no metrics to determine how growth to date has impacted water resources, infrastructure etc. Currently there is only one person (Planning Director) green lighting development on the Island, rubber stamping SEPA check lists often filled with errors and omissions, to inappropriately bypass Environmental Studies for ethical and honest planning.

4. LU-15 1. Make sure all reference to “Neighborhood Service Centers”, lists the name correctly throughout the Comp Plan Update. In some areas it is called Designated Areas. Make consistent, (Only Winslow should be referred to as Designated Area as the Core Area). The proper name provides the right context for areas of the Island. The growth and development of the properties zoned in this area should complement the Residential Neighborhoods they serve. Winslow has been defined and developed

differently as the core thus major growth center. Because some living downtown see growth burgeoning and would like to stop it by forcing more growth than planned outside of Winslow goes against the GMA to control development on a small Island with Winslow as the main city center heart of Bainbridge per our past Comp Plan with secondary areas referred to as NSC

Without necessary infrastructure, documented as cost prohibitive, NEIGHBORHOOD SERVICE CENTERS can NOT and SHOULD NOT be referred to as DESIGNATED CENTERS like Downtown Core Winslow. Not in keeping with GMA growth requirements. COBI does not have the budget to accommodate these needs in this Comp Plan Update 10 year cycle. COBI has concerns and trouble balancing the budget and paying burgeoning staff and keeping the roads maintained at minimal standards. Many roads are landslide hazardous and eroded to one lane along the water (Manitou Beach since the 90's). Are there special interest property and investments being promoted over the majority of Island citizen needs?

5. No need to provide for increased density in NSC.
 - a. There is ample existing zoning on Bainbridge to accommodate proposed growth and beyond. Getting ahead of ourselves without EIS or other studies to report on the impacts of growth on our water and other resources.
 - b. Rolling Bay and Island Center NSC can not be built out because they lack the required infrastructure documented by the UAC as cost prohibitive at this time, i.e. sewers.
 - c. Do any other council members besides Council member Blossom's family have land in the Lynwood area or other NSC where increased development through UPZONING would benefit their financial interests, possible conflict. This is bad policy for the rest of the Island lacking the necessary infrastructure. Recently the city had to do emergency repairs and improvements to the existing sewer infrastructure in Lynwood because the Planning Department did not adequately plan for the major development that has occurred to date.
 - d. Currently the Planning Director has historically handed out variances for increased density like candy. The Grow High Density Development is a poster child for return variances year after year of density that spans 10x the original zoning.
6. TDR's are questionable and should not be promoted on Bainbridge. Bainbridge has limited resources and land to make this program viable without adversely impacting the Island.
7. LU 10.1 Do not eliminate sentence should be consistent with existing uses, instead add language to define consistent with "allowable" existing uses
8. Language should separate out Winslow which was designed to take on most of the growth of Bainbridge all Island city UGA. Neighborhood Service Centers differ because they are a fraction of the size in land and are secondary to growth, and most lack the necessary infrastructure which is documented as not financially feasible to develop i.e. sewers.
9. LU 6.2 Parking for downtown should be the primary responsibility of property owners downtown. This is where a real LID Local Improvement District should be employed to

fund local projects. Most residents do not need additional parking and fewer residents rely on downtown for shopping, as majority of business are geared to tourism. USE THE STATE GUIDANCE DOCUMENT TO IMPLEMENT THESE PROGRAMS FOR PROJECTS JUST LIKE THIS.

The real LID = LOCAL IMPROVEMENT DISTRICT.

<http://mrsc.org/Home/Explore-Topics/Public-Works/Finance/Local-Improvement-Districts/Local-Improvement-Districts-Procedural-Outline.aspx>

Local Improvement Districts (LIDs) are a means of assisting benefiting properties in financing needed capital improvements through the formation of special assessment districts.

Special assessment districts permit improvements to be financed and paid for over a period of time through assessments on the benefiting properties.

Melanie Keenan

01/17/2017 Comp Plan Update Element Comments including Utilities Element Concerns.

Melanie Keenan

Seattle Times article enclosed, "Some home building halted as counties react to water-rights case", relevant to COBI Comp Plan Update and the water reality of a Small Sole Source Aquifer all Island City Urban Growth Area surrounded by Salt Water in the Pacific Northwest.

http://www.seattletimes.com/seattle-news/politics/home-building-halted-as-counties-react-to-water-rights-case/?utm_source=email&utm_medium=email&utm_campaign=article_left_1.1

Bainbridge Island officials have failed to adequately address important water issues/reality in the Comp Plan Update Water Resource Element as mandated by the Growth Management Act.

1. Inconsistencies with water resource protections per the GMA in accordance with a small Sole Source Aquifer all Island City Urban Growth Area surrounded by salt water = negligence.
2. Failure to include the RCW as is for "Aquifer Conservation Zones" per best available science (not zoning, or zone or low impact development). Consultant and staff are misguided in efforts to subvert this program necessary for water management and protection, by altering RCW language from the GMA.
 - a. Inaccurate to claim COBI can hobble their own definition and alter RCW outside of legal requirements. There is an abundance of Best Available Science and numerous government regulations on all levels that prescribe the intent and purpose of "Aquifer Conservation Zones."
 - b. Low Impact Development used in the definition of Aquifer Recharge, Conservation, and Protections demonstrates a lack of technical understanding and adherence to best available science and existing regulations, and misapplication of Low Impact Development standards.
3. Failure to provide basic metrics to determine water availability and protections with new growth. No studies, no records, lack of proper evaluation and determinations before green lighting all building, as is the current COBI policy. SEPA evaluations at city hall are full of errors and omissions to manipulate and avoid EIS- environmental review necessary to make water resource availability and impact determinations for growth per regulations equates to negligence.
4. Failure to define Seawater Intrusion adequately in the Water Resource Element and glossary. Historically the city has failed to adequately monitor and record and report on known Seawater/Saltwater Intrusion on a small Sole Source

Aquifer Island surrounded by salt water, thus misrepresenting findings in consulting studies to the public.

4. Failure to provide for growth to pay for itself, instead burdening taxpayers to make up the difference for necessary infrastructure improvements for favored developers on the Island equates to negligence and inconsistencies with GMA.

5. Failure to meet transparent public input on the Utilities Element as required by the GMA. Instead of “behind closed doors” meetings to modify and usurp Island water rights motivated by greed and the need for city profit at the expense of existing property owners rights and honest protections and management of limited water resources. As directed by Andy Maron chair of the Utility Advisory Committee (UAC), one day after the public hearing on the Comp Plan Update is officially closed by Mayor Tollefson (Tuesday 1-10-17). On Wednesday 1-11-17, Maron stated he has been working for 40 years to fulfill his vision to combine and have the city control all water resources on the Island. Thus pursue and input the need for a study as a high priority to facilitate and combine water systems such as with the KPUD into the language of the Utilities Element on his own accord.

Questionable personal egregious mission by Maron, not a sanctioned community vision. Following with a statement from UAC member Steve Johnson (board member of Island Power, an entity attempting to take control of the Island’s electric utility utilizing tax funds in opposition to the majority of residents). Stating, if Maron has been working on this for 40 years than we definitely need to put a study into the Comp Plan Utilities Element language as an action priority. Also making suggested changes to language related to the electric utilities. With concurrence by COBI staff Barry Loveless.

There is a difference between existing language in the Utilities Element as published in the final draft for “Encouraging” the combining of wells serving homes and small water systems vs. the language for facilitating, proposed after public comment session was closed (on Jan 10, 2017), especially at city hall.

encourage |in'kərij|

verb [*with obj.*]

give support, confidence, or hope to (someone): *we were encouraged by the success of this venture* | (as adj. **encouraged**) : *I feel much encouraged.*

verb (used with object), **facilitated**, **facilitating**.

1.to make easier or less difficult; help forward (an action, a process, etc.):

a. COBI needs term limits for chair positions and members of all Citizen Advisory Committees, Maron has been the chair of the UAC since inception except for a

few times.

b. Update COBI advisory committee requirements to eliminate problems outlined above. COBI needs to update standards and process for advisory committees to avoid apparent conflicts of interest and provide for the appropriate development of priorities, expenditures, and governance to meet ethical standards.

Especially in light of how COBI historically failed to provide ethical water services, management and fair rates for the small Winslow water system they manage. Including failure to refund 6 million in overages to the ratepayers after a protracted legal claim from citizens. Maron stating we did not refund the monies, because we could not figure out how to do it...

6. Failure to provide accurate honest water resource summary in Appendix B in the Comp Plan Update. Continuing to submit and present misinformation to the public. Providing false data for drawdown by withholding 2015 drought readings for consulting update to the USGS Groundwater model. Manipulating and misrepresenting data reporting and graphs to avoid honest reporting drawdown and Early Warning Levels for wells on the Island. Previously the city presented water resource reporting and withheld Fletcher Bay deep aquifer data and withheld concerning drawdown of the Island's deep aquifer, falsifying information and data. City Council member Kol Medina requested a reporting on data outcomes if all of 2015 well monitoring data was included, not just the wet months of Jan, Feb, and March. Cami Aflback submitted an email in August that shows it would have triggered EWL drawdown, previously not reported to the community, despite her lengthy explanations of EWL and Model validation, obfuscating the manipulation of data that occurred.

Some home building halted as counties react to water-rights case

Originally published December 10, 2016 at 1:52 pm *Updated December 10, 2016 at 3:05 pm*

By [PHUONG LE](#)

The Associated Press

As counties across Washington respond to a far-reaching state Supreme Court decision involving water rights, angry and frustrated property owners are finding they cannot depend on groundwater wells to build new homes as they have in the past.

In October, the court sided with four residents and the group Futurewise who argued that Whatcom County failed to protect water resources by allowing new wells to reduce flow in streams for fish and other uses. The court said counties must independently ensure water is legally available before granting new building permits.

The decision is likely to affect thousands across the state and represents the latest struggle to balance competing needs of people and wildlife for limited water.

"We have counties all across the state trying to figure out what's the answer going to be at the permit counter when someone comes to build their home," Laura Berg with the Washington State Association of Counties told lawmakers this month. "They are also

interpreting it differently.”

On Tuesday, Whatcom County extended for three months an emergency moratorium on certain development that relies on permit-exempt wells. County officials estimate about 7,000 to 8,000 dwelling units would have relied on such wells.

Spokane and Okanogan counties have also adopted interim rules in response to the court decision, and Pierce County now requires a hydrogeologic study showing a well doesn’t affect stream flows or senior water rights before a building permit can be issued.

The changes have upset many, who say it would be too expensive and nearly impossible to meet the new conditions. Many say they have spent thousands of dollars to prepare their lots to build only to discover they now can’t get a permit because they can’t necessarily rely on those wells.

“I can’t do anything with this property. I’m still making payments on it,” said Bud Breakey, who spent \$13,000 to dig a well on a 10-acre lot outside Bellingham. “I’ve got all my money and the world wrapped up in this. This is my whole future.”

He wants the emergency moratorium to be lifted until new regulations are in place. He and others are looking to the Legislature for a fix. Several state lawmakers say they plan to address the ruling in the upcoming session.

Jean Melious, an attorney who represented the four residents in the case, said the Supreme Court has consistently protected in-stream flows — water kept in rivers for fish, water quality and other uses.

“You can plan so that new development goes in areas where water is available,” said Melious, environmental-studies professor at Western Washington University. “The task for local government is to say where do we have water available?”

Futurewise’s Tim Trohimovich called the decision a common-sense interpretation of state law.

“Requiring new lots and new buildings to have legally and physically available water is just basic consumer protection,” he said. “Many counties plan and zone for way more lots than there’s water to support.”

Across the state, about 300,000 permit-exempt wells serve 1 million people. Between 2,000 and 8,000 new wells are added each year though drilling a new well does not guarantee legal access to water, according to the Department of Ecology.

Water pulled from these wells represents only about 1 percent of the water consumed in the state, since water is returned to the ground through septic systems.

While that amount is small, it’s not zero, the U.S. Geological Survey’s Matt Bachmann told House lawmakers this month.

“If you pull water out of the ground, there will be an impact somewhere,” he said. “That impact is commonly too small to measure for an individual domestic well, but it’s not too small to measure cumulatively if you look at all the domestic wells in a basin.”

Because of the connection between groundwater and surface water, property owners will find it hard to disprove that a domestic well wouldn’t impact streams at all, said Ecology’s Dave Christensen.

Some have suggested water banking — where those with water rights sell to those who

need it — cisterns or water-conservation measures as possible solutions to meet new water needs. But others say not all of those are practical or possible.

In the meantime, property owners say their lives have been turned upside down.

Olga and Gennadiy Skachkov say they worked hard over the years and bought a 15-acre lot near Ferndale in 2004 as part of their retirement plan. The Russian immigrants put in a new road and made other improvements but now can't sell it because of the moratorium.

"There's an existing well. But people can't use the well so no one can build on it. All the money we put into it is lost," said Olga Skachkov. "We feel betrayed. We hope our voice will be heard."

Jenny and Darren Proben had hoped to break ground on their dream home outside of Bellingham in February.

"It's our lifelong dream to have a tiny bit of land and build a home for our family," she said.

"We didn't think it would be a problem. No one saw this coming. It has huge ramifications financially for our family."

City Council is ignoring Bainbridge's water reality

There is a designation given by the Environmental Protection Agency (EPA) to areas like ours, including Whidbey and Vashon Islands, called a Sole Source Aquifer (SSA). This means that because we are surrounded by salt water and have no other economically feasible means of receiving drinking water, we have this Federal Agency pay close attention to water resources to protect our wells and aquifers from contamination. The U.S. Geological Survey also defines the entire Kitsap Peninsula as a SSA.

I am one of the geologists who, along with my husband, Dr. Malcolm Gander, spent years doing the research, writing the required petition, interfacing with EPA, that finally got Bainbridge Island's SSA designation in 2013.

As our City Council reviews elements of our Comprehensive Plan (done every ten years), many of us have listened to the Council reject water reality on our island.

Why is that? And what does it mean for our future?

Many have written letters, emails and had conversations with the comprehensive plan creators urging that these following facts be in our Water Element and every other element in our Comprehensive Plan that references this precious resource.

We urge you to read them and email your mayor and councilmember to stop their resistance to the water facts of Bainbridge Island and place these facts into our Comprehensive Plan now.

1. Bainbridge Island is

an EPA designated Sole Source Aquifer (SSA) 2013, in the introduction, in accordance with the Federal Safe Drinking Water Act Law. A sole source aquifer is an underground water supply designated by EPA as the sole or principal source of drinking water for an area. The system EPA designated encompasses the entire Bainbridge Island area and is made up of six principal aquifers. One hundred percent of the current population on Bainbridge Island obtains their drinking water from the designated aquifer. There are no other sources of drinking water nearby that would be economically feasible to supply all residents in the area.

2. Adopt "Aquifer Conservation Zones" per State Legislation RCW 36.70A 550, specifically designed to protect groundwater on Bainbridge. Any city coterminous with, and comprised only of, an island that relies solely on groundwater aquifers for its potable water source and does not have reasonable access to a potable water source outside its jurisdiction may designate one or more aquifer conservation zones.

3. Include language to develop and implement necessary Seawater Intrusion (Saltwater Contamination) Program to protect aquifers like other NW Islands and coastal areas.

4. Include Contaminated Listed Hazardous Waste Sites with Ecology and EPA, per MTCA State Law, impacting the Island's groundwater resources. Including naming the Wyckoff/Eagle Harbor Superfund Site.

5. Remove language

limiting private property wells. Home values will decline without access to affordable safe drinking water.

This is a multifaceted attack on water resources and rights on Bainbridge Island, while attempting to tax water use outside of the COBI service area. The city does not service or fund most water systems or private wells. How scary for homeowners, when COBI officials fail to understand basic industry standard water resource management protections required by county, state, and federal laws.

A few members of our Council seem uneducated and unwilling to accept the cold truths about water reality on Bainbridge Island endangering our future.

Several council members have consistently voted against obvious water protections in the Draft; One stated a "SSA is a political hammer"; another believes if we can buy bottled water on the Island we are not a SSA; and a third claims, "a SSA is full of baggage." The lack of SSA understanding is concerning, demonstrates poor leadership necessary to secure affordable ample safe drinking water for citizens. There is also a 'magic river' theory spouted by some that water will flow from the Olympics to Bainbridge Island.

Once again COBI is proposing existing taxpayers subsidize growth on a small Island without necessary protections for investments in homes and businesses through proper management of water resources. Does the Council believe

See COLUMN, 16

Column from 6

that if they can bury the fact that drinking water is limited on Bainbridge they do not have to plan growth accordingly?

The council is also restricting public comment and citizen input in opposition of GMA requirements for the Update. Having volunteered 100s of hours as a citizen, geologist and volunteer, only to see important policies largely

ignored, and sections of the draft removed and/or altered at the eleventh hour is disturbing. This is concerning for everyone who owns a home, property, or business on the Island, as investments are tied to our city's ability to manage our water resources.

Frankly, this is disturbing to anybody who drinks water or grows a garden!

Currently the city is delinquent on compliance with county, state and federal laws for water resource protection.

Contact your council and state representatives, let them know you are concerned about honest water resource planning and not interested in subsidizing unsustainable growth proposed in the Draft Plan. As citizens concerned with sustainable planning and a future we can be proud to hand over to our children, let's protect limited SSA water resources.

Melanie Keenan is a geologist and resident of Bainbridge Island.

Lovejoy from 15

and where hardpan subsoils are common (that would be much of Western Washington).

Large-scale remodeling or landscaping projects that involve regrading or

trenching can also harm tree root systems, though the damage may not show up for several years. The damage is often compounded when excess soil is heaped over tree roots. When the trunks of large trees emerge like straight tubes from the soil, gently dig down until you find the

tree's natural "neck and shoulders." Heavy soil can slowly smother tree roots. To halt and reverse it, remove the extra soil from the root zone and replace it with a loose mulch.

Contact Ann Lovejoy at 8959 Battle Point Drive NE, Bainbridge Island, WA 98110.

January 10, 2017 Comp Plan Update Public Hearing Comments

Despite the number of meetings referenced transparent public input is lacking. Input was curtailed to certain subjects with time limits. Comment was manipulated with moderators suppressing the number one citizen priority concerning "Drinking Water on a Sole Source Aquifer Island." Even the Environmental Technical Advisory Committee and other qualified input concerning Best Available Science was largely ignored.

The document before us is sadly a blueprint for the build out of on Bainbridge Island, inconsistent with requirements outlined in the Growth Management Act. Deference is given to a few developer and architect interests for profit, at the expense of existing residents. You have failed to prioritize drinking water and environmental stewardship of a small island when planning growth as outlined in the existing Comprehensive Plan.

The city continues to obfuscate GMA requirements, including Aquifer Conservation Zones developed specifically for Bainbridge as the only SSA all Island UGA city surrounded by salt water in WA state. Instead of adopting this RCW as is the city altered the language and questionably adopted a definition that is inconsistent with the intent of the GMA designed to adequately protect limited water resources.

The glossary definition for Aquifer Conservation inappropriately includes Low Impact Development. As if somehow building on sensitive aquifer recharge areas will maintain necessary rainwater recharge the Island is dependent on. This is in opposition to Best Available Science and drinking water regulations, including the Safe Drinking Water Act. The lack of understanding and technical expertise involved in developing this document makes it woefully inadequate.

The glossary is populated with endless terminology for up-zoning and increased density without appropriate studies of the impacts to limited resources of a small Island. The Planning Director green lights all development by rubber-stamping SEPA checklists filled with errors and omissions to bypass necessary environmental studies. The city hands out variances for increased density and development like candy with no studies or metrics for 20 plus years on impacts to the Island environment and water resources. Which includes continuing the HDDP without the required studies stipulated in the original ordinances.

One of the main components of the GMA is for growth to pay for itself. Instead this Comp Plan Update outlines questionable management relying on existing residents to subsidize development and fund necessary infrastructure upgrades. The Grow project is a poster child for dysfunctional planning with endless variances for density increases outside of existing zoning. Forcing

taxpayers to fund new water, fire flow, traffic and sewer upgrades and parking through endless bonds and tax increases. Making housing unaffordable.

The Utilities Element introduces language to assume responsibility of all Island utilities usurping private water rights, despite a historic lack of responsible management. Look no further than the small water system the city manages, how COBI illegally overcharged ratepayers in excess of operating costs for years and then failed to refund 6 million dollars in overages. How the city manipulated and misrepresented groundwater data and Early Warning Levels for drawdown of the deep Fletcher Bay Aquifer in recent reporting in Appendix B. And you wonder why you will fail at your attempts to take over our electric utility while wasting more tax dollars in the process.

The Transportation Element fails to address how city roads are not adequately maintained despite increased taxes and bonding. The element includes language to turn Bainbridge Island into a cheap floating land bridge for Kitsap Peninsula, by widening 305 into a super highway. Without addressing the real problem of the outdated 2 lane Agate pass bridge that serves as a bottleneck to commuters. Or the lack of adequate Public Transportation and financial responsibilities of Kitsap Transit and Washington State Ferries.

Homeowners beware, your home values depend on this city prioritizing and protecting water and other environmental resources on a small Island over development interests and profit. This document falls short on citizen priorities and concerns documented in the record.

Jane Rasely

From: Stephen Kersten <stephenkersten@gmail.com>
Sent: Tuesday, January 10, 2017 5:57 PM
To: PCD; Council
Cc: Ron Peltier
Subject: Comprehensive Plan

Dear Bainbridge Island City Council:

I am in full support of Ron Peltier's efforts to bring some restraint into the development of our beautiful island and hopefully preserve it for generations to come.

I urge you to understand and respect just how unique our Island city is: not use the Growth Management Act to promote development typical to other cities. To start out with, our Comp Plan should acknowledge the special characteristics of our island city. Here's some of what makes Bainbridge Island so unique as a city and really more like a small county:

1. Bainbridge Island is the only Island City in Washington State surrounded by salt water and solely dependent upon its own groundwater resources. It's been designated a Sole Source Aquifer island by the EPA.
2. Our Island city is still largely rural and its citizens would like to keep it that way. Its rural roots are an important part of the Island's *special character*.
3. The Island's special character is partly defined by a mostly rural transportation system that's not compatible with the housing density of a typical city.
4. Unlike other cities, Bainbridge Island still has significant areas of intact ecology in the way of forests, wetlands, streams, ponds, and shorelines.

We need a Comprehensive Plan that recognizes just how different Bainbridge Island is from any other city in Washington State.

As our elected representatives, I sincerely hope that you will take the above sentiments into consideration in the final draft of the Comprehensive Plan.

Thank you.

Stephen A. Kersten

145 Ferncliff Ave. NE, Unit D339, Bainbridge Island, WA 98110

From: Rachel Knudson <rachelcanoe@gmail.com>
Sent: Tuesday, January 17, 2017 1:55 PM
To: PCD
Subject: Sustainable Building Code

I support the following, and invite the council to take a leadership role:

Council Members,

The Comprehensive Plan for development on Bainbridge Island should establish a clear vision for the future of the Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the **preamble** to the upcoming Bainbridge Island Comprehensive Plan:

“The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island.”

The most immediate way to support this outcome is to quickly

1. Prevent the clear cutting of sub-division developments.
2. Immediately implement a single green building code for all development that goes beyond reducing harm to one that mandates ecological restoration. Please kindly consider the following text changes to the **Policy LU 5.5**:

“Implement the Living Building Challenge as the green building code for all development.”

The Living Building Challenge is the world’s most rigorous proven performance standard for buildings and is applicable to all building types. Our community has immediate access to the tools, technology and knowledge base to implement development that is **ecologically restorative**. The City Council has an opportunity to take a **leadership role** by adopting the Living Building Challenge for ALL development on Bainbridge Island. By implementing one green building rule for all development the City Council can reduce the complexity of the development process and ensure that development supports environmental restoration.

The Living Building Challenge will support the health of our community by creating buildings that are:

- Regenerative spaces that connect occupants to light, air, food, nature, and community.
- Self-sufficient and remain within the resource limits of their site. Living Buildings produce more energy than they use and collect and treat all water on site.

- Creating a positive impact on the human and natural systems that interact with them.
- Places that last. Living Buildings need to be designed to operate for a hundred year's time.
- Healthy and beautiful.
- Living buildings give more than they take.

[Living Building Challenge link](#)

Kind regards,
Rachel Knudson, Arts Educator, BI resident

"Just like moons like suns with certainty of tides just like hopes springing high still I'll rise." - Maya Angelou

Jane Rasely

From: Charlie Kratzer
Sent: Thursday, January 12, 2017 9:53 AM
To: Robert Dashiell; City Clerk; PCD; Council
Cc: Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Karl Shearer; Frank Gremse; Jason Flowers; Dylan Frazer
Subject: Re: Public Comment: Comprehensive Plan: Water Resources Element

Robert -- I have let a lot of your musings on water resources go, but I feel I need to chime in on this one. For the record, I am a hydrologist. Please see my in-place comments (in red) below.

Charlie Kratzer

From: Robert Dashiell <rgdimages@aol.com>
Sent: Tuesday, January 10, 2017 11:06 AM
To: City Clerk; PCD
Cc: Jeff Kanter; Andy Maron; Nancy Nolan; Emily Sato; Steve Johnson; Ted Jones; Jim Thrash; Karl Shearer; Charlie Kratzer; Frank Gremse; Jason Flowers; Dylan Frazer
Subject: Public Comment: Comprehensive Plan: Water Resources Element

This is public comment on the Water Resources Element.

As a general comment, the Water Resources Element misses on a number of occasions to accurately describe the water science that has been published since 2009, starting with the USGS aquifer model report.

Bainbridge Island land area gets in excess of **18 billion gallons of rainwater annually** ... easily calculated using a 37 inch annual rainfall amount.

Hydrologists are in general agreement determining how much rainfall gets into the aquifer(s), although the range is wide depending mostly on underlying soils. For Bainbridge Island, the lowest percentage averages 17%, and the high is 40%. Of course, there are land characteristics like the clay lawyers on the South end of the Island that could make it lower than 17%, but using the low estimate, **some amount more than 3 billion gallons gets into one of the six aquifers underlying Bainbridge Island.**

Current draw from the aquifers is somewhere between **650 million gallons and 780 million gallons** (Bainbridge wells only). **Bainbridge Island is currently using about 25% or less of the available aquifer water ... that makes for a comfortable safety margin for many years and many people to come.**

The idea that this island is even close to be limited in any land use decisions by lack of potable water doesn't stand up to recent aquifer science reports.

The idea that the island is on some margin of growth limitation because of limited water resources is one of those believable but erroneous concepts that gets embedded in a community and persists as a myth despite the science evidence. And this Comprehensive Plan's Water Resources Element continues that myth in any number of ways.

I'm not a pro-growth advocate, but potable water is not a controlling factor in island growth. Quality of life should be more the controlling issue of population and economic growth.

This is of course an over-simplistic description of groundwater on the island. Groundwater is not a swimming pool of water under the ground. It moves. In the case of BI, most of it leaves the groundwater system by flowing to Puget Sound or to surface waters on BI. If it were just a swimming pool and we were adding 3x more water to the pool than we were taking out, the pool should be over-flowing (i.e., we would see our groundwater levels rising rapidly -- obviously we do not, in fact, many of the water levels are declining). Here is a summary of groundwater movement on BI from the 2011 USGS report (see Abstract):

"The calibrated model was used to make some general observations of the groundwater system in 2008. Total flow through the groundwater system was about 31,000 acre-ft/ yr. The recharge to the groundwater system was from precipitation and septic-system returns. Groundwater flow to Bainbridge Island accounted for about 1,000 acre-ft/yr or slightly more than 5 percent of the recharge amounts. Groundwater discharge was predominately to streams, lakes, springs, and seepage faces (16,000 acre-ft/yr) and directly to marine waters (10,000 acre-ft/yr). Total groundwater withdrawals in 2008 were slightly more than 6 percent (2,000 acre-ft/yr) of the total flow."

Potable water can be extracted from seawater at currently about double the cost of drawing water from aquifers. Those distillation plants are being built all over the world. KPUD has stated there is excess water in North Kitsap, and water is among the world's easiest commodity to move by pipes ... we are doing just that with public water systems. The idea that the island will ever run out of water resources just doesn't stand up to basic logic. It's a little like saying Manhattan Island in New York can only support a rural population density because of potable water limitations, or you can't build a City supporting 1.5 million people in a desert environment.

Yes, desalination is possible. However, it is very expensive because it requires a lot of energy. It is not widely used except in desert-like environments because of the expense and the impact on the environment (release of CO2 in generating electricity to run desal plants). Also, yes, we could run a pipeline across the bridge and buy water from the Kitsap Peninsula, but I don't think the people of BI want to be like Southern California and have pipelines supporting growth. Of course it is possible to have giant fountains in Las Vegas, but is that how we want to support more growth on BI? I am having a hard time understanding why you are so determined to say that BI is not and never will be growth-limited because of water supply.

Aquifer recharge areas probably are pretty much moot points with the new low impact development rules ... and how to determine an aquifer recharge area is far from an exact science. The emphasis of **protecting aquifer recharge areas** is almost certainly overstated in the Comprehensive Plan. If land use is influenced by aquifer recharge areas, the City had better have provable science to avoid litigation that is likely to follow. That said, I'm certainly not a hydrologist, and maybe those qualified professionals might have better and defensible science than I'm aware of.

Sole Source Aquifer designation only affects federal monied programs. The Comp Plan makes it sound like it's more important than it really is ... in reality, it's almost meaningless because we will very likely not have any significant federal projects unless, perhaps, we get into another war and the military takes over something like Battle Point of Fort Ward. Unlikely to happen.

And **we don't have a sole source aquifer ... we have six underlying aquifers**, and the largest one almost certainly extends over most of Kitsap County and perhaps some of Mason County. Yet again, aquifer science that isn't represented properly in the Comprehensive Plan. Bainbridge Island is a relatively small land mass to the deep aquifer recharge area of the deep aquifer where COBI currently gets a large percentage of their potable water.

There are a dozen or more illogical statements in the Water Resources Element ... example, there is no such thing as "stormwater protection" (page WR-2), and such statements as "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 action" ... that's a Cami Afelbeck's lifetime job security comment on a water quality monitoring program that lacks source identification or impairment elimination and that some day she hopes will play into land use and zoning decisions, and that's simply never going to happen. It's also going to cost a minimum of \$3.5 million just to do the monitoring program, and she wants to extend the existing program to cover all

watersheds, so the cost would almost certainly be much greater. Elected officials and Comp Plan deciders need to know that Barry Loveless made a enlightening comment to the ETAC in November of 2016 ... stating there is nothing too unusual or alarming on what we are seeing in our seven years of water quality monitoring. Much of what we are measuring may just be normal background for a basically rural island, although farms and possibly a few septic systems may be contributing to some fecal counts ... nothing overly alarming or extraordinary.

I know I can be criticized for naming a name and claiming it's a job security issue, but this Element was initially drafted by Cami Afelbeck, and she is the City staffer who conceived and is in charge of the WQFM Program ... and that program has lacked adult oversight since it was conceived some seven years ago. I'm not backing down of my criticism of that program, and especially against expanding that program when there is no City policy on the scope and objective of the program.

What Bainbridge Island needs is a **robust groundwater monitoring program**, and we currently have a pretty good one. That said, some shoreline well expansion might be in order to observe any salt water intrusion ... which can happen on any island.

I'm not going to rewrite the Water Resources Element, but it should be changed to reflect current know science, and water quality monitoring programs should , at the minimum, be scaled back to identify and SOLVE point source water impairments where feasible.


Respectfully,

Robert Dashiell
6370 NE Tolo Road

Jane Rasely

From: Council
Sent: Monday, January 9, 2017 11:19 AM
To: PCD; Jennifer Sutton
Subject: FW: Bainbridge Island Growth

FYI.

 CITY OF
BAINBRIDGE
ISLAND
CHRISTINE BROWN
City Clerk
www.bainbridgewa.gov
facebook.com/citybainbridgeisland/
206.780.8618

From: Ron Peltier
Sent: Thursday, January 5, 2017 5:30 PM
To: Jenifer LeCount <jenifer.lecount@gmail.com>; Council <council@bainbridgewa.gov>
Subject: Re: Bainbridge Island Growth

Jenifer,

I really appreciate your message. The concerns you articulate are why I decided to run for City Council. The first thing I did, even before being sworn in, was to propose a building moratorium so we could slow things down and take a look at how we are approving development on the Island. Three Council members supported the moratorium: Kol Medina, Sarah Blossom, and myself. The rest objected to a moratorium on the grounds it would make housing more expensive and would have an adverse impact on the local economy.

Regarding gentrification: I recently brought this up as part of a comp plan discussion about a month ago. The Mayor insisted that gentrification isn't happening on Bainbridge and the rest of the Council was pretty much silent on the subject. The Mayor later admitted he was wrong when I provide a couple of studies that document rural gentrification in other places around the Country.

Comprehensive Plan

Do you know that the City is at the end of a three year comprehensive plan update process? We are conducting a public hearing at city hall next Tuesday night, 1/10/17, which will start about 7:15 or so. I encourage you to come and express the concerns articulated in you comments to us. It would provide some support for those of us on the Council who want to address those concerns in various ways. You can see the

latest comp plan draft on the City's website. Click on Navigate Bainbridge in the lower right of the home page and follow the links. Let me know if you need help.

Best Regards,

Ron Peltier

From: Jenifer LeCount <jenifer.lecount@gmail.com>

Sent: Thursday, January 5, 2017 2:57:01 PM

To: Council

Subject: Bainbridge Island Growth

Hello,

my name is Jenifer LeCount. Four years ago I decided to move to Bainbridge Island to get away from the out of control and rampant growth that Seattle was experiencing, which was contributing to its gentrification and the overcrowding of neighborhoods with people living on top of one another. Bainbridge Island was perfect, ideal really. Still close to the city, but had a great "micro hood" feel to it, without it being over crowded. I live just a few blocks up from Winslow, I can walk everywhere, and my apartment is on the quiet street of Madrona Way NE, where I have a green space right next to me, and there was a long stretch of land adjacent to the mobile home park, full of apple and plum trees (where I often picked fruit, and deer would come along in the Fall and Spring as well), and wonderful evergreens and beautiful old growth cherry trees that blossomed along the street. Tastefully done townhomes rounded out our little neighborhood.

In the four years that I have been here, I have grown to love Bainbridge Island even more. But, in the last four years, I have also witnessed rapid development moving in line with exactly why I moved *away* from Seattle. I see the island and our community changing at a rapid pace that is NOT for the better, and that I honestly feel is more about greed - both from the City Council and from the developers. I'm watching as Bainbridge is becoming over crowded and gentrified. I question whether this will be a place I will want to live in another four years from now, or if we will be a glorified suburban strip mall of over developed subdivisions. I am not anti development, nor am I anti growth. I understand and welcome communities growing and becoming stronger. What I am not witnessing is this growth being done in a way that is sensible.

As an example, the Grow Community is ridiculous. An entire neighborhood full of middle class family homes was torn down, to build a developers dream monstrosity that none of those families could afford to live in - the Grow Community can not in any way shape or form be called reasonably affordable. Another example is what is happening on my very street of Madrona Way NE, where you, the City Council, approved a development of *48* townhomes, despite neighbors concerns and objections, on 1.5 acres of land. Again, I am not anti growth - while I would have mourned the loss of such a sweet green space, I would have been supportive of a 20 townhome development, because it would have been to scale with the surrounding neighborhood. Instead, I will be living on top of neighbors much in the same way I was in Seattle. It also adds traffic to a small neighborhood street, which by your own traffic impact study will add close to 300 car trips per day to our little neighborhood. With structures that, according to plans that are on file with the City, are architecturally in line with that of the Grow Community and are a blight to look at. Seriously, they are just big and ugly.

As a member of the community, who will be voting based largely on each of the Council members view on development and growth in future elections, I urge you, for the sake of our community, please take a more

measured approached to how and at what scale we grow here on Bainbridge Island. My perception is that you as a Council are more interested in money than you are in the sensible growth of our community. I sincerely hope that is not the case, and that the Council will collectively find a way that ensures Bainbridge Island's future growth, both within Winslow and further out, is achieved in a way that is pragmatic and thoughtful.

Respectfully,

Jenifer S. LeCount

Jane Rasely

From: Council
Sent: Monday, January 9, 2017 11:18 AM
To: PCD; Jennifer Sutton
Subject: FW: Invitation to Presentation by Dan Burden: Active Transportation, Place-making & Community Development

FYI.



CHRISTINE BROWN

City Clerk

www.bainbridgewa.gov

facebook.com/citybainbridgeisland/

206.780.8618

From: Tami Meader [mailto:tamimeader@gmail.com]
Sent: Friday, January 6, 2017 9:35 AM
To: Mary Clare Kersten <mckersten@gmail.com>
Cc: Lisa Macchio <lisamacchio@gmail.com>; Doug Schulze <dschulze@bainbridgewa.gov>; DOUGLAS A RAUH <rauh01@msn.com>; Maradel Gale <maradel.gale@cobicommittee.email>; Charles Schmid <ceschmid@worldnet.att.net>; Jon Quitslund <jonquitslund@att.net>; Peter Harris <pgharris@q.com>; Olaf Ribeiro <fungispore@comcast.net>; Kent Scott <quincefarm@gmail.com>; Jane Silberstein <jane.silberstein4@gmail.com>; Mark Dawson <mw dawson_inc@msn.com>; Richard Langendoen <rik.langendoen@gmail.com>; Mack Pearl <mack.pearl@cobicommittee.email>; Ross Hathaway <peaceloveandengineering@gmail.com>; Marcia Lagerloef <mlagerloef@seanet.com>; Council <council@bainbridgewa.gov>
Subject: Re: Invitation to Presentation by Dan Burden: Active Transportation, Place-making & Community Development

I think you hit the nail on the head Mary Clare. Now that I'm working in Winslow I hear from many people on the island and there is a common theme of how tired they are of the building and traffic issues. I'm surprised at how many openly express it. A woman came in this week and mentioned a subdivision just finished in the Fletcher-Springridge area built by a Kent developer. She said the neighbors are so unhappy about it. Older people are cashing in on their 'nest egg' and selling to developers. Who can blame them I guess but really sad after all the Island has done for them.

While this has little to do with Winslow's walkability or bike-ability, it does have to do with more and more cars not to mention infrastructure issues. Another thing I've noticed since working downtown is how many tourists we have that walk off the ferry and enjoy downtown Winslow. They love it and are very complimentary! What more do we need in Winslow except better & safer bike lanes? It's great the way it is, everyone loves it.

You mentioned the comprehensive plan, it looks to be mediocre at best. Time will tell.
Tami Meader

On Jan 6, 2017, at 5:21 AM, Mary Clare Kersten <mckersten@gmail.com> wrote:

Doug, Lisa and All,

I'd like to weigh in here. Decreased walkability and the untenable increase in traffic is -- not only a huge threat -- it has already happened. All of us now have to deal with this on a daily basis. We used to have a walkable downtown with an appliance store, a hardware store, an auto-parts store, a pharmacy. Soon we will lose the clinic. At the same time, we are being choked by the increase in traffic as we develop more and more in an unsustainable manner.

Some of this was caused by the Visconsi development, which is an unwanted debacle. And some of it is caused by one subdivision after another after another with no will to tighten the zoning laws. We all hoped that the Comprehensive Plan would be strengthened so we can avoid becoming "outer suburbia" and remain a special place. We thought that the City Council was behind that idea. But we see some of the substantive changes that were proposed by Ron Peltier were given little to no consideration.

It's too bad. Bainbridge was so special.

Mary Clare Kersten

Trump's refusal to accept the science behind climate change is "a death knell for the human species." --Noam Chomsky

On Thu, Jan 5, 2017 at 6:22 PM, Lisa Macchio <lisamacchio@gmail.com> wrote:

I understood that Doug. But thanks for confirming that.

On Jan 5, 2017 5:14 PM, "Doug Schulze" <dschulze@bainbridgewa.gov> wrote:

I'm not the person that said Winslow was walkable - that was Dan's opinion.

Sent from my Verizon Wireless 4G LTE smartphone

----- Original message -----

From: Lisa Macchio <lisamacchio@gmail.com>

Date: 01/05/2017 3:19 PM (GMT-08:00)

To: Doug Schulze <dschulze@bainbridgewa.gov>

Cc: DOUGLAS A RAUH <rauh01@msn.com>, Charles Schmid <ceschmid@worldnet.att.net>, Maradel Gale <maradel.gale@cobicommittee.email>, Tami Meader <tamimeader@gmail.com>, Jon Quitslund <jonquitslund@att.net>, Peter Harris <pgharris@q.com>, Olaf Ribiero <fungispore@comcast.net>, Kent Scott <quincefarm@gmail.com>, Jane Silberstein <jane.silberstein4@gmail.com>, Mary Clare Kersten <mckersten@gmail.com>, Richard Langendoen <rik.langendoen@gmail.com>, Mack Pearl <mack.pearl@cobicommittee.email>, Ross Hathaway <peaceloveandengineering@gmail.com>, Council <council@bainbridgewa.gov>, Marcia Lagerloef <mlagerloef@seanet.com>, Mark Dawson <mwdawson_inc@msn.com>
Subject: RE: Invitation to Presentation by Dan Burden: Active Transportation, Place-making & Community Development

Doug - thank you for that information. I think we have a long way to go in making our community a walkable bikeable community. I'm not debating whether or not Winslow has a sense of place. I would take issue with whether is truly a walkable downtown. It certainly isn't a model for a bikeable downtown.

Putting in a parking garage downtown on a prime piece of real estate isn't the path forward on making this dream/goal/objective a reality. I don't understand how in the world folks could think that is part of the vision.

More to come on this for sure. I guess my dreams for our community are BIG!!!! I remain optimistic about a future that holds us all accountable for the community visions and values. Remaining grateful that I can live on Bainbridge and make a contribution.

Lisa

On Jan 5, 2017 9:17 AM, "Doug Schulze" <dschulze@bainbridgewa.gov> wrote:

Lisa:

Dan has been involved in a number of projects and discussions on Bainbridge Island. Most recently, Dan was involved with the team that did some of the design work for the Waterfront Park project that is nearing completion. He was involved with the Winslow Way project as well. He has also brought several groups of local and state government leaders to the Island for tours to showcase the work that has been done. According to Dan, Bainbridge Island is a model for other cities when it comes to creating a walkable downtown and revitalizing "main street" by creating a sense of place. Based on conversations I've had with Dan, I'm not sure you'd get the answer you might hope to hear from him, but I do know he'd welcome the opportunity to speak to the community. He lives in Pt. Townsend so, it is an easy trip for him to make.

DOUG SCHULZE, ICMA-CM

City Manager

From: Lisa Macchio [mailto:lisamacchio@gmail.com]

Sent: Thursday, January 5, 2017 7:54 AM

To: Council <council@bainbridgewa.gov>; Doug Schulze <dschulze@bainbridgewa.gov>

Cc: Richard Langendoen <rik.langendoen@gmail.com>; Peter Harris <pgharris@q.com>; Kent Scott <quincefarm@gmail.com>; Ross Hathaway <peaceloveandengineering@gmail.com>; Maradel Gale <maradel.gale@cobicommittee.email>; Jon Quitslund <jonquitslund@att.net>; Mack Pearl <mack.pearl@cobicommittee.email>; DOUGLAS A RAUH <rauh01@msn.com>; Charles Schmid <ceschmid@worldnet.att.net>; Olaf Ribiero <fungispore@comcast.net>; Tami Meader <tamimeader@gmail.com>; Jane Silberstein <jane.silberstein4@gmail.com>; Mary Clare Kersten <mckersten@gmail.com>

Subject: Fwd: Invitation to Presentation by Dan Burden: Active Transportation, Place-making & Community Development

How about we bring this gentleman to Bainbridge and speak to our community. Then they might all think differently about a parking garage in the middle of Winslow

----- Forwarded message -----

From: "Ross Hathaway" <peaceloveandengineering@gmail.com>

Date: Jan 4, 2017 9:41 PM

Subject: Fwd: Invitation to Presentation by Dan Burden: Active Transportation, Place-making & Community Development

To: "Squeaky Wheels" <boardmembers@squeakywheels.org>

Cc:

----- Forwarded message -----

From: Charlie & Carol Michel <michelbike99@gmail.com>

Date: Wed, Jan 4, 2017 at 2:58 PM

Subject: Invitation to Presentation by Dan Burden: Active Transportation, Place-making & Community Development

To: Charlie & Carol Michel <michelbike99@gmail.com>

West Sound Cycling Club will be hosting Dan Burden, a nationally renowned walkable cities transportation consultant, on January 11 at the United Way Bldg. in Bremerton, 7 pm - 8:30 pm. Dan will be speaking about Active Transportation, Place-making & Community Development.

For 80-years city planners and engineers have built cities for cars, forgetting the time-honored practice of building cities for people. We have "fouled our nest", negatively affecting both individual and community health. The resulting infrastructure is unsustainable financially, and fails as a solution to vehicular congestion.

Dan Burden feels **Bremerton is in the right place in the right time to implement a transportation network of greater sustainability, walkability, and livability:** Bremerton's Mayor, Patty Lent, and Chal Martin, Director of Public Works, have opened the door for WSCC to collaborate on solutions; the Washington Dept. of Transportation has shifted its focus emphasizing the multimodal nature of all roadways; there is building interest in supporting safer, less car-centric infrastructure. Dan has a 40-year career in transportation and community building. He will share with you the latest tools and approaches that helped make walking and bicycling the natural and easy choice in many other Pacific Northwest communities, and reflect on how this could apply to our specific infrastructure needs in Bremerton.

Dan Burden, biography

Dan Burden is a founder of Bikecentennial, which became Adventure Cycling, a national organization promoting bike travel throughout the United States. He served for 16 years as the first State Bicycle and Pedestrian Coordinator for the Florida Dept. of Transportation. This program became a model for other statewide programs, and in 1991 launched one of the nation's first and most successful Complete Streets programs.

Dan has become a nationally recognized authority on bicycle and pedestrian facilities. In 1996 he cofounded Walkable Communities with his wife Lys, eventually helping more than 3,500 communities throughout the world become more livable and walkable. From 2005-2009 Dan worked as a senior urban designer with the community planning firm Glatting Jackson, recognized for transportation solutions that transform struggling suburban and urban environments into walkable, livable, valued places. Time Magazine declared Dan *"one of the six most important civic innovators in the world."*

Charlie Michel

Outgoing Vice President and Entertainment Coordinator

West Sound Cycling Club

Home: (360) 830-4984

Cell: (360) 710-0616

From: City Clerk
Sent: Tuesday, January 17, 2017 4:00 PM
To: City Council Distribution Group; Gary Christensen; Jennifer Sutton; PCD; Joseph Tovar; Doug Schulze; Morgan Smith
Subject: FW: Proper protection of Bainbridge Island's drinking water resources

From: Linda Novitski [mailto:lindanovitski@gmail.com]
Sent: Tuesday, January 17, 2017 3:31 PM
To: City Clerk <cityclerk@bainbridgewa.gov>
Subject: Proper protection of Bainbridge Island's drinking water resources

Dear Council Members,

As a concerned Bainbridge Island citizen and person who has devoted their career to water quality, I wanted to echo the concerns and suggestions that others have had about proper protection of water quality on the island. Specifically, I wanted to urge you to place the following facts into our Comprehensive Action Plan now:

1. Bainbridge Island is and EPA designated Sole Source Aquifer (SSA) 2013, in the introduction, in accordance with the Federal Safe Drinking Water Act Law. An SSA is an underground water supply designated by EPA as the sole or principal source of drinking water for an area. The system EPA designed encompasses the entire Bainbridge Island area and made up of six principal aquifers . One hundred percent of the current population on Bainbridge Island obtains their drinking water from the designated aquifer. There are no other sources of drinking water nearby that would be economically feasible to supply all residents in the area.
2. Adopt "Aquifer Conservation Zones" per State Legislation RCW 36.70A 550, specifically designed to protect groundwater on Bainbridge. Any city coterminous with, and comprised only of, and island that relies solely on groundwater aquifers for its potable water source and does not have reasonable access to a potable water source outside its jurisdiction may designate one or more aquifer conservation zones.
3. Include language to develop and implement necessary seawater intrusion (saltwater contamination) programs to protect aquifers like other NW island and coastal areas.
4. Include Contaminated Listed Hazardous Waste Sites with Ecology and EPA per MTCA State Law, impacting the Island's groundwater resources. Including naming the Wyckoff/Eagle Harbor Superfund Site.
5. Remove language limiting private property wells. Home values will decline without access to affordable safe drinking water.

In addition, the Comprehensive Plan should establish a clear vision for the future of Bainbridge Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the preamble to the upcoming Bainbridge Island Comprehensive Plan

"The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island."

Other necessary additions include:

1. Prevent the clear cutting of sub-division developments.
2. Immediately implement a single green building code for all development that goes beyond reducing harm, to one that mandates ecological restoration. Please kindly consider the following text changes to the Policy LU 5.5:
“Implement the Living Building Challenge as the green building code for all development.”

Thank you for your time and consideration.

Best,
Linda Novitski
12661 Sunrise Dr. NE

--

Linda Novitski, Ph.D.
lindanovitski@gmail.com

Jane Rasely

From: Brenda Padgham <brenda@bi-landtrust.org>
Sent: Tuesday, January 10, 2017 3:50 PM
To: Sarah Blossom; Kol Medina; Ron Peltier; Wayne Roth; Michael Scott; Val Tollefson; Roger Townsend; Michael Lewars; Mack Pearl; Maradel Gale; Jon Quitslund; William Chester; Lisa Macchio; Michael Killion; PCD; Jennifer Sutton
Cc: Jane Stone; Connie Waddington; Debbie Rimkus
Subject: Bainbridge Island Land Trust Comp Plan Update Comments 1-10-17
Attachments: Signed FINAL BILT Comp Plan Comments 1-10-2017.pdf

Dear City Council, Planning Commission Members, and City staff,

Thank you for your continued work on the City of Bainbridge Island Comprehensive Plan Update. In preparation for tonight's public hearing on the Plan Update, Bainbridge Island Land Trust submits our attached comments.

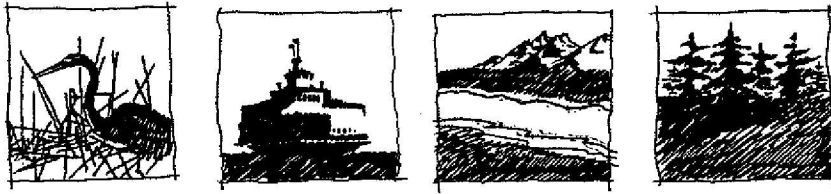
If you have any questions we can address, please feel free to contact us.

Best Regards,
Connie Waddington, Jane Stone, and Brenda Padgham

Brenda Padgham
Conservation Director
Bainbridge Island Land Trust
(206) 842-1216, (206) 724-1478 (cell)
brenda@bi-landtrust.org



BAINBRIDGE ISLAND LAND TRUST



January 10, 2017

To: City of Bainbridge Island City Council
City of Bainbridge Island Planning Commissioners
Jennifer Sutton, Long Range Planner, City of Bainbridge Island

From: Bainbridge Island Land Trust
Connie Waddington, Board Chair
Jane Stone, Executive Director
Brenda Padgham, Conservation Director

RE: City of Bainbridge Island Comprehensive Plan Update
Additional Land Trust Comments

Bainbridge Island Land Trust has participated in the Comprehensive Plan update by attending public workshops and providing written comments to the City July 20, 2015 and September 26, 2016. Since that time we have appreciated the interaction with City representatives as we continued to review the progress of the Comprehensive Plan Update.

The Land Trust wishes to remain an active resource to the citizens and City of Bainbridge Island staff in pursuit of our mission: *to preserve and steward the diverse natural landscape of Bainbridge Island for the benefit of all.* The community conversation surrounding the value of natural landscapes that act as storm water filters, water quality enhancers, noise reduction barriers, carbon sequesters, non-motorized travel routes, and of course habitats for a number of vegetation and animal species is an important one that touches many core values of our Island's citizens.

We once again want to recognize and thank the City staff, Counsel, Planning Commission, and many citizen participants for their work on this important community plan.

The Land Trust submits the following additional comments to the 12/16/16 Draft Comprehensive Plan for your consideration. The applicable principle, policy or goal contained in the 12/16/16 Draft Comprehensive Plan are reiterated herein followed by the Land Trust comments.

Guiding Principle #1

Guiding Policy 1.1

Develop an island-wide conservation strategy to identify and apply effective 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.

Land Trust Comments:

- A. In the Land Trust's September 26, 2016 input to the City, we expressed our concern that the entire Island, outside of the designated centers, is identified as a conservation area. While we are dedicated to preservation of the natural lands of the Island, we are keenly aware of the limited resources available for preservation and thus the need to focus preservation efforts and financial resources on those areas of greatest ecological/community value or those that can deliver the greatest "ecological goods and services" maximizing the tangible value to the community (scenic, storm water/erosion control, water quality, aquifer recharge, wildlife habitat, etc.).
- B. We are heartened by **Guiding Policy 1.1 – Develop an Island wide conservation strategy to identify and apply effective methods to preserve the natural and scenic qualities...** However, without a Strategic Conservation Plan that identifies areas of highest value and arguably highest priority, efforts to transfer development rights and other strategies in the Comprehensive Plan, may have reduced community benefit.
- C. The Land Trust has focused our limited resources (with the help of our own Conservation Plan) on those conservation opportunities that are of highest value such as expanding existing preserved lands, preserving watersheds and critical habitat. Many of these high value ecological areas directly relate to additional community benefits such as controlling storm water runoff, protecting water quality and aquifer recharge areas, providing noise reduction barriers, carbon sequestration, scenic values, and safe non-motorized routes.
- D. We recommend that the City of Bainbridge Island consider developing a Strategic Island-Wide Conservation Plan as a part of implementing **Guiding Policy 1.1 - develop an Island wide conservation strategy** – to help focus limited resources for the greatest community benefits as described above in comments B and C.
- E. We see the development of an Island-wide conservation strategy as a way to continue the community conversation about areas critically important to protection, bring to light the most recent information about what we know about our island, measuring success of implementing specific elements contained in the Comprehensive Plan, as well as researching and identifying ways of funding protection endeavors. By integrating new information that has been gathered about habitat types and our natural resources since the adoption of the 2004 Comprehensive Plan, a more coordinated and strategic effort can be developed to guide protection and enhancement opportunities. Additionally, this information is useful on a day to day basis to City staff. We recommend the City engage multiple Island organizations and regional experts to develop this plan, and the Land Trust is willing to be a part of this endeavor. This method would be preferable to hiring a consulting company to develop a plan with limited input from citizens and potential partners.

Policy LU 4.9

Coordinate the City's planning programs and development regulations concerning open space preservation with the efforts of the Bainbridge Island Land Trust to identify, acquire and administer conservation easements.

Land Trust Comment:

- A. Recommend modifying the language as follows to include other community partners:

Policy LU 4.9

Coordinate the City's planning programs and development regulations concerning open space preservation (including habitat, land restoration and other land conservation strategies) with the efforts of the Bainbridge Island Land Trust, BIMPRD, Friends of the Farms and other local and regional organizations to identify...

LAND USE ELEMENT**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 through PDRs, TDRs or other mechanisms and through the use of density bonuses for affordable housing.

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM**GOAL LU-16 (formerly 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.

Land Trust Comments:

- A. Review the exiting PDR and TDR programs to determine if changes can be made to allow for effective implementation. We acknowledge and appreciate that this recommendation has been addressed in LU Action #12 (Evaluate the reasons why the City's PDR and TRF programs have not been successful and explore ways to make them functional to meet City Objectives.) We would recommend that this Action be raised to the Highest Priority level in the Comprehensive Plan as these development transfer tools (and others identified) are means of achieving Guiding Principle #1 and Guiding Policy 1.1 – ...to preserve the natural and scenic qualities that make the Island a special place....
- B. We recommend that the City not rely solely on the PDR and TDR programs to move density out of outlying areas.
- C. Consider other methods and programs for reducing development in outlying areas and funding conservation priorities. Successful programs including funding mechanisms exist in King County, San Juan Islands, and other jurisdictions. By finding and establishing other funding mechanisms locally, our Island becomes much more competitive when seeking state and federal grant sources for projects, as local funds can be used to leverage state and federal funds.
- D. Review methods which were presented in the October 2008 Bainbridge Island Open Space Study.
- E. We appreciate that the current draft of the Comprehensive Plan enlarges eligible areas for transfer of development rights to include all "Conservation Areas" as sending areas with

the “Designated Centers” as the receiving areas. (see Policy LU 16.1), This enlarges the sending areas from the more limited critical areas and farmlands previously identified as eligible for development rights transfer.

- F. Review the efficacy of the FAR program in conjunction with the use of TDR, PDR and other potential development transfer programs.

GOAL LU-3

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

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 development in designated centers, increase a network of conservation lands, maximize public access 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 5.6

Create mechanisms for retaining and preserving open space near designated centers.

Land Trust Comments:

- A. There seems to be some lack of specificity in the Land Use Element on who, when and how certain actions are to be addressed: examples above: Goal LU-3, LU-5.6, Goal LU-4

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 designated centers with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, New Brooklyn and Sportsman Triangle. Collectively, Winslow, 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.

General land Trust Questions:

- A. Since the adoption of the first Comprehensive Plan the vision was to have 50% growth in the Winslow Core and several Neighborhood Service centers. The remaining development would be in the area outside those centers. Has anyone recently calculated how much and where development occurred since the 1994 and 2004 Plans were adopted? Did we achieve our goal of a 50-50 split?

- B. Without some quantification, how do we “focus” growth in the Designated Areas and determine if new and improved efforts to transfer Development Rights out of Conservation Areas are successful?
- C. Has an analysis been done to quantify the available growth within the currently identified Designated Areas? And if so can we achieve the stated goal of focusing residential, commercial and industrial growth in the available area and development potential of current Designated Areas?
- D. If “future” Designated Areas are needed to absorb projected growth, do we need to consider the attributes and general locations for such future Designated Areas?

As the non-profit organization on the Island dedicated to working with partners to ensure our last best places are protected, the Land Trust recognizes the community benefits a network of conserved lands provide:

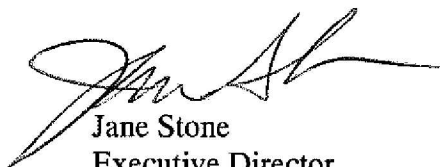
- Watersheds that function naturally so our water is clean and available,
- Intact forests so that soil, air quality and our dark skies are maintained,
- Respite, reflection, inspiration, and non-motorized travel routes for our community members and those who visit,
- Nesting, refuge and foraging areas so our fish and wildlife can thrive,
- Reduce runoff and natural storm water control,
- All citizens having access to natural landscapes that define our rural character.

Thank you for the opportunity to comment on the draft Comprehensive Plan. We look forward to hearing from the City as they work to finalize the Plan and stand ready to assist in implementing conservation objectives for the island.

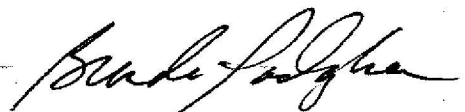
Respectfully Submitted,



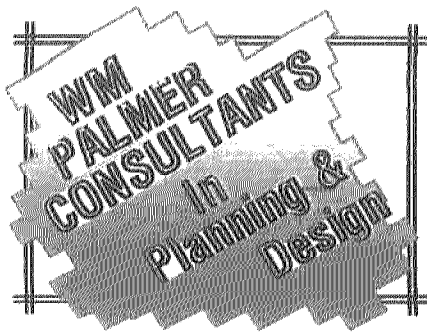
Connie Waddington
Board Chair



Jane Stone
Executive Director



Brenda Padgham
Conservation director



January 10, 2017

Bainbridge Island City Council
CITY OF BAINBRIDGE ISLAND
280 Madison Avenue North
Bainbridge Island, Washington 98110

SUBJECT: Cainion's Objection To The Adoption Of The Proposed
2017 - Bainbridge Island Comprehensive Plan Update

Honorable Council Members:

This letter is presented in support of Andy Cainion's critique of the City's 2017 Comprehensive Plan Update. Mr. Cainion and I have presented testimony, reviewed and commented on the proposed Comprehensive Plan and participated in all or nearly all of its development stages. Clearly, Mr. Cainion is not satisfied with either the plan proposal for Island Center or the lack of process to address the sub-area in and around Island Center. Also, it is quite disconcerting that all prior testimony of Mr. Cainion has been ignored. When requests were made for a specific response to issues presented to the City Council, Mr. Cainion was not accorded the courtesy of an e-mail, letter, or phone call from the Mayor, any Council person, the City Manager, or the Planning staff. At the very least this lack of communication should be viewed by the Council as embarrassing.

Now to the deficiencies in the Comprehensive Plan and the process by which it proceeded through the Visioning Process, Public Meetings and Planning Commission Study Sessions and Public Hearings.

1. The City failed to include a Sub Area Planning Process for Island and Rolling Bay Centers even though those Centers have been

shown on the City's Comprehensive Plan since 1998. The last Plan update process in 2002 -2004 provided the first opportunity after 1998 to address these two other Centers as had been the case for the Lynwood Center. Any and all expansion of these two centers to include other properties is precluded because the City Council has not undertaken its responsibilities to properly plan for these two Centers. The City has received State funding to undertake this 2017 Comprehensive Plan Update process and could have easily included a planning program for these two Centers. Regarding Island Center Mr. Cainion even offered to participate with the City monetarily. An offer made in September of 2015 was totally ignored by the City Council.

2. Mr. Cainion along with several other individuals filed a proposed Site Specific Comprehensive Plan Amendment proposal by the allotted deadline in June of 2015. While it is true that the City Planning Commission conducted public hearings on the proposed amendments and rendered an oral decision, there is no evidence that the decision of the Planning Commission was reduced to writing or that it was forwarded to the City Council along with their findings of fact. If such document does exist, the City was obligated to provide the applicants with the product of their recommendation to City Council. And Mr. Cainion made a specific request for those findings in September of 2015.
3. Allied to deficiency No. 2, the City Council must act to consider the Site Specific Comprehensive Plan Amendment applications. Proposed Ordinances No. 2016-29 and 2016-30 as recommended by the Planning Commission make no mention of the Site Specific Comprehensive Plan Amendment proposals or even that same were considered by that body.
4. There is no evidence that the City Council intends to act on or in any way acknowledge the Site Specific Comprehensive Plan Amendment proposals. There were five other such applicants besides Andy Cainion, to include the City's Metropolitan Park and Recreation District. If any of their applicants were withdrawn,

even that fact should have been noted on the City's Navigate Bainbridge website. Regardless, all of the Site Specific Comprehensive Plan Amendment applicants should be accorded a public hearing held by the City Council. The Comprehensive Plan document as it now reads has no provisions for or evidence it was shaped in any way by the proposed amendments.

5. In view of the costs incurred by the Site Specific Comprehensive Plan Amendment applicants, the City Council is obligated to hold individual public hearings, make findings of fact and render a decision on each of the proposed amendment applications. This Comprehensive Plan Update process cannot be completed until such action is taken.
6. Before the City Council can take action to approve the 2017 Comprehensive Plan Update as advertised for this January 10, 2017 hearing, the Council must review in a public setting the findings of fact considered by the City's Planning Commission in their recommendation for adoption. Since there appears to be no evidence of such a Planning Commission recommendation to the City Council complete with findings of fact, the Council must postpone any action on the plan.

Based on the foregoing enumerated deficiencies any action the Council might take to close testimony and adopt the proposed plan update is foreclosed.

Mr. Cainion objects to the plan proposal partly because the City has not completed the decision making process on the Site Specific Comprehensive Plan Amendment application he properly submitted and because the City has not comprehensively addressed the Island Center area in this planning process. Also, because there is no certain commitment on the part of the City to undertake a Sub Area Comprehensive Planning process for Island or Rolling Bay even within the next ten-years or possibly the next twenty-years. This statement is made in spite of the so-called proposed "HIGH PRIORITY ACTION" items listed in the plan starting at page LU 31 and following.

An egregious affront to Mr. Cainion, others in the Island Center area, and those in the Rolling Bay Center is that the City would even consider amending the 1998 Island Center Sub Area Comprehensive Plan as Action Item No. 2. The residents and property owners in these two centers have been waiting nineteen (19)+ years for the City to Plan to plan for their centers. The Sub Area Planning process for these two Centers needs to be Priority 2 if not Number 1 in the Plan implementation stage.

Mr. Cainion has acted in good faith in past endeavors to seek a plan amendment, but has met with nothing but opposition because the City will not fulfill its responsibilities. Even in this process where he prepared and submitted a Site Specific Plan Amendment, the City Council is proposing to adopt a plan at the close of this hearing process without granting Mr. Cainion the courtesy of a hearing by the City Council.

Mr. Cainion has no choice but to oppose adoption of the proposed 2017 Comprehensive Plan Update.

Respectfully submitted on behalf of Andy Cainion.

A handwritten signature in dark ink, reading "William M. Palmer". The signature is fluid and cursive, with a long horizontal line extending from the end of the name.

William M. Palmer
W.M. PALMER CONSULTANTS

cc.

Andy Cainion

Jane Rasely

From: Peteralanperry@aol.com
Sent: Wednesday, January 11, 2017 2:37 AM
To: PCD
Cc: peteralanperry@aol.com
Subject: Comprehensive plan

Council Members,
Kindly consider the following wording as part of the preamble to the upcoming Bainbridge Island Comprehensive Plan

- The first priority of the plan must be to prevent any irreversible damage to Bainbridge Island's ecosystem
- The second priority must be for all new buildings to meet Architecture 2030 Challenge Energy Intensity (EUI) targets
- The third priority must be the adoption of Green Building standards per the City of Seattle Draft Directors Rule 12-2016

I believe these 3 goals will ensure that Bainbridge can manage housing, public and private developments sustainably while allowing all stakeholders to pursue their individual goals.

Yours truly
Peter Perry
8968 Mandus Olson Rd NE,
Bainbridge Island Wa 98110

Jane Rasely

From: Ricky Perry <rickyperry42@gmail.com>
Sent: Tuesday, January 17, 2017 10:58 AM
To: PCD
Subject: Comprehensive plan changes

Council Members,
The Comprehensive Plan should establish a clear vision for the future of Bainbridge Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the preamble to the upcoming Bainbridge Island Comprehensive Plan

“The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island.”

Other necessary additions include:

1. Prevent the clear cutting of sub-division developments.
2. Immediately implement a single green building code for all development that goes beyond reducing harm, to one that mandates ecological restoration. Please kindly consider the following text changes to the Policy LU 5.5:

“Implement the Living Building Challenge as the green building code for all development.”

Thank you,

Richard Perry

Jane Rasely

From: Olemara Peters <biomusic@frontier.com>
Sent: Monday, January 16, 2017 12:22 PM
To: Council
Cc: PCD; Dave Erbes; Jennifer Sutton; Jane Rasely
Subject: Comp Plan, Policy EN 10.4

Dear Doug Schulze and Members of the Council,

Looking at <https://wa-bainbridgeisland.civicplus.com/DocumentCenter/View/7800> —

Please prioritize ecological sustainability (i.e., protecting our finite resources — including water, biodiversity and a functioning ecosystem, air quality, quiet) over “the population’s needs for housing” — the infinitely-expanding population of human consumers — as in Field of Dreams: “If you build it, they will come.” Whose dreams — other than developers’? Sure, some of the people want to move here and enjoy the green and quiet with us; but, to the extent that you invite endless people to move here, there’ll be no green and quiet for them (or for anybody) to enjoy — let alone for the indigenous species (large and small) who should have first right (and who need the green and quiet not just to enjoy, but to live at all).

Also — if the more-humans who are moving here are coming for the green and quiet, why are there (for one small example) so more-and-more restaurants / bars with big-screen TV’s blating vicarious corporate-owned “sports” so nobody who walks in the door can hear themselves think? — bringing up a next generation to be good consumers, to exactly NOT enjoy and protect (or even cognize) green or quiet or biodiversity?

I particularly appreciate Councilman Peltier’s

I look at it as perpetually “splitting the difference”. In this case, with one component being dynamic and expanding and the other being finite and inherently slow to adapt: more and more housing and less and less natural environment, leading us down a path of environmental degradation with no end in sight.

Down to a few particulars:

I’m disappointed and mystified that the proposed revision to the Environmental Element,

Policy EN 10.4

Address Evaluate and address the impacts of new development on air quality as a part of the environmental review process and require mitigation when appropriate. Include consideration of tree and vegetation loss, the generation of additional motor vehicle trips after completion, and impacts to air quality during construction.

was not adopted. Please reconsider, and include it in our Comp Plan! And actually, I’d say

impacts to air quality both during and after construction.

Most humans, as well as their cars and buildings, not only don’t generate oxygen, do generate CO2 and other exhaust-fumes, but also bring in all the other sorts of chemicals and other toxicants that are prevalently sold and most of society buys into.

Actually, I'd say AIR AND WATER QUALITY, BIODIVERSITY, AND SOIL MICROBIOME. The prevalently-propagated toxicants include germicides, solvents, petrochemically-synthesized “fragrances,” pesticides and herbicides, genetically modified seeds/pesticides, germicides, antibiotics (suppressing friendly species, breeding resistant pathogenic new strains) and other pharmaceuticals in the sewage (wastewater treatment doesn't remove them), EMF/RF/microwave, pulsed-microwave and soon 5G and other ever-more-aggressive forms of electropollution.

And why backpedal about even governing one of the toxicants:

Policy EN 1.7

To protect the Island's ecosystems,

~~prohibit~~ discourage

the use of neonicotinoid pesticides.

?

Please go back to “prohibit”!

Re

Policy EN 12.5

- Converting traffic signals and lighting to

LED

the most energy efficient and spectrum appropriate technology available;

is “spectrum appropriate” intended to tacitly-include “all emissions, both visible and invisible, are biocompatible”? As we discovered in the VIsconsi debacle, anything intended-tacitly needs instead to be explicit. Most of the new LED streetlights are pretty awful. Some are much worse than awful (e.g. on 132nd Ave NE, Bvu — one of my friends, for whom that's been her practicable daily-commute route for many years, had to stop using it, they're so disruptive for her — she now has to drive far out of her way) — I'm surmising they're the 6000 K ones. We need to say instead (my additions are in green):

“the most energy efficient and spectrum appropriate* technology available

*demonstrably, at least as biocompatible for all indigenous species, and for all humans, as sodium-vapor lighting.

Thank you for the **DARK SKIES**
provision! (Goal EN-13)

The 5 concerns stated in my **From:** Olemara Peters <biomusic@frontier.com>
Subject: comments to Proposed Comp Plan
Date: September 26, 2016 at 3:51:53 PM PDT
To: derbes@bainbridgewa.gov

don't seem to have been addressed at all. Here I've interpolated one of them (in green) into the current draft; the rest are pasted at the end below (as I can't afford any more time on this project, for now).

2016 COMPREHENSIVE PLAN WR-1 WATER RESOURCES ELEMENT

1. Land Use Connection

1. [par 2]

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.

2.

This needs to read: "...emerging concerns that include but are not limited to, fluoridation agents, byproducts of medications, recreational drugs, health and beauty products, and caffeine."

Policy WR 1.3

The City will provide sustainable water resource planning, protection, management, monitoring, and reporting ^{*} in coordination with government agencies at all levels, drinking water purveyors, Tribes, non-profit organizations, and other stakeholders.

* "reporting" including

- full analysis, and source identification, of each batch of fluoridation agent,
- proof of fluoridated water's effectiveness (for tooth decay prevention) and safety (for humans of all ages and conditions, and for indigenous species), and
- yearly analysis of what % of fluoridation agent (including all its industrial contaminants) remains in wastewater after treatment.

Fundamentally, intentionally adding a substance to water supply, that cannot be practicably removed, is contrary to water conservation (whether the substance is recognized as an industrial-waste combination of toxicants, or defined as a medication — added not to treat the water, but to treat the users — even though not prescribed nor dose-controlled for individuals).

Thank you.

Sincerely,
Olemara Peters

Begin forwarded message:

From: Dave Erbes <derbes@bainbridgewa.gov>
Subject: RE: comments to Proposed Comp Plan
Date: September 27, 2016 at 7:07:03 AM PDT
To: Olemara Peters <biomusic@frontier.com>
Cc: Jennifer Sutton <jsutton@bainbridgewa.gov>, Jane Rasely <jrasely@bainbridgewa.gov>, Dave Erbes <derbes@bainbridgewa.gov>

Good Morning Olemara!

Thank you for your concern and taking the time to become involved in your Island's future! I've forwarded your email to the appropriate personnel, mainly Jennifer Sutton and Jane Rasely.

Thanks,

 CITY OF
BAINBRIDGE
ISLAND
DAVE ERBES
Permit Specialist
www.bainbridgewa.gov
facebook.com/citybainbridgeisland/

From: Olemara Peters [<mailto:biomusic@frontier.com>]
Sent: Monday, September 26, 2016 15:52
To: Dave Erbes <derbes@bainbridgewa.gov>
Subject: comments to Proposed Comp Plan

Dear Mr. Erbes,

Thanks to COBI and the Planning Dept for providing the Open Houses and Public Hearing. I'm very sorry to have missed them.

And now I can't find where the public's comments are posted —

<http://www.bainbridgewa.gov/CommunityVoice/Ideas?initiativeID=Navigate-BainbridgeThe-Comprehensive-Pla-10>
doesn't seem to be it.

I see, at least, the video of the Sept 17 meeting

<http://www.bainbridgewa.gov/615/Navigate-Bainbridge-Comprehensive-Plan-U>

— many thanks to COBI for posting it! I would like to passionately second the comments of Jane Silberstein, Olaf Ribeiro, Charles Schmid, Jacqueline Young, Ana Westday, Mary Clare Kersten, Tami Meader, Chris Snow (his point about “ensure” rather than merely “consider,” must be extended (beyond “arts”) to all matters of conservation, ecology, trees-protection, water-protection..).

In general, I remain outraged at COBI's and the Planning Dept's favoring of developers over wildlands, waters, heritage trees, life-quality — exemplified most blatantly by the Visconsi debacle.

Below are 5 other matters I feel the Comp Plan proposal needs to take care of, and doesn't yet take care of at all (this compilation is incomplete, I'm up against the deadline for this submission, but I hope it will at least open the door for these additional concerns).

Sincerely,
Olemara Peters

<http://www.bainbridgewa.gov/DocumentCenter/View/7165> “UTILITIES ELEMENT”

POTABLE WATER:

The people of Bainbridge need to know that — despite many I've met who say “I know fluoride is terrible, but we don't have to worry about it here — Bainbridge isn't fluoridated” —

- the Winslow water district IS fluoridated, and covers much of the island
- Public Works Dept. personnel justify fluoridation as “decided by a vote of the people”; however, that vote was apparently over 40 years ago, and currently most of us-the-people are apparently unaware of it;
- the Public Works Dept. has never replied to my (for years) repeated requests to identify the fluoridation agent used, and to state how much of it is removed by wastewater treatment (since fluoridated-wastewater outflows have been demonstrated to impair, for instance, salmon migration — see, for instance,

Fluoridation and the Environment (high resolution) - YouTube ▶ 31:07

https://www.youtube.com/watch?v=4PYej_OgZHE);

- “fluoridation agents” are never pharmaceutical grade — typically are industrial waste products (of aluminum-refining or phosphate-fertilizer production) that would otherwise legally have to be sent to sealed hazardous-waste disposal (due to the included mercury, arsenic, cadmium, lead, and radioactives), and no seller or user of a “fluoridation agent” has yet provided analysis of these components' levels.
- COBI must provide complete analysis of water AFTER addition of any “fluoridation agent” (in any fluoridated water district — I understand that's currently Winslow and Rockaway Beach water districts), and proof of safety of such additive.

Water metering

- Any installation of wireless (or potentially-wireless) water meters (i.e., AMR or AMI or “smart” water meters) must be subject to the same requirements I’ve listed below for electric metering. (I can attest that an AMI water meter, at a Redmond location I’m involved with, is repelling the previously rich population of wild-birds, ever since the first day it was installed.)

PUBLIC SEWER:

- the Public Works Dept. has never replied to my (for years) repeated requests to identify the fluoridation agent used, and to state how much of it is removed by wastewater treatment (**since fluoridated-wastewater outflows have been demonstrated to impair, for instance, salmon migration**);

ELECTRICAL:

Metering needs to require PSE (and/or any other power-supplier involved) to provide customers AND THEIR NEIGHBORS, including administrators of neighboring wildlife-habitat areas, with

- Opt-IN, rather than Opt-Out, regarding wireless utility meters (“AMR” — Automatic Meter Reading — or “AMI” — Automated Metering Infrastructure) meters, sometimes called “smart” meters
- truthful disclosure of meters’ wireless transmissions (frequencies, power, lengths and intervening intervals, how many per 24 hrs — as distinct from the usual deceptive “only [] seconds/day” coverup of thousands of spikes)

COBI must provide (because PSE demonstrably doesn’t)

- the documented bioimpacts of wireless (radiofrequency/microwave-emitting) technologies (even predating such meters) — the research that clearly counterdemonstrates all the typical industry-funded claims of RF “safety”. (All those claims are based on studies prior to 1984 (before even cellphones, let alone “smart” meters)
- independent assessment of such meters’ benefits/detriments to energy-efficiency, cost-effectiveness (to customers, not just to the power company), security (household safety from hacking, burglary, etc.) and larger-system (safety from power-grid hacking) —e.g. <http://gettingsmarteraboutthesmartgrid.org> and http://gettingsmarteraboutthesmartgrid.org/the_high_road_to_a_true_smart_grid_video and home fire-safety (“smart”-meter-started housefires) — please see <http://safemeters.org/fire-hazards-by-brian-thiesen/>

TELECOMMUNICATION :

COBI must (because telecomm providers don’t) provide the public (including all telecomm-facilities’ neighbors, including wildlands-administrators) the documented bioimpacts of wireless (radiofrequency/microwave-emitting) technologies (even predating such meters) — the research that clearly counterdemonstrates all the typical industry-funded claims of RF “safety.” Such claims of “safety” are based on studies prior to 1984 (before even cellphones). There’s a large body of subsequent research demonstrating RF harm. A good beginning of it is at www.bioinitiative.org. (An important new element is Prof. Martin Pall’s uncovering of the pathway of bio-harm from RF exposures at non-thermal levels — the pathway is interference with voltage-gated calcium channels, VGCC’s (I’ve always noticed RF as interfering with cell-membrane activities; this research confirms my experience.). I can provide more info if wanted, but not within COBI’s deadline for this submission.)

Meanwhile, the FCC in July approved “5G” technology, whose bioimpacts will be far greater. Is the Comp. Plan any better set to deal with that than already with current telecomm’s bioimpacts?

In haste — for more information, I recommend

<https://www.youtube.com/watch?v=OMxfffqyDtc> 38:38

“FCC: intimidating press, suppressing science at “5G” rollout”

(or if you’re in haste, there’s some summaray of it — ff you can jump over the ads) at

<http://www.naturalhealth365.com/5G-wireless-technology-1958.html>)

and its preceding documentary by the same filmmaker, at www.TakeBackYourPower.net

If you wish to be removed from our email list please respond to this email with 'unsubscribe'. Thank you.

Jane Rasely

From: Quinn Rain <quinrainn@gmail.com>
Sent: Tuesday, January 17, 2017 11:16 AM
To: PCD
Subject: Save our environment

Council Members,

The Comprehensive Plan should establish a clear vision for the future of Bainbridge Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the preamble to the upcoming Bainbridge Island Comprehensive Plan

“The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island.”

Other necessary additions include:

1. Prevent the clear cutting of sub-division developments.
2. Immediately implement a single green building code for all development that goes beyond reducing harm, to one that mandates ecological restoration. Please kindly consider the following text changes to the Policy LU 5.5:

“Implement the Living Building Challenge as the green building code for all development.”

Know that the citizens of Bainbridge Island pay attention to how you vote. Do not make the mistake of underestimating our righteousness, the amount of free time available to us, and our ability to quickly disseminate information.

Best regards,

Quinnlan

Doug Rauh's comments to Bainbridge Island City Council Jan 10, 2017

My concern with the Comp Plan concerning SR-305 is what is missing in the vision for the future.

Where is the vision of the future?

There is no mention of **autonomous vehicles**, Uber or Lyft.

The current SR-305 traffic signals are the **old analog time-of-day technology** based on **manual traffic counts**.

Seattle is converting transportation corridors to digital adaptive control traffic signal systems and removing lanes. This is called a "road diet".

The new **adaptive control traffic signal systems** respond in real time to demand by using **optical sensors** along the entire route.

By platooning groups of vehicles with spaces between the platoons it is possible to give green lights to each platoon.

Because the platoon never stops the platoon speed is the posted speed.

Cross traffic moves during the space between platoons.

The **Island Wide Transportation Plan(IWTP)** uses data **prior to** the right-hand lane being added at Suquamish Way.

Before the right-hand lane was added the afternoon peak ferry traffic backup could easily backup to Koura Road.

After the right-hand lane opened for use the backup vanished.

I use the Day Road intersection daily between 3-6pm and SR-305 traffic appears to be moving at posted speed or just below, but it is no longer stop and go.

Forget adding signs like "Do Not Block Intersection".

Do something positive and have all the Bainbridge Island signaled intersections upgraded to Red Light Runner Program.

Signs do not work while automatic ticketing encourages good behavior.

The SR-305 Scenic Byway is one of the things that make Bainbridge Island special.

Use technology to increase SR-305s capacity instead of cutting trees for widening projects.

Encourage Washington State Ferries to replace the two Mark II ferries with three 144 class ferries.

The ferry capacity remains the same while spreading smaller loads on SR-305 over more time periods.

If SR-305 was expanded to four lanes where will the vehicles be parked on Bainbridge Island?

WSF currently has two ferries with a capacity of 202 vehicles working the Bainbridge route.

The WSF plan is to replace them in 40 years from now.

Those ferries are full now.

A single lane of a state highway is rated at 2,000 vehicles per hour.

That is enough capacity to fill a 202 vehicle ferry in about 6 minutes.

Garage parking space costs about \$40,000 per space.

Who is going to purchase these multi-story garages that will be needed? (State, County, COBI)

The last SR-305 Corridor Study in the late 1990's the plan was to encourage drivers to use signalized intersections by not looking at the LOS of non-signalized intersections along SR-305.

With the full knowledge that each time-of-day traffic signal reduces the capacity of a state highway.

The six Bainbridge time-of-day traffic signals with **pedestrian overrides** that keep them out of sync with each other. The worst are the SR-305/Winslow Way and Olympic Drive/Harborview. These two out of sync traffic signals slow-down the ferry unload and causes inefficient grouping of vehicles. The Comp Plan should request WSF to allow walk-on passengers to access the ferry from either the North or South side of SR-305 (Olympic Drive).

That is possible because the ferry is docked at the very end of SR-305 (Olympic Drive). Plus it would be safer than unloading passengers to the North than having them use the cross walk in front of the unloading ferry and the stream of vehicles entering the ferry holding area.

WSF's has implemented a **reservation system** at Anacortes and Port Townsend. Kingston is next with Bainbridge after that. The Comp Plan and the IWTP do not mention what effect a WSF reservation system will have on SR-305.

Steve Jobs introduced the iPhone at the 2007 CES (Consumer Electronics Tradeshow). Now one decade later the iPhone has changed the world of communication, business, networking, socializing.

Is there anyone here tonight who does not think the autonomous vehicle will not make a major impact on Bainbridge Island over the life of this Comp Plan?

Is this Comp Plan going to be a vision of our future or our past?

Jane Rasely

From: Michael Rose <mikeroose555@gmail.com>
Sent: Tuesday, January 17, 2017 12:13 PM
To: PCD
Subject: Bainbridge Island Comprehensive Plan

Council Members,

The Comprehensive Plan should establish a clear vision for the future of Bainbridge Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the preamble to the upcoming Bainbridge Island Comprehensive Plan

“The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island.”

Other necessary additions include:

1. Prevent the clear cutting of sub-division developments.
2. Immediately implement a single green building code for all development that goes beyond reducing harm, to one that mandates ecological restoration. Please kindly consider the following text changes to the Policy LU 5.5:

“Implement the Living Building Challenge as the green building code for all development.”

Your community member,

Mike Rose

Jane Rasely

From: Council
Sent: Friday, January 13, 2017 10:07 AM
To: Barry Loveless; Morgan Smith; Gary Christensen; Jennifer Sutton; PCD; Joseph Tovar
Subject: FW: Island Wide Transportation and the Comp plan

From: Gloria Sayler [mailto:gloriasayler@ymail.com]
Sent: Thursday, January 12, 2017 7:52 PM
To: Council <council@bainbridgewa.gov>
Cc: Doug Schulze <dschulze@bainbridgewa.gov>
Subject: Island Wide Transportation and the Comp plan

Dear Council members,

I do appreciate the work you are doing on the Comp Plan which I know can be both tedious and time consuming as well as visionary and productive.

I recently read the following comments from Ron Peltier, and wanted to respond to his thoughts to all of you - which he encouraged. I appreciate that his intention may be to make Bainbridge more sustainable but I disagree with his approach. I don't think Ron has as much experience traveling north of Miller Road as I and several of my neighbors who live north of Day Rd and are or were commuters. **My comments are in BOLD.**

"What this language in the IWRP ultimately calls for is a three or four lane highway. I'm very much opposed to expansion and here's why:

1. Advocating for a three lane highway, or HOV lanes, North of Miller Road really amounts to calling for expansion to four lanes on the entire length of SR305."

I disagree , I belive we need to look seriously at a third lane for HOV /high occupancy/fast ride buses. I believe that is the only way to get people out of their cars.

"Advocates for highway expansion like to explain that adding HOV lanes simply increases capacity for buses. That's wrong. It also adds capacity of single occupancy vehicles, SOVs, by freeing up lanes otherwise shared with the buses. Adding SOV capacity will attract more of them."

I don't (and know no one who does) advocate for a four lane highway.

The current situation is extremely dangerous. We have had a fatal accident and a serious accident in the last month alone - blocking people from getting home or to pick up their kids, etc. A third lane could improve safety on the road and allow better access for emergency vehicles responding to accidents.

1. Discourage SOVs. Single occupancy vehicles represent well over 50% of the cars and trucks on SR305 during peak traffic. We can discourage them and reduce congestion in a number of ways:

a) Charge higher ferry fares for SOVs during peak hours. **(This is up to the State and could penalize people who may be going to work or to a medical appointment and not be able to sue ride share or a bus)**

b) Designate lanes of SR305 as HOV lanes, prohibiting use by SOVs during peak traffic:

Southbound in the am peak hours, Northbound in the pm peak hours. **This would work only with a 3rd dedicated lane.**

c) Create an effective ride sharing program. **How does Ron know that the current ride-sharing program is not effective? What suggestions does he have to make it more effective?**

3. Greatly improve public transit. This would have to be part of a plan to restrict SOVs. **I agree - we need longer hours for public transit. And a fast ride bus to Poulsbo and the Casino could well induce people to get out of their SOVs. Currently the buses get caught in the same traffic jams that everyone else is in.**

3. Increase the hourly minimum wage on Bainbridge Island for workers, helping them to better afford housing and transportation costs. **This is not going to help - teachers, who make more than minimum wage - can't afford to buy on BI. Has there been any research done on what things would cost if everyone made a minimum wage on the Island? It seems to me that it would drive more people off Island to shop in stores where things were cheaper.**

I agree with Ron when he says "saving the Planet starts right here on Bainbridge Island. Let's make Bainbridge Island an example of how to create effective strategies towards a sustainable future."

I think the ways to do this are through increasing our range of housing stock; creating a publicly owned electric utility that uses less coal and more renewable sources (and which would allow the City to use our commonly held resources for solar energy creation), and sewerage areas of the Island that are too densely settled for septic tanks to effectively protect the drainage flowing into Puget Sound.

Sincerely,
Gloria Sayler
Bainbridge Island, WA 98110

Jane Rasely

From: Charles Schmid <ceschmid@att.net>
Sent: Monday, January 9, 2017 7:45 PM
To: PCD
Subject: Comments for Public Hearing on Draft Land Use Element
Attachments: LUComments 2017.doc

Please see attached letter.
Charles Schmid
ABC 365 Ericksen Ave,
#327
Bainbridge Island

To: Members of City Council
cc: Jennifer Sutton, Senior Planner
Gary Christensen, Planning Director
From: Charles Schmid, ABC ceschmid@att.net
Date: January 9, 2017
Subject: Comments on Pulic Hearing Draft BI Comprehensive Plan – Land use

Before I get to a few details on the Land Use element, I would like to acknowledge the tremendous amount of work and time the City Council, the Planning Commission and planning staff has dedicated to create this final draft, noting especially the contribution of Jennifer Sutton. This is I believe the final draft, and compliment its appearance – having photos adds a lot to its content and readability. Since this is a hearing for the final draft I hope it means you will seriously consider the comments below.

Some of my comments might already have been satisfied by more careful reading on my part since some of the policies which I cover might be found somewhere else. First of all I would like to reiterate what is found in the Comp Plan – “The Kitsap County 2014 Buildable Lands Report showed that the Island has sufficiently zoned land in 2016 to accommodate the anticipated population and employment growth through the year 2036.” This should tell us that it is not necessary to increase residential or business zoning – and save some land for future uses which may not be available in the future. And if density is increased – then there should be compensation to match the policies of the Plan. I won’t go over the history of lost opportunities by the City for affordable housing in large residential developments.

Two other issues I discus are allowing non-LM and non B/O uses in B/O zones. This will undoubtedly lead to sprawl at Day Road and completion with Winslow’s businesses. Will the morituium address this? The other topic is the Plan relying on TDRs and PDRs to create conservation areas. This could well end up a one-sided exchange (increased density but no resulting Conservation)

Key to format of comments below
I have first copied the Land Use Policies followed by my comments in italics

Page LU-11

Policy LU 5.11 7.2-MOVED TO APPLY TO ALL DESIGNATED CENTERS

A base level of Commercial and residential *density* within *designated centers* the *overlay districts* of the MUTC and the High School Road districts is described in the Winslow Master Plan, with an may be increased in the (? something missing here?)~~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 residential *density* within the MUTC and within the High School Road Districts or between neighborhood centers.
- 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. .~~

Delete the two strike outs **above since it's affordable housing & Conservation districts the Comp Plan stresses and what citizens need to get in return for increased density. Also developers often go underground for parking near the ferry without a bonus. Also see LU 9.16**

Page LU-19

Policy LU 9.18

The base density of residential development in the Neighborhood Centers is 2 units per acre. A ~~density bonus~~ of 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

Why was this removed? This has been the policy for around 20 years. The Council needs to justify this increased density since there is enough zoned land to accommodate needs for 2016.

Page LU-20

GOAL LU-10

Provide appropriate Business/Industrial (B/I) zoned land 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, where traffic congestion, visual, and other impacts on the surrounding *neighborhood* can be minimized.

This now makes it even easier for non-light manufacturing and businesses to develop at Sportsmans, New Brooklyn and Day Road. Not only does it replace land for future light manufacturing (A goal in past Comp Plans) – it also promotes retail uses outside Winslow. If we are to avoid sprawl, mixed use zoning outside Winslow, and allow low standards for amenities (sidewalks, etc.) the Council must reinstate language for light manufacturing/Business only with no retail (in the past retail was allowed only for products made at the site.

~~New uses shall be compatible with established uses and the character of other development in the neighborhood~~

This policy is important for neighbors. Although stated once, leave it in.

Page LU-31

LU Action #1 Complete a thorough review of all Bainbridge Island codes to ensure that they implement and are consistent with the Comprehensive Plan.

Typo above underlined

Page LU-32

LU Action #4

insert Policy LU 6.2 to support ?

is something missing here

Page LU-35

Action #12 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.

Move this to Action #1 – the Comp plan strongly relies on TDRs and PDRs, and this needs to be shown to be feasible before other conservation areas are set up.

CHARLES E. SCHMID

Jane Rasely

From: Charles Schmid <ceschmid@att.net>
Sent: Tuesday, January 10, 2017 2:20 PM
To: PCD
Cc: Charles Schmid; Jennifer Sutton
Subject: Two Comments on Transportation Element and Ordinance
Attachments: Commentson NonMotorized.doc

Please see attached.
Charles Schmid

To: City Council
Cc: Jennifer Sutton, Senior Planner
From: Charles Schmid ABC ceschmid@att.net
Date: January 10, 2017
Topic: Recommendations for Transportation Changes
a) Modify Action #4
b) Check on Change to Title 2

a) Modify Action Item #1 of Transportation Element

Change “and fully implement” to “ and implement” as the modifier **fully** for implement infers that all recommendations in the IWTP would be carried out. This is a “Plan” In addition “fully implement” would cost millions – if not billions of dollars.

b) Check on Change to Title 2

TR Action #4 COUNCIL MOVED FROM Guiding Policy 1.4 OF INTRODUCTION

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

ORDINANCE NO. 2017-02 (FORMERLY ORDINANCE NO. 2016-30) AN ORDINANCE of the City of Bainbridge Island, Washington, amending Titles 2, 3, 17 and 18 of the Bainbridge Island Municipal Code to ensure consistency with the updated 2016 Comprehensive Plan.

The change proposed below states that the goal of the Non-Motorized Transportation Committee is to implement the Island-Wide Transportation Plan. This Plan covers much more than non-motorized transportation, and I recommend to the Council that a replacement needs this goal be defined as applying only to non-motorized transportation part of the Plan.

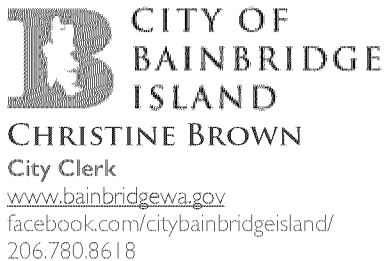
Section 9:

Section 2.32.030 Nonmotorized Transportation Advisory Committee of the Bainbridge Island Municipal Code is amended to read as follows:

2.32.030 Duties and responsibilities. The goal of the committee is to work with neighborhood groups and city staff to implement the Island-wide Transportation Plan ~~nonmotorized transportation plan~~ and advocate for nonmotorized transportation facilities, including the funding for such facilities and promotional or educational programs encouraging nonmotorized transportation. The committee will advocate for and ensure implementation of the Island-wide Transportation Plan ~~nonmotorized transportation plan~~, including but not limited to the recognition and integration of the federal, state and local emphasis on active recreation, the reduction of greenhouse gas emissions and the linkage of communities through regional connectivity.

Jane Rasely

From: City Clerk
Sent: Tuesday, January 17, 2017 9:00 AM
To: City Council Distribution Group; Gary Christensen; Jennifer Sutton; Joseph Tovar; PCD; Doug Schulze; Morgan Smith
Subject: FW: Comments on Draft Comprehensive Plan



From: Lisa Skelton [mailto:lskelton@soundhealthmanagement.com]
Sent: Monday, January 16, 2017 6:01 PM
To: Val Tollefson <vtollefson@bainbridgewa.gov>; Sarah Blossom <sblossom@bainbridgewa.gov>
Cc: Ron Peltier <rpeltier@bainbridgewa.gov>; Maradel Gale <maradel.gale@cobicommittee.email>; Mack Pearl <mack.pearl@cobicommittee.email>; mike.lewars@cobicommittee.email; City Clerk <cityclerk@bainbridgewa.gov>
Subject: Comments on Draft Comprehensive Plan

Dear Mr. Mayor and Respected City Council and Committee Members:

I write this letter to provide public comment on the Navigate Bainbridge – Comprehensive Plan.

As a long-time Bainbridge Island resident, I commend the council, committee and governing officials to take on the task of establishing a vision for growth and development standards for the next 20 years. I am writing today in support of the review and renewal of the area at Island Center.

Having grown up in the Fletcher Bay area I am hoping that you are taking into consideration in establishing the Island Center area as a Neighborhood Center. I am concerned about how this area functions today because of the following:

Safety – Miller Road is a busy thoroughfare on the island West side. The four way stop at Miller and New Brooklyn is congested with through traffic and local traffic to business. There is very little shoulder and business parking and is very close to the street creating hazards to motorists, cyclists and pedestrians.

Housing – The Island Center area is an opportunity to address the lack of entry level homes on the island. Island Center can provide a community within easy distance to Winslow by bike or bus at obtainable price points for teachers and young families.

Neighborhood Aesthetics – Island Center has not updated their curb appeal for over 30 years, yet it is a highly visible and seen by many on a daily basis. Businesses in this area are vital to the island and should not be displaced but be provided a more appealing option in keeping with the vision and growth development standards of Bainbridge Island.

Space Limitation – Island Center businesses have grown along with the growth of the census on Bainbridge Island, yet their services and business expansion are limited by existing structures. Expansion opportunities would allow these business to expand and provide more tax revenue to the City of Bainbridge Island and also more employment opportunity.

Amenities – I would like to see island center become a more vibrant neighborhood center where an opportunity could be provided for a wider variety of businesses and services. Amenities such as playgrounds or trails and paths would also add to the local community.

The above are significant issues that should be addressed by our community. If the business area of Island Center is developed over the next few years as currently zoned then we will miss the opportunity to revitalize this area to make it a neighborhood center. Therefore I urge the City of Bainbridge Island to make the review of Island Center a priority.

Sincerely,

Lisa Johanknecht Skelton
560 Wood Avenue SW #101
Bainbridge Island, WA 98110

From: Soutter <soutter@comcast.net>
Sent: Tuesday, January 17, 2017 1:39 PM
To: PCD
Subject: Comp Plan Comment

Council Members,

The Comprehensive Plan should establish a clear vision for the future of Bainbridge Island that recognizes the environmental limits and carrying capacity of the island. Please kindly consider the following wording as part of the **preamble** to the upcoming Bainbridge Island Comprehensive Plan

"The top priority in the comprehensive plan must be environmental stewardship to prevent irreversible damage to Bainbridge Island.

The most immediate way to support this outcome is to quickly

1. Prevent the clear cutting of sub-division developments. What's gone on recently is shameful!
2. Immediately implement a single green building code for all development that goes beyond reducing harm to one that mandates ecological restoration. Please kindly consider the following text changes to the **Policy LU 5.5**:

"Implement the Living Building Challenge as the green building code for all development."

The Living Building Challenge is the world's most rigorous proven performance standard for buildings and is applicable to all building types. Our community has immediate access to the tools, technology and knowledge base to implement development that is ecologically restorative. The City Council has an opportunity to take a leadership role by adopting the Living Building Challenge for ALL development on Bainbridge Island. By implementing one green building rule for all development the City Council can reduce the complexity of the development process and ensure that development supports environmental restoration.

The Living Building Challenge will support the health of our community by creating buildings that are:

- Regenerative spaces that connect occupants to light, air, food, nature, and community.
- Self-sufficient and remain within the resource limits of their site. Living Buildings produce more energy than they use and collect and treat all water on site.
- Creating a positive impact on the human and natural systems that interact with them.
- Places that last. Living Buildings need to be designed to operate for a hundred year's time.
- Healthy and beautiful.
- Living buildings give more than they take.

[Living Building Challenge link](#)"

3. Consider water usage testing for developments to ensure that our limited aquifer is not further damaged and safeguards our water supply for the future! Add language where necessary to ensure that this happens. If COBI

doesn't know the limitations of our water supply at this time, then a moratorium on development is appropriate until that data is collected and assessed; nothing less is acceptable!

Sincerely,
Sarah Soutter

Douglas J. Steding
douglas.steding@millernash.com
206.777.7552 direct line

September 26, 2016

VIA E-MAIL
pcd@bainbridgewa.gov

Planning Commission Member:

Mike Lewars
Mack Pearl
Maradel Gale
Jon Quitslund
William Chester
Lisa Macchio
Michael Killion

Planning Commission of Bainbridge Island
280 Madison Ave. N
Bainbridge Island, Washington 98110

Subject: Comments regarding the Draft 2016 Comprehensive Plan Update

Dear Planning Commissioners:

Thank you for the opportunity to comment on the Draft 2016 Comprehensive Plan Update. Our firm represents Bevan and Peter Brian, the entrepreneurs behind High Mountain Green LLC ("Mountain Green"), a local Bainbridge Island business with plans to site a retail cannabis store on the Island. Mountain Green supports your goal of encouraging economic opportunity and access to goods and your complementary land use goal of further developing and strengthening current and future neighborhood centers.

By way of background, the Brian family has been on Bainbridge Island for over twenty years and has a rich background in farming. Bevan and Peter are dedicated to living sustainably, both in their personal lives and in their business practices. To that end, they have a strong commitment to using organic, environmentally friendly products on their land and contributing to planning a sustainable future for Bainbridge Island. In doing business on the Island, the Brian's have a desire to connect to

Portland, OR
Seattle, WA
Vancouver, WA
Bend, OR
Long Beach, CA

MILLERNASH.COM

70123390.1

City of Bainbridge Island
JAN 11 2017
Planning and
Community Development

Bainbridge through the land and the community by offering a locally owned, small business option.

Local, small businesses like the Brians are vital to fulfilling the vision of a sustainable future for Bainbridge Island, which is why the Brians strongly support this concept as one of the main components of the Economic Element of the Comprehensive Plan Update. The Framework of the Economic Element, as well as the policies and goals, fit squarely into the vision that the Brians have for their community and the reason that they desire to contribute by siting their retail cannabis store locally. As residents of the Island and entrepreneurs, they agree with the statement in the Economic Framework that "the Island's economic future *should* include enterprises that are diverse by type and scale, under local ownership; that offer a variety of employment options and that support a broad range of income and skill levels" (*2016 Comprehensive Plan, Economic Element, Framework, EC-1*) and are eager to participate in that future by establishing their small scale business that will create jobs on the Island for a range of skill levels. *2016 Comprehensive Plan, Economic Element, Framework, EC-2.*

The Brian brothers are particularly interested in the policy goals that relate land use designations back to the economic vitality of the Island. As stated in the goals and policies relating to a diversified economy, entrepreneurship must be supported by providing adequate land use designation (Policy EC 1.4) and developing and maintaining "regulations that provide support for our community's business sectors" while "encouraging the business community to look for emerging sectors." (Policy EC 1.1). The Brian's small retail cannabis business is part of just such an emerging sector, thus, given the policy of promoting emerging business sectors, (Policy EC 6.5) the Brians are hopeful that land use regulations will be changed to reflect this policy, especially through rezoning and developing Neighborhood Centers to "attract a variety of small scale retail." (Policy EC 8.2).

To that end, the Brians are equally supportive of the Land Use goals and policies that are presented in the Land Use Element of the draft Comprehensive Plan regarding development of the Neighborhood Centers. Existing and new Neighborhood Centers are an indispensable part of a vision for the island that includes a healthy local economy, affordable housing for everyone, a diversity of employment opportunity, and the preservation of the Island's natural resources. As stated in the Land Use Vision 2036, attracting growth to these designated centers, including Winslow, Island Center, Rolling Bay, Lynwood Center and Fort Ward, is the cornerstone of a thoughtfully and sustainably planned island. (LU 2-3). The Brians are interested in engaging in the "Special Planning Area" process that is spelled out as a policy point in the Land Use

Element of the draft comprehensive plan (Policy LU 4.2), as entrepreneurs who would like to contribute to the vitality of those centers, thus providing jobs and the opportunity for residents to patronize homegrown business.

As part of the important process of supporting the Island's sustainable growth while protecting its natural resources, the Brians hope to work with the Commission and the Council to further the policy goals discussed above of encouraging economic opportunity and access to goods by further developing and strengthening current and future neighborhood centers. They hope that, in supporting this goal, you will lean heavily on Economic Policy 1.4 and provide adequate land use designation by amending the land use code to allow their small business to align with the overall vision for the Island and locate in a designated Neighborhood Center.

Very truly yours,



Doug Steding

DJS:fd

ORDINANCE NO. 2017-

AN ORDINANCE of the City of Bainbridge Island, Washington, modifying the zoning regulations adopted under Ordinance No. 2014-26; establishing regulations relating to marijuana retailing; and amending Bainbridge Island Municipal Code Section 18.09.030 to designate an additional zone for marijuana retailing.

WHEREAS, the production, processing, and retailing of marijuana remains in violation of the Federal Controlled Substances Act, the City Council wishes to acknowledge the will of Bainbridge Island voters and the authority exercised by the State of Washington and the State Liquor and Cannabis Control Board to license such facilities; and

WHEREAS, more than 2 years of experience since Ordinance 2014-26 became effective on July 2, 2014 have demonstrated that the established marijuana retailing outlet has been responsible and successful with little or no adverse impact on the community; and

WHEREAS, the City Council wishes to establish a modest expansion of the permitted areas for marijuana retailing; and

WHEREAS, nothing in this ordinance is intended nor shall be construed to authorize or approve of any violation of federal or state law; now, therefore,

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Section 18.09.030, paragraph K, sub-paragraph 3 is amended to read:

Marijuana Retailer: Marijuana retailing is a permitted use in the Business/Industrial and Central Core zoning districts.

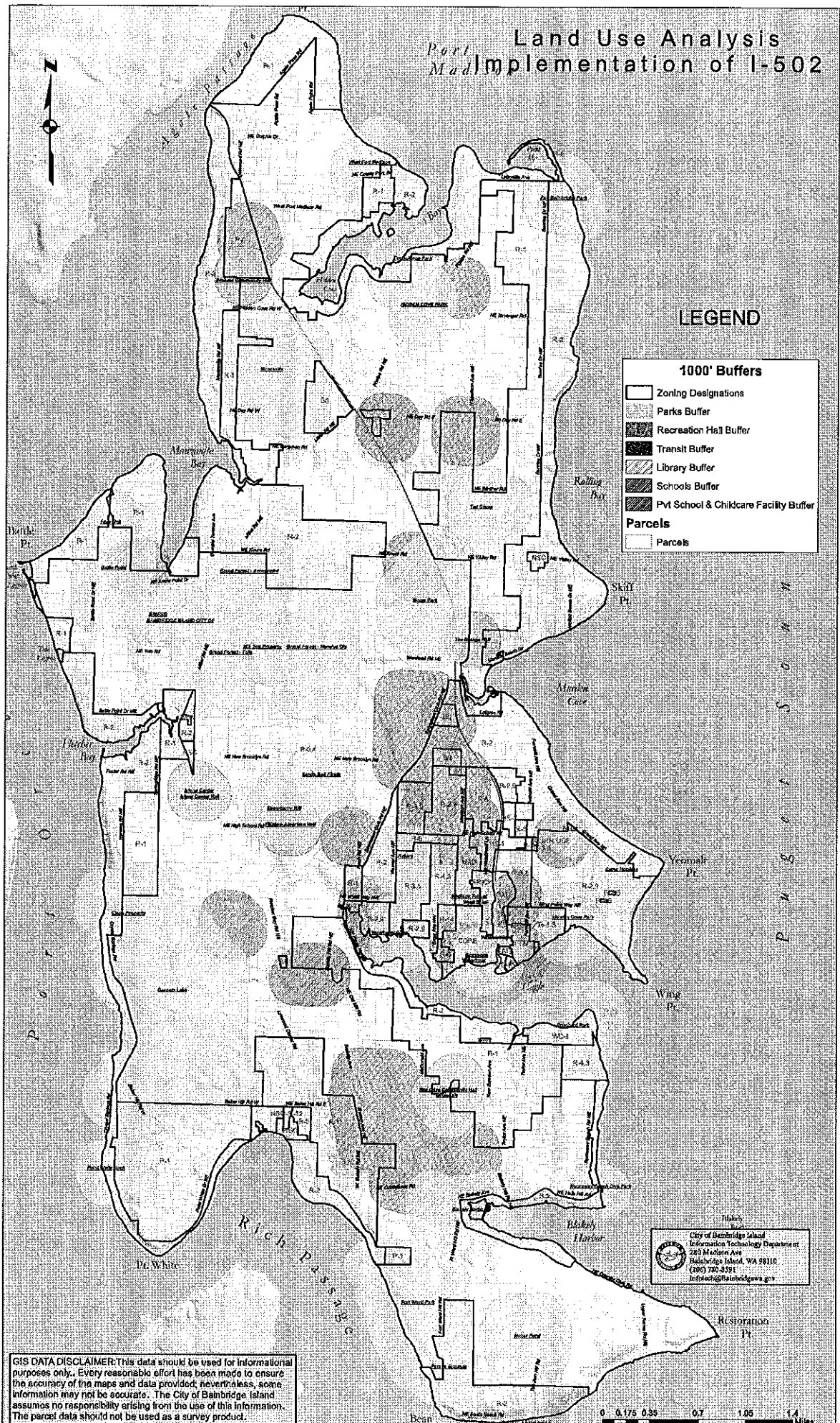
Section 2. Severability. If any section, sentence, clause, or phrase of this ordinance should be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity of any other section, sentence, clause or phrase of this ordinance.

Section 3. Effective date. This ordinance shall take effect and be in force five (5) days from its passage, approval, and publication as required by law.

PASSED BY THE CITYCOUNCIL this ___th day of __, 2017.

APPROVED BY THE MAYOR this ___th day of __, 2017.

Land Use Analysis Implementation of I-502



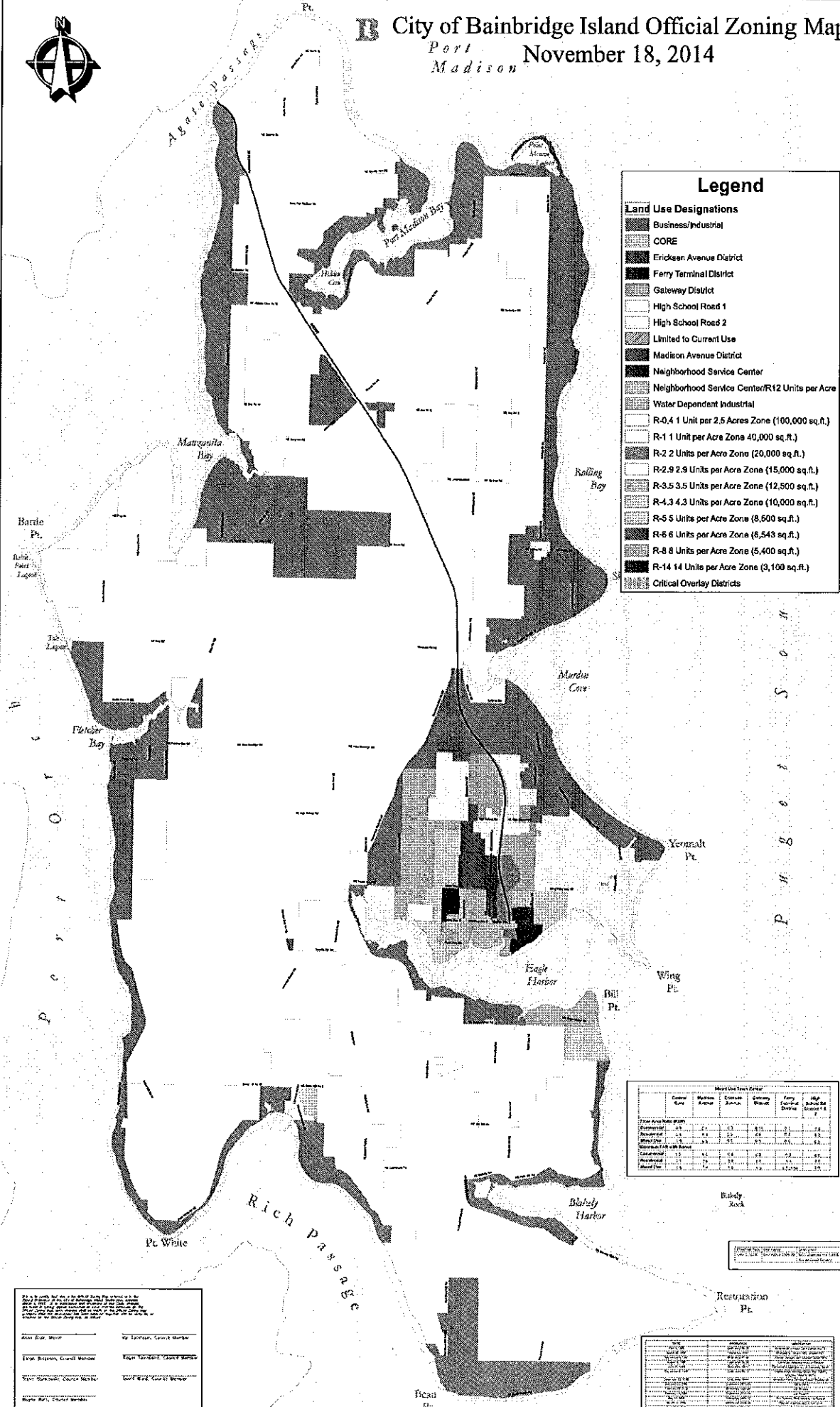
GIS DATA DISCLAIMER: This data should be used for informational purposes only. Every reasonable effort has been made to ensure the accuracy of the maps and data provided; nevertheless, some information may not be accurate. The City of Bainbridge Island assumes no responsibility arising from the use of this information. The parcel data should not be used as a survey product.

City of Bainbridge Island
Information Technology Department
283 Main Street
Bainbridge Island, WA 98110
(206) 730-3591
info@cityofbainbridge.gov



City of Bainbridge Island Official Zoning Map

November 18, 2014



Legend

Land Use Designations

- Business/Industrial
- CORE
- Ericsson Avenue District
- Ferry Terminal District
- Gateway District
- High School Road 1
- High School Road 2
- Limited to Current Use
- Madison Avenue District
- Neighborhood Service Center
- Neighborhood Service Center/R12 Units per Acre
- Water Dependent Industrial
- R-0.4 1 Unit per 2.5 Acres Zone (100,000 sq. ft.)
- R-1 1 Unit per Acre Zone (40,000 sq. ft.)
- R-2 2 Units per Acre Zone (20,000 sq. ft.)
- R-2.9 2.9 Units per Acre Zone (15,000 sq. ft.)
- R-3.5 3.5 Units per Acre Zone (12,500 sq. ft.)
- R-4.3 4.3 Units per Acre Zone (10,000 sq. ft.)
- R-5 5 Units per Acre Zone (8,500 sq. ft.)
- R-6 6 Units per Acre Zone (6,543 sq. ft.)
- R-8 8 Units per Acre Zone (5,400 sq. ft.)
- R-14 14 Units per Acre Zone (3,100 sq. ft.)
- Critical Overlay Districts

Mixed Use Table					
	Center City	Waterfront	Urban Core	Gateway District	Ferry Terminal District
Commercial	1.5	1.5	1.5	1.5	1.5
Residential	1.5	1.5	1.5	1.5	1.5
Office	1.5	1.5	1.5	1.5	1.5
Waterfront Park	1.5	1.5	1.5	1.5	1.5
Community	1.5	1.5	1.5	1.5	1.5
Recreational	1.5	1.5	1.5	1.5	1.5
Public Use	1.5	1.5	1.5	1.5	1.5

1.5	1.5	1.5	1.5	1.5	1.5
-----	-----	-----	-----	-----	-----

1.5	1.5	1.5	1.5	1.5	1.5
-----	-----	-----	-----	-----	-----

1.5	1.5	1.5	1.5	1.5	1.5
-----	-----	-----	-----	-----	-----

RCW 69.50.331**Application for license.**

(1) For the purpose of considering any application for a license to produce, process, research, transport, or deliver marijuana, useable marijuana, marijuana concentrates, or marijuana-infused products subject to the regulations established under RCW 69.50.385, or sell marijuana, or for the renewal of a license to produce, process, research, transport, or deliver marijuana, useable marijuana, marijuana concentrates, or marijuana-infused products subject to the regulations established under RCW 69.50.385, or sell marijuana, the state liquor and cannabis board must conduct a comprehensive, fair, and impartial evaluation of the applications timely received.

(a) The state liquor and cannabis board must develop a competitive, merit-based application process that includes, at a minimum, the opportunity for an applicant to demonstrate experience and qualifications in the marijuana industry. The state liquor and cannabis board must give preference between competing applications in the licensing process to applicants that have the following experience and qualifications, in the following order of priority:

(i) First priority is given to applicants who:

(A) Applied to the state liquor and cannabis board for a marijuana retailer license prior to July 1, 2014;

(B) Operated or were employed by a collective garden before January 1, 2013;

(C) Have maintained a state business license and a municipal business license, as applicable in the relevant jurisdiction; and

(D) Have had a history of paying all applicable state taxes and fees;

(ii) Second priority must be given to applicants who:

(A) Operated or were employed by a collective garden before January 1, 2013;

(B) Have maintained a state business license and a municipal business license, as applicable in the relevant jurisdiction; and

(C) Have had a history of paying all applicable state taxes and fees; and

(iii) Third priority must be given to all other applicants who do not have the experience and qualifications identified in (a)(i) and (ii) of this subsection.

(b) The state liquor and cannabis board may cause an inspection of the premises to be made, and may inquire into all matters in connection with the construction and operation of the premises. For the purpose of reviewing any application for a license and for considering the denial, suspension, revocation, or renewal or denial thereof, of any license, the state liquor and cannabis board may consider any prior criminal conduct of the applicant including an administrative violation history record with the state liquor and cannabis board and a criminal history record information check. The state liquor and cannabis board may submit the criminal history record information check to the Washington state patrol and to the identification division of the federal bureau of investigation in order that these agencies may search their records for prior arrests and convictions of the individual or individuals who filled out the forms. The state liquor and cannabis board must require fingerprinting of any applicant whose criminal history record information check is submitted to the federal bureau of investigation. The provisions of RCW 9.95.240 and of chapter 9.96A RCW do not apply to these cases. Subject to the provisions of this section, the state liquor and cannabis board may, in its discretion, grant or deny the renewal or license applied for. Denial may be based on, without limitation, the existence of chronic illegal activity documented in objections submitted pursuant to subsections (7)(c) and (10) of this section. Authority to approve an uncontested or unopposed license may be granted by the state liquor and cannabis board to any staff member the board designates in writing. Conditions for granting this authority must be adopted by rule.

(c) No license of any kind may be issued to:

(i) A person under the age of twenty-one years;

(ii) A person doing business as a sole proprietor who has not lawfully resided in the state for at least six months prior to applying to receive a license;

(iii) A partnership, employee cooperative, association, nonprofit corporation, or corporation unless formed under the laws of this state, and unless all of the members thereof are qualified to obtain a license

as provided in this section; or

(iv) A person whose place of business is conducted by a manager or agent, unless the manager or agent possesses the same qualifications required of the licensee.

(2)(a) The state liquor and cannabis board may, in its discretion, subject to the provisions of RCW 69.50.334, suspend or cancel any license; and all protections of the licensee from criminal or civil sanctions under state law for producing, processing, researching, or selling marijuana, marijuana concentrates, useable marijuana, or marijuana-infused products thereunder must be suspended or terminated, as the case may be.

(b) The state liquor and cannabis board must immediately suspend the license of a person who has been certified pursuant to RCW 74.20A.320 by the department of social and health services as a person who is not in compliance with a support order. If the person has continued to meet all other requirements for reinstatement during the suspension, reissuance of the license is automatic upon the state liquor and cannabis board's receipt of a release issued by the department of social and health services stating that the licensee is in compliance with the order.

(c) The state liquor and cannabis board may request the appointment of administrative law judges under chapter 34.12 RCW who shall have power to administer oaths, issue subpoenas for the attendance of witnesses and the production of papers, books, accounts, documents, and testimony, examine witnesses, and to receive testimony in any inquiry, investigation, hearing, or proceeding in any part of the state, under rules and regulations the state liquor and cannabis board may adopt.

(d) Witnesses must be allowed fees and mileage each way to and from any inquiry, investigation, hearing, or proceeding at the rate authorized by RCW 34.05.446. Fees need not be paid in advance of appearance of witnesses to testify or to produce books, records, or other legal evidence.

(e) In case of disobedience of any person to comply with the order of the state liquor and cannabis board or a subpoena issued by the state liquor and cannabis board, or any of its members, or administrative law judges, or on the refusal of a witness to testify to any matter regarding which he or she may be lawfully interrogated, the judge of the superior court of the county in which the person resides, on application of any member of the board or administrative law judge, compels obedience by contempt proceedings, as in the case of disobedience of the requirements of a subpoena issued from said court or a refusal to testify therein.

(3) Upon receipt of notice of the suspension or cancellation of a license, the licensee must forthwith deliver up the license to the state liquor and cannabis board. Where the license has been suspended only, the state liquor and cannabis board must return the license to the licensee at the expiration or termination of the period of suspension. The state liquor and cannabis board must notify all other licensees in the county where the subject licensee has its premises of the suspension or cancellation of the license; and no other licensee or employee of another licensee may allow or cause any marijuana, marijuana concentrates, useable marijuana, or marijuana-infused products to be delivered to or for any person at the premises of the subject licensee.

(4) Every license issued under this chapter is subject to all conditions and restrictions imposed by this chapter or by rules adopted by the state liquor and cannabis board to implement and enforce this chapter. All conditions and restrictions imposed by the state liquor and cannabis board in the issuance of an individual license must be listed on the face of the individual license along with the trade name, address, and expiration date.

(5) Every licensee must post and keep posted its license, or licenses, in a conspicuous place on the premises.

(6) No licensee may employ any person under the age of twenty-one years.

(7)(a) Before the state liquor and cannabis board issues a new or renewed license to an applicant it must give notice of the application to the chief executive officer of the incorporated city or town, if the application is for a license within an incorporated city or town, or to the county legislative authority, if the application is for a license outside the boundaries of incorporated cities or towns.

(b) The incorporated city or town through the official or employee selected by it, or the county legislative authority or the official or employee selected by it, has the right to file with the state liquor and

cannabis board within twenty days after the date of transmittal of the notice for applications, or at least thirty days prior to the expiration date for renewals, written objections against the applicant or against the premises for which the new or renewed license is asked. The state liquor and cannabis board may extend the time period for submitting written objections.

(c) The written objections must include a statement of all facts upon which the objections are based, and in case written objections are filed, the city or town or county legislative authority may request, and the state liquor and cannabis board may in its discretion hold, a hearing subject to the applicable provisions of Title 34 RCW. If the state liquor and cannabis board makes an initial decision to deny a license or renewal based on the written objections of an incorporated city or town or county legislative authority, the applicant may request a hearing subject to the applicable provisions of Title 34 RCW. If a hearing is held at the request of the applicant, state liquor and cannabis board representatives must present and defend the state liquor and cannabis board's initial decision to deny a license or renewal.

(d) Upon the granting of a license under this title the state liquor and cannabis board must send written notification to the chief executive officer of the incorporated city or town in which the license is granted, or to the county legislative authority if the license is granted outside the boundaries of incorporated cities or towns.

(8)(a) Except as provided in (b) through (d) of this subsection, the state liquor and cannabis board may not issue a license for any premises within one thousand feet of the perimeter of the grounds of any elementary or secondary school, playground, recreation center or facility, child care center, public park, public transit center, or library, or any game arcade admission to which is not restricted to persons aged twenty-one years or older.

(b) A city, county, or town may permit the licensing of premises within one thousand feet but not less than one hundred feet of the facilities described in (a) of this subsection, except elementary schools, secondary schools, and playgrounds, by enacting an ordinance authorizing such distance reduction, provided that such distance reduction will not negatively impact the jurisdiction's civil regulatory enforcement, criminal law enforcement interests, public safety, or public health.

(c) A city, county, or town may permit the licensing of research premises allowed under RCW 69.50.372 within one thousand feet but not less than one hundred feet of the facilities described in (a) of this subsection by enacting an ordinance authorizing such distance reduction, provided that the ordinance will not negatively impact the jurisdiction's civil regulatory enforcement, criminal law enforcement, public safety, or public health.

(d) The state liquor and cannabis board may license premises located in compliance with the distance requirements set in an ordinance adopted under (b) or (c) of this subsection. Before issuing or renewing a research license for premises within one thousand feet but not less than one hundred feet of an elementary school, secondary school, or playground in compliance with an ordinance passed pursuant to (c) of this subsection, the board must ensure that the facility:

(i) Meets a security standard exceeding that which applies to marijuana producer, processor, or retailer licensees;

(ii) Is inaccessible to the public and no part of the operation of the facility is in view of the general public; and

(iii) Bears no advertising or signage indicating that it is a marijuana research facility.

(9) Subject to *section 1601 of this act, a city, town, or county may adopt an ordinance prohibiting a marijuana producer or marijuana processor from operating or locating a business within areas zoned primarily for residential use or rural use with a minimum lot size of five acres or smaller.

(10) In determining whether to grant or deny a license or renewal of any license, the state liquor and cannabis board must give substantial weight to objections from an incorporated city or town or county legislative authority based upon chronic illegal activity associated with the applicant's operations of the premises proposed to be licensed or the applicant's operation of any other licensed premises, or the conduct of the applicant's patrons inside or outside the licensed premises. "Chronic illegal activity" means (a) a pervasive pattern of activity that threatens the public health, safety, and welfare of the city, town, or county including, but not limited to, open container violations, assaults, disturbances, disorderly conduct, or

other criminal law violations, or as documented in crime statistics, police reports, emergency medical response data, calls for service, field data, or similar records of a law enforcement agency for the city, town, county, or any other municipal corporation or any state agency; or (b) an unreasonably high number of citations for violations of RCW 46.61.502 associated with the applicant's or licensee's operation of any licensed premises as indicated by the reported statements given to law enforcement upon arrest.

[2015 2nd sp.s. c 4 § 301; 2015 c 70 § 6; 2013 c 3 § 6 (Initiative Measure No. 502, approved November 6, 2012).]

NOTES:

***Reviser's note:** Section 1601 of this act is a reference to a section in an earlier version of Second Engrossed Second Substitute House Bill No. 2136.

Findings—Intent—Effective dates—2015 2nd sp.s. c 4: See notes following RCW 69.50.334.

Short title—Findings—Intent—References to Washington state liquor control board
—Draft legislation—2015 c 70: See notes following RCW 66.08.012.

Intent—2013 c 3 (Initiative Measure No. 502): See note following RCW 69.50.101.

Jane Rasely

From: Council
Sent: Tuesday, January 10, 2017 8:46 AM
To: Gary Christensen; Jennifer Sutton; Joseph Tovar; PCD; Doug Schulze; Morgan Smith
Subject: FW: Air Quality, Trees, and the Comprehensive Plan

From: Marshall Tappen [mailto:mtappen@gmail.com]
Sent: Monday, January 9, 2017 8:01 PM
To: Council <council@bainbridgewa.gov>
Subject: Air Quality, Trees, and the Comprehensive Plan

Dear Council Members,

I hope you can find the appropriate location in the Comprehensive Plan to include policies connecting air quality and tree loss. Right now, we are hiring a consultant to examine switching our power source, largely in the name of reducing climate change. It would be unfortunate if we could examine that major step, but not find a policy in our local comprehensive plan that examines links between trees, vegetation, and our local air quality.

Thanks,

Marshall Tappen

Jane Rasely

From: City Clerk
Sent: Tuesday, January 17, 2017 1:28 PM
To: City Council Distribution Group; PCD; Morgan Smith; Joseph Tovar
Subject: FW: Bainbridge Island - Comprehensive Plan
Attachments: PSE Letter to BICC - Utilities Element 1.17.2017.pdf

From: Tousley, Amy [mailto:Amy.Tousley@pse.com]
Sent: Tuesday, January 17, 2017 1:20 PM
To: Val Tollefson <vtollefson@bainbridgewa.gov>
Cc: Doug Schulze <dschulze@bainbridgewa.gov>; Gary Christensen <gchristensen@bainbridgewa.gov>; Barry Loveless <bloveless@bainbridgewa.gov>; City Admin <cityadmin@bainbridgewa.gov>; Jennifer Sutton <jsutton@bainbridgewa.gov>; City Clerk <cityclerk@bainbridgewa.gov>
Subject: Bainbridge Island - Comprehensive Plan

Good afternoon Mayor Tollefson,

In accordance with this afternoon's deadline, please find attached Puget Sound Energy's written comments regarding the City of Bainbridge Island's Comprehensive Plan, specifically the proposed amendments to the Utilities Element made by the Utility Advisory Committee at their January 11th meeting. I will hand deliver the original copy this evening.

Thank you for your consideration of our remarks.

Respectfully,
Amy

Amy L. Tousley
*Senior Municipal Liaison Manager for Puget Sound Energy
serving the cities and counties of Thurston, Lewis and Kitsap*

2711 Pacific Avenue S.E.
Olympia, WA 98501
360-786-5956 (desk)
206-604-3103 (cell)
amy.tousley@pse.com



PUGET SOUND ENERGY

The Energy To Do Great Things

Puget Sound Energy
P.O. Box 90868
Bellevue, WA 98009-0868
PSE.com

Puget Sound Energy
2711 Pacific Ave. SE
Olympia, WA 98501-2036

January 17, 2017

The Honorable Val Tollefson
Bainbridge Island City Council
280 Madison Avenue North
Bainbridge Island, WA 98110

Via US Mail and electronic mail: vtollefson@bainbridgewa.gov

Honorable Mayor and Councilmembers:

Thank you for the opportunity to participate in the 2016-2017 growth management update activities regarding the Bainbridge Island Comprehensive Plan.

Puget Sound Energy appreciates the opportunity to submit this comment letter in regard to proposed edits that the Utility Advisory Committee (UAC) made to the Utilities Element of the Bainbridge Island Comprehensive Plan on January 11, 2017. These proposed amendments are outlined in the January 16, 2017 memorandum submitted to Council on January 17, 2017.

We respectfully request that the Council remand the draft language for the Utilities Element back to the UAC or appropriate body for a public hearing. The public hearing that was held on the proposal to revise the draft utility amendments occurred on January 10, 2017.

Well after that, on January 11, 2017, and without public notice as to the proposed revisions, the UAC made significant and substantive changes to the language. Of greatest concern is the recommendation that the City pursue a new policy of allowing only that electricity that is generated through a carbon-free process (i.e., Policy U 14.9).

The consequences to Bainbridge Island of requiring a carbon-free power supply requires serious State Environmental Policy Act (SEPA) review, an opportunity for public input, and clarity as to what is meant by "carbon-free". Without that clarity, the consequences of implementing regulations based on this recommended policy could be catastrophic for the residents of Bainbridge Island.

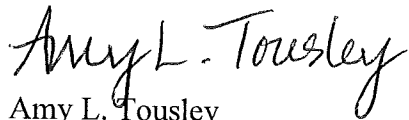
Mayor Val Tollefson
January 17, 2017
Page Two

We respectfully ask that the Council remand the draft document back to the UAC or Planning Commission for a public hearing with adequate public notice of this.

By copy of this letter, I am asking that the Bainbridge Island legal office, as well as the UAC and Planning Commission, be apprised of this request.

Thank you for your advance consideration.

Best regards,

A handwritten signature in cursive script that reads "Amy L. Tousley".

Amy L. Tousley
Senior Municipal Liaison Manager

Cc: Doug Schulze, City Manager
Joe Levan, City Attorney
Bainbridge Island Planning Commission
Bainbridge Island Utility Advisory Committee

Jane Rasely

From: Jennifer Sutton
Sent: Tuesday, January 17, 2017 11:38 AM
To: City Clerk; PCD
Cc: Gary Christensen; Joseph Tovar
Subject: FW: UAC Memo re 12/16/16 Comp Plan Draft
Attachments: UAC memo re comp plan.docx

Jennifer Sutton, AICP
Senior Planner
www.bainbridgewa.gov
facebook.com/citybainbridgeisland/
206.780.3772

• Please consider the environment before printing this email and any attachment. Thank you.

-----Original Message-----

From: Andrew Maron [mailto:andrew@marons.us]
Sent: Tuesday, January 17, 2017 11:36 AM
To: Council <council@bainbridgewa.gov>; Council <council@bainbridgewa.gov>; Roz Lassoﬀ <rlassoff@bainbridgewa.gov>; Jennifer Sutton <jsutton@bainbridgewa.gov>; Barry Loveless <bloveless@bainbridgewa.gov>
Cc: Andy Maron <andy.maron@cobicommittee.email>
Subject: UAC Memo re 12/16/16 Comp Plan Draft

City Council and Jennifer Sutton:

Enclosed is a memo from the Utility Advisory Committee commenting about the 12/16/16 draft of the Utilities Element of the Comprehensive Plan.

Andy Maron

CITY OF BAINBRIDGE ISLAND MEMORANDUM

TO: CITY COUNCIL

FROM: UTILITY ADVISORY COMMITTEE

DATE: JANUARY 16, 2017

SUBJECT: SUGGESTED REVISIONS TO 12/16/16 DRAFT OF
UTILITIES ELEMENT OF COMPREHENSIVE PLAN

The City's Utility Advisory Committee reviewed the 12/16/16 draft of the Utilities Element of the Comprehensive Plan, which contains changes from the Planning Commission's final draft dated 10/13/16. The UAC has the following eight suggested revisions to the 12/16/16 draft:

1. Vision 2036. The UAC still finds the concept and verbiage of the "Vision" to be awkward and not easily understandable, and thus respectfully suggests it be rewritten. At a minimum, the UAC suggests the discussion of the various utilities within the Vision occur in the same order as the policies that follow for the various utilities, i.e., first potable water, then public sewer, etc.
2. New Policy U 11.9. The 12/16/16 version contains a new policy, which says: *"Consider regulations that promote the retention of native landscapes in order to reduce the need for irrigation."* The UAC recommends this be deleted, or moved to the Land Use Element. Utilities do not make land use regulations, so this will have no effect on utilities.
3. UAC Proposed Policy U 12.7. At the end of the 12/16/16 draft, the council has inserted an Implementation Action #2 regarding supporting development of sewer tertiary and greywater systems. Assuming that subject will be added as an Action by the council, then there must be a policy that says the same thing. After all, the Actions are to implement policies.

Thus, the UAC now suggests a new Policy 12.7 be added which states the following: *"U 12.7. Investigate the development of sewer tertiary and sewer greywater systems."* Note the UAC does not recommend the policy and Action state that the City should support

- development of such systems. The procedures and costs to do so are unknown at this time, and both tertiary and greywater systems are notoriously expensive. However, the UAC is in favor of investigating the development of these systems, and recommends Policy U 12.7 say that. (Note that with this addition the current Policy U 12.7 would then be renumbered U 12.8.)
4. New Policy U 14.9 The 12/16/16 version contains a new policy regarding 100% green electricity. The UAC believes this policy is unnecessary, as the subject is addressed in current Policy U 14.5. However, if the council thinks this new policy should be retained, the UAC suggests the language be modified as follows: *"U 14.9 Explore ways to obtain 100% green carbon-free electricity including investing in new renewable energy projects."* The UAC believes the "including" reference to a specific technique is unnecessary and possibly limiting.
 5. Telecommunication preliminary paragraphs. The 12/16/16 version rewrites the preliminary paragraphs describing the current situation for various telecommunication services on the Island. The UAC suggests the deleted sentences dealing with cellular telephone and cable television be returned to the document, as otherwise there is no description of how those two services are presently provided.
 6. UAC Proposed Policy U 16.6. No previous draft establishes a policy for improved cell phone services, and nor does the 12/12/16 version. Accordingly, the UAC recommends that the following changes: *"U 16.6. Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce, [add comma] and personal use."*
 7. New Policy U 16.10. The 12/12/16 version provides a new policy and Implementation Action #1 supporting creation of an Island-wide high-speed internet service. The UAC recommends that the language be revised to study such a system, as no one knows the procedure and cost of doing so, and there are other methods of obtaining that service besides placement on electric poles. Accordingly, the UAC recommends the policy be revised as follows: *"Conduct a study of Support the creation of an Island-wide high-speed internet service."*

~~by facilitating the placement of high-speed internet cables on and in the electric service provider's facilities.~~

8. Implementation Actions. In the 12/16/16 draft, the council scrapped all the previous Implementation Actions (drafted by the Planning Commission), and has prepared two new ones. They deal with the development of island-wide internet service and sewer tertiary and greywater systems.

While the UAC has no objection to including these subjects among Implementation Actions (assuming they are changed to studies rather than development), it believes that other goals and policies are more important to implement. Accordingly, the UAC now respectfully proposes (for the first time) Implementation Actions for the Utilities Element, as follows:

HIGH PRIORITY ACTIONS

U.Action #1. Develop a process for periodic review of island utility services. [Implements Goal U-9]

U.Action #2. Facilitate cooperation among or consolidation of water systems. [Implements Policies U 11.5 and U 11.6]

U.Action #3. Conduct a study of consolidation of water systems owned by the City and Kitsap PUD. [Implements Policy U 11.7]

U.Action #4. Conduct a study of the creation of Island-wide high-speed internet service. [Implements Policy U 16.10]

MEDIUM PRIORITY ACTIONS

U.Action #5. Adopt standards that differentiate fire flow requirements for urban and non-urban density. [Implements Policy U 11.4]

U.Action #6. Conduct a study of cooperation or consolidation of sewer systems owned by the City and Sewer District #7. [Implements renumbered Policy U 12.8]

U.Action #7. Investigate the development of sewer tertiary and sewer greywater systems. [Implements new Policy U 12.7]

Respectfully submitted,

Andy Maron (Chair), Jeff Kanter, (Vice Chair), Steve Johnson, Ted Jones, Nancy Nolan, Emily Sato, Jim Thrash

Jane Rasely

From: Elise Wright <emtw46@gmail.com>
Sent: Tuesday, January 17, 2017 3:59 PM
To: PCD
Subject: Liveaboard

Sent from my iPad

Jane Rasely

From: Jennifer Sutton
Sent: Wednesday, January 25, 2017 12:50 PM
To: PCD
Subject: FW: COMP PLAN COMMENT
Attachments: LOVING, JODY.pdf



JENNIFER SUTTON, AICP

Senior Planner

www.bainbridgewa.gov

facebook.com/citybainbridgeisland/

206.780.3772

 Please consider the environment before printing this email and any attachment. Thank you.

From: Christine Brown
Sent: Wednesday, January 18, 2017 11:48 AM
To: City Council Distribution Group <CityCouncilDistributionGroup@bainbridgewa.gov>; Gary Christensen <gchristensen@bainbridgewa.gov>; Jennifer Sutton <jsutton@bainbridgewa.gov>; Joseph Tovar <joe@tovarplanning.com>; Doug Schulze <dschulze@bainbridgewa.gov>; Morgan Smith <msmith@bainbridgewa.gov>
Subject: FW: COMP PLAN COMMENT

Attached is a letter received yesterday prior to the deadline for public comment.



CHRISTINE BROWN

City Clerk

www.bainbridgewa.gov

facebook.com/citybainbridgeisland/

206.780.8618

Jan 16, 2017

Bainbridge Island City Council

Comment re: Comprehensive Plan

My concern is not about what is in the Comprehensive Plan, but what is missing. No plan or system of regulations, regardless of how well crafted, will be able to address each and every situation that may arise. I have heard experience after experience of frustration from citizens who have not thought they were heard, or if heard, have not seen a resolution of issues. We need a route/mechanism/plan where those situations/proposals/needs can be reviewed when they don't fit into the boxes we have built. Yes, I am experiencing this dilemma personally and I don't think our government should be so hard to work with. I know one permit applicant who wept tears of joy when she finally obtained the permit she needed. The citizenry is not the enemy.

Thank you,
Jody Living

Jennifer Sutton

From: Michael Scott
Sent: Wednesday, February 1, 2017 9:31 AM
To: Jennifer Sutton
Cc: Christine Brown
Subject: Re: Comprehensive Plan Comments

Yes, that's right, perhaps with a notation that I support Council consideration of these changes. My intent is that we go through these changes as if I submitted them.

Thanks!

Michael Scott
Bainbridge Island City Council, Central Ward
206.842.5504

From: Jennifer Sutton
Sent: Wednesday, February 1, 2017 9:25:49 AM
To: Michael Scott
Cc: Christine Brown
Subject: RE: Comprehensive Plan Comments

Good morning, just so I sort the packet right: you would like the FOF and Park District Comments to be alongside other council comments in the packet, not just within the larger Written Public Comment document, correct?

It is not problem to do it that way, I just want to make sure I understand your request.



JENNIFER SUTTON, AICP

Senior Planner

www.bainbridgewa.gov

facebook.com/citybainbridgeisland/

206.780.3772

 Please consider the environment before printing this email and any attachment. Thank you.

From: Michael Scott
Sent: Wednesday, February 1, 2017 9:24 AM
To: Christine Brown <cbrown@bainbridgewa.gov>
Cc: Val Tollefson <vtollefson@bainbridgewa.gov>; Gary Christensen <gchristensen@bainbridgewa.gov>; Jennifer Sutton <jsutton@bainbridgewa.gov>; Heather Burger (Heather.Burger@friendsofthefarms.org)

<Heather.Burger@friendsofthefarms.org>; kdewitt@biparks.org

Subject: Comprehensive Plan Comments

Christine,

I support and will propose for Council consideration the revisions suggested by the Park District and the Friends of the Farms. Please include those comments with other Council comments for the next meeting.

Thanks,

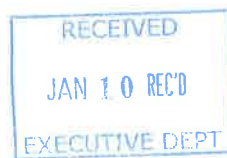
Mike

Michael Scott

Bainbridge Island City Council, Central Ward

206.842.5504

January 9, 2017



City Council Members
City of Bainbridge Island
280 Madison Avenue North
Bainbridge Island, WA 98110

Re: 2016 Comprehensive Plan

Dear Members of the Bainbridge Island City Council,

The following input into the City of Bainbridge Island's 2016 Comprehensive Plan is respectfully submitted by the Bainbridge Island Metropolitan Park & Recreation District in anticipation of the City's upcoming public meeting on January 10, 2017 at which time public comment on the City of Bainbridge Island 2016 Comprehensive Plan will be accepted.

It is the request of the Park Board of Commissioners that the following input be considered and included in the City's adopted 2016 Comprehensive Plan.

INTRODUCTION:

Page No.	Section	Requested Revision
p. IN-8 & 9	BI Vision 2036	Include statement about Park District such as: "The Bainbridge Island Metropolitan Park & Recreation District plays a significant role in creating a healthy community on Bainbridge Island. With approximately 1600 acres of parkland and 36 miles of recreational trails, the Park District provides a key amenity for island residents and a draw for off-islanders to come and support the local economy."

LAND USE ELEMENT:

Page No.	Section	Requested Revision
p. LU-29	Policy LU 22.5	Delete "State" from before "Park"
p. LU-31	High Priority Action	Add: "Continue to evaluate the feasibility of adding a park land use designation."

ENVIRONMENTAL ELEMENT:

Page No.	Section	Requested Revision
p. EN-5	Policy EN 5.7	Add: "the Park District" after "Tribes"
p. EN-16	Policy EN 19.5	Add: "the Bainbridge Island Metropolitan Park District & Recreation District" after "Land Trust"
p. EN-21	EN Action #10.8	Change to: "Prepare an Island-Wide Open Space Plan with input from the Park District."

WATER RESOURCE ELEMENT:

Page No.	Section	Requested Revision
p. WR-9	Policy WR4.2	Add: "and public agencies" after "opportunities for the public"

TRANSPORTATION ELEMENT:

Page No.	Section	Requested Revision
p. TR-8	Goal TR-2	Add to end of paragraph: "Support the Park District as a primary provider of the community's recreational trails along with other organizations in their efforts to develop and maintain trails. Coordinate with the Park District in creating a cross-island trail system and utilize the Park District's Recreation Trails Vision Plan."
p. TR-10	Policy TR 2.11	Add to end of sentence: "Coordinate these efforts with the Park District when parkland, open space and recreational trails are involved."
p. TR 2.8	Policy TR 2.8	Add to end of third paragraph, following "encourage active transportation": "For Park District recreational trails, refer to the Park District's Recreation Trails Vision Plan".

CAPITAL FACILITY ELEMENT:

Page No.	Section	Requested Revision
p. CF-4	Policy CF 1.2	Add: 1) "open space or undeveloped property" after "parklands"; and 2) substitute "feasible" for "desirable and practical".
p. CF-14	Policy CF 1.2	1) Add "open space or undeveloped property" after "parklands"; and 2) substitute "feasible" for "desirable and practical".
p. CF-8 & 9	Tables CF-1,2,3	Update tables to reflect recent COBI transfers to Park District, add Waterfront Park, revise Manitou Property to include tidelands, etc.
P. CF-9	Parks & Trails	Update wording to say: 1) "The City has a few parks, of which one, The Waypoint, is maintained by the Park District....". 2) "In the past 10-15 years, the City acquired...." 3) "A number of these parcels are being or have been transferred to the Park District...."

Thank you for the opportunity to submit our comments.

Sincerely,



Kenneth R. DeWitt
Chair, Board of Commissioners

221 Winslow Way West, Suite 103
Bainbridge Island, Washington 98110
206.842.5537
www.friendsofthefarms.org



Via Email

17 January 2017

Members of the Bainbridge Island City Council
280 Madison Avenue North
Bainbridge Island, WA 98110

Dear Council Members:

Thank you for the opportunity to present the following comments on the Comprehensive Plan Update:

Vision 2036

- Guiding Policy 1.1:
Develop an island-wide conservation strategy to identify and apply effective methods to preserve the natural and scenic qualities that make the Island a special place, *including landscapes of natural, cultural and scenic value, and* better protection for the shoreline, trees, soils, native plants *and farms*.
- Guiding Policy 2.7:
The use of the term "reasonable" is difficult to define. Substitute with:
Work with farmers, public agencies, land owners and residents to develop a community-wide, sustainable approach to the use of the Island's finite groundwater resources.
- Guiding Principal #6:
Add a policy that prioritizes the community's ability to produce food as part of the land use planning process.

Land Use Element • Goals & Policies

- Policy LU 1.2
Outside of Winslow and the Designated 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.
- Policy LU 4.9
Coordinate the City's planning programs and development regulations concerning open

space preservation with the efforts of the Bainbridge Island Land Trust *and Friends of the Farms* to identify, acquire and administer conservation easements *for both natural landscapes as well as agricultural lands*.

- **GOAL LU-15**
Promote food security and public health through support for local food production, awareness of farming practices. Encourage locally-based food production, distribution and choice through *support for* commercial agriculture *outside of the service centers*, community gardens, farmers' markets, farm stands and food access initiatives.
- **Policy LU 15.3**
Promote interagency and intergovernmental cooperation and resource-sharing to expand community gardening *and farming* opportunities.
- **GOAL LU-16**
Prioritize program goals and establish and maintain planning tools including *both the purchase of development rights (PDR) and the transfer of development rights (TDR) programs*, to allow transferring development rights from areas intended for conservation and promoting development in areas suitable for denser development.
- **Policy LU 16.2**
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 *and Friends of the Farms*, in the exploration and potential implementation of a density transfer program.
We overwhelmingly support this Policy and suggest that consideration be rapidly given to providing staff support for such an initiative.
 - **Action #12**
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.
We overwhelmingly support this Action and suggest that it be given HIGH priority in order to establish the land use strategy of the overall plan.

Environmental Element • Goals & Policies

We fully support the inclusion of the Introductory Paragraph to Goal EN-15. Equally, we strongly support the creation of an ARL land use designation which would minimize the necessity for placing a conservation easement on important agricultural lands in order to safeguard their future.

- **Policy EN 15.1**
Provide owners of farms the option of participating in the transfer of development rights (TDRs)/purchase of development rights (PDRs) program.
We do not understand this policy -- the program is on the books. Why would farm owners not have the option of participating?
- **Policy EN 15.4**
Develop a procedure to allow public and private property owners to designate their properties Agricultural Resource Land.
This is a good policy but it does not make any sense if the intro paragraph is deleted.
- **Policy EN 15.5**
Utilize the Floor Area Ratio (FAR) Farmland/Agriculture fund for viable farmland preservation projects.
It should be noted -- although not likely appropriate for the comp plan -- that this fund should require Council approval before spending. It should be a restricted fund not available to the general fund, which is how over \$300k in farmland preservation funding was lost.
- **Policy EN 16.1**
Design and locate development adjacent to areas designated or registered as agricultural land to avoid or minimize potential conflicts with agricultural activities.
"Registered" is probably not the right word. What does this mean? If it means participating in the current use taxation program, it should say that. That is the only "registration" that exists, although farms are not required to be in that program.
- **Policy EN 17.2**
Work with the Kitsap County Assessor's office to educate the farming community about the availability of the *Property Tax Relief* Program.
- **Policy EN 17.8**
~~Consider~~ *Establish* 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.
Current planning staff does not have the time or expertise to assist landowners with land use issues related to farming.

- 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~~ **Create** a new “Agricultural Resource Land” (ARL) designation, and ~~consider~~ **designate** City-owned farmland ARL.
We strongly support this Action Item.
- EN Action #86
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.
Make this a HIGH priority action (see land use section).

Thank you again for the opportunity to present input to the City Council members.

Sincerely,



Heather Burger
Executive Director



Virginia Brewer
President of the Board of Directors

CITY COUNCIL INTRODUCTION COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **Vision 2036 (p. IN-9, before Affordable Housing) Add paragraph below:**
“Bainbridge Island’s other taxing districts, Bainbridge Island Metropolitan Park & Recreation District, Bainbridge Island School District, Bainbridge Island Fire District and Kitsap Regional Library through Bainbridge Public Library all play significant roles in making this a healthy community.” **(Tollefson)**
2. **Guiding Policy 1.1** “...qualities that make the island a special place, better protection of the shoreline, trees, soils, native plants, and farms.” **(Roth)**
3. **Guiding Policy 1.1** (Bainbridge Island Land Trust)
Develop an island-wide conservation plan strategy to identify and apply effective strategies and 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. **(Peltier)**
4. **Guiding Policy 6.4 (NEW)** “Promote food production as part of the land use planning process.” **(Roth)**
5. **New Guiding Policy 7.1** (move the rest down one)
To establish a baseline, conduct an Inventory of all greenhouse gas emissions attributable to our Island, including but not be limited to transportation, electric use, heating of structures, construction, land clearing and manufacturing. **(Peltier)**
6. **New Guiding Policy 7.?**
During transportation planning, consider ways to reduce or minimize greenhouse gas emissions, including plans and strategies for addressing congestion on the SR305 corridor. **(Peltier)**
7. **CLIMATE CHANGE (Medina)**
We received a detailed request from Climate Action Bainbridge to include more actionable language related to climate change. They provided two sets of requests: one for the Environment Element and one for the Guiding Principles. They include roughly the same set of actions, with the policies (new policies) suggested for the Environmental Element, implementing their suggested changes to the guiding principles.

I’m inclined to include some version of these requests in the comp plan, but I’m not sure whether we want to accept the requests as written or modify them. My recommendation, then, is that the Council discuss these requests and determine

what we'd like to incorporate, if any of it, and how we'd like to incorporate it.
Their recommended changes to the 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 the desired future. We are aware that climate change poses unprecedented threats and challenges not just to Bainbridge Island, but to our state, our nation and the entire globe. We have an obligation to the current and future generations of Bainbridge Island residents to consider climate change when making decisions on energy, land use, water, transportation, vegetation and related issues.

Change Guiding Principle #7 to Guiding Principle #1:

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

Guiding Policy 1.1 Complete an island-wide greenhouse gas inventory. Conduct a thorough inventory of all greenhouse gas emissions attributable to our island which would include but not be limited to transportation, electric use, heating of homes, offices, businesses and public buildings, construction, land clearing and manufacturing.

Guiding Policy 1.2 Establish greenhouse gas emissions reduction targets. Establish a goal of reducing greenhouse gas emissions by 80% from current levels by 2050 and set interim targets for 2020, 2030 and 2040.

Guiding Policy 1.3 Establish a Climate Action Committee. This permanent committee would be comprised of qualified local citizens who would provide technical support to city staff and elected officials to complete a greenhouse gas inventory, to assist designing reduction programs, and to work with city staff and elected officials to ensure that emission reduction goals are met.

Guiding Policy 1.4 Develop a Public Education Program which informs all citizens on the methods and progress for meeting the Island's greenhouse gas emission goals and ways citizens can assist in reaching the reduction goals.

Guiding Policy 1.5 Integrate climate change into the city planning process and make climate change considerations and meeting greenhouse gas emission reduction goals a component of city decision making.

- 8. COMMENTS ON INTRODUCTION IN GENERAL (*Tollefson*):** Several commenters asked us to prioritize the Environmental Element or environmental concerns over all other Elements and concerns in the Comprehensive Plan. While I honor, and to a great extent share, their passion for the environment and its critical role in the health

of our Island and our world, I think assigning priorities to the Elements and concerns of the Comprehensive Plan would be inconsistent with what the Comprehensive Plan is for.

Collectively we have many concerns and goals for our Island. Some of them may seem to be in conflict with each other. That is the way our lives are in fact. We have many goals and values, but when confronted with a particular problem, a particular situation, a particular question we find that we often have to make choices. The choices we make are influenced by our goals and values, but also by the particular circumstances of the moment.

The Comprehensive Plan is a tool. It is a repository of our collective goals and values. It is our agreed reference manual when we are faced a particular problem. Our chosen solution will be guided by the Plan interpreted by the needs and demands of the moment. To set priorities among the Elements is to turn the Comp Plan from a tool into a weapon. I don't think that is its purpose, and I don't think that is good for our community.'

CITY COUNCIL LAND USE ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. Land Use Element Introduction, 4th paragraph, p. LU-0:

Future growth on Bainbridge will be accommodated in a manner that is consistent with **the responsible stewardship of its finite natural resources**. requirements of the GMA, yet in several ways **With that overall goal in mind**, 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. **(Peltier)**

2. 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 **an important part of** the Island's **special** character that is so highly valued by its residents. **(Peltier)**

3. 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** ~~establishes~~ a development pattern that is consistent with the *Goals* of the community and compatible with the Island's natural systems. **(Peltier)**

4. LU 4.9 "Coordinate the City's planning programs and development regulations concerning open space preservation (including habitat, land restoration and other land conservation strategies) with the efforts of the Bainbridge Island Land Trust, BIMPRD, Friends of the Farms and other local and regional organizations to identify, acquire and administer *conservation easements*." **(Roth)**

5. LU 4.9. Amend as follows: "Coordinate the City's planning programs and development regulations concerning open space preservation with the efforts of appropriate organizations ~~the Bainbridge Island Land Trust~~ to identify, acquire, and administer conservation easements." **(Medina)**

Reasoning: We should work with more than just BILT on this.

Suggested by: Bainbridge Island Land Trust.

6. Policy LU 4.9 (Bainbridge Island Land Trust) Coordinate the City's planning programs and development regulations concerning open space preservation **(including habitat, land restoration and other land conservation strategies)** with the efforts of the Bainbridge Island Land Trust, BIMPRD, Friends of the Farms, and **other local and regional organizations**, to identify, acquire and administer conservation easements. **(Peltier)**

7. **p. LU-9, Policy LU 4.9** – add “efforts of the Bainbridge Island Land Trust to identify and prioritize conservation and open space opportunities, and to acquire and administer *conservation easements*.” **(Tollefson)**
8. **P. LU-9, Policy 5.5.** We have been urged by a well-orchestrated late group of comments to select the “Living Building Challenge” as the green building code applicable to Bainbridge Island. In this Policy, we commit to adopting *some* green building code, and I think it is proper for us to have a separate process after adoption of the Comp Plan to thoughtfully decide what the components of that code for our Island should be. **(Tollefson)**
9. **LU 5.5** “Implement a the Living Building Challenge as the green building code for all development.” (*add LBC to glossary?*) **(Roth)**
10. **Policy LU 9.18** Per citizen comment: why was LU 9.18 deleted see below? The Future Land Use Map doesn’t show densities for the Neighborhood Centers.
(Peltier)
Policy LU 9.18 The base density of residential development in the Neighborhood Centers is 2 units per acre. A density bonus of 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.
11. **“Open Space Residential” Goal LU 14:** Revisit that discussion? **(Peltier)**
12. **LU Policy 22.5:** Delete “State” from before “Park” at the end. **(Medina)**
Reason: It is no longer a state park.
Suggested by: Parks District.
13. **Policy LU 22.5** – Delete “State” before “Park” **(Tollefson)**
14. **p. LU-30** – Include references to Goals and Policies supporting each of the High Priority Action items. Correct spelling of “lerner” in Action Item. 3. **(Tollefson)**
15. **LU Action #3** Amend the City’s development code to implement green building codes. Utilize lessons learned from communities of comparable environmental and socioeconomic characteristics to implement green building codes which address issues such as site sustainability, water use efficiency, energy use efficiency, indoor environmental quality, and the impact on the atmosphere, materials and resources by buildings. **(Townsend)**

2/7/2017

- 16.LU Action #3.** Amend the first sentence as follows: “Amend the City’s development code to implement green building codes, giving strong consideration to using the Living Building Challenge as the green building code for all development.” **(Medina)**
Reasoning: The Living Building Challenge is a standard to aspire to.
Suggested by: many individuals.

CITY COUNCIL ENVIRONMENTAL ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **Restoring Policy EN 1.1 to the 2004 Version (*Peltier*)**
Policy EN 1.1 (as it appears in the 2004 Comp Plan)
Land use decisions shall be made seriously considering the overall goal of the Comprehensive Plan in protecting the Island's natural environment.
Policy EN 1.1 (as it appears in the current draft)
A primary goal of the Comprehensive Plan is protecting the Island's natural environment; land use decisions implement this goal.
2. **EN 5.5 (NEW /re-number) "Identify and classify streams and stream reaches which have an anadromous fish presence." (*Roth*)**
3. **EN 5.7:** Add the words "the Park District" after "Tribes,".
Reason: If we're listing organizations to work with on this, we should include the Park District.
Suggested by: Parks District. (*Medina*)
4. **EN 5.10: Add a NEW Policy:** "Identify and classify streams and reaches that have anadromous fish presence." (*Medina*)
An accurate classification could change fish management practices for the better and could have a large impact on the potential liabilities for the City related to replacing culverts.
Suggested by: Robert Dashiell
5. **Policy EN 10.1:** leave this language as a paragraph under Goal EN-10, but remove its "Policy" designation. Renumber remaining policies. (*Tollefson*)
6. **Policy EN 10.4:** Councilmember Peltier previously requested a change to this policy to which I objected. I believe the following change would address both his concern and my objection: "Address **Evaluate** the impacts **and consequences** of new development **both during and subsequent to construction** on air quality as part of the environmental review....." Specific ways in which this Policy should be effectuated should be left for regulatory action. (*Tollefson*)
7. **Policy EN 10.4** ~~Address~~ **Evaluate and address** the impacts of new development on air quality **and atmospheric conditions** as a part of the environmental review process and require mitigation when appropriate. **Factors will include, but are not limited to, tree and vegetation loss and the generation of new motor vehicle trips.** (*Peltier*)

8. Policy EN12.? Proposed new policy on greenhouse gases: (*Peltier*)

Create a comprehensive greenhouse gas inventory for Bainbridge Island to establish a baseline for greenhouse gas reduction targets.

9. EN 19.5: Add the words “the Bainbridge Island Metropolitan Park & Recreation District” after “Land Trust”. Reason, if we are going to list the Land Trust, we might as well list the Parks District as well. Alternatively, we could remove the reference to Land Trust and just “Consider partnering with other organizations and”

(*Medina*)

Suggested by: Parks District.

10. Policy EN 19.5 – add “, the Park District” after “Land Trust” (*Tollefson*)

11. EN 19.9. Add a NEW Policy: “To the greatest extent legally and practicably possible, prohibit clearcutting and grading of any land parcels and any areas greater than ¼-acre in size.” **(*Medina*)**

Reasoning: While there seems to be agreement that we don’t want clearcutting to occur, the fact is that clearcutting is occurring. Nowhere does the comp plan actually make a statement about prohibiting clearcutting. It should clearly state that we don’t want clearcutting.

Suggested by: many individuals.

12. EN Action #2 Integrate sustainability and conservation into regulations. **Consider the feasibility of incorporating the Living Building Challenge into the City’s development regulations. (*Peltier*)**

13. EN Action #4 “...that protect water quality and quantity. ~~Consider~~ Create a new “Agricultural Resource Land” (ARL) designation, and ~~consider~~ designate City-owned farmland as ARL”. **(*Roth*)**

14. Proposed new goals & policies for the Environmental Element: (*Peltier*)

Natural Ecosystem Services

Goal EN-?

In order to maintain the healthy and sustainable function of our natural systems, and their contribution to the Island’s quality of life, identify the services provided by the Island’s Natural Ecosystems to help guide policies and regulations that will enhance and protect them.

Policy EN-?.1 Conduct an inventory of the Island’s *Natural Ecosystem Services*, considering their contribution to the Island’s economy, culture, and quality of life.

2/7/2017

Policy EN-?.2 Consider the development of Levels of Service standards for the Island's *Natural Ecosystem Services*.

Policy EN-?.3 Consider the use of Levels of Service Standards for *Natural Ecosystem Services* as a tool to help implement Goal LU-1 from the Land Use Element: specifically to "promote and sustain high standards that will enhance the quality of life and improve the environment of the Island".

**CITY COUNCIL WATER RESOURCES ELEMENT COMMENTS
PREPARED FOR 2/7/2017 MEETING**

1. **Goal WR-2:** Change “clear” to “clean”.
Reasoning: fixing a typo. (*Medina*)

2. **WR 2.9.** Change “an aquifer conservation zone” to “one or more aquifer conservation zones”. (*Medina*)
Reasoning: We might determine that it would be more sensible to have different zones on different areas of the Island rather than one zone across the entire Island.
Suggested by: Melanie Keenan.

3. **WR Policy 2.15: (a NEW Policy)** “Develop and maintain a publicly-available system to report groundwater levels on a timely basis to inform residents about potential water shortages.” (*Medina*)
Suggested by: An individual citizen.

CITY COUNCIL HOUSING ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. Paragraph one of the Vision:

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

2. Housing Vision (pg. HO-3): Modify the first sentence as follows: "Bainbridge Island in the year 2036 provides a broad diversity of housing alternatives to further ~~the equally important goals of environmental stewardship and the population's needs for housing, health, and safety and access to employment, goods, and services.~~" And remove the paragraph break so that the first and second paragraphs become one paragraph. **(Medina)**

Reasoning: (1) The first part of the deleted text (stating that environmental protection and housing are equally important) is a policy statement, not a vision statement; (2) Providing a broad diversity of housing in no way "furthers the . . . goal of environmental stewardship" so the sentence does not make sense; and (3) Providing diversity of housing does not provide "access to employment, goods, and services" so, again, the sentence does not make sense.

Suggested by: Me.

3. Proposed new item under Policy HO 2.1, page HO-4 (Peltier)

Include the following new housing report issue as #6 and re-number existing 6-12 as 7-12.

Policy HO 2.1 The Housing report shall address the following aspects of housing:

12. An analysis of how property taxes impact housing affordability.

CITY COUNCIL TRANSPORTATION ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **Policy TR 2.2** – add sentence at end “Coordinate with the Park District as the primary provider of the community’s recreational trails.” **(Tollefson)**
2. **Policy TR 2.11** – add sentence at end “Coordinate these efforts with the Park District when parkland and recreational trails are involved.” **(Tollefson)**
3. **TR 2.11. Add to the end:** “Coordinate these efforts with the Park District when parkland, open space, and recreational trails are involved.” **(Medina)**
Reason: It makes sense to coordinate this with Parks.
Suggested by: Parks District.
4. **Proposed New Policy TR 7.?** Encourage and support the use of adaptive control traffic signal systems technology along the entire SR305 corridor to improve the functioning of intersections. **(Peltier)**
5. **Proposed New Policy TR 7.?** Consider the future impact of autonomous vehicles upon our transportation system. **(Peltier)**
6. **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, and/or new innovations, into highway improvements and strategies that reduce greenhouse gas emissions and transit vulnerabilities from climate change. **(Peltier)**
7. **Policy TR 7.4** Support planning efforts for the eventual replacement/refurbishment of the Agate Pass Bridge including potential capacity improvements for transit and non-motorized modes that don’t involve expansion of highway segments between intersections. Oppose proposals to construct any other bridges to Bainbridge Island. **(Peltier)**
8. **TR Action #4 is unrealistic. I propose this action be deleted. (Peltier)**
TR Action #4 Review, update and fully implement the Island-wide Transportation Plan so the vision of multimodal transportation becomes reality for today’s residents.

2/7/2017

9. **TR Action #4** Review, update and ~~fully~~ implement the Island-wide Transportation Plan so the vision of multimodal transportation becomes reality for today's residents." (*Roth*)

**CITY COUNCIL CAPITAL FACILITIES ELEMENT COMMENTS
PREPARED FOR 2/7/2017 MEETING**

1. p. CF-8, Table CF-1 - Add Waterfront Park. **(Tollefson)**
2. p. CF-9, Table CF-3 – for Manitou property, delete “less tidelands”, add asterisk to Land Area column, and add below table “* not including tidelands.” **(Tollefson)**
3. Tables CF 1, 2, and 3: Update the tables to reflect the recent COBI transfers to the Park District. **(Medina)**
4. p CF-9, under “Parks and Trails”: change “Most of the parks and recreational trails...” and “During the past ~~several~~ 10-15 years....” **(Tollefson)**
5. We received public comment claiming that prior City Councils permanently dedicated the land used by the Farmer’s Market to the Farmer’s Market. I hope the Council will take a moment to clearly indicate that that is false. **(Medina)**

CITY UTILITIES ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **UAC comment: Vision 2036.** The UAC still finds the concept and verbiage of the "Vision" to be awkward and not easily understandable, and thus respectfully suggests it be rewritten. At a minimum, the UAC suggests the discussion of the various utilities within the Vision occur in the same order as the policies that follow for the various utilities, i.e., first potable water, then public sewer, etc.
Recommended Action: None. **(Townsend)**

2. **Policy 11.4:** Separate into two policies, and renumber the remaining. The portion starting "Adopt standards that differentiate..." should be a separate policy.
(Tollefson)

3. **Policy U 11.9** – remove from Utilities element and insert in the Water Resources element as new Policy WR 1.6. **(Tollefson)**
4. **U 11.9** I support deleting this policy per the UAC recommendation. **(Roth)**
5. **UAC comment: New Policy U 11.9.** The 12/16/16 version contains a new policy, which says: *"Consider regulations that promote the retention of native landscapes in order to reduce the need for irrigation."* The UAC recommends this be deleted, or moved to the Land Use Element. Utilities do not make land use regulations, so this will have no effect on utilities.
Recommended Action: Move Policy U11.9 as proposed in the 12/16/16 version to be a new Policy in the Land Use Element as Policy LU 13.2 (and renumber the following policies accordingly). **(Townsend)**

6. **Policy U 12.6** – change to "Improve the quality and reduce the quantity of effluent discharged to Puget Sound." **(Tollefson)**

7. **UAC comment: UAC Proposed Policy U 12.7.** At the end of the 12/16/16 draft, the council has inserted an Implementation Action #2 regarding supporting development of sewer tertiary and greywater systems. Thus, the UAC suggests a new Policy 12.7 be added which states the following: *"U 12.7. Investigate the development of sewer tertiary and sewer greywater systems."* (Note that with this addition the current Policy U 12.7 would then be renumbered U 12.8.)
Recommended Action: Add a new Policy 12.7 which states the following: *"U 12.7. Investigate the development of sewer tertiary and sewer greywater systems."* (and renumber accordingly). **(Townsend)**

8. **Policy U 14.9** – delete, covered by Policy U 14.5 (**Tollefson**)

9. **UAC comment: New Policy U 14.9** The 12/16/16 version contains a new policy regarding 100% green electricity. The UAC believes this policy is unnecessary, as the subject is addressed in current Policy U 14.5. However, if the council thinks this new policy should be retained, the UAC suggests the language be modified as follows: "*U 14.9 Explore ways to obtain 100% greencarbon-free electricity ~~including investing in new renewable energy projects.~~*" The UAC believes the "including" reference to a specific technique is unnecessary and possibly limiting.
Recommended Action: Modify U 14.9 to provide as follows: "U 14.9. Explore ways to obtain progressively more sustainable and increasingly greener electricity sources and distribution grids, including investing in new renewable energy projects and increased sensitivity to nature and humans." (**Townsend**)

10. **UAC comment: Telecommunication preliminary paragraphs.** The 12/16/16 version rewrites the preliminary paragraphs describing the current situation for various telecommunication services on the Island. The UAC suggests the deleted sentences dealing with cellular telephone and cable television be returned to the document, as otherwise there is no description of how those two services are presently provided.

Recommended Action: Addressed, in part, below. (**Townsend**)

11. **UAC comment: UAC Proposed Policy U 16.6.** No previous draft establishes a policy for improved cell phone services, and nor does the 12/12/16 version. Accordingly, the UAC recommends that the following changes: "*U 16.6. Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce,[add comma] and personal use.*"

Recommended Action: Move to modify as proposed by the UAC. (**Townsend**)

12. **Policy U 16.6** - change to read " Pursue internet and cellular service of the highest standards...." (**Tollefson**)

13. **Policy 16.10:** Limit the policy to "Support the creation of an Island-wide internet service." We should not dictate how that is to be done, since technology is rapidly changing: **Change to read** " Support Study the creation of an Island-wide high-speed internet service." Delete the remainder of the existing Policy. (**Tollefson**)

14. **U 16.10** "Support a study of the creation of an island-wide high-speed internet service ~~by facilitating the placement of high-speed cables on and in the electric service provider's facilities.~~" (**Roth**)

15. **U 16.10** "Support a study of the creation of an island-wide high-speed internet service ~~by through various actions including~~ facilitating the placement of high-speed cables on and in the electric service provider's facilities." (**Medina**) Reason: Self-

explanatory Suggested by: Robert Dashiell

16. **UAC comment: New Policy U 16.10.** The 12/12/16 version provides a new policy and Implementation Action #1 supporting creation of an Island-wide high-speed internet service. The UAC recommends that the language be revised to study such a system, as no one knows the procedure and cost of doing so, and there are other methods of obtaining that service besides placement on electric poles. Accordingly, the UAC recommends the policy be revised as follows: *"Conduct a study of Support the creation of an Island-wide high-speed internet service."* ~~by facilitating the placement of high-speed internet cables on and in the electric service provider's facilities.~~

Recommended Action: Move to modify as proposed by the UAC. **(Townsend)**

Recommended Action: Move to modify priorities of implementation actions as proposed by the UAC. **(Townsend)**

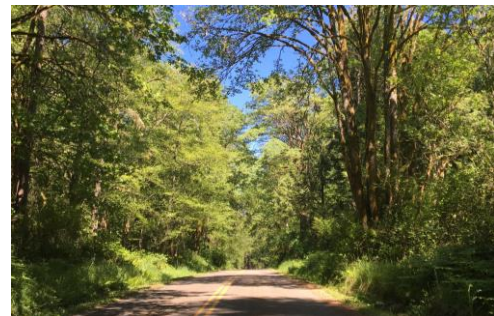
HIGH PRIORITY ACTIONS (Townsend)

17. **U.Action #1.** Develop a process for periodic review of island utility services. [Implements Goal U-9] **(Townsend)**
18. **U.Action #2.** Facilitate cooperation among or consolidation of water systems. [Implements Policies U 11.5 and U 11.6] **(Townsend)**
19. **U.Action #3.** Conduct a study of consolidation of water systems owned by the City and Kitsap PUD. [Implements Policy U 11.7] **(Townsend)**
20. **U.Action #4.** Conduct a study of the creation of Island-wide high-speed internet service. [Implements Policy U 16.10] **(Townsend)**

MEDIUM PRIORITY ACTIONS (Townsend)

21. **U.Action #5.** Adopt standards that differentiate fire flow requirements for urban and non-urban density. [Implements Policy U 11.4] **(Townsend)**
22. **U.Action #6.** Conduct a study of cooperation or consolidation of sewer systems owned by the City and Sewer District #7. [Implements renumbered Policy U 12.8] **(Townsend)**
23. **U.Action #7.** Investigate the development of sewer tertiary and sewer greywater systems. [Implements new Policy U 12.7] **(Townsend)**

24. **U Action #1** – Strike “Support” and insert “Study” , and add as underlying support: “Goal U-16 Ensure adequate, cost effective, reliable, and environmentally responsible telecommunication service to the citizens of Bainbridge Island.”
(Tollefson)
25. **U Action #2** – change to “ ~~Support~~Investigate the development...” and add Policy 12.6 as the supporting reference. **(Tollefson)**
26. **Change Action #2** to Medium Priority **(Tollefson)**
27. **Add new High Priority Action** “Develop a process for periodic review of Island utility services” **(Tollefson)**



City of Bainbridge Island 2016 Comprehensive Plan



Adopted January ____,
Ordinance No. 2017-01

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-18
Land Use Element.....	LU-1 to LU-34
Economic Element.....	EC-1 to EC-13
Environmental Element.....	EN-1 to EN-22
Water Resources Element.....	WR-1 to WR-15
Housing Element.....	HO-1 to HO-13
Transportation Element.....	TR-1 to TR-25
Capital Facilities Element.....	CF-1 to CF-14
Utilities Element.....	U-1 to U-11
Cultural Element.....	CU-1 to CU-7
Human Services Element.....	HS-1 to HS-6
Glossary.....	G-1 to G-17
APPENDICES	
A Economic Profile	
B Water Resources Existing Conditions & Future Needs	
<u>B C Housing Needs Assessment</u>	
<u>C D Island-wide Transportation Plan</u>	
<u>D E Winslow Master Plan</u>	
<u>F F 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
Fig. IN-6	Sustainable Community.....	Page IN-13

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-17
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
Fig. HO-10 Live-aboard Unit.....	Page HO-6

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](#)

[Washington State Ferries Long Range Plan](#)

[Kitsap Regional Library Vision 2020 Strategic Plan](#)

CITY COUNCIL INTRODUCTION COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **Vision 2036 (p. IN-9, before Affordable Housing) Add paragraph below:**
“Bainbridge Island’s other taxing districts, Bainbridge Island Metropolitan Park & Recreation District, Bainbridge Island School District, Bainbridge Island Fire District and Kitsap Regional Library through Bainbridge Public Library all play significant roles in making this a healthy community.” **(Tollefson)**
2. **Guiding Policy 1.1** “...qualities that make the island a special place, better protection of the shoreline, trees, soils, native plants, and farms.” **(Roth)**
3. **Guiding Policy 1.1** (Bainbridge Island Land Trust)
Develop an island-wide conservation plan strategy to identify and apply effective strategies and 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. **(Peltier)**
4. **Guiding Policy 6.4 (NEW)** “Promote food production as part of the land use planning process.” **(Roth)**
5. **New Guiding Policy 7.1** (move the rest down one)
To establish a baseline, conduct an Inventory of all greenhouse gas emissions attributable to our Island, including but not be limited to transportation, electric use, heating of structures, construction, land clearing and manufacturing. **(Peltier)**
6. **New Guiding Policy 7.?**
During transportation planning, consider ways to reduce or minimize greenhouse gas emissions, including plans and strategies for addressing congestion on the SR305 corridor. **(Peltier)**
7. **CLIMATE CHANGE (Medina)**
We received a detailed request from Climate Action Bainbridge to include more actionable language related to climate change. They provided two sets of requests: one for the Environment Element and one for the Guiding Principles. They include roughly the same set of actions, with the policies (new policies) suggested for the Environmental Element, implementing their suggested changes to the guiding principles.

I’m inclined to include some version of these requests in the comp plan, but I’m not sure whether we want to accept the requests as written or modify them. My recommendation, then, is that the Council discuss these requests and determine

what we'd like to incorporate, if any of it, and how we'd like to incorporate it. Their recommended changes to the 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 the desired future. We are aware that climate change poses unprecedented threats and challenges not just to Bainbridge Island, but to our state, our nation and the entire globe. We have an obligation to the current and future generations of Bainbridge Island residents to consider climate change when making decisions on energy, land use, water, transportation, vegetation and related issues.

Change Guiding Principle #7 to Guiding Principle #1:

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

Guiding Policy 1.1 Complete an island-wide greenhouse gas inventory. Conduct a thorough inventory of all greenhouse gas emissions attributable to our island which would include but not be limited to transportation, electric use, heating of homes, offices, businesses and public buildings, construction, land clearing and manufacturing.

Guiding Policy 1.2 Establish greenhouse gas emissions reduction targets. Establish a goal of reducing greenhouse gas emissions by 80% from current levels by 2050 and set interim targets for 2020, 2030 and 2040.

Guiding Policy 1.3 Establish a Climate Action Committee. This permanent committee would be comprised of qualified local citizens who would provide technical support to city staff and elected officials to complete a greenhouse gas inventory, to assist designing reduction programs, and to work with city staff and elected officials to ensure that emission reduction goals are met.

Guiding Policy 1.4 Develop a Public Education Program which informs all citizens on the methods and progress for meeting the Island's greenhouse gas emission goals and ways citizens can assist in reaching the reduction goals.

Guiding Policy 1.5 Integrate climate change into the city planning process and make climate change considerations and meeting greenhouse gas emission reduction goals a component of city decision making.

- 8. COMMENTS ON INTRODUCTION IN GENERAL (Tollefson):** Several commenters asked us to prioritize the Environmental Element or environmental concerns over all other Elements and concerns in the Comprehensive Plan. While I honor, and to a great extent share, their passion for the environment and its critical role in the health

of our Island and our world, I think assigning priorities to the Elements and concerns of the Comprehensive Plan would be inconsistent with what the Comprehensive Plan is for.

Collectively we have many concerns and goals for our Island. Some of them may seem to be in conflict with each other. That is the way our lives are in fact. We have many goals and values, but when confronted with a particular problem, a particular situation, a particular question we find that we often have to make choices. The choices we make are influenced by our goals and values, but also by the particular circumstances of the moment.

The Comprehensive Plan is a tool. It is a repository of our collective goals and values. It is our agreed reference manual when we are faced a particular problem. Our chosen solution will be guided by the Plan interpreted by the needs and demands of the moment. To set priorities among the Elements is to turn the Comp Plan from a tool into a weapon. I don't think that is its purpose, and I don't think that is good for our community.'



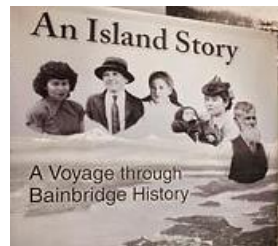
COMPREHENSIVE PLAN INTRODUCTION

TABLE OF CONTENTS

BAINBRIDGE ISLAND HISTORY.....	1
BAINBRIDGE ISLAND TODAY.....	3
HISTORY OF PLANNING ON BAINBRIDGE ISLAND	6
THE FUTURE – NAVIGATING BAINBRIDGE.....	8
VISION – BAINBRIDGE 2036.....	9
GUIDING PRINCIPLES.....	11
WHAT A COMPREHENSIVE PLAN IS AND IS NOT.....	16

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 two geologic areas, with the southern third composed of sedimentary bedrock approximately 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 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

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.

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.

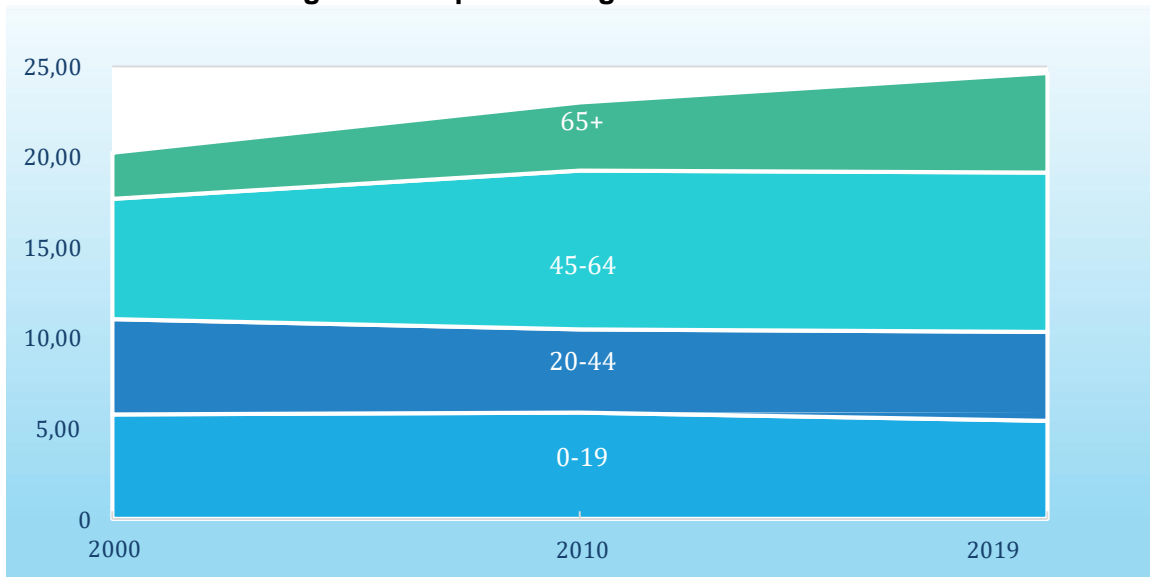
History is a continuum and the preservation of historic buildings and resources by a community is an ongoing autobiographical undertaking. The results of historic preservation choices become a legacy for future generations to appreciate, learn from and live by.

BAINBRIDGE ISLAND TODAY

People

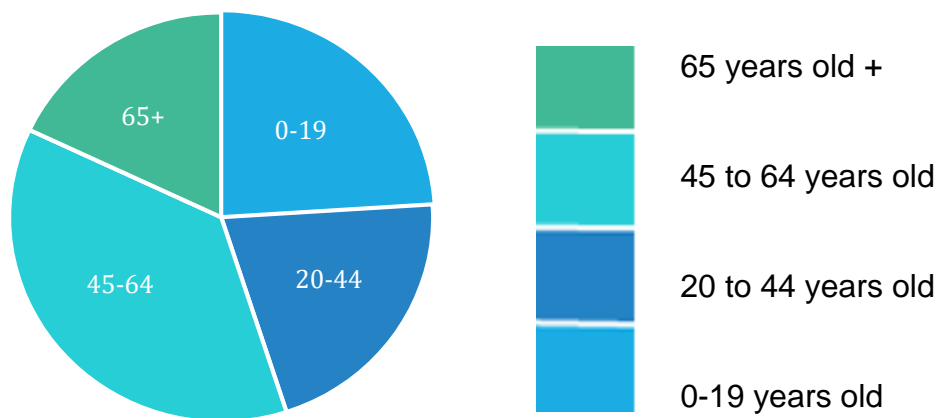
The population of the Island in 2015 was 23,850, which was a modest increase from the 2010 population of 23,025. Demographically Bainbridge Island is predominantly white (91%) while the Hispanic, Asian and mixed race portions of the population are roughly 3% each. 7.4% of the Island's population is foreign-born.

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

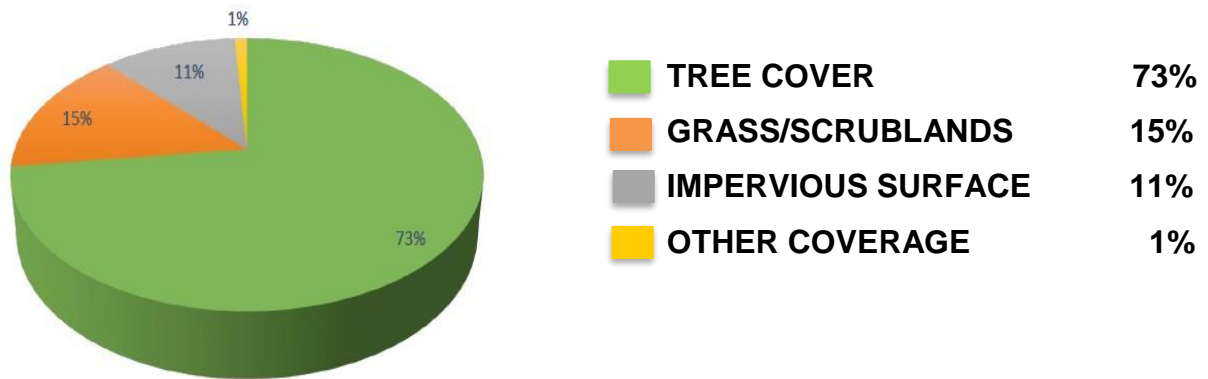
Bainbridge Island's population is relatively affluent. The trend line from the years 2000 through 2019 indicates relative increases in yearly household incomes above \$100,000 and corresponding decreases in the percentage of households earning below \$100,000. More detailed data about population demographics,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

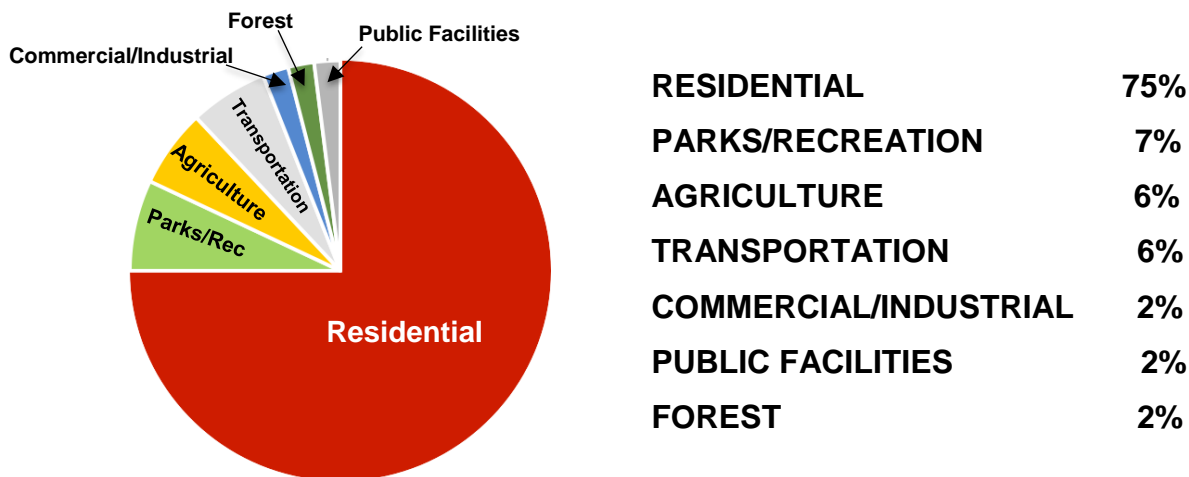
Almost 88% of the twenty-six square miles of the Island's land coverage is either tree cover or grass/scrublands. The developed portions of the Island constitute impervious surface totaling about 11% of its land area.

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



SECTION BELOW MOVED INTO INTRODUCTION FROM AGRICULTURE SECTION OF ENVIRONMENTAL ELEMENT

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. 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. 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.

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 economic 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.

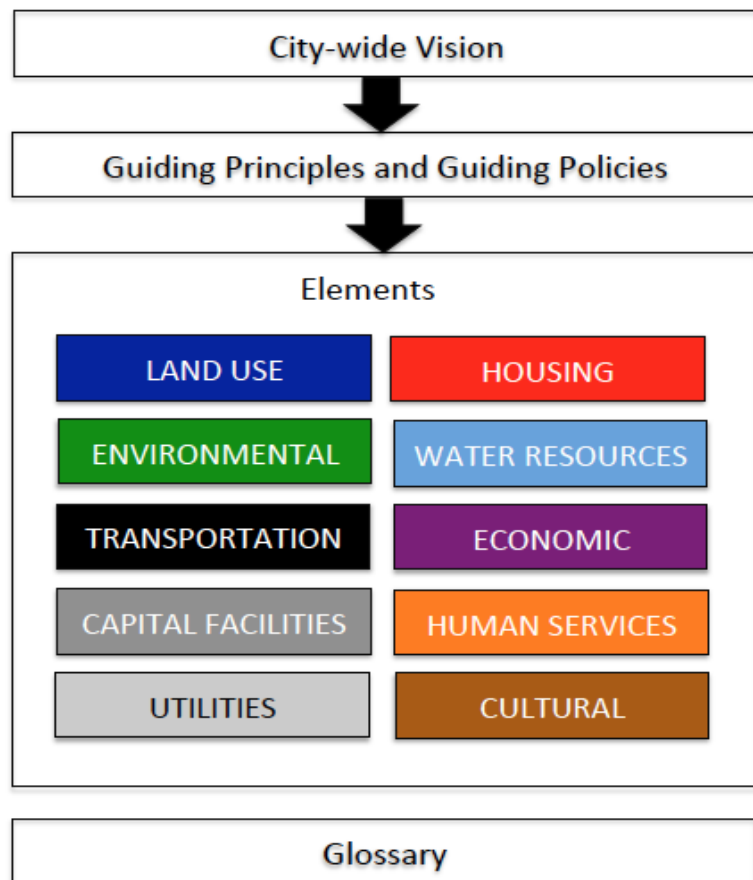
In addition, the Plan's *Vision*, *Guiding Principles* and Policies, and Elements communicate the City's priorities to the other units of government responsible for providing services to the Island community. This includes the Bainbridge Island Fire Department, Park and School Districts, and the Washington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

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

Our success at balancing the inter-dependent goals of environmental stewardship, economic development and the needs of our people 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

Develop an island-wide conservation strategy to identify and apply effective 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—MOVED TO TRANSPORTATION ACTION ITEM~~

~~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

Manage Protect the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.

Guiding Policy 2.1

Manage water resources for Bainbridge Island for the present and the future generations, recognizing that the Island's finite groundwater resources [aquifers] are the sole source of our residents' water supply and are critical perennial sources for our surface waters and the ecosystems they support.

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~~ Maintain sustainable groundwater withdrawal, conserve protect aquifer recharge areas, 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

~~Climate change may reduce the volume of our finite groundwater resources.~~ Anticipate and prepare for the consequences of climate change on our aquatic resources. These changes include 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 and seasonal integrity of surface water and groundwater for future generations for the Island's people and ecosystems.

Guiding Policy 2.5

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

Guiding Policy 2.6

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

Guiding Policy 2.7

~~Allow for the reasonable~~ Recognize the water resource needs of farms, home gardens and domestic landscapes and support planning and conservation practices that ensure the, when planning for the long-term sustainable use of the our 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 served by 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

Nurture Bainbridge Island as a *sustainable community* by meeting 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~~ Promote environmental sustainability by supplementing 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~~ Promote an equitable social environment equity on the Island by addressing basic human needs including *affordable housing*, personal health and safety, mobility and ~~increased access to human services, civic and cultural amenities.~~

Guiding Policy 6.3

Promote economic sustainability ~~Seek appropriate ways and work to provide economic opportunities for all community residents within a diversified Island economy.~~

Fig. IN-6 Sustainable Community



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 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*.

SECTION BELOW ADDED TO RESPOND TO PSRC COMMENTS**VISION 2040: Puget Sound Regional Council**

Puget Sound Regional Council (PSRC) is the metropolitan planning organization for the greater Seattle area (Kitsap, Snohomish, King and Pierce counties). The Bainbridge Island 2016 Comprehensive Plan advances the sustainable approach to growth and future development that is the cornerstone of Vision 2040. Sustainability is integrated throughout all Elements of the city's comprehensive plan. We have incorporated a systems approach to planning and decision-making that addresses protection of the natural environment. The plan commits to maintaining and restoring ecosystems, reduce greenhouse gas emissions, promotes non-motorized transportation, alternatives to single-occupancy vehicle travel, encourage compact development and prioritizes the creation of new affordable housing. We have also established an affordable housing goals for this planning period. The plan includes provisions that ensure that a healthy environment remains available for future generations in our city.

Our city's comprehensive plan has been updated based on residential and employment targets that align with Vision 2040, as demonstrated through the population and employment capacity analysis in the Kitsap County 2014 Buildable Lands Report. The City's existing residential and commercial zoning accommodates those target- see tables below.

City of Bainbridge Island Population Capacity and Demand	
2036 Residential Population Forecast/Target	28,660
Population Capacity Under Existing Zoning	6,814
2010-2036 Allocated Population Growth	5,635
Net 20-Year Population Capacity (+ or -)	+1,179
Population Capacity/Demand Ratio	1.21

City of Bainbridge Island Employment Capacity and Demand	
Employment Capacity Under Existing Commercial Zoning	2,941 jobs
2036 Employment Growth Forecast/Target	2,808 jobs
Net 20-Year Population Capacity (+ or -)	+133 jobs
Employment Capacity/Demand Ratio	1.04

CITY COUNCIL LAND USE ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. Land Use Element Introduction, 4th paragraph, p. LU-0:

Future growth on Bainbridge will be accommodated in a manner that is consistent with **the responsible stewardship of its finite natural resources**. requirements of the GMA, yet in several ways **With that overall goal in mind**, 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. **(Peltier)**

2. 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 **an important part of** the Island's **special** character that is so highly valued by its residents. **(Peltier)**

3. 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** ~~establishes~~ a development pattern that is consistent with the *Goals* of the community and compatible with the Island's natural systems. **(Peltier)**

4. LU 4.9 "Coordinate the City's planning programs and development regulations concerning open space preservation (including habitat, land restoration and other land conservation strategies) with the efforts of the Bainbridge Island Land Trust, BIMPRD, Friends of the Farms and other local and regional organizations to identify, acquire and administer *conservation easements*." **(Roth)**

5. LU 4.9. Amend as follows: "Coordinate the City's planning programs and development regulations concerning open space preservation with the efforts of appropriate organizations ~~the Bainbridge Island Land Trust~~ to identify, acquire, and administer conservation easements." **(Medina)**

Reasoning: We should work with more than just BILT on this.

Suggested by: Bainbridge Island Land Trust.

6. Policy LU 4.9 (Bainbridge Island Land Trust) Coordinate the City's planning programs and development regulations concerning open space preservation **(including habitat, land restoration and other land conservation strategies)** with the efforts of the Bainbridge Island Land Trust, BIMPRD, Friends of the Farms, and **other local and regional organizations**, to identify, acquire and administer conservation easements. **(Peltier)**

7. **p. LU-9, Policy LU 4.9** – add “efforts of the Bainbridge Island Land Trust to identify and prioritize conservation and open space opportunities, and to acquire and administer *conservation easements*.” **(Tollefson)**
8. **P. LU-9, Policy 5.5.** We have been urged by a well-orchestrated late group of comments to select the “Living Building Challenge” as the green building code applicable to Bainbridge Island. In this Policy, we commit to adopting *some* green building code, and I think it is proper for us to have a separate process after adoption of the Comp Plan to thoughtfully decide what the components of that code for our Island should be. **(Tollefson)**
9. **LU 5.5** “Implement a the Living Building Challenge as the green building code for all development.” (*add LBC to glossary?*) **(Roth)**
10. **Policy LU 9.18** Per citizen comment: why was LU 9.18 deleted see below? The Future Land Use Map doesn’t show densities for the Neighborhood Centers. **(Peltier)**
Policy LU 9.18 The base density of residential development in the Neighborhood Centers is 2 units per acre. A density bonus of 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.
11. **“Open Space Residential” Goal LU 14:** Revisit that discussion? **(Peltier)**
12. **LU Policy 22.5:** Delete “State” from before “Park” at the end. **(Medina)**
Reason: It is no longer a state park.
Suggested by: Parks District.
13. **Policy LU 22.5** – Delete “State” before “Park” **(Tollefson)**
14. **p. LU-30** – Include references to Goals and Policies supporting each of the High Priority Action items. Correct spelling of “lerner” in Action Item. 3. **(Tollefson)**
15. **LU Action #3** Amend the City’s development code to implement green building codes. Utilize lessons learned from communities of comparable environmental and socioeconomic characteristics to implement green building codes which address issues such as site sustainability, water use efficiency, energy use efficiency, indoor environmental quality, and the impact on the atmosphere, materials and resources by buildings. **(Townsend)**

2/7/2017

- 16.LU Action #3.** Amend the first sentence as follows: “Amend the City’s development code to implement green building codes, giving strong consideration to using the Living Building Challenge as the green building code for all development.” **(Medina)**
Reasoning: The Living Building Challenge is a standard to aspire to.
Suggested by: many individuals.

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 TOWN CENTER	LU-11
HIGH SCHOOL ROAD AREA	LU-13
NEIGHBORHOOD CENTERS	LU-15
LYNWOOD CENTER	LU-16
ISLAND CENTER	LU-16
MILLER ROAD/BATTLE POINT DRIVE CONTRACT REZONE	LU-16
ROLLING BAY	LU-16
STANDARDS FOR ALL NEIGHBORHOOD CENTERS	LU-17
BUSINESS/INDUSTRIAL	LU-18
WATER-DEPENDENT INDUSTRIAL DISTRICT	LU-20
ISLAND-WIDE CONSERVATION AREA	LU-21
OPEN SPACE RESIDENTIAL DISTRICT	LU-23
LOCAL FOOD PRODUCTION	LU-23
PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM	LU-24
PROPERTY RIGHTS	LU-25
INTERGOVERNMENTAL COOPERATION AND COORDINATION	LU-25
HISTORIC PRESERVATION	LU-26
CONTAMINATED SITES	LU-28
ESSENTIAL PUBLIC FACILITIES	LU-29
IMPLEMENTATION	LU-30

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 Kitsap County 2014 Buildable Lands Report showed that the Island has sufficiently zoned land in 2016 to accommodate the anticipated population and employment 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.
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

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.)

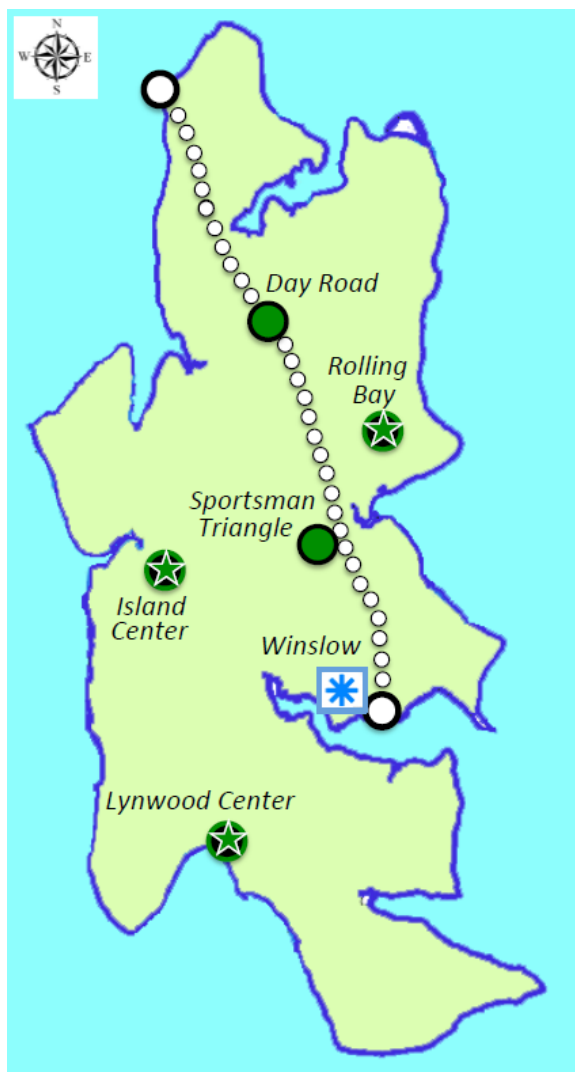
Outside of the **Designated Centers**, almost 90% of the Island is a green and open landscape. The residential land use pattern in this **Conservation Area** minimizes the footprint of the built environment and embodies design principles that protect the Island's aquifers, surface waters and fish and 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.)

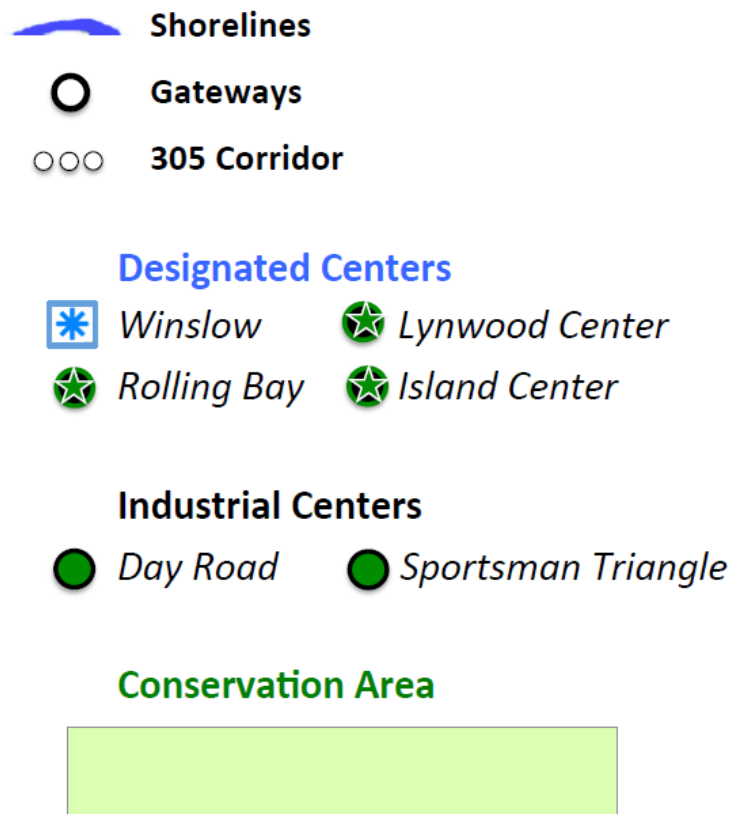


Fig. LU-2 Typical Island Conservation Area

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 enhance the quality of life and improve the environment of the Island.

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council (KRCC)* 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 Designated 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 establishes 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 takes 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 public education program 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 sets an example of environmental stewardship so that others will be encouraged to do so.

Policy LU 2.4

Develop a City program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5

Prepare a Bainbridge Island Climate Change Strategy 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 development in *designated centers*, increase a network of conservation lands, maximize public access 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*. while increasing conservation, protection and restoration on the Island, including shorelines, especially where there is interaction between the fresh and saltwater environments.

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 4.2 4.3

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

Policy LU 4.3 4.4

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

Policy LU 4.4 4.5

The "Special Planning Area" process Subarea planning 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 4.5 4.6

The "Special Planning Area" process Subarea planning for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

Policy LU 4.6 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 4.7 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 4.8 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. 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.

Policy LU 4.9 Coordinate the City's planning programs and development regulations concerning open space preservation with the efforts of the Bainbridge Island Land Trust to identify, acquire and administer *conservation easements*.

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.

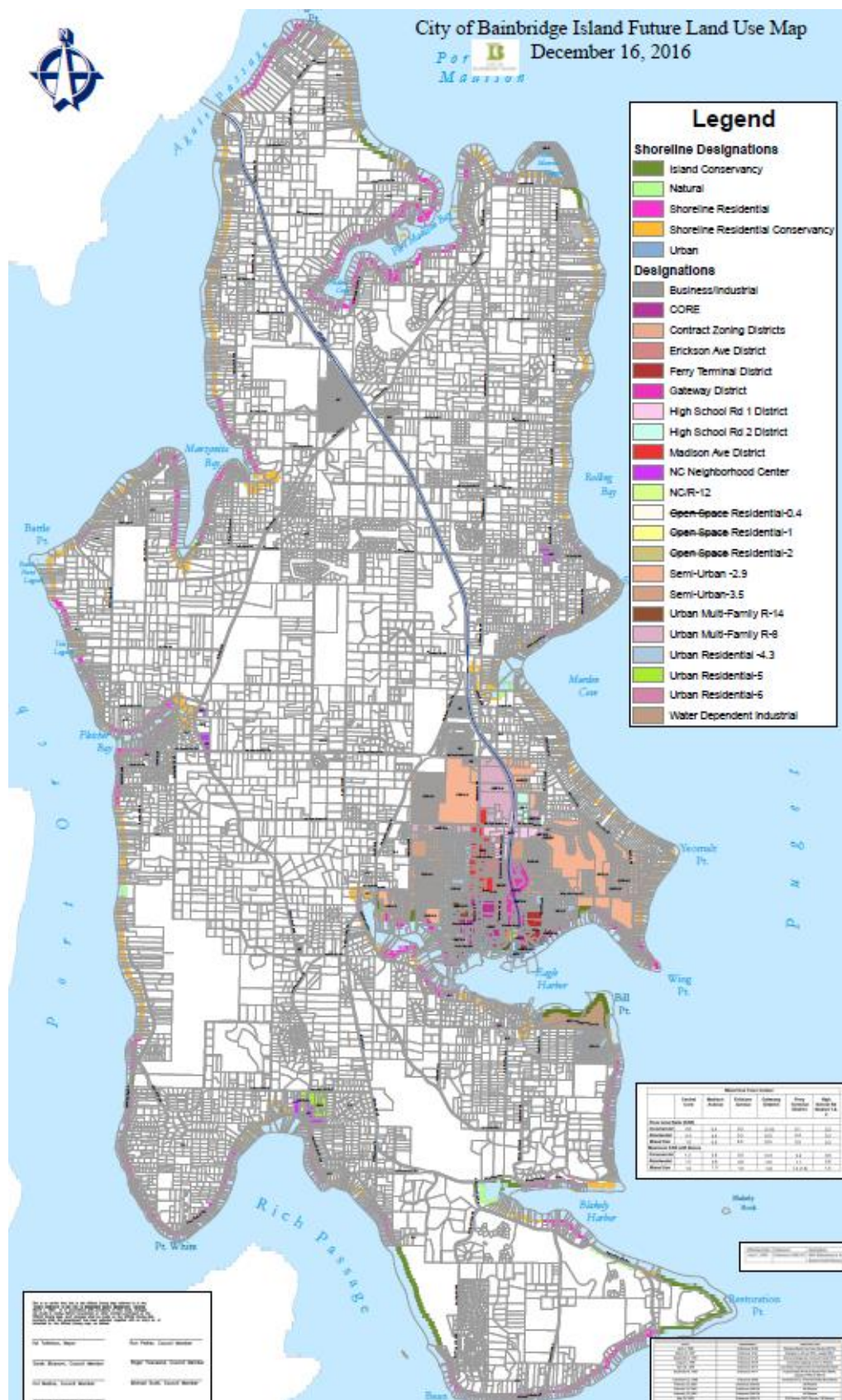


Fig. LU-5 Future Land Use Map



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

Policy LU 4.10

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 designated centers* with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, and Sportsman Triangle. Collectively, Winslow, 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 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.

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.

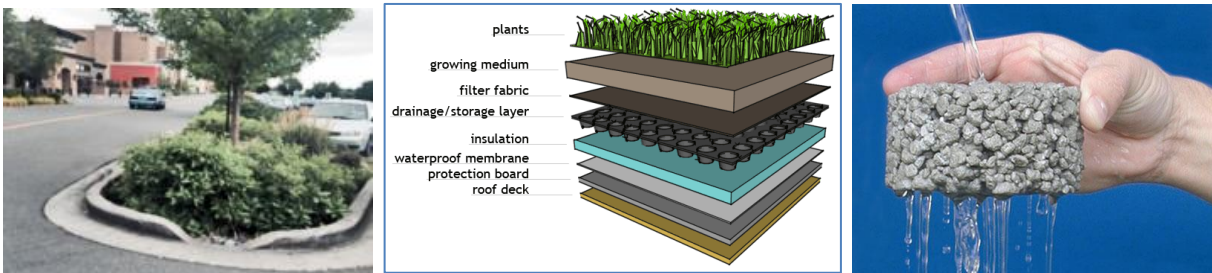


Fig. LU-7 *Low Impact Development* methods mimic natural drainage processes

Policy LU 5.5

Implement an optional a green building code or “green factor” for both commercial and multifamily residential projects.

Policy LU 5.6

Address Create 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 development to avoid or minimize potential conflicts with agricultural activities and recognize right-to-farm regulations in developments located adjacent to agricultural uses.

Policy LU 5.10

Improve transportation facilities between *designated centers* to reduce vehicle miles traveled and *greenhouse gas* emissions.

Policy LU 5.11 7.2 MOVED TO APPLY TO ALL DESIGNATED CENTERS

~~A base level of Commercial and residential *density* within *designated centers* the *overlay districts* of the MUTC and the High School Road districts is described in the Winslow Master Plan, with an may be increased 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 residential *density* within the MUTC and ~~within~~ the High School Road Districts or within neighborhood centers.
- Preservation of on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.

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.

Encourage improvement of aging or underutilized developments over development of previously undeveloped property.

Policy LU 6.1

Land use designations reflect the priority of Bainbridge Island to remain primarily residential and agricultural with nonresidential development concentrated in the *designated centers*.

Policy LU 6.2

Promote dense residential and commercial development and encourage human activity 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. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.

Policy LU 6.3

Island Center, Rolling Bay, and Lynwood Center offer housing and small-scale, commercial and service activity outside of Winslow. These Neighborhood Centers are allowed to develop at higher *densities* to reinforce their roles as centers.

Policy LU 6.4

~~Consider 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 6.4 ~~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 6.5 ~~6.6~~

Process applications for development approval on Bainbridge Island 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 6.6 ~~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, especially affordable housing, in areas designated for residential development including residential open space.

Policy LU 6.7 ~~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 6.8 ~~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 MOVE TO BE UNDER GOAL 5, APPLY TO ALL DESIGNATED CENTERS~~

~~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 7.2 7.3

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

Policy LU ~~7.3~~ 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 ~~7.4~~ 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.

Policy LU ~~7.5~~ 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.

Policy LU ~~7.6~~ 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.

Policy LU ~~7.7~~ 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 *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 are to be developed at higher *densities* to reinforce their roles as community centers. The neighborhood centers will 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, and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

Policy LU 9.1

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

Policy LU 9.2

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

A subarea plan has been completed for 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 *subarea 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 for Rolling Bay 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 *subarea 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 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 Subarea 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 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 or underground of multifamily, commercial and mixed use developments. Design parking lots to be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Consider solar access when planning size and type of ~~Integrate trees in a trees within a parking lot with respect to 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 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**

Provide appropriate Business/Industrial (B/I) zoned land 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, 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. 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 10.8 11.1

Discourage the inappropriate designation of isolated Business/Industrial Districts.

Policy LU 10.9 11.2

Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.

WATER-DEPENDENT INDUSTRIAL DISTRICT**GOAL LU-11.12**

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 11.1

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 11.2

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 11.3

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 11.4

Carefully consider regional and statewide needs for industrial facilities in reviewing new proposals, as well as in allocating shorelines for such development. Coordinate such reviews or allocations 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 11.5

Encourage expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating *mixed use development* over the addition *and/or* location of new or single-purpose industrial facilities.

Policy LU 11.6

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

Policy LU 11.7

Require new or expanded industrial development 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. Require as much visual access to the shoreline as possible.

ISLAND-WIDE CONSERVATION AREA**GOAL LU-12.13**

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

Policy LU 12.1

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

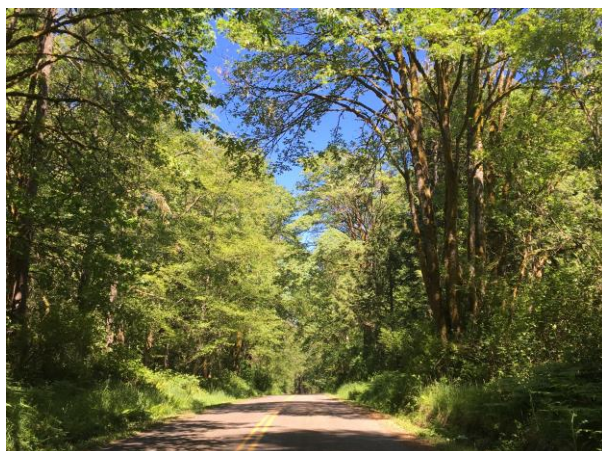


Fig. LU-14 Typical views from the road on much of the Island is of green, leafy countryside

Policy LU 12.2

Protect *open space*, *critical areas* and agricultural uses through public and private initiatives such as open space tax incentives, *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 12.3

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

Policy LU 12.4

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

Policy LU 12.5

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 12.6

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

Policy LU 12.7

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

GOAL LU-13.14

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 13.1

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

Policy LU 13.2

Design and site new development ~~so as to cause 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 and vegetable stands.

Policy LU 13.3

Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community. 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 13.4

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~~ is discouraged, and must follow the Highway Access Management provisions of WAC 468-51 and WAC 468-52.

OPEN SPACE RESIDENTIAL DISTRICT

GOAL LU-~~14~~ 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.

Policy LU ~~14.1~~

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

Policy LU ~~14.2~~

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

Policy LU ~~14.3~~

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

Policy LU ~~14.4~~

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

Policy LU ~~14.5~~ 16.3

~~Consider subarea planning for neighborhoods that request it.~~ 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-~~15~~ 16

Promote food security ~~and public health~~ 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.

Policy LU ~~15.1~~

Encourage 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 15.2

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

Policy LU 15.3

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

Policy LU 15.4

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

Policy LU 15.5

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

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

GOAL LU-16 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 16.1

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 17.3~~

~~Adopt an Island-wide Conservation Strategy.~~

Policy LU 16.2 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-17 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-18 19**

The citizens expect all government entities 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.~~

Policy LU 18.1

It is the policy of the City to cooperate and coordinate with all other governmental entities which serve the people of Bainbridge Island.

HISTORIC PRESERVATION**GOAL LU-19 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 19.1

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

Policy LU 19.2

The City and its Historic Preservation Commission (HPC) 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 19.3

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

Policy LU 19.4

Coordinate with Tribes and other interested stakeholders to promote awareness, respect for and celebration of the Island's historic resources of the Island.

GOAL LU-20 24

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 20.1

Recognize historic resources listed on or eligible for the local registry as significant historic properties.

Policy LU 20.2

Maintain an updated inventory of historic resources using the latest affordable technologies available.

Policy LU 20.3

Support and expand the Local Historic Register program.

Policy LU 20.4

Develop protocols for the consistent evaluation of historic resources on the Island.

Policy LU 20.5

Define and identify “iconic” structures and sites (those intended for permanent preservation) which are deemed essential elements of the community’s character, history and identity.

GOAL LU-21 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 21.1

Encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 21.2

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

Policy LU 21.3

Develop design guidelines for projects within or adjacent to significant historic properties and/or *neighborhoods* to ensure compatible development.

Policy LU 21.4

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

Policy LU 21.5

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

Policy LU 21.6

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

GOAL LU-22 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 22.1

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

Policy LU 22.2

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

Policy LU 22.3

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

Policy LU 22.4

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

Fort Ward**Policy LU 22.5**

Maintain and enhance the unique character of Fort Ward **Planning Study** 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 22.6

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 Fort Ward history and structures help create unique local character and identity

CONTAMINATED SITES**GOAL LU-23 24**

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.

Policy LU 23.1

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 23.2

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 23.3

Clean-up and remediate City-owned contaminated sites.

Policy LU 23.4

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.

ESSENTIAL PUBLIC FACILITIES**GOAL LU-24-25**

Meet the needs of the community ~~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 24.1

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 24.2

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

GOAL LU-25-26

The process for siting *essential public facilities* 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 25.1

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, the City will create a Facility Analysis and Site Evaluation Committee composed of citizens, City Staff, elected officials and appropriate technical experts. The Committee 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 25.2

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.

Identify of all departments that will play a role in the planning or construction of an *essential public facility*. Identify other governmental regulatory requirements, 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.

NOTE: POLICIES REFERENCED IN THIS SECTION HAVE NOT BEEN UPDATED TO REFLECT CITY COUNCIL CHANGES

HIGH PRIORITY ACTIONS

LU Action #1 Complete a thorough review of all Bainbridge Island codes to ensure that they implement and are consistent with the Comprehensive Plan.

LU Action #2 Review and update the Lynwood Center Subarea Plan.

LU Action #3 Amend the City's development code to implement green building codes. Utilize lessons learned from communities of comparable environmental and socio-economic characteristics to implement green building codes which address issues such as site sustainability, water use efficiency, energy use efficiency, indoor environmental

quality, and the impact on the atmosphere, materials and resources by buildings.

LU Action #4 Encourage development of adequate parking to support Winslow facilities and services.

Insert Policy LU 6.2 to support

LU Action #5.4 Adopt a multi-year planning work program for adopting the subarea plans for Island Center, Rolling Bay, Sportsman Triangle and Day Road.

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access 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 Island Center, Rolling Bay, Sportsman Triangle 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 offer housing, small-scale, commercial and service activity outside of Winslow. These-Neighborhood Centers 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, 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 #6.2 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 development in *designated centers*, increase a network of conservation lands, maximize public access 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 a high 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.

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 #7 3 Prepare Consider development of 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 #8 (was # 4) Identify discrete sections of the Land Use Code and land use approval process, that can be enhanced to improve the quality of development, increase transparency and public process, eliminate confusion, and reduce unnecessary redundancy and delays in the permitting process.

LU Action #9 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 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.

MEDIUM PRIORITY ACTIONS

LU Action #10 (Policy LU 2.5)

Prepare a Bainbridge Island Climate Change Strategy and Water Conservation Plan.

OTHER PRIORITY ACTIONS

LU Action #11-7 Review and update design standards and guidelines for the *neighborhood centers*.

Policy LU 5.4 *Sustainable* development and redevelopment 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 toward the pedestrian. Retail uses are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses 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 = to be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. Integrate trees in a parking lot to allow solar access.

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

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.

ECONOMIC VISION 2036

Bainbridge Island has balanced economic development developed in a manner that is consistent 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 lands is now under cultivation are being sustainably cultivated and producing seasonal foods for local consumption. The number of farms on private acreage has increased and is supplementing the local food supply. To enhance the viability of local farms, affordable housing for farmworkers has been appropriately built on City owned farmland.

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.

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. Create an Economic Development 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) in order to and for growth that recognizes and protects the Island's valued natural amenities, its limits of land and water and the quality of its residential neighborhoods.

Policy EC 1.6

Coordinate with the business community 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.

Policy EC 2.5

Consider the development of a downtown parking structure, possibly through a public/private partnership.

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 incorporates and enhances financial, natural, and social *economic capital* 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 and provide 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

Enhance the existing *designated centers* 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 small-scale producers, including *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 at higher residential *densities*, as recommended in the Land Use Element, in order to attract a variety of small-scale retail and service providers.

Policy EC 8.3

Promote locally-owned and independent businesses with standards that foster unique development.

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. 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 and support public transit and shuttle services.

Policy EC 11.2

The predominant focus of downtown Winslow 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* 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 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

Apply performance standards to 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 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 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. Create an Economic Development Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.6

Coordinate with the business community and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy.

EC Action #2 Continue efforts to promote and support agriculture as a component of the Island's economy, landscape and culture. COUNCIL MOVED UP TO HIGH PRIORITY

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 #3-4 Assure that adequate parking is available to support businesses. COUNCIL MOVED UP TO HIGH PRIORITY

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.

MEDIUM PRIORITY ACTIONS

COUNCIL RECOMMENDATION THAT ALL ECONOMIC ELEMENT ACTIONS ARE HIGH PRIORITY

EC Action #3 Identify capital projects and streetscape standards to implement Policy EC 11.1 to improve non-motorized facility links between the ferry terminal, downtown Winslow, and the harbor enhance non-motorized mobility within Winslow, for ferry commuters, 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 and support public transit and shuttles.

CITY COUNCIL ENVIRONMENTAL ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **Restoring Policy EN 1.1 to the 2004 Version (*Peltier*)**
Policy EN 1.1 (as it appears in the 2004 Comp Plan)
Land use decisions shall be made seriously considering the overall goal of the Comprehensive Plan in protecting the Island's natural environment.
Policy EN 1.1 (as it appears in the current draft)
A primary goal of the Comprehensive Plan is protecting the Island's natural environment; land use decisions implement this goal.
2. **EN 5.5 (NEW /re-number) "Identify and classify streams and stream reaches which have an anadromous fish presence." (*Roth*)**
3. **EN 5.7:** Add the words "the Park District" after "Tribes,".
Reason: If we're listing organizations to work with on this, we should include the Park District.
Suggested by: Parks District. (*Medina*)
4. **EN 5.10: Add a NEW Policy:** "Identify and classify streams and reaches that have anadromous fish presence." (*Medina*)
An accurate classification could change fish management practices for the better and could have a large impact on the potential liabilities for the City related to replacing culverts.
Suggested by: Robert Dashiell
5. **Policy EN 10.1:** leave this language as a paragraph under Goal EN-10, but remove its "Policy" designation. Renumber remaining policies. (*Tollefson*)
6. **Policy EN 10.4:** Councilmember Peltier previously requested a change to this policy to which I objected. I believe the following change would address both his concern and my objection: "Address **Evaluate** the impacts **and consequences** of new development **both during and subsequent to construction** on air quality as part of the environmental review....." Specific ways in which this Policy should be effectuated should be left for regulatory action. (*Tollefson*)
7. **Policy EN 10.4** ~~Address~~ **Evaluate and address** the impacts of new development on air quality **and atmospheric conditions** as a part of the environmental review process and require mitigation when appropriate. **Factors will include, but are not limited to, tree and vegetation loss and the generation of new motor vehicle trips.** (*Peltier*)

8. Policy EN12.? Proposed new policy on greenhouse gases: (*Peltier*)

Create a comprehensive greenhouse gas inventory for Bainbridge Island to establish a baseline for greenhouse gas reduction targets.

9. EN 19.5: Add the words “the Bainbridge Island Metropolitan Park & Recreation District” after “Land Trust”. Reason, if we are going to list the Land Trust, we might as well list the Parks District as well. Alternatively, we could remove the reference to Land Trust and just “Consider partnering with other organizations and”

(*Medina*)

Suggested by: Parks District.

10. Policy EN 19.5 – add “, the Park District” after “Land Trust” (*Tollefson*)

11. EN 19.9. Add a NEW Policy: “To the greatest extent legally and practicably possible, prohibit clearcutting and grading of any land parcels and any areas greater than ¼-acre in size.” **(*Medina*)**

Reasoning: While there seems to be agreement that we don’t want clearcutting to occur, the fact is that clearcutting is occurring. Nowhere does the comp plan actually make a statement about prohibiting clearcutting. It should clearly state that we don’t want clearcutting.

Suggested by: many individuals.

12. EN Action #2 Integrate sustainability and conservation into regulations. **Consider the feasibility of incorporating the Living Building Challenge into the City’s development regulations. (*Peltier*)**

13. EN Action #4 “...that protect water quality and quantity. ~~Consider~~ Create a new “Agricultural Resource Land” (ARL) designation, and ~~consider~~ designate City-owned farmland as ARL”. **(*Roth*)**

14. Proposed new goals & policies for the Environmental Element: (*Peltier*)

Natural Ecosystem Services

Goal EN-?

In order to maintain the healthy and sustainable function of our natural systems, and their contribution to the Island’s quality of life, identify the services provided by the Island’s Natural Ecosystems to help guide policies and regulations that will enhance and protect them.

Policy EN-?.1 Conduct an inventory of the Island’s *Natural Ecosystem Services*, considering their contribution to the Island’s economy, culture, and quality of life.

2/7/2017

Policy EN-?.2 Consider the development of Levels of Service standards for the Island's *Natural Ecosystem Services*.

Policy EN-?.3 Consider the use of Levels of Service Standards for *Natural Ecosystem Services* as a tool to help implement Goal LU-1 from the Land Use Element: specifically to "promote and sustain high standards that will enhance the quality of life and improve the environment of the Island".

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 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. Support for preservation of *environmentally sensitive areas* and *agricultural lands* is high. 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; land use decisions implement this goal.

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

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*. 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~~ discourage 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 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

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

Utilize integrated pest management practices.

Goal EN-3

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

Policy EN 3.1

Design lots to protect natural systems and avoid or minimize 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

Use *Transfer of Development Rights* (TDRs) and *Purchase of Development Rights* (PDRs) to protect critical areas.

Policy EN 3.3

Include in any lot created by *subdivision* of land 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

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*, especially during offspring rearing season, and wildlife corridors, including Tribal Usual and Accustomed fishing areas, are integral components of the *land use* planning process.

Policy EN 5.2

The identification of *fish and wildlife habitat* is based on 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* 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.

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, 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 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* and *erosion hazard areas*. If the hazard caused by development can be mitigated, then design *land use* 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 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 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 where feasible.

Policy EN 8.5

Allow clearing, grading or filling on sloped areas containing *landslide hazard and erosion hazard areas* only when other alternatives are not feasible and when it will not destabilize those areas. Such activity 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 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* 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 in the determination of *geologically hazardous areas*. Areas that are stable under normal conditions can become landslides during earthquake events.

Policy EN 9.4

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

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

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. Maintain and improve Island air quality, by promoting the development of carbon free *infrastructure*.

NOISE**GOAL EN-11**

Promote the reduction of 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

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 the most energy efficient and spectrum appropriate technology available; 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 control and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to 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 results in invasive weed infestation.

AGRICULTURAL LANDS

NOTE: The PC had recommended deleting this introductory section, but the City Council added back in, but moved to Introduction.

~~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-15

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

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

Policy EN 15.2

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

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

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

Policy EN 15.5

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

Policy EN 15.6

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

Policy EN 15.7

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

Policy EN 15.8

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

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. 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

Minimize conflict between agricultural and non-agricultural uses.

Policy EN 16.1

Design and locate development adjacent to areas designated or registered as agricultural land to avoid or minimize potential conflicts with agricultural activities.

Policy EN 16.2

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

Maintain the Right to Farm Ordinance.

Policy EN 16.4

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

GOAL EN-17

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

Encourage small-scale farming.

Policy EN 17.2

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

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

Policy EN 17.4

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

Policy EN 17.5

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

Policy EN 17.6

Minimize the parking requirements for agricultural uses (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

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.

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

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

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

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

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 resource for logging but more recently have become 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

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, riparian areas, steep slopes and areas subject to erosion.

Policy EN 19.2

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. Undertake periodic tree inventories to assess canopy cover and health of forested areas and significant trees.

Policy EN 19.3

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 greater than the preservation required by code during site design. Update Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay to incorporate tree preservation practices and policies.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees.

Policy EN 19.5

Consider partnering with the Bainbridge Island Land Trust and other organizations and re-establishing a Community Forestry Commission.

Policy EN 19.6

Encourage Best Management Practices to protect and enhance community forests.

Policy EN 19.7

Encourage activities that enhance the community's awareness of the value of trees and the community forest.

Policy EN 19.8

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

MINING

GOAL EN-20

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

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 be kept current.

Policy EN 8.1

Avoid *land uses* on *landslide hazard* and *erosion hazard areas*. If the hazard caused by development can be mitigated, then design *land use* 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

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 includes recognizing and preparing for the impacts of *climate change*.

Policy EN 6.4

Locate public facilities such as sewer and water lines 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. Maintain and improve Island air quality 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 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.

EN Action #5 Incorporate *low impact development* principles, goals, and approaches into all land use and development codes.

NOTE: SAME ACTION IN WATER RESOURCES ELEMENT

EN Action #6 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

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

MEDIUM PRIORITY ACTIONS

EN Action #75 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.

EN Action #86 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

Use *Transfer of Development Rights (TDRs)* and *Purchase of Development Rights (PDRs)* to protect critical areas.

Policy EN 5.3

The protection and enhancement of mature trees, and *fish and wildlife habitat* 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* the option of participating in the *(TDRs)/(PDRs) program*.

EN Action #97 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~~ discourage the use of neo-nicotinoid pesticides.

Policy EN 14.1

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

Policy EN 14.2

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

EN Action #10 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*.

OTHER ACTIONS

EN Action #12 40 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.

**CITY COUNCIL WATER RESOURCES ELEMENT COMMENTS
PREPARED FOR 2/7/2017 MEETING**

1. **Goal WR-2:** Change “clear” to “clean”.
Reasoning: fixing a typo. (*Medina*)

2. **WR 2.9.** Change “an aquifer conservation zone” to “one or more aquifer conservation zones”. (*Medina*)
Reasoning: We might determine that it would be more sensible to have different zones on different areas of the Island rather than one zone across the entire Island.
Suggested by: Melanie Keenan.

3. **WR Policy 2.15: (a NEW Policy)** “Develop and maintain a publicly-available system to report groundwater levels on a timely basis to inform residents about potential water shortages.” (*Medina*)
Suggested by: An individual citizen.

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
PUBLIC EDUCATION AND OUTREACH	WR-12
IMPLEMENTATION	WR-13

WATER RESOURCES INTRODUCTION

Bainbridge Island is solely dependent on groundwater for its drinking water and 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.

When rain falls, rainwater Precipitation 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)

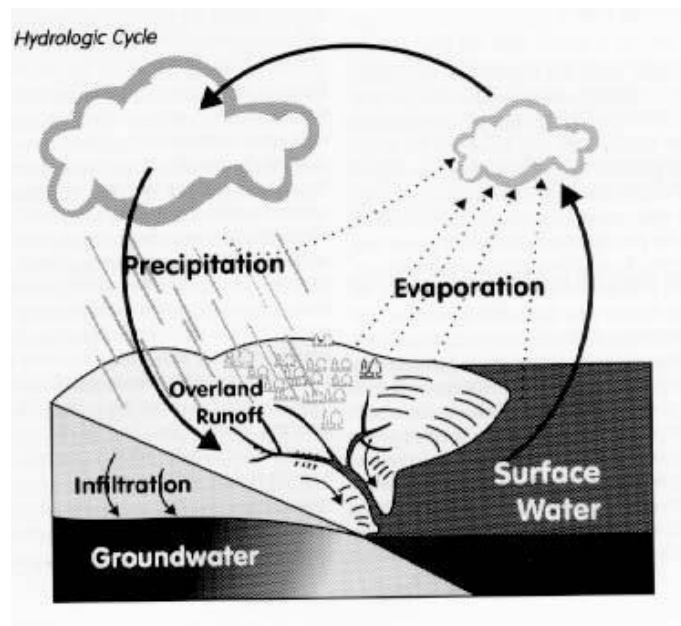


Fig. WR-1 The Hydrologic Cycle

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

The 2016 Bainbridge Island Climate Impact Assessment, which is referenced in this Comprehensive Plan, establishes that a primary concern of *climate change* is the impact on *water resources*, especially for an island location like Bainbridge Island that relies solely on an *aquifer* system for its drinking water. *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 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 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 possible necessary restore and enhance 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 and affordable 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 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.

Policy WR 1.3

The City will provide sustainable water resource planning, protection, management and monitoring in coordination with government agencies at all levels, drinking water purveyors, Tribes, non-profit organizations, and other stakeholders.

Policy WR 1.4

Apply the policies in this element in tandem together 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 and in compliance with county, State, and federal laws and regulations.

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 to ensure clear and sufficient groundwater for future generations.

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*.

Development, if any in Low impact uses and less intense development are appropriate for areas with high *aquifer recharge* should be limited to low impact uses and less intense development. 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* as part of a *land use* application. Minimize the effect of development on these areas.

Policy WR 2.3

To promote efficient use of *groundwater* resources, encourage the expansion of existing 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

Reduce the use of pesticides and herbicides by encouraging integrated pest management techniques and less toxic alternatives.

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 encourage exempt well owners to regularly monitor and report the quality of their well water and identify leaks using tools such as flow meters

Policy WR 2.9

Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, consider creation and application of an aquifer conservation zone for appropriate areas of the Island and 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 Revised Code of Washington (RCW) 36.70A.550.

Policy WR 2.10

Retard seawater intrusion through well location regulations into our groundwater through the development and application of a comprehensive seawater intrusion prevention program.

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 homeowners and business owners to use stormwater 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, and reporting including modeling, hydrogeologic 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 in regulated aquatic *critical areas* or their associated water quality buffers shall not be allowed unless only if the subject property is encumbered to such an extent that application of *development regulations* would deny all any reasonable use of property. In such cases, minimize the allowed use and associated impacts, to maximize environmental protection.

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 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 and quantity are is protected.

Policy WR 3.5

Prior to any clearing, grading or construction on a site, all *wetlands*, *streams* and buffer areas 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 may only be used in aquatic resource areas and buffers when applied by licensed applicators.

Policy WR 3.7

Prohibit access to aquatic *critical areas* by *farm* animals. Require a *farm* management plan for agricultural activities within proximity of *aquatic resources* 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 the ecological function 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.

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

Stream relocation will only be allowed where relocation would result in improved stream ecosystem function.

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 habitat and adjacent riparian areas to ensure sustainable populations of resident aquatic life.

Policy WR 3.15

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

Policy WR 3.16

Maintain **Ensure** 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 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

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

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

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 LID methods and practices for new development and redevelopment to the maximum extent practicable and reasonable.

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. 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

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* only with assurance of proper design, operation, management and approval from the Kitsap Public Health District.

Policy WR 5.8

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

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-6

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 6.1

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 6.2

Promote opportunities for citizen stewardship and involvement.

Policy WR 6.3

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 together 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, consider creation and application of an aquifer conservation zone for appropriate areas of the Island and 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 LID 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. Take the actions necessary- capital improvements, code changes, etc.- to capture, clean and re-infiltrate as much stormwater as reasonably possible.**

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 Incorporate *Low Impact Development* principles, goals and approaches into all land use and development codes.

NOTE: Same Action in Environmental Element

WR Action #4 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 **Ensure** 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.

MEDIUM PRIORITY ACTIONS

WR Action #5 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 homeowners and business owners to use stormwater 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 6.2

Promote opportunities for citizen stewardship and involvement.

WR Action #6 Consider adopting seawater intrusion regulations in coordination with Kitsap County.

OTHER PRIORITY ACTIONS

WR Action #7 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.

CITY COUNCIL HOUSING ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. Paragraph one of the Vision:

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

2. Housing Vision (pg. HO-3): Modify the first sentence as follows: "Bainbridge Island in the year 2036 provides a broad diversity of housing alternatives to further ~~the equally important goals of environmental stewardship and the population's needs for housing, health, and safety and access to employment, goods, and services.~~" And remove the paragraph break so that the first and second paragraphs become one paragraph. **(Medina)**

Reasoning: (1) The first part of the deleted text (stating that environmental protection and housing are equally important) is a policy statement, not a vision statement; (2) Providing a broad diversity of housing in no way "furthers the . . . goal of environmental stewardship" so the sentence does not make sense; and (3) Providing diversity of housing does not provide "access to employment, goods, and services" so, again, the sentence does not make sense.

Suggested by: Me.

3. Proposed new item under Policy HO 2.1, page HO-4 (Peltier)

Include the following new housing report issue as #6 and re-number existing 6-12 as 7-12.

Policy HO 2.1 The Housing report shall address the following aspects of housing:

12. An analysis of how property taxes impact housing affordability.

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 on Bainbridge Island.



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 further the 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 *affordable 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 Tiny House/ADU



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



Fig. HO-10 Live-aboard Unit

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* and other regional entities 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 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 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 regulations 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

Support Water-based (live-aboard) housing provides as 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 *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 a 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 provide 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.

Policy HO 6.7

Support the development of liveable neighborhoods.

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~~ Explore measures and the merits of source-of-income discrimination controls.

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 pursue 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 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 a 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.

HO Action #4 Consider actions that can be taken to reduce financial barriers that inhibit the desired increase in diverse and affordable housing.

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 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 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.

HO Action #5 Create a short-term (60-90 days) citizen *affordable housing* task force to consider the revised Housing Element and provide specific recommendation for near-term action.

HO Action #6 Review and revise City regulations related to permissible live-aboard capacity in City marinas.

MEDIUM PRIORITY ACTIONS

HO Action #7 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 #8.5 Look for ways to reduce the cost of multifamily housing, particularly affordable housing.

Policy HO 4.5

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

OTHER PRIORITY ACTIONS

HO Action #9.6 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 and other regional entities to develop equitable and effective county-wide planning policies and other strategies to locate, finance and build *affordable housing*.

CITY COUNCIL TRANSPORTATION ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **Policy TR 2.2** – add sentence at end “Coordinate with the Park District as the primary provider of the community’s recreational trails.” **(Tollefson)**
2. **Policy TR 2.11** – add sentence at end “Coordinate these efforts with the Park District when parkland and recreational trails are involved.” **(Tollefson)**
3. **TR 2.11. Add to the end:** “Coordinate these efforts with the Park District when parkland, open space, and recreational trails are involved.” **(Medina)**
Reason: It makes sense to coordinate this with Parks.
Suggested by: Parks District.
4. **Proposed New Policy TR 7.?** Encourage and support the use of adaptive control traffic signal systems technology along the entire SR305 corridor to improve the functioning of intersections. **(Peltier)**
5. **Proposed New Policy TR 7.?** Consider the future impact of autonomous vehicles upon our transportation system. **(Peltier)**
6. **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, and/or new innovations, into highway improvements and strategies that reduce greenhouse gas emissions and transit vulnerabilities from climate change. **(Peltier)**
7. **Policy TR 7.4** Support planning efforts for the eventual replacement/refurbishment of the Agate Pass Bridge including potential capacity improvements for transit and non-motorized modes that don’t involve expansion of highway segments between intersections. Oppose proposals to construct any other bridges to Bainbridge Island. **(Peltier)**
8. **TR Action #4 is unrealistic. I propose this action be deleted. (Peltier)**
TR Action #4 Review, update and fully implement the Island-wide Transportation Plan so the vision of multimodal transportation becomes reality for today’s residents.

2/7/2017

9. **TR Action #4** Review, update and ~~fully~~ implement the Island-wide Transportation Plan so the vision of multimodal transportation becomes reality for today's residents." (***Roth***)

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-10
BUS SERVICE	TR-10
TRANSPORTATION DEMAND MANAGEMENT	TR-12
OPERATION AND MOBILITY	TR-12
STATE ROUTE (SR) 305	TR-13
NEIGHBORHOODS	TR-14
SAFETY AND MAINTENANCE	TR-15
PARKING	TR-16
COMMUNITY CHARACTER	TR-17
ENVIRONMENT	TR-17
COMMUNITY INVOLVEMENT	TR-18
REGIONAL COORDINATION	TR-19
TRANSPORTATION FINANCING	TR-19
TRANSPORTATION IMPLEMENTATION	TR-20

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 to work 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. ~~Motorized 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 provides good facilities for non-motorized users and pedestrians ~~has active transportation modes and~~ and good access to *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 and off-Island commuters 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. The South end of the Island has limited connectivity to the rest of the Island. 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), KRCC, 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 less dense 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, KRCC, 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.

Policy TR 1.3

Encourage and support the establishment of ride sharing and ride hailing services.

Policy TR 1.4

Promote the coordination of a walking and non-motorized map which identifies areas of interest for all Island constituents and tourists.

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.

The non-motorized system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school.

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, 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 accommodate users of all ages and abilities. Such 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 and connect with other non-motorized 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 should be 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~~ all 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 advise the City Council and staff, and to advocate for transportation planning, public non-motorized projects, private development projects, and education and outreach, as directed by the City Council. The committee *should* represent a broad range of interests including pedestrians, cyclists, and equestrians.

Policy TR 2.11

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

Policy TR 2.12

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 IWTP 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 ferry service providers to ensure that ~~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 for ferry services to and from Bremerton, Bainbridge Island, 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.

Policy TR 3.6

Promote safe and efficient pickup and drop off from the ferry terminal. Promote safe and efficient taxi and public transportation services from 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* 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 encouraging Kitsap Transit to modify its 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, and other 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, and 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

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

Policy TR 8.5

Consider closing or restricting streets to motorized traffic and devolve those streets to non-motorized and other neighborhood uses.

Policy TR 8.6

Consider re-striping or re-designing appropriate streets to make half of the street available for onw-way motorized traffic and the other half of the street available for two-way non-motorized transport and other appropriate neighborhood uses.

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 designated centers 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~~ Provide adequate 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 12.2 ~~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 12.3 ~~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 Accelerate accomplishment of the Goals of the Transportation Element by considering a General Obligation Bond to finance the build-out of needed transportation infrastructure over the next five years.

TR Action #2 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 #3 Substantially increase the quality and quantity of bike lanes connecting neighborhood centers to Winslow and the Ferry Terminal.

TR Action #4 COUNCIL MOVED FROM Guiding Policy 1.4 OF INTRODUCTION Review, update and fully implement the Island-wide Transportation Plan so the vision of multimodal transportation becomes reality for today's residents.

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 for access, including accommodation for bikes and assistive devices, availability and increased visibility of bus service and bus stops.~~

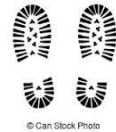
OTHER PRIORITY ACTIONS

~~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 #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.~~

**CITY COUNCIL CAPITAL FACILITIES ELEMENT COMMENTS
PREPARED FOR 2/7/2017 MEETING**

1. p. CF-8, Table CF-1 - Add Waterfront Park. **(Tollefson)**
2. p. CF-9, Table CF-3 – for Manitou property, delete “less tidelands”, add asterisk to Land Area column, and add below table “* not including tidelands.” **(Tollefson)**
3. Tables CF 1, 2, and 3: Update the tables to reflect the recent COBI transfers to the Park District. **(Medina)**
4. p CF-9, under “Parks and Trails”: change “Most of the parks and recreational trails...” and “During the past ~~several~~ 10-15 years....” **(Tollefson)**
5. We received public comment claiming that prior City Councils permanently dedicated the land used by the Farmer’s Market to the Farmer’s Market. I hope the Council will take a moment to clearly indicate that that is false. **(Medina)**

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. In general, it is the policy of the City to transfer parklands to the Park District whenever desirable and practical.

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 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 CF-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 CF-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 CF-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 (WSDOT) is responsible for planning and improvements ~~assumes the costs~~. For non-motorized and other desired facilities, the City may elect to plan and implement additional improvements. This may be accomplished by participating/funding elements in WSDOT projects or by undertaking City projects and obtaining the necessary permits and approvals from WSDOT. 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 CF-4: Group A & B Water Systems

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

Table CF-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](#)
- [Washington State Ferries Long Range Plan](#)
- [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](#).

Funding for the projects needed to meet LOS standards will come from a combination of local, State, and federal sources. The Wyatt Way Reconstruction project will be funded with significant support from a State grant. In the next six years, given the past history of federal grant funding, it can be reasonably anticipated that grant funding can be secured for the Sportsman's Club/New Brooklyn Intersection Improvement project. In summary, the City is well positioned to address projects to maintain LOS standards over the next six years, well before the 20-year planning horizon of this Comprehensive Plan.

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 costs for property acquisition, if any, 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. In general, it is the policy of the City to transfer parklands to the Park District whenever desirable and practical.

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.

CITY UTILITIES ELEMENT COMMENTS PREPARED FOR 2/7/2017 MEETING

1. **UAC comment: Vision 2036.** The UAC still finds the concept and verbiage of the "Vision" to be awkward and not easily understandable, and thus respectfully suggests it be rewritten. At a minimum, the UAC suggests the discussion of the various utilities within the Vision occur in the same order as the policies that follow for the various utilities, i.e., first potable water, then public sewer, etc.
Recommended Action: None. **(Townsend)**

2. **Policy 11.4:** Separate into two policies, and renumber the remaining. The portion starting "Adopt standards that differentiate..." should be a separate policy.
(Tollefson)

3. **Policy U 11.9** – remove from Utilities element and insert in the Water Resources element as new Policy WR 1.6. **(Tollefson)**
4. **U 11.9** I support deleting this policy per the UAC recommendation. **(Roth)**
5. **UAC comment: New Policy U 11.9.** The 12/16/16 version contains a new policy, which says: *"Consider regulations that promote the retention of native landscapes in order to reduce the need for irrigation."* The UAC recommends this be deleted, or moved to the Land Use Element. Utilities do not make land use regulations, so this will have no effect on utilities.
Recommended Action: Move Policy U11.9 as proposed in the 12/16/16 version to be a new Policy in the Land Use Element as Policy LU 13.2 (and renumber the following policies accordingly). **(Townsend)**

6. **Policy U 12.6** – change to "Improve the quality and reduce the quantity of effluent discharged to Puget Sound." **(Tollefson)**

7. **UAC comment: UAC Proposed Policy U 12.7.** At the end of the 12/16/16 draft, the council has inserted an Implementation Action #2 regarding supporting development of sewer tertiary and greywater systems. Thus, the UAC suggests a new Policy 12.7 be added which states the following: *"U 12.7. Investigate the development of sewer tertiary and sewer greywater systems."* (Note that with this addition the current Policy U 12.7 would then be renumbered U 12.8.)
Recommended Action: Add a new Policy 12.7 which states the following: *"U 12.7. Investigate the development of sewer tertiary and sewer greywater systems."* (and renumber accordingly). **(Townsend)**

8. **Policy U 14.9** – delete, covered by Policy U 14.5 (**Tollefson**)

9. **UAC comment: New Policy U 14.9** The 12/16/16 version contains a new policy regarding 100% green electricity. The UAC believes this policy is unnecessary, as the subject is addressed in current Policy U 14.5. However, if the council thinks this new policy should be retained, the UAC suggests the language be modified as follows: "*U 14.9 Explore ways to obtain 100% greencarbon-free electricity ~~including investing in new renewable energy projects.~~*" The UAC believes the "including" reference to a specific technique is unnecessary and possibly limiting.
Recommended Action: Modify U 14.9 to provide as follows: "U 14.9. Explore ways to obtain progressively more sustainable and increasingly greener electricity sources and distribution grids, including investing in new renewable energy projects and increased sensitivity to nature and humans." (**Townsend**)

10. **UAC comment: Telecommunication preliminary paragraphs.** The 12/16/16 version rewrites the preliminary paragraphs describing the current situation for various telecommunication services on the Island. The UAC suggests the deleted sentences dealing with cellular telephone and cable television be returned to the document, as otherwise there is no description of how those two services are presently provided.

Recommended Action: Addressed, in part, below. (**Townsend**)

11. **UAC comment: UAC Proposed Policy U 16.6.** No previous draft establishes a policy for improved cell phone services, and nor does the 12/12/16 version. Accordingly, the UAC recommends that the following changes: "*U 16.6. Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce,[add comma] and personal use.*"

Recommended Action: Move to modify as proposed by the UAC. (**Townsend**)

12. **Policy U 16.6** - change to read " Pursue internet and cellular service of the highest standards...." (**Tollefson**)

13. **Policy 16.10**: Limit the policy to "Support the creation of an Island-wide internet service." We should not dictate how that is to be done, since technology is rapidly changing: **Change to read** " Support Study the creation of an Island-wide high-speed internet service." Delete the remainder of the existing Policy. (**Tollefson**)

14. **U 16.10** "Support a study of the creation of an island-wide high-speed internet service ~~by facilitating the placement of high-speed cables on and in the electric service provider's facilities.~~" (**Roth**)

15. **U 16.10** "Support a study of the creation of an island-wide high-speed internet service ~~by through various actions including~~ facilitating the placement of high-speed cables on and in the electric service provider's facilities." (**Medina**) Reason: Self-

explanatory Suggested by: Robert Dashiell

- 16. UAC comment: New Policy U 16.10.** The 12/12/16 version provides a new policy and Implementation Action #1 supporting creation of an Island-wide high-speed internet service. The UAC recommends that the language be revised to study such a system, as no one knows the procedure and cost of doing so, and there are other methods of obtaining that service besides placement on electric poles. Accordingly, the UAC recommends the policy be revised as follows: *"Conduct a study of Support the creation of an Island-wide high-speed internet service."* ~~by facilitating the placement of high-speed internet cables on and in the electric service provider's facilities.~~

Recommended Action: Move to modify as proposed by the UAC. **(Townsend)**

Recommended Action: Move to modify priorities of implementation actions as proposed by the UAC. **(Townsend)**

HIGH PRIORITY ACTIONS (Townsend)

- 17. U.Action #1.** Develop a process for periodic review of island utility services. [Implements Goal U-9] **(Townsend)**
- 18. U.Action #2.** Facilitate cooperation among or consolidation of water systems. [Implements Policies U 11.5 and U 11.6] **(Townsend)**
- 19. U.Action #3.** Conduct a study of consolidation of water systems owned by the City and Kitsap PUD. [Implements Policy U 11.7] **(Townsend)**
- 20. U.Action #4.** Conduct a study of the creation of Island-wide high-speed internet service. [Implements Policy U 16.10] **(Townsend)**

MEDIUM PRIORITY ACTIONS (Townsend)

- 21. U.Action #5.** Adopt standards that differentiate fire flow requirements for urban and non-urban density. [Implements Policy U 11.4] **(Townsend)**
- 22. U.Action #6.** Conduct a study of cooperation or consolidation of sewer systems owned by the City and Sewer District #7. [Implements renumbered Policy U 12.8] **(Townsend)**
- 23. U.Action #7.** Investigate the development of sewer tertiary and sewer greywater systems. [Implements new Policy U 12.7] **(Townsend)**

24. **U Action #1** – Strike “Support” and insert “Study” , and add as underlying support: “Goal U-16 Ensure adequate, cost effective, reliable, and environmentally responsible telecommunication service to the citizens of Bainbridge Island.”
(Tollefson)
25. **U Action #2** – change to “ ~~Support~~Investigate the development...” and add Policy 12.6 as the supporting reference. **(Tollefson)**
26. **Change Action #2** to Medium Priority **(Tollefson)**
27. **Add new High Priority Action** “Develop a process for periodic review of Island utility services” **(Tollefson)**

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-10

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, maximize infiltration and eliminate pollutants before the water enters Puget Sound.

Coordinated water and sewer systems serve the more densely populated areas. Some 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 for present and future generations.

Household water rates Water use is managed to 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 Bainbridge Island moderate-risk waste facility encourages the proper disposal of materials such as paints, solvents and cleaners. 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 for maximum efficiency and public benefit 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

Require utilities to 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 limiting and reducing peak seasonal irrigation demand.

Policy U 11.9

Consider regulations that promote the retention of native landscapes in order to reduce the need for irrigation.

PUBLIC SEWER

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow area 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 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 serve 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

When utilities plan, renovate, or build treatment facilities, require utilities to consider constructing facilities that facilitate the Plan and design treatment facilities that re-use of 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

Require utilities to consider methods to improve the quality of effluent discharged to Puget Sound.

Policy U 12.7

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

STORM AND SURFACE WATER

The City of Bainbridge Island operates a utilizes its storm and surface water utility for the purposes stated in BIMC Section 13.24.010 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 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~~ environmentally responsible and innovative energy systems.

Policy U 14.9

Explore ways to obtain 100% green electricity including investing in new renewable energy projects.

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 technology of communication at a distance by electronic transmission of alphanumeric, audio, video and other data over wired and wireless delivery systems. On Bainbridge Island, telecommunication utilities provide telephone, television, and internet services.

Telephone utilities are regulated by the WUTC. The Federal Communications Commission (FCC) regulates wireless service providers.

Comcast and CenturyLink are the largest telecommunication service providers on Bainbridge Island. KPUD provides a public wi-fi service in Winslow.

~~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.

Policy U 16.10

Support the creation of an Island-wide high-speed internet service by facilitating the placement of high-speed internet cables on and in the electric service provider's facilities.

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 plan policies that support that action.

HIGH PRIORITY ACTIONS

U Action #1 Support the creation of an Island-wide high-speed internet service.

U Action #2 Support the development of sewer tertiary treatment and sewer greywater systems.

~~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 #3 Proactively encourage, study, and facilitate consolidation of water systems to manage water resources and systems more efficiently, economically and safely.

~~**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.

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 and humanities in its 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. The traditional cultures of the area, kept alive by our Suquamish neighbors and other Tribes, provide diversity and a living connection to our Island's Indigenous past. 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~~ Support the coordination of marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 1.2

~~Distribute~~ Provide financial support for the arts and *humanities*, ~~arts education and cultural organizations~~ through the City's biennial budget process.

Policy CUL 1.3-5.2

Employ a variety of technologies to market cultural events to residents and as an for off-Island visitors.

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, traditional cultures and institutions of Bainbridge Island and take advantage of the Island's cultural stature within the dynamic economy of the Puget Sound region.

Policy CUL 2.1

Promote Bainbridge Island's "Sense of Place" through by supporting 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 tourism sectors.

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~~ Develop tools to increase the amount of 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.

Policy CUL 2.7

Partner with the Suquamish Tribe and others to plan events that celebrated and promote awareness of the region's indigenous cultures.

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.

Policy CUL 3.6

Work with local tribes and others to promote knowledge and understanding of Northwest indigenous cultures, including attention to local school curricula.

THE HUMANITIES

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.

GOAL CUL-4

Promote understanding of humanistic inquiry as a foundation for civil society, enjoyment of the arts and lifelong learning.

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.

Policy CUL 4.3

Encourage and participate in community forums and workshops on issues related to cultural diversity.

MARKETING AND COMMUNICATIONS**COMBINE WITH GOAL 1****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 for off Island visitors.~~

PUBLIC ART AND COMMUNITY DESIGN**GOAL CUL-5**

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

Policy CUL 5.1 ~~6.4~~

Manage the City's Two Percent for Public Art Works Program to provide opportunities for new projects and ensure financial sustainability.

Policy CUL 5.2 ~~6.2~~

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

Policy CUL 5.3 ~~6.3~~

Include public art in appropriate City capital projects.

Policy CUL 5.4 ~~6.4~~

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

Policy CUL 5.5

Ensure financial support of the required preservation of installed public art.

Policy CUL 5.6

Promote public art in new commercial developments.

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~~ — 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~~ — 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 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 was commissioned in 2016 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:

- Help 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

Consider ways to minimize ~~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 its 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

Increase public awareness of the range and importance of human services available to the citizens of Bainbridge Island. 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.

Policy HS 5.2

Periodically update the *Community Needs Assessment*.

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.

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

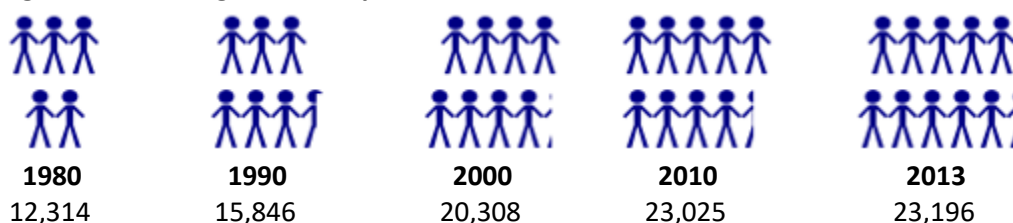
In 2015, Bainbridge Island is home to a community of over 23,000 citizens. Population has remained relatively stable over the past 15 years, after rapid growth between 1980 and 2000, see Figures 1 and 2.

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



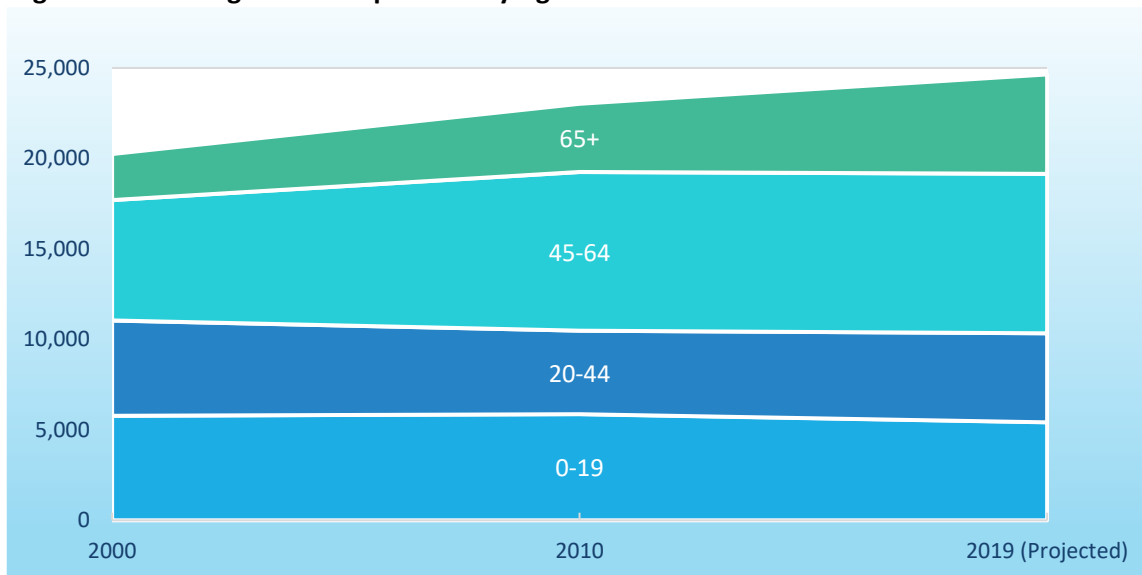
Source: 1980-2010 U.S. Census and 2013 American Community Survey

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.

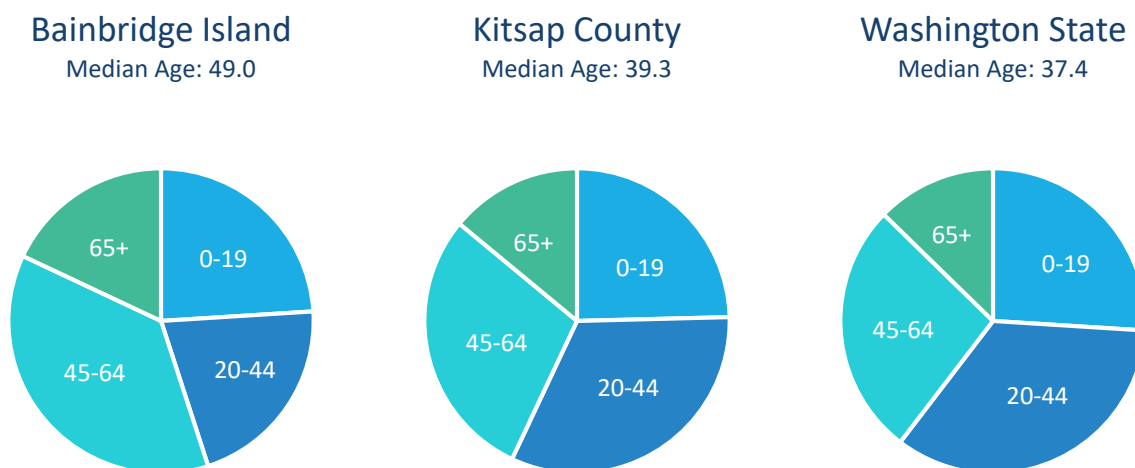
Figure 3: Bainbridge Island Population by Age



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

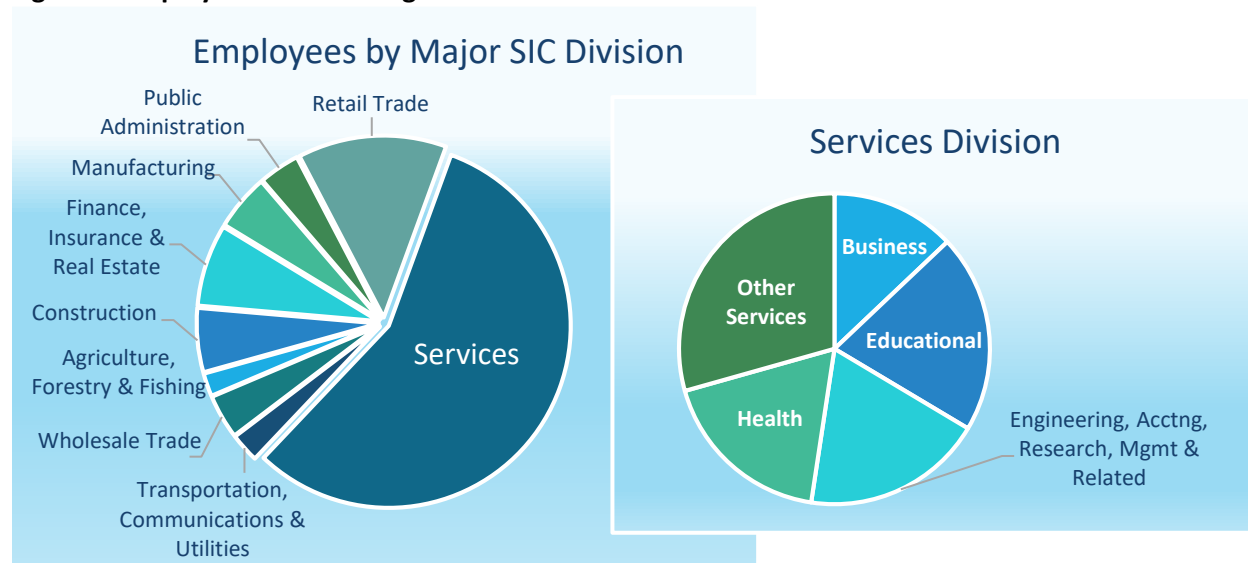


Source: Experian Census Area Projections & Estimates

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.

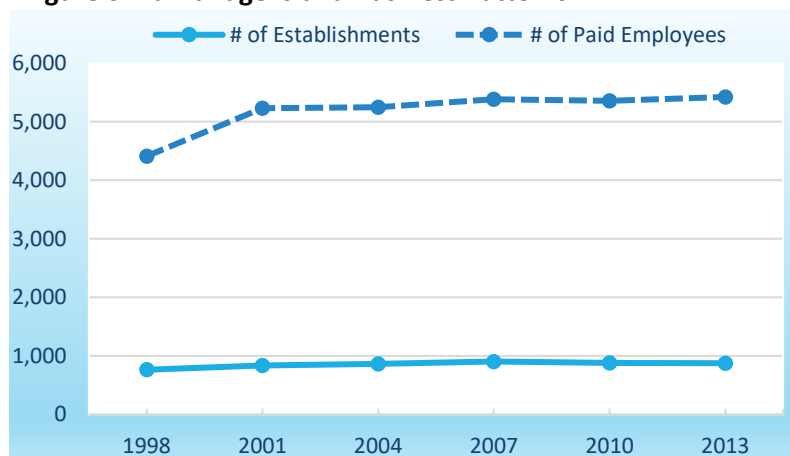
Figure 5: Employees on Bainbridge Island



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%

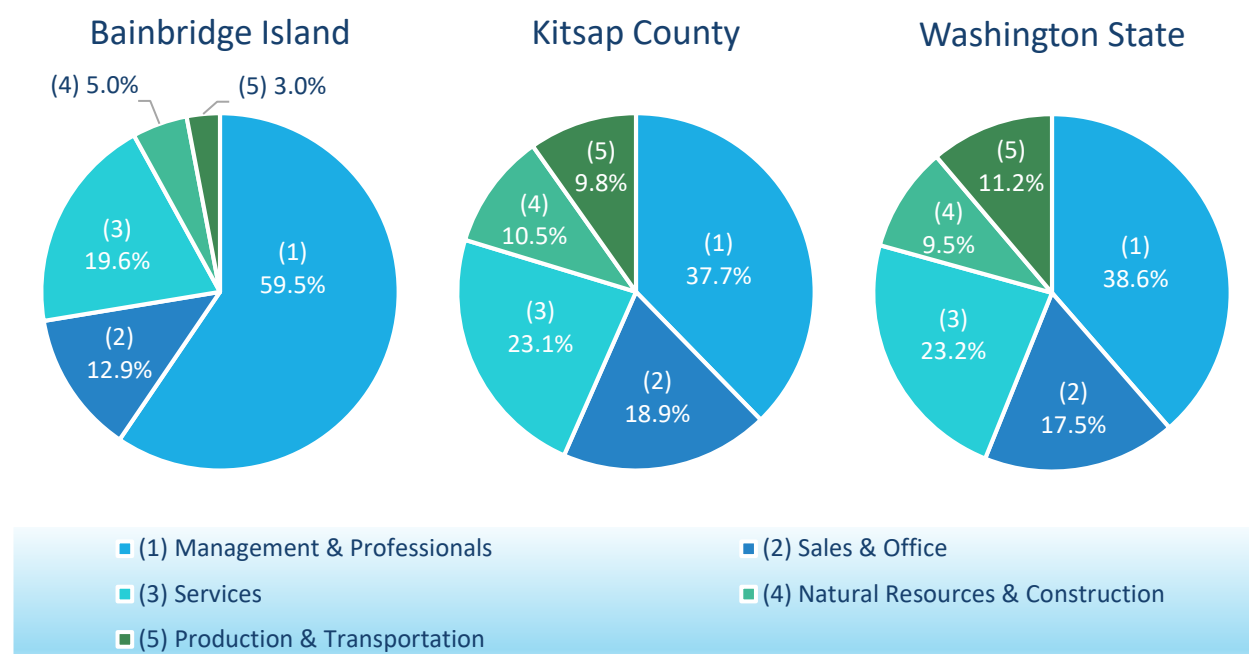
Business Type	Number	%
Childcare	8	0.6%
Clothing	7	0.5%
Water Utilities	5	0.4%
Florists	3	0.2%
Total	1,344	100.0%

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.

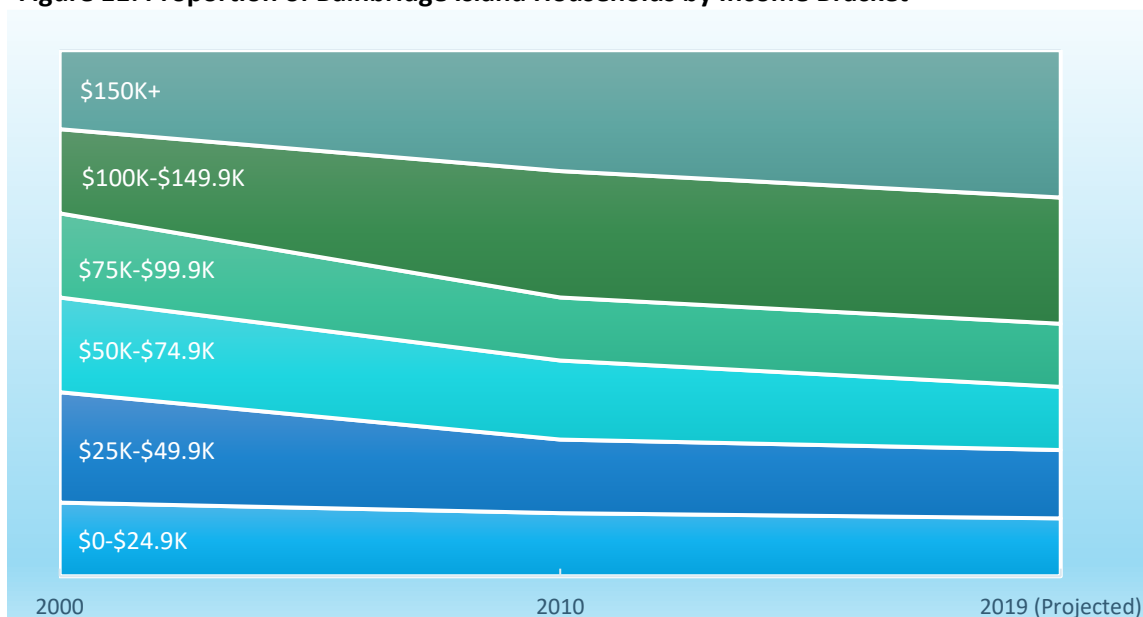
Bainbridge Island residents overwhelmingly hold professional or management positions: almost 60% of the workforce holds such positions, sharply contrasting with the less than 40% of Kitsap County or Washington residents that do, see Figure 8. These positions also tend to command a much higher salary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

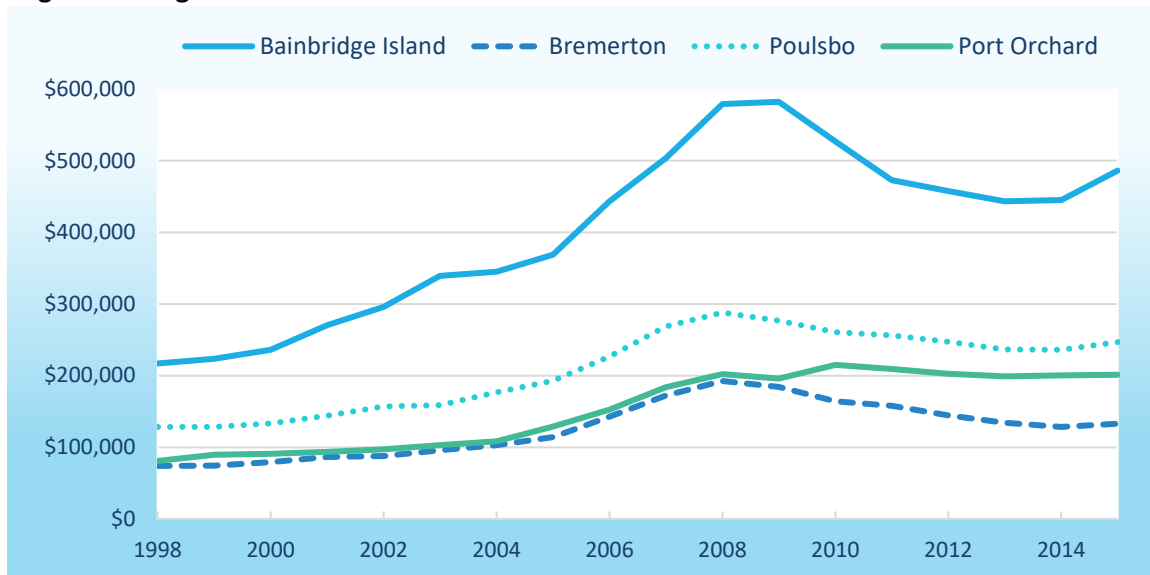
Source: Washington State Employment Security Department

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 (QC1pi) 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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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,

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 called 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 Concerns

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 KHUD 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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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*.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

Outputs include:

W_{pgg} 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.

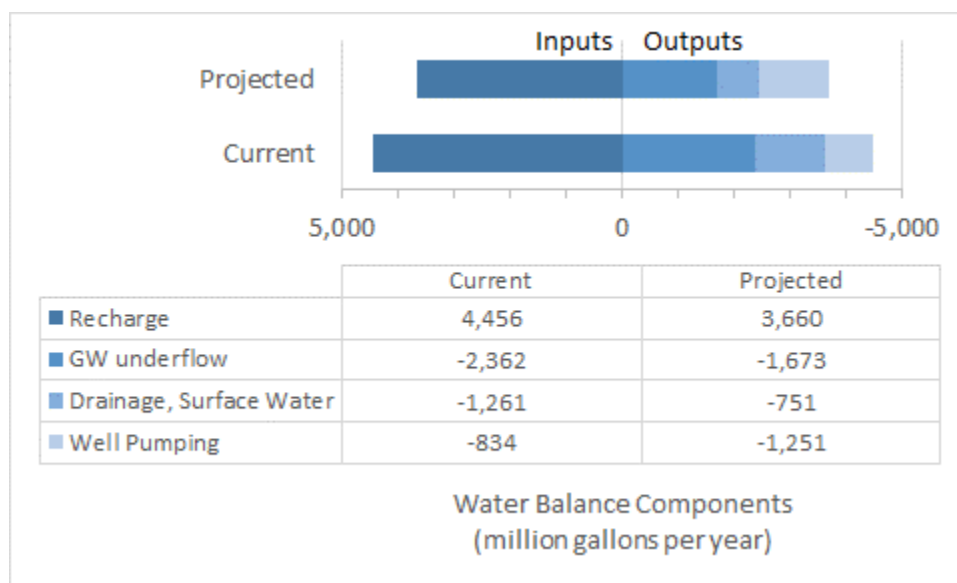


Figure 2. Current and Projected *Groundwater* Balance Components.

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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.

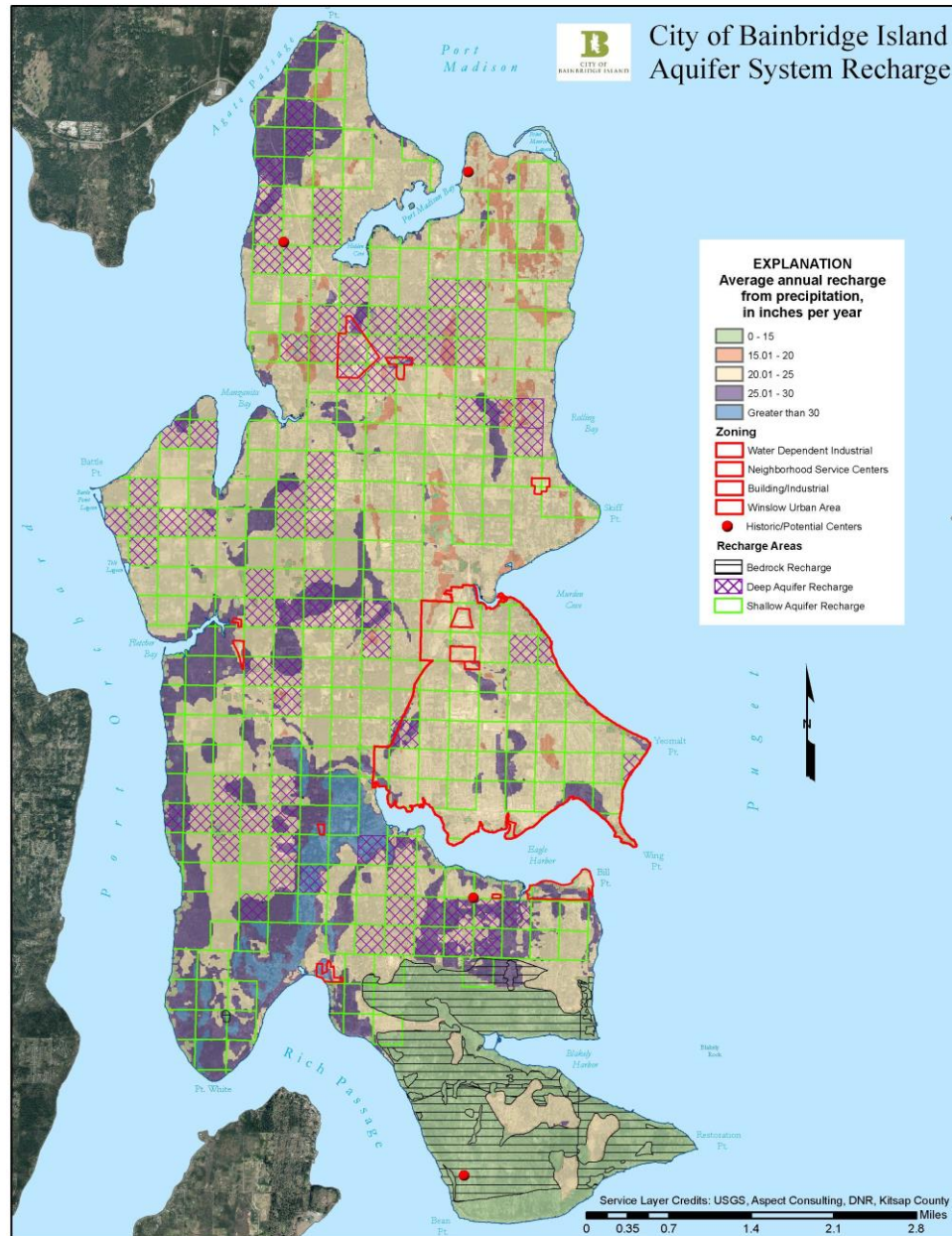
The Bainbridge Island model results indicate that areas across much of the Bainbridge Island area may have a critical recharging effect on *aquifers* that are sources of drinking water. Primary findings include:

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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B



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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

water particle tracking was not appropriate for fractured bedrock. However, the bedrock is also considered a critical aquifer recharge area (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 as hatched area.

Surface Water MOVED UP TO BE BEFORE WATERSHED SECTION

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. Many shoreline residents recreationally harvest shellfish such as clam and geoduck as well. The Shoreline Master Plan also regulates aquaculture activities.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

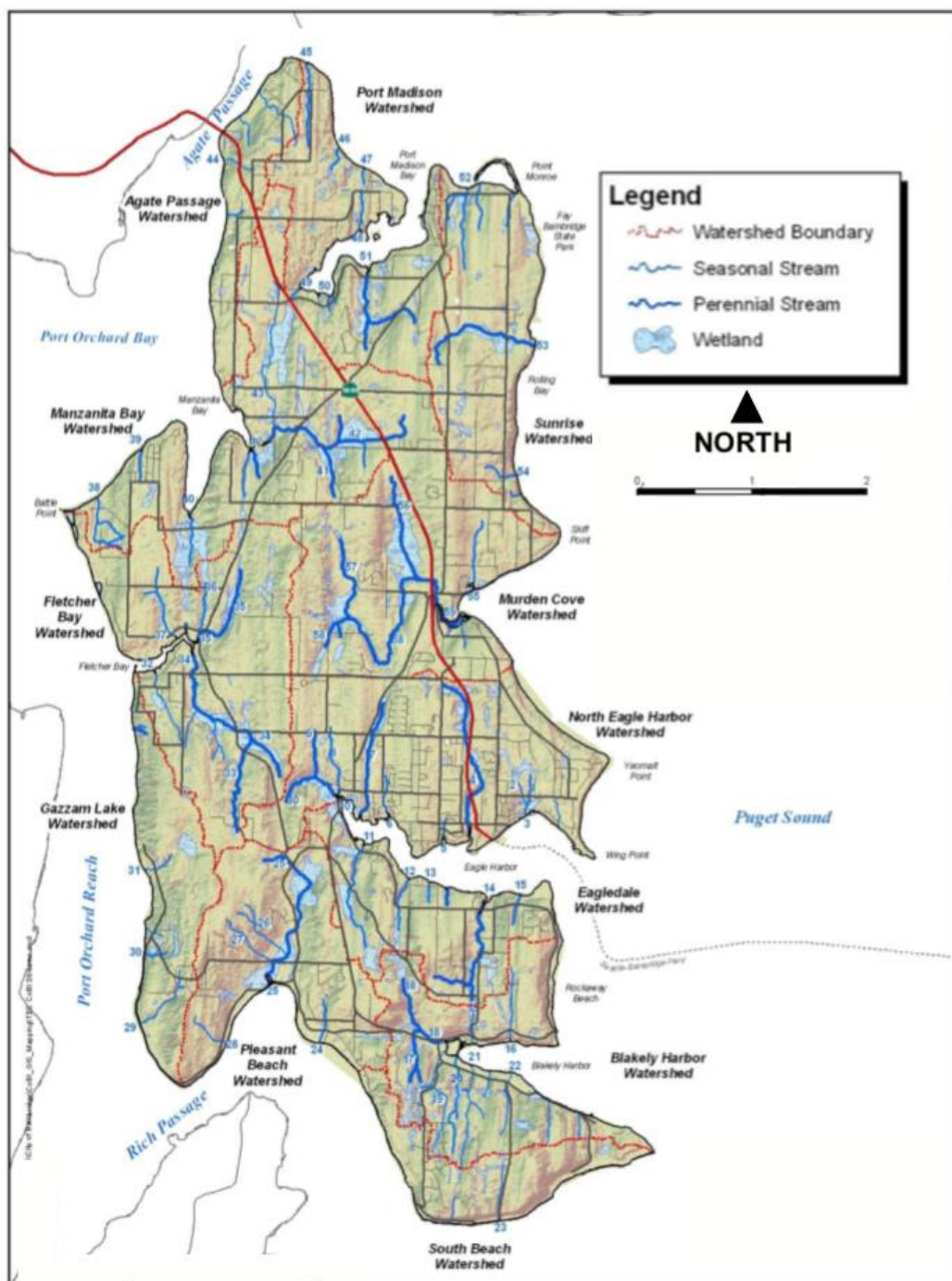
Watersheds

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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B



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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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.

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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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,

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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*).

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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	Waters of Concern	Waters of Concern
Agate Passage - Bridge	Dissolved Oxygen	Waters of Concern	Waters of Concern
Agate Passage - Agate Point	Dissolved Oxygen	Waters of Concern	Waters of Concern
	Temperature	Waters of Concern	Waters of Concern
Rich Passage - Pleasant Beach Cove/Pleasant Beach	Bacteria	Impaired	Impaired
	Dissolved Oxygen	Waters of Concern	Waters of Concern
Rich Passage - Point White	pH	Waters of Concern	Waters of Concern
	Dissolved Oxygen	Waters of Concern	Waters of Concern
Rich Passage - Fort Ward	Bacteria	Waters of Concern	Waters of Concern
	Dissolved Oxygen	Waters of Concern	Waters of Concern
Port Orchard Passage - Lower Crystal Springs	pH	Waters of Concern	Waters of Concern
	Dissolved Oxygen	Impaired	Impaired
Port Orchard Passage - Upper Crystal Springs	Bacteria	Waters of Concern	Waters of Concern
	Temperature	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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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		
Puget Sound (Central) - Rockaway	Pentachlorophenol	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Hexachlorobenzene		
	Hexachlorobutadiene		
Puget Sound (Central) - Blakely Harbor (Middle)	Naphthalene	Sediments of Concern	Sediments of Concern
	N-Nitrosodiphenylamine		
	1,2-Dichlorobenzene		
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	Dibenzo(a,h)anthracene		
	Hexachlorobenzene		
	Hexachlorobutadiene		
	N-Nitrosodiphenylamine		
	Pentachlorophenol		

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 tend 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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 Figure 5, 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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 Figure 5, 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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 NOTE: THIS SECTION EXPANDED

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.

Though ambient or background levels of suspended sediment in *streams* and nearshore areas are generally quite low, monitoring results show significant increases in suspended sediment in *streams*, nearshore marine waters, and *stormwater* outfall discharge during intense rain events.

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. In a recent King County assessment of the City's stream macroinvertebrate sampling data, it was observed that all of the City's sites typically had lower Fine Sediment Sensitivity Index scores than unimpacted reference sites, indicating that fine sediment may be a source of impairment to stream biological health.

Grain size analysis of stream substrate sampled in 2008 and 2013 demonstrates a significant shift in grain size in three streams. Ravine Creek's stream bottom shifted from 41.53% gravel, 56.79% sand, and 1.66% silt and clay in 2008 to 9.62% gravel, 85.34% sand, and 6.42% silt and clay in 2013. Schel Chelb Creek's stream bottom shifted from 82.66% gravel, 16.6% sand, and 0.29% silt and clay to 11.59% gravel, 82.94% sand, and 5.47% silt and clay. Only Springbrook Creek substrate showed a "coarsening" shift from 30.26% gravel, 65.66% sand, and 4.08% silt and clay to 40.7% gravel, 57.09% sand, and 2.21% silt and clay.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

Equally concerning are the pollutants that sediment carries with it such as heavy metals. In King County's stream macroinvertebrate assessment, it was observed that Ravine Creek had the highest Metals Tolerance Index score, indicating that metal pollution may be a source of impairment to stream biological health in that stream.

Ambient heavy metal concentrations generally meet criteria. However, targeted storm event sampling in 2014 and 2015 revealed elevated metals concentrations in stormwater runoff and exceedances in some streams and nearshore areas during heavy rain events. Stormwater, Springbrook Creek, and Issei Creek all exceeded acute aluminum criteria. Stormwater also exceeded acute criteria for zinc and chronic criteria for copper. Ravine Creek, Manzanita Creek, Springbrook Creek, and Issei Creek exceeded the chronic criteria for copper, and Springbrook Creek, Ravine Creek and Schel Chelb Creek exceeded chronic criteria for lead. More concerning, Schel Chelb Creek exceeded acute criteria for zinc and cadmium.

Out of the seven harbors and bays sampled, only Eagle Harbor nearshore areas near the mouth of Ravine Creek/WSDOT Ferry Maintenance Facility and stormwater exceeded the chronic criteria, and for copper only.

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 washwater 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.

Sediments that line the bottoms of water bodies are considered the long-term "record-keepers" of pollutants that move through the water body as many of the pollutants settle to the bottom and remain in the sediment for some time. Stream and marine nearshore bottom sediments collected in 2008 and 2013 were analyzed for contaminant chemistry to include gasoline, diesel, semivolatiles, polyaromatic hydrocarbons (PAHs), and metals. None of the detected contaminants that have state or federally-established criteria exceeded marine or freshwater sediment criteria.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

Relatively few contaminants were detected in stream sediments. The most common were diesel range organics (specifically motor oil or lube oil) and Butyl Benzyl Phthalate. Motor oil or lube oil was detected in all 6 streams monitored in 2008 and 6 of the 9 streams monitored in 2013. Sediments from one stream (Murden Creek) contained gasoline range organics as well, though at very low levels.

Butyl Benzyl Phthalate (BBzP) is mostly used as a plasticizer for polyvinylchloride (PVC). However, it is commonly used as a plasticizer for vinyl foams, which are often used as floor tiles, and other uses such as traffic cones, food conveyor belts, and artificial leather. BBzP was not detected in any of the stream sediments analyzed in 2008, but appeared as new detections in 8 of the 9 streams monitored in 2013 though at very low levels.

Additional contaminants were detected in two streams. In 2008 4-Methylphenol (antimicrobial agent) was detected in Schel Chelb Creek sediments, but at a level barely above detection limits. It was not detected in the 2013 sample. Dibutyl Phthalate was detected in the 2013 sample, but, again, barely above the detection limit.

Though not detected in the 2008 sample, Ravine Creek's 2013 sediment sample contained low levels of PAHs (Benzo(a)anthracene, Chrysene, Fluoranthene, Phenanthrene, and Pyrene) and Bis (2-Ethylhexyl) Phthalate. PAH's come from burning carbon-containing compounds. PAHs in air are produced by burning wood and fuel for homes. They are also contained in gasoline and diesel exhaust, soot, coke, and cigar and cigarette smoke. Foods that contain small amounts of PAHs include smoked, barbecued, or charcoal-broiled foods, roasted coffees, and sausages.

Due to its suitable properties and the low cost, Bis (2-Ethylhexyl) Phthalate (DEHP) is widely used as a plasticizer in manufacturing of articles made of PVC, particularly in medical supplies. Plastics may contain 1% to 40% DEHP. It is also used as a hydraulic fluid and as a dielectric fluid in capacitors. DEHP is also used as a solvent in glowsticks.

Significantly more contaminants were detected in marine nearshore sediments, especially PAH's. Eagle Harbor, Blakely Harbor, and Murden Cove had the highest number of detections, while Manzanita Bay, Fletcher Bay, Hidden Cove, and Pleasant Beach Cove had fewer detections. However, nearly all of the detected PAH's decreased in concentration or fell below detection limits between 2008 and 2013 in all of the nearshore areas sampled.

Similar to stream sediments, motor oil or lube oil was detected in all of the nearshore areas sampled. Additionally, gasoline range hydrocarbons were detected in the nearshore area adjacent to the monitored stormwater outfall (OFL169), though barely above the detection limit.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

Also similar to stream sediments, plasticizers DEHP and/or BBzP were newly detected or detected at increasing concentrations in all 9 nearshore areas sampled in 2013.

Although none of the contaminants exceeded sediment criteria where such criteria exists, it is prudent to continue to monitor over time for either new occurrences of a contaminant or an increase in a contaminant level, indicating potential developing or ongoing contaminant input.

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 Sediment and Metals section). Most of what we know about our nearshore marine 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 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.

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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.

2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

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 / EGDLE</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)

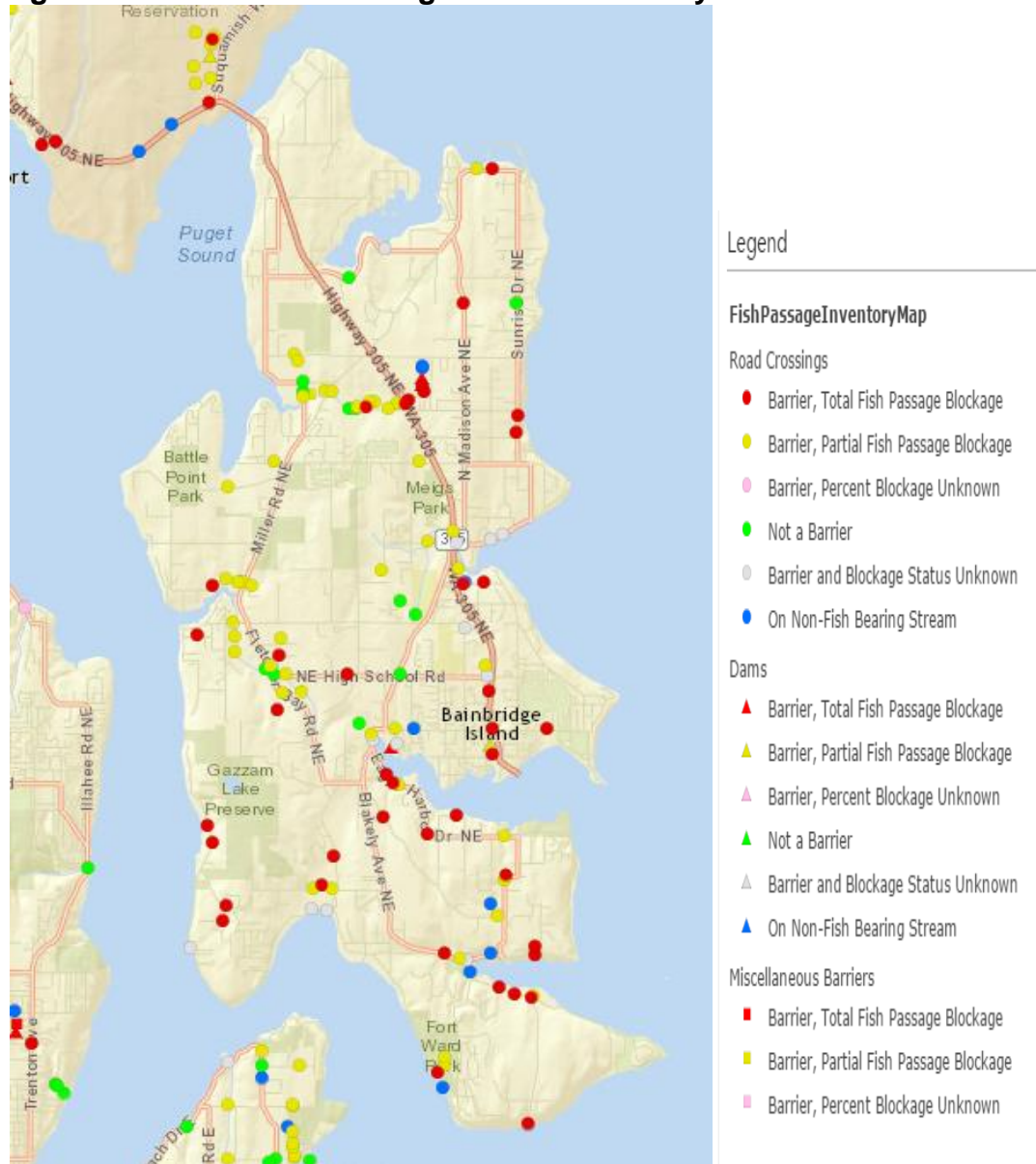
2/7/2017

CITY COUNCIL RECOMMENDS REMOVING APPENDIX B FROM COMP PLAN AT THIS TIME; COUNCIL RECOMMENDS ETAC REVIEW APPENDIX B

Fish Passage Barrier Inventory

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

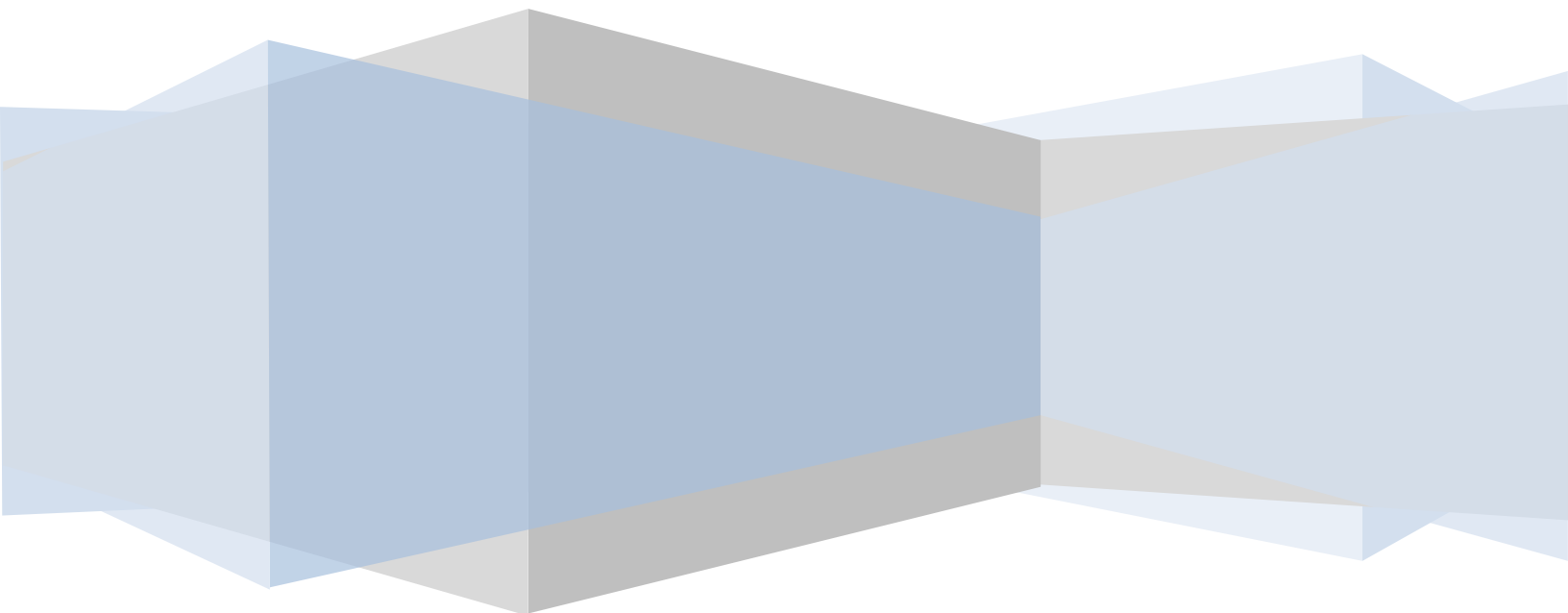


<http://wdfw.maps.arcgis.com/home/webmap/viewer.html>



CITY OF
BAINBRIDGE ISLAND

Housing Needs Assessment



City of Bainbridge Island

Housing Needs Assessment

Prepared by

Jared Eyer, Management Intern

December 2014

Revised April 2016

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

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

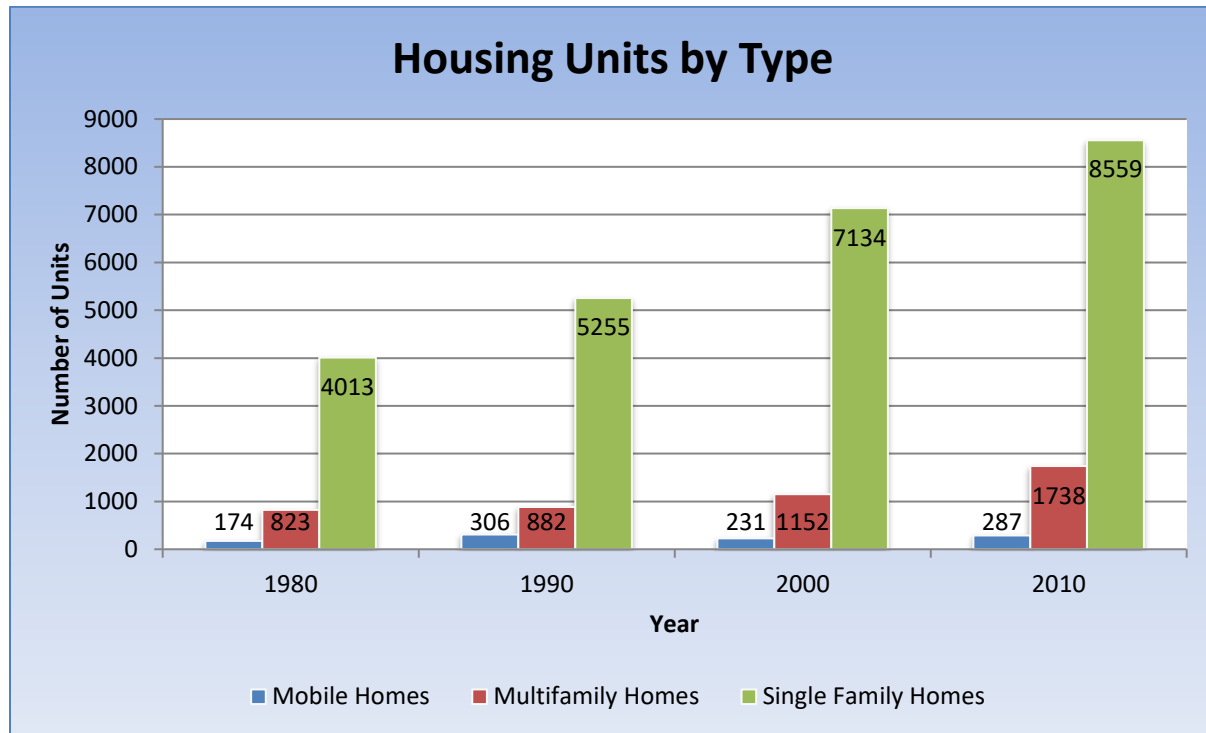
As of 2010 the total housing units on Bainbridge Island reached 10,584, which met the growth requirements set by the Office of Financial Management in the last Comprehensive Plan update. The largest gain in housing unit type in the last thirty years was single-family homes, which saw an overall increase 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

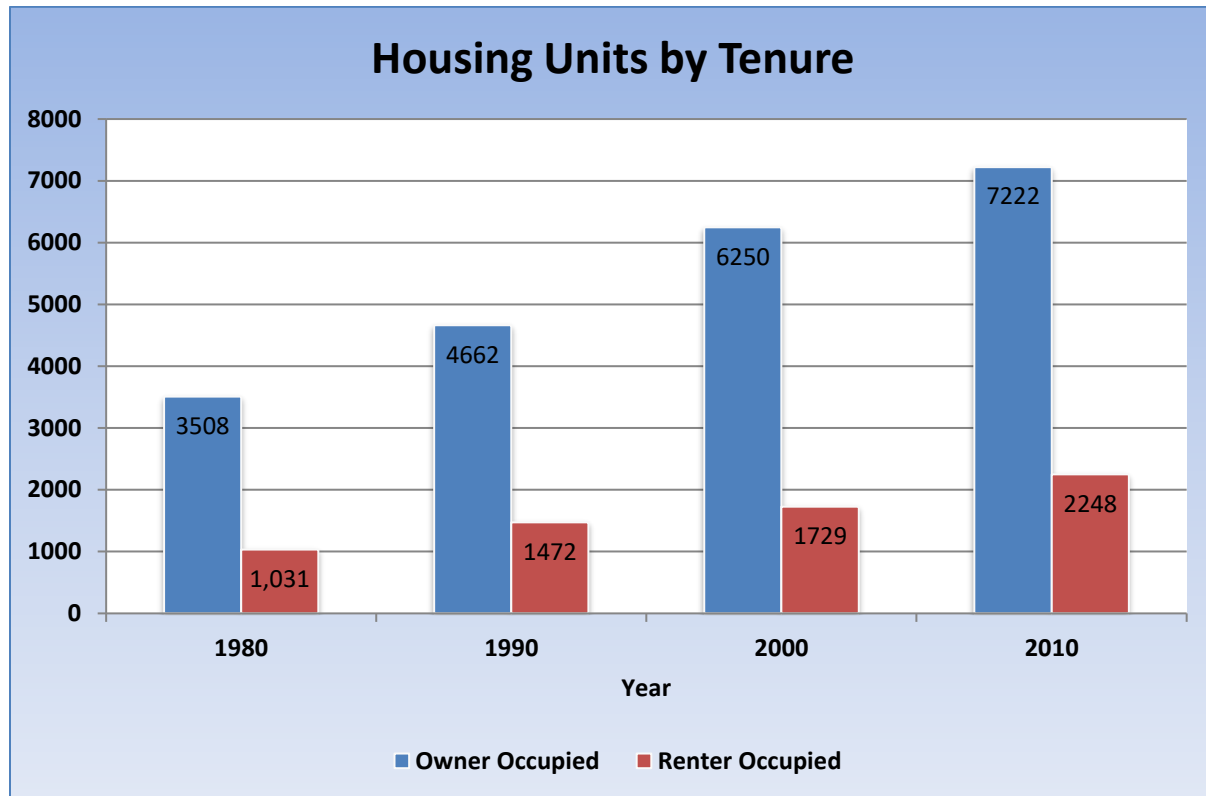
Table 3 tracks the changes in owner and renter-occupied housing units between 1980 and 2010. The ratio of owner-occupied to renter-occupied housing units has remained fairly consistent from 1980 to 2010, with owner-occupied units accounting for just over three-quarters of all housing units in each of 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

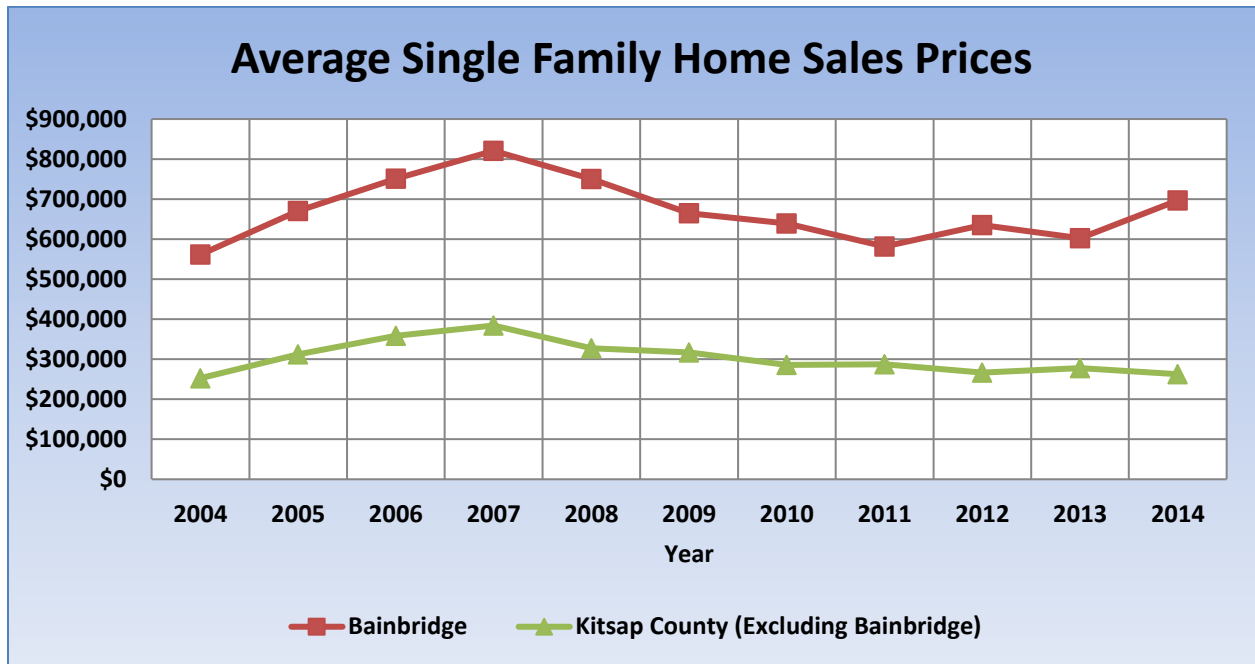
The average single family home sale prices on Bainbridge Island and in the rest of Kitsap County show the same signs of being affected by the national housing bubble and subsequent Great Recession that the rest of the United States experienced during the last decade. Table 9 and Chart C show the average 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

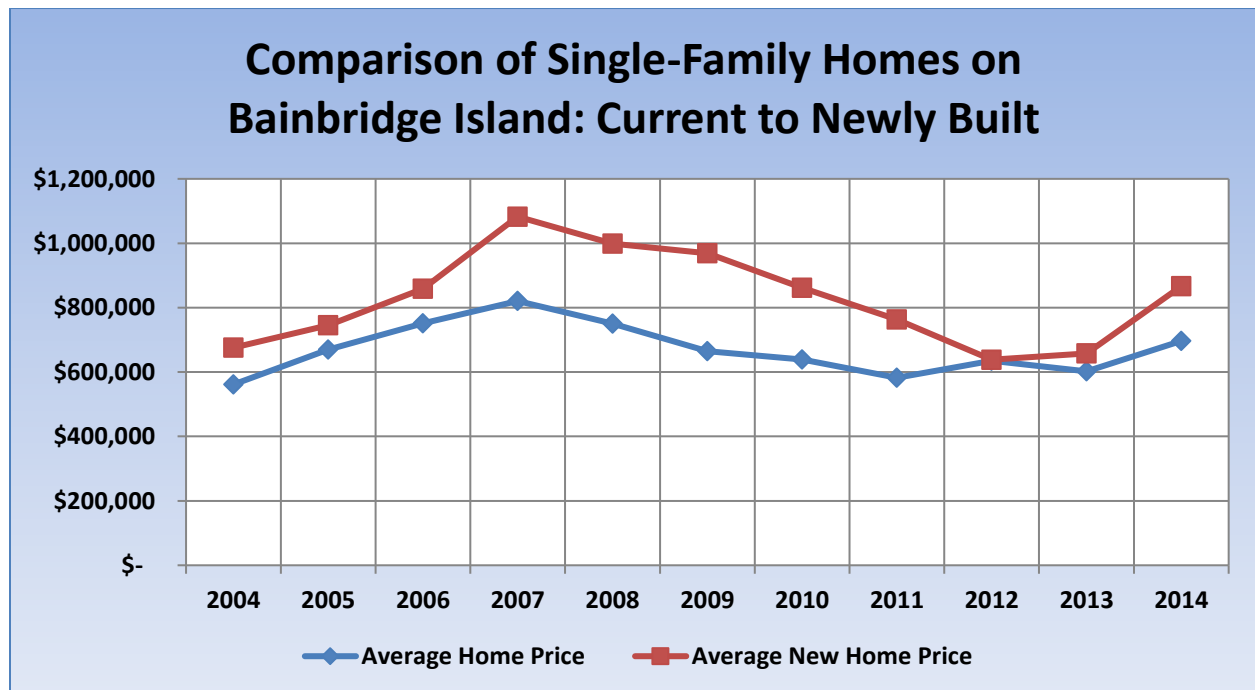
The average new home price on Bainbridge Island followed the same trends as the rest of the U.S. housing market. It continued to increase through 2007 and then decline until 2012. “New” is defined as newly built, either on a new plot of land or after a demolition, with no occupants until after its first 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

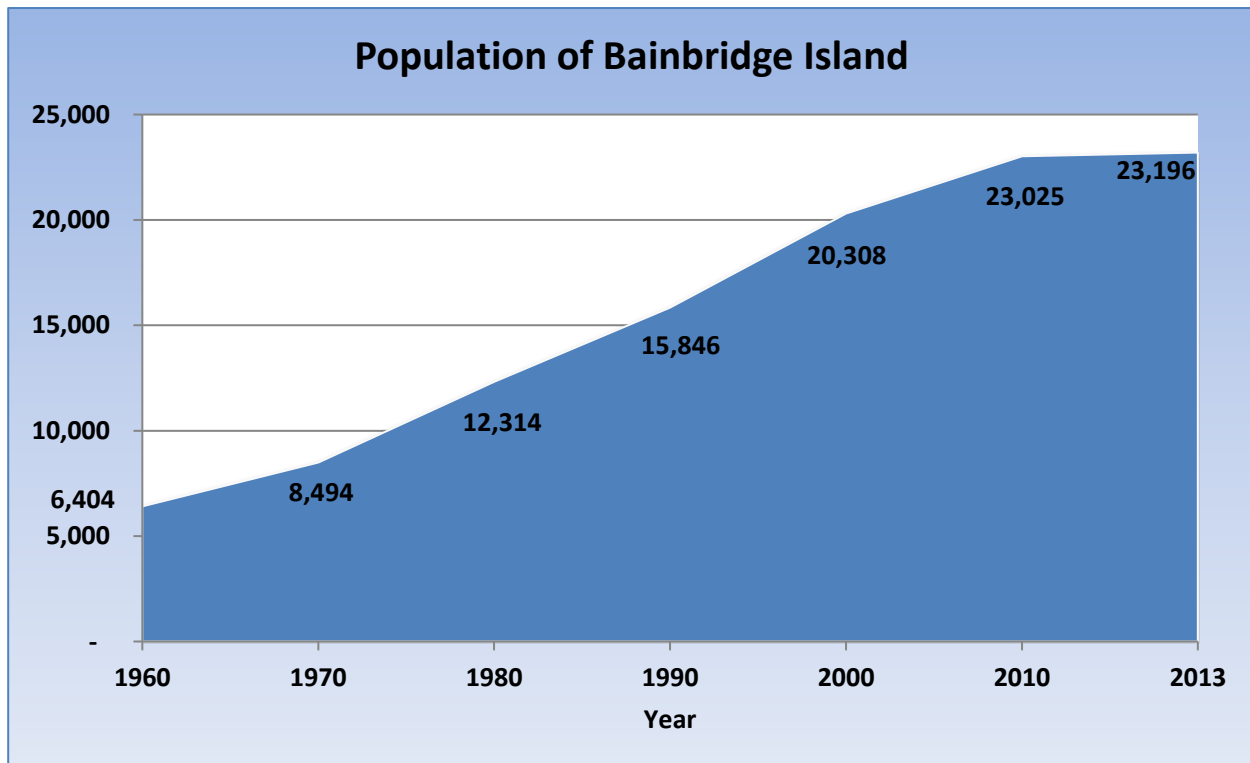
Demographic Profile

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

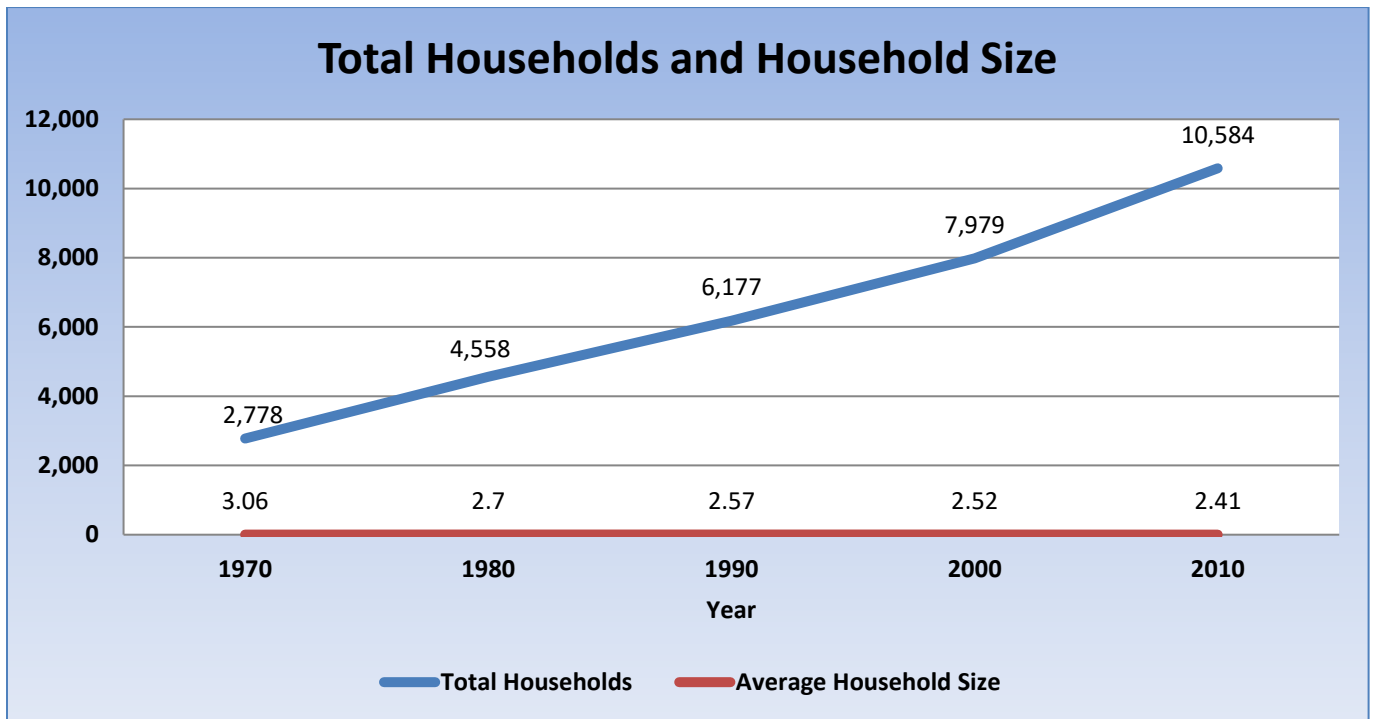
As would be expected, total households increased with population. Table 20 and Chart F show a steady increase in total households on Bainbridge at a rate of around 30% per decade. While the total population and households have increased since 1960, the average household size decreased steadily from 3.06 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.

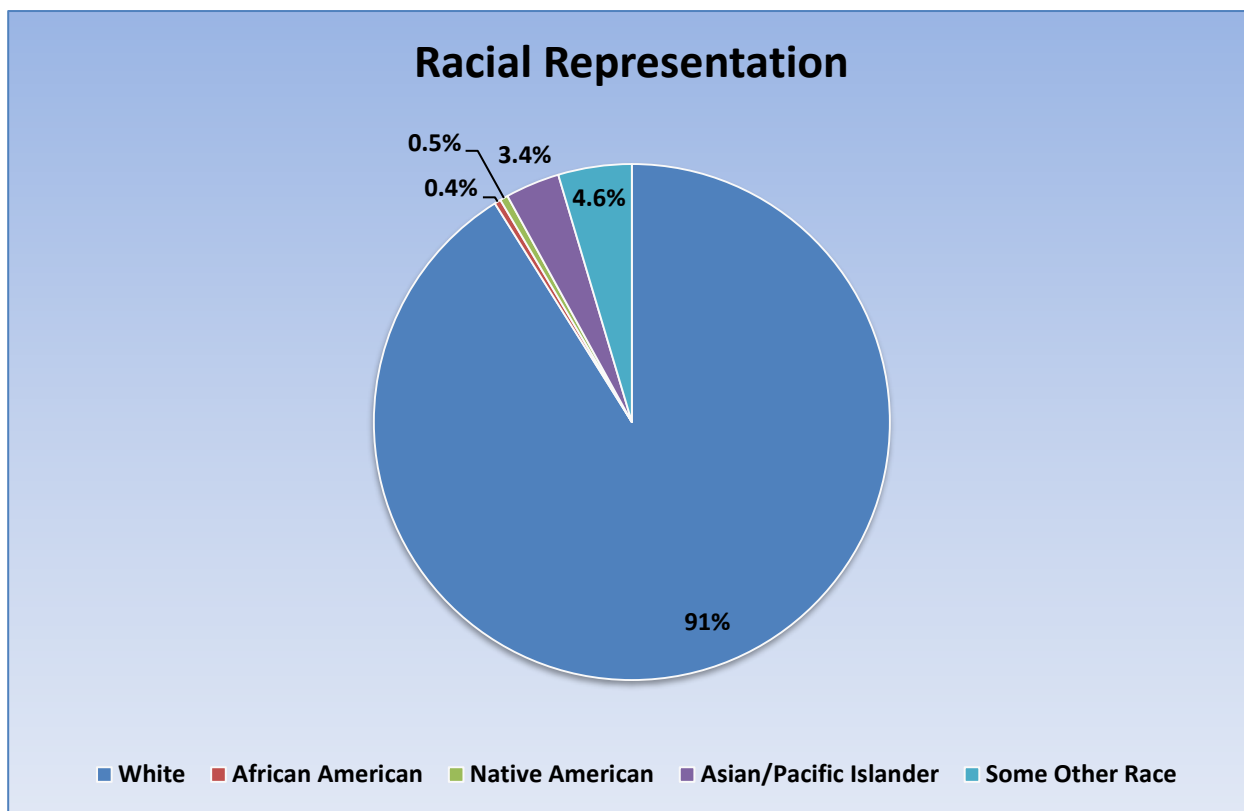
As shown in Table 22, minority racial groups showed some growth in each category between 1980 and 1990. African Americans, Some Other Race, and Hispanic categories showed consistent growth through 2010. The Native American category showed a consistent decline since 1990. The Asian/Pacific Islander category 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.

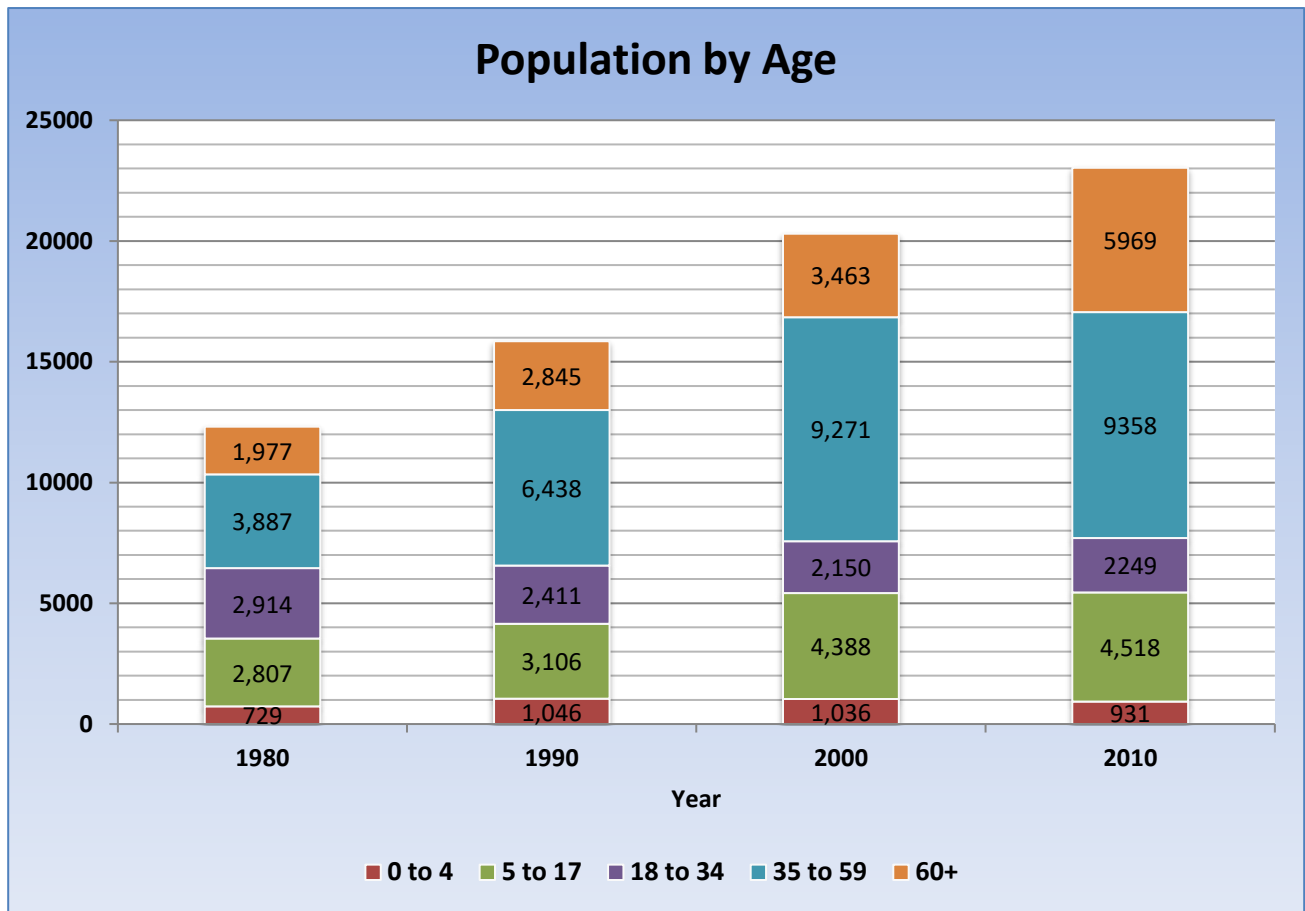
- **18 – 34 Age Group:** The population of adults ages eighteen to thirty-four continuously declined between 1980 and 2000. However, this age group increased by 100 individuals between 2000 and 2010. This age group represents the second smallest in size compared to the rest of the age groups.
- **35 – 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%

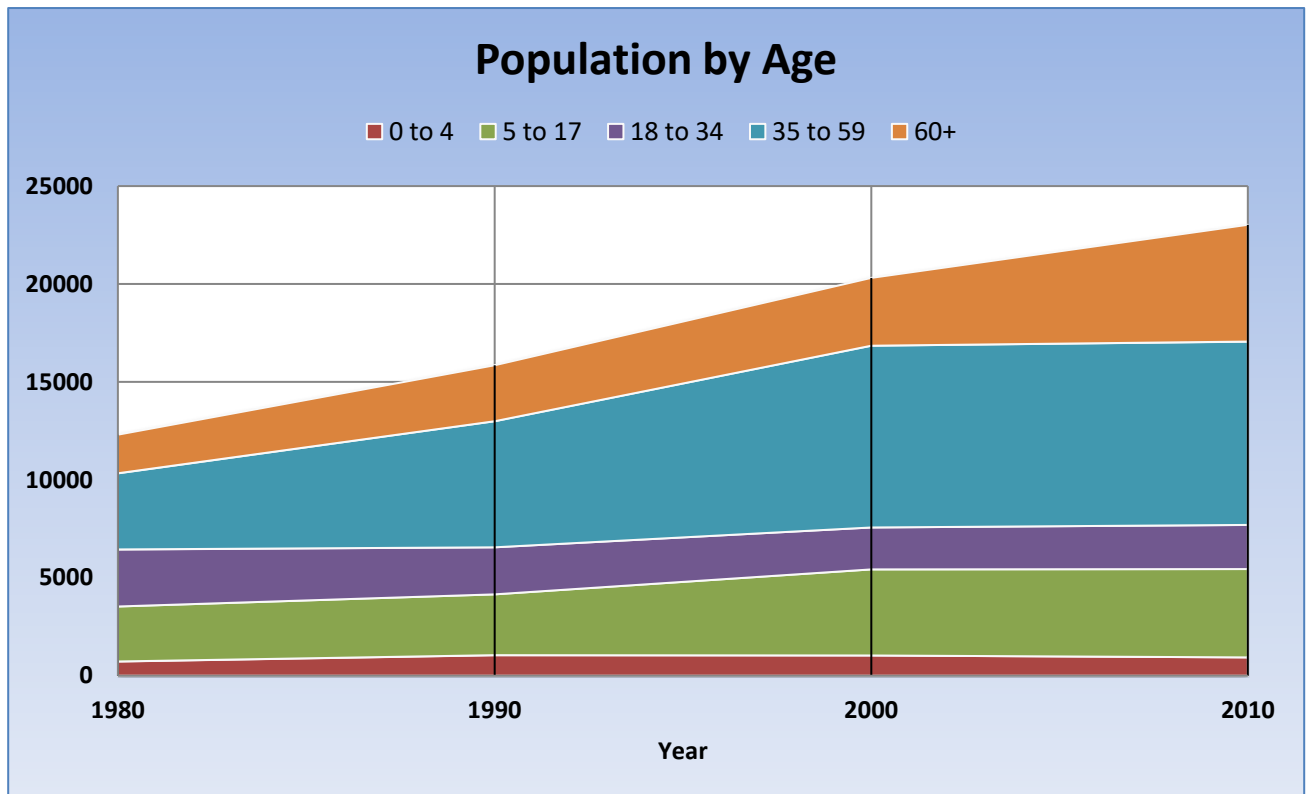
Source: Decennial United State Census (1980 – 2010)

Chart H – Population by Age (Bar Chart)



Source: Decennial United State Census (1980 – 2010)

Chart I – Population by Age (Trend Chart)

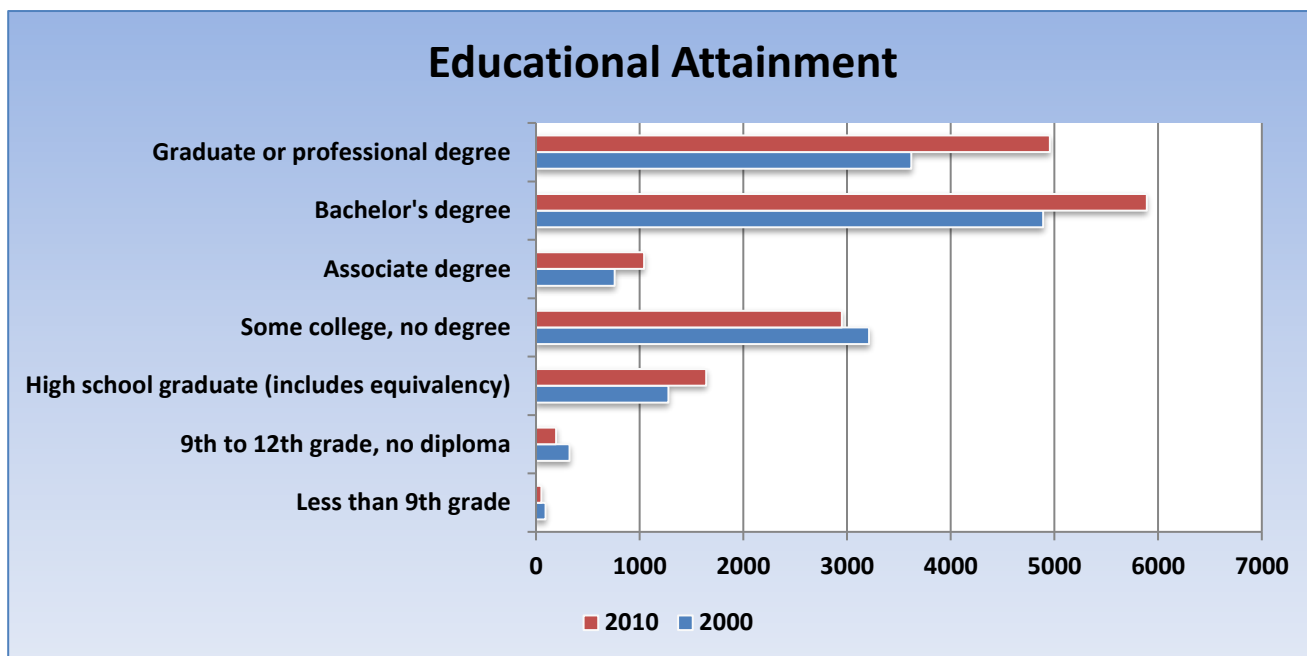


Source: Decennial United State Census (1980 – 2010)

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 attainment 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

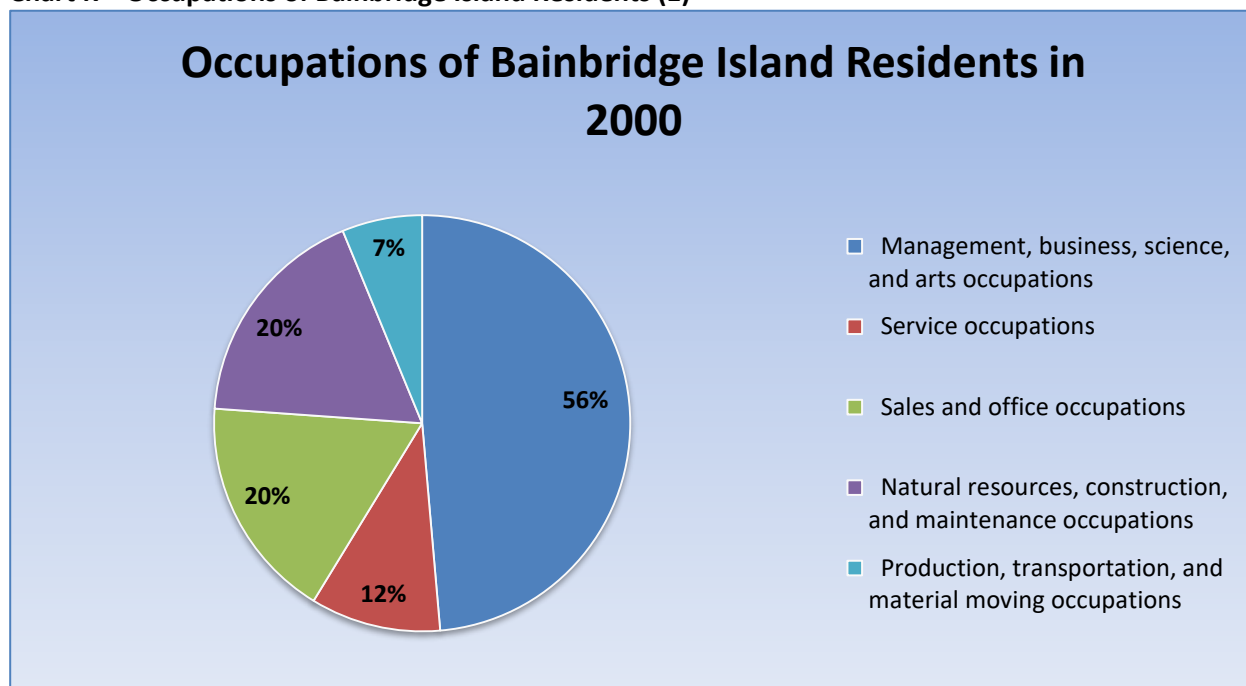
	2000		2010	
	Number	Percent	Number	Percent
All families	171	3%		3.3%
With related children under 18 years	115	3.9%		4.5%
With related children under 5 years only	36	4.1%		10.9%
Married couple families				2.0%
With related children under 18 years				2.6%
With related children under 5 years only				7.5%
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)

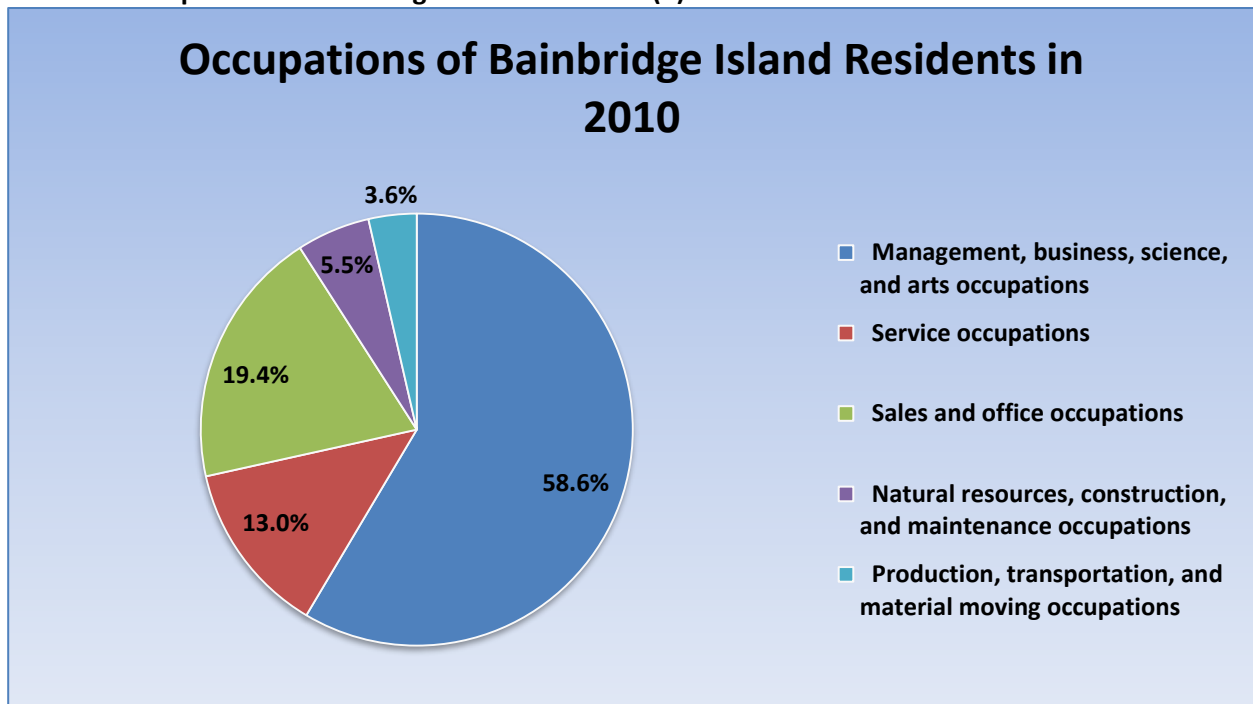
The number of employed residents who are sixteen years and over increased from 9,670 in 2000 to 10,284 in 2010. While the majority of occupational categories were consistent, “Natural Resources, Construction, and Maintenance” occupations decreased by a three-fourths and “Production, Transportation, and 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)

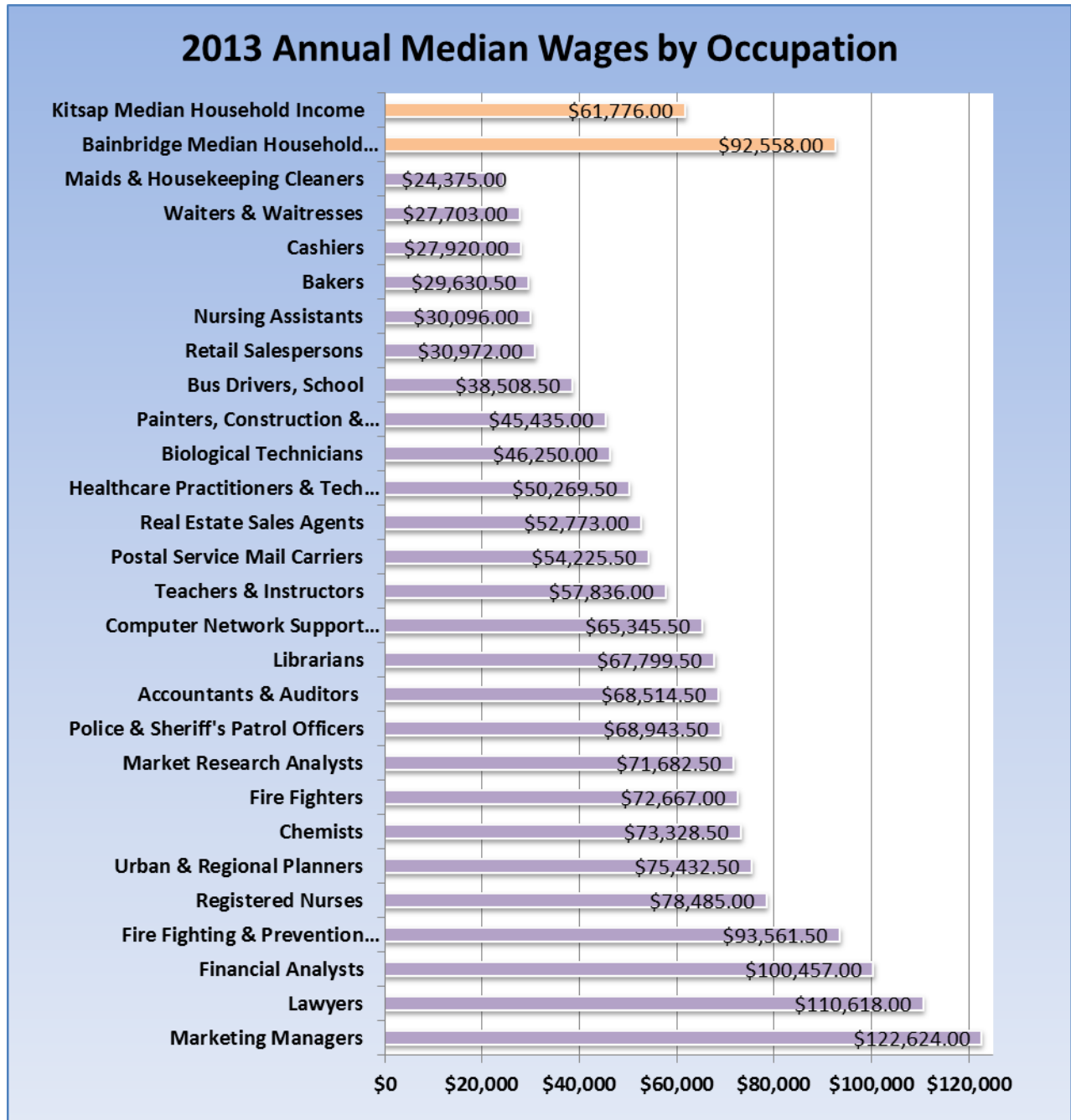
Chart L – Occupations of Bainbridge Island Residents (2)



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 verses 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 C: 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 D : 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.

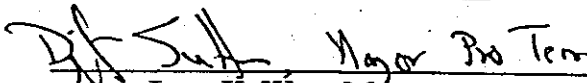
Section 5. A new section, Subarea Plans, of the Comprehensive Plan shall be established and the Lynwood Center Special Planning Area Report and Final Recommendations shall be included in this new section.

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.

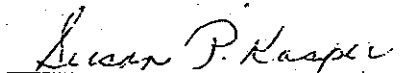
Section 7. This ordinance shall take effect and be in force five days from and after its passage, approval and publication as required by law.

PASSED by the City Council this _____ day of _____, 1997.

APPROVED by the Mayor this _____ day of _____, 1997.


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

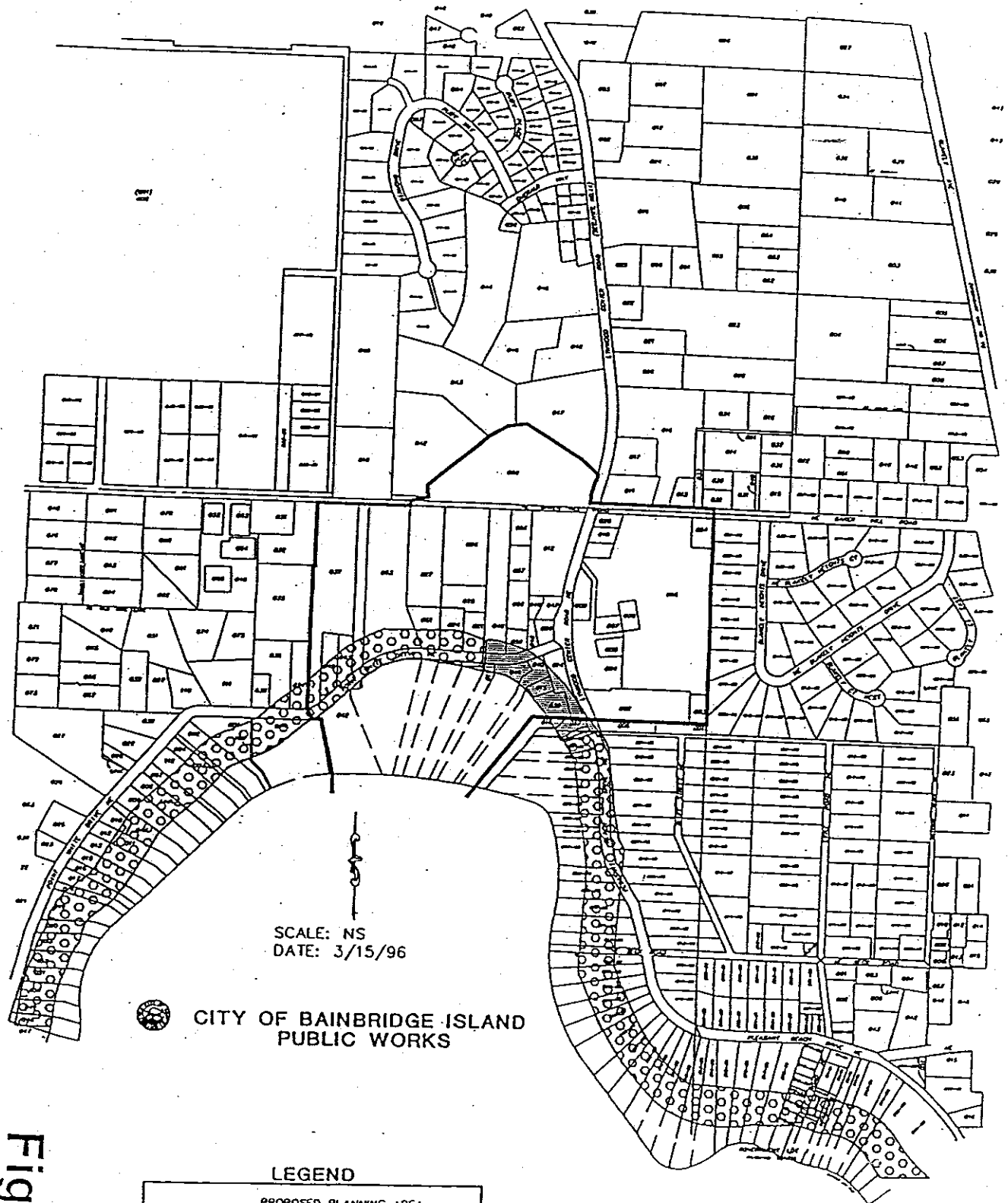
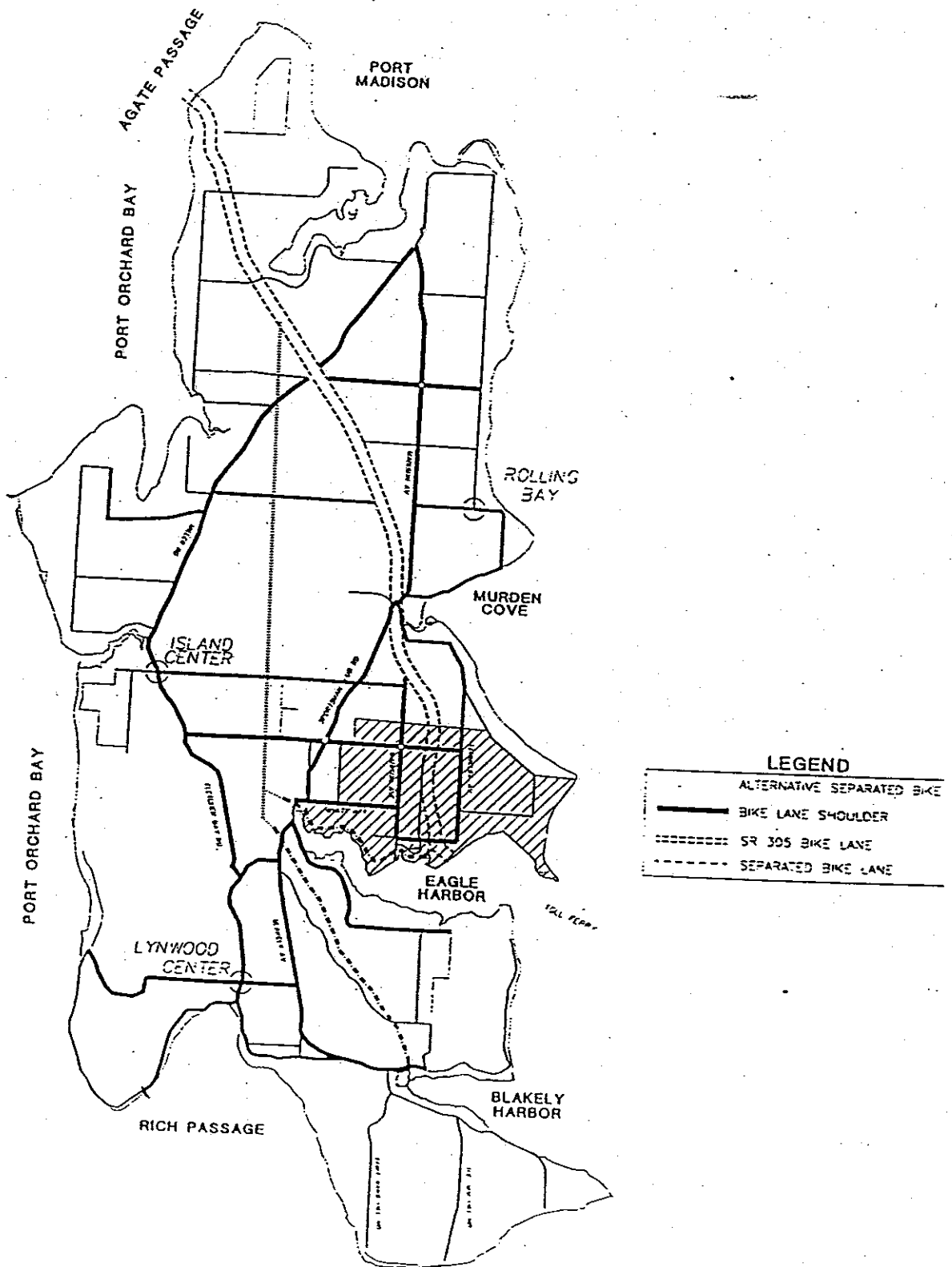


Figure 1

COMPREHENSIVE PLAN LAND USE MAP
AS AMENDED BY ORDINANCE 97-16



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

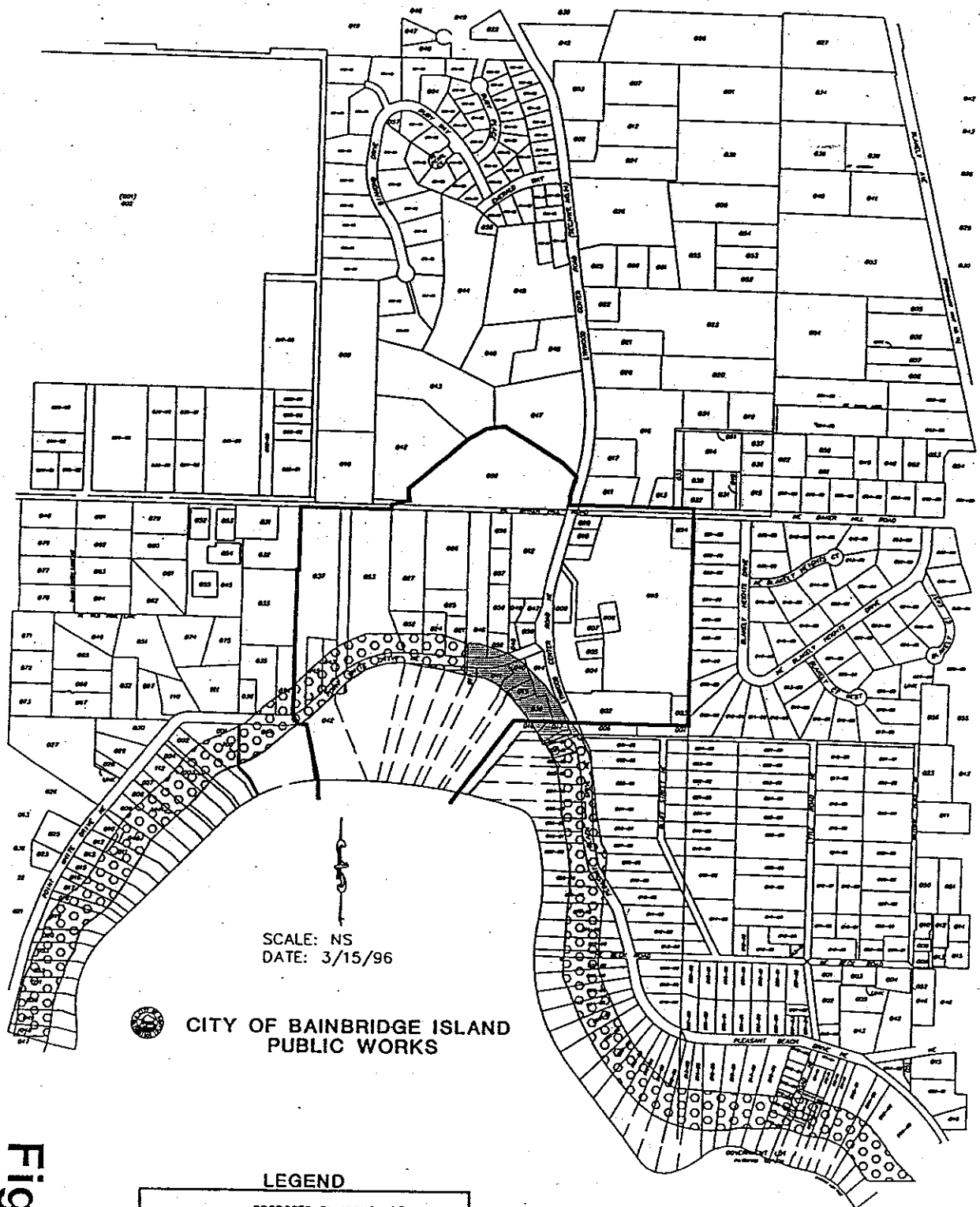
1. The plan includes pedestrian and bike trails on both sides of Lynwood Center Road to north of Baker Hill Road and south down Pleasant Beach Road, and on the south side of Baker Hill Road. Pedestrian and bike trails will also go west along Point White Drive on the water side. A series of pedestrian 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

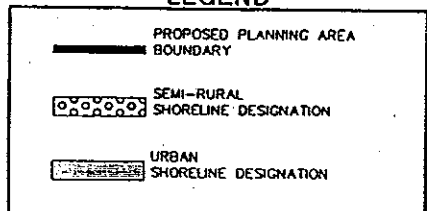
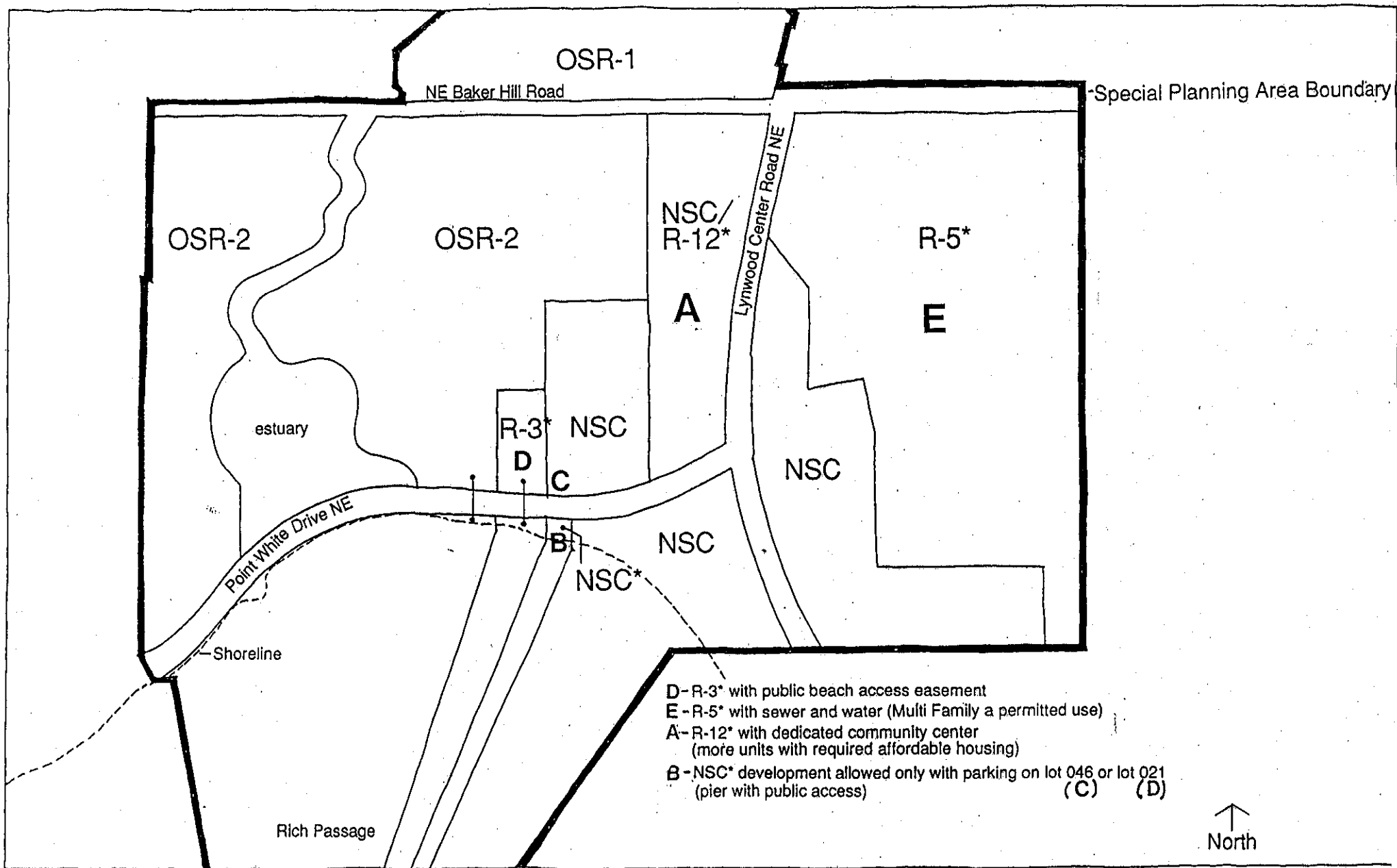
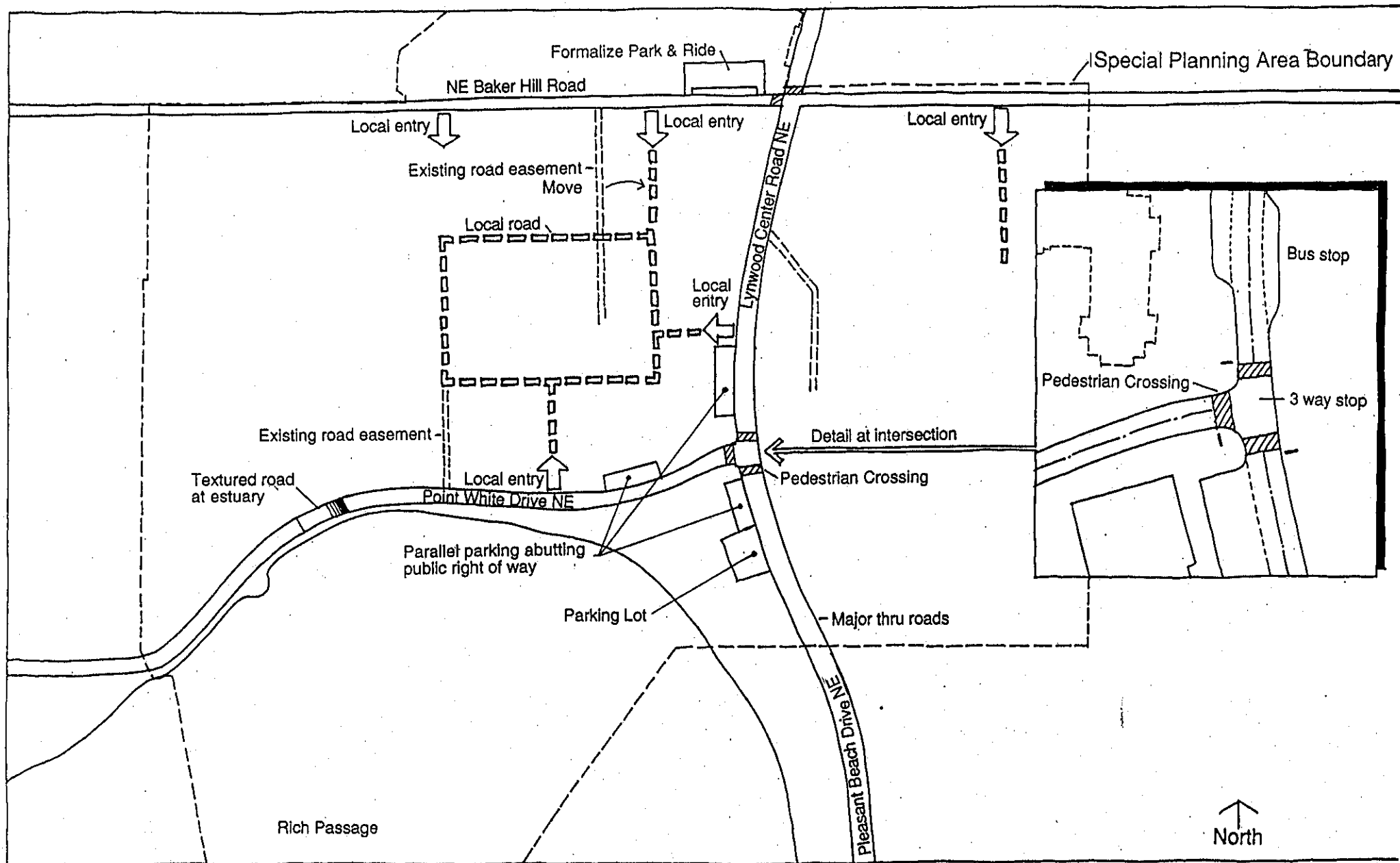


Figure 1





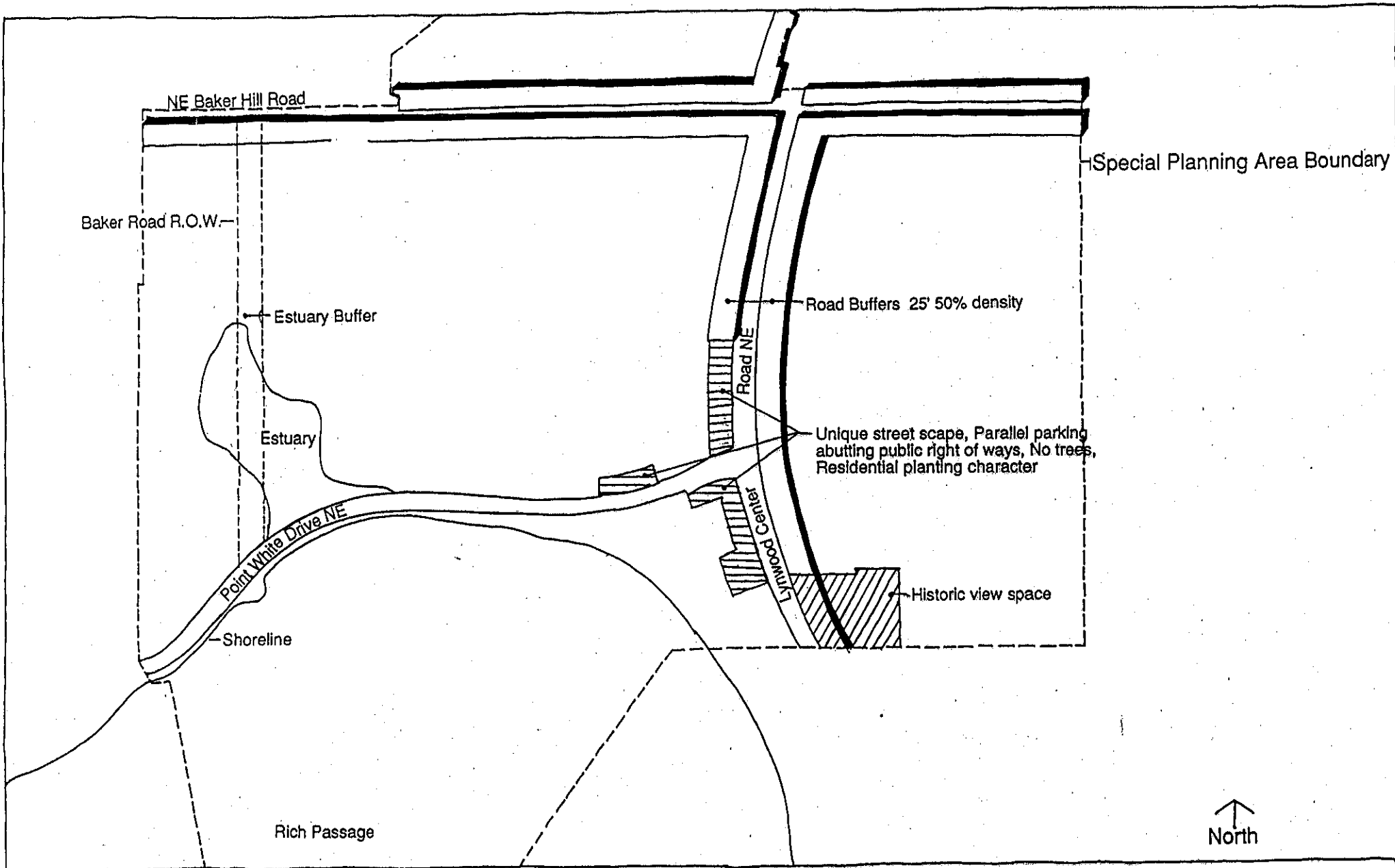
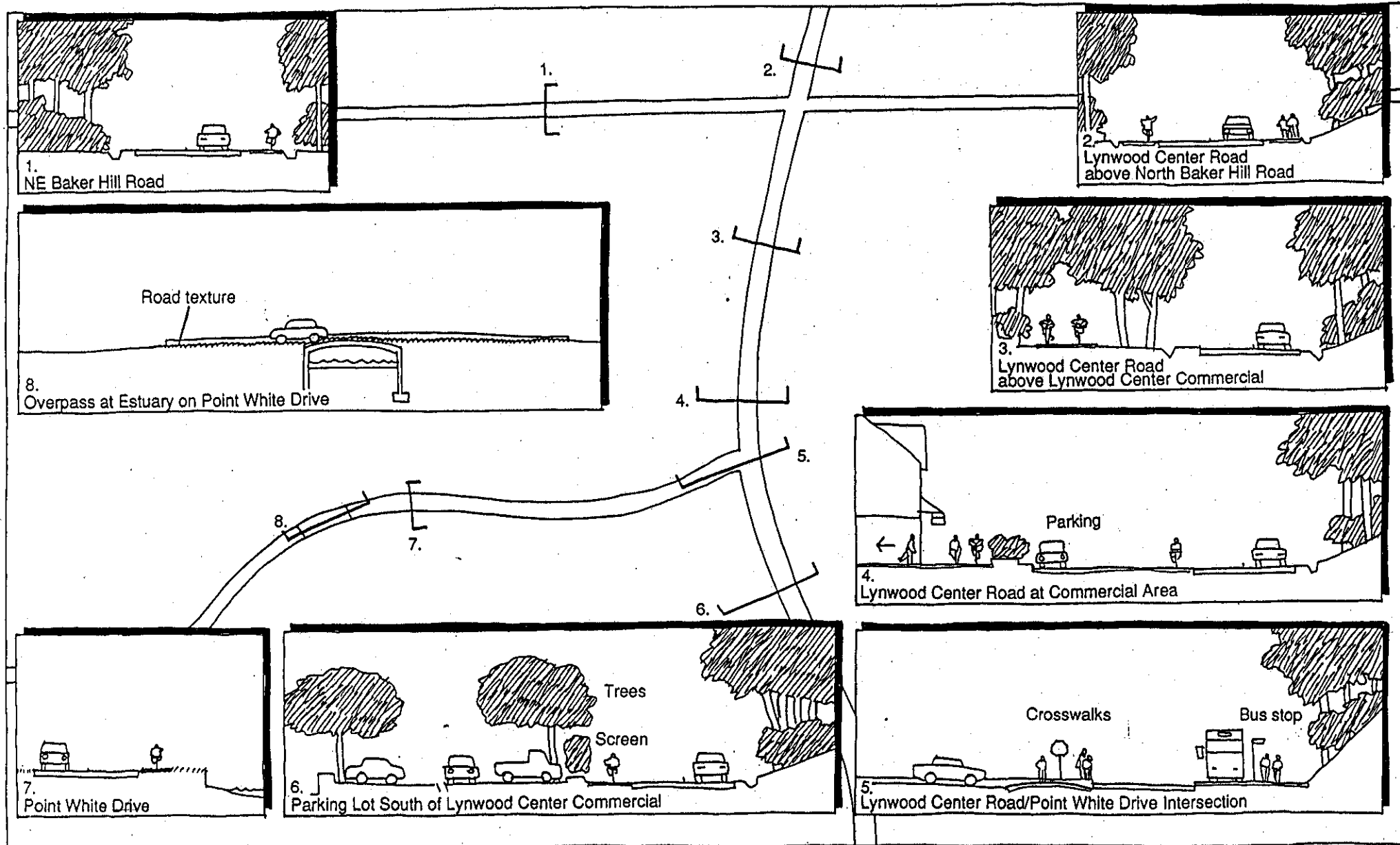


Figure 5-1 Landscape



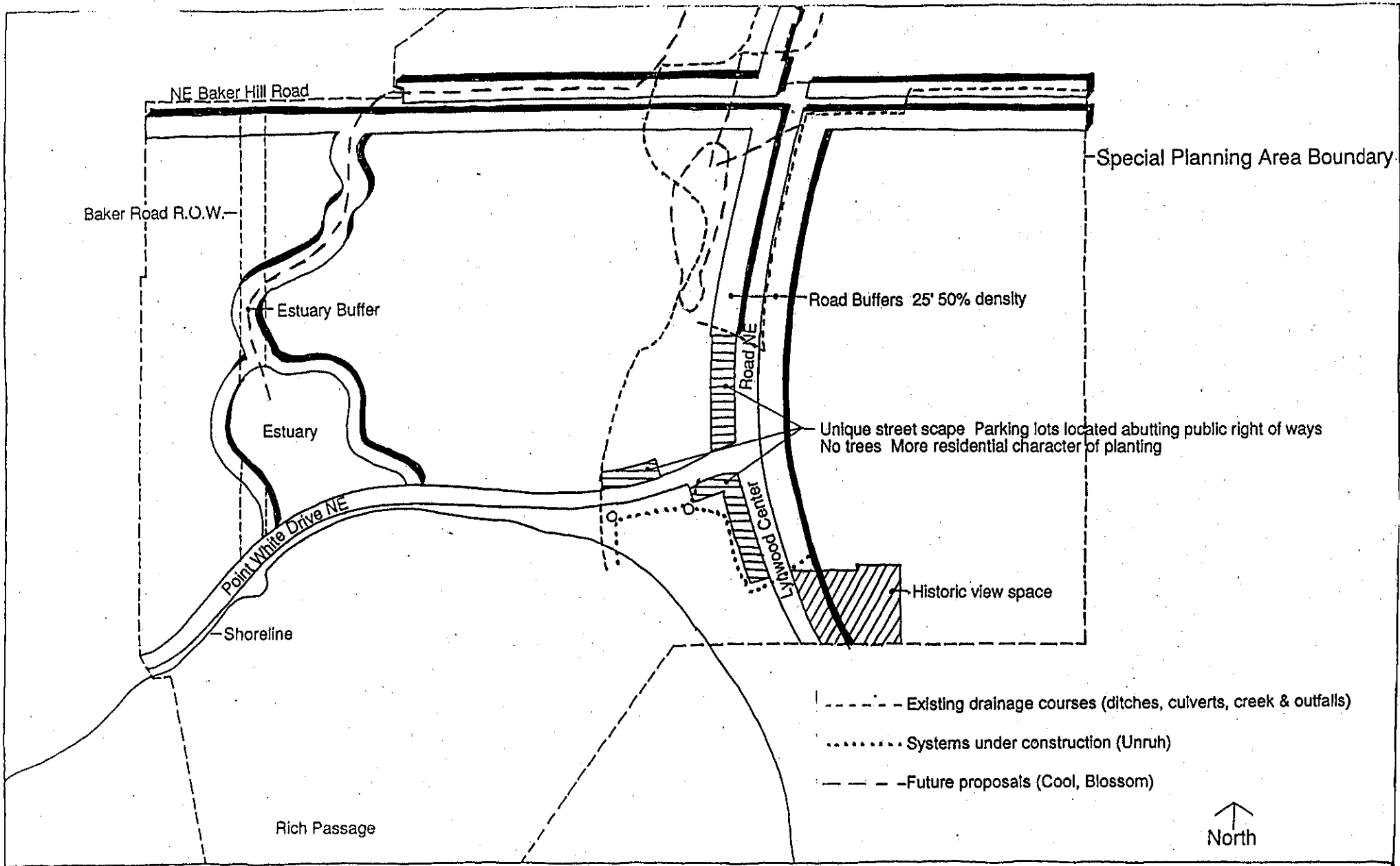
Circulation

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.



**COUNCILMEMBER TOLLEFSON COMMENTS
ON DRAFT ORDINANCE 2017-02
PREPARED FOR 2/7/2017 MEETING**

1. P. 1, 6th “Whereas” – “....Planning Commission meetingss included...”
2. Section 9:
 - a. Change Title of Ch. 2.32 to Multi-Modal Transportation Advisory Committee
 - b. 2.32.010.A – Insert after second sentence: “The membership of the Committee should reflect the many interests impacted by transportation decisions, including without limitation motorists, pedestrians, bicyclists and public transportation users.”
 - c. 2.32.030 – Change to read:
Title: “Purpose”
Text: “The purpose of the Committee is to advise the City Council, other City committees and commissions, and City staff on transportation issues affecting the people of Bainbridge Island. The Committee will respond to requests for study, information and guidance, and will generally function according to a Work Plan approved annually by the City Council.”
3. New Section 10: “Chapter 2.42 *Arts and Humanities Council* Of the Bainbridge Island Municipal Code is hereby repealed in its entirety.”
 - a. Rationale: . Designation of an agency, if any, to handle certain functions related to Arts funds should be the purview of the City Council and should be a contractual relationship with the City.
4. New Section 11: “Chapter 2.50 *Health, Housing and Human Services Council* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.”
 - a. Rationale: Organization no longer exists and Council has adopted a new model for managing support of funds for this purpose.
5. New Section 12: BIMC 3.80.040 should be changed:
 - a. Title: “Management”
 - b. Text: “The City’s Public Art Works Program shall be managed as directed from time to time by the City Council. To the extent that any portion of the management is delegated to a private entity, such management shall be in accordance with a written agreement approved by the City Council.”
 - c. Rationale: The City Council does not want to bind itself to any particular method for managing and disbursing support for the Arts in the future. Each Council should be free to modify its approach as it deems in the best interest of the Community, without needing to resort to an amendment of the Municipal Code.

6. Current "Section 10" gets renumbered "Section 13", and subsequent sections renumbered accordingly.
7. Current Section 20: Should be revised as follows:
 16. "Affordable housing" or "affordable dwelling unit" (~~formerly "HUD-defined affordable housing"~~) means a dwelling unit for use as a primary residence ~~by a household in any of the income groups described below~~, which may be rented..."
 - a. Rationale: (1) the parenthetical adds nothing to the meaning of the current section. (2) there are no descriptions of income groups in the remainder of this section of the Code, so the reference is misleading and meaningless.

**ORDINANCE NO. 2017-02
(FORMERLY ORDINANCE NO. 2016-30)**

AN ORDINANCE of the City of Bainbridge Island, Washington, amending Titles 2, 3, 17 and 18 of the Bainbridge Island Municipal Code to ensure consistency with the updated 2016 Comprehensive Plan.

WHEREAS, the City is required by the Growth Management Act (GMA), RCW 36.70A.130, to conduct a periodic review and update of its comprehensive plan and development regulations to ensure consistency with updated state laws and population and employment projections; and

WHEREAS, the deadline to update to the City's Comprehensive Plan was June 30, 2016; and

WHEREAS, the City notified the Department of Commerce that although the City had been making progress on the review and update to its Comprehensive Plan, it would not meet the June 30, 2016 deadline; and

WHEREAS, the Department of Commerce accepted the City's delayed action, requesting to be kept abreast of the City's progress; and

WHEREAS, the City began working on the 2016 periodic update of the Comprehensive Plan in August 2014; and

WHEREAS, the Planning Commission began the review of each of the Comprehensive Plan's ten elements by holding a public workshop, where the Commission accepted both written and verbal comments on each of the elements; and

WHEREAS, for the 2016 Comprehensive Plan Update, the Planning Commission reviewed the *Introduction* and each element one at a time, meeting 38 times between January 2015 and August 2016 to discuss updating the elements, completing their preliminary review of all the elements on August 18, 2016; and

WHEREAS, each of the 38 Planning Commission meetings included an agenda item providing specific opportunity for public comment on the 2016 Comprehensive Plan Update; and

WHEREAS, the City issued a Determination of Non-significance on August 26, 2016 regarding Ordinances No. 2016-29 and No. 2016-30 in compliance with the requirements of the State Environmental Policy Act, and

WHEREAS, the Comprehensive Plan is consistent with the Kitsap County Countywide Planning Policies, including the year 2036 population and employment allocations for the City of Bainbridge Island, and the Puget Sound Regional Council Multicounty Planning Policies, and the Growth Management Act; and

WHEREAS, the City must adopt development regulations that implement the Comprehensive Plan; and

WHEREAS, each Comprehensive Plan element has an implementation section that calls for further actions such as budget allocations, department work program additions, and community partnerships in order to fully implement the Comprehensive Plan; and

WHEREAS, the changes to the BIMC executed through this ordinance are generally the simple procedural or clarifying changes to the code that can be made without further study; and

WHEREAS, Ordinance 2016-29 adopts the update to the City's Comprehensive Plan, and is being processes concurrently with this ordinance; and

WHEREAS, notice was given on October 18, 2016 to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, the Planning Commission conducted public hearings on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on September 17 and 22, 2016; and

WHEREAS, after closing the public hearing, the Planning Commission deliberated on both Ordinance No. 2016-29 and Ordinance No. 2016-30 on October 5, 2016 voting to recommend approval on October 13, 2016; and

WHEREAS, the City Council held study sessions beginning on October 18, 2016 and throughout November and December, 2016 on both Ordinance No. 2016-29 and Ordinance No. 2016-30; and

WHEREAS, the City Council conducted public hearings on both Ordinance No. 2017-01 (formerly Ord. No. 2016-29) and Ordinance No. 2017-02 (formerly Ord. No. 2016-30) on January 10, 2017; and

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN, AS FOLLOWS:

Section 1: The Bainbridge Island Municipal Code is amended to change the name of the "Neighborhood Service Center" (NSC) zoning district to "Neighborhood Center" (NC) zoning district throughout the municipal code.

Section 2: Section 2.16.040.E *Site Plans and Design Review- Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

2. The locations of the buildings and structures, open spaces, landscaping, pedestrian, bicycle and vehicular circulation systems are adequate, safe, efficient and in conformance with the Island-wide Transportation Plan ~~nonmotorized transportation~~

plan;

Section 3: Section 2.16.050.D *Nonagricultural Minor Conditional Use Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

4. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~;

Section 4: Section 2.16.050.E *Agricultural Minor Conditional Use Decision Criteria*, of the Bainbridge Island Municipal Code is amended to read as follows:

1. As agriculture is a preferred use, conditional uses that are listed as agricultural uses in Table 18.09.020 (except for agricultural research facilities) may be approved if:
 - a. The conditional use will not be materially detrimental to uses or property in the immediate vicinity of the subject property; and
 - b. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~; and
 - c. The conditional use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities; and
 - d. The conditional use complies with all other provisions of the BIMC.

Section 5: Section 2.16.070 *Short Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Preapplication Conference. The applicant shall provide copies of one or more proposed or “first draft” composite site plans prepared in accordance with flexible lot design standards of Title 17 and Chapter 18.12 ~~methodology as described in the Flexible Lot Design Handbook~~ for the preapplication conference.

Section 6: Section 2.16.110.D *Major Conditional Use Permit- Decision Criteria* of the Bainbridge Island Municipal Code is amended to read as follows:

1. A conditional use may be approved or approved with conditions if:
 - a. The conditional use is harmonious and compatible in design, character and appearance with the intended character and quality of development in the vicinity of the subject property and with the physical characteristics of the subject property; provided, that in the case of a housing design demonstration project any differences in design, character or appearance that are in furtherance of the purpose and decision criteria of BIMC 2.16.020.Q shall not result in denial of a conditional use permit for the project; and
 - b. The conditional use will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities; and
 - c. The conditional use will not be materially detrimental to uses or property in the vicinity of the subject property; and

- d. The conditional use is in accord with the comprehensive plan and other applicable adopted community plans, including the Island-wide Transportation Plan ~~nonmotorized transportation plan~~; and
- e. The conditional use complies with all other provisions of the BIMC, unless a provision has been modified as a housing design demonstration project pursuant to BIMC 2.16.020.Q; and
- f. All necessary measures have been taken to eliminate or reduce to the greatest extent possible the impacts that the proposed use may have on the immediate vicinity of the subject property; and
- g. Noise levels shall be in compliance with BIMC 16.16.020 and 16.16.040.A; and
- h. The vehicular, pedestrian, and bicycle circulation meets all applicable city standards, unless the city engineer has modified the requirements of BIMC 18.15.020.B.4 and B.5, allows alternate driveway and parking area surfaces, and confirmed that those surfaces meet city requirements for handling surface water and pollutants in accordance with Chapters 15.20 and 15.21 BIMC; and
- i. The city engineer has determined that the conditional use meets the following decision criteria:
 - i. The conditional use conforms to regulations concerning drainage in Chapters 15.20 and 15.21 BIMC; and
 - ii. The conditional use will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use and enjoyment of properties downstream; and
 - iii. The streets and pedestrian ways as proposed align with and are otherwise coordinated with streets serving adjacent properties; and
 - iv. The streets and pedestrian ways as proposed are adequate to accommodate anticipated traffic; and
 - v. If the conditional use will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the conditional use, and the applicable service(s) can be made available at the site; and
 - vi. The conditional use conforms to the “City of Bainbridge Island Engineering Design and Development Standards Manual,” unless the city engineer has approved a variation to the road standards in that document based on his or her determination that the variation meets the purposes of BIMC Title 17.
- j. If a major conditional use is processed as a housing design demonstration project pursuant to BIMC 2.16.020.Q, the above criteria will be considered in conjunction with the purpose, goals, policies, and decision criteria of BIMC 2.16.020.Q.

Section 7: Section 2.16.125 *Preliminary Long Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Preapplication Conference. The applicant shall provide copies of one or more proposed or “first draft” composite site plans prepared in accordance with flexible lot design standards of Title 17 and Chapter 18.12 ~~methodology as described in the Flexible Lot Design Handbook~~ for the preapplication conference. Applicants are required to participate in a community meeting through the city’s public participation program outlined in Resolution

No. 2010-32. The meeting will be held during the preapplication conference phase of the project.

Section 8: Section 2.16.210 *Special area plan process* of the Bainbridge Island Municipal Code is amended as shown in Exhibit A:

Section 9: Section 2.32.030 *Nonmotorized Transportation Advisory Committee* of the Bainbridge Island Municipal Code is amended to read as follows:

2.32.030 Duties and responsibilities.

The goal of the committee is to work with neighborhood groups and city staff to implement the Island-wide Transportation Plan ~~nonmotorized transportation plan~~ and advocate for nonmotorized transportation facilities, including the funding for such facilities and promotional or educational programs encouraging nonmotorized transportation. The committee will advocate for and ensure implementation of the Island-wide Transportation Plan ~~nonmotorized transportation plan~~, including but not limited to the recognition and integration of the federal, state and local emphasis on active recreation, the reduction of greenhouse gas emissions and the linkage of communities through regional connectivity.

Section 10: Chapter 3.82 *Bainbridge Island Arts and Humanities Account* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.

Section 11: Chapter 3.86 *Health, Housing, and Human Services Account* of the Bainbridge Island Municipal Code is hereby repealed in its entirety.

Section 12: Section 17.12.020 *Flexible Lot Design Requirement for Single-family Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

A. Requirement.

1. All single-family residential short and long subdivisions within the city shall be designed in accordance with the city's adopted flexible lot (flexlot) design requirements. If, due to site or design constraints, no homesite with supporting infrastructure can be located on a subject property, no division of land is permitted.
2. Some of the flexible lot design requirements are outlined in this title and in BIMC Title 18, ~~and additional guidance is provided in the city's flexible lot design handbook, which has been prepared and shall be maintained by the director, and made available to the public, to assist applicants in the preparation of flexible subdivision designs and applications for residential subdivisions.~~

- B. Pre-Existing Lots. Lots that have previously received final approval from the city, or that have previously received final approval from Kitsap County prior to inclusion within the city boundaries, and that do not comply with the adopted flexible lot design requirements shall be considered existing nonconforming lots, but any future resubdivision of any such lots shall comply with adopted flexible lot design requirements.

- C. Two Types of Flexible Lot Design Available. Applicants for a short or long subdivision or resubdivision shall comply with the standards in this title applicable to open space design or the standards applicable to cluster design. If an applicant does not notify the city of his or her intention to submit a cluster design, the open space design standards shall apply. In some cases, however, site constraints such as the size and shape of the parcel or the presence of areas subject to Chapter [16.12](#) BIMC (Shoreline Master Program) or Chapter [16.20](#) BIMC (Critical Areas) result in only one of the options being feasible. The cluster design option is not available to properties located in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8 and R-14 zoning districts.
- D. Large Lot Subdivisions. As authorized by RCW [58.17.040](#)(2) or its successors, the city regulates the division of land into large lots. Large lot subdivisions shall comply with the requirements of BIMC [17.12.040](#) (General residential subdivision standards), the requirements of BIMC [17.12.060](#) (Special requirements for sensitive areas), if applicable, and the requirements of BIMC Title [18](#) for the zone district in which the property is located. Large lot subdivisions are not a form of flexlot and therefore are not subject to cluster or open space design requirements.

Section 13: Section 17.12.030.A.4 *Open space/Cluster Standards and Homesite Locations for Single-family Residential Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

4. Amount of Open Space Required.
- a. Basis. In determining the open space area requirement stated in subsection A.4.b of this section, the city has relied on the “Analysis of Open Space Report” dated July 15, 2003, and amended April 30, 2004, and the other reports, statutes and documents referenced in the recitals to the ordinance codified in this section (“open space documentation”). The open space documentation shall be incorporated into the record of every short or long subdivision application. In reviewing a short or long subdivision application, the city shall consider the open space documentation as presumptively valid and applicable to the short or long subdivision application.
 - b. Amount Required.
 - i. The area provided for open space shall be based on and consistent with the existing valued open space features (listed in Table 17.12.030-2) on the subject property, up to a maximum of 25 percent of the area of the property being subdivided, unless additional open space area is otherwise provided pursuant to subsection A.5 of this section.
 - ii. All lands subject to critical area regulations by Chapter [16.20](#) BIMC shall remain subject to those regulations regardless of whether they are included in the required open space designation.
 - iii. If a property being subdivided contains valued open space features as described in Table 17.12.030-2 that exceed 25 percent of the gross land area, the maximum required area for open space designation is still 25 percent, unless it includes protected critical area as regulated by Chapter [16.20](#) BIMC.

- iv. If the gross land area contains less than 25 percent in open space features, then the designated open space is identified accordingly. ~~The flexible lot design handbook provides assistance on the methodology for designating open space areas.~~ Designated open space areas shall not be required to be dedicated to the public, and the owner shall not be required to permit public access to designated open space areas. Landscape buffers may be included in the open space calculation as specified in Tables 18.15.010-3 and 18.15.010-45.

Section 14: Section 17.12.030.B *Open space/Cluster Standards and Homesite Locations for Single-family Residential Subdivisions* of the Bainbridge Island Municipal Code is amended to read as follows:

- B. Cluster Short and Long Subdivisions. If an applicant chooses to apply for a cluster short or long subdivision, the open space provisions of subsection A of this section shall not apply. Clustering shall be accomplished through the design standards of Title 17 and Chapter 18.12 ~~process specified in the flexible lot design handbook.~~ The cluster design option is not available to properties located in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8 and R-14 zoning districts. The following requirements shall apply to cluster short and long subdivisions:
 - 1. Homesite Clustering. The purpose of clustering is to facilitate the efficient use of land by reducing disturbed areas, impervious surfaces, utility extensions and roadways. Homesites shall be located in cluster groupings and the efficient location of infrastructure shall be used to maximize the undeveloped area. Four or more homesites shall constitute a cluster grouping in a long subdivision, and two or more homesites shall constitute a cluster grouping in a short subdivision.
 - a. All homesites in a cluster grouping shall adjoin or be located a maximum of 25 feet apart from another homesite.
 - b. The city encourages design of homesite cluster groups that create open areas large enough to accommodate crop agriculture, when such areas are created. The applicant shall record covenants making it clear to lot buyers that crop agriculture may take place on the open areas.
 - c. The location of homesite cluster groups is not required to be located near any existing home on the property.
 - 2. Homesite Area.
 - a. The homesite area is for development of the primary residential dwelling and accessory buildings for each lot within the subdivision.
 - b. In the R-0.4 ~~and R-1 R-2, and R-2.9~~ zoning districts, a homesite area with a maximum area of 10,000 square feet shall be provided for each lot and shall be depicted on the face of the plat. In the R-2 zoning district, a homesite area with a maximum area of 7,500 square feet shall be provided for each lot and shall be depicted on the face of the plat
 - c. ~~In the R-3.5 and R-4.3 zoning districts, a homesite area with a maximum homesite area of 7,600 square feet shall be provided for each lot and shall be depicted on the face of the plat.~~
 - d. ~~In the R-5, R-6, R-8, and R-14 zoning districts, a homesite area with a maximum area of 5,000 square feet shall be provided for each lot and shall be depicted on the~~

~~face of the plat.~~

- e. Other allowed uses and structures, including well houses, may be located within the lot and outside the homesite area; provided, that all other applicable requirements of the BIMC are satisfied.
- f. Designated homesites shall not include designated critical areas or their buffers.
- g. Fencing or signage of designated critical areas shall be required pursuant to subsection A.8.a of this section.

Section 15: Section 17.12.040 *General Residential Subdivision Standards* of the Bainbridge Island Municipal Code is amended to read as follows:

- B. Homesites. Residential homesites shall be located consistent with the design standards of Title 17 and Chapter 18.12 methodology prescribed in the flexible lot design handbook.
- E. Roads and Pedestrian Access.
 - 1. Roads and access complying with the “City of Bainbridge Island Design and Construction Standards and Specifications,” and all applicable requirements of the BIMC, shall be provided to all proposed lots consistent with the standards contained within this subsection.
 - 2. A variation from the road requirements and standards contained within the “City of Bainbridge Island Design and Construction Standards and Specifications” may be approved by the city engineer through the minor variance process described in BIMC Title 2.
 - 3. Existing roadway character shall be maintained where practical. This may be accomplished through the reduction of roadway width consistent with subsection E.2 of this section, the minimization of curb cuts, and the preservation of roadside vegetation. To minimize impervious surfaces, public rights-of-way, access easements and roadways shall not be greater than the minimum required to meet standards unless the city engineer agrees that the additional size is justified.
 - 4. Connections to existing off-site roads that abut the subject property shall be required where practicable, except through critical areas and/or their buffers.
 - 5. Street names and traffic regulatory signs shall be provided, and their locations shall be indicated on the plat/plan. The location of mailboxes and traffic regulatory signs is only required to be indicated on the plat/plan when other public improvements are required.
 - 6. Transit stops shall be provided as recommended by Kitsap Transit.
 - 7. Pedestrian and bicycle circulation and access within a subdivision and onto the site shall be provided through walkways, paths, sidewalks, or trails and shall be consistent with the Island-wide Transportation Plan ~~nonmotorized transportation plan~~. Pursuant to RCW 58.17.110(1) sidewalks shall be provided, where necessary, to assure safe walking conditions for students who walk to and from school. Special emphasis shall be placed on providing pedestrian access to proposed recreational and/or open space areas.

Section 16: Section 17.28.020 *Definitions* of the Bainbridge Island Municipal Code is amended to read as follows:

- 19. “Flexible lot design” is the design process the city uses that permits flexibility in lot development and encourages a more creative approach than traditional lot-by-lot subdivision. The flexible lot design process includes lot design standards, ~~guidance on~~ for

the placement of buildings, use of open spaces and circulation that best addresses site characteristics. This design process permits clustering of lots, with a variety of lot sizes, to provide open space, maintain Island character and protect the island's natural systems.

Section 17: Table 18.12.020-1 *Flexlot Dimensional Standards for Residential Zone Districts* of the Bainbridge Island Municipal Code is amended as shown in Exhibit B:

Section 18: Table 18.15.010-3 *Perimeter Landscaping Requirements by Land Use and Zoning District* of the Bainbridge Island Municipal Code is amended as shown in Exhibit C.

Section 19: Section 18.27.020 *Transfer of Development Rights* of the Bainbridge Island Municipal Code is amended to read as follows:

18.27.020 Development rights sending areas.

- A. ~~Critical Areas Overlay District.~~ All properties located outside of designated centers within the critical areas overlay district (CAOD) as designated on the land use map of the city comprehensive plan are established as development rights sending areas. ~~A copy of the critical areas overlay district is available from the department.~~
- B. Agricultural Land. Any owner of agricultural land as defined by BIMC [16.26.020](#), ~~whether located in or outside of the CAOD,~~ may elect to have the agricultural land designated as a development rights sending area through the sale or transfer of the development rights of the property.
- C. Donation of Development Rights. Any owner of real property may donate all or a portion of their development rights to the city.
- D. Property Already Restricted from Development Not Eligible. Development rights are not available for real property ~~in the CAOD or agricultural land outside of the CAOD~~ that is subject to easements or covenants preventing further development of the real property.

Section 20: Section 18.36.030 *Definitions* of the Bainbridge Island Municipal Code is amended to read as follows:

- 16. "Affordable housing" or "affordable dwelling unit" (formerly "HUD-defined affordable housing") means a dwelling unit for use as primary residence by a household in any of the income groups described below, which may be rented or purchased (including utilities other than telephone and cable TV) without spending more than 30 percent of monthly household income. Income level eligibility threshold levels shall be set using HUD levels for the Bremerton-Silverdale ~~Seattle~~ metropolitan statistical area.

Section 21: The Official Zoning Map of the Bainbridge Island Municipal Code is amended for consistency with the Future Land Use Map of the 2016 Comprehensive Plan, as shown in Exhibit D:

Section 22. This ordinance shall take effect and be in force on and after five days from its passage, approval and publication as required by law.

PASSED BY THE CITY COUNCIL this _____, 2017.

APPROVED BY THE MAYOR this _____, 2017.

Kol Medina, Mayor

ATTEST/AUTHENTICATE:

Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK:

XXXX, 2016

PASSED BY THE CITY COUNCIL:

XXXX, 2017

PUBLISHED:

EFFECTIVE DATE:

ORDINANCE NUMBER:

2017-02 (formerly 2016-30)

2.16.210 ~~Special area~~ Subarea planning process.

A. Purpose. The purpose of this section is to provide a ~~special planning area~~ Subarea planning process that enhances the livability of the city by recognizing the unique characteristics of the city's ~~designated centers and neighborhoods special planning areas~~ and by providing opportunities to accomplish the goals of the city's comprehensive plan in a way unique to each ~~designated center or neighborhood special planning area~~.

B. Applicability. This chapter ~~only~~ applies to:

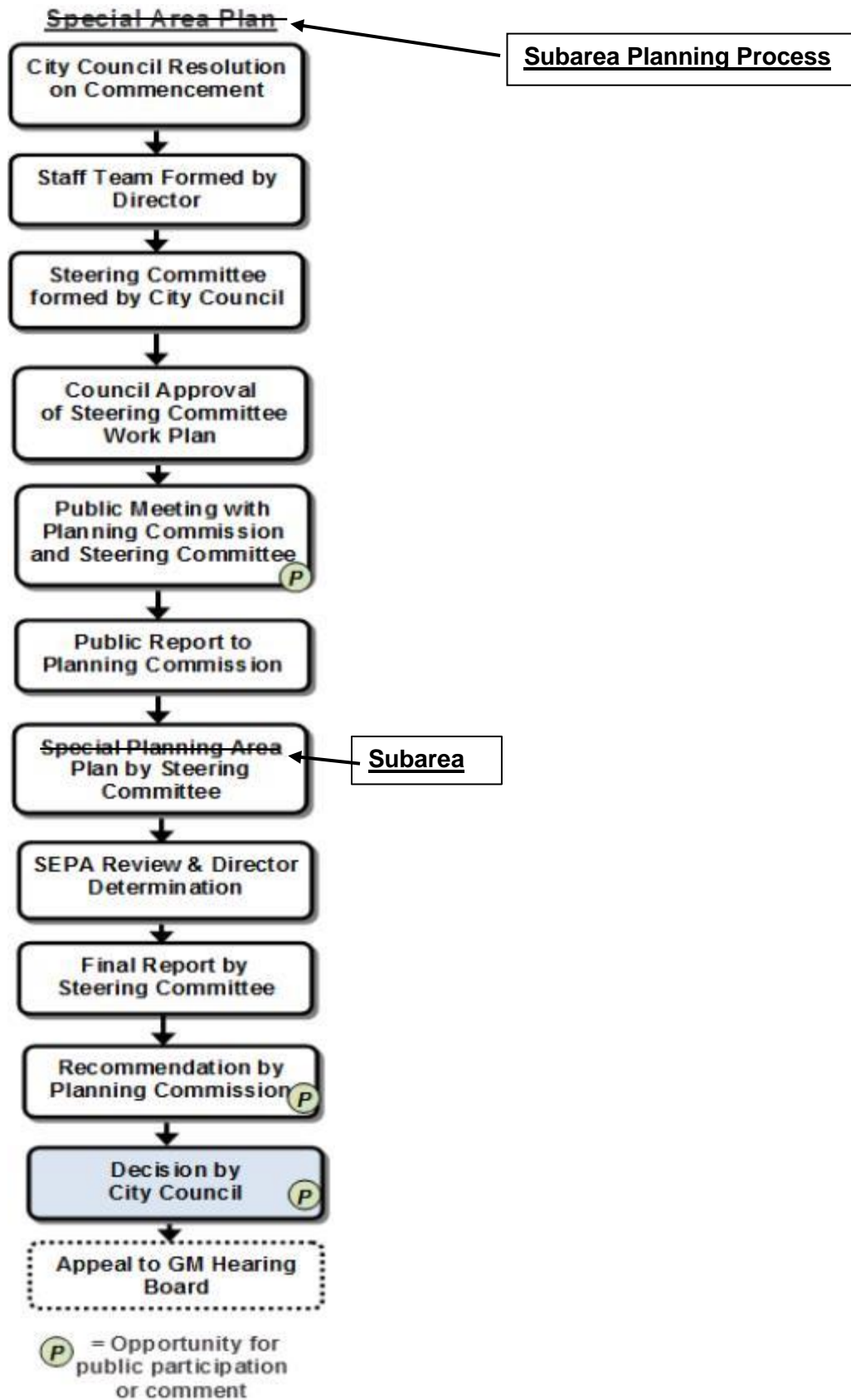
1. A ~~designated center special planning area~~ that has been identified ~~designated~~ in the adopted comprehensive plan; and
2. Discrete neighborhoods outside of designated centers.

C. Beginning the Process. The subarea planning process may be started in tow different ways:

1. The City Council may begin the process through the annual development of department work programs or biennial budget process; or
2. Upon the written request of at least one owner of property located within a ~~designated center or neighborhood special planning area~~, the city council by resolution may approve the commencement of the ~~special subarea planning area~~ process for that ~~special planning area~~. Neighborhoods outside of designated centers must demonstrate to the City Council that subarea planning is generally desired by the neighborhood.

D. Interdepartmental Staff Team.

1. Upon the city council's approval to commence the ~~special~~ subarea planning area process, the director of planning and community development shall establish an interdepartmental staff team.
2. At the director of planning and community development's request, the director of each city department shall assign a representative to the interdepartmental staff team. The Bainbridge Island fire district, the Bainbridge Island school district, the Bainbridge Island metropolitan park and recreation district, and the Kitsap ~~County~~ public health district shall each be invited to participate on the interdepartmental staff team.



3. The interdepartmental staff team shall:
 - a. Compile the city's existing data and materials relating to the ~~special planning area~~ designated center or neighborhood (including comprehensive plan text and map); and
 - b. Identify in writing issues raised by the public during the comprehensive planning process and issues identified by staff relating to the ~~special planning area~~ designated center or neighborhood; and
 - c. Identify interested persons and groups, including all property owners within the designated center or neighborhood ~~special planning area~~ according to the Kitsap County auditor's records, and notify the interested persons and groups in writing by regular mail of the commencement of the ~~special~~ subarea ~~planning area~~ process ~~for the special planning area~~; and
 - d. Provide expertise and guidance to the ~~special-subarea~~ planning area steering committee.

E. Special Subarea Planning Area Steering Committee.

1. Upon the city council's approval to commence the ~~special-subarea~~ planning area process for a designated center or neighborhood ~~special planning area~~, the mayor, with confirmation by the city council, shall appoint a ~~special subarea~~ planning area steering committee for that designated center or neighborhood ~~special planning area~~. The steering committee shall be comprised of an odd number of members, totaling no more than nine, with the total number of members to be determined by the city council. The majority of the committee shall be comprised of representatives from categories in subsections E.2.a and E.2.b of this section. The term of the steering committee members shall be until the completion of the ~~special-subarea~~ planning area process under this chapter.
2. The steering committee shall represent a wide spectrum of interests and expertise and shall include at least one representative from each of the following groups:
 - a. Residents living within and/or owners of property or businesses within the designated center or neighborhood ~~special planning area~~; and
 - b. Residents and owners of property located adjacent to the designated center or neighborhood ~~special planning area~~; and
 - c. Residents of and/or business owners in the city, not residing within or adjacent to the designated center or neighborhood ~~special planning area~~.
3. The steering committee shall:

- a. Establish a planning process consistent with this chapter for developing the ~~special planning-area~~ subarea plan, which shall include a work plan, timeline, and budget, and which shall be submitted to the city council for approval;
- b. With the advice and assistance of the interdepartmental staff team, develop a ~~special planning-area~~ subarea plan consisting of a report and a proposed comprehensive plan amendment, if appropriate, for the designated center or neighborhood ~~special planning-area~~;
- c. As a part of the work plan, establish a public participation process that includes public meetings in addition to the initial public meeting conducted under subsection F of this section, and work with city staff to ensure outreach to the community during the subarea planning process; and
- d. Ensure that the subarea planning process provides adequate opportunity for participation by property owners and residents who live in or near the ~~special planning-area~~ designated center or neighborhood.

F. Initial Public Meeting.

1. After approval of the subarea planning process by the city council, the steering committee shall conduct an initial public meeting.
2. At the initial public meeting, the following shall occur:
 - a. The interdepartmental staff team shall provide an overview of the comprehensive plan and review citywide goals and policies that must be addressed in the ~~special~~ subarea planning ~~area~~ process.
 - b. The steering committee, with input from the interdepartmental staff team, shall discuss the purpose of the subarea planning process for the designated center or neighborhood ~~special planning-area~~ and the city's existing data and materials for the area.
 - c. The steering committee shall provide opportunity for the public to comment on the vision and goals for the subarea plan ~~special planning-area~~, the boundaries of the ~~special planning-area~~ designated center or neighborhood that may be included within a subarea plan, and issues relevant to the designated center or neighborhood ~~special planning-area~~, including mix and type of land uses, density of development, surface water, greenways, open space, fish and wildlife habitat, drinking water, sewage disposal, and nonmotorized transportation.

3. The interdepartmental staff team shall prepare a report setting forth the results of the meeting. Upon the steering committee's approval of the report, the interdepartmental staff team shall transmit the report to the planning commission for review and comment.
- G. Plan Development. Upon receiving the planning commission's comments on the report prepared under subsection F.3 of this section, the steering committee shall develop the ~~special planning area~~ subarea plan in accordance with the steering committee's work plan. In developing the ~~special planning area~~ subarea plan, the steering committee shall:
1. Develop a profile of characteristics or attributes of the designated center or neighborhood ~~special planning area~~ (including boundaries) and of issues to be addressed during the ~~special~~ subarea planning area process; and
 2. Develop goals for the ~~special planning area~~ subarea plan; and
 3. Consider and utilize the following criteria, and any other criteria developed by the steering committee, in preparing and selecting alternatives for the ~~special planning area~~ designated center or neighborhood:
 - a. The citywide goals and policies of the city's comprehensive plan; and
 - b. The goals and policies for the ~~special planning area~~ subarea plan developed by the steering committee; and
 - c. Relevant criteria specified in the Washington State Environmental Policy Act, Chapter [43.21C](#) RCW, and the applicable Washington Administrative Code, Chapter [197-11](#) WAC;
 4. Prepare a report setting forth the profiles, goals, and criteria developed by the steering committee pursuant to subsections G.3.a through c of this section, and transmit the report to the planning commission for review and comment; and
 5. After receiving the planning commission's comments on the report prepared under subsection G.4 of this section, develop alternatives for the designated center or neighborhood ~~special planning area~~ that include policies, strategies and programs to implement the vision and goals for the ~~special planning area~~ subarea plan; and
 6. Review the alternatives for the ~~special planning area~~ designated center or neighborhood against the criteria developed for the area, and select an alternative for the designated center or neighborhood to be incorporated into a subarea plan ~~special planning area~~.
- H. Incorporation of SEPA Review. An owner of property in a ~~special planning area~~ designated center or neighborhood may elect, at the owner's expense, to have a SEPA review sufficient in scope and depth of inquiry to be legally adequate for a specific project incorporated into the city's SEPA process for the subarea plan ~~special planning area~~. The SEPA official for

the city shall establish the scope, depth and method of the SEPA review pursuant to Chapter [16.04](#) BIMC.

- I. Final Plan. The steering committee shall prepare a final report containing the ~~special planning area~~ subarea plan for the designated center or neighborhood ~~special planning area~~. The ~~final report~~ subarea plan shall include the profile and characteristics of the designated center or neighborhood, the goals of the subarea plan ~~special planning area~~, the policies, strategies, or programs recommended by the steering committee ~~for the special planning area~~, and a proposed comprehensive plan amendments or changes to the municipal code for the designated center or neighborhood ~~special planning area~~, if appropriate. The steering committee shall forward its final report and proposed subarea plan ~~comprehensive plan amendment~~, if any, to the planning commission for action. The planning commission will review the subarea plan and proposed comprehensive plan and municipal code amendments and make recommendations to the City Council, as required by Sections 2.16.180 and 2.16.190.

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
MINIMUM LOT AREA Note: Additional regulations on lot dimensions may apply pursuant to: (a) BIMC 17.12.030.A , flexible lot subdivision open space development option; or (b) BIMC 17.12.030.B , flexible lot subdivision cluster development option. <u>Cluster option not available for properties in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8, and R-14 zoning districts.</u>										
Open Space Short and Long Subdivision	If the parcel is served by a public sewer system or the septic drainfield is located outside of the lot: 5,000 sq. ft. located outside of critical areas and their buffers (see BIMC Title 16) in every zone district except R-14. Parcels containing liquefaction hazard critical areas are exempt from the 5,000 sq. ft. requirement. If the septic drainfield is located within the lot: 12,500 sq. ft., of which 5,000 sq. ft. must be located outside of critical areas and their buffers. Parcels containing liquefaction hazard critical areas are exempt from the 5,000 sq. ft. requirement. The health district may require a larger lot size. In the R-14 district, the minimum lot area is 3,100 sq. ft. For all zone districts, the minimum lot size can be reduced below 5,000 sq. ft. as an incentive for providing additional open space pursuant to BIMC 17.12.030.A.5 .									
Short and Long Cluster Subdivision	Lot size flexible as long as minimum homesite area met per BIMC 17.12.030.B .									
	Homesite max. 10,000 sq. ft.	<u>Homesite max.</u> <u>7,500 sq. ft.</u>	<u>NA</u> Homesite max. 7,600 sq. ft.				<u>NA</u> Homesite max. 5,000 sq. ft.			
Large Lot Subdivision	5 ac or 1/128th of a section, whichever is smaller									

Exhibit B

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
DIMENSIONAL STANDARD										
MAXIMUM DENSITY (Minimum lot area per dwelling unit) Note: Subdivisions containing irregularly shaped lots and lots containing critical areas may not be permitted to achieve maximum density. Additional regulations on density may apply pursuant to: (a) BIMC 16.20.160 .F.5.a, Additional Development Standards for Regulated Uses, Land Divisions and Land Use Permits, Density Calculation										
Short, Long, and Large Lot Subdivisions	The maximum number of lots permitted shall be calculated by dividing the total lot area of the property (without deducting areas to be dedicated as public rights-of-way or areas to be encumbered by private road easements) by the minimum lot area for standard lots in the zone district.									
Base Density	100,000 sq. ft.	40,000 sq. ft.	20,000 sq. ft. [1]	15,000 sq. ft. [2]	12,500 sq. ft. [2]	10,000 sq. ft. [2]	8,500 sq. ft.	7,260 sq. ft.	5,400 sq. ft.	3,100 sq. ft.
Bonus Density pursuant to BIMC 18.12.030 .A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3,630 sq. ft.	2,074 sq. ft.
MINIMUM LOT DIMENSIONS Note: Additional regulations on lot dimensions may apply pursuant to: (a) BIMC 17.12.030 .A, flexible lot subdivision open space development option, or										

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT										
DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
(b) BIMC 17.12.030 .B, flexible lot subdivision cluster development option. <u>Cluster option not available for properties in the R-2.9, R-3.5, R-4.3, R-5, R-6, R-8, and R-14 zoning districts.</u>										
Short, Long, and Large Lot Subdivisions	Minimum lot width shall be 50 ft. unless the shoreline master program requires a larger width. Insofar as practical, side lot lines shall be at right angles to street lines or radial to curved street lines. The size, shape, and orientation of lots shall be appropriate for the type of development and use contemplated. Corner lots may be required to be platted with additional width to allow for the additional side yard requirements. When consistent with neighborhood character, subdivision lots situated along public streets should be configured to allow future houses to face the street, but this requirement does not apply to short plats or large lots.									
MAXIMUM LOT COVERAGE [3]										
Short and Long Subdivision	Same as applied to the entire property that is the subject of the subdivision application, a portion of which shall be assigned to each lot at the time of preliminary plat approval.									
Large Lot Subdivision	10%	15%	20%	25%	25%	25%	25%	N/A	25%	40%
MINIMUM SETBACKS										
Note: Landscaped areas may serve as setbacks (i.e., setbacks are not in addition to landscaped areas), and some encroachments into setback areas are permitted pursuant to BIMC 18.12.040 .										
Note: Additional setbacks may be required by:										
(a) Chapter 16.08 or 16.12 BIMC, or										
(b) Chapter 16.20 BIMC, Critical Areas, or										

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
DIMENSIONAL STANDARD										
(c) BIMC 16.28.040 , mining regulations, or										
(d) BIMC 18.09.030 , Use-specific standards, or										
(e) BIMC 18.12.030 .F, Shoreline Structure Setbacks, or										
(f) BIMC 18.15.010 , landscaping and screening.										
Short, Long, and Large Lot Subdivisions [4]										
Bldg. to bldg.	0 ft. 10 ft., or minimum required by the fire code, whichever is greater									
Building to exterior plat boundary line	25 ft.	15 ft.								
Building to SR 305 right-of-way	75 ft.									
Building to other arterial and collector rights-of-way	50 ft.					40 ft.				
Building to other streets	15 ft.									
Building to trail, open space or access easement (except for open space areas that are also roadside or landscape buffers)	10 ft.									

Exhibit B

Table 18.12.020-1 Flexlot Subdivision Dimensional Standards for Residential Zone Districts

[Numbers in brackets indicate additional requirements listed at the end of the table.]

ZONING DISTRICT DIMENSIONAL STANDARD	R-0.4	R-1	R-2	R-2.9	R-3.5	R-4.3	R-5	R-6	R-8	R-14
Cluster Subdivisions: Homesite clustering	All homesites in a cluster grouping shall adjoin or be located a maximum of 25 feet apart from another homesite.		NA							
Shoreline Jurisdiction	See Table 16.12.030-2, Dimensional Standards Table, and BIMC 18.12.030.F , Shoreline Structure Setbacks. For properties abutting the shoreline, the native vegetation zone required by BIMC 16.12.030 and Table 16.12.030-3 replaces the zoning setbacks along the water.									
MAXIMUM BUILDING HEIGHT										
Note: Bonus may not be available in the shoreline jurisdiction										
Short, Long, and Large Lot Subdivisions	Height requirements for standard lots apply (see end of table)									

[1] The base density for that parcel in the Lynwood Center special planning area designated as R-2 is one unit per 20,000 sq. ft., but may be increased up to 3 units per acre; provided, that a public access easement is granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage. The base density of some parcels in the Fort Ward historic overlay district may be increased as shown in BIMC [18.24.070](#).

[2] Pursuant to Chapters [18.18](#) and [18.27](#) BIMC the minimum lot area for a dwelling unit shall be 5,400 square feet for that area designated on the official land use map as the urban single-family overlay district (R-8SF). All other requirements of this chapter shall apply.

[3] Educational, governmental, cultural, religious, and health care, within residential zone districts must be processed as major conditional use permits pursuant to BIMC [2.16.110.E](#).

[4] For flexlot subdivisions and short plats, setbacks from rights-of-way may be reduced to maintain neighborhood character by establishing building setbacks equal to or greater than the existing building setbacks on the adjacent properties. Where there are no developed properties adjacent to the property being subdivided, the setbacks in Table 18.12.020-1 shall apply.

Table 18.15.010-3: Perimeter Landscaping Requirements by Land Use and Zoning District

Abutting Zoning or Land Use District	Perimeter Landscape Type	Perimeter Width (ft.)	Minimum Perimeter Width (ft.)
Multifamily in R-2, R-1 and R-0.4 Districts			
Single-family residential	Full Screen	25	25
R-8 and R-14 Multifamily Districts			
R-4.3 (urban residential)	Partial Screen	20	15
Short Plats and Subdivisions in Residential Zoning Districts [1]			
Residential subdivision in the R-0.4, R-1, <u>and</u> R-2, <u>and</u> R-2.9 districts (cluster option only)	Edge Planting Standard	25	25
Residential subdivision in the R-3.5, R-4.3, R-5, R-6, R-8, and R-14 districts (cluster option only)	Edge Planting Standard	40	40
Multifamily subdivision in the R-2, R-1, and R-0.4 zoning districts (cluster option only)	Full Screen	25	25
Park and conservation land buffer: applies to all single-family subdivisions (OS) [2]	Edge Planting Standard	25	25
Nonresidential Uses in Areas Outside Winslow Mixed Use, HSR, NSC, B/I, WD-I Districts			
Residential including multifamily	Full Screen	25	25
Nonindustrial uses	Partial Screen	20	10
Winslow Town Center Mixed Use District [3]			
Single-family residential	Full Screen	20	15
HSR I and II Districts			
Single-family residential	Full Screen	20	15

Table 18.15.010-3: Perimeter Landscaping Requirements by Land Use and Zoning District

Abutting Zoning or Land Use District	Perimeter Landscape Type	Perimeter Width (ft.)	Minimum Perimeter Width (ft.)
NSC Districts			
Residential including multifamily	Full Screen	20	15
B/I Districts			
Non-B/I	Full Screen [4]	50	35
WD-I Districts			
Residential including multifamily	Full Screen	40	30
Nonindustrial uses	Full Screen	25	15
<p>[1] Properties with less than one acre being subdivided are not subject to perimeter buffer requirements.</p> <p>[2] (OS) indicates that the buffer may be calculated in the required open space area for the subdivision.</p> <p>[3] For perimeter landscaping requirements in the ferry terminal district transition area, north of Winslow Way, reference BMC 18.12.030.C.</p> <p>[4] This perimeter buffer applies even when a private access road separates a B/I property from non-B/I property.</p>			



City of Bainbridge Island Future Land Use Map

December 16, 2016

Port Madison

Legend

Shoreline Designations

- Island Conservancy
- Natural
- Shoreline Residential
- Shoreline Residential Conservancy
- Urban

Designations

- Business/Industrial
- CORE
- Contract Zoning Districts
- Erickson Ave District
- Ferry Terminal District
- Gateway District
- High School Rd 1 District
- High School Rd 2 District
- Madison Ave District
- NC Neighborhood Center
- NC/R-12
- Open Space Residential-0.4
- Open Space Residential-1
- Open Space Residential-2
- Semi-Urban -2.9
- Semi-Urban-3.5
- Urban Multi-Family R-14
- Urban Multi-Family R-8
- Urban Residential -4.3
- Urban Residential-5
- Urban Residential-6
- Water Dependent Industrial

This is to certify that this is the Official Zoning Map referred to in the Zoning Ordinance of the City of Bainbridge Island, Washington, adopted March 1, 1992. If, in accordance with provisions of this Code, changes are made in zoning district boundaries or other matters portrayed on the Official Zoning Map, such changes shall be made on the Official Zoning Map promptly after the amendment has been adopted, together with an entry on, or attached to, the Official Zoning map, as follows:

Val Tollefson, Mayor Ron Peltier, Council Member

Sarah Blossom, Council Member Roger Townsend, Council Member

Kol Medina, Council Member Michael Scott, Council Member

Wayne Roth, Council Member

Attest:
Rosalind D. Lassofo, City Clerk

Mixed Use Town Center						
	Central Core	Madison Avenue	Erickson Avenue	Gateway District	Ferry Terminal District	High School Rd District 1 & 2
Floor Area Ratio (FAR)						
Commercial	0.6	0.4	0.3	0.15	0.1	0.3
Residential	0.4	0.4	0.3	0.5	0.4	0.3
Mixed Use	1.0	0.5	0.5	0.5	0.5	0.3
Maximum FAR with Bonus						
Commercial	1.0	0.6	0.6	0.3	0.2	0.6
Residential	1.0	0.6	0.6	1.0	1.1	0.6
Mixed Use	1.5	1.0	1.0	1.0	1.3 (1.5)	1.0

Effective Date	Ordinance	Description
June 1, 2005	Ordinance 2005-02	WSF Maintenance Yard & Ravine Creek Estuary

DATE	ORDINANCE	DESCRIPTION
April 4, 1996	Ordinance 95-08	Window Mixed Use Town Center (MUTC)
March 23, 1999	Ordinance 97-61	Changes to LM and NEC created WSD-1
September 8, 1997	Ordinance 97-28	Zoning changes per Lynwood Center SPA
August 6, 1998	Ordinance 98-38	Corrected mapping errors in Winslow
April 28, 1999	Ordinance 98-12	Corrected mapping errors at Rockaway Beach
September 8, 1999	Ordinance 98-17	Implemented Winslow Master Plan (WMP) adopted FARs for MUTC
December 31, 1999	Ordinance 99-64	Amended Ferry Terminal District boundaries
February 23, 2000	Ordinance 2000-03	LM Rezone
February 23, 2000	Ordinance 2000-04	LM Rezone
February 23, 2000	Ordinance 2000-05	LM Rezone
May 25, 2005	Ordinance 2005-12	R-8 Rezone, MAD Rezone, LM Rezone
March 23, 2006	Ordinance 2006-03	Rezone of parcel 26252204/2004
August 15, 2010	Ordinance 2010-21	Rezone of parcel 10252200/2001
November 27, 2013	Ordinance 2013-19	Corrected mapping errors at Lynwood Center
November 27, 2013	Ordinance 2013-20	Light Manufacturing District changed to Business/Industrial District
October 14, 2014	Ordinance 2014-39	Change R-2 designation to WSD for a priority on the north shore of Eagle Harbor

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 10:10 PM Discussion Regarding Joint Meeting of All Island Taxing Jurisdictions, AB 17-030 - Deputy Mayor Peltier (Pg. 618)	Date: 2/7/2017
Agenda Item: COUNCIL DISCUSSION	Bill No.: 17-030
Proposed By: Deputy Mayor Ron Peltier	Referrals(s):

BUDGET INFORMATION

Department: Council	Fund: N/A	
Expenditure Req:	Budgeted? No	Budget Amend. Req? No

REFERRALS/REVIEW

:	Recommendation:	
City Manager: N/A	Legal: N/A	Finance: N/A

DESCRIPTION/BACKGROUND

Deputy Mayor Peltier has proposed a joint meeting of all Island taxing jurisdictions for the purpose of discussing tax levies and bond measures. The City Council is asked to discuss the proposal and determine if there is sufficient interest in further consideration.

RECOMMENDED ACTION/MOTION

Provide direction regarding Council interest in further consideration of the proposal.