



PLANNING COMMISSION  
WORKSHOP & REGULARLY SCHEDULED MEETING  
CONTINUED PUBLIC HEARING  
THURSDAY, JULY 28, 2016  
6:00 – 9:00 PM  
COUNCIL CHAMBER  
280 MADISON AVE N  
BAINBRIDGE ISLAND, WA 98110

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## AGENDA

- 6:00 PM 2016 COMPREHENSIVE PLAN UPDATE:  
CULTURAL ELEMENT WORKSHOP**  
Public Comment (may continue till 7:30 PM if needed)
- 7:00 PM CALL TO ORDER FOR REGULAR PLANNING COMMISSION MEETING**  
Call to Order, Agenda Review, Conflict Disclosure
- 7:05 PM REVIEW AND APPROVAL OF MINUTES**  
April 7, 2016 Meeting
- 7:10 PM PUBLIC COMMENT**  
Accept public comment on off agenda items
- 7:15 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 7:25 PM 2016 COMPREHENSIVE PLAN UPDATE**
- Discuss 7/5 City Council Study Session on Comprehensive Plan Update
  - Review proposed *Land Use Element* policy LU 4.3 re: BIMPRD
  - Review DRAFT *History* section for *Introduction* from HPC
  - Review DRAFT *Vision* for *Environmental Element*
  - Review DRAFT Utilities Element
- 8:20 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 8:30 PM ORDINANCE 2016-15 HISTORIC PRESERVATION PROGRAM**  
Public Hearing (Continued from June 23)
- 8:55 PM NEW/OLD BUSINESS**
- 9:00 PM ADJOURN**

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

Public comment time at meeting may be limited to allow time for Commissioners to deliberate. To provide additional comment to the City outside of this meeting, e-mail us at [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov) or write us at Planning and Community Development, 280 Madison Avenue, Bainbridge Island, WA 98110

**For special accommodations, please contact Jane Rasely, Planning & Community  
Development 206-780-3758 or at [jrasely@bainbridgewa.gov](mailto:jrasely@bainbridgewa.gov)**

CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure  
REVIEW AND APPROVAL OF MINUTES - January 21, 2016  
PUBLIC COMMENT – Accept public comment on off agenda items  
GENERAL SHORELINE MASTER PROGRAM LTD AMENDMENT – Study Session  
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE  
2016 COMPREHENSIVE PLAN UPDATE – Study Session on Water Resources Element  
PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE  
NEW/OLD BUSINESS  
ADJOURN

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**CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure**

Chair Mack Pearl called the meeting to order at 6:03 PM. Other Commissioners in attendance were Michael Lewars, Maradel Gale, Jon Quitslund, William Chester, Michael Killion and Lisa Macchio. City Staff present were Senior Planners Jennifer Sutton and Christy Carr, Water Resources Specialist Cami Apfelbeck and Administrative Specialist Jane Rasely who monitored recording and prepared minutes. City Consultant Joseph Tovar was also present. The agenda was reviewed with the notation that the public comment period after the General Shoreline Master Program limited amendment was for the Comprehensive Plan update. Mr. Tovar also stated he would like to speak about the Comprehensive Plan schedule during New/Old Business. There were not any conflicts disclosed.

**REVIEW AND APPROVAL OF MINUTES - January 21, 2016**

**Motion: I move that the minutes be approved as distributed.**

**Quitslund/Lewars: Passed unanimously 6-0**

**PUBLIC COMMENT – Accept public comment on off agenda items**

None.

**GENERAL SHORELINE MASTER PROGRAM LTD AMENDMENT – Study Session**

Ms. Carr gave an overview of the information brought forward stating she added a “Key” to help clarify. Chair Pearl stated that was very helpful. She went onto review revision 4.1.2 having to do with Environmental Impact Mitigation and fielded questions from the Commissioners.

Commissioner Macchio began the discussion with the difference between buffer reductions and exceptions that may be allowed in the buffer. Chair Pearl felt there needed to be clarification of how the Shoreline Master Program (SMP) affects current structures and how and/or what changes can be made to an existing property that invokes the regulations encompassed in the SMP. The Commissioners felt there needed to be a definition of “new” development since that was the trigger for invoking the SMP regulations. The ability to remove and top trees was thoroughly discussed.

Commissioner Gale commended Ms. Carr on the difficult work she was accomplishing to provide clarity in the SMP.

### **Public Comment**

**Elise Wright, Citizen** – Complimented Ms. Carr on giving the language more clarity. She stated it was clearer and the monitoring standards especially seem clearer and they're given more importance. Ms. Wright went on to say that a couple of the Commissioners that evening had touched on things that also bothered her: 1) 4.1.3.1 paragraph 2, second sentence – "Vegetation standards do not apply retroactively..." There was a phrase in the old wording at the end of that sentence that said, "Do not apply retroactively to existing uses and structures unless changes are proposed." She stated that the committee had tried very hard to make sure people knew that not just conservation but restoration of the habitat was what they were going after. Ms. Wright felt Commissioner Pearl was right to say this did apply to every waterfront property because the vast number of losses seen were changes to properties that had already been developed and then gets re-developed. She used the example at Pleasant Beach of two properties that had been re-developed in the last three years. Whether they followed the rules, she did not know but they were allowed to build within the existing footprint located 25 feet from the water, they were allowed to keep their bulkhead and somehow they were allowed to take out all of the trees that shielded them from the road. She stated there were still significant trees there but it was now possible to see straight through to the water and house, which now filled the view of the water. She felt that ecosystem had been lost, a significant portion of the ability of that land to retain water and filter it was gone. She thought it was important to emphasize that re-vegetation and restoration (or mitigation) were really the heart of the Shoreline Management Act (SMA). She suggested adding that phrase back in unless changes were proposed. The other area she was concerned about was that the lead was buried, that the general vegetation standards on page 15 (4.1.3.10.1), "the shoreline buffer or site-specific management areas shall be maintained in a predominantly natural and undisturbed and vegetated condition." She thought that was really what they were going for and maybe that should be at the top. She also felt there was a lot of talk about shoreline homeowners being confused and she felt that people who purchased a waterfront property to re-develop it should be given a handbook when they sign their deed saying these are your rights and responsibilities because here (Bainbridge Island) we comply with the Shoreline Management Act and we want to conserve the environmental uses.

**Dick Haugen, Citizen** – Stated the lack of clarity was something that was part of the Planning Commission and City Council's work as well as City Staff. He stated by law, anything that becomes an ordinance like this had to be clear to the average person. In the last meeting, there was talk of a checklist and he felt by and large, no one could really figure out what was going on. He referenced the healthy discussion that night and Ms. Wright was spot on with her comments. To him, he felt it was a litmus test that if there could not be a succinct summary so people could

understand it and not have to read through 400 pages to figure it out, he didn't think they (as a City) had done the work they should do. He highly encouraged developing a summary. Mr. Haugen then asked Ms. Carr if there were more amendments coming or if that was the end of the amendments. He then asked if there were more, when they would be coming because it was hard to do this work piecemeal. Ms. Carr replied there were more coming and they had begun the process back in February and that it would be broken down into topic areas because of the complexity of the work.

**Charles Schmid, Citizen** – Was caught by the phrase, “The Director may approve reductions in the buffer.” He suggested the phrase read, “The Director may approve reductions in the buffer with documented reasons for this.” He thought it would be a good thing to remind people that they were there. Commissioner Gale confirmed that what he would like is for the “Administrator” to document why/how the buffer was reduced. Mr. Schmid said that covered it.

#### **PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**

None.

**2016 COMPREHENSIVE PLAN UPDATE – Study Session on Water Resources Element**  
Consultant Joe Tovar reviewed the future schedule of agendas for the Planning Commission (see attached *Schedule of Planning Commission Agendas*). Chair Pearl canvassed the other Commissioners' availability for the extra meetings.

Ms. Sutton summarized the changes stating they were highlighted in yellow for the Commissioners ease in recognition. Ms. Apfelbeck gave an overview of the edits she made stating they were mostly from the technical memos Aspect Consulting provided which the Commissioners had already seen. She also stated the editing would be completed at the latest by April 14, 2016. Commissioner Quitslund commended Ms. Apfelbeck for retaining the integrity of the policy while making it easier for the lay person to read and understand. Commissioner Killion felt they should make the language regarding well monitoring stronger and there should be a program developed to educate well owners on the work plan. Commissioner Macchio suggested a change in the verbiage of the policy stating the City will “develop” an education program instead of “encourage” well owners.

Aquifer recharge areas were discussed as well as how to categorize the areas. Ms. Apfelbeck suggested following Kitsap County's lead and start by calling public water systems Category A Aquifers. Commissioner Killion questioned the Vision Statement and whether it currently was a vision or an activity. He then volunteered to rewrite the Vision Statement. Commissioner Macchio asked for a new map of intermittent streams. Ms. Apfelbeck stated one would be coming with more updated information.

### **PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**

**Charles Schmid, Citizen** – Asked if Ecology still put out their list of contaminated sites with the ranking and status of clean-up. Ms. Sutton said the list was on Ecology’s website but it was not distributed by the Department of Ecology. Mr. Schmid stated there used to be 10-12 sites with the Wyckoff facility being the highest and then there were smaller ones like gas stations. He said he was glad they were looking at this because in the past, there were quite a few contaminated sites and these were really important issues.

**Ron Peltier, City Council** – Was hoping to see a goal or some reference to a water plan or a groundwater management plan. Ms. Apfelbeck and Ms. Sutton both confirmed there was a groundwater plan included in the Comprehensive Plan. He felt they did not really have one and that it would be a collaborative effort with all the stakeholders. He felt that would address all the quality issues about toxic waste sites. Commissioner Pearl pointed out section 2.6 which Mr. Peltier called a meager reference and thought it should be laid out more prominently. He spoke about the Aspect memo and the re-running of the USGS groundwater model. He said it was commonly known and was acknowledged at the last presentation by Aspect Consulting that these models were not accurate beyond 27 years, were somewhat of an art and should be taken with a grain of salt. He was troubled by the reference to a 100 year model when there was absolutely no reason to believe that running the model for 100 years would be accurate. He felt it was misleading to have it in there and that it had been acknowledged by Tim Flynn that running it for 100 years would not be accurate. He was also troubled by the way the presentations were conducted since there were not really any interaction questions and answers. He felt the answers given were oftentimes not complete. Mr. Peltier stated he had asked at the last meeting why the data put in to run the model did not include the drought from last spring and summer. The answer given was it took a long time for the effects on recharge to show up. He went on to say that the Island did not get a lot of recharge in the summer and the relevant issue was not recharge but use. Mr. Peltier thought there was a huge amount of pumping on the aquifers last spring and summer as a result of the freakishly dry spell experienced. He did not find it satisfactory that information was evaded. He felt there were assumptions built into the data used to run the model and one of them was that there was a .6% conservation of water per year. He said it was not obvious to him what that figure was based upon. He stated at an Environmental Technical Advisory Committee (ETAC) meeting, they discussed with someone who had worked at USGS for 18 years that it was just as likely that the Island could experience increased use of the water resource due to people wanting to use more water in the summer when it is a lot drier. Mr. Peltier went on to say that while there might not be a drought like that every year, the predictions were there would be more of them. He used a local vineyard on Day Road as an example of water use since last year was the first time they had ever had to water the vines since they had been planted. He was troubled that the study that would inform the Comprehensive Plan did not include data from that drought and did not understand why it wouldn’t. That was an answer he was looking for from Ms. Apfelbeck and Aspect Consulting. He wanted to know if the City was willing to accept there would be less water in the streams and wetlands in exchange for more use,

population and development on the Island. He felt it was really a philosophic policy question and wanted to see a more explicit commitment to long term sustainability which needed to be stated more strongly.

**Robert Dashiell, Citizen** – Was concerned that the Aspect Report modeled 1480 wells ON the Island and 3537 wells OFF the Island. Mr. Dashiell felt the bottom line was when they did the groundwater modeling pumping, only 15.2% of that was from Bainbridge. 84.8% was from the rest of Kitsap County. He stated he did not pick that up when Aspect gave the report, but it bothered him. He stated his understanding was the only well connection was the deep aquifer from which 30% of the water used on Bainbridge Island was extracted. He did not understand a model that put such a great emphasis on the amount of water in Kitsap County and he did not think they even talked about. Mr. Dashiell also spoke about rainfall and streams, highlighting the University of Washington's (UofW) Climate Change Report, which said there would be more rain in lowland Puget Sound, about 8.5 -10% more. He went on to say a groundwater model is only for water that goes into the ground and their projections were that it would rain harder with more intense storms meaning the water would runoff faster and not go into the groundwater model with the recharge rate going down in the future. He said that did not mean the streams would go down but would in fact have more because there would be more rainfall. He felt the Island would suffer in the summer when there was less rainfall but would not have problems in the winter. He thought they should look at the UofW climate change model to understand the streams would not run dry. Mr. Dashiell mentioned the Utility Advisory Committee (UAC) meeting had a list of all the A and B water systems with 28 Class A and 125 Class B water systems which did not include private wells. He asked Ms. Apfelbeck why the number of wells being monitored went from 46 to 70. She stated they were using the data from the wells Kitsap Public Utility District monitored as well as the two Operations and Maintenance wells.

#### **NEW/OLD BUSINESS**

None.

#### **ADJOURN**

The meeting was adjourned at 8:30 PM.

Approved by:

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J. Mack Pearl, Chair

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Jane Rasely, Administrative Specialist

# CULTURAL ELEMENT

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# CULTURAL ELEMENT

## INTRODUCTION

Underlying the Growth Management Act is the concept that any community plan which requires a public investment should be linked or incorporated as an amendment to the Comprehensive Plan. The general purpose of this element is to link community cultural planning to larger community issues and to set directions for integrating the arts, humanities and history with urban design, economic development, education and other community development initiatives that shape the quality of life that nurtures Bainbridge Island.

A brief overview of Bainbridge Island's cultural resources and activities shows that the arts and humanities represent a considerable public investment. As early as 1930, citizens began chartering organizations to address specific cultural needs. Now, more than 20 organizations and businesses provide over a thousand programs, performances and exhibits annually. Well over half of Island citizens report regular visits to movies, musical performances and history and heritage events. In 1997, cultural events on the Island were attended by 26,000 people.

Publications such as *Arts News* and *Call Board* list upcoming events. Others, such as *Exhibition*, feature poetry, art work and stories by local artists. Volunteer contributions to the arts involve at least 1,500 individuals now honored in a central annual event entitled "Wild Hearts". A diverse grants and awards program fosters cultural life with seven funding sources awarding a total of over \$45,000 per year. One-fourth of Island households have at least one person earning an income from the arts.

The Bainbridge Arts and Humanities Council directory lists 800 musicians, teachers, visual artists, designers, and others in arts-related professions. All together, for-profit and non-profit arts businesses on the Island have an aggregate annual budget of \$7,800,000. The operating budget of all non-profit arts organizations totals over \$1,300,000 per year, 75% of which is earned income. City business license records list 102 arts-related businesses. In 1995 their gross receipts totaled \$6,500,000 (as compared to agricultural-related gross receipts of \$4,200,000). A task force is now examining the degree to which cultural tourism may contribute to arts-related revenue. In sum, arts and humanities play a very important role in the life of Bainbridge Island.

There are specific reasons for adding a Cultural Element to the Comprehensive Plan. First, the arts and humanities are tools for accomplishing larger community goals such as economic vitality, quality education, and community planning and design. Investment in the arts and humanities is investment in the growth of the community and in making the community a better place to live.

Second, there are many private and public arts and humanities funds, programs and organizations on Bainbridge Island whose efforts will benefit from an agreed-upon plan and orientation toward the future of the City. They include, among others, the City's Public Art

Works Program and Fund and its Arts and Humanities Fund; the Bainbridge Park and Recreation District; the Bainbridge Branch of the Kitsap County Public Library; the Bainbridge Historical Society and Museum; the Bainbridge Performing Arts Cultural Center; Bainbridge Arts and Crafts; Bainbridge Chorale; Island Theater, and such programs as Musical Evenings, the Garden Tour, the Studio Tour and Arts Walk.

Third, the Bainbridge Island City Council, in recognition of the importance of cultural programs and activities, passed an ordinance in 1992 designating the Bainbridge Island Arts and Humanities Council as the “legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the City” (Ordinance 92-31). This ordinance charged the Bainbridge Island Arts and Humanities Council to “prepare a plan for the arts and humanities within the city which is consistent with and may be approved for inclusion in the City’s comprehensive plan; ...” (BIMC 2.42.020C).

### **How the Cultural Element Was Developed**

In an effort to address the City Council’s ordinance, the Bainbridge Arts and Humanities Council applied in 1992 for funds from the National Endowment for the Arts with matching dollars from the City to develop a community cultural plan. The application was successful and in March of 1994 the project was under way under the guidance of a steering committee chaired by Cultural Arts Director of the Park and Recreation District, Sue Hylen. The project consisted of six phases.

**Phase 1:** During March, 1994, 21 focus groups met with over 200 residents participating in meetings. The purpose of the focus groups was to determine the cultural needs of the community. Over 2,500 responses were generated and recorded during the focus group process. Each of the focus groups followed the same line of questioning so that the information from the participants could be tabulated and compared.

**Phase 2:** In April, 1994, a survey instrument was prepared by the Bainbridge Arts and Humanities Council and distributed to a sample of all Island households, selected randomly by computer from names and addresses listed in the reverse telephone directory for Bainbridge Island. The sample, consisting of 300 households, had a 53% response rate, thereby allowing for a 90% level of confidence in the accuracy of the answers within a range  $\pm 5\%$ . Survey results showed that 95% of the respondents considered art and culture an economic asset to the community; 67% of the households attended some form of arts or humanities classes in the past year, 54% had one member of the family involved in the arts as either amateur or professional, and 25% had one member of the family earning an income in the arts.

**Phase 3:** At the same time, members of 17 cultural organizations, representing a total annual budget of \$1.3 million, completed a confidential questionnaire that asked for information pertaining to their operations including organization, financial, facilities and space needs.

**Phase 4:** From May through September, 1994, 10 task forces met to review focus group comments and survey results and transform them into a vision for the Island in the year 2000. They submitted final recommendations to the Steering Committee in November of 1994.

**Phase 5:** To provide an opportunity for residents to comment on the first draft of the plan, the Bainbridge Arts and Humanities Council held a public meeting on September 21, 1994. Community comments were recorded and passed on to the task forces for consideration in the final plan.

**Phase 6:** Several versions of the draft plan were reviewed by the steering committee and Board of Directors of the Arts and Humanities Council, and in January of 1995, a final plan was adopted which, with the exception of the first goal, listed all goals and policies presented below. In April of that year the Arts and Humanities Council presented the plan to the Mayor and City Council for adoption into the City's Comprehensive Plan. What follows is the Cultural Plan in the format called for by the comprehensive plan, with the addition of one goal which covers the existing city ordinances relating to the Bainbridge Arts and Humanities Council.

## **The Cultural Element and the City's Comprehensive Plan and Ordinances**

### ***A. Addition of a goal to City of Bainbridge Island Comprehensive Plan overall goals.***

To reflect the vision and intent of the cultural element, the following goal is submitted for inclusion:

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

### ***B. Inclusion of existing city ordinances.***

Cultural Element Goal 1 covers the City's present designation of the Bainbridge Island Arts and Humanities Council as the official body of the City empowered to act on all matters pertaining to the development, enrichment and support of the arts and humanities within the City. CUL 10.5 "Maintain a City Public Art Fund..." and CUL 11.7 "Maintain a City Arts and Humanities Fund..." cover the City's present support of the arts in the form of the Cultural Resources Subfund consisting of the Arts and Humanities Account (BIMC Chapter 3.82) and the Public Art Account (BIMC Chapter 3.80).

### ***C. Relationships between the Cultural Element and the Comprehensive Plan.***

Appendix A provides a review of the specific relationships between the Cultural Element and the Comprehensive Plan.

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# GOALS AND POLICIES

## GOAL 1

### IMPLEMENTATION OF THE CULTURAL ELEMENT

**Designate the Bainbridge Arts and Humanities Council, a non-profit Washington Corporation, as the official body of the City empowered to act on all matters pertaining to the implementation (including coordination and delegation) of the goals and policies of the Cultural Element of the Comprehensive Plan consistent with the provisions of the Bainbridge Island Municipal Code and with the Comprehensive Plan.**

**Discussion:** In 1992, the City Council passed ordinances designating the Bainbridge Island Arts and Humanities Council (BIAHC) as the “legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the city.” In addition, the City Council created a Public Art Works Program consisting of two funds, a Public Art Account and an Arts and Humanities Account, and designated BIAHC as the organization to carry out the duties relating to the two funds.

#### **CUL 1.1**

The BIAHC shall serve as the primary voice for the arts and humanities within the City and as the principal advisory board to the Mayor and City Council, fostering a high level of quality, creativity and diversity in the arts and humanities and advocating for inclusion of aesthetic considerations in local decision-making that may have cultural implications.

#### **CUL 1.2**

The BIAHC shall provide a public forum for discussion of issues and ideas affecting the arts and humanities in the City, serve as a point of contact for information about the arts and humanities in the City, and arrange for or provide technical, managerial and planning assistance to organizations and individuals engaged in the arts and humanities.

#### **CUL 1.3**

The BIAHC shall, alone or in cooperation with the Bainbridge Island School District, the Bainbridge Island Park and Recreation District, and other public/private organizations, initiate, sponsor or conduct public programs to further the development and public awareness of interest in the arts and humanities.

#### **CUL 1.4**

The BIAHC shall serve as the designated agency for carrying out duties associated with the Public Art Works Program consisting of the Public Art Account and the Arts and Humanities Account and shall encourage grants and donations to the Bainbridge Island Arts and Humanities Account.

## **GOAL 2 ARTS EDUCATION**

**Demonstrate commitment to quality arts education and lifelong learning by advocating for comprehensive inclusion of the arts in our schools and in community settings.**

**Discussion:** Eighty-seven percent of Island residents agree that music, visual arts, and performing arts in the school curriculum improve student performance in all subject areas. Sixty-seven percent of the households attended some form of arts or humanities classes in the past year. Residents place a high value on the inclusion of the arts in education. Focus groups observed that the arts serve as an essential element of education by teaching communications, creativity, critical thinking, problem solving, perception, motivation, individualism, and interpersonal skills and that they provide one of the best avenues for learning about and celebrating other cultures. Participants in the focus groups expressed concern that the arts are undervalued in public education and not given priority in funding. They felt the arts are basic to education and have an intrinsic value in and of themselves and for the knowledge, skills, and values they impart. The Cultural Element calls for the development of a comprehensive, quality, sequential arts education curriculum, encourages opportunities for lifelong learning in the arts for all ages, and it intends to foster partnerships between community resources and the education systems.

### **CUL 2.1**

Strengthen partnerships between the schools and local artists, agencies, organizations, and businesses.

### **CUL 2.2**

Support a comprehensive quality arts education program in the schools and the community.

### **CUL 2.3**

Expand community understanding of the arts as a means to teach other subjects in schools.

### **CUL 2.4**

Use the arts as a vehicle for understanding and celebrating other cultures and Bainbridge Island heritage.

## **GOAL 3 ECONOMIC VITALITY AND THE ARTS**

**Preserve and share the community's unique setting, character, history, arts and culture by developing partnerships, resources and attractions that respect the needs and desires of Bainbridge Island residents.**

**Discussion:** Ninety-five percent of Island households agree the arts are an economic asset to the community. Twenty-five percent of Island households reported at least one member of their family earned an income in the arts. One of *Team Winslow's* goals is to "improve and market downtown Winslow as an economic and cultural center to Island residents and

visitors” and to “support, solicit, and create cultural events on the stage of downtown Winslow.” Participants in the focus groups observed that cultural amenities, facilities, and design-related livability factors such as public art and quality architecture are essential ingredients to the Island’s quality of life index. Through the placement and enhancement of facilities, landscaping, public art projects, linkages to the ferry and waterfront, and marketing strategies, the City of Bainbridge Island can enhance the economic vitality of downtown Winslow.

### **CUL 3.1**

Identify and record Bainbridge Island’s “Sense of Place” through a continuous public dialogue about preservation, sustainability, hospitality, and the influence of the arts, history, and culture.

### **CUL 3.2**

Use artistic, historic and cultural events as vehicles for sharing the Island’s uniqueness with residents and visitors.

### **CUL 3.3**

Cultivate partnerships among the organizations and those interested in the arts, economic development, tourism, historic and rural preservation.

## **GOAL 4 FACILITY DEVELOPMENT**

**Respond to the growing desire for cultural facilities by identifying short and long term facility needs and priorities, and developing methods to meet those needs.**

**Discussion:** Almost every focus group expressed the need for space as well as for a facility that could serve as a community cultural center. The presence of the Bainbridge Performing Arts Center is a source of pride throughout the community. While the efforts of hundreds of donors and volunteers to bring about such a facility is to be applauded, there is also the realization that the facility does not meet the total needs of the cultural community and that, at times, it is out of the price range of some groups as a rental facility. The need for a larger, climate-controlled, secure space for the Historical Museum was articulated by participants in the History focus group as well as other groups. Lack of gallery space and participatory spaces for classes of all kinds was also a need stated by focus group participants. The Filipino-American Community and the Mabuhay Dancers both indicated a need for support of cultural facilities.

While there are preliminary indications that Bainbridge Island lacks certain types of facilities for cultural activities and programs, it will take a comprehensive facility development study to know how to proceed. A careful and thorough study is particularly important for a small city which must consider not only the capital expense but also the ongoing operating expense of any facility or facilities. The Cultural Element recognizes the cultural facility initiatives that are currently in the initial stages of planning and development, including the Library, Historical Society, Filipino American Community, Mabuhay Dancers, and possible BPA future expansion. The Cultural Element strongly recommends that the cultural organizations

work together and encourages funding alliances to achieve the goals of the cultural organizations in developing spaces.

**CUL 4.1**

Identify current spaces and facilities available for cultural activities.

**CUL 4.2**

Match the short-term facility needs of cultural organizations with the existing spaces.

**CUL 4.3**

Assess the long-term space needs through a feasibility study.

**GOAL 5  
FINANCIAL RESOURCES**

**Encourage the fiscal soundness of Bainbridge Island’s cultural and artistic organizations by developing their capacity to maintain effective public, private and earned income funding.**

**Discussion:** As part of the organizational survey, 17 organizations submitted financial information. For the 1993-1994 year, the combined cultural budgets equaled \$1,301,460. The following charts represent how those dollars were generated and spent.

<b>Cultural Organizations Income</b>	
Membership	7%
Individual contributions	8%
Grants from private sources	3%
Grants from public sources *	7%
Earned income	75%
<b>Total</b>	<b>100%</b>

*\* The support the Arts and Humanities council received from the City of Bainbridge Island (for regranting), Washington State Arts Commission, and the National Endowment for the Arts totals 99% of the public sector funds.*

<b>Cultural Organizations Expenditures</b>	
Administration	7%
Personnel *	25%
Facility (maintenance/rental) **	14%
Programs	35%
Misc. (mixture of program and facility cost)	19%
<b>Total</b>	<b>100%</b>

*\* Two organizations account for 60% of this figure (BPA and Parks and Recreation, but not the Library).*

*\*\* Three organizations represent 79% of this cost (Dance Center, BPA and the Library).*

Crucial to accomplishing many of the Cultural Element goals is strengthening the financial infrastructure of the cultural organizations. The organization survey indicated that the cultural organizations are doing very well in earning income but the Cultural Element stresses the need for further efforts in the area of fundraising.

#### **CUL 5.1**

Develop public/private partnerships to facilitate the financial stability and broaden the funding base for cultural organizations.

#### **CUL 5.2**

Identify new funding sources for cultural organizations and artists.

#### **CUL 5.3**

Fund the implementation of the Cultural Element based on annual prioritized needs through public, private, and earned income sources.

### **GOAL 6 HISTORY AND HERITAGE**

**Develop a greater understanding of our heritage and our living and growing relationship to our past and future and provide places and facilities in which that history will be preserved, interpreted, and shared.**

**Discussion:** Sixty-four percent of Island households responded that members attended ethnic and historical events in the past year. Forty-one percent of Island households ranked historical activities as one of their most valuable social or cultural activities. Thirty-seven percent of Island households ranked ethnic and heritage activities as their most valuable social or cultural activities. Focus groups recognized that while the Island is predominantly white and becoming more homogeneous, the rich traditions of the Japanese-American, Filipino-American and Native American Island residents are important to the present identity and sense of pride in Bainbridge Island. Also the farming tradition of the Island should be mentioned in this context. More should be done to promote and celebrate these diverse Island cultures and traditions, particularly among young people.

#### **CUL 6.1**

Create a sense of respect and importance for history and heritage among Island residents through community education programs, school curriculum and oral history programs.

#### **CUL 6.2**

Strengthen a sense of community within neighborhoods.

#### **CUL 6.3**

Adopt guidelines that will identify and preserve historic and cultural resources, farmland, forests and open spaces.

#### **CUL 6.4**

Provide places to promote sharing the Island's cultural history with the community.

#### **CUL 6.5**

Provide adequate space to collect, preserve and interpret the Island's history.

### **GOAL 7 HUMANITIES**

**Foster the spirit of community in which 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.**

**Discussion:** Forty-two percent of Island households ranked humanities activities among their most valued cultural activities. Fifty-two percent of Island residents ranked literary activities among their most valued cultural activities. Focus groups recommended that *Exhibition* magazine should be expanded and that the library needed expanding to better serve the needs of the growing population. Writers' workshops, retreats, conferences, poets in the schools, writers and humanists in residence were mentioned as future activities. Several focus groups mentioned the need for more discussion groups that focused on ideas underlying such terms as "community" and "economic vitality."

#### **CUL 7.1**

Heighten community awareness and understanding of the humanities through expanded programming.

#### **CUL 7.2**

Nurture creative thought and expression and an exchange of ideas between Island residents by facilitating community discussions.

#### **CUL 7.3**

Engage the community in public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.

#### **CUL 7.4**

Celebrate the richness and variety of human gifts through a festival of humanities.

### **GOAL 8 INDIVIDUAL ARTISTS**

**Encourage local support for a creative and economic environment that allows artists to continue to live and work in and for the community, and for themselves.**

**Discussion:** Fifty-four percent of Island households reported at least one member of their family was an amateur or professional artist. Twenty-five percent of Island households reported at least one member of their family earned an income in the arts. Island artists

expressed a desire to see more opportunities to show their work or perform on the Island and opportunities for professional and artistic growth through workshops. They envisioned that Bainbridge Island could become nationally recognized as a center for the arts with a variety of seminars and workshops conducted by well-known artists in all disciplines. Cross-fertilization and collaborations between the different disciplines were also mentioned as opportunities for cultural organizations and artists alike. The Cultural Element calls for the creation of a climate where individual artists cannot only survive but thrive. Recommendations for providing fellowship grants and advocating for affordable venues and facilities to produce their work will build support for artists to stay on Bainbridge Island. Including artists in community dialogues and in policy and planning decisions will enhance the Island's character.

#### **CUL 8.1**

Identify artists and their value to the community through opportunities for public dialogue, an online database and directory of artists, and residency programs.

#### **CUL 8.2**

Support artists through funding and professional development opportunities.

#### **CUL 8.3**

Increase technical assistance, network opportunities, and tax-deductible patronage for artists.

#### **CUL 8.4**

Advocate for affordable work and living space for artists.

### **GOAL 9**

#### **MARKETING AND COMMUNICATIONS**

**Plan and implement marketing and communication systems to promote the arts through public dialogue, media and education.**

**Discussion:** Eighty-six percent of Island households reported that they relied on the *Bainbridge Review* as a primary source for cultural information. Eighty percent of Island households reported they relied on word of mouth as a primary source for cultural information. Seventy-eight percent of Island households reported they relied on *Bainbridge Island Parks and Recreation Catalog* as a primary source for cultural information. Forty-two percent of Island households reported they rely on *Arts News* as a primary source for cultural information. Participants in the focus groups felt that there could be a better, more unified approach to marketing the cultural activities on the Island. The Arts and Humanities council can be used even more in the future as a focal point for communication. They felt that while the *Bainbridge Review* was a major source of communication, public access TV was under-utilized and that new computer technology will open up new avenues of communication, particularly when the new equipment at the library is installed.

Much of the success of the implementation phase of the Cultural Element will depend on an effective public relations and marketing plan for the arts. Many of the small non-profit and emerging arts groups work with volunteers and nominal budgets, which hampers their ability

to create sustained marketing strategies for their programs and events. The Element calls for the Arts and Humanities Council to expand its coordinating role to build greater visibility for and interest in these activities. Blending new technologies, such as online networks and public access TV with existing publications such as *Arts News*, *Exhibition* magazine will expand the arts audience on Bainbridge Island.

#### **CUL 9.1**

Use coordinated marketing strategies to promote cultural events.

#### **CUL 9.2**

Employ new media technologies to market cultural events.

#### **CUL 9.3**

Expand venues for artists' work and arts and humanities events through *Arts News* and *Exhibition* publications.

#### **CUL 9.4**

Cultivate patronage and awareness of the arts and humanities through personal contact with Bainbridge artists and scholars.

### **GOAL 10 PUBLIC ART AND COMMUNITY DESIGN**

**Create a stimulating visual environment through the public and private artworks programs, and create a greater understanding and appreciation of art and artists through community dialogue, education and involvement.**

**Discussion:** Ninety percent of Island households agree that public art adds to the visual appearance of Bainbridge Island. Eighty percent of Island households ranked “maintaining the natural beauty of Bainbridge Island” as the most important cultural goal for the year 2000. Participants in the focus groups felt that on the Island there is a more enlightened sense of community design than in most communities of 17,000. They observed that the community and the environment are interdependent and that attention must be paid to both the natural and built environment. Opportunities for enhancing the built environment include new City capital improvement projects such as sidewalks and curbing projects, the development of amenities such as planters, public seating and small public space, and the use of building walls for public art projects. Many of the participants in the focus groups mentioned the need for the improvement of the ferry terminal as the gateway to the Island and felt that the arts and, in particular, public art, could be used to enhance the gateway.

The residents of Bainbridge Island are justifiably proud of the built and natural visual environments of the Island and the quality of life produced by these landscape assets. As the Island continues to grow, it will be important that deliberate strategies be in place to preserve these assets. As part of community design, the Cultural Element recommends the development of a long-range plan for the current public art program and advocates public and private agencies adopting public art programs for capital improvement projects.

**CUL 10.1**

Develop a long-range comprehensive plan for the City's One Percent for Public Art Program.

**CUL 10.2**

Advocate for the inclusion of quality public art in projects built by both private developers and public agencies.

**CUL 10.3**

Promote quality design in both the natural and built environments and use artists on design teams.

**CUL 10.4**

Enhance the visual appearance of the ferry terminal and City gateways.

**CUL 10.5**

Maintain a City Public Art Fund to further the inclusion of art in public places in the City.

**CUL 10.6**

Maintain the natural beauty of Bainbridge Island.

The City recognizes its role in furthering the inclusion of art in public places in the City and for that reason has established a public art account which is funded through one percent of all city capital municipal construction or improvement project cost.

**GOAL 11****SERVICES TO CULTURAL ORGANIZATIONS**

**Identify and support opportunities that enhance the excellence, diversity, vitality, collaboration and capability of cultural organizations.**

**Discussion:** In 1994, 17 artistic and cultural organizations produced 1,249 programs, performances, exhibits, and other activities. An average of 3-4 arts or humanities events per day were available to Bainbridge Island residents in 1994. The final recommendation in the Cultural Element is to strengthen the Bainbridge Island Arts and Humanities Council's (BIAHC) ability to provide services to cultural organizations, individual artists, and the community.

**CUL 11.1**

Educate the community about the services and programs of the diverse Bainbridge Island cultural organizations.

**CUL 11.2**

Cultivate cultural organizations' administrative and financial stability through educational and technical assistance.

**CUL 11.3**

Increase network and collaborative opportunities among the cultural organizations.

**CUL 11.4**

Build greater leadership for the cultural community through the cultural representative forums.

**CUL 11.5**

Develop and maintain an information system that provides information about cultural arts programs, activities and cultural arts issues of interest.

**CUL 11.6**

Strengthen the Arts and Humanities Council's ability to provide services to the cultural constituency and the community.

**CUL 11.7**

Maintain a City Arts and Humanities Fund (consisting of the Arts and Humanities Account and the Public Art Account) to promote and support local activities, programs and projects in the arts and humanities.

The City recognizes its role in the promotion and support of local activities, programs and projects in the arts and humanities and for that reason has established an Arts and Humanities Account, which is funded from each year's annual appropriated budget.



# Arts & Humanities Bainbridge Cultural Element Comments

## INTRODUCTION

Underlying the Growth Management Act is the concept that any community plan which requires a public investment should be linked or incorporated as an amendment to the Comprehensive Plan. The general purpose of this element is to demonstrate the link between community cultural planning and larger community issues and to set directions for integrating the arts, humanities and history with urban design, economic development, education and other community development initiatives that shape the quality of life that nurtures this community. It is recognized that the arts and humanities are an integral part of life on Bainbridge Island, and have been since the 1930's.

There are specific and compelling reasons for including a Cultural Element in the Comprehensive Plan. First, the arts and humanities are tools for accomplishing larger community goals that are rooted in the interests of citizens such as economic vitality, quality education, and community planning and design. Investment in the arts and humanities is visionary investment in the growth of the community and in making the community a better place to live.

Second, there are many private and public arts and humanities funds, programs and organizations on Bainbridge Island whose efforts to serve island residents will benefit from an agreed-upon plan and orientation toward the future of the City. They include, among others, the City's Public Art Program and its Arts and Humanities Fund in addition to the very numerous Arts and Humanities Bainbridge member organizations.

Third, the Bainbridge Island City Council, in recognition of the importance of cultural programs and activities, passed an ordinance in 1992 designating Arts & Humanities Bainbridge (formerly the Bainbridge Island Arts and Humanities Council) as the "legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the City" (Ordinance 92-31). This ordinance charged the Bainbridge Island Arts and Humanities Council to "prepare a plan for the arts and humanities within the city which is consistent with and may be approved for inclusion in the City's comprehensive plan; ..." (BIMC 2.42.020C).

### **The Cultural Element and the City's Comprehensive Plan and Ordinances**

**A.** Addition of a goal to the City of Bainbridge Island Comprehensive Plan's overall goals.

To reflect the vision and intent of the cultural element, the following goal is submitted for inclusion:

*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.*

**B.** Inclusion of existing city ordinances.

Cultural Element Goal 1 covers the City's present designation of Arts and Humanities Bainbridge as the official body of the City empowered to act on all matters pertaining to the development, enrichment and support of the arts and humanities within the City. CUL 10.5 "Maintain a City Public Art Fund..." and CUL 10.7 "Maintain a City Arts and Humanities Fund..." cover the City's present

## **Arts & Humanities Bainbridge Cultural Element Comments**

support of the arts in the form of the Cultural Resources Subfund consisting of the Arts and Humanities Account (BIMC Chapter 3.82) and the Public Art Account (BIMC Chapter 3.80).

### **GOALS AND POLICIES**

#### **GOAL 1: IMPLEMENTATION OF THE CULTURAL ELEMENT**

*Re-designate and fund Arts and Humanities Bainbridge, a non-profit Washington Corporation, as the official body of the City empowered to act on all matters pertaining to the implementation (including coordination and delegation) of the goals and policies of the Cultural Element of the Comprehensive Plan consistent with the ordinance provisions of the Bainbridge Island Municipal Code and with the Comprehensive Plan.*

**Discussion:** In 1992, the City Council passed ordinances designating Arts and Humanities Bainbridge (then the Bainbridge Island Arts and Humanities Council) as the “legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and humanities in the city.” In addition, the City Council created a Public Art Works Program consisting of two funds, a Public Art Account and an Arts and Humanities Account, and designated BIAHC as the organization to carry out the duties relating to the two funds.

#### **Pursuant to public funding:**

##### **CUL 1.1**

Arts and Humanities Bainbridge shall serve as the primary voice for the arts and humanities within the City and as the principal advisory board to the City Manager and City Council, fostering a high level of quality, creativity and diversity in the arts and humanities and advocating for inclusion of aesthetic considerations in local decision-making that may have cultural implications.

##### **CUL 1.2**

Arts and Humanities Bainbridge shall provide a public forum for discussion of issues and ideas affecting the arts and humanities in the City, and shall serve as a point of contact for information about the arts and humanities on Bainbridge Island.

##### **CUL 1.3**

Arts and Humanities Bainbridge shall, alone or in cooperation with the other public/private organizations, initiate, sponsor or conduct public programs to further the development and public awareness of interest in the arts and humanities.

##### **CUL 1.4**

Arts and Humanities Bainbridge shall serve as the designated agency for carrying out duties associated with the Public Art Program consisting of the Public Art Account and the Arts and Humanities Account and shall encourage grants and donations to the Bainbridge Island Arts and Humanities Account.

#### **GOAL 2: ARTS and HUMANITIES EDUCATION**

*Demonstrate commitment to quality arts education and lifelong learning by advocating for comprehensive inclusion of the arts in our schools and in community settings.*

## **Arts & Humanities Bainbridge Cultural Element Comments**

**Discussion:** In previous studies, eighty-seven percent of Island residents agreed that music, visual arts, and performing arts in the school curriculum improve student performance in all subject areas. Sixty-seven percent of the households attended some form of arts or humanities classes in a one year period. Residents placed a high value on the inclusion of the arts in education. Focus groups observed that the arts serve as an essential element of education by teaching communications, creativity, critical thinking, problem solving, perception, motivation, individualism, and interpersonal skills and that they provide one of the best avenues for learning about and celebrating other cultures. Participants in the focus groups expressed concern that the arts are undervalued in public education and not given priority in funding. They felt the arts are basic to education and have an intrinsic value in and of themselves and for the knowledge, skills, and values they impart. The Cultural Element calls for the development of a comprehensive, quality, sequential arts education curriculum, encourages opportunities for lifelong learning in the arts for all ages, and it intends to foster partnerships between community resources and the education systems.

### **Pursuant to public funding:**

#### **CUL 2.1**

Strengthen partnerships between the schools and local artists, agencies, organizations, and businesses.

#### **CUL 2.2**

Support a comprehensive quality arts education program in the schools and the community.

#### **CUL 2.3**

Expand community understanding of the arts as a means to teach other subjects in schools.

#### **CUL 2.4**

Use the arts as a vehicle for understanding and celebrating other cultures and Bainbridge Island heritage.

## **GOAL 3: ECONOMIC VITALITY AND THE ARTS**

*Preserve and share the community's unique setting, character, history, arts and culture by developing partnerships, and enhancing resources and attractions that respect the needs and desires of Bainbridge Island residents and the broader public.*

**Discussion:** The arts and humanities are an economic asset to the Bainbridge Island community. The sector employs at least one member of twenty-five percent of Island households, and provides deep roots for our economic and cultural value. Cultural amenities, facilities, and design-related livability factors such as public art and quality architecture are essential ingredients to the Island's quality of life index. Through the placement and enhancement of facilities, landscaping, public art projects, linkages to the ferry and waterfront, and marketing strategies, the City of Bainbridge Island shall use the arts and humanities to enhance the economic vitality of downtown Winslow and the other neighborhood centers.

#### **CUL 3.1**

Identify and record Bainbridge Island's "Sense of Place" through a continuous public dialogue about preservation, sustainability, hospitality, and the influence of the arts, history, and culture.

## Arts & Humanities Bainbridge Cultural Element Comments

### CUL 3.2

By partnering with local organizations, use artistic, historic and cultural events as vehicles for sharing the Island's uniqueness with residents and visitors.

### CUL 3.3

Cultivate partnerships among the organizations and those interested in the arts, economic development, tourism, and historic preservation.

### CUL 3.4

Support the preservation and enhancement of culturally significant organizations and facilities for improved economic vigor and delivery of cultural programming.

## GOAL 4: FINANCIAL RESOURCES

*Encourage the fiscal soundness of Bainbridge Island's cultural and artistic organizations by developing their capacity to maintain effective public, private and earned income funding.*

**Discussion:** Arts and Humanities Bainbridge conducted a financial survey of 8 member organizations in 2015. For the 2014-2015 year, the combined cultural budgets equalled \$7,485,098

<b>Total expense budget</b>	<b>\$ 7,485,098</b>
<b>Total payroll expense</b>	<b>\$ 3,771,564</b>
<b>Contractor expense</b>	<b>\$ 369,463</b>
<b>Number FTE</b>	<b>51</b>
<b>Number PTE</b>	<b>65</b>
<b># contractors employed</b>	<b>181</b>
<b>Total # people employed</b>	<b>297</b>
<b>Number people served</b>	<b>247,100</b>

The following chart represents those aggregated budgets.

Crucial to accomplishing many of the Cultural Element goals is strengthening the financial infrastructure of the cultural organizations.

### CUL 4.1

Develop public/private partnerships via Arts and Humanities Bainbridge to facilitate the financial stability and broaden the funding base for cultural organizations.

### CUL 4.2

Identify new funding sources for cultural organizations and artists, including state and municipal grant opportunities.

### CUL 4.3

## **Arts & Humanities Bainbridge Cultural Element Comments**

Fund the implementation of the Cultural Element based on annual prioritized needs, as assessed by Arts and Humanities Bainbridge through public, private, and earned income sources.

### **GOAL 5: HISTORY and HERITAGE**

*Develop a greater understanding of our heritage and growing relationship to our past and future and provide experiences through which that history will be preserved, interpreted, and shared.*

**Discussion:** Ethnic and heritage related activities are recognized as some of the Island's most valuable cultural resources. The rich traditions of the Japanese-American, Filipino-American and Native American Island residents are important to the present identity and sense of pride in Bainbridge Island. More should be done to promote and celebrate these diverse Island cultures and traditions, particularly among young people.

#### **CUL 5.1**

Partner with local organizations to create a sense of respect and importance for history and heritage among Island residents by promoting community education programs, school curriculum, and oral history programs.

#### **CUL 5.2**

Adopt guidelines that will identify and preserve historic and cultural resources.

#### **CUL 5.3**

Partner with local organizations to provide adequate space to collect, preserve, interpret, and share the Island's history.

### **GOAL 6: HUMANITIES**

*Foster a spirit of community in which 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.*

**Discussion:** Activities within the humanities, including programs at the library, writers' workshops, retreats, conferences, poets in the schools, writers and humanists in residence are deeply valued in the Bainbridge Island Community and provide forums for discussion of our underlying values and economic vitality.

#### **CUL 6.1**

Partner with local organizations to heighten community awareness and understanding of the humanities through expanded programming.

#### **CUL 6.2**

Nurture creative thought and expression and an exchange of ideas between Island residents by facilitating community discussions.

#### **CUL 6.3**

Engage the community in public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.

#### **CUL 6.4**

Celebrate the richness and diversity of human gifts through a festival of humanities.

## Arts & Humanities Bainbridge Cultural Element Comments

### GOAL 7: INDIVIDUAL ARTISTS

*Encourage local support for a creative and economic environment that allows artists to continue to live and work in and for the community, and for themselves.*

**Discussion:** With an abundance of artists living and working on Bainbridge Island, this community has the potential to become a nationally recognized center for the arts with a variety of seminars and workshops conducted by well-known artists in all disciplines if adequately funded. Cross-fertilization and collaborations between the different disciplines provide opportunities for cultural organizations and artists alike. The Cultural Element calls for the creation of a climate where individual artists cannot only survive but thrive; including artists in community dialogues and in policy and planning decisions will enhance the Island's character.

#### CUL 7.1

Identify artists and their value to the community through opportunities for public dialogue, an online database and directory of artists, and residency programs.

#### CUL 7.2

Support artists through funding and professional development opportunities.

#### CUL 7.3

Advocate for affordable work and living space for artists.

### GOAL 8: MARKETING AND COMMUNICATIONS

*Plan and implement marketing and communication systems to promote the arts through public dialogue, media and education.*

**Discussion:** A better, more unified approach to marketing the cultural activities on the Island is needed. Arts and Humanities Bainbridge serves as a focal point for communication, but regional marketing efforts by the City, Chamber of Commerce, and Bainbridge Downtown Association should also include the Island's rich cultural offerings. Much of the success of the implementation phase of the Cultural Element will depend on an effective public relations and marketing plan for the arts. Many members of the sector and emerging arts groups work with volunteers and nominal budgets, which hampers their ability to create sustained marketing strategies for their programs and events, especially beyond the Island. The Cultural Element calls for Arts and Humanities Bainbridge to expand its coordinating role to build greater visibility for and interest in these activities with support from public funding.

#### CUL 8.1

Use coordinated marketing strategies between Arts and Humanities Bainbridge, the City, the Chamber of Commerce, and the Bainbridge Island Downtown Association to promote cultural events.

#### CUL 8.2

Employ emerging media technologies to market cultural events.

#### CUL 8.3

Expand venues for artists' work and arts and humanities events through Currents and other publications.

## **Arts & Humanities Bainbridge Cultural Element Comments**

### **CUL 8.4**

Cultivate patronage and awareness of the arts and humanities through personal contact with Bainbridge artists and scholars.

## **GOAL 9: PUBLIC ART AND COMMUNITY DESIGN**

*Create a stimulating visual environment through the public and private artworks programs, and create a greater understanding and appreciation of art and artists through community dialogue, education and involvement.*

**Discussion:** Public art adds to the visual aesthetic of the community and enhances the natural beauty of Bainbridge Island. The community and the environment are interdependent and attention must be paid to both the natural and built environment. Opportunities for enhancing the built environment include new City capital improvement projects such as sidewalks and curbing projects, the development of amenities such as planters, public seating and small public space, and the use of building walls for public art projects. The residents of Bainbridge Island are justifiably proud of the built and natural visual environments of the Island and the quality of life produced by these landscape assets. As the Island continues to grow, it is important that deliberate strategies be in place to preserve these assets. As part of community design, the Cultural Element recommends the development of a long-range plan for the current public art program and advocates public and private agencies adopting public art programs for capital improvement projects.

### **CUL 9.1**

Develop a long-range comprehensive plan for the City's Two Percent for Public Art Program.

### **CUL 9.2**

Advocate for the inclusion of quality public art in projects built by both private developers and public agencies.

### **CUL 9.3**

Promote quality design in both the natural and built environments and use artists on design teams.

### **CUL 9.4**

Maintain the City Public Art Fund to further the inclusion of art in public places in the City.

### **CUL 9.5**

Maintain the artistic aesthetic of Bainbridge Island.

The City recognizes its role in furthering the inclusion of art in public places in the City and for that reason has established a public art account which is funded through two percent of all eligible city capital municipal construction or improvement project cost.

## **GOAL 10: SERVICES TO CULTURAL ORGANIZATIONS**

*Identify and support opportunities that enhance the excellence, diversity, vitality, collaboration and capability of cultural organizations.*

## **Arts & Humanities Bainbridge Cultural Element Comments**

**Discussion:** The final recommendation in the Cultural Element is to strengthen Arts and Humanities Bainbridge's ability to provide services to cultural organizations, individual artists, and the community by funding both the organization and providing public funding to its members.

### **CUL 10.1**

Educate the community about the services and programs of the diverse Bainbridge Island cultural organizations.

### **CUL 10.2**

Cultivate cultural organizations' administrative and financial stability through educational and technical assistance.

### **CUL 10.3**

Increase network and collaborative opportunities among the cultural organizations.

### **CUL 10.4**

Build greater leadership for the cultural community through the cultural representative forums.

### **CUL 10.5**

Develop and maintain an information system that provides information about cultural arts programs, activities and cultural arts issues of interest.

### **CUL 10.6**

Strengthen Arts and Humanities Bainbridge's ability to provide services to the cultural constituency and the community.

### **CUL 10.7**

Maintain a City Arts and Humanities Fund (consisting of the Arts and Humanities Account and the Public Art Account) to promote and support local activities, programs, and projects in the arts and humanities.

The City recognizes its role in the promotion and support of local activities, programs and projects in the arts and humanities and for that reason has established an Arts and Humanities Account, which is funded from each year's annual appropriated budget to be appropriated to the members of Arts and Humanities Bainbridge.



CITY OF  
BAINBRIDGE ISLAND

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

DATE: JULY 28, 2016  
TO: PLANNING COMMISSION  
FROM: JENNIFER SUTTON, AICP  
SENIOR PLANNER  
SUBJECT: COMPREHENSIVE PLAN UPDATE

I. JULY 5<sup>TH</sup> CITY COUNCIL COMPREHENSIVE PLAN STUDY SESSION

The City Council had a briefing on the Comprehensive Plan Update process at their July 5<sup>th</sup> meeting. The City Council discussed the DRAFT elements, and suggested some changes (see memorandum from planning consultant Joe Tovar).

The City Council also requested that the Commission consider whether or not the Business/Industrial (B/I) land use designation of the properties in/around the Coppertop development should be changed to another designation, such as "General Commercial". The Commission has discussed this issue several times over the last year, noting that "Coppertop" has several conditional use businesses located there, as well as business permitted in the B/I zone, but that are not industrial in nature (e.g. Ballet studio).

The Commission discussed this concept at the July 14<sup>th</sup> meeting. The Commission suggested that instead of modifying the B/I designation of Coppertop, that the Day/Miller Road B/I designation could be changed to Industrial. That change would result in changes to permitted and conditional uses for that area (BIMC Chapter 18.09), for instance, "Professional services" are a conditional use in the B/I designation would not be permitted at all in a new "Industrial" designation. To consider this suggestion, staff should provide a mailed notice to affected property and business owners and complete the type of analysis that the Planning Commission would need in order to have an informed discussion, scheduling a study session at a date in August.

Staff recommends to the Commission that the land use designation change not be pursued at this time due to the time constraints of finishing the Comprehensive Plan by the end of the year. Instead, staff suggests modifying the B/I polices of the *Land Use Element* to promote reconsideration of the permitted and conditional B/I uses through changes to the BIMC. Additionally, as designated centers, the Day/Miller Road and Sportsman Club Road B/I areas could go through subarea planning in the near future, which would evaluate land uses, transportation and utilities for those areas.

**Planning Commission Action:** Discuss the suggestions from the City Council and provide direction to staff about which changes should be integrated, and if the Commission wants to further consider changing the land use designation of the Business/Industrial properties around the Coppertop development.

## II. PROPOSED NEW LAND USE ELEMENT POLICY

On June 9<sup>th</sup>, the Planning Commission discussed again the Bainbridge Island Metro Park and Recreation District (BIMPRD) request to create a “Park” land use designation. The Commissioners requested that the BIMPRD provide a list of City development code requirements or processes that are regularly problematic in the maintenance or creation of parks. To summarize the discussion, the Commission was trying to ascertain if changes sought by the BIMPRD could be achieved through changes to the municipal code, or if a new “Park” land use designation was truly required. City and BIMPRD staff met after the June 9<sup>th</sup> Commission meeting and discussed how different planning and building requirements applied to parks. The City suggests adding a new policy to the *Land Use Element* (see below) to ensure future cooperation between the City and BIMPRD on how development regulations are applied to parks.

### **LU 4.3 Include as an early task in the multi-year work program adoption of policies and development regulations for Bainbridge Island Municipal Park and Recreation District facilities.**

**Planning Commission Action:** Discuss the proposed policy and provide direction to staff if it should be added to the *Land Use Element*. Discuss whether or not to further consider any requests by the BIMPRD to create a “Park” land use designation.

## III. REVIEW DRAFTING COMMITTEE WORK

The Comprehensive Plan drafting committee (Commissioners Gale and Quitslund) reviewed the DRAFT *Vision* statement for the *Environmental Element* and the *Historical Profile* that has been drafted by the City’s Historic Preservation Commission (HPC). That profile was presented to the Planning Commission on June 23<sup>rd</sup>; the HPC revised the profile and the drafting committee reviewed that latest draft.

**Planning Commission Action:** Review and suggest changes to the DRAFT *Vision* statement for the *Environmental Element* and the *Historical Profile*.

#### IV. NEXT STEPS

The Commission will continue to review the Utilities Element and begin to review the Capital Facilities, Human Services, and Cultural Elements.



Joseph W. Tovar  
FAICP

## MEMORANDUM

DATE: July 7, 2016

TO: Bainbridge Island Planning Commission

FROM: Joseph W. Tovar, FAICP

RE: City Council feedback regarding Comprehensive Plan Elements

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At their July 5, 2016 Study Meeting we reviewed with the City Council the Planning Commission's latest versions of the Comprehensive Plan Introduction, Land Use Element, Housing Element, Economic Element, Water Resources Element and Glossary. They expressed great appreciation for the tremendous work that the Planning Commission has done on the project and the quality and clarity of the current drafts. Commissioners Gale and Killian were present, so I am hoping they can assist us at your July 14 meeting as we explain the City Council's feedback.

The balance of this memo will point you to the pages on the attached versions where we have noted in red the Council members comments, concerns or requests. In some cases, they have asked the Commission to consider specific additional or revised language, which I have shown in these drafts with yellow highlighting. As we review each item with you at your meeting, we ask that you determine whether or not you wish to incorporate the highlighted language as part of your recommended draft or if you perhaps would prefer some variation.

### INTRODUCTION

Page 2, lines 5 & 6. The Council pointed out the awkward sentence structure which seemed to suggest that all white people are well educated. I have drafted language there that I think more correctly makes the point.

Page 7, lines 28-30. Council asked the Commission to review the City-wide Vision Statement after you finish the Vision Statements for all Elements, and offer any revisions you see appropriate. They were very impressed with the Vision Statements for Land Use, Housing, Economic and Water resources.

Page 11, line 12. They agreed that a 100 year term is appropriate when considering natural systems, but not for other things. So they suggested changing "replace" to "augment."

### LAND USE ELEMENT

Page 9, lines 6-9. They called out an apparent inconsistency between Policy LU 5.2 and Policy LU 9.1. Because the TDR program is not now functional, and may

not be for several years, they thought LU 5.2 as written would thwart trying to encourage residential and mixed use in designated centers as called for in LU 9.1. The Commission could choose to simply delete LU 5.2 or achieve consistency with LU 9.1 by revising it in some way.

Page 31, line 5. Council members thought it would make sense to add language to Action #3 so that, even if the conservation village idea is pursued, perhaps there would be other “innovative regulations” that might also be considered to achieve these objectives.

Page 31, lines 30-35. Two of the Councilmembers asked the Planning Commission to consider including as a high priority a major review and potential revision of the Land Use Code to achieve consistency with the Comprehensive Plan.

Page 32, lines 22-23. The Council asked that some definition be given to several terms in all these Elements, including one for “Open Space Plan.” We have taken a run at a definition in the Glossary, page 14, lines 2-4.

Page 39, lines 29-30. Several Council asked if a higher priority should be given to the task of reviewing and improving the City’s TDR/PDR programs to make them functional.

## **HOUSING ELEMENT**

Although we did not do a line-by-line review of all the pages in this Element, we did call the Council’s attention to the Planning Commission’s recommended strategy of setting numeric housing targets, measuring progress and taking corrective action as needed. I would look to Commissioners Gale and Killion for their perspective, but it appeared to me that Council was in support of that Goal and the policies setting forth targets.

Page 4, line 4. There was a lot of discussion and some disagreement by two of the Council members whether “environmental stewardship” as a value should be considered equal to “the population’s needs for housing, health and safety, and access to employment, goods and services.” The compromise that was drawn was to suggest deleting the word “equally,” which leaves intact the notion that these competing values should still be “balanced.”

Page 13, lines 13-15. There was much discussion about whether to refer to developers as the “development community,” or name the constituent segments such as builders, realtors, lenders, etc. In the end the Council seemed most comfortable with the language shown with yellow strikethrough. The Commission may wish to agree with that resolution or not. Another option would be to refer to the “development Industry”.

Pages 15-19. Note that these pages are deleted from the Housing Element because they have been folded into the larger Glossary in Attachment 7 of this packet.

## **ECONOMIC ELEMENT**

Page 4, lines 2-25. This version of the Vision Statement was crafted by Commissioners Gale and Quitslund working from a draft prepared by Commissioner Killiion. The Council seemed to really like this draft, but since the Commission has not seen it as a whole, I recommend that you all consider if you think it is adequate or needs further revision.

Page 6, lines 19-29. The Council thought that the Element already includes Goals and Policies that recognize the value of social capital and natural capital in addition to the financial capital which most people usually think of when they think of an economy. They asked that you consider using those terms specifically, or variations on those terms, to convey that these are the three components of a sustainable economy. We have included draft definitions for these terms in the Glossary at page 7, lines 11-29.

Page 15, lines 39-45. The Council as a whole really like the implementation actions, particularly naming the importance of both agriculture and the non-profit sector to the Island's economy. They asked the Commission to consider raising the priority for the parking action in view of the fact that the City is now looking at that issue with respect to Winslow, and with an eye toward the importance of parking not just for business, but for other public uses.

## **WATER RESOURCES ELEMENT**

Page 4, line 5. One of the Council members asked if we could clarify just we mean by "all forms of life." I suggest that "flora and fauna" pretty much covers it.

Page 5, lines 33-34. The Council pointed out that the proper words here are "shall" rather than "should". I have some edited language that uses the active verbs "identify and assess" rather than "shall" in the first sentence.

Page 7, line 22. The correct verb here is "shall" since it refers to regulations that are mandatory, not discretionary.

Page 8, line 6. Same as comment above.

## **GLOSSARY**

As noted above, the Council asked that a number of terms be identified. The following new definitions appear in the Glossary.

Page 1. **Adaptive management**

Page 2. **Aquifer Conservation Zone Regulations**

Page 7. **Economic capital** and its three subsets: **Financial capital, Natural**

**capital, and Social Capital.**

Page 14. **Open Space Plan**

Attachments

- Attachment #1 Council feedback re Introduction w/Eight Guiding Principles (V.4)
- Attachment #2 Council feedback re Land Use Element (V.5)
- Attachment #3 Council feedback re Housing Element (V.5)
- Attachment #4 Council feedback re Economic Element (V.5)
- Attachment #5 Council feedback re Water Resources Element (V.5)
- Attachment #6 Council feedback re Glossary (V.2)



# COMPREHENSIVE PLAN INTRODUCTION

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## BAINBRIDGE ISLAND –Past, Present and Future

### I. BAINBRIDGE ISLAND HISTORY

The Historic Preservation Commission has prepared a lengthy historical narrative, which will be considered for adoption as an appendix to the Plan. The HPC has been tasked with preparing a condensed summary for inclusion in this part of the Plan’s Introduction. They expect to have that draft ready by mid-July.

1 **II. BAINBRIDGE ISLAND TODAY**

2  
3 **People**

4  
5 The population of the Island is relatively well- educated and predominantly white  
6 (91%). white and well educated. With the majority of the population above 45 years  
7 of age, the composition of the Bainbridge Island population is markedly different than  
8 that of both Kitsap County and Washington State. The median age for Bainbridge  
9 Island is nearly 10 years older than that of Kitsap County and nearly 12 years older  
10 than that of Washington State.

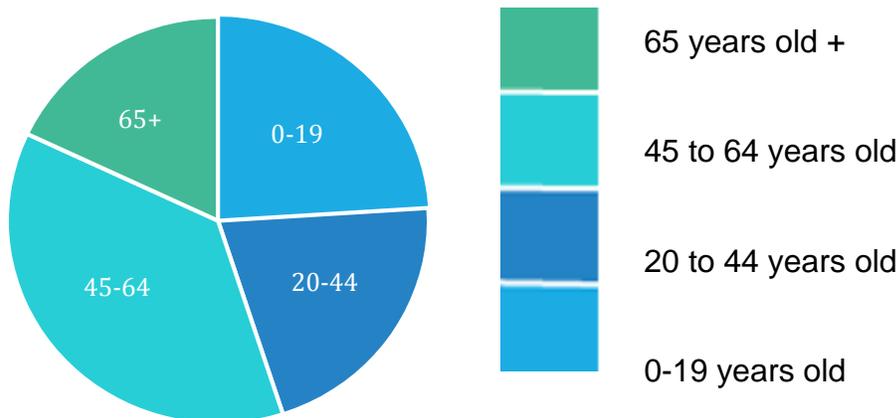
11  
12 **Figure 1 - Population age cohorts 2000 to 2019**



14  
15 *Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates*

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17  
18 The median age of Bainbridge Islanders in 2016 is 49 years old.

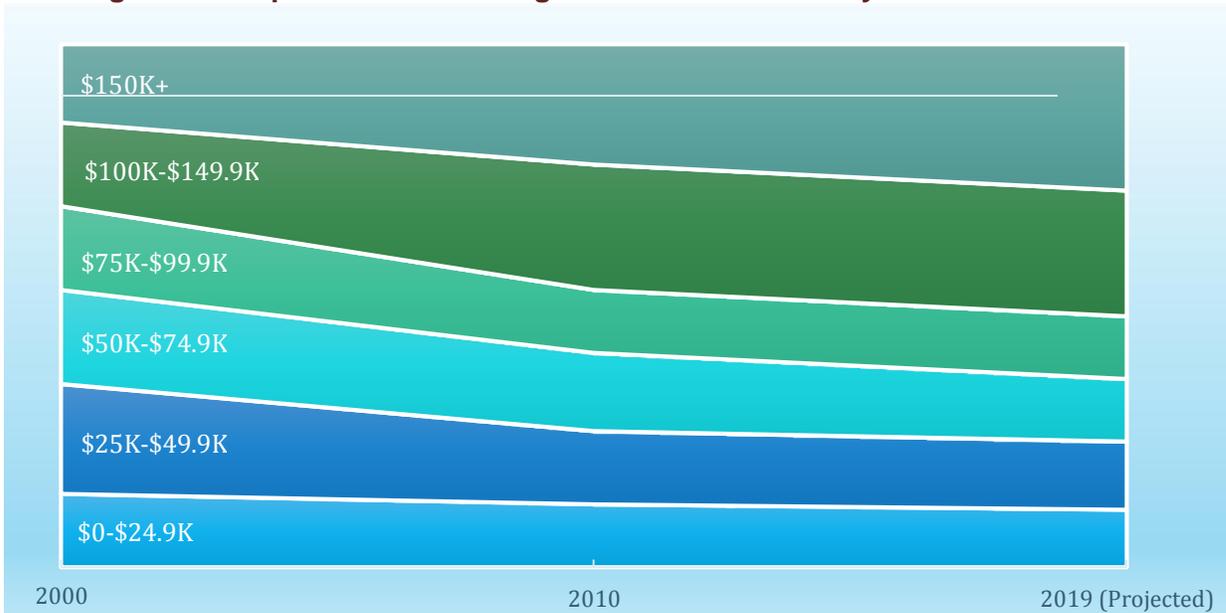
19  
20 **Figure 2 – Population by Age Cohort in 2016**



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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.

**Figure 3 - Proportion of Bainbridge Island Households by Income Brackets**



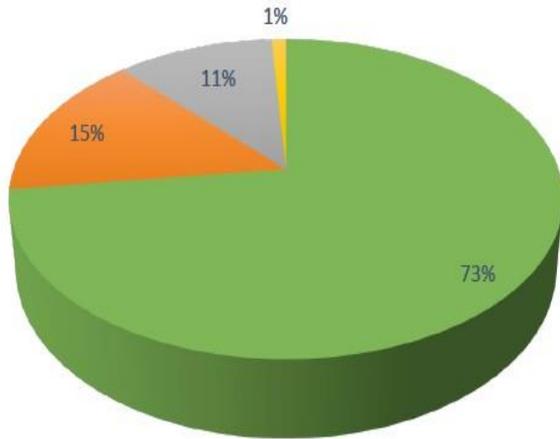
Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

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**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.

**Figure 4 – Land Coverage Types**

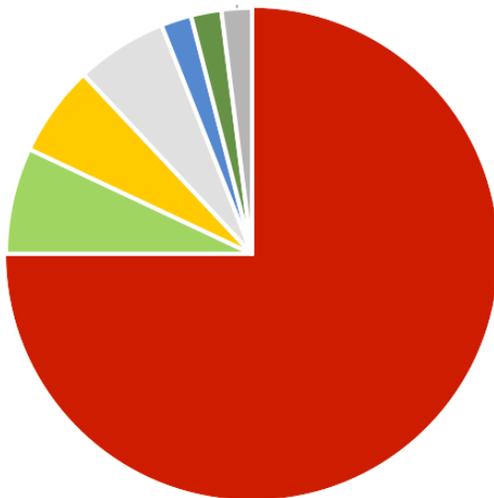


<b>TREE COVER</b>	<b>73%</b>
<b>GRASS/SCRUBLANDS</b>	<b>15%</b>
<b>IMPERVIOUS SURFACE</b>	<b>11%</b>
<b>OTHER COVERAGE</b>	<b>1%</b>

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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%).

**Figure 5 – Land Use Types**



<b>RESIDENTIAL</b>	<b>75%</b>
<b>PARKS/RECREATION</b>	<b>7%</b>
<b>AGRICULTURE</b>	<b>6%</b>
<b>TRANSPORTATION</b>	<b>6%</b>
<b>COMMERCIAL/INDUSTRIAL</b>	<b>2%</b>
<b>PUBLIC FACILITIES</b>	<b>2%</b>
<b>FOREST</b>	<b>2%</b>

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### III. THE BAINBRIDGE ISLAND COMPREHENSIVE PLAN

The authority and requirements for the City of Bainbridge Island to adopt and update its Comprehensive Plan (the **Plan**) is contained in the Growth Management Act (**GMA**) (RCW 36.70A). The GMA requires that the plan be reviewed and updated at least every eight years, which means that the periodic update cycle for Bainbridge Island is 2016, 2024, 2032, and following.

The GMA requires that the Plan have sufficient land capacity and urban services adequate to accommodate at least the next twenty years of growth, although the

1 City may choose to adopt policies and strategies with an even longer time frame. For  
2 example, sustainability goals, policies or strategies may have a multi-decade or even  
3 multi-generational perspective.

#### 4 **What a Comprehensive Plan is and isn't**

6 The GMA definition of a Plan is:

8 "Comprehensive land use plan," "comprehensive plan," or "plan" means a  
9 generalized coordinated land use policy statement of the governing body of a  
10 county or city that is adopted pursuant to this chapter."

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

17 The GMA definition of development regulations is:

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

24 The GMA also states:

26 "Each county and city that is required or chooses to plan under RCW  
27 36.70A.040 *shall perform its activities* and make capital budget decisions in  
28 conformity with its comprehensive plan."

29 The "shall perform its activities" phrase suggests broader application of  
30 comprehensive plan policies than simply codes and capital budgets. On Bainbridge  
31 Island, the City maintains a number of functional plans, such as the City's utilities  
32 plans as well as programs it funds and administers through its budget. The City also  
33 coordinates with other units of local government, e.g., the Bainbridge Island School,  
34 Fire, and Parks districts, each of which maintains its own programs and functional or  
35 operational plans. These are inventoried in the "Capital Facilities Element."  
36

#### 37 **How is the Comprehensive Plan used?**

39 The Vision, Guiding Principles and Policies in this section of the Comprehensive  
40 Plan provide substantive direction to all of the Plan Elements as well as the City's  
41 budget and work program priorities. They also provide direction to the City's  
42 functional plans such as its parks, storm water and utilities plans.

44 In addition, the Vision, Guiding Principles and Policies communicate the City's  
45 priorities to the other units of government responsible for providing services to the  
46

1 Island community. This includes the Bainbridge Island Fire, Park and School  
2 Districts, and the Washington State Department of Transportation, all of which  
3 prepare functional and operating plans to provide their respective services and  
4 facilities to Island residents.

### 6 **Types and degrees of policy direction**

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

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

21 The goal and policy statements sometimes use very directive verbs, such as  
22 “maintain” or “adopt”. In other cases, less directive verbs are used, such as  
23 “consider” or “encourage.” The more directive verbs convey a higher rank order of  
24 policy direction. Directive goal or policy language may call for the updating of  
25 development regulations, however, that does not convert them into controls or  
26 conditions that can be directly applied to a permit decision.

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

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

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

- 41 • A comprehensive plan may be amended only once in any calendar year.
- 42 • All proposed plan amendments, including those initiated by private parties or by  
43 the City, should be considered concurrently to determine the cumulative effect of  
44 the proposals.
- 45 • Procedures must be adopted for any interested person to suggest amendments  
46 to either the Comprehensive Plan or development regulations.

- 1 • A city must establish a means by which it will “docket” (i.e., compile and maintain  
2 a list) of all suggested plan or development regulation amendments and consider  
3 whether or not to adopt them during the amendment process.
- 4 • Public participation programs must be developed and followed for proposed  
5 amendments to the Comprehensive Plan or development regulations.
- 6 • Exceptions to the once-a-year limitation on plan amendments include: the initial  
7 adoption of a subarea plan; the adoption or amendment of a Shoreline Master  
8 Program; the amendment of the capital facilities element that occurs concurrently  
9 with the adoption of the city budget; when the city is under a remand order from  
10 either the Growth Hearings Board of a court; and when the City declares an  
11 emergency.

#### 12 13 14 **IV. VISION, GUIDING PRINCIPLES AND POLICIES**

15  
16 This section contains the Island’s Vision, an aspirational description of the  
17 community’s desired future. The values and priorities in the Vision are served and  
18 advanced through this Comprehensive Plan and its implementing actions. This  
19 section also contains eight guiding principles that connect the Vision to the elements  
20 of the Comprehensive Plan. These eight principles affirm, clarify and update the five  
21 principles in the 2004 version of the Comprehensive Plan.

22  
23 The Guiding Principles are at the top of the Plan’s hierarchy of substantive and  
24 directive policy. Grouped below and serving each Principle are several Guiding  
25 Policies. These provide further specific direction to the Goals and Policies in the  
26 Plan’s Elements.

27  
28 **NOTE: The City Council has asked the PC to revisit the Citywide Vision Statement**  
29 **below and potentially suggest revisions in light of the element-specific Visions that**  
30 **are being prepared.**

#### 31 32 **VISION - Bainbridge Island 2036 and Beyond**

33  
34 Bainbridge Island is notable for its beauty, its maritime climate, its location between Seattle and the Olympic  
35 Peninsula, and its support of the arts. The island consists of beaches and harbors, forests and fields, trails  
36 and two-lane country roads, homes and businesses surrounded by the waters of Puget Sound. We are  
37 defined as much by the water around us as by the ground beneath our feet.

38  
39 Bainbridge has a rich natural and cultural history including a long presence of indigenous people, followed  
40 more recently by European and Asian immigrants who built timber, maritime and agricultural economies.  
41 Contemporary Bainbridge Island is home to a diverse mix of people including farmers, artists, students,  
42 business professionals, retirees, and is hospitable to visitors.

43  
44 The people of Bainbridge aspire to accommodate inevitable growth while protecting the wildlife habitat,  
45 watersheds, shorelines, open space, and the air and water quality of the island. We welcome innovative  
46 ideas, industrious business people, new and traditional cultures, and people of all ages and backgrounds.  
47 We strive to provide quality housing, education, health care, and business, recreational, and cultural

1 opportunities for all of our inhabitants. We embrace local food sources, renewable energy, and paths for  
2 biking and walking.

3  
4 Global warming and the impacts of climate change are major issues for our generation, and will be for the  
5 foreseeable future. We recognize that it will be challenging to adapt to the environmental and economic  
6 changes that we will face in the decades ahead. The good will, imagination, and pragmatism of our citizens  
7 will foster a compassionate environment in which we listen to, learn from, and engage with all the people  
8 who live here. There is no word for exclusion in the Lushootseed language of Puget Sound.

9  
10 The people of Bainbridge Island understand that it will take an active approach to not only maintain, but  
11 restore and enhance the condition of the island if we expect to continue enjoying its bounty. Island residents  
12 balance personal interests with concern for the community and the environment. As the island’s population  
13 increases, we will manage our lands and waters thoughtfully, with innovative planning policies.

14  
15 Bainbridge citizens embrace the challenges of our future. That future calls on residents and visitors alike to  
16 actively participate in shaping a joyful, stable, and sustainable community, where its present and future  
17 generations are stewards of the land and keepers of its culture.

## 21 **EIGHT GUIDING PRINCIPLES AND POLICIES**

### 22 **Guiding Principle #1**

23  
24  
25 **Preserve the special character of the Island, which includes downtown**  
26 **Winslow’s small town atmosphere, historic buildings, extensive forested**  
27 **areas, meadows, farms, marine views, and scenic and scenic and winding**  
28 **roads supporting all forms of transportation.**

#### 29 **Guiding Policy 1.1**

30  
31 Adopt an island-wide conservation plan to identify and apply effective strategies  
32 to preserve the natural and scenic qualities that make the Island a special place,  
33 including better protections for trees, soils, and native plants.

#### 34 **Guiding Policy 1.2**

35  
36 Accommodate new growth in *designated centers* that meet the Island’s identified  
37 needs for housing, services and jobs-while respecting conservation and  
38 environmental protection priorities.

#### 39 **Guiding Policy 1.3**

40  
41 The built environment represents an important element of the Island’s special  
42 character. Improve the quality of new development through a review process that  
43 implements the community vision and supports long-term goals for the  
44 preservation of the Island’s special character.

1 **Guiding Principle # 2**

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

3  
4 **Guiding Policy 2.1**

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

8  
9 **Guiding Policy 2.2**

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

16  
17 **Guiding Policy 2.3**

18 Preserve and protect the ecological functions and values of the Island’s aquatic  
19 resources.

20 **Guiding Policy 2.4**

21 Sea level rise may reduce the volume of our finite groundwater resources.  
22 Anticipate and prepare for the consequences of sea level rise to ensure ample  
23 quality and quantity of groundwater for future generations.

24  
25 **Guiding Policy 2.5**

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

28  
29 **Guiding Policy 2.6**

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

34  
35 **Guiding Policy 2.7**

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

39  
40 **Guiding Principle # 3**

41  
42 **Foster diversity with a holistic approach to meeting the needs of the Island’s**  
43 **and the human needs of the residents consistent with the stewardship of our**  
44 **finite environmental resources.**

1 **Guiding Policy 3.1**

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

5  
6 **Guiding Policy 3.2**

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

10  
11 **Guiding Policy 3.3**

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

15  
16 **Guiding Principle # 4**

17  
18 **Consider the costs and benefits to Island residents and property owners in**  
19 **making land use decisions.**

20  
21 **Guiding Policy 4.1**

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

23  
24 **Guiding Policy 4.2**

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

28  
29 **Guiding Principle #5**

30  
31 **The use of land on the Island should be based on the principle that the**  
32 **Island’s environmental resources are finite and must be maintained at a**  
33 **sustainable level.**

34  
35 **Guiding Policy 5.1**

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

38  
39 **Guiding Policy 5.2**

40 Recognize that the sustainable use of the Island’s finite land base is a macro  
41 component of “green building” practices.

42  
43 **Guiding Policy 5.3**

44 Preserve and enhance the Island’s natural systems, natural beauty and  
45 environmental quality.

1 **Guiding Policy 5.4**  
2 Protect and enhance wildlife, fish resources and natural ecosystems on  
3 Bainbridge Island.

4  
5  
6 **Guiding Principle #6**  
7

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

10  
11 **Guiding Policy 6.1**

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

16  
17 **Guiding Policy 6.2**

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

21 **Guiding Policy 6.3**

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

24  
25 **Guiding Principle #7**  
26

27 **Reduce greenhouse gas emissions and increase the Island’s climate**  
28 **resilience.**

29  
30 **Guiding Policy 7.1**

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

36  
37 **Guiding Policy 7.2**

38 Adaptation: Minimize or ameliorate the impacts of climate change on our  
39 community and our Island’s ecosystems through climate-informed policies,  
40 programs, and regulations.

41  
42 **Guiding Policy 7.3**

43 Evaluate the climate vulnerabilities and implications of city actions and identify  
44 policies that alleviate those vulnerabilities. Consider the effects of shifting  
45 conditions (e.g., sea level rise, changing rainfall patterns, increasing

1 temperatures and more extreme weather events) and the effects they cause  
2 (e.g., altered vegetation, changing water demands, economic shifts).  
3  
4

5 **Guiding Principle #8**  
6

7 **Support the Island’s Guiding Principles and Policies through the City’s**  
8 **organizational and operating budget decisions.**  
9

10 **Guiding Policy 8.1**

11 Promote good governance and an Island culture of citizenship, stewardship and  
12 civic engagement.  
13

14 **Guiding Policy 8.2**

15 Update each City department’s work program annually, allocate sufficient time  
16 and resources and provide needed policy direction to achieve consistency with  
17 and implement the Comprehensive Plan in a manner that is transparent and  
18 consistent with the community vision.  
19

20 **Guiding Policy 8.3**

21 Grow a diversified and vibrant local economy.  
22

23 **Guiding Policy 8.4**

24 Nurture a healthy and attractive community including a focus on the quality of  
25 the built environment through progressive development regulations and reviews.  
26

27 **Guiding Policy 8.5**

28 Build reliable infrastructure and connected mobility that encourages physical  
29 activity such as biking and walking while also respecting the Island’s scenic  
30 qualities.  
31

32 **Guiding Policy 8.6**

33 Grow a green, well-planned, environmentally sustainable community.  
34

35 **Guiding Policy 8.7**

36 Plan for a safe city where citizens, City officials, and Law Enforcement work  
37 together in an environment of accountability and trust.  
38

39 **Guiding Policy 8.8**

40 In implementing policies, consider longer-term, indirect or unintended  
41 consequences of decisions.  
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# LAND USE ELEMENT

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**SUBAREA PLANS**

    Lynwood Center Subarea Plan and Winslow Master Plan

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

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

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

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

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

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

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

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

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

## LAND USE VISION

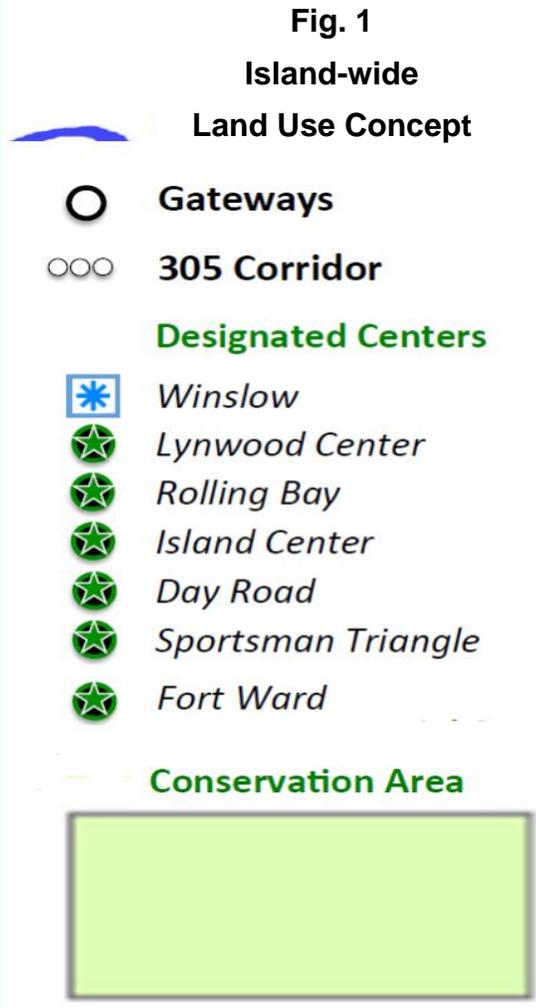


**Bainbridge Island 2036**

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

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

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



1

## GOALS AND POLICIES

2

3

### GOAL LU-1

4

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

6

7

#### **Policy LU 1.1**

8

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

10

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14

1 **Policy LU 1.2**

2 Outside of Winslow and the *Neighborhood Centers*, the Island has a rural appearance  
3 with forested areas, meadows, *farms*, and winding, narrow, and heavily vegetated  
4 roadways. These characteristics represent the Island character that is so highly  
5 valued by its residents. As important as preserving Island character is to its  
6 residents, of equal importance is the protection of the Island’s *environmentally*  
7 *sensitive areas*. These outlying areas contain much of the Island’s sensitive areas –  
8 the major *recharge* areas for the Island’s *aquifers*, *wetlands*, and *streams* that serve  
9 a variety of important functions. Much of the area serves as *fish and wildlife habitat*.  
10 There is strong public support to encourage a pattern of development that preserves  
11 and protects this portion of the Island.  
12

13 **GOAL LU-2**

14 **This *Comprehensive Plan* recognizes and affirms that, as an Island, the City has**  
15 **natural constraints based on the *carrying capacity* of its natural systems.**  
16 **The Plan strives to establish a development pattern that is consistent with the**  
17 ***goals* of the community and compatible with the Island’s natural systems.**  
18

19 **Policy LU 2.1**

20 Recognizing that the *carrying capacity* of the Island is not known, the citizens of  
21 Bainbridge Island should strive to conserve and protect its natural systems, within  
22 the parameters of existing data. Revisions to the Plan *should* be made as new  
23 information becomes available.  
24

25 The *carrying capacity* of Bainbridge Island is determined by many factors, including the  
26 supply of limited resources (particularly water), changes in patterns of consumption,  
27 and technological advances. This Plan acknowledges that, with current information,  
28 the carrying capacity of the Island is not known. During the timeframe of this Plan,  
29 additional information on the *carrying capacity* of the Island should be developed.  
30

31 The Plan seeks to take a balanced and responsible approach to future development.  
32 As our understanding of the Island’s capacity changes, the recommendations of this  
33 Plan should be reconsidered to ensure that they continue to represent a responsible  
34 path for the long-range future of the Island.  
35

36 **Policy LU 2.2**

37 A public education program *should* be established to foster the community’s  
38 understanding of the natural systems on the Island and their *carrying capacity*.  
39

40 **Policy LU 2.3**

41 This Plan recognizes that stewardship of the land is a responsibility of individual  
42 citizens and the community as a whole. Through its status as an employer and  
43 landowner, the City *should* take advantage of its opportunities to be an example of  
44 environmental stewardship so that others will be encouraged to do so.  
45

1 **Policy LU 2.4**

2 The City *should* develop a program that recognizes and rewards stewardship so that  
3 others will be encouraged to follow suit.  
4

5 **Policy LU 2.5**

6 Work with EcoAdapt and others to prepare a Bainbridge Island Climate Change and  
7 Water Conservation Plan strategy.  
8

9 **GOAL LU-3**

10 **Develop a meaningful process for citizen participation that includes participation**  
11 **from all segments of the Island community.**  
12



13 **Fig. 2** Strong citizen participation informed the comprehensive plan update.  
14  
15

16 **ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY**

17 **GOAL LU-4**

18 **As part of a long-term, Island-wide, Conservation and Development Strategy,**  
19 **focus urban development in *designated centers*, maximize public access to and**  
20 **protect the shoreline, minimize impacts from the SR 305 corridor, and conserve**  
21 **the Island’s ecosystems and the green, natural and open character of its**  
22 **landscape.**  
23

24 **Policy LU 4.1**

25 Focus development and redevelopment on the Island over the next fifty years in  
26 *designated centers* that have or will have urban levels of services and *infrastructure*.  
27  
28

29 **Policy LU 4.2**

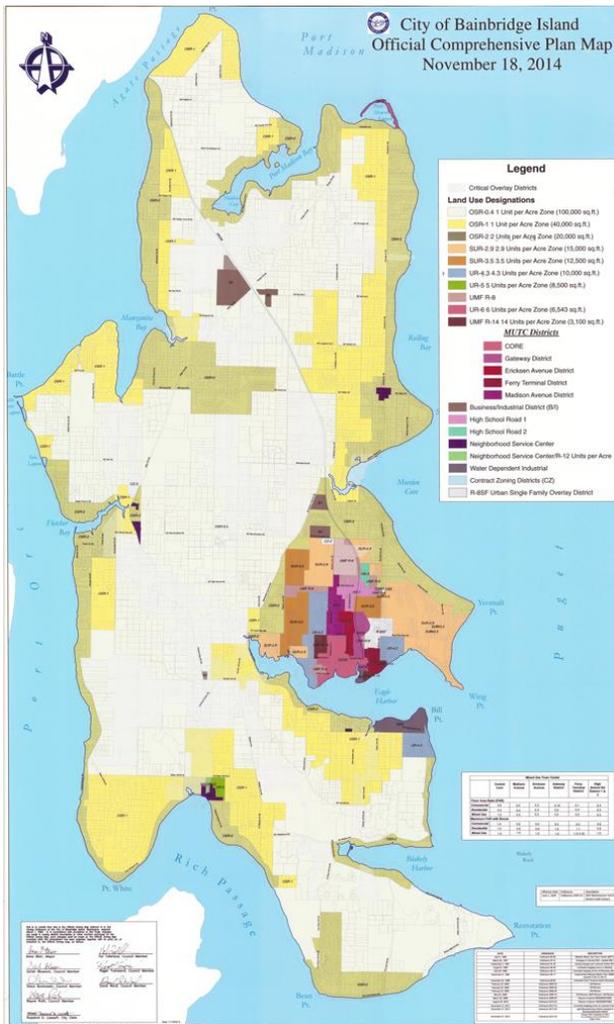
30 Adopt a multi-year work program to undertake the “*Special Planning Area Process*” for  
31 the *designated centers* of Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort  
32 Ward and Day Road. The product of the “*Special Planning Area Process*” will be  
33 *Subarea Plans* for each of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

1 **Policy LU 4.3**

2 Updating the Winslow Master Plan is the City’s highest work program priority because  
3 the greatest potential for achieving many of the City’s priorities is focused there,  
4 including increasing the diversity of *housing types* and the supply of *affordable housing*  
5 while helping to reduce the development pressures in the Island’s conservation areas.  
6

7 **Policy LU 4.4**

8 The *special planning area process* for each *designated center* shall be informed by  
9 surface water and aquifer data in the respective watershed and appropriate provision  
10 made to limit permitted uses or require specific measures to protect the water resource.  
11



< Fig. 3 Future Land Use Map

**Policy LU 4.5**

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

**Policy LU 4.6**

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

**Policy LU 4.7**

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

12 **Policy LU 4.8**

13 The SR 305 corridor, with its gateways at the Washington State Ferry landing in  
14 Winslow and the Agate Pass Bridge, is a major regional facility managed by the  
15 Washington State Department of Transportation. See Fig. 1. The City shall actively  
16 work with the State and others to minimize the traffic impacts of SR 305 on mobility,  
17 safety, air quality and the visual character of Bainbridge Island, while also serving both  
18 the motorized and non-motorized needs of Island residents and businesses.  
19

1



2

3

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

4

5

**Policy LU 4.9**

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Lands shown on Fig. 1 as “Conservation Areas” are appropriate for residential, recreational, agricultural, habitat and open space uses. The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas*, and innovative *tools* such as aquifer conservation zoning and conservation villages to minimize the development footprint within these Conservation Areas.

13

**DESIGNATED CENTERS**

14

15

16

17

18

19

**GOAL LU-5**

**Focus urban development in *designated centers***

20

21

22

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25

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

26

27

28

29

30

31

32

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**

27

28

29

30

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32

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

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

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

NOTE: The City Council pointed out that as written Policy LU 5.2 thwarts and is inconsistent with Policy LU 9.1 which calls for mixed-use development in the Neighborhood Centers. The PC should decide whether to delete LU 5.2 entirely, or modify the words “should only occur through” to something less absolute, such as “should be encouraged by”.

**Policy LU 5.2**

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

**Policy LU 5.3**

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

**Policy LU 5.4**

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

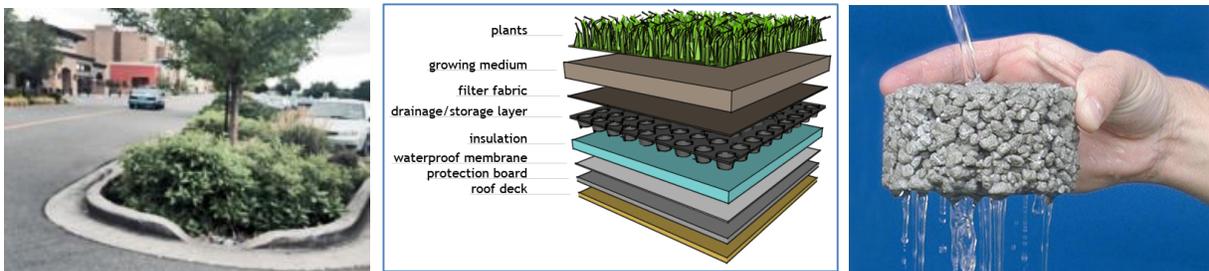


Fig. 5 Low Impact Development methods mimic natural drainage processes

**Policy LU 5.5**

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

**Policy LU 5.6**

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

**Policy LU 5.7**

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

**Policy LU 5.8**

Adopt *development standards* and program public improvements to encourage

1 walkability within each *designated center* and to the surrounding areas.

2  
3  
4 **Policy LU 5.9**

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

8  
9 **Policy LU 4.8**

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

12  
13 **GOAL LU-6**

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

17  
18 **Policy LU 6.1**

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

21  
22 **Policy LU 6.2**

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

28  
29 **Policy LU 6.3**

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

33  
34 **Policy LU 6.4**

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

38  
39 **Policy LU 6.5**

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

43  
44 **Policy LU 6.6**

45 Applications for development approval on Bainbridge Island *should* be processed within  
46 the timelines established in the City's land *development regulations* in order to ensure

1 affordability, fairness, and predictability in the land development process.

2  
3  
4 **Policy LU 6.7**

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

9  
10 **Policy LU 6.8**

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

14 **Winslow**

15  
16  
17 **GOAL LU-7**

18 **The Winslow mixed use and commercial districts are designed to strengthen the**  
19 **vitally of downtown Winslow as a place for people to live, shop, and work.**  
20 **The Mixed Use Town Center is intended to have a strong, residential component**  
21 **to encourage a lively community during the day and at night.**  
22  
23



24  
25 **Fig. 6** Human scale, pedestrian orientation and active uses  
26 create character on Winslow Way  
27

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

28 **Policy LU 7.1**

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

31  
32 Development within the MUTC and High School Road Districts shall be consistent with  
33 the Winslow Master Plan (contained in the Subarea chapter of this Plan). The level of

1 development is determined using Floor Area Ratio (FAR) rather than *dwelling units* per  
2 acre. The use of FAR may result in an increase in the base level of development  
3 (*density*) over the existing zoning, but will provide greater flexibility in type and  
4 size of housing units that will further the *goals* of this Plan.

5 **Policy LU 7.2**

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

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



18  
19 **Fig. 7** Winslow's residential, commercial and civic uses are inter-connected

20  
21 **Policy LU 7.3**

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

24  
25 **High School Road District**

26  
27 **GOAL LU-8**

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

30  
31 **Policy LU 8.1**

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

35  
36 **Policy LU 8.2**

1 Development in the High School Road District *should* promote *pedestrian-oriented*  
2 mixed-use and residential development to offer a variety of housing types and sizes.  
3



4 **Fig. 8** Detail of the High School Road Area

**Policy LU 8.3**

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

**Policy LU 8.4**

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

5  
6 **Policy LU 8.5**

7 The properties designated on the Land Use Map as High School Road District II  
8 are each limited to no more than 14,400 square feet of retail use. Retail use between  
9 5,000 and 14,400 square feet requires a conditional use permit.

10  
11 This portion of High School Road, designated High School Road District II on the Land  
12 Use Map, is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5  
13 units per acre and *should* have less intense uses than the remainder of the High  
14 School Road district.

15  
16 Since existing businesses are located in this area and infrastructure is in place, this  
17 Plan recommends the area for the High School Road designation, but with a limitation  
18 on the size of retail uses.  
19



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

**Policy LU 8.6**

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

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

**NEIGHBORHOOD CENTERS**

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

**GOAL LU-9**

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

**Policy LU 9.1**

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

1 **Policy LU 9.2**

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

6  
7 **Policy LU 9.3**

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

10  
11 **Lynwood Center**



13  
14 **Fig. 10** Lynwood is a thriving mixed-use pedestrian neighborhood center

15  
16 **Policy LU 9.4**

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

20  
21 Lynwood Center is designated as a *Special Planning Area*, and a *subarea plan* was  
22 completed in 1997. The “Lynwood Center Report and Final Recommendations” is  
23 included in the section of the *Comprehensive Plan* entitled *Subarea Plans*.

24  
25 **Island Center**

26  
27 **Policy LU 9.5**

28 Island Center is designated as a *Special Planning Area*. The boundaries for Island

1 Center are as shown on the Land Use Map. Any changes to the boundaries may be  
2 determined during the special planning process.

3  
4 **Contract Zone: Miller Road/Battle Point Drive**

5  
6 **Policy LU 9.6**

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

10  
11  
12 **Rolling Bay**



13  
14 **Fig. 11** Rolling Bay is a cluster of primarily retail and civic uses

15  
16 **Policy LU 9.7**

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

20  
21 **Fort Ward**



22  
23 **Fig. 12** History and several structures help create unique character and identity at Fort Ward

1 **Policy LU 9.8**

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

7  
8 **Policy LU 9.9**

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

12  
13 **All Neighborhood Centers**

14  
15 These following standards ensure that development will be designed to fit into the  
16 scale and character of the existing centers and the adjacent residential *neighborhoods*.  
17 The City developed design prototypes or illustrated design guidelines for each of the  
18 three *neighborhood centers* to serve as a visual reference for the future development  
19 of the community. These design guidelines can be crafted to recognize the distinct  
20 qualities of each designated center.

21  
22 **Policy LU 9.10**

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

27  
28 **Policy LU 9.11**

29 *Mixed-use development* is strongly encouraged.

30  
31 **Policy LU 9.12**

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

35  
36 **Policy LU 9.13**

37 The *development regulations* include design standards for:

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

- *Open space.*
- Pedestrian linkages.

**Policy LU 9.14**

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

**Policy LU 9.15**

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

**Policy LU 9.16**

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

**Policy LU 9.17**

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

**Policy LU 9.18**

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

**Policy LU 9.19**

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

**Policy LU 9.20**

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

**Business/Industrial**

**GOAL 10**

**The Business/ Industrial Zone (B/I) provides opportunities for new businesses and expansion of existing Island businesses, for diversity of jobs and for low-impact industrial activity that contributes to well-paying jobs, where traffic congestion, visual,**

1 and other impacts on the surrounding *neighborhood* can be minimized.

2  
3 **Policy LU 10.1**

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

8 **Policy LU 10.2**

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

18  
19 **Policy 10.3**

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

22  
23 **Policy LU 10.4**

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

27  
28 **Policy LU 10.5**

29 Ensure the adequate monitoring and enforcement of hazardous material  
30 regulations.

31  
32 **Policy LU 10.6**

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

38  
39 **Policy LU 10.7**

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

42  
43 This policy establishes a performance standard – Business/Industrial uses must be  
44 visually screened from the roadway and from adjacent non-Business/Industrial  
45 development. The visual screening could be achieved through a combination of  
46 vegetation and building setback that would add depth to the buffer.

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**GOAL LU-11**

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

**Policy LU 11.1**

Discourage the inappropriate designation of isolated Business/Industrial Districts.

**Policy LU 11.2**

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

**ISLAND-WIDE CONSERVATION AREA**

**GOAL LU-12**

**Conserve ecosystems and the Island’s green, natural, open character**

**Policy LU 12.1**

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



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

**Policy LU 12.2**

Protect *open space, critical areas*, and agricultural uses through public and private initiatives such as open space tax incentives, *cluster development, PUDs, transfer and purchase of development rights*, public land acquisition, greenways, *conservation*

1 easements, landowner compacts, or limiting the amount of lot coverage-

2

3 **Policy LU 12.3**

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

8 **Policy LU 12.4**

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

13

14 **Policy LU 12.5**

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

18

19 **Policy LU 12.6**

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

22

23 **Policy LU 12.7**

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

27

28

**GOAL LU-13**

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

32

33 **Policy LU 13.1**

34 Existing vegetated buffers *should* be managed to preserve the Island’s character and  
35 the forested view from the road. Invasive species *should* be removed in order to keep  
36 the *native vegetation* healthy.

37

38 **Policy LU 13.2**

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

43

44 **Policy LU 13.3**

45 Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the

1 community, and adopt regulations and programs to protect them for their visual and  
2 aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion  
3 and runoff retardation.

## 4 5 6 7 8 **Open Space Residential District**

### 9 10 **GOAL LU-14**

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

#### 13 14 **Policy LU 14.1**

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

#### 17 18 **Policy LU 14.2**

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

#### 22 23 **Policy LU 14.3**

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

#### 26 27 **Policy LU 14.4**

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

## 30 31 **Residential Open Space**

### 32 33 **GOAL LU-15**

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

#### 36 37 **Policy LU 15.1**

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

#### 40 41 **Policy LU 15.2**

42 The R-2 District is intended to recognize an existing development pattern of two

1 units per acre.

2

3 **Policy LU 15.3**

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

7 **Local Food Production**

8

**GOAL LU-16**

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

14 **Policy LU 16.1**

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

16



17

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

19

20 **Policy LU 16.2**

21 Encourage the development of neighborhood community gardens.

22

23 **Policy LU 16.3**

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

26

27 **Policy LU 16.4**

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

29

30 **Policy LU 16.5**

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

32

33 **Transfer of Development Rights Program**

1  
2 **GOAL LU- 17**

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

7 **Policy LU 17.1**

8 Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of*  
9 *Development Rights* (TDR) programs to enable transferring development rights from the  
10 *Conservation Areas* of the Island into *Designated Centers*. See Fig. 1.

11  
12 **Policy LU 17.2**

13 Within the Conservation Area of the Island, prioritize those parcels most appropriate as  
14 TDR sending sites.

15  
16 The highest priority sending areas could contain sensitive lands that are not protected  
17 by the *critical areas* regulations, priority links in the Wildlife Corridor, priority *open*  
18 *space* lands, or historic resources. Determination of priorities for sending areas  
19 should also be coordinated with the development of an Island-wide *open space* plan.

20  
21 **Policy LU 17.3**

22 Adopt an Island-wide open space plan.

23  
24 **Policy LU 17.4**

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

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

35  
36 **PROPERTY RIGHTS**

37  
38 **GOAL LU-18**

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

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**INTERGOVERNMENTAL COOPERATION AND COORDINATION**

**GOAL LU-19**

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

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

**HISTORIC PRESERVATION**

**GOAL LU-21**

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

**Policy LU 21.1**

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

**Policy LU 21.2**

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

**Policy LU 21.3**

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

**Policy LU 21.4**

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

**GOAL LU-22**

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

**Policy LU 22.1**

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

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**Policy LU 22.2**

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

**Policy LU 22.3**

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

**Policy LU 22.4**

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

**Policy LU 22.5**

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

**GOAL LU-23**

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

**Policy LU 23.1**

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

**Policy LU 23.2**

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

**Policy LU 23.3**

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

**Policy LU 23.4**

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

**Policy LU 23.5**

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

1  
2 **Policy LU 23.6**

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

5  
6 **GOAL LU-24**

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

10  
11 **Policy LU 24.1**

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

14  
15 **Policy LU 24.2**

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

17  
18 **Policy LU 24.3**

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

20  
21 **Policy LU 24.4**

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

24  
25 **ESSENTIAL PUBLIC FACILITIES**

26  
27 **GOAL LU-25**

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

34  
35 The *GMA* requires that all jurisdictions planning under the Act must provide a process  
36 for siting *essential public facilities* such as airports, correctional facilities, sewage  
37 treatment plants. These *goals* and *policies* are intended to guide the siting process,  
38 and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting  
39 of *essential public facilities*. Site specific consideration of a proposed *essential public  
40 facility* would occur during the development application review process.

41  
42 **Policy LU 25.1**

43 The City *should* develop a list of *essential public facilities* of a local nature that may

1 potentially be sited on Bainbridge Island and coordinate with the *Kitsap Regional*  
2 *Coordinating Council* in the development of a list of state and countywide *public*  
3 *facilities*.

4  
5  
6 **Policy LU 25.2**

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

11  
12 **Policy LU 25.3**

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

15  
16 **GOAL LU-26**

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

20  
21 **Policy LU 26.1**

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

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

39  
40 **Policy LU 26.2**

41 The City or other government agency, if responsible for construction of an *essential*  
42 *public facility*, shall develop a community notification and communications plan that  
43 will ensure ongoing contact with the community during the planning and construction  
44 phase of a project. The plan *should* include identification of all departments that will

1 play a role in the planning or construction of an *essential public facility*; identify other  
2 governmental regulatory requirements; identify strategies for coordinating  
3 interdepartmental and interagency activities and strategies for responding to

## LAND USE IMPLEMENTATION

4 emergency or problem situations; and identify a conflict resolution process.

5  
6  
7 To implement the goals and policies in this Element, the City must take a number of  
8 actions, including adopting or amending regulations, creating partnerships and  
9 educational programs, and staffing or other budgetary decisions. Listed following  
10 each action are several of the comprehensive plans policies that support that action.

11

### 12 HIGH PRIORITY ACTIONS

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

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

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

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

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

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

1  
2 **GOAL LU-8** The High School Road District is intended to provide mixed-use  
3 and commercial development in a pedestrian-friendly retail area.  
4

5 **GOAL EC-5** Provide a variety of *affordable housing* choices so that more  
6 people who work on Bainbridge Island can live here.  
7

8  
9 **Action #2.** Adopt a multi-year planning work program for updating the subarea  
10 plans for Island Center, Rolling Bay, Fort Ward, Sportsman Triangle, and Day  
11 Road.  
12

13 **GOAL LU-4** As part of a long-term, Island-wide, Conservation and Development  
14 Strategy, focus urban development in *designated centers*, maximize  
15 public access to and protect the shoreline, minimize impacts from the  
16 SR 305 corridor, and conserve the Island’s ecosystems and the green,  
17 natural and open character of its-landscape.  
18

19 **Policy LU 4.2** Adopt a multi-year work program to undertake the  
20 “*Special Planning Area Process*” for the *designated centers* of  
21 Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort Ward  
22 and Day Road. The product of the “*Special Planning Area Process*”  
23 will be *Subarea Plans* for each of the *designated centers* that will be  
24 adopted as part of the *Comprehensive Plan*.  
25

26 **Policy LU 4.5** The *special planning area process* for each designated  
27 center shall engage residents, landowners, businesses and other  
28 stakeholders in envisioning the appropriate extent, scale, use mix, and  
29 the desired and required services and *infrastructure* to serve the  
30 selected use mix and intensity.  
31

32 **GOAL LU-6** Ensure a development pattern that is true to the *vision* for Bainbridge  
33 Island by reducing the inappropriate conversion of undeveloped land  
34 into sprawling development.  
35

36 **Policy LU 6.3** Island Center, Rolling Bay, Lynwood Center and  
37 Fort Ward offer housing, small-scale, commercial and service activity  
38 outside of Winslow. These *designated centers should* be allowed to  
39 develop at higher *densities* to reinforce their roles as centers.  
40

41 **GOAL LU-9** Encourage the development of the Neighborhood Centers at Rolling  
42 Bay, Lynwood, Day Road, Fort Ward and Island Center, as designated  
43 on the Future Land Use Map, as areas with small-scale, commercial,  
44 mixed use and residential development outside Winslow.  
45

46 **GOAL EC-6** As the city’s *designated centers* evolve, balance their functions as

1 places of commerce and employment with their roles helping to meet  
2 housing needs and provide focal points for civic engagement and  
3 cultural enrichment.  
4

5 **Action #3.** Prepare a new *Conservation Village* **or other innovative** land use  
6 **regulations** to incentivize creation of a new housing pattern that consolidates and  
7 **dedicates open space.**  
8

9 **Policy LU 4.9** Lands shown on Fig. 1 as “Conservation Areas” are  
10 appropriate for residential, recreational, agricultural, habitat and open  
11 space uses. The City will use a variety of conservation tools, including  
12 public acquisition of certain properties, regulatory protection of  
13 environmentally *critical areas*, and innovative *tools* such as aquifer  
14 conservation zoning and *conservation villages* to minimize the  
15 development footprint within these Conservation Areas.  
16

17 **Policy HO 6.4** Create new *conservation villages* permit process to  
18 apply outside of *designated centers* to increase housing choices,  
19 including *affordable housing* and requiring *green building* practices,  
20 while better conserving *open space*.  
21

22 **Policy HO 3.1** Encourage innovative zoning regulations that increase  
23 the variety of *housing types* and choices suitable to a range of  
24 household sizes and incomes in a way that is compatible with  
25 character of existing neighborhoods. Examples of innovative  
26 approaches are *cottage housing* development, *conservation villages*,  
27 stacked or common-wall housing, *tiny houses*, and *accessory dwelling*  
28 *units*. See Figure 1 illustrating several different *housing types*  
29

## 30 **MEDIUM PRIORITY ACTIONS**

31 **NOTE:** Several City Council members asked the Planning Commission to consider whether  
32 to recommend a complete review of the entire development code rather than the more  
33 limited revisions named below in Medium Priority Actions #1 and #2 and Other Priority  
34 Action #1. Such a code revision process would be a major undertaking and would have to  
35 be ranked relative to other action priorities in not just Land Use, but also Housing and other  
36 Element priorities.  
37

38 **Action #1.** Identify discrete sections of the Land Use Code to amend to eliminate  
39 confusion, redundancy and delay in the permit process.  
40

41 **Policy LU 6.6** Applications for development approval on Bainbridge  
42 Island *should* be processed within the timelines established in the  
43 City’s land *development regulations* in order to ensure affordability,  
44 fairness, and predictability in the land development process.  
45

46 **Action #2.** Create more efficient review processes, including the roles and best

1 practices and procedures for the Planning Commission, Design Review Board,  
2 and Hearing Examiner.

3  
4 **Policy LU 6.6** Applications for development approval on Bainbridge  
5 Island *should* be processed within the timelines established in the  
6 City's land *development regulations* in order to ensure affordability,  
7 fairness, and predictability in the land development process.  
8

9  
10 **Action #3.** Prepare benchmarks and a schedule to measure progress on  
11 implementing the above named priorities.  
12

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

14  
15 **Policy LU 27.1** Develop a series of benchmarks against which to  
16 measure the Plan's continued viability and ensure that continued  
17 public input is part of the monitoring program.

18  
19 **Policy LU 27.2** The Action Plan to implement the *Comprehensive*  
20 *Plan* should be reviewed yearly to determine the status of actions  
21 described in the Action Plan.  
22

23 **NOTE:** City Council asked to include a definition in the glossary of the "open space  
24 plan" referred to below.  
25

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

27  
28 **Policy LU 17.3.** Adopt an Island-wide open space plan.  
29  
30

## 31 **OTHER PRIORITY ACTIONS**

32  
33 **Action #1.** Review and update design standards and guidelines for the  
34 neighborhood centers.  
35

36 **Policy LU 5.4** –*Sustainable* development and redevelopment will be  
37 focused in the *designated centers* through a combination of  
38 intergovernmental and public-private partnerships, *affordable housing*  
39 programs, "green" capital projects, and *low impact development*  
40 standards.  
41

42 **Policy LU 5.7** Encourage the design of buildings in *designated*  
43 *centers* for a long life and adaptability over time to successive uses.  
44

45 **Policy LU 5.6** Address mechanisms for retaining and preserving *open*

1 space in the vicinity of *designated centers*.

2  
3 **Policy LU 8.6** To ensure visual appeal and pedestrian and bicycle  
4 safety, the land *development regulations* include design standards for:

- 5  
6 • Building height, bulk, and placement.  
7 • Landscaping, including screening of parking lots, and development of  
8 *pedestrian-oriented* streetscape with building and landscaping  
9 (including trees) located at the street edge.  
10 • Lot coverage.  
11 • *Open space*.  
12 • Road access and internal circulation including pedestrian connections;  
13 developing more pedestrian crossings; and requiring parking in the  
14 rear wherever possible.  
15 • Signage.  
16 • Additional *transit* stops on both sides of SR 305.

17  
18 **Policy LU 9.2** Development *should* be oriented toward the pedestrian.  
19 Retail uses *shall* be encouraged on the ground-floor to prevent blank  
20 walls with little visual interest for the pedestrian. Offices and/or  
21 residential uses should be encouraged above ground floor retail.  
22

23 **Policy LU 9.18** To minimize visual and environmental impacts,  
24 encourage parking in the rear or side yards of *multifamily*,  
25 commercial, and *mixed-use developments*. Parking lots should be  
26 *pedestrian-oriented* and provide pedestrian and bicycle routes between  
27 the street, parking area, and main entrance, and consideration *should*  
28 be given to the use of trees that allow solar access.  
29

30 **Several Council members asked if the task of improving the PDR and TDR**  
31 **programs should be moved to a higher priority.**

32  
33 **Action #2.** Evaluate the reasons why the City's PDR and TDR programs have not  
34 been successful and explore ways to make them functional to meet City  
35 objectives.

36  
37 **Policy LU 17.** Maintain and improve the City's *Purchase of*  
38 *Development Rights* (PDR) and *Transfer of Development Rights* (TDR)  
39 programs to enable transferring development rights from the  
40 *Conservation Areas* of the Island into *Designated Centers*. See Fig. 1.  
41  
42  
43

# HOUSING ELEMENT

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1  
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3

# HOUSING ELEMENT - Introduction

1  
2 Decent and safe housing is a basic human need increasingly unavailable to many  
3 Americans, including many Bainbridge Island residents and workers. The Washington  
4 State Growth Management Act (GMA) provides direction for cities to address these  
5 needs in the Housing Element of the Comprehensive Plan. Many of the Plan's Guiding  
6 Principles and Policies carry this direction forward to be addressed in various Elements,  
7 including Housing.

8 The City's Housing Needs Assessment (HNA) issued in December of 2015, documents  
9 current housing conditions on the Island, and identifies trends and specific needs. The  
10 HNA is adopted as a part of this Element as though fully set forth herein.

11  
12 The Element follows with goals and policies to address the identified housing needs and  
13 concludes with a series of implementation strategies to prioritize action by the City and  
14 others.

## 15 16 **BAINBRIDGE ISLAND SNAPSHOT: PEOPLE AND HOUSING**

17  
18 Bainbridge Island's 2015 population of 23,390 is predominantly white (91%), well-  
19 educated, and relatively affluent. The median household income (\$92,558) is 1.5 times the  
20 Kitsap County average. Almost 60% of residents have occupations with relatively high  
21 incomes. For example, the median wage for financial analysts, lawyers, and marketing  
22 managers ranges between \$100,457 and \$122,618. Another third of Island residents  
23 employed in the service sector, such as retail clerks, waiters, bank tellers, have median  
24 wages between \$27,703 and \$30,972.

25  
26 Over the past decade, the population has experienced shifts in the age cohorts. Between  
27 2000 and 2010 the Island's senior population (60+ years old) increased from 17% to 26%.  
28 The "young adult" cohort (between 18 and 34 years old) has declined from 15% of the  
29 Island's population in 1990 to less than 10% in 2016.

30  
31 Bainbridge Island's housing stock is predominantly detached single-family homes (80% of  
32 all units) in a very low-density land use pattern that occupies about 90% of the Island's  
33 land area. The average single-family home price is just under \$700,000.

34  
35 Multi-family units that constitute 16% of the housing stock are now concentrated in  
36 Winslow and Lynwood Center. While the *designated centers* total about 10% of the  
37 Island's land area, a significant portion of that area is occupied by commercial uses with no  
38 residential component. Rental apartments make up less than 7% of total housing units on  
39 the Island. Very few rental units have been built on the Island in the last decade, which  
40 partly accounts for a vacancy rate of 1.5%, well below the 5% rate typical of well-  
41 functioning rental markets

1 **GMA GOAL AND REQUIREMENTS FOR HOUSING**  
2

3 The *Growth Management Act (GMA)* recognizes the importance of planning for  
4 adequate housing by requiring it as an element in Comprehensive Plans. Adequate  
5 housing is addressed specifically in one of the 14 major goals:  
6

7 “Housing. Encourage the availability of *affordable housing* to all economic  
8 segments of the population of this state, promote a variety of densities and  
9 *housing types*, and encourage preservation of existing housing stock.”  
10 RCW 36.70A.020(4)  
11

12 The requirements for a housing element mandated by the GMA include:  
13

14 “A housing element recognizing the vitality and character of established  
15 *neighborhoods* that: a) includes an inventory and analysis of existing and  
16 projected housing needs; b) includes a statement of goals, policies, and  
17 objectives for the preservation, improvement, and development of housing;  
18 c) identifies sufficient land for housing, and group homes and foster care  
19 facilities; and d) makes adequate provisions for existing and projected  
20 needs of all economic segments of the community.” RCW 36.70A.070(2)  
21

22 **HOUSING NEEDS**  
23

24 In 2015 the City of Bainbridge Island issued an updated Housing Needs Assessment  
25 (**HNA**) for Bainbridge Island, including an inventory of the amount, location and condition  
26 of the Island’s housing stock and demographic and economic information about its  
27 population. It also includes an in-depth analysis of *affordable housing* needs of  
28 Bainbridge Island’s Housing needs documented in the HNA.  
29

30 Almost 34% of individuals and families at all income levels who live in owner-occupied  
31 housing units are **cost burdened**, meaning that they spend over 30% of their income on  
32 housing. Almost 40% of individuals and families at all income levels who live in renter-  
33 occupied housing units are cost burdened. The majority (around 28%) of these residents  
34 have an annual income between zero and \$34,999. This means that as of 2012, 569  
35 renters on the Island that have an income of \$34,999 or less are housing cost burdened.  
36 This is concerning as lower income cost burdened households are more likely to have to  
37 choose between housing costs and other necessities.  
38

39 The HNA analysis of Workforce Housing Affordability indicates that there is a gap in  
40 housing affordable for the Island’s workforce in service professions (e.g., restaurant  
41 workers, bank tellers, retail clerks, school bus drivers). Many of those workers are obliged  
42 therefore to commute from less-expensive off-island housing, which increases their  
43 transportation costs, congestion on SR 305 and greenhouse gas emissions.  
44

45 Bainbridge Island’s jobs/housing balance is 0.59 jobs for every housing unit, making it a  
46 “bedroom community.” The Puget Sound Regional Council suggests that housing-rich

1 neighborhoods add employment in order to increase economic opportunities for current  
2 residents.

3  
4 Market forces alone will not address the urgent housing needs facing Bainbridge Island. In  
5 the face of daunting circumstances, the City aspires to an ambitious Vision of its future and  
6 commits to an innovative, aggressive and multi-faceted housing strategy. The City's  
7 success in achieving the housing Vision will also depend upon achieving the policy  
8 objectives identified in the Land Use, Transportation, Economic and Environmental  
9 Elements of this Plan.

10

## HOUSING VISION

11

12

13 Bainbridge Island in the year 2036 provides a broad diversity of housing alternatives to  
14 accommodate all economic segments of the population. The Island has balanced the **equally**  
15 important goals of environmental stewardship and the population's needs for housing, health and  
16 safety, and access to employment, goods and services.

17

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

23

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

30

31

## GOALS AND POLICIES

32

33

34 In accordance with the definition provided in the *Growth Management Act (WAC 365.195-070(6))*,  
35 the term "*affordable housing*" as used in the Housing Element refers to "the adequacy of the  
36 housing stocks to fulfill the housing needs of all economic segments of the population." Some  
37 combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative  
38 planning techniques will be necessary to make adequate provisions for the needs of all segments  
39 of the population, but particularly middle and lower income persons.

40

1 **GOAL HO-1**

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

4 **Policy HO 1.1**

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

7  
8 **Policy HO 1.2**

9 Decrease to 18% or less the number of cost burdened families owning homes (down from  
10 34%).

11  
12 **Policy HO 1.3**

13 Increase the number of rental housing units to at least 11% of total housing units (up from  
14 7%).

15  
16 **Policy HO 1.4**

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

19  
20 **Policy HO 1.5**

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

22  
23 **Policy HO 1.6**

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

26  
27 **Policy HO 1.7**

28 Achieve a jobs-housing balance of .8 (up from 0.59).  
29

30 **GOAL HO-2**

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

34 **Policy HO 2.1**

35 The Housing report shall address the following aspects of housing:

- 36 A. Housing trends in general both regionally and on Bainbridge Island.
- 37 B. The number and location of *housing types* constructed or active applications in the
- 38 permit process in the preceding two years.
- 39 C. An evaluation of the effectiveness of the City’s measures and identification of
- 40 additional or revised measures or targets.
- 41 D. The vacancy rate for rental apartments.
- 42 E. The number of cost burdened and extremely cost burdened households.
- 43 F. The status of efforts to address housing needs at the regional level.
- 44 G. The condition of the local housing market and the number of new housing units,
- 45 publicly and privately funded.

- H. The use of density bonuses and the number of for-purchase housing units provided in new developments.
- I. A description of the various initiatives supporting *affordable housing*, including activities of community non-profit organizations and local and regional public or private entities.
- J. Programs of housing repair and renovation that improve accessibility.
- K. 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 appropriate 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*. See Figure 1 illustrating several different *housing types*.

**Figure 1**

**Detached Housing**



Single-family home



Cottage housing



Accessory dwelling unit

1 **Common Wall Housing**

2



3  
4 Duplex



5  
6 Row houses



7  
8 Zero lot line

9 **Stacked Units Housing**

10



11  
12 Garden apartment



13  
14 Mixed use, mid-rise



15  
16 Micro units

17 **Policy HO 3.2**

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

22 **Policy HO 3.3**

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

26 **Policy HO 3.4**

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

30 **Policy HO 3.5**

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

34 **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*.

1 **Policy HO 3.7**  
2 Expand opportunities for infill in the residential neighborhoods of the Winslow Master  
3 Plan study area and the Neighborhood Centers. Allow the creation of small lots (e.g., in  
4 the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200  
5 square feet).

6  
7 **GOAL HO-4**

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

11  
12 **Policy HO 4.1**

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

14  
15 **Policy HO 4.2**

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

21  
22 **Policy HO 4.3**

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

26  
27 **Policy HO 4.4**

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

30  
31 **Policy HO 4.5**

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

36 **Policy HO 4.6**

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

41  
42 **Policy HO 4.7**

43 Encourage agencies whose mission is to develop *affordable housing* to create new  
44 subsidized *multifamily* rental housing by aggressively pursuing Kitsap County  
45 *Community Development Block Grant Funds*, state funds, donations from private

1 individuals and organizations, public revenue sources and other available funding.

2

3 **Policy HO 4.8**

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

6

7

**GOAL HO-5**

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

11

12 **Policy HO 5.1**

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

17

18 **Policy HO 5.2**

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

22

23 **Policy HO 5.3**

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

28

29

**GOAL HO-6**

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

32

33 **Policy HO 6.1**

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

35 **Policy HO 6.2**

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

39

40 **Policy HO 6.3**

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

44

1 **Policy HO 6.4**  
2 Create new *conservation villages* permit process to apply outside of *designated*  
3 *centers* to increase housing choices, including *affordable housing* and requiring *green*  
4 *building* practices, while better conserving *open space*.  
5

6 **Policy HO 6.5**  
7 Provide incentives to construct *affordable housing* for farm workers on or near farmlands.  
8

9 **Policy HO 6.6**  
10 Consider the merits of programs and regulations pioneered by other communities to  
11 discourage the land, energy and natural resource consumptive pattern of large single-  
12 family homes. Adopt amendments to City programs and regulations as appropriate.

13 **GOAL HO-7**

14 **Promote and facilitate the provision of rental and for-purchase housing that is**  
15 **affordable to *income-qualified* households with a variety of income levels.**  
16

17 **Policy HO 7.1**  
18 Exempt from City *impact fees* and other administrative development fees housing  
19 developments where all units are limited to residents in specified income groups.  
20

21 **Policy HO 7.2**  
22 All income-qualified rental housing units created as a result of the policies of this Housing  
23 Element shall remain affordable to *income-qualified households* for a period of not less  
24 than 50 years from the time of first occupancy and shall be secured by recorded  
25 agreement and deed running with the title of the land, binding all the assigns, heirs and  
26 successors of the applicant. This policy does not preclude the use of the Multi-Family  
27 Property Tax Exemption.  
28

29  
30 **GOAL HO-8**

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

33 **Policy HO 8.1**  
34 Support the services of community non-profit organizations and local and regional  
35 public or private entities in providing shelter for temporarily homeless singles and  
36 families with children, adolescents and victims of domestic violence on Bainbridge  
37 Island.  
38

39 **Policy HO 8.2**  
40 Support the development of programs to meet the housing needs of the  
41 developmentally, physically and emotionally disabled within the community.  
42

43 **Policy HO 8.3**  
44 Support programs that provide assistance to low-income, elderly and disabled

1 persons to repair, rehabilitate or retrofit their homes to be more accessible and  
2 safe.

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43

**GOAL HO-9**

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

**Policy HO 9.1**

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

**Policy HO 9.2**

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

**Policy HO 9.3**

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

**Policy HO 9.4**

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

**Policy HO 9.5**

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

# HOUSING IMPLEMENTATION

1 To implement the goals and policies in this Element, the City must take a number of  
2 actions, including adopting or amending regulations, creating partnerships and  
3 educational programs, and staffing or other budgetary decisions. Listed following each  
4 action are several of the comprehensive plans goals and policies that support that action.  
5

## 6 HIGH PRIORITY ACTIONS

7  
8 **Action #1. Set targets for increasing the supply of moderately priced and *affordable***  
9 ***housing*, measure progress, and if insufficient progress is being made toward**  
10 **meeting the housing targets, determine what actions are not working and make**  
11 **appropriate adjustments.**

### 12 GOAL HO-1

13 Make steady progress toward the following aspirational targets for increasing the  
14 diversity of *housing types* and the supply of *affordable housing*.  
15  
16

### 17 GOAL HO-2

18 Beginning in 2019, prepare biennial reports on the status of housing on Bainbridge  
19 Island. The report shall describe progress toward achieving the targets set forth in  
20 Policies HO 1.1 through HO 1.7.  
21  
22

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

### 25 Policy HO 3.6

26 Develop standards to encourage development of small to mid-size single-family  
27 housing units. These provisions may include a framework to permit small-unit housing  
28 development such as *tiny houses*, *micro units*, and *cottage housing*.  
29  
30

### 31 Policy HO 4.2

32 Increase the efficiency of the review process and revise *building envelope* and other  
33 development standards for the High School Road and Ferry Terminal districts and other  
34 portions of the Winslow Area Master Plan to encourage the transformation of these  
35 areas from auto-oriented, low-rise, homogeneous commercial land use districts into  
36 walkable, transit-served, mid-rise, mixed-use neighborhood with *affordable housing*.  
37

### 38 Policy HO 6.3

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

1  
2 **Policy HO 6.4**

3 Create new *conservation villages* permit processes to apply outside of *designated*  
4 *centers* to increase housing choices, including *affordable housing* and requiring  
5 *green building* practices, while better conserving *open space*.  
6  
7

8 **Action #3. Partner with other jurisdictions, the development community, and non-**  
9 **profit organizations to increase the diversity of housing types and supply of**  
10 **affordable housing.**  
11

12 **Policy HO 3.4**

13 Partner with developers and others ~~non-profit housing organizations, churches, the~~  
14 ~~development community, local lending institutions, elected officials, and the community~~  
15 ~~at large~~ to assist in meeting *affordable housing goals* and implementing strategies.  
16

17 **Policy HO 4.3**

18 Partner with non-profit or for-profit housing sector to create new *multifamily* housing in  
19 *designated centers*, including a percentage of *affordable housing*, through the joint or  
20 exclusive use of surplus publicly owned property or air space.  
21

22 **Policy HO 4.4**

23 Partner with the for-profit sector to create *affordable housing* through the targeted use  
24 of the multifamily property tax exemptions in *designated centers*.  
25

26 **Policy HO 9.5**

27 Consider the options for making City- owned land or air-space available through long-  
28 term leases or other mechanisms for the purpose of creating income-qualified  
29 housing, and support other public entities that wish to use publicly-owned land for this  
30 purpose. Take into consideration, however, the full range of uses that City-owned  
31 properties may serve over the long-term.  
32

33 **MEDIUM PRIORITY ACTIONS**  
34

35 **Action #1. Focus additional city and other financial resources to help increase the**  
36 **supply of affordable housing.**  
37

38 **Policy HO 9.4**

39 Increase City support of the Housing Trust Fund and explore new sources  
40 of funding for the development and preservation of *affordable housing*.  
41

42 **Policy HO 7.1**

43 Exempt from City *impact fees* and other administrative development fees housing  
44 developments where all units are limited to applicants of specified income groups.  
45

1 **Action #2. Look for ways to reduce the cost of multifamily housing, particularly**  
2 **affordable housing.**

3 **Policy HO 4.5**

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

8  
9 **OTHER PRIORITY ACTIONS**

10  
11 **Action #1. Identify ways to achieve local results with and through regional**  
12 **actions.**

13  
14 **Policy HO 3.2**

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

1  
2 **NOTE: ALL THE TERMS BELOW HAVE BEEN ADDED TO THE MASTER**  
3 **GLOSSARY, SO THE GLOSSRY OF HOUSING TERMS WILL BE DELETED.**

## GLOSSARY OF HOUSING TERMS

4  
5 ~~**Accessory Dwelling Unit:** Separate living quarters contained within or detached from a single-~~  
6 ~~family residence on a single lot.~~

7  
8 ~~**Affordable Housing:** Housing where the occupant pays no more than 30% of gross~~  
9 ~~monthly income for total housing costs, including the cost of taxes and insurance for~~  
10 ~~homeowners and monthly utilities for owners and renters.~~

11  
12 ~~Affordable housing is defined according to the interpretation found in the Growth~~  
13 ~~Management Act – Procedural Criteria [WAC365-195-070(6)]. The term "applies to the~~  
14 ~~adequacy of the housing stocks to fulfill the housing needs of all economic segments of~~  
15 ~~the population. The underlying assumption is that the market place will guarantee~~  
16 ~~adequate housing for those in the upper economic brackets but that some appropriately~~  
17 ~~zoned land, regulatory incentives, financial subsidies, and innovative planning techniques~~  
18 ~~will be necessary to make adequate provisions for the needs of middle and lower~~  
19 ~~income persons."~~

20  
21 ~~The Department of Housing and Urban Development (HUD) sets household income~~  
22 ~~limits for five income categories based on the local median household income that is~~  
23 ~~determined each year. They are as follows:~~

24

25	<del>Extremely Low Income .....</del>	<del>30% or less of median household income</del>
26	<del>Very Low Income .....</del>	<del>31% – 50% of median household income</del>
27	<del>Low Income.....</del>	<del>51% – 80% of median household income</del>
28	<del>Moderate Income.....</del>	<del>81% – 95% of median household income</del>
29	<del>Middle Income.....</del>	<del>96% – 120% of median household</del>
30	<del>income</del>	

31  
32 ~~**Assisted Housing:** Multifamily rental housing that receives governmental assistance and~~  
33 ~~is subject to use restrictions~~

34  
35 ~~**Community Land Trust (CLT):** A model of homeownership where a developer (usually an~~  
36 ~~affordable housing agency or nonprofit) sells a home to an income-qualified resident, but~~  
37 ~~retains ownership of the land. The homeowner earns equity in the home, but not the land.~~

38  
39 ~~**Co-housing:** a type of residential community characterized by either attached or~~  
40 ~~detached single-family dwelling units which may or may not be located on separate lots,~~  
41 ~~and includes a common building, which may contain a large dining room, kitchen,~~  
42 ~~lounges, meeting rooms, recreation and laundry facilities, storage, guest rooms, library,~~  
43 ~~workshops, and/or childcare, to serve only the co-housing community.~~

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

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

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

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

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

**Designated Centers:** Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Rolling Bay, Sportsman Triangle and Day Road.

**Development Regulation:** The controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances together with any amendments thereto.

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

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

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

14 **Homeless:** Persons whose primary nighttime residence is 1) a public or private place  
15 not designed for, or ordinarily used for, sleeping accommodations for human beings, or  
16 2) a residence which is a publicly or privately operated shelter designed to provide  
17 temporary living accommodations.  
18

19 **Household:** One or more related or unrelated persons occupying a housing unit.  
20

21 **Housing types:** This term refers to the physical form, configuration or scale of  
22 housing, as opposed to an ownership pattern (i.e., rental vs. owned).  
23 The list below groups housing types by the category of whether the housing units are  
24 detached, common wall, or stacked:  
25  
26

- 27 ■ **Detached housing**, includes one and two-story houses, ramblers, split-levels,  
28 cottages, cabins, accessory dwelling units, mobile homes, and carriage houses  
29 (unit over a garage);  
30
- 31 ■ **Common wall housing**, includes duplexes, zero lot line homes, rowhouses and  
32 townhouses; and  
33
- 34 ■ **Stacked housing**, includes two or three story garden apartments and mid-rise,  
35 mixed-use structures with commercial ground floor uses and two or more stories  
36 of residences above.  
37

38 **Impact Fees:** Charges levied by the City against a new development for its pro-rata  
39 share of the capital costs of facilities necessitated by the development. The Growth  
40 Management Act authorizes the imposition of impact fees on new development and sets  
41 the conditions under which they may be imposed.  
42

43 **Income-qualified:** A description for a renter or owner of designated affordable housing  
44 unit, meaning that the entity managing the affordability has verified the potential  
45 resident's income to fall within the income ranges defined under "Affordable housing".  
46

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

4 **Low Impact Development (LID):** A stormwater management strategy that emphasizes  
5 conservation and use of existing natural site features integrated with distributed, small-  
6 scale stormwater controls to more closely mimic natural hydrologic patterns in  
7 residential, commercial, and industrial settings. LID employs principles such as  
8 preserving and recreating natural landscape features and minimizing impervious  
9 surfaces to create functional and appealing site drainage that treat stormwater as a  
10 resource rather than a waste product. Practices that adhere to these LID principles  
11 include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting  
12 (rain barrels and cisterns) and permeable pavements.  
13

14 **Manufactured Housing:** A broad term including mobile homes, modular homes and  
15 other "factory built" housing. The main distinction is that manufactured housing is  
16 created in one or more parts in a factory and is designed and constructed for  
17 transportation to a site for installation on a permanent foundation and occupancy when  
18 connected to required utilities.  
19

20 **Micro unit:** A small studio apartment; micro unit could include a fully functioning and  
21 accessibility compliant kitchen and bathroom or rely upon communal kitchen or bathroom  
22 facilities.  
23

24 **Mixed-Use Development:** The presence of more than one category of use in a  
25 structure, for example, a mixture of residential units and office or retail uses in the same  
26 building.  
27

28 **Multifamily:** A structure or portion of a structure containing two or more dwelling units.  
29

30 **Neighborhood:** A small, predominantly residential area of the Island in which the  
31 residents share a common identity which may focus around an elementary school, park,  
32 community business center or similar feature.  
33

34 **PUD or Planned Unit Development:** A development of land that is under unified control  
35 and is planned and developed as a whole in a single development operation or  
36 programmed series of development stages. Development through a PUD is a process in  
37 addition to the subdivision process, which permits development flexibility that will  
38 encourage a more creative approach than lot-by-lot development in design.  
39

40 **Residential Use:** Any land use that provides for living space. Examples include single  
41 family residence, multi-family residence, special residence mobile home park, boarding  
42 house, caretaker's quarters, accessory dwelling.  
43

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

- 1 ~~**Special Needs Populations:** Individuals or families who require supportive social~~  
2 ~~services in order to live independently for semi-independently.~~
- 3 ~~**Subarea Plan:** An optional comprehensive plan feature authorized by the Growth~~  
4 ~~Management Act. Subarea plans provide detailed land use policies for a geographic~~  
5 ~~subset of a city.~~
- 6
- 7 ~~**Subdivision:** The division or re-division of land into five or more lots, tracts, parcels,~~  
8 ~~sites or divisions for the purpose of sale, lease or transfer of ownership.~~
- 9
- 10 ~~**Substandard Housing:** A dwelling unit that does not meet the criteria for an acceptable~~  
11 ~~standard of living, through lack of maintenance, age of unit, neglect, lack of plumbing~~  
12 ~~facilities, kitchen facilities, or crowded conditions.~~
- 13 ~~**Tiny House or Home:** A small dwelling, with a kitchen and bathroom, possibly mounted on~~  
14 ~~wheels.~~
- 15 ~~**Urban Concentration:** An area within the urban growth boundary of Bainbridge Island in~~  
16 ~~which urban level of development with urban levels of public services and facilities are~~  
17 ~~concentrated.~~
- 18
- 19 ~~**Vision:** A Vision is a narrative description of a preferred future, describing desired long-~~  
20 ~~term qualities and characteristics of the community 20 or more years in the future.~~
- 21
- 22 ~~**Vision 2040:** Vision 2040 constitutes the multi-county planning policies for the region~~  
23 ~~consisting of King, Pierce, Snohomish and Kitsap counties and the cities within these~~  
24 ~~counties.~~

# ECONOMIC ELEMENT

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# ECONOMIC ELEMENT - Introduction

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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* that will help create a robust future.

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

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

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

## FRAMEWORK

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

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

1  
2 The intention is to integrate the Economic Element with other parts of the  
3 *comprehensive plan* because the economy is intertwined with all aspects of  
4 community life. The Economic Element recommends *goals and policies*  
5 which recognize the following considerations:  
6

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

11  
12 Bainbridge Island residents have high incomes relative to the rest of the state and  
13 region. However, the prospect of functioning solely as an exclusive high-income  
14 bedroom community is not desirable. The Comprehensive Plan aims to foster diverse  
15 residential and business opportunities, as does the Economic Element. Creating a  
16 diversity of jobs and affordable housing coupled with provisions for responding to  
17 market conditions and encouraging innovative business activity are important  
18 economic policy steps for the City’s future.  
19

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

22  
23 Over half of Island-based businesses are home-based. National studies indicate  
24 that small businesses provide impetus for new business development and job  
25 creation. Existing land use codes and City business tax structure are supportive  
26 of home-based and small-scale businesses. This support *should* be continued  
27 and expanded into a more complete continuum of opportunities for locating and  
28 maintaining Island-grown business.  
29

30 **3. When weighing choices regarding our future economy, the fundamental**  
31 **considerations *should* be the quality of the Island’s natural environment**  
32 **and the community’s desire to maintain the visual character.**  
33

34 Bainbridge Island’s quality of life is associated with forests and fields, waters and  
35 harbors, *open space* and abundant natural resources, and a thriving town center.  
36 These elements of Bainbridge Island are anticipated to be affected by climate change  
37 over the coming decades. Careful stewardship of our land and other resources - the  
38 foundation for our invaluable sense of place—will be necessary as we promote and  
39 permit new development, both residential and commercial.  
40

41 The Economic Element incorporates fifteen *goals* and related *policies* as  
42 enumerated below. The order of the *goals* and *policies* does not indicate  
43 preference or priority.  
44  
45

# ECONOMIC VISION

1  
2 Bainbridge Island has balanced economic development with stewardship of our Island's  
3 finite natural resources and the needs of a diverse population. Affordable housing is  
4 available for much of the local service sector workforce and improvements in  
5 communications infrastructure have enabled more successful local enterprises,  
6 including home-based business.

7  
8 The economy of Bainbridge Island reaps advantages from proximity to the Seattle area  
9 and the Kitsap peninsula. The Island is a destination for visitors interested in learning  
10 about sustainability and resilient community development. Local employment  
11 opportunities are diverse, including small manufacturing, artisanal crafts, high tech, e-  
12 commerce, arts, and food. Small retailers are thriving by serving the needs of local  
13 residents as well as visitors.

14  
15 Agriculture is a thriving part of the Island's economy: all City-owned agricultural land is  
16 now under cultivation and producing seasonal foods for local consumption. The number  
17 of farms on private acreage has increased and is supplementing the local food supply.

18  
19 Innovative and flexible city programs encourage the real estate market to adapt to  
20 trends that favor conservation, efficient use of land and resources, and homes of  
21 modest size and price.

22  
23 Islanders recognize that a sense of community as well as economic value is achieved  
24 by neighborly acts. A robust non-profit sector strengthens social capital, provides  
25 services and employment opportunities.

26

# GOALS AND POLICIES

## DIVERSIFIED ECONOMY

### GOAL EC-1

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

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

36  
37 By providing enterprises that both serve and employ local residents, Bainbridge Island  
38 will be better able to withstand fluctuations in the larger regional economy. In addition,  
39 people who live and work in their community are available to invest time and money in

1 their families, organizations, and community life. A key to a healthy, stable and vital  
2 economy is to create and undertake business opportunities that anticipate and respond  
3 to conditions that affect our community. This would include identifying emerging needs  
4 and markets so that Bainbridge Island businesses benefit from being on the leading  
5 edge of change.

6  
7 **Policy EC 1.1**

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

12  
13 **Policy EC 1.2**

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

17  
18 Bainbridge Island is affected by regional, national, international and global  
19 environmental and economic trends and changes in the physical environment. While we  
20 cannot control global economic or environmental conditions we can support the local  
21 economy by providing *policy* direction and land use *infrastructure* to allow for and  
22 encourage robust economic activities that are prepared for and responsive to change.

23  
24 **Policy EC 1.3**

25 Coordinate with local business groups to track commercial activity, identify trends and  
26 assess the economic health of the Island. Adopt an economic vitality strategy to identify  
27 creative and appropriate ways for the City to encourage and stimulate business activity.

28  
29 **Policy EC 1.4**

30 Support entrepreneurship by providing adequate *land use* designations in keeping with  
31 the character of the Island, while avoiding investment in sectors/activities/*infrastructure*  
32 that will not remain viable in the foreseeable future

33  
34 **Policy EC 1.5**

35 In order to provide opportunities for business enterprise, adequate space must  
36 be provided for growth that recognizes and protects the Island’s valued natural  
37 amenities, its limits of land and water and the quality of its residential  
38 *neighborhoods*. █

39  
40 **Policy EC 1.6**

41 Establish, maintain and share with interested parties a data base of indicators of the  
42 health of the sectors of the Island’s economy.

43  
44 **Policy EC 1.7**

45 Partner with the Chamber of Commerce, the Bainbridge Island Downtown Association,  
46 and others to monitor the Island’s business climate and make appropriate adjustments  
47 to the economic vitality strategy

1 **INFRASTRUCTURE**

2  
3 **GOAL EC-2**

4 **Provide sufficient and resilient infrastructure that is supportive of a healthy**  
5 **economy and environment.**

6  
7 **Policy EC 2.1**

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

10  
11 **Policy EC 2.2**

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

14  
15 **Policy EC 2.3**

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

18  
19 **The Council asked for language to clarify that a sustainable Island economy is**  
20 **founded on three different but related types of economic capital . We have**  
21 **drafted the language below to acknowledge that. Note that the three subsets of**  
22 **“economic capital” , which are “financial capital,” “natural capital” and “social**  
23 **capital” are defined on page 7 of the Glossary.**

24  
25 **SUSTAINABILITY SUSTAINABLE ISLAND ECONOMY**

26  
27 A sustainable economy is one in which the community encourages and grows *financial*  
28 *capital, natural capital and social capital.* Goals 3 and 4, and their policies, recognize  
29 the importance of all three to a healthy and sustainable Island economy.

30  
31 **GOAL EC-3**

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

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

37  
38 **Policy EC 3.1**

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

42  
43 **Policy EC 3.2**

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

1  
2 **Policy EC 3.3**  
3 Encourage local enterprises to participate in programs, such as the Kitsap  
4 County Waste Wise and Green Community Initiative, which recognize and assist  
5 business efforts to protect the environment.

6  
7 **Policy EC 3.4**  
8 Encourage public sector solid waste reduction, reuse and recycling.  
9

10 **Policy EC 3.5**  
11 Encourage existing and new businesses to become part of a linked cooperative  
12 whereby the by-products and waste of one enterprise become the raw materials  
13 of another.

14  
15 **Policy EC 3.6**  
16 Create opportunities to foster green technology and industries, such as energy, waste  
17 and information technology, which have the potential to create local, family wage jobs in  
18 our community at the same time we are protecting our natural beauty, environmental  
19 and economic health.

20  
21 **CIVIC LIFE**  
22

23 **GOAL EC-4**  
24 **Encourage a broad range of civic activities and organizations.**  
25

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

34  
35 **Policy EC 4.1**  
36 Support the non-profit sector of human and social service providers.  
37

38 **Policy EC 4.2**  
39 Encourage and recognize individuals, organizations, and businesses that  
40 volunteer time and skills to the community.

41  
42 **Policy EC 4.3**  
43 Encourage local business groups, educational institutions, and other entities  
44 to provide continuing education and skills development.

45  
46 **Policy EC 4.4**

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

### 3 4 **JOBS/HOUSING BALANCE**

#### 5 6 **GOAL EC-5**

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

9  
10 The Housing Element of the *comprehensive plan* provides several options for the  
11 development of *affordable housing* on the Island.

#### 12 **Policy EC 5.1**

13 Continue to monitor the progress in implementing the Housing Element  
14 and evaluate new ways of providing *affordable housing*.  
15

#### 16 **Policy EC 5.2**

17 In concert with the Housing Element’s Goals and Policies, pursue a housing strategy  
18 that seeks to accommodate a wide variety of housing options, both in design and  
19 affordability, to meet the demands of the full range of the population, including  
20 service sector employees, retirees, students, artists, farmers and craftspeople.  
21

### 22 **DEVELOPMENT IN DESIGNATED CENTERS**

#### 23 24 **GOAL EC-6**

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

#### 28 29 **Policy EC 6.1**

30 Create attractive *designated centers* that will help the Island economy prosper and  
31 provide a high quality of life, creating ancillary benefits such as decreasing pollution  
32 (including *greenhouse gas emissions*), protecting *open space*, and creating local family  
33 wage jobs.  
34

#### 35 **Policy EC 6.2**

36 Utilize urban design strategies and approaches to ensure that changes to the built  
37 environment are at a locally appropriate scale and enhance the Island’s unique  
38 attributes, in recognition of the economic value of “sense of place.”  
39

#### 40 **Policy EC 6.3**

41 Develop urban design strategies to ensure that the built environment is appropriate for  
42 present and future conditions, including the impacts of *climate change*.  
43

#### 44 **Policy EC 6.4**

45 Ensure the efficient flow of people, goods, services, and information in and throughout  
46 the Island with infrastructure investments, particularly within and connecting to

1 designated centers, to anticipate the needs of the Island’s businesses.

2  
3 **Policy EC 6.5**

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

7  
8 **Policy EC 6.6**

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

11  
12 **Policy EC 6.7**

13 Monitor parking requirements in the *designated centers* and revise them as needed to  
14 encourage business development, while reasonably accommodating parking demand.  
15 This should be done in concert with efforts to reduce dependence on automobiles\_and  
16 improve our local environment.

17  
18 **PUBLIC/PRIVATE PARTNERSHIPS**

19  
20 **GOAL EC-7**

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

25  
26 **Policy EC 7.1**

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

29  
30  
31 **Policy EC 7.2**

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

34  
35 **Policy EC 7.3**

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

38  
39 **Policy EC 7.4**

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

43  
44 **Policy EC 7.5**

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

1  
2 **Policy EC 7.6**  
3 Support and enhance recreational, nature-based, and other outdoor events that attract  
4 visitors.

5  
6 **Policy EC 7.7**  
7 Support and make Bainbridge Island a model community for *climate change*  
8 preparedness and sustainability practices that ensure long-term business viability while  
9 attracting and protecting visitors, businesses and residents.

10  
11 **Policy EC 7.8**  
12 Support and enhance our waterfront, including docks and maritime services that attract  
13 visitors and residents.

14  
15 **Policy EC 7.9**  
16 Provide an efficient, timely and predictable regulatory environment within the framework  
17 of a strong customer service approach.

18  
19 **Policy EC 7.10**  
20 Encourage the private, public, and non- profit sectors to incorporate environmental  
21 and social responsibility into their practices.

22  
23  
24 **RETAIL AND SERVICES**

25  
26 **GOAL EC-8**

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

30  
31 **Policy EC 8.1**  
32 Reinforce Winslow as the mixed-use center for commerce and exchange by fully  
33 implementing the Winslow Master Plan.

34  
35  
36 **Policy EC 8.2**  
37 Neighborhood Centers *should* be developed at higher residential *densities*, as  
38 recommended in the Land Use Element, in order to attract a variety of small-scale  
39 retail and service providers.

40  
41  
42 **SERVICES SECTOR**

43  
44 **GOAL EC-9**

45 **Grow a healthy service sector to increase employment opportunities, enhance**

1 **local revenues, and meet emerging needs of the Island’s changing demographics.**

2  
3 **Policy EC 9.1**

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

5  
6 **Policy EC 9.2**

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

9  
10 **Policy EC 9.3**

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

13  
14 **Policy EC 9.4**

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

17  
18  
19 **BUILDING DESIGN AND CONSTRUCTION SECTOR**

20  
21 **GOAL EC-10**

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

25  
26 The professions and trades involved in design, construction, furnishing, renovation, and  
27 marketing of commercial and residential real estate constitute a large and very  
28 important sector of the Island’s economy. Productivity and profits within that sector are  
29 crucial factors in the stability and wellbeing of the entire community. The built  
30 environment is no less important than our natural resources in defining Bainbridge  
31 Island as a unique and attractive place. Good development, in a community such as  
32 ours, must work within limits and be compatible with the goals of environmental  
33 conservation.

34  
35 **Policy EC 10.1**

36 Make the City’s development permit process more timely, fair and predictable.

37  
38 **Policy EC 10.2**

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

42  
43 **TOURISM**

44 **GOAL EC-11**

45 **Tourism is a key sector of the Island’s economy and needs to be supported.**

1 **Bainbridge Island provides unique opportunities for visitors to experience**  
2 **internationally recognized gardens, cultural centers, parks, and recreational**  
3 **events.**

4  
5 **Policy EC 11.1**

6 Improve pedestrian links between the ferry terminal, downtown Winslow, and  
7 the harbor. Visitors on foot and bicycle *should* be encouraged. Encourage and  
8 support public transit and shuttle services.

9  
10 **Policy EC 11.2**

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

14  
15 **Policy EC 11.3**

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

18  
19 **Policy EC 11.4**

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

22  
23 **Policy EC 11.5**

24 Encourage bed and breakfasts and other creative tourist accommodation

25  
26 **ARTS**

27  
28 **GOAL EC-12**

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

31 **Policy EC 12.1**

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

34  
35 **Policy EC 12.2**

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

38  
39 **HOME-BASED BUSINESSES**

40  
41 **GOAL EC-13**

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

1 Nearly half of all businesses licensed on Bainbridge Island are reported as home-  
2 based. Bainbridge Island allows home-based businesses in all zones, and 16.3%  
3 of the Island workforce works from home.

4  
5 **Policy EC 13.1**

6 Continue performance standards to harmonize impacts of home-based businesses  
7 in residential *neighborhoods*.

8  
9  
10 **Policy EC 13.2**

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

13  
14 **AGRICULTURE**

15  
16 **GOAL EC-14**

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

19  
20 The Environmental and Land Use Elements contains several *goals* and *policies*  
21 intended to sustain and enhance agriculture.

22  
23 **Policy EC 14.1**

24 Support the market for Island-grown agriculture products by:

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

33  
34 **Policy EC 14.2**

35 Support a program that helps working farms through educational, historic,  
36 farmstay and tourist visits.

37  
38 **BUSINESS/INDUSTRIAL**

39  
40 **GOAL EC-15**

41 **The Business/Industrial (B/I) land use designation should provide space for job**  
42 **creating enterprises. Island based businesses provide the possibility of living and**  
43 **working in the community. It is the purpose of the B/I land use designations to**  
44 **provide opportunities for light industrial and other non-retail activities. The City**

1 **should be prepared to respond to a changing marketplace and the business**  
2 **opportunities perceived by its citizens, when those opportunities require pre-**  
3 **existing infrastructure and well-designed accommodations in order to flourish.**  
4

5 **Policy EC 15.1**

6 Promote manufacturing and business/industrial employment as an important source  
7 of family wage jobs on Bainbridge Island.  
8

9  
10 **Policy EC 15.2**

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

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

24  
25 **Policy EC 15.3**

26 Business/Industrial development *shall* conform to all Business/Industrial  
27 performance standards, the requirements of Site Plan and Design Review, and  
28 applicable design guidelines.  
29  
30  
31

## ECONOMIC IMPLEMENTATION

32  
33 To implement the goals and policies in this Element, the City must take a number of  
34 actions, including adopting or amending regulations, creating partnerships and  
35 educational programs, and staffing or other budgetary decisions. Listed following  
36 each action are several of the comprehensive plans policies that support that action.  
37

### HIGH PRIORITY ACTIONS

38  
39  
40 **Action #1. Adopt and maintain an Economic Development Strategy to coordinate**  
41 **public and private efforts to grow and sustain a healthy economy on the Island.**  
42

1 **Policy EC 1.3**

2 Coordinate with local business groups to track commercial activity, identify trends  
3 and assess the economic health of the Island. Adopt an economic vitality strategy to  
4 identify creative and appropriate ways for the City to encourage and stimulate  
5 business activity.  
6

7 **Policy EC 1.7**

8 Partner with the Chamber of Commerce, the Bainbridge Island Downtown  
9 Association and others to monitor the Island’s business climate and make  
10 appropriate adjustments to the economic vitality strategy.  
11

12 **MEDIUM PRIORITY ACTIONS**

13  
14 **Action #1. Continue efforts to promote and support agriculture as a component  
15 of the Island’s economy, landscape and culture.**  
16

17 **Policy EC 14.1**

18 Support the market for Island-grown agriculture products by:

- 19 • Recognizing and supporting the Bainbridge Island Farmers’ Market,  
20 including permanently dedicating space for the market and enhancing the  
21 market area.
- 22 • Allowing and promoting roadside stands that sell Island-grown products.
- 23 • Promoting and supporting Community Supported Agriculture (CSA).
- 24 • Encouraging the development of value-added processing facilities that can  
25 be shared by many farmers.
- 26 • Encouraging food crops to be planted on public land.  
27

28 **Action #2. Identify capital projects and streetscape standards to enhance non-  
29 motorized mobility within Winslow and connecting to shoreline activities.**  
30

31 **Policy EC 11.1**

32 Improve pedestrian links between the ferry terminal, downtown Winslow, and  
33 the harbor. Visitors on foot and bicycle *should* be encouraged. Encourage  
34 and support public transit and shuttles.  
35  
36

37 **OTHER PRIORITY ACTIONS**

38  
39 **The Council asked to have this action moved up to either High Priority or at least  
40 Medium Priority status, in recognition of the fact that the City is now working on  
41 parking issues in Winslow. In that same vein, they thought that parking is  
42 important for non-business use and that the text of this Action should reflect that.**  
43

44 **Action #1. Assure that adequate parking is available in designated centers to  
45 support businesses as well as civic or other public uses.**  
46

1  
2  
3  
4  
5  
6  
7  
8  
9  
10

**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 non-motorized transportation and improve our local environment.

---

# WATER RESOURCES ELEMENT

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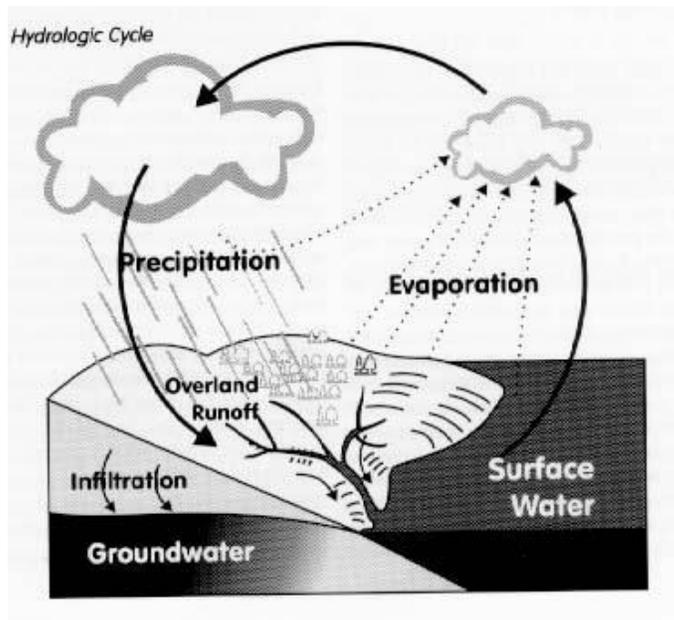
## WATER RESOURCES Introduction

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

When rain falls, rainwater that is not evaporated or taken up by plants will take 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*.

**Fig. 1. The Hydrologic Cycle**



In order to successfully protect and manage any one of these waters, one must protect

1 and manage all three. To address these interrelationships, a separate Water  
2 Resources Element has been developed as follows:

- 3 • General water resources management policies
- 4 • *Groundwater* protection and management policies
- 5 • Surface water protection and management policies
- 6 • *Stormwater* protection and management policies
- 7 • Residential on-site sewage system policies
- 8 • Contaminated sites policies
- 9 • Public education and outreach policies

### 10 11 **Land Use Connection**

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

18  
19 In addition, *households* create sewage which needs disposal either by a wastewater  
20 treatment plant or by residential on-site sewage systems. Wastewater treatment plants  
21 are reasonably effective at cleaning wastewater, but do not at present provide complete  
22 removal of nitrogen nor treat for contaminants of emerging concern which include, but  
23 are not limited to, byproducts of medications, recreational drugs, health and beauty  
24 products, and caffeine.

25  
26 Residential on-site sewage systems can fail and cause contaminants to enter the  
27 surface water and/or *groundwater*. Even functioning systems, depending upon *density*  
28 and proximity to surface water and *groundwater*, can contribute to accumulations of  
29 nitrogen and contaminants of emerging concern in these waters.

30  
31 Use of fertilizers, pesticides, and other chemicals for cropland, lawns and gardens, and  
32 vehicle and *household* cleaning and maintenance as well as improper pet and livestock  
33 waste management can add significant contamination to surface water, *stormwater* and  
34 *groundwater*.

35  
36 Commercial and industrial uses, past and present, leave behind pollutants in our soils.  
37 In particular, historic *land uses* such as large row crop agriculture, lumber, petroleum,  
38 and others have left behind legacy pollutants in sediments both on upland properties  
39 and in the sediments along the bottoms of our *streams*, harbors, and nearshore areas.

40  
41 Without proper coordination of the regulations that will implement policy statements,  
42 conflicting signals may be given when dealing with water resources issues. For  
43 example, a surface water problem may be resolved by efficiently collecting and  
44 removing all water from the area, whereas a *groundwater recharge* issue may require

1 that the water be kept on-site to allow for infiltration.

2  
3 Another conflict arises when infiltration of *stormwater* competes for space with on-  
4 site sewage system drainfields. There are physical limitations to the rates of infiltration  
5 and absorption based on soil types, which may make it impossible to have both of  
6 those facilities on the same site. Where development occurs in important *aquifer*  
7 *recharge areas*, special consideration is needed to preserve the volume of *recharge*  
8 available to the *aquifer* and to protect the *groundwater* from contamination.

9  
10 A key component of water resources protection and adaptive management is adequate  
11 monitoring in order to assess impacts of current land use and the effectiveness of  
12 applied management actions.

13  
14 The overriding theme that runs through all of the policies and *goals* in this element  
15 is the preservation and protection of water quality, water quantity, and ecological and  
16 hydrologic function.

## 17 18 **Climate change**

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

24  
25 Ocean acidification will likely impact aquatic species survival and assemblages in our  
26 marine areas and sea level rise will likely impact habitat and built *infrastructure* in our  
27 nearshore areas including homes, businesses, and public facilities such as roads and  
28 sewer facilities.

29  
30 Wetter conditions during the wintertime will increase water availability, but may cause  
31 flooding or diminish water quality. More intense and frequent storms or heavier  
32 rainfall events can cause *stormwater* inundation and localized flooding, chronic  
33 flooding, non-infiltrated run-off, erosion and landslides. Increased intensity of rainfall  
34 may also diminish *aquifer recharge* rates as saturated soils are less able to absorb  
35 large amounts of water falling over short periods of time.

36  
37 Warmer, drier conditions in the summertime will increase evaporation rates and  
38 water demand by plants, wildlife and people, and may diminish water quality. Dry  
39 conditions decrease water availability, resulting in reduced stream flow and  
40 diminished *aquifer recharge*. Warmer and drier conditions can also reduce water  
41 quality, both by increasing in-stream temperatures and by concentrating  
42 contaminants in smaller volumes of water.

1

# WATER RESOURCES VISION

2

3 In the year 2036, Bainbridge Island’s water resources (precipitation, on the surface, and  
4 in the ground) are climate resilient and demand and quantity are adequate for all forms  
5 of **life flora and fauna** on the Island. *Aquifers* are continuously monitored and  
6 maintained above the early warning level. The water quality for most of the consumed  
7 water is monitored to ensure quality fully meets the standards for drinking water.

8

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

# GOALS AND POLICIES

14

## GENERAL WATER RESOURCES

15

### GOAL WR-1

16 **Manage the water resources of the Island in ways that restore, enhance, and**  
17 **preserve their ecological and hydrologic function.**

18

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

### Policy WR 1.1

28 Study future climate and demand scenarios to accurately understand future water  
29 resource conditions.  
30

### Policy WR 1.2

31 *Groundwater*, surface water, and *stormwater* are resources that *shall* be protected and  
32 managed to preserve water quality and quantity, and to retain natural ecological and  
33 hydrologic function to the maximum extent practicable.  
34

1 **Policy WR 1.3**

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

7 **Policy WR 1.4**

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

11 **Policy WR 1.5**

12 Identify the areas of the Island that are the most vulnerable to pollution from  
13 concentrations of fecal coliforms and nitrates (for example, from septic fields,  
14 agricultural activities, or fertilizers), and monitor those areas to determine if and when  
15 preventative or restorative measures are warranted.  
16

17 **GROUNDWATER PROTECTION AND MANAGEMENT**

18 **GOAL WR-2**

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

20 **Policy WR 2.1**

21 Recognize that the entire Island functions as an *aquifer recharge area*. *Low impact*  
22 *development* techniques are essential for maintaining *aquifer recharge*.  
23

24 Low impact uses and less intense development are appropriate for areas with high  
25 *aquifer recharge*. Low impact uses include development for buildings, roads or parking  
26 that has a reduced area of impact on the land. Low impact uses do not depend on  
27 regular applications of fertilizers or pesticides. *Low impact development* is an  
28 environmentally-friendly approach to site development and *stormwater* management,  
29 emphasizing the integration of site design and planning techniques that conserve and  
30 protect the natural systems and hydrologic functions of a site.  
31

32 **Policy WR 2.2**

33 **Identify and assess Areas** of high *aquifer recharge* ~~should be identified and assessed~~  
34 as part of a *land use* application. Care ~~should~~ **shall** be taken to minimize the effect of  
35 development on these areas.  
36

37 **Policy WR 2.3**

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

1 **Policy WR 2.4**

2 Assess the impacts of proposed activities and development on the flow of springs and  
3 *streams* and levels of *wetlands* that are either sustained by *groundwater* discharge or  
4 contribute *recharge* to *groundwater*, and require an assessment of anticipated  
5 hydrologic impacts. Activities or development may be restricted if the report indicates  
6 any adverse impacts.

7  
8 **Policy WR 2.5**

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

12  
13 **Policy WR 2.6**

14 Encourage the use of integrated pest management techniques and the reduction of  
15 pesticide and herbicide use within the City boundaries.

16  
17 **Policy WR 2.7**

18 Establish a stakeholder group to develop an Island-wide *groundwater* management  
19 plan.

20  
21 **Policy WR 2.8**

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

25  
26 **Policy WR 2.9**

27 Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by  
28 EPA, institute an added level of development and re-development permit review to  
29 prevent or mitigate potential pollutant-generating activities associated with proposed  
30 *land use*.

31  
32 **Policy WR 2.10**

33 Develop seawater intrusion prevention regulations.

34  
35 **Policy WR 2.11**

36 Develop a water conservation program.

37  
38 **Policy WR 2.12**

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

42  
43 **Policy WR 2.13**

44 Develop a program that encourages homeowners to explore innovative methods for  
45 recapturing and reusing surface water *runoff* and grey water, as approved by the  
46 Washington State Department of Health and the Kitsap Public Health District.

1 **Policy WR 2.14**

2 Maintain a comprehensive program of *groundwater* data gathering and analysis. The  
3 program *shall* include modeling, hydrogeologic and geologic studies, and monitoring of  
4 static water levels, water use, water quality, surface water flows, and acquisition of other  
5 data as necessary.  
6

7 **GOAL WR-3**

8 **Surface Water Protection and Management**  
9

10 **Achieve no net loss of ecological functions and processes necessary to sustain**  
11 ***aquatic resources*<sup>1</sup> including loss that may result from cumulative impacts over**  
12 **time.**  
13

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

21 **Policy WR 3.1**

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

26 **Policy WR 3.2**

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

32 **Policy WR 3.3**

33 Require that buffers be retained in their natural condition wherever possible, while  
34 allowing for appropriate maintenance. Where buffer disturbance has occurred, require  
35 re-vegetation with appropriate species, with a preference for native species, to restore  
36 the buffers' protective values.  
37

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

---

<sup>1</sup> *Aquatic resources* – Marine nearshore, *wetlands*, *streams*, lakes, creeks and associated vegetated areas.

1 **Policy WR 3.4**

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

4 **Policy WR 3.5**

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

8 **Policy WR 3.6**

9 Herbicides and pesticides *shall* not be used in aquatic resource areas, and buffers, and  
10 *should* be discouraged in the areas that drain into them.

11 **Policy WR 3.7**

12 Prohibit access to aquatic *critical areas* by *farm* animals. Agricultural activities within  
13 proximity of *aquatic resources* *should* complete a *farm* management plan addressing  
14 water quality and other natural resource protection.

15 **Policy WR 3.8**

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

19 **Policy WR 3.9**

20 Promote *watershed*-based mitigation to meet federal regulations, improve mitigation  
21 success and better address the ecological demands of the island's *watersheds*.  
22

23 **Policy WR 3.10**

24 Work with state and local health departments to evaluate the merits of new technologies  
25 such as greywater capture, package treatment plants and composting toilets, as  
26 alternatives to septic and sewer systems; and determine which of those systems *should*  
27 be allowed and/or encouraged to better protect the quality and capacity of the Island's  
28 surface water and nearshore environment.  
29

30 **Policy WR 3.11**

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

35 **Policy WR 3.12**

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

1 **Policy WR 3.13**

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

5 **Policy WR 3.14**

6 Resident and migratory fish *streams* and adjacent land *should* be preserved and  
7 enhanced to ensure a sustainable fishery.

8 **Policy WR 3.15**

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

11 **Policy WR 3.16**

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

18  
19  
20 **STORMWATER PROTECTION AND MANAGEMENT**

21  
22 **GOAL WR-4**

23 **Rather than capture and carry-stormwater away as a wastestream, protect it from**  
24 **pollutants and retain it on site to replenish *aquifers* and maintain *wetland* and**  
25 **summer stream flows, preserving or mimicking the natural water cycle to the**  
26 **maximum extent practicable.**

27 **Policy WR 4.1**

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

30 **Policy WR 4.2**

31 Continue to provide ongoing opportunities for the public to participate in the decision-  
32 making process involving the development, implementation and update of the City’s  
33 *Stormwater* Management Program (SWMP) through advisory councils, public hearings,  
34 and *watershed* committees.

35 **Policy WR 4.3**

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

1 **Policy WR 4.4**

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

7 **Policy WR 4.5**

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

12 **Policy WR 4.6**

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

15 **Policy WR 4.7**

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

23 **Policy WR 4.8**

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

26 **Policy WR 4.9**

27 Incentivize *LID* retrofit of current built environment.

28 **Policy WR 4.10**

29 Use *watershed* and basin plans as a means to reduce *stormwater* impacts and *non-*  
30 *point source pollution*.

31 **Policy WR 4.11**

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

34 **Policy WR 4.12**

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

1 **RESIDENTIAL ON-SITE SEWAGE SYSTEMS**

2  
3 **GOAL WR-5**

4 **Ensure that sewage is collected, treated, and disposed of properly to prevent**  
5 **public health hazards and pollution of *groundwater*, Island surface water, and the**  
6 **waters of Puget Sound.**  
7

8 **Policy WR 5.1**

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

13 **Policy WR 5.2**

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

18 **Policy WR 5.3**

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

21 **Policy WR 5.4**

22 Regulations *shall* require coordination between the on-site septic and *storm drainage*  
23 disposal systems designs to ensure the proper functioning of both systems.

24 **Policy WR 5.5**

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

29 **Policy WR 5.6**

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

34 **Policy WR 5.7**

35 On-site waste disposal systems serving more than one *household* *should* be allowed  
36 only with assurance of proper design, operation, management and approval from the  
37 Kitsap Public Health District.

1 **Policy WR 5.8**

2 The City may provide the service of operation and maintenance management for  
3 approved large on-site *sanitary sewer* systems (LOSS) or community *sanitary sewer*  
4 systems in coordination with the Kitsap Public Health District.

5 **Policy WR 5.9**

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

9 **Policy WR 5.10**

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

13 **CONTAMINATED SITES**

14 **GOAL WR-6**

15 **Incorporate awareness of known contaminated sites such as former lumber  
16 treatment facilities, former fueling stations, and other pollutant-generating *land*  
17 *use* into all water resources management, *land use* planning, and *capital facility*  
18 *management* in order to remediate or clean-up sites as effectively as possible,  
19 while preventing further impacts to water resources.**  
20

21 **Policy WR 6.1**

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

25 **Policy WR 6.2**

26 Collaborate with EPA, Washington State Department of Ecology, and the Kitsap Public  
27 Health District to address contaminated site assessment and cleanup efforts within the  
28 purview of those agencies to achieve remediation/cleanup as quickly as reasonably  
29 possible.

30 **Policy WR 6.3**

31 Consult the contaminated site inventory prior to property acquisition and weigh the  
32 cost/benefit of acquiring such a property.

33 **Policy WR 6.4**

34 Make every reasonable attempt to clean-up/remediate city-owned sites that are known  
35 to be or discovered to be contaminated.

1 **Policy WR 6.5**

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

5 **Policy WR 6.6**

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

8 **Policy WR 6.7**

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

11 **PUBLIC EDUCATION AND OUTREACH**

12 **GOAL WR-7**

13 **The City, in concert with federal, state, and local governments; public water**  
14 **purveyors; watershed councils; non-profits; citizens; and other appropriate**  
15 **entities, will continue to improve and implement a comprehensive public**  
16 **education and outreach program to promote protection and management of all**  
17 **water resources.**  
18

19 **Policy WR 7.1**

20 Educate and inform the public about the purpose and importance of aquatic  
21 environments, their vulnerabilities, and observed status and trends in ecological health  
22 and function.

23 **Policy WR 7.2**

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

26 **Policy WR 7.3**

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

30 **Policy WR 7.4**

31 Educate the public about EPA’s Sole Source Aquifer Designation Program and what  
32 this designation means for the Island’s *aquifer* system.

33 **Policy WR 7.5**

34 Educate the public about well head protection and the critical importance of restricted  
35 chemical use or storage within the protection area around wells.

1 **Policy WR 7.6**

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

4 **Policy WR 7.7**

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

8 **Policy WR 7.8**

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

11 **Policy WR 7.9**

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

15 **Policy WR 7.10**

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

18 **Policy WR 7.11**

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

26 **Policy WR 7.12**

27 Provide and promote opportunities for citizen stewardship and involvement.

28 **Policy WR 7.13**

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

31

# 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:

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

### **Policy WR 1.4**

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

### **Policy WR 2.1**

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

### **Policy WR 2.9**

Recognizing that the Island *aquifer* system is a Sole Source *Aquifer* as designated by EPA, institute an added level of development and re-development permit review to prevent or mitigate potential pollutant-generating activities associated with proposed *land use*.

### **Policy WR 4.7**

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

### **Policy LU 12.4**

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

### **Policy LU 4.9**

. . . The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas*, and innovative *tools* such as aquifer conservation zoning and *conservation villages* to

1 minimize the development footprint within these Conservation Areas.  
2  
3

4 **Action #2. Adopt an Island-wide Groundwater Management Plan.**  
5

6 **Policy WR 2.7**

7 Establish a stakeholder group to develop an Island-wide groundwater  
8 management plan.  
9

10 **Policy LU 2.3**

11 This Plan recognizes that stewardship of the land is a responsibility of individual  
12 citizens and the community as a whole. Through its status as an employer and  
13 landowner, the City should take advantage of its opportunities to be an example of  
14 environmental stewardship so others will be encouraged to do so.  
15

16 **Policy LU 12.5**

17 Establish appropriate procedures to monitor the effect of water drawdowns within  
18 and between aquifers, and adopt programs and regulations to preclude  
19 groundwater contamination, and to encourage water conservation and enhanced  
20 aquifer recharge.  
21

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

24 **Policy WR 3.16**

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

31 **Policy WR 4.12**

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

34 **Policy WR 6.1**

35 Assemble and maintain an inventory of contaminated sites on the Island to track  
36 site location, contaminant(s) of concern, cleanup status, and potential to impact  
37 nearby surface or *groundwater*.  
38

39 **Policy LU 4.4**

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

1 **MEDIUM PRIORITY ACTIONS:**

2  
3 **Action #1. Launch a program of public education about how individual actions**  
4 **can help protect the quality and quantity of the Island’s surface and**  
5 **groundwaters.**

6  
7 **Policy WR 2.11**

8 Develop a water conservation program.

9  
10 **Policy WR 2.13**

11 Develop a program that encourages homeowners to explore innovative methods  
12 for recapturing and reusing surface water runoff and grey water, as approved by  
13 the Washington State Department of Health and the Kitsap Public Health District.

14  
15 **Policy WR 3.17**

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

20  
21 **Policy WR 3.18**

22 Promote and support volunteer or community-driven restoration projects.

23  
24 **Policy WR 7.12**

25 Provide and promote opportunities for citizen stewardship and involvement.

26  
27 **Policy LU 2.2**

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

30  
31 **OTHER PRIORITY ACTIONS:**

32  
33 **Action #1. Work with other jurisdictions and the environmental and**  
34 **development communities to promote programs and projects to protect the**  
35 **Island’s surface and ground waters.**

36  
37 **Policy WR 2.5**

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

41  
42 **Policy 3.10**

43 Work with state and local health departments to evaluate the merits of new  
44 technologies such as greywater capture, package treatment plants and  
45 composting toilets, as alternatives to septic and sewer systems; and determine

1 which of those systems should be allowed and/or encouraged to better protect the  
2 quality and capacity of the Island's surface water and near-shore environment.

3  
4 **Policy LU 2.5**  
5 Work with EcoAdapt and others to prepare a Bainbridge Island Climate Change  
6 and Water Conservation Plan strategy.

7  
8

## EXISTING CONDITIONS & FUTURE NEEDS

1  
2 The following outlines the present conditions and understanding of the water  
3 resources of the Island and the future needs for restoration, enhancement,  
4 and protection of these resources.

### 5 6 **Groundwater**

7  
8 *Groundwater* is the sole source of drinking water for Island residents, *farms* and  
9 industry on Bainbridge Island. It is found in underground reservoirs called  
10 *aquifers*. An *aquifer* is defined as a *permeable* sand and/or gravel formation that is  
11 capable of yielding a significant amount of water to a well. Wells on Bainbridge Island  
12 penetrate several distinct *aquifers* to allow withdrawal of drinking water by individual  
13 homeowners and municipal water purveyors. Most individual *household* wells  
14 penetrate to depths of less than 300 feet.

15  
16 Some residents are still using hand-dug wells less than 40 feet deep, completed in  
17 the *permeable* sediments known as the Vashon Recessional Outwash. *Groundwater*  
18 found at this level also feeds the base flow (summer flow) for Island *streams*. High  
19 capacity wells have been drilled as deep as 1,200 feet to find adequate marketable  
20 quantities of water for public and private water purveyors. While few in number, these  
21 wells produce a large portion of the Island's potable water. The Blakely Formation, a  
22 sedimentary bedrock formation, dominates the geology on the southern end of the  
23 Island and limits *groundwater* production in this area.

24  
25 Our understanding of the Island's water resources has been enhanced through  
26 historical studies such as the *City of Bainbridge Island, Level II Assessment*<sup>4</sup>  
27 prepared by Kato & Warren and Robinson Noble in 2000 and monitoring and  
28 assessments completed in the last ten years by the City's *Groundwater* Management  
29 Program. This work includes the development, improvement, and utilization of a  
30 *groundwater* model; the development of a well monitoring network; and the  
31 implementation of long-term monitoring.

32  
33 Bainbridge Island has six principal *aquifers* (Kato & Warren and Robinson & Noble,  
34 2000), the extents of which were refined in the *Conceptual Model and Numerical*  
35 *Simulation of the Groundwater-Flow System of Bainbridge Island, Washington* (USGS,  
36 2011). The six *aquifers* delineated below reflect updated understanding based on the  
37 United States Geological Survey (USGS) model. Additional details about the *aquifers*,  
38 including detailed maps and discussion regarding the extent, thickness, and other  
39 characteristics, can be found in the USGS report.

40  
41 **Perched Aquifer (PA)**—This *aquifer* is comprised predominantly of Vashon Advance  
42 glacial outwash (Qva). The top of the *aquifer* ranges from sea level to more than 300 feet  
43 above mean sea level [ft MSL], with a thickness of 20 to 200 feet, and is utilized

1 predominantly by domestic wells. About 4 percent of wells are reported to be completed in  
2 this unit.

3 **Semi-Perched Aquifer (SPA)**—This semi-perched *aquifer* exists within *permeable* interbeds  
4 (QC1pi) of the upper confining unit (QC1). The top of the *aquifer* ranges from sea level to  
5 more than 200 ft MSL, with a thickness of 10 to 50 feet. About 25 percent of wells are  
6 reported to be completed in this unit.

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

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

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

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

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

25

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

32

### 33 **Aquifer Concerns and Observed Conditions**

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

36

#### 37 **Water Quality**

#### 38 **Seawater Intrusion**

39

40 One of the most common *groundwater* quality concerns for Islands or other  
41 saltwater shorelines is saltwater intrusion, which is the movement of saltwater into  
42 a freshwater *aquifer*. Where the source of saltwater is marine water such as  
43 Puget Sound, this process is known as seawater intrusion. Seawater intrusion  
44 occurs when the saltwater/freshwater interface moves inland from offshore.  
45 Freshwater is less dense than saltwater and so freshwater will float above

1 saltwater. It is the pressure of the overlying freshwater that keeps the interface  
2 offshore. Excessive pumping or overuse of the overlying freshwater will pull the  
3 interface toward the shoreline and possibly inland.

4  
5 Some of our *aquifers* such as the *shallow* Perched and Semi-Perched *aquifers*  
6 are, generally, not in contact with saltwater and, therefore, generally not  
7 susceptible to seawater intrusion (an exception being where these *aquifers* are  
8 present near the shoreline).

9  
10 The Sea Level *Aquifer* and our deeper *aquifers* can be susceptible. How  
11 susceptible can vary from *aquifer* to *aquifer* and, even within the same *aquifer*,  
12 depending upon local conditions.

13  
14 In order to monitor for potential seawater intrusion, the most common practice is to  
15 measure chloride concentration and specific conductivity in *groundwater*. The  
16 City's *Groundwater* Management Program conducts annual chloride sampling in  
17 *aquifers* or wells susceptible to seawater intrusion. The established Early Warning  
18 Level, or EWL, is a chloride concentration >100 mg/L or any 4 consecutive  
19 samples showing an increasing trend. To date, no wells in the City's monitoring  
20 network (including Kitsap Public Utility District and the City's Water Utility wells)  
21 exceeded the EWL, and no trends in chloride results were noted.

22  
23 Chloride concentrations typically varied between 2 mg/L and 15 mg/L. Results in  
24 2013 and 2014 in the Fletcher Bay *Aquifer* indicate slightly elevated chloride  
25 above historic baseline concentration, but not upward trending results. However,  
26 these *should* be monitored for continued changes.

27  
28 Additionally, the City's *groundwater* model was run by USGS in 2010 and updated,  
29 recalibrated and run again by Aspect Consulting in 2016 to examine the potential  
30 for seawater intrusion under different water production (e.g., growth) scenarios.  
31 Model projections indicated no seawater intrusion. It *should* be noted that the  
32 model is designed to observe regional scale conditions, but the scale is not fine  
33 enough to assess very localized conditions such as one or two wells along the  
34 shoreline. Therefore, it is important to continue to monitor in vulnerable areas to  
35 catch potentially developing local conditions.

36  
37 One example is an elevated chloride level measured in one well in the Seabold  
38 area in 2006 prior to the development of the City's *Groundwater* Management  
39 Program. As there was no established program in place at the time, there was no  
40 immediate follow up sampling/study to confirm seawater intrusion rather than a  
41 source other than seawater intrusion. Other common sources of chloride in  
42 *groundwater* include connate, or very-old, *groundwater*, septic system effluent,  
43 very hard *groundwater*, windblown sea spray, and *recharge* from irrigation,  
44 agricultural practices, and well disinfection.

45  
46 Chloride from any of these sources can result in elevated levels of chloride in an  
47 *aquifer* or well. Erroneously interpreting chloride concentration data without more  
48 detailed study may result in what is called a "false positive," where a test identifies a

1 problem that does not in fact exist. That is why follow up investigation using site-  
2 specific assessments, is necessary before seawater intrusion can be confirmed. The  
3 City, the Kitsap Public Health District, and the Kitsap Public Utility District have  
4 teamed up to scope a localized, focused study in the Seabold area for potential  
5 funding in 2017.

### 6 7 **Nitrate**

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

16  
17 High nitrate levels in *groundwater* can also indicate the possibility that other  
18 contaminants may be present in the water such as bacteria or pesticides.

19  
20 The typical sources of nitrate in *groundwater* include the application of fertilizers and  
21 pesticides, mostly from agricultural row crop farming, but commercial and *residential*  
22 *use* can be significant sources as well (such as lawns, parks, golf courses, ballfields,  
23 nurseries, and extensive gardens). Other sources include industrial processes and  
24 wastewaters, the land application of wastewater treatment plant sludge or biosolids,  
25 and on-site septic system returns.

26  
27 Although the *Groundwater* Management Program does not, at present, routinely  
28 monitor nitrate in *groundwater*, the City's consultant examined nitrate data from the  
29 Kitsap Public Health District (KPHD) as part of the 2015-2016 assessment. Nitrate  
30 data were not found to exceed EPA's MCL of 10 mg/L. Nitrate data for Group A and  
31 B public wells and exempt wells did not indicate any trends. Data submitted to KPHD  
32 for exempt wells are typically single results and are insufficient to calculate any  
33 trends. However, the maximum result during the last 15 years (2000–2014) was 5.17  
34 mg/L in 2007. There are no apparent trends over time or geographically across the  
35 island.

### 36 37 **Other Water Quality Concerns**

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

### 43 44 45 46 **Sole Source Aquifer Designation**

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

4  
5 The Sole Source *Aquifer* Designation Program is an EPA program authorized under  
6 the Safe Drinking Water Act of 1974. Section 1424(e) defines a sole source *aquifer*  
7 as “the sole or principal drinking water source for the area and which, if  
8 contaminated, would create a significant hazard to public health.”

9  
10 The EPA more specifically defines a sole or principal source *aquifer* as one which  
11 supplies at least 50 percent of the drinking water consumed in the area overlying the  
12 *aquifer*, and that these areas have no alternative drinking water source(s) which  
13 could physically, legally, and economically supply all those who depend upon the  
14 *aquifer* for drinking water.

15  
16 The program and designation are specifically designed to protect the quality of  
17 drinking water by helping to prevent contamination of the *aquifer* system. It provides  
18 this protection by raising the level of awareness of the vulnerability of the *aquifer*  
19 system to contamination and our dependence upon the system as a drinking water  
20 supply.

21  
22 Further, it requires additional EPA scrutiny of federally-funded projects. EPA  
23 inspects proposed projects for potential to contaminate the underlying *aquifer*, and,  
24 where appropriate, requires modifications and mitigations to prevent contamination.

25  
26 However, this additional scrutiny applies to federally-funded projects only, and some  
27 projects such as highways and agriculture may be exempt if they meet criteria laid  
28 out in pre-established memorandums of understanding between the EPA, the  
29 Department of Transportation, the Department of Agriculture, or other agencies.

30  
31 **Water Quantity**  
32 **Water Levels**

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

39  
40 Individual well levels were reviewed for trends and compared against the EWL for  
41 safe yield. All wells were found to be below the EWL. Water levels in the *aquifers*  
42 did not indicate any *aquifer*-wide trends, and only two individual wells were noted for  
43 further review.

44  
45 An exempt well (25N/02E-21P03) in the Sea Level *Aquifer* showed an apparent  
46 average decline of approximately 0.56 feet/year over the 8-year period of record.

47  
48 However, further review of the water level measurement method history showed that it

1 changed twice over the period of record from a steel tape to a sonic water level meter  
2 and, then, back to steel tape. The results collected via sonic water level meter  
3 appeared to be inconsistent compared to the results before and after using the steel  
4 tape, a more rudimentary but more reliable measurement method. Therefore, the  
5 sonic level readings were removed from the analysis. Once removed, the remaining  
6 data were below the EWL. Water-use data were not available for the well. However,  
7 the well owner indicated to COBI that no known change in water use occurred over the  
8 period of record. Continued long-term monitoring of this well using the steel tape  
9 method, as planned by COBI, will determine if there is a significant trend in water level  
10 decline over time.

11  
12 Group A system well 'Island Utility Well #1' (25N/02E-34F07) in the Fletcher Bay  
13 *Aquifer* has shown an average decline of approximately 0.49 feet/year from 2004-2014.  
14 Although this does not yet exceed the EWL, it is very close to approaching it.  
15 Therefore, further monitoring and assessment are warranted. The well is situated next  
16 to two other Fletcher Bay *Aquifer* production wells (Island Utility Well #2, Island Utility  
17 Well #4) within the same water system. Production data have not been available for  
18 these wells, which makes it unclear if declines are related to changes in water use over  
19 the period. This system has just transitioned to operation by KPUD in mid-2015, and  
20 they are now reviewing available information to understand the current conditions  
21 within that water system.

22  
23 Additional data review will continue as the system *infrastructure* is updated to see if  
24 additional water use, system loss, or some other factor contributed to the historical  
25 decline. No other Fletcher Bay *Aquifer* wells monitored exhibited a similar declining  
26 trend, so it appears that this issue is specific to this well and not an *aquifer-wide*  
27 concern.

### 28 29 ***Aquifer System Carrying Capacity***

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

34  
35 To help provide some baseline information about these initial characteristics and  
36 expected impacts to the system due to *climate change*, Aspect Consulting conducted a  
37 system *carrying capacity* model assessment. The *aquifer* system *carrying capacity*  
38 assessment was based on those safe-yield indicators with EWLs described above  
39 using *aquifer* water levels and chloride concentration. The on-Island *groundwater*  
40 balance for the entire *aquifer* system (water budget) was also evaluated. The  
41 *groundwater* balance components do not have EWLs, but were evaluated to provide  
42 additional context on the predicted changes in *groundwater* conditions.

43  
44 Water Level Changes: The following rates of *groundwater* level change were based on  
45 comparing current and predicted *groundwater* levels in 100 years:

- 46  
47 • The Perched *Aquifer* system showed an average 0.10 foot per year of water level  
48 decrease at 25 locations simulated across the Island;

- 1 • The Semi-Perched *Aquifer* system showed an average 0.13 foot per year of water  
2 level decrease at 12 locations simulated across the Island;
- 3 • The Sea Level *Aquifer* system showed an average 0.09 foot per year of water level  
4 decrease at 49 locations simulated across the Island;
- 5 • The Glaciomarine *Aquifer* showed an average 0.02 foot per year of water level  
6 decrease at 6 locations simulated across the Island; and
- 7 • The Fletcher Bay *Aquifer* showed an average 0.15 foot per year of water level  
8 decrease at 9 locations simulated across the Island.

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

11  
12 Saltwater/freshwater Interface: The predictive model results indicated that,  
13 despite these slow declines, *groundwater* from the Bainbridge Island *aquifer*  
14 system flows to Puget Sound and keeps the freshwater/seawater interface at a  
15 distance from the Bainbridge Island shoreline. All wells within the Bainbridge  
16 Island shoreline maintained chloride concentrations less than 100 mg/L, and no  
17 trend in concentrations was observed based on predictive model results.

18  
19 Water Budget: Though the predicted *groundwater* level declines did not appear  
20 to induce seawater intrusion, they can have impacts on other components in the  
21 system such as discharge to *streams* to help maintain summertime flows.  
22 Therefore, it is important to examine the components of the system's water  
23 budget.

24  
25 Similar to a financial budget, a water budget represents a balance of inputs and  
26 outputs. If one component goes up or down, some other component(s) must go  
27 up or down to compensate. *Groundwater* balance components are typically  
28 difficult to measure directly (such as *recharge* and *groundwater* underflow). Thus,  
29 this *groundwater* balance assessment relies on modeling results without actual  
30 field measurements.

31  
32 Based on the 2011 USGS Report, the relationship between *groundwater* balance  
33 inputs and outputs for the Bainbridge Island *aquifer* system is shown in the  
34 following equation:

$$35 \quad R_{ppt} = W_{ppg} + D_{sw} + (GW_{ps} - GW_{kp})$$

36 Where:

37 Inputs include:

38  $R_{ppt}$  is precipitation *recharge*.

39 Outputs include:

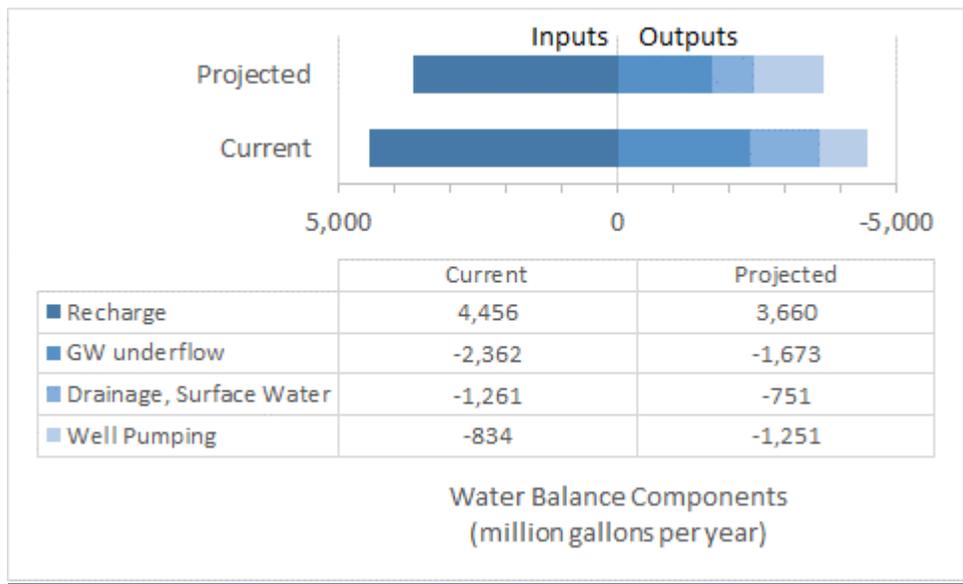
40  $W_{ppg}$  is *groundwater* withdrawals;

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

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

1 To balance the modelled 50-percent increase in *groundwater* withdrawals and the 20-  
 2 percent decrease in *recharge* due to *climate change*, the model showed projected  
 3 changes in *groundwater* drainage to surface water (approximately 40-percent  
 4 decrease) and lateral *groundwater* flow (approximately 24-percent decrease). Figure  
 5 6, excerpted from Aspect’s technical memorandum (*Bainbridge Island Groundwater*  
 6 *Model: Aquifer System Carrying capacity Assessment (Task 3 Scenario)*, 2016)  
 7 compares the water balance components under current and projected conditions,  
 8 based on model results.

9  
 10 The Bainbridge Island *groundwater* model results showed *aquifer* storage will be  
 11 reduced by approximately 11,000 million gallons between current and projected  
 12 conditions, reflecting the water level decreases described above. These *groundwater*  
 13 balance results *should* be carefully interpreted, considering that the limited grid  
 14 resolution may not be sufficient to accurately simulate *groundwater* discharge to  
 15 surface water, and that the model has not been calibrated to observed flows.  
 16



17  
 18 **Figure 2. Current and Projected Groundwater Balance Components.**

19  
 20 As shown in Fig. 2, well pumping (also called production) is the amount of water  
 21 taken out of the system through wells (water use). The 50% increase in this  
 22 component represents the expected increase in water use due to population growth.

23  
 24 Drainage to surface water is *groundwater* contribution to surface water features such  
 25 as *wetlands*, lakes, and *streams*. The 40% reduction shown here may have an  
 26 impact on maintaining summer baseflows and water temperatures. It is cautioned  
 27 that the model as it is currently constructed is not specifically designed to provide an  
 28 estimate as to how much stream flow will be impacted, but it could be modified to  
 29 answer specific questions around this topic in future model runs.

30  
 31 *Groundwater* underflow is the amount of *groundwater* that seeps or discharges into  
 32 Puget Sound at the shoreline. This value is influenced by the water levels in the

1 *aquifers*, and the reduction shown here represents the impact from project water  
2 level decreases. The key importance to this component is that there has to be  
3 enough underflow to provide the pressure to keep the saltwater/freshwater interface  
4 offshore and prevent seawater intrusion.

5  
6 *Recharge* is the portion of precipitation or rainfall that infiltrates the ground and  
7 reaches the *aquifer*. The estimated 20% reduction shown in the water balance  
8 accounts for *climate change* impacts.

9  
10 The amount of *groundwater* underflow and discharge to *streams* is driven by the  
11 geological makeup of the *aquifer* system. Therefore, we have no direct ability to  
12 control these budget components. Rather it is the components of well pumping and  
13 *recharge* that we have more ability to directly control. We can reduce well pumping  
14 by reducing our water use through aggressive water conservation measures.

15  
16 Though we cannot control precipitation patterns, we can take measures to enhance  
17 *recharge* through creative water capture and return measures (from the rain barrel  
18 scale to large scale *infrastructure*) and through protective *land use* measures such  
19 as *low impact development* and protection of *aquifer recharge areas* and other  
20 *aquifer* conservation areas.

## 21 22 **Aquifer Recharge Areas**

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

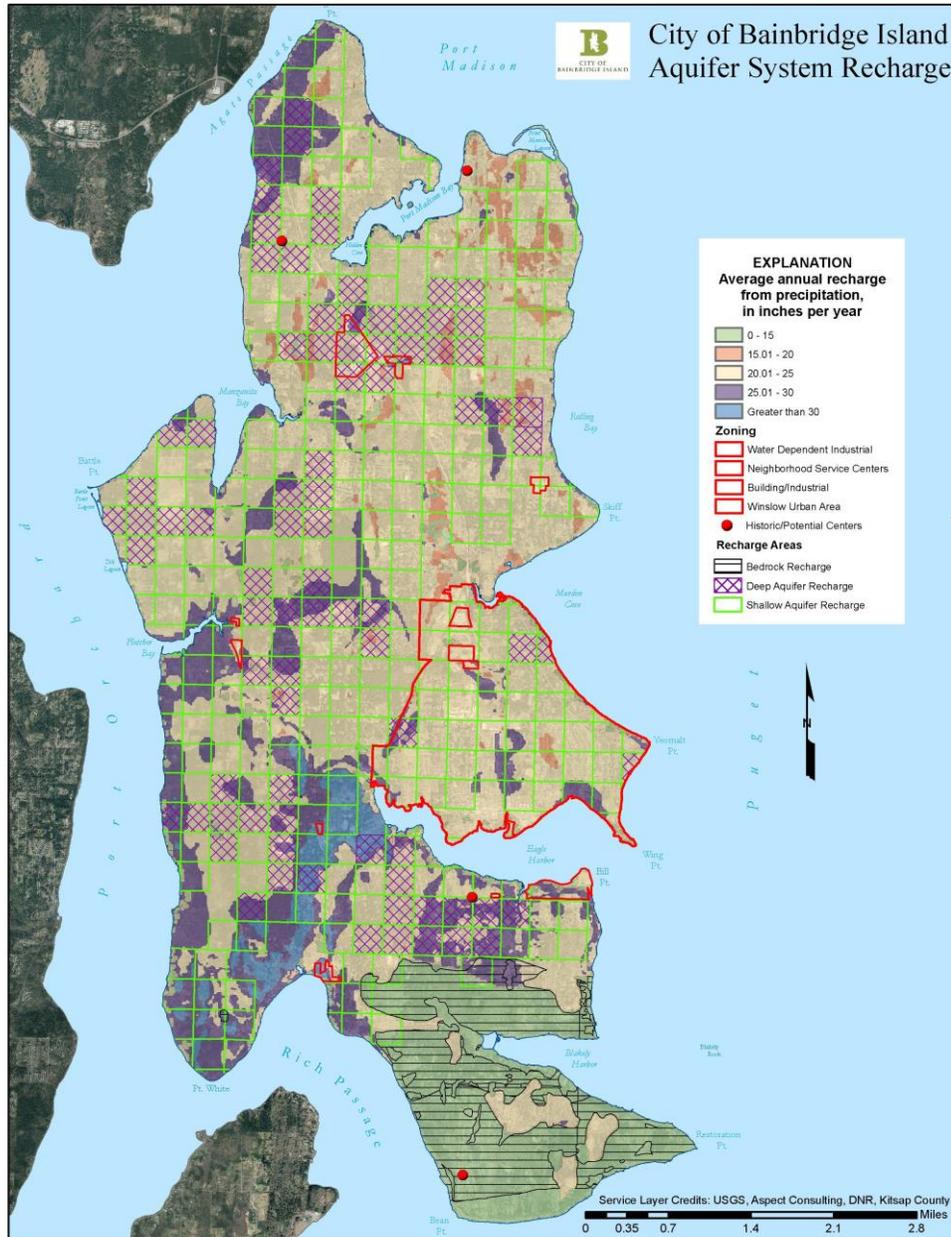
34  
35 Where development overlays *aquifer recharge areas*, special considerations need  
36 to be made to preserve the volume of *recharge* available to the *aquifer* and to  
37 protect the *groundwater* from contaminants such as nitrates, biocides and  
38 heavy metals found in septic systems and *stormwater runoff*. The most  
39 extensively used *aquifer* underlies 85% of the Island and occurs under all  
40 zoning classifications.

41  
42 To help the City assess *recharge* areas for special protection or designation, the  
43 model was run to determine *recharge* areas on the Island.

44  
45 The Bainbridge Island model results indicate that areas across much of the  
46 Bainbridge Island area may have a critical recharging effect on *aquifers* that are  
47 sources of drinking water. Primary findings include:

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

5 **Fig. 3 – Aquifer System Recharge**



- 6
- 7
- 8 • Not all *groundwater* on Bainbridge Island comes from *recharge* on Bainbridge  
 9 Island. Model results indicate several wells tapping the deeper *aquifers* withdraw  
 10 water that originates as *recharge* from areas on the Kitsap Peninsula and is greater  
 11 than 1,000 years old.
- 12 • Wells in deep *aquifers* (including the Glacio-Marine *Aquifer* and the Fletcher Bay  
 13 *Aquifer*) may withdraw water that originates as *recharge* relatively distant from the

1 wellhead and is greater than 100 years old. See Figure 3 above that shows the  
2 *recharge* areas for deep *aquifers* (cross-hatched area).

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

## 8 9 **Surface Water**

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

15  
16 The harbors and numerous coves around the Island host anchorage, moorage,  
17 marinas, boat launches, waterfront access, and swimming beaches. Eagle Harbor,  
18 specifically, hosts marinas which provide permanent moorage for live-aboards and an  
19 open water mooring and anchoring area for the Island's live-aboard community.

20  
21 In addition to providing forage and habitat for salmon, otter, sea lions, and waterfowl  
22 and swimming, boating, and fishing areas for people, the majority of the Island's  
23 shorelines and adjacent nearshore areas are designated commercial shellfish  
24 growing and harvest areas. Many shoreline residents recreationally harvest shellfish  
25 such as clam and geoduck as well.

## 26 27 **Watersheds**

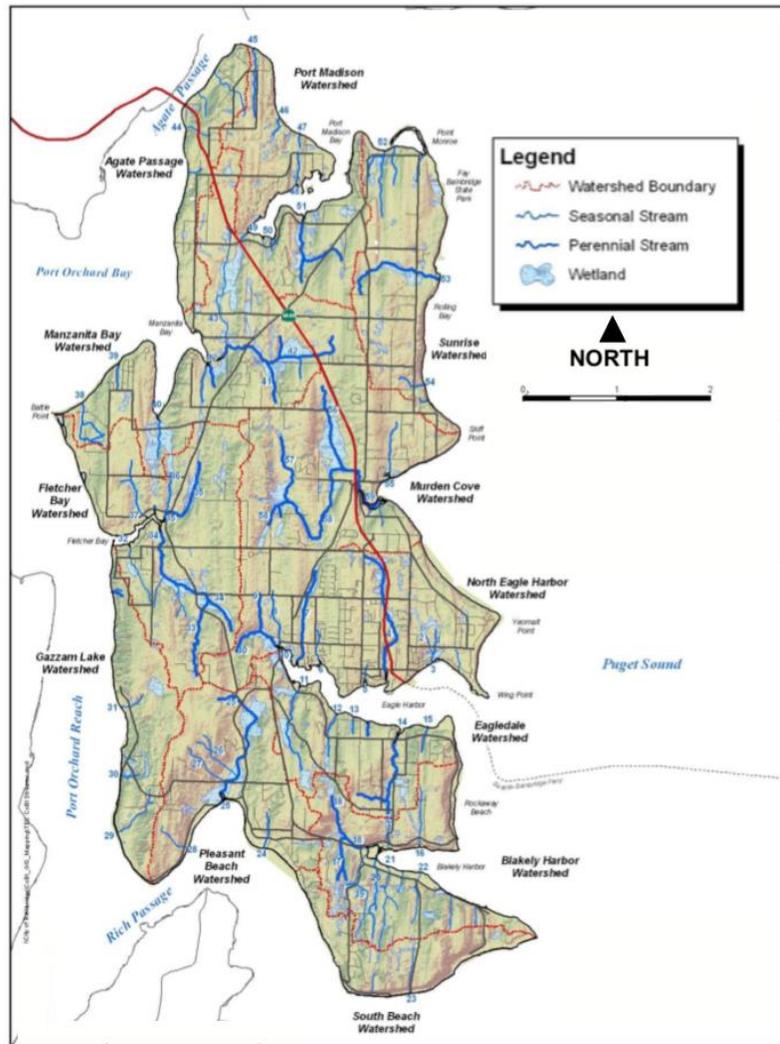
28 Surface water flows from high geographic points to lower elevations collecting in  
29 *streams* and *wetland* systems within the *watersheds* of the Island. *Watershed*  
30 boundaries are determined by Island topography where ridgelines define the  
31 boundaries.

32  
33 Bainbridge Island contains twelve distinct *watersheds* with 59 seasonal and  
34 perennial *streams* that contribute fresh water to Puget Sound (see Figure 4  
35 excerpted from the Water Quality and Flow Monitoring Program Final Monitoring  
36 Plan, 2008). Five harbors, twelve estuarine *wetlands*, one lake, 1,242 acres of  
37 *wetland*, 965 acres of tidelands (between mean high and mean low tide), and 53  
38 miles of shoreline comprise the remainder of the surface water system.

39  
40 Each surface water feature serves a critical function in preserving hydrologic  
41 connectivity within the *watershed*. Recent research is finding that even those  
42 features that are seasonal such as ephemeral or intermittent *streams* and  
43 seasonally-flooded *wetlands* are critical faunal and floral habitat providers,  
44 biogeochemical processors, and connectivity corridors.

1

Fig. 4 – Watershed and Stream names



2

3

4

5

6

## Stormwater

7

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.

11

12

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.

19

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

4  
5 Therefore, *stormwater* has long been considered, at best, a nuisance and flooding  
6 hazard to be collected and delivered downstream as quickly and efficiently as possible  
7 and, at worst, a waste stream to be collected and removed from the *watershed*.  
8 Existing land development methods and *stormwater* drainage system *infrastructure* are  
9 designed to do just that.

10  
11 However, as early as the year 2000, water-starved areas of the country started to view  
12 *stormwater* as a vital resource rather than a waste stream, first by limiting its generation  
13 by reducing *impervious surface*; then, retaining and infiltrating it on site where feasible;  
14 and, lastly, protecting it from pollution, capturing it, and reusing it to the maximum  
15 extent possible. On June 16, 2015, the California State Water Resources Control  
16 Board adopted an order that provides a framework to promote integrated *stormwater*  
17 capture and reuse to improve water quality, protect local beaches, and supplement  
18 water supplies. The new [*stormwater* discharge] permit focuses on using *stormwater*  
19 as a resource and encourages *green infrastructure* and *groundwater recharge*  
20 (*Stormwater Report, Water Environment Federation, June 2015*).

21  
22 The Pacific Northwest is not considered water-starved and local conditions are not  
23 nearly so dire as in California. However, *climate change* predictions suggest that local  
24 water supplies likely will see some reduction in *recharge*; rainfall patterns will further tax  
25 existing, ailing, and undersized drainage *infrastructure* and possibly diminish  
26 summertime stream flows and water quality; and warming temperatures will increase  
27 summertime stream temperatures. Therefore, local municipalities are, also, rethinking  
28 their view of *stormwater* and many have already started evaluating and planning for  
29 *climate change*, especially in *stormwater* drainage system maintenance and retrofit. In  
30 2009, Kitsap County adopted resolution 109-2009, *Creating Kitsap County “Water as a*  
31 *Resource” Policy*, in which the county resolved to treat all of its waters, including  
32 *stormwater*, as a vital resource, incorporating *low impact development* and water  
33 capture and reuse into all of its *land use* and utility management planning.

34  
35  
36 **Observed Surface and Stormwater Conditions**

37 **Department of Ecology Surface Water Quality Assessment**

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

44  
45 Ecology designates water bodies that frequently or consistently fail to meet standards or  
46 criteria as *Impaired*. Water bodies that only infrequently fail to meet standards are  
47 classified as *Waters of Concern* or *Sediments of Concern* if the sampled matrix was

1 sediment. These assessments use water, fish/shellfish tissue, habitat, and sediment  
2 data.

3

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

11

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

17

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

25

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

31

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

39

40

41

42

43

44

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

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

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

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

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

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

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

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

Waterbody	Parameter or Pollutant	2012	2014 (Proposed)
Eagle Harbor (Outer)	1,2,4-Trichlorobenzene	Impaired	Impaired
	1,2-Dichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
	2-Methylnaphthalene		
	2-Methylphenol		
	4-Methylphenol		
	Acenaphthene		
	Acenaphthylene		
	Anthracene		
	Arsenic		
	Benzo(a)anthracene		
	Benzo(a)pyrene		
	Benzo(g,h,i)perylene		
	Benzo(a)fluoranthene (b+k+j), Total		
	Benzoic Acid		
	Benzy Alcohol		
	Bis (2-Ethylhexyl) Phthalate		
	Bioassay		
	Butyl Benz 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		
Port Orchard Passage - Manzanita Bay	Benzy Alcohol	Sediments of Concern	Sediments of Concern
	1,2,4-Trichlorobenzene		
Puget Sound (Central) - Wing Point	1,2-Dichlorobenzene	Sediments of Concern	Sediments of Concern
	1,2-Dichlorobenzene		
	1,2,4-Trichlorobenzene		
	1,4-Dichlorobenzene		
	2,4-Dimethylphenol		
Puget Sound (Central) - Rockaway	Hexachlorobenzene	Sediments of Concern	Sediments of Concern
	Pentachlorophenol		
	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		

1

1 **Commercial Shellfish Growing Area and Recreational Harvest Area**  
2 **Assessment**

3 Department of Health (DOH) [routine bacterial and biotoxin assessments](#) of  
4 recreational shellfish harvest areas and commercial shellfish growing and harvest  
5 areas demonstrate a significant loss of designated uses. The entire east, north,  
6 and west shorelines are closed to recreational butter and varnish clam harvest, and  
7 the southern shoreline is closed to recreational varnish clam harvest. Only one  
8 small area around Point White is open to recreational harvest.  
9

10 Most commercial shellfish growing area around the Island is open to harvest.  
11 However, two segments of commercial shellfish growing areas along Agate  
12 Passage and Crystal Springs are currently closed due to bacterial contamination in  
13 shoreline drainages to include private drains, *stormwater* outfalls, and *streams*.  
14 Point Monroe Lagoon is restricted for commercial harvest, requiring that shellfish be  
15 transplanted to approved growing area waters for a specified amount of time in  
16 order to naturally cleanse themselves of contaminants before they are harvested for  
17 market. Commercial Geoduck Tract 07850 at Restoration Point was closed four  
18 times in 2012-2013 for biotoxin. Commercial Geoduck Tract 07000 at the mouth of  
19 Manzanita Bay has been closed 14 times in the last five years for biotoxin, and is  
20 currently closed at the time of this printing.  
21

22 In addition to annual commercial growing area reports, DOH publishes an annual  
23 threatened areas report to bring attention to monitoring sites where bacteria  
24 concentrations are close to exceeding the criteria. The [2015 report](#) (based upon  
25 2014 data) identified one monitoring site (#457) immediate outside of the north side  
26 of the mouth of Fletcher Bay as a threatened site and one site (#418) along the  
27 southern shore of Blakely Harbor as a site of concern.  
28

29 **Swimming Beach Assessment**

30 The Departments of Ecology and Health’s BEACH Program conducts [swimming](#)  
31 [beach monitoring](#) for bacteria during the swimming season (Memorial Day through  
32 Labor Day). Typically, bacteria levels in marine waters tends to be fairly low in the  
33 summertime. In fact, most beach closures on the Island have been associated with  
34 *sanitary sewer* spills such as the Kitsap Sewer District #7 Fort Ward spill in 2012,  
35 and the City’s sewer main breaks along the north side of Eagle Harbor in 2014.  
36

37 In 2015, three of the Island’s swimming beaches (Fay Bainbridge Park, Joel  
38 Pritchard Park, and Eagle Harbor Waterfront Park) were monitored. Bacterial  
39 concentrations in 2015 were acceptable, and there were no beach closures in 2015.  
40

41 **City Surface Water Quality Assessment**

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

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

3  
4 The Water Quality and Flow Monitoring Program (WQFMP) was pilot-tested in 2007-  
5 2008 and expanded to Island wide long-term status and trends monitoring in 2010.  
6 The program currently conducts routine monitoring for stream and *stormwater*  
7 chemistry, stream and nearshore sediment chemistry, rainfall, stream and *stormwater*  
8 flow, and stream biodiversity (benthic macroinvertebrates). Every five years, the  
9 program also conducts targeted storm event monitoring to assess *stormwater runoff*  
10 impacts in *streams* and nearshore marine waters.

11  
12 Although the program’s [Final Monitoring Plan](#) is comprehensive, staffing and funding  
13 are limited. Current monitoring gaps are *stormwater* best management practice  
14 effectiveness monitoring, lake monitoring, marine biological assessments (fish, aquatic  
15 macrophytes, phytoplankton, and benthic invertebrates), routine marine water  
16 chemistry, and freshwater and marine habitat assessments.

17  
18 The program released its first edition [State of the Island’s Waters](#) report in 2012 which  
19 summarized findings from data collected through Water Year 2011 (September 2011).  
20 Program staff are currently assessing data collected through Water Year 2015  
21 (September 2015) and working on a second edition of the report. The following  
22 summary reflects assessments completed at the time of this printing.

### 23 24 **Bacteria**

25 All of the seven nearshore marine waters monitored during WY2014 targeted storm  
26 event monitoring failed to meet the state criteria for fecal coliform bacteria, while 13  
27 (86%) of the 15 *streams* monitored on a monthly basis failed to meet the state criteria  
28 in WY2015. Given these results and the number of state listings for bacterial  
29 impairment (see Table 2 above), bacteria has proven to be the most prevalent  
30 pollutant in freshwater and marine water resources Island wide.

31  
32 As described above in *Commercial Shellfish Growing Area and Recreational Shellfish*  
33 *Harvest Area Assessment*, commercial shellfish harvest areas along approximately  
34 twelve miles of shoreline are currently closed due to elevated bacteria in shoreline  
35 drainages, and nearly the entire Island is closed to recreational harvest of varnish and  
36 butter clams due to the biotoxins usually associated with bacteria.

37  
38 Bacterial contamination is common to every season and every *watershed*, urban or  
39 rural, and its sources are as varied as the landscape itself. In rural *watersheds*, the  
40 most common sources of bacteria are failing septic systems, improperly-managed pet  
41 and livestock wastes, and wildlife. In urban *watersheds*, the most common sources  
42 are improperly-managed pet waste, improper food handling, poorly-maintained food  
43 waste receptacles, failing septic systems, poorly-maintained or failing *stormwater*  
44 drainage *infrastructure* (private and public), failing *sanitary sewer infrastructure*, and

1 illicit cross-connections between the *sanitary sewer* and the *stormwater* drainage  
2 systems.

3  
4 In marine environments, common sources of bacteria aside from discharges from  
5 upland sources are improper boat waste disposal, failing *sanitary sewer*  
6 *infrastructure*, and wildlife.

### 8 **Nutrients**

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

18  
19 Nuisance algal blooms have increased along eastern shorelines and harbors (see  
20 Ecology's [Eyes Over Puget Sound](#)). These blooms are not only aesthetically  
21 unpleasant, but dying and decomposing algae use up aquatic life-sustaining oxygen  
22 and render aquatic habitat unusable such as in Murden Cove and Point Monroe  
23 Lagoon which are covered year-round with ulvoid macroalgae (see Table 4 above).

24  
25 Though more study is needed to establish natural background levels for Island  
26 *streams* and it is well-understood that a significant amount of nitrogen-loading in  
27 Puget Sound comes from the ocean through the Strait of Juan de Fuca via tidal  
28 action, ecosystems with naturally high background levels are particularly sensitive  
29 to any additional loading from human sources.

30  
31 Aside from the natural sources of nutrients from forests and *wetlands*, human inputs  
32 include agricultural and residential fertilizers, phosphate-based laundry detergents  
33 and commercial washing agents, yard waste such as grass clippings and other  
34 vegetation dumped along shorelines and *streams*, failing residential septic systems  
35 (in some cases even functioning systems), failing municipal sewer *infrastructure*,  
36 and improperly handled pet and livestock waste.

### 37 38 **Ammonia**

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

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

### 8 **Sediment and Metals**

9 During rain events, sediment-laden *stormwater runoff* is a prominent pollutant on the  
10 Island. Not only does sediment cause excessive scouring and erosion, de-stabilizing  
11 *slopes* and stream banks and threatening property, but subsequent downstream  
12 deposition clogs stream bottoms, smothers fish eggs, and increases siltation rates in  
13 the Island’s harbors and bays. Sediment also reduces fish’s ability to find food and  
14 damages their gills as well.  
15

16 Though ambient or background levels of suspended sediment in *streams* and  
17 nearshore areas are generally quite low, monitoring results show significant increases  
18 in suspended sediment in *streams*, nearshore marine waters, and *stormwater* outfall  
19 discharge during intense rain events.  
20

21 Sediment-intolerant macroinvertebrate species (an important food source for fish)  
22 have diminished, some entirely, from half of the Island *streams* monitored, especially  
23 Ravine and Murden Creeks. In a recent King County assessment of the City’s stream  
24 macroinvertebrate sampling data, it was observed that all of the City’s sites typically  
25 had lower Fine Sediment Sensitivity Index scores than unimpacted reference sites,  
26 indicating that fine sediment may be a source of impairment to stream biological  
27 health.  
28

29 Grain size analysis of stream substrate sampled in 2008 and 2013 demonstrates a  
30 significant shift in grain size in three streams. Ravine Creek’s stream bottom shifted  
31 from 41.53% gravel, 56.79% sand, and 1.66% silt and clay in 2008 to 9.62% gravel,  
32 85.34% sand, and 6.42% silt and clay in 2013. Schel Chelb Creek’s stream bottom  
33 shifted from 82.66% gravel, 16.6% sand, and 0.29% silt and clay to 11.59% gravel,  
34 82.94% sand, and 5.47% silt and clay. Only Springbrook Creek substrate showed a  
35 “coarsening” shift from 30.26% gravel, 65.66% sand, and 4.08% silt and clay to 40.7%  
36 gravel, 57.09% sand, and 2.21% silt and clay.  
37

38 Equally concerning are the pollutants that sediment carries with it such as heavy  
39 metals. In King County’s stream macroinvertebrate assessment, it was observed that  
40 Ravine Creek had the highest Metals Tolerance Index score, indicating that metal  
41 pollution may be a source of impairment to stream biological health in that stream.  
42

43 Ambient heavy metal concentrations generally meet criteria. However, targeted storm  
44 event sampling in 2014 and 2015 revealed elevated metals concentrations in

1 stormwater runoff and exceedances in some streams and nearshore areas during  
2 heavy rain events. Stormwater, Springbrook Creek, and Issei Creek all exceeded  
3 acute aluminum criteria. Stormwater also exceeded acute criteria for zinc and chronic  
4 criteria for copper. Ravine Creek, Manzanita Creek, Springbrook Creek, and Issei  
5 Creek exceeded the chronic criteria for copper, and Springbrook Creek, Ravine Creek  
6 and Schel Chelb Creek exceeded chronic criteria for lead. More concerning, Schel  
7 Chelb Creek exceeded acute criteria for zinc and cadmium.

8  
9 Out of the seven harbors and bays sampled, only Eagle Harbor nearshore areas near  
10 the mouth of Ravine Creek/WSDOT Ferry Maintenance Facility and stormwater  
11 exceeded the chronic criteria, and for copper only.

12  
13 Anywhere soil is exposed to rain there is a risk of sediment-laden *runoff*. Construction  
14 sites, croplands, sand and gravel pits or accumulations, and any other cleared or  
15 grubbed land surfaces are all potential sources of sediment. Likewise, poorly-  
16 maintained parking lots, *stormwater* drainage systems, and roadways become  
17 significant sources of sediment, particularly sediment laden with heavy metals. Metals  
18 are also carried to *streams* from uncontrolled discharges from auto washing  
19 washwater and industrial discharges.

20  
21 *Climate change* may lead to an increase in landslide risk, erosion and sediment  
22 transport in the fall, winter, and spring seasons, while reducing the rates of these  
23 processes in the summer. Quantitative projections are limited, because of the  
24 challenge in distinguishing *climate change* impacts from factors such as development  
25 patterns and forest management.

26  
27 Sediments that line the bottoms of water bodies are considered the long-term “record-  
28 keepers” of pollutants that move through the water body as many of the pollutants  
29 settle to the bottom and remain in the sediment for some time. Stream and marine  
30 nearshore bottom sediments collected in 2008 and 2013 were analyzed for  
31 contaminant chemistry to include gasoline, diesel, semivolatiles, polyaromatic  
32 hydrocarbons (PAHs), and metals. None of the detected contaminants that have state  
33 or federally-established criteria exceeded marine or freshwater sediment criteria.

34  
35 Relatively few contaminants were detected in stream sediments. The most common  
36 were diesel range organics (specifically motor oil or lube oil) and Butyl Benzyl  
37 Phthalate. Motor oil or lube oil was detected in all 6 streams monitored in 2008 and 6  
38 of the 9 streams monitored in 2013. Sediments from one stream (Murden Creek)  
39 contained gasoline range organics as well, though at very low levels.

40  
41 Butyl Benzyl Phthalate (BBzP) is mostly used as a plasticizer for polyvinylchloride  
42 (PVC). However, it is commonly used as a plasticizer for vinyl foams, which are often  
43 used as floor tiles, and other uses such as traffic cones, food conveyor belts,  
44 and artificial leather. BBzP was not detected in any of the stream sediments analyzed

1 in 2008, but appeared as new detections in 8 of the 9 streams monitored in 2013  
2 though at very low levels.

3  
4 Additional contaminants were detected in two streams. In 2008 4-Methylphenol  
5 (antimicrobial agent) was detected in Schel Chelb Creek sediments, but at a level  
6 barely above detection limits. It was not detected in the 2013 sample. Dibutyl  
7 Phthalate was detected in the 2013 sample, but, again, barely above the detection  
8 limit.

9 Though not detected in the 2008 sample, Ravine Creek's 2013 sediment sample  
10 contained low levels of PAHs (Benzo(a)anthracene, Chrysene, Fluoranthene,  
11 Phenanthrene, and Pyrene) and Bis (2-Ethylhexyl) Phthalate. PAH's come from  
12 burning carbon-containing compounds. PAHs in air are produced by burning wood  
13 and fuel for homes. They are also contained in gasoline and diesel exhaust, soot,  
14 coke, and cigar and cigarette smoke. Foods that contain small amounts of PAHs  
15 include smoked, barbecued, or charcoal-broiled foods, roasted coffees, and sausages.

16 Due to its suitable properties and the low cost, Bis (2-Ethylhexyl) Phthalate (DEHP) is  
17 widely used as a plasticizer in manufacturing of articles made of PVC, particularly in  
18 medical supplies. Plastics may contain 1% to 40% DEHP. It is also used as  
19 a hydraulic fluid and as a dielectric fluid in capacitors. DEHP is also used as  
20 a solvent in glowsticks.

21 Significantly more contaminants were detected in marine nearshore sediments,  
22 especially PAH's. Eagle Harbor, Blakely Harbor, and Murden Cove had the highest  
23 number of detections, while Manzanita Bay, Fletcher Bay, Hidden Cove, and Pleasant  
24 Beach Cove had fewer detections. However, nearly all of the detected PAH's  
25 decreased in concentration or fell below detection limits between 2008 and 2013 in all  
26 of the nearshore areas sampled.

27 Similar to stream sediments, motor oil or lube oil was detected in all of the nearshore  
28 areas sampled. Additionally, gasoline range hydrocarbons were detected in the  
29 nearshore area adjacent to the monitored stormwater outfall (OFL169), though barely  
30 above the detection limit.

31 Also similar to stream sediments, plasticizers DEHP and/or BBzP were newly detected  
32 or detected at increasing concentrations in all 9 nearshore areas sampled in 2013.

33 Although none of the contaminants exceeded sediment criteria where such criteria  
34 exists, it is prudent to continue to monitor over time for either new occurrences of a  
35 contaminant or an increase in a contaminant level, indicating potential developing or  
36 ongoing contaminant input.

37  
38  
39

1 **In-situ Physical Chemistry**

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

8  
9 Several *streams* that had historically maintained acceptable water temperatures  
10 year-round, have started to exceed temperature criteria during the summertime  
11 since 2012 with excursions occurring more frequently over time. These *streams* are  
12 Hawley (East and West Forks) Springbrook, Schel Chelb, Linquist, Gazzam Lake,  
13 and Mac’s Dam Creeks. Two nearshore areas (Eagle Harbor at Ravine Creek, and  
14 Murden Cove) frequently exceed temperature criteria as well.

15  
16 Continuous temperature and dissolved oxygen sensors were deployed in three  
17 separate reaches of Murden Creek as part of the 2013-2015 Murden Cove  
18 *Watershed* Nutrient and Bacteria Reduction Project. Summertime daily maximum  
19 temperatures at all three locations exceeded the criteria with temperatures  
20 increasing and exceeding criteria more often in the downstream reach. Similarly,  
21 summertime daily minimum dissolved oxygen levels exceeded criteria at all three  
22 sites. However, upstream reaches only infrequently exceeded criteria during the  
23 summertime, while oxygen levels were significantly lower in the downstream reach  
24 and exceeded criteria year-round.

25  
26 Despite observed improvements in some water quality parameters such as  
27 phosphorus and bacteria over the project period, in-stream chemistry stayed the  
28 same or worsened. This indicates that the impact is most likely habitat driven (lack  
29 of canopy cover, reduced or absent buffers, lower summertime stream flows) rather  
30 than an illicit discharge of polluted water.

31  
32 These excursions in physical chemistry, especially temperature and dissolved  
33 oxygen, significantly impair these waters’ ability to support aquatic life.

34  
35 **Flow and Land use Impacts on the Biological Community**

36 Hydrology is perhaps the most fundamental driver of physical, chemical, and  
37 biological processes in streams and is often considered a “master variable”  
38 controlling geomorphology, substrate stability, faunal and floral habitat suitability,  
39 thermal regulation, metabolism, biogeochemical cycling, and the downstream flux of  
40 energy, matter, and biota [Power et al. 1988; Resh et al. 1988; Poff and Ward 1989;  
41 Poff 1996; Poff et al. 1997; Dodds et al. 2004](McDonough, Hosen and Palmer,  
42 2011).

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

5  
6 Flow data analysis showed that stream flows increase more quickly following rain  
7 events and generally have higher peaks than would be expected under forested  
8 conditions. These results were generally consistent with increasing levels of  
9 urbanization upstream of each gauge and consistent with other data collected in other  
10 Puget Sound *watersheds*.

11  
12 The average Benthic Index of Biotic Integrity (B-IBI) scores spanning all years of data  
13 were very poor for Ravine Creek; poor for Issei, Murden, and Whiskey Creeks; and fair  
14 for Cooper, Manzanita, Springbrook, and Woodward Creeks. None of the eight sites  
15 investigated had average scores that showed good or excellent stream benthic  
16 communities, although two sites (Cooper and Springbrook) did have individual  
17 sampling years that had good scores. Again, these data were generally consistent  
18 with the level of development in the study *watersheds* and with data collected in other  
19 Puget Sound *watersheds*.

20  
21 Five statistically significant upward or downward B-IBI component metric trends were  
22 identified at four creek sites. Two Murden Creek site metrics showed a worsening  
23 trend in species diversity and percentage of pollution tolerant species versus intolerant  
24 species. Manzanita Creek showed an improving trend in species richness and both  
25 Cooper and Issei Creek showed an improving trend in percentage of pollution  
26 intolerant species versus tolerant species.

27  
28 King County also examined three additional benthic macroinvertebrate diagnostic  
29 metrics for organic pollution (i.e., animal waste including human waste), fine sediment,  
30 and metals. The Fine Sediment Sensitivity Index was generally lower at all Bainbridge  
31 sites relative to reference sites, suggesting that fine sediment inputs may be a factor in  
32 benthic impairment in these *streams*. If confirmed through evaluation of sediment  
33 conditions at these sites, the cause is unlikely related exclusively to development as  
34 some of the stream basins are relatively undeveloped. It is possible that at least in  
35 some instances, past *land use* (e.g., historical logging and *farming* activities) is a  
36 factor in causing excess sediment to be (or to have been) delivered to these *streams*.  
37 Any development within these basins may also be a contributing factor as well;  
38 potentially delivering fine sediment through construction and land clearing activities  
39 and through stream bank erosion resulting from increased peak flows.

40  
41 All three diagnostic metrics and the flashiness hydrologic metrics indicate that Ravine  
42 Creek is suffering from multiple stressors that potentially include organic and metal  
43 pollution, geomorphic alteration, and flashier flows, all typical of an urban stream.

1 There was only one statistically significant upward or downward trend in these three  
2 additional metrics – an improving trend in metals-intolerant species in Issei Creek.  
3

#### 4 **Habitat**

5 As stated above in *City Surface Water Quality Assessment*, limited resources  
6 prevent the City’s monitoring program from actively monitoring for freshwater and  
7 marine water habitat assessment aside from limited sediment sampling in select  
8 stream and adjacent nearshore areas (addressed above in Water and Sediment).  
9 Most of what we know about our nearshore marine habitat and freshwater habitat is  
10 based upon work by non-profit entities such as the Bainbridge Island Land Trust,  
11 the Puget Sound Restoration Fund and the Bainbridge Island *Watershed* Council  
12 and outside agencies such as Washington State Department of Fish and Wildlife  
13 (WDFW), Washington State Department of Natural Resources (DNR), Ecology,  
14 Wild Fish Conservancy, and the Suquamish Tribe. Limited *land use/land cover*  
15 information is available through aerial photography and light detection and radar  
16 (*LIDAR*) technology, as well.  
17

#### 18 **Land cover**

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

24 *Land use* type does not vary widely by any great degree across the island due to a  
25 low percentage of industrial or commercial land development and the lack of  
26 available or developed *farm/range* land. The island’s *land use* is consequently  
27 dominated by *residential uses* (75%). Other *land uses* such as recreation land (7%),  
28 agricultural (6%), transportation corridors (6%), commercial/light manufacturing  
29 (2%), *forest land-use* (2%) and public facilities (2%), make up the remainder of the  
30 *land use* as a percentage of the total acreage on the island. With a total overall  
31 population of 23,630 the greatest population *density* occurs at the towns of  
32 Winslow, Island Center, Lynwood Center and around the coastline of the island.  
33 Outside of urbanized areas, the Island is generally characterized by scattered, small  
34 communities, homes on acreage, and large parcels of undeveloped land.  
35

#### 36 **Stream type**

37 In 2014, the Wild Fish Conservancy (WFC) completed stream typing for Bainbridge  
38 Island as part of the [West Sound Watersheds, Kitsap Peninsula \(WRIA 15\) Stream](#)  
39 [Typing Project](#).  
40

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

1 and extent of fish habitat, the effectiveness of state and local government fish  
2 habitat protection regulations is compromised. More information about the water  
3 typing process and its significance is available at:  
4 <http://wildfishconservancy.org/resources/maps/what-is-water-typing>.”  
5  
6 WFC classified fish and fish habitat in Island *streams* and ground-truthed regulatory  
7 maps of stream presence and location, identifying an additional 25 previously  
8 unknown/unmapped miles of stream with 698 acres of previously unprotected  
9 habitat buffer on Bainbridge Island. The City is currently using WFC’s updated  
10 stream data.

**Figure 6. City of Bainbridge Island Watershed Land Cover Statistics**

<u>Watershed Name /Code</u>	<u>Watershed Area (Acres)</u>	<u>Watershed Size Ranking</u>	<u>Breakdown of Total Watershed Landcover (% of Total Area)</u>								
			<u>Forest</u>	<u>Wetlands</u>	<u>Natural</u>	<u>Grass &amp; 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 / EGDL</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>
<b><u>TOTAL ACREAGE</u></b>	<b><u>17,471.95</u></b>	<b><u>-</u></b>	<b><u>12,760.44</u></b>	<b><u>333.49</u></b>	<b><u>13,093.92</u></b>	<b><u>1,194.76</u></b>	<b><u>1,089.27</u></b>	<b><u>1,994.28</u></b>	<b><u>4,278.31</u></b>	<b><u>74.84</u></b>	<b><u>24.88</u></b>

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)

1 **Fish Passage Barrier Inventory**

2 In 2014 the Washington Department of Fish and Wildlife (WDFW) completed fish  
3 passage assessments on Bainbridge Island *streams*. As part of this assessment,  
4 WDFW identified 43 total passage barriers (40 road crossings and 3 dams) and 45  
5 partial passage barriers (43 road crossings, 1 dam, and 1 miscellaneous) (see Figure  
6 7).

8 **Figure 7. WDFW Fish Passage Barrier Inventory**



9  
10 <http://wdfw.maps.arcgis.com/home/webmap/viewer.htm>

1



# GLOSSARY

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

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

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

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC365-195-070(6)]. The term "applies to the adequacy of the housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

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

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

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

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

1  
2 **Aquatic Resources:** Marine nearshore, wetlands, streams, lakes, creeks and  
3 associated vegetated areas.

4  
5 **Aquifer:** A body of soil or rock that contains sufficient saturated material to conduct  
6 groundwater and yield usable quantities of groundwater to springs and wells.

7  
8 **Aquifer Conservation Zone Regulations:** land use controls designed to protect the  
9 functions and values of Bainbridge Island's aquifers. These regulations may include  
10 the City's critical area regulations, the use regulations and standards of the City's  
11 Shoreline Master Program, the well-head protection requirements of Class A and B  
12 water systems, and the requirements or best management practices of future City  
13 enactments such as low impact development regulations or the standards and best  
14 management practices required by a Groundwater Management Plan.

15  
16 **Aquifer Recharge Area:** The geological formations in which an aquifer is replenished  
17 by the downward percolation of water. Critical recharging areas have the potential to  
18 effect potable water where an essential source of drinking water is vulnerable to  
19 contamination.

20  
21 **Arterial:** A major thoroughfare used mainly for through traffic rather than access to  
22 nearby property. Arterials generally have greater traffic carrying capacity than  
23 collector or local streets and are designed for continuously moving traffic.

24  
25 **Assisted Housing:** Multifamily rental housing that receives governmental assistance  
26 and is subject to use restrictions

27  
28 **Average Daily Traffic (ADT):** The average number of vehicles passing a point  
29 during a 24-hour period.

30  
31 **Base Density:** The maximum number of units within an area that can be built under  
32 the existing zoning without the use of Transferable Development Rights (TDRs) or a  
33 density bonus.

34  
35 **Best Available Science:** Current scientific information used in the process to  
36 designate, protect, or restore critical areas that is derived from a valid scientific  
37 process.

38  
39 **Bicycle Access:** An improvement designed to facilitate the use of bicycles, including  
40 bicycle trails, bicycle lanes and pedestrian/bicycle trails or pathways.

41  
42 **Bicycle Lane:** This facility provides a separate lane for bicycle use. The lane is  
43 clearly marked lane of travel on the side of a street or roadway, separated from the  
44 automobile by painted strips, curbs or buttons.

45  
46 **Bond and Levy Financing:** Local governments can raise revenues by selling tax-  
47 exempt municipal bonds or by increasing property taxes through property tax levies.

1 Bonds require a 60 percent voter approval; levies require a simple majority. The  
2 City can issue a limited amount of debt without voter approval. This is called limited  
3 general obligation or councilmanic debt. Voter approved bonds are retired with  
4 property tax revenues.

5  
6 **Capital Facilities Program:** A collection of planning and budget policies and  
7 documents working in concert to ensure capital projects are identified and prioritized  
8 in a manner that meets the needs of a growing population and promotes a safe and  
9 healthy community.

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

17  
18 **Capital Improvement:** A project to create, expand, or modify a capital facility. The  
19 project may include design, permitting, environmental analysis, land acquisition,  
20 construction, landscaping, site improvements, initial furnishings and equipment. The  
21 project cost must exceed \$25,000 and have a useful life of at least 5 years.

22  
23 **Capital Improvement Program (CIP):** A six-year plan for future capital  
24 expenditures that identifies capital projects packaging, timelines, and funding. The  
25 CIP is updated and adopted annually or biennially, along with the City's operating  
26 budget.

27  
28 **Carbon sequestration:** a term used to describe both natural and deliberate  
29 processes by which CO<sub>2</sub> is either removed from the atmosphere or diverted from  
30 emission sources and stored in the ocean, terrestrial environments (vegetation,  
31 soils, and sediment), and geologic formations.

32  
33 **Carrying Capacity:** The level of land use or human activity that can be permanently  
34 accommodated without an irreversible change in the quality of air, water, land, or  
35 plant and animal habitats. In human settlements, this term also refers to the upper  
36 limits beyond which the quality of life, community character, or human health,  
37 welfare, and safety will be impaired.

38  
39 **Climate resilience:** the capacity for a socio-ecological system to absorb stresses  
40 and maintain function in the face of external stresses imposed upon it by climate  
41 change.

1  
2 **Climate Change:** – Changes in average weather conditions that persist over multiple  
3 decades or longer. Climate change encompasses both increases and decreases in  
4 temperature, as well as shifts in precipitation, changing risk of certain types of severe  
5 weather events, and changes to other features of the climate system. (See  
6 [www.climate.gov](http://www.climate.gov))

7  
8 **Cluster Development:** A development design technique that concentrates buildings  
9 in specific areas on a site to allow the remaining land to be used for recreation,  
10 common open space, and preservation of environmentally sensitive areas. Cluster  
11 development allows the reduction of lot sizes below the zoning ordinance's minimum  
12 requirements if the remaining land is preserved as permanent open space.

13  
14 **Co-housing:** a type of residential community characterized by either attached or  
15 detached single-family dwelling units which may or may not be located on  
16 separate lots, and includes a common building, which may contain a large dining  
17 room, kitchen, lounges, meeting rooms, recreation and laundry facilities, storage,  
18 guest rooms, library, workshops, and/or childcare, to serve only the co-housing  
19 community.

20  
21 **Collector:** Roads which collect traffic from local access streets and convey it onto  
22 the arterial system.

23  
24 **Commercial Use:** An occupation, employment or other enterprise that provides  
25 goods or services for compensation.

26  
27 **Community Development Block Grant (CDBG) Program:** A federal funding  
28 program which provides annual funding for eligible local governments for housing  
29 and community development programs targeted primarily to low-income persons  
30 and neighborhoods.

31  
32 **Community Land Trust (CLT):** A model of homeownership where a developer  
33 (usually an affordable housing agency or nonprofit) sells a home to an income-  
34 qualified resident, but retains ownership of the land. The homeowner earns equity in  
35 the home, but not the land.

36  
37 **Commute Trip Reduction (CTR):** Washington State legislation passed in 1992  
38 requiring specified large employers in certain counties to reduce vehicle occupancy  
39 according to a specified time frame.

40  
41 **Comprehensive Housing Affordability Strategy (CHAS):** A document which is  
42 prepared annually to lay out housing affordability strategies that address the needs  
43 of homeless, low and moderate income people in ways that promote community and  
44 individual stability.

1 **Comprehensive Plan:** A generalized coordinated land use policy statement of the  
2 governing body of a county or city that is adopted pursuant to this chapter (RCW  
3 36.70A).

4  
5 **Concurrency Requirement:** A program to ensure that those public facilities and  
6 services necessary to support development shall be adequate to serve the  
7 development at the time the development is available for occupancy and use without  
8 decreasing current service levels below locally established minimum standards.  
9 (Under the GMA, only transportation facilities and services must satisfy the  
10 concurrency requirement.)

11  
12 **Conservation Easement:** A legal agreement that the property owner enters into to  
13 restrict uses of the land for purposes of natural resources conservation. The  
14 easement is recorded on a property deed, runs with the land, and is legally binding  
15 on all present and future owners of the property. ~~An easement granting a right or~~  
16 ~~interest in real property that is appropriate to retaining land or water areas~~  
17 ~~predominantly in their natural, scenic, open, or wooded condition; retaining such~~  
18 ~~areas as suitable habitat for fish, plants or wildlife; or maintaining existing land uses.~~  
19 ~~A tool for acquiring open space with less than full-fee purchase; the public agency~~  
20 ~~buys only certain specific rights from the owner. These may be positive rights,~~  
21 ~~giving the public rights to access to the land, or they may be restricted rights, limiting~~  
22 ~~the uses to which the owner may put the land in the future. Scenic easements allow~~  
23 ~~the public agency to use the owner's land for scenic enhancement such as roadside~~  
24 ~~landscaping and vista point preservation.~~

25  
26 **Conservation Villages:** A development form that concentrates housing on a  
27 relatively small portion of the total site, with the larger portion of the site left  
28 untouched as dedicated conservation area. The housing may take the form of  
29 common wall structures and/or detached units placed close by one another,  
30 situated to minimize the cost of running roads and serving utilities and maximizing  
31 the retention of scenic views, open space, natural contours, and vegetation. The  
32 techniques used to concentrate buildings may include reduction in lot sizes,  
33 building setback and/or bulk requirements. An increase in density may be  
34 considered only if appropriate limitations are placed on building footprint, bulk,  
35 shape, location, orientation or other site or building design details. The  
36 conservation open space is secured in perpetuity by deed restriction.

37  
38 **Context Sensitive Design:** Site, landscaping, architectural, or engineering design  
39 that is compatible with a development's setting, the contours of the land and natural  
40 systems on-site and immediately off-site, and that is compatible with the character,  
41 location and configuration of improvements and uses on adjacent properties.

42  
43 **Contract Rezone District:** A Contract Zoning District is a distinct area for which a  
44 special zoning designation is developed which reflects uses and/or conditions that  
45 are unique to that area, and which would affect future development of the land.

46  
47 **Core Area of Winslow:** The area within the Mixed Use Town Center District.

1  
2 **Cottage Housing:** A grouping of small, single family dwelling units clustered around  
3 a common area and developed with a coherent plan for the entire site. Cottage units  
4 typically have a shared common area and coordinated design and may allow  
5 densities that are somewhat higher than typical in single family neighborhoods.  
6 Cottage housing offers a degree of privacy and some of the benefits of single family  
7 housing combined with the lower cost and maintenance of attached housing. The  
8 clustered arrangement can contribute to a sense of community.

9  
10 **Cottage Industry:** An activity undertaken for gain or profit and carried on in a  
11 dwelling or building accessory to the dwelling. See Home Occupation.

12  
13 **Countywide Planning Policies:** A series of policies intended to guide the  
14 development of city and county comprehensive plans, including, but not limited to,  
15 the allocation of population and employment targets to cities. The GMA gives  
16 counties the authority to adopt County-wide Planning Policies.

17  
18 **Critical Areas:** Aquifer recharge areas, fish and wildlife habitats, frequently flooded  
19 areas, geologically hazardous areas, wetlands and streams.

20  
21 **Critical Habitat:** Identified by Washington State Department of Wildlife, Ecology and  
22 Fisheries or other source recognized by the City as habitat necessary for survival of  
23 endangered, threatened, rare, sensitive, monitor species or identified by Bainbridge  
24 Island as species of local significance.

25  
26 **Density:** The number of dwelling units allowed in a lot area.

27  
28 **Density Bonus:** Additional density provided to a developer to achieve certain policy  
29 objectives, such as the construction of affordable housing units. (The developer is  
30 allowed to build a certain amount {a percentage} above the base density in  
31 exchange for the provision of a certain number of affordable units.)

32  
33 **Designated Centers:** Those areas of the Island where the majority of the  
34 development and redevelopment should be located over the next fifty years.  
35 These include Winslow, Lynwood Center, Island Center, Rolling Bay, Sportsman  
36 Triangle and Day Road. See Fig. LU-1 Land Use Concept.

37  
38 **Development Regulation:** The controls placed on development or land use  
39 activities by a county or city, including, but not limited to, zoning ordinances, critical  
40 areas ordinances, shoreline master programs, official controls, planned unit  
41 development ordinances, subdivision ordinances, and binding site plan ordinances  
42 together with any amendments thereto.

43  
44 **Development Standards:** Requirements or standards imposed on development by  
45 regulation or ordinance under land use and environmental planning legislation.

1 **Downzoning:** A change in the zoning classification of land to a classification which  
2 requires less intensive development, such as a change from multifamily to single  
3 family or from commercial to residential. A change which allows more intensive  
4 development is upzoning.

5  
6 **Dwelling Unit:** A building or portion of a building that provides independent living  
7 facilities with provision for sleeping, eating and sanitation. The existence of a food  
8 preparation area within a room or rooms is evidence of the existence of a dwelling  
9 unit.

10  
11 **Economic capital:**

12  
13 **Financial capital** is any economic resource measured in terms of money used by  
14 entrepreneurs and businesses to buy what they need to make their products or to  
15 provide their services to the sector of the economy upon which their operation is  
16 based, i.e., retail, corporate, investment banking, etc.

17  
18 **Natural capital** consists of indispensable resources and benefits, essential for  
19 human survival and economic activity, provided by the ecosystem. Natural capital  
20 is commonly divided into (1) renewable resources (agricultural crops, vegetation,  
21 wildlife) and (2) non-renewable resources (fossil fuels and mineral deposits.)

22  
23 **Social capital** is a form of economic capital in which social networks are central,  
24 transactions are marked by reciprocity, trust and cooperation, and market agents  
25 produce goods and services not only for themselves, but for a common good. The  
26 term generally refers to (1) resources, and the value of those resources, both  
27 tangible (public spaces, private property) and the intangible (people), (2) the  
28 relationships among these resources, and (3) the impact that these relationships  
29 have on the resources in each relationship, and on larger groups.

30  
31 **Endangered Species:** A species or subspecies of bird, mammal, fish, amphibian,  
32 reptile or invertebrate for which the prospects of survival and reproduction are in  
33 immediate jeopardy from one or more causes, including loss of habitat, change in  
34 habitat, over-exploitation, predation, competition or disease.

35  
36 **Environmentally Sensitive Areas or ESAs:** Critical areas and their protective  
37 buffers and natural resource lands.

38  
39 **Erosion Hazard Area:** A landform or soil type subject to being worn away by the  
40 action of water, wind, freeze-thaw or ice and classified in accordance with the  
41 U.S.D.A. Soil Conservation Service, U.S. Geological Survey or Department of  
42 Ecology Coastal Zone Atlas.

43  
44 **Essential Public Facility:** Any facility meeting the definition of Essential Public  
45 Facility set forth in RCW 36.70A.200(1), now or as hereafter amended, any facility  
46 identified on the statewide list maintained by the Office of Financial Management.

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

4  
5 **Farm:** See Agricultural Land

6  
7 **Fish and Wildlife Habitat:** A seasonal range or habitat element with which a given  
8 species has a primary association, and which, if altered, may reduce the likelihood  
9 that the species will maintain and reproduce over the long-term. These include  
10 areas of relative density or species richness, breeding habitat, winter range, and  
11 movement corridors. These also include habitats of limited availability or high  
12 vulnerability to alteration, such as cliffs, streams and wetlands.

13  
14 **Flexible Lot Design Subdivision Process:** This process permits development  
15 flexibility that will encourage a more creative approach than lot-by-lot development,  
16 including lot design, placement of buildings, use of open spaces and circulation, and  
17 best addresses the site characteristics of geography, topography, size or shape.  
18 This method permits clustering of lots, with a variety of lot sizes, to provide open  
19 space and protect the Island's natural systems. The criteria for the layout and  
20 design of lots, including a minimum percentage of open space and a minimum lot  
21 size for each zone, will be set out in the zoning ordinance.

22  
23 **Forest Land:** Land used for growing trees, not including Christmas trees, for  
24 commercial purposes (as shown by record of income) that has long-term commercial  
25 significance; or unharvested forest land preserved in open space for the  
26 environmental benefits and maintenance of rural character.

27  
28 **Frequently Flooded Areas:** Lands subject to a one percent or greater chance of  
29 flooding in any given year. These areas include, but are not limited to, floodplains  
30 adjacent to streams, lakes, coastal areas, and wetlands.

31  
32 **Functional Classification:** A technique for assigning categories to transportation  
33 facilities based on a facility's role in the overall transportation system.

34  
35 **Functional Plan:** Detailed assessments of existing conditions, current and future  
36 facility needs, service targets, and projected funding. Such plans adopted by City  
37 Council are incorporated by reference into the Comprehensive Plan's Capital  
38 Facilities Element. Other local jurisdictions, such as the Bainbridge Island School  
39 District, Bainbridge Island Fire District, and Bainbridge Park District also prepare  
40 functional plans.

41  
42 **General Obligation Debt:** Local governments can raise revenues by selling tax-  
43 exempt municipal bonds and incurring debt. General obligation debt carries an  
44 unconditional promise by the local government to levy the taxes necessary to make  
45 the interest and principal payments required to retire the debt. General obligation  
46 debt is distinguished from limited obligation debt (also known as councilmanic

1 bonds), which does not require a vote of the people and is paid from general  
2 operating revenues.

3  
4 **Geologically Hazardous Areas:** Areas susceptible to erosion, sliding or other  
5 geological events and pose a threat to the health and safety of citizens when used  
6 as sites for incompatible commercial, residential or industrial development.  
7 Geologically hazardous areas include erosion hazard areas, landslide hazard areas,  
8 slopes and seismic hazard areas.

9  
10 **Goal:** An expression of a general, ultimate ideal to be sought. It reflects basic  
11 community values and establishes the basis for formulating policies.

12  
13 **Green Building:** A structure and use process that is environmentally responsible  
14 and resource efficient throughout a building's life cycle: from siting to design,  
15 construction, operation, maintenance, renovation, and demolition. Green buildings  
16 are designed to reduce the overall impact of the built environment on human health  
17 and the natural environment by efficiently using energy, water, and other resources;  
18 protecting occupant health and improving employee productivity; and reducing  
19 waste, pollution, and environmental degradation.

20  
21 **Greenhouse Gas (GHG):** A gas in an atmosphere that absorbs and emits radiation  
22 within the thermal infrared range and affects the temperature of the earth. Primary  
23 greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide,  
24 methane, nitrous oxide, and ozone. At present, the two primary sources of carbon  
25 dioxide emissions are from burning coal used for electricity generation and  
26 petroleum used for motor transport.

27  
28 **Green infrastructure:** Natural vegetation, landscape design, and engineered  
29 techniques that retain, absorb, and often cleanse stormwater runoff. By including  
30 such features throughout a community, stormwater and other runoff from wet  
31 weather or spring thaws is retained, absorbed, and often naturally filtered. Green  
32 infrastructure prevents or reduces the amount of runoff from flowing directly into  
33 storm drains where it can overwhelm the sewer system and end up contaminating  
34 local waterways.

35  
36 **Groundwater:** Subsurface or underground water resource.

37  
38 **Growth Management Act (GMA):** A Washington State law requiring urban counties  
39 and their cities to adopt comprehensive plans and to adopt development regulations  
40 and capital budgets to implement comprehensive plans. Legislation passed in 1990,  
41 amended in 1991, requiring counties of a certain size (and cities within them) to  
42 develop, among other items, urban growth boundaries, comprehensive plans, and  
43 concurrent funding plans.

44  
45 **Guiding Principle:** A high-rank order value guiding growth, development, and  
46 conservation of resources in the community. Guiding principles are derived from and  
47 provide extension of the aspirations and values described in the Vision Statement.

1 Guiding Principles provide policy direction to the Goals and Policies of the Elements  
2 in the Comprehensive Plan.

3  
4 **High Occupancy Vehicle (HOV):** Public transportation vehicles and private  
5 vehicles carrying no less than a specified number of passengers (usually set at 2 or  
6 3).

7  
8 **High Occupancy Vehicle Improvement:** Facilities or priority treatments, such as  
9 preferential signalization or queue bypasses, designed to encourage HOV usage.

10  
11 **High Occupancy Vehicle Lane (HOV Lane):** A lane of traffic designated for use by  
12 public transit vehicles and high occupancy private vehicles.

13  
14 **Historic Preservation:** Includes the protection, rehabilitation, restoration,  
15 identification, scientific excavation, and reconstruction of districts, sites, buildings,  
16 structures and objects significant in American and Washington state history,  
17 architecture, archaeology, or culture. (RCW 27.26.901)

18  
19 **Home Occupation:** An activity for gainful employment involving the manufacture,  
20 provision, or sale of goods and/or services as an accessory use. The home  
21 occupation is carried on in the dwelling unit or building accessory to the dwelling  
22 unit.

23  
24 **Homeless:** Persons whose primary nighttime residence is 1) a public or private  
25 place not designed for, or ordinarily used for, sleeping accommodations for human  
26 beings, or 2) a residence which is a publicly or privately operated shelter designed to  
27 provide temporary living accommodations.

28  
29 **Household:** One or more related or unrelated persons occupying a housing unit.

30  
31 **Housing and Urban Development, Department of HUD:** The federal Department of  
32 Housing and Urban Development which administers most federally sponsored  
33 housing and community development programs.

34  
35 **Housing types:** This term refers to the physical form, configuration or scale of  
36 housing, as opposed to an ownership pattern (i.e., rental vs. owned).

37 The list below groups housing types by the category of whether the housing units  
38 are detached, common wall, or stacked:

- 39  
40     ▪ **Detached housing,** includes one and two-story houses, ramblers, split-  
41 levels, cottages, cabins, accessory dwelling units, mobile homes, and  
42 carriage houses (unit over a garage);  
43  
44     ▪ **Common wall housing,** includes duplexes, zero lot line homes, rowhouses  
45 and townhouses; and  
46  
47     ▪ **Stacked housing,** includes two or three story garden apartments and mid-

1 rise, mixed-use structures with commercial ground floor uses and two or more  
2 stories of residences above.

3  
4 **Impact Fees:** Charges levied by the City against a new development for its pro-rata  
5 share of the capital costs of facilities necessitated by the development. The Growth  
6 Management Act authorizes the imposition of impact fees on new development and  
7 sets the conditions under which they may be imposed.

8  
9 **Impervious Surface:** Any material that substantially reduces or prevents the  
10 infiltration of water into previously undeveloped land. It includes surfaces such as  
11 compacted sand, limerock, or clay, as well as most conventionally surfaced streets,  
12 roofs, sidewalks, parking lots, and other similar surfaces or structures.

13  
14 **Income-qualified:** A description for a renter or owner of designated affordable  
15 housing unit, meaning that the entity managing the affordability has verified the  
16 potential resident's income to fall within the income ranges defined under  
17 "Affordable housing".

18  
19 **Infill Development:** Development usually consisting of either 1) construction on one  
20 or more lots in an area already developed or 2) new construction between two  
21 existing structures.

22  
23 **Infrastructure:** A term connoting the physical underpinnings of the built  
24 environment including, but not limited to, roads, bridges, transit, waste system,  
25 public buildings, and communications networks.

26  
27 **Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA):** Legislative  
28 initiative by the U.S. Congress restructuring funding for highway and transit  
29 programs. ISTEA authorized increased levels of highway and transportation funding  
30 and an enlarged role for regional planning commissions/MPOs in funding decisions.  
31 The Act also requires comprehensive regional long-range transportation plans  
32 extending to the horizon year of 2015.

33  
34 **Island Charter:** For purposes of the Bainbridge Island Comprehensive Plan the  
35 term is used to describe the special character of the Island - winding, narrow and  
36 vegetated roadways and forested areas, meadows, farms, and which contain much  
37 of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife  
38 habitat.

39  
40 **Kitsap Regional Coordinating Council (KRCC), formerly known as Kitsap**  
41 **Regional Planning Council (KRPC):** A Council formed in 1990 by agreement  
42 between Kitsap County and the cities of Bainbridge Island, Bremerton, Port Orchard  
43 and Poulsbo. The purposes of the council are 1) to provide a forum for cooperative  
44 decision making by the region's elected officials in order to bring about a continuous  
45 and comprehensive planning process, 2) to foster cooperation and mediate  
46 differences among governments throughout the region and 3) to maintain an  
47 ongoing planning program and coordinate actions to make the best use of the

1 region's resources and overcome problems of waste and pollution. In 1991, the Port  
2 Gamble S'Klallam Tribe and the Suquamish Tribe became members.

3  
4 **Land Use:** A term used to indicate the utilization of any piece of land. The way in  
5 which land is being used or may be used.

6  
7 **Land Owner Compacts:** Adjacent property owners collectively, aggregate and  
8 develop their properties under a unified development plan.

9  
10 **Landslide Hazard Areas:** Areas which are potentially subject to risk of mass  
11 movement due to a combination of factors, including historic failures, geologic,  
12 topographic and hydrologic features as identified in the Department of Ecology  
13 Coastal Zone Atlas.

14  
15 **Level-of-Service (LOS):** A rating of how well some unit of transportation supply or  
16 other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and  
17 sewer, park facilities) serves its current or projected demand.

18  
19 **LIHPRHA:** The Low-Income Housing Preservation and Resident Home Ownership  
20 Act of 1990, or LIHPRHA, is designed to preserve existing assisted housing for  
21 permanent low-income use. It provides incentives for current owners of assisted-  
22 housing projects to retain ownership for low-income use or to sell them to new  
23 owners who will agree to maintain the housing for low-income occupants for the  
24 remainder of its useful life.

25  
26 **Low Impact Development (LID):** A stormwater management strategy that  
27 emphasizes conservation and use of existing natural site features integrated with  
28 distributed, small-scale stormwater controls to more closely mimic natural hydrologic  
29 patterns in residential, commercial, and industrial settings. LID employs principles  
30 such as preserving and recreating natural landscape features and minimizing  
31 impervious surfaces to create functional and appealing site drainage that treat  
32 stormwater as a resource rather than a waste product. Practices that adhere to  
33 these LID principles include bio-retention facilities, rain gardens, vegetated rooftops,  
34 rainwater harvesting (rain barrels and cisterns) and permeable pavements.

35  
36 **Manufactured Housing:** A broad term including mobile homes, modular homes and  
37 other "factory built" housing. The main distinction is that manufactured housing is  
38 created in one or more parts in a factory and is designed and constructed for  
39 transportation to a site for installation on a permanent foundation and occupancy  
40 when connected to required utilities.

41  
42 **Master Plan:** A tool to implement the Comprehensive Plan which details land use  
43 and circulation plans for a particular area or particular site using the goals and  
44 policies contained in the adopted Comprehensive Plan.

45  
46 **Micro unit:** A small studio apartment; micro unit could include a fully functioning  
47 and accessibility compliant kitchen and bathroom or rely upon communal kitchen or

1 bathroom facilities.

2  
3 **Mineral Resource Lands:** Land which is primarily devoted to the extraction of  
4 gravel, sand, or valuable metallic substances.

5  
6 **Mixed Use Development:** The presence of more than one category of use in a  
7 structure, for example, a mixture of residential units and office or retail uses in the  
8 same building.

9  
10 **Mode Split:** The statistical breakdown of travel by alternate modes, usually  
11 expressed as a percentage of travel by auto, transit, etc. Mode split is frequently  
12 used to describe the percentage of people using private automobiles versus bus  
13 transit or other modes.

14  
15 **Multifamily:** A structure or portion of a structure containing two or more dwelling  
16 units.

17  
18 **Multi-modal Transportation System:** A system in which there is accessibility by a  
19 variety of travel modes, typically: pedestrian, bicycle, transit and automobile (Single  
20 Occupancy Vehicle and High Occupancy Vehicle - carpool/vanpool) and may  
21 include water and air transport as well.

22  
23 **Native Vegetation:** Plant species which are indigenous to the Puget Sound region.

24  
25 **Natural Resource Lands:** Agricultural, forest and mineral resource lands as defined  
26 in this section.

27  
28 **Neighborhood:** A small, predominantly residential area of the Island in which the  
29 residents share a common identity which may focus around an elementary school,  
30 park, community business center or similar feature.

31  
32 **Non-point Source Pollution:** Pollution that enters water from dispersed and  
33 uncontrolled sources (such as surface runoff) rather than through pipes.

34  
35 **Open Space:** Any area of land that provides physical or visual relief from the  
36 developed environment. Open space may be essentially unimproved and set aside,  
37 designated or reserved for public use or enjoyment, or for the private use and  
38 enjoyment of adjacent property owners. Open space may also consist of  
39 undeveloped areas, such as pastures, woodlands, greenbelts, wetlands, pedestrian  
40 corridors and other natural areas that provide visual relief from developed areas.

41  
42 Preservation of open space would 1) conserve and enhance natural or scenic  
43 resources, 2) protect streams or water supply, 3) promote conservation of soils,  
44 wetlands, beaches or tidal marshes, 4) enhance the value to the public of abutting or  
45 neighboring parks, forests, wild preserves, nature reservations or sanctuaries or  
46 other open space, 5) enhance recreation opportunities, 6) preserve historic sites, or  
47 7) preserve visual quality along highway, road and street corridors or scenic vistas.

1  
2 **Open Space Plan:** an adopted map that identifies those portions of Bainbridge  
3 Island which have the attributes and values of open space and which are candidate  
4 areas for protection and/or acquisition through city programs or regulations.  
5

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

10  
11 **Park-and-Ride:** A system in which commuters drive to a common location, park  
12 their vehicles, and continue travel to their final destination via public transit or  
13 carpooling/vanpooling.

14  
15 **Peak Hour:** The hour during which the maximum amount of travel takes place.

16  
17 **Peak Period:** The period during which the maximum amount of travel occurs.  
18 Usually about 7 to 9 a.m. and 4 to 6 p.m.

19  
20 **Pedestrian-orientation:** An area where the location and access to buildings, types  
21 of uses permitted on the street level and storefront design are based on the needs of  
22 the walking customers and residents. Reduces auto dependence and encourages  
23 the use of public transportation.

24  
25 **Peninsula Regional Transportation Planning Organization (PRTPO):** The  
26 Regional Transportation Planning Organization for Kitsap, Mason, Clallam, and  
27 Jefferson Counties. The PRTPO serves as a mechanism for coordinating  
28 transportation planning in and among those counties and as a conduit for federal  
29 and state transportation funds.

30  
31 **Performance Standards:** Regulations which establish standards of performance  
32 that are required of any use permitted in a given zoning district. For example,  
33 control over the type of a particular development in a particular zone may be  
34 accomplished by the establishment of standards which impose maximum levels of  
35 smoke, dust, noise, glare, traffic generation or other development impacts which  
36 must not be exceeded.

37  
38 **Permeability:** The rate at which water moves through undisturbed soil. It depends  
39 largely on the texture, structure, porosity and density of the soil.

40  
41 **Policy:** An agreed course of action adopted and pursued by decision makers for  
42 achieving one or several goals and objectives and which are used to guide the  
43 formulation of regulations and programs.

44 **Precautionary principle:** An approach to risk management, stating that if an activity  
45 carries a threat of causing serious harm to the public or to the environment, the

1 burden of proof that it should not be limited or prohibited falls on proponents of the  
2 activity.

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

6  
7 **Public Facilities:** Use of land which includes streets, roads, highways, sidewalks,  
8 street and road lighting systems, traffic signals, domestic water systems, storm and  
9 sanitary sewer systems, parks and recreational facilities, and schools.

10  
11 **Public Sewer System:** Any system which is owned or operated by the City, political  
12 subdivision of the state, or other approved ownership consistent of a collection  
13 system and necessary trunks, pumping facilities and a means of final treatment and  
14 disposal and under permit from the Department of Ecology.

15  
16 **Public Services:** Include fire protection and suppression, law enforcement, public  
17 health, education, recreation, environmental protection, and other governmental  
18 services.

19  
20 **Public Water System:** Any system or water supply intended or used for human  
21 consumption or other domestic uses where water is furnished to two or more  
22 hookups.

23  
24 **PUD (Planned Unit Development):** A development of land that is under unified  
25 control and is planned and developed as a whole in a single development operation  
26 or programmed series of development stages. Development through a PUD is a  
27 process in addition to the subdivision process, which permits development flexibility  
28 that will encourage a more creative approach than lot-by-lot development in design,  
29 placement of buildings, use of open spaces, circulation, and best addresses the site  
30 characteristics of geography, topography, size or shape.

31  
32 **Puget Sound Council of Governments (PSCOG):** Predecessor to the Puget  
33 Sound Regional Council. The former area-wide metropolitan planning organization  
34 (MPO) responsible for regional planning in the Puget Sound area. (See Puget  
35 Sound Regional Council.)

36  
37 **Puget Sound Regional Council (PSRC):** Current MPO for the Puget Sound region,  
38 including Snohomish, King, Pierce, and Kitsap Counties. The PSRC coordinates  
39 transportation planning in those four counties and allocates federal and state  
40 transportation funds. The PSRC is also responsible for coordinating transportation  
41 planning with air quality emissions requirements.

42  
43 **Pump Station:** A facility housing the equipment to pump water from or to a  
44 destination to counter gravitational forces. Pumping facilities are also employed to  
45 increase the pressure of the water as it travels through the system.

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

3  
4 **Purchase of Development Rights (PDRs):** A program which would permit an owner  
5 of property designated as a TDR "sending area" to sell the right to develop all or the  
6 unused zoned capacity of the property to a public entity or non-commercial entity,  
7 such as a land trust. In exchange, the seller of the PDR would extinguish the  
8 development right on the "sending area" by means of an easement.

9  
10 **Queue Bypass:** Route designed to provide a path for transit around traffic queues  
11 (or waiting lines), allowing transit to move to the head of traffic flow.

12  
13 **Recharge:** The process involved in the absorption and addition of water from the  
14 unsaturated zone to groundwater.

15  
16 **Residential Use:** Any land use that provides for living space. Examples include  
17 single family residence, multi-family residence, special residence mobile home park,  
18 boarding house, caretaker's quarters, accessory dwelling.

19  
20 **Right-of-way:** Land in which the state, county, city or other governmental entity  
21 owns the fee simple title or has an easement dedicated or required for a  
22 transportation or utility use. The right-of-way is the right to pass over the property of  
23 another. It refers to a strip of land legally established for the use of pedestrians,  
24 vehicles or utilities.

25  
26 **Runoff:** That portion of precipitation which flows over land surface and enters the  
27 storm drainage system during and immediately following a storm. The rapidity of  
28 runoff and the amount of water removed are affected by slope, texture (that is the  
29 structure and porosity of the soil surface) vegetation and prevailing climate.

30  
31 **Sanitary Sewer:** A facility that carries waterborne wastes of household, industrial  
32 and commercial users from the point of origin to treatment plant(s) for treatment and  
33 disposal.

34  
35 **Secondary Arterial:** Roads which link activity centers and convey traffic onto major  
36 arterials. Secondary arterials provide both mobility and access.

37  
38 **Secondary Treatment:** A wastewater treatment method that usually involves the  
39 addition of biological treatment to the settling, skimming and disinfection provided by  
40 primary treatment.

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

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

12 **Shoreline Management Act:** The Shoreline Management Act of 1971, Chapter  
13 90.58 RCW, as amended.

14 ~~**Shall:** Indicates an unequivocal directive.~~

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

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

23  
24 **Single Occupant Vehicle (SOV):** A vehicle carrying only the driver and no  
25 passengers.

26  
27 **Slope:** An inclined ground surface, the inclination of which is expressed as a ratio  
28 (percentage) of vertical distance to horizontal distance.

29  
30 **Special Needs Populations:** Individuals or families who require supportive social  
31 services in order to live independently for semi-independently.

32  
33 **Special Planning Area:** A Special Planning Area is an area which reflects uses  
34 and/or conditions which are unique to that area and would benefit from a local and/or  
35 neighborhood planning process. The Special Planning Area Process would address  
36 such issues as current use, future mix and location of uses and densities,  
37 transportation, public facilities, and services and amenities and protection of natural  
38 systems.

39  
40 **Storm Drain:** A system of gutters, pipes or ditches used to carry storm water from  
41 surrounding lands to streams, lakes or Puget Sound.

42

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

3  
4 **Stream:** Surface waters, which flow into or become connected with other surface  
5 waters generally at least once per year. Streams are classified in accordance with  
6 classification system established by the Washington State Department of Natural  
7 Resources, as modified by Bainbridge Island.

8  
9 **Subarea Plan:** An optional comprehensive plan feature authorized by the Growth  
10 Management Act. Subarea plans provide detailed land use policies for a geographic  
11 subset of a city.

12  
13 **Subdivision:** The division or redivision of land into five or more lots, tracts, parcels,  
14 sites or divisions for the purpose of sale, lease or transfer of ownership.

15  
16 **Substandard Housing:** A dwelling unit that does not meet the criteria for an  
17 acceptable standard of living, through lack of maintenance, age of unit, neglect, lack  
18 of plumbing facilities, kitchen facilities, or crowded conditions.

19  
20 **Sustainability:** Meeting the needs of the present without compromising the ability of  
21 future generations to meet their own needs.

22  
23 **Tiny House or Home:** A small dwelling, with a kitchen and bathroom, possibly  
24 mounted on wheels.

25  
26 **Transfer of Development Rights Program (TDRs):** A program which would permit  
27 an owner of property designated as a TDR "sending area" to sell the right to develop  
28 all or the unused zoned capacity of the property to the developer of a TDR "receiving  
29 area" who is allowed to add the capacity to the zoned capacity of the site. In  
30 exchange, the seller of the TDR would extinguish the development right on the  
31 "sending area" by means of an easement.

32  
33 **Transit:** Refers to a multiple-occupant vehicle operated on a for-hire, shared-ride  
34 basis, including bus, ferry, taxi, shuttle bus, carpool, or vanpool.

35  
36 **Transportation Demand Management (TDM):** Policies and programs to motivate  
37 people to use public transportation, such as bus pass subsidies, flex-time programs,  
38 and limiting free parking.

39  
40 **Transportation System Management (TSM):** An array of strategies intended to  
41 lead to a reduction in the number of vehicles using the road system while  
42 simultaneously serving the same number of travelers.

43  
44 **Threatened Species:** Any species which is likely to become an endangered species  
45 within the foreseeable future throughout all or a significant portion of its range.

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

3  
4 **Trip Assignment:** The process of determining route or routes of travel and  
5 allocating the zone-to-zone trips to these routes.

6  
7 **Trip Distribution:** The process by which the movement of trips between zones is  
8 estimated. The data for each distribution may be measured or be estimated by a  
9 growth factor process or by synthetic model.

10  
11 **Undeveloped Rights-Of-Way:** Any undeveloped portion of a right-of-way legally  
12 established for the use of pedestrians, vehicles or utilities.

13  
14 **Universal Design:** The designing of products and environments to be usable by all  
15 people, to the greatest extent possible, regardless of age, size, or abilities.

16  
17 **Upzoning:** A change in the zoning classification of land to a classification allowing  
18 more intensive development, such as a change from single-family to multifamily or  
19 from residential to commercial.

20  
21 **Urban Concentration:** An area within the urban growth boundary of Bainbridge  
22 Island in which urban level of development with urban levels of public services and  
23 facilities are concentrated.

24  
25 **Vehicle Miles Traveled (VMT):** A measurement of forecasting travel demand;  
26 equivalent to one car, bus or truck traveling one mile. VMT is the sum of an  
27 individual's vehicle trip lengths - in miles - made over a set period, divided by the  
28 number of affected individuals driving that period within the household, study area,  
29 zone or facility.

30  
31 **Vision:** A Vision is a narrative description of a preferred future, describing desired  
32 long-term qualities and characteristics of the community 20 or more years in the  
33 future.

34  
35 **Vision 2040:** Vision 2040 constitutes the multi-county planning policies for the  
36 region consisting of King, Pierce, Snohomish and Kitsap counties and the cities  
37 within those counties.

38  
39 ~~**Vision 2020:** The regional comprehensive vision for the central Puget Sound area~~  
40 ~~(King, Kitsap, Pierce and Snohomish Counties) adopted in 1990 by Puget Sound~~  
41 ~~Regional Council (PSRC). Vision 2020 describes linking high density residential and~~  
42 ~~employment centers throughout the region by high capacity transit, promoting a~~  
43 ~~multimodal transportation system.~~

44  
45 **Watercourse:** The areas to which surface and subsurface waters naturally flow and  
46 which form a continuous channel through which water descends to natural outlets.

1 A water course includes: a permanent stream; intermittent stream; river, brook,  
2 creek, channel or ditch for water, whether natural or man-made.

3  
4 **Water Re-use:** Using treated wastewater in place of drinking water for commercial  
5 irrigation and industrial processes. Also called wastewater reclamation.

6  
7 **Watershed:** The geographic region within which water drains into a particular river,  
8 stream or body of water. A watershed includes hills, lowlands and the body of water  
9 into which the land drains.

10  
11 **Wetland:** Those areas that are inundated or saturated by surface or groundwater at  
12 a frequency and duration sufficient to support, and that under normal circumstances  
13 do support, a prevalence of vegetation typically adapted for life in saturated soil  
14 conditions.

15  
16 ~~**Priority wetlands** are those identified in the City of Bainbridge Island Wetland~~  
17 ~~Inventory Phase II, Wetland Protection Strategies, March 22, 1993, prepared by~~  
18 ~~Sheldon & Associates.~~

## **A SURVEY OF BAINBRIDGE ISLAND HISTORY RELEVANT TO COMPREHENSIVE PLANNING**

The purpose of this survey is to provide a foundational historical perspective to aid community planning in better achieving the preservation of the multifaceted rich history of Bainbridge Island.

### **LAND**

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

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

### **PEOPLE**

The first people on Bainbridge Island were the Suquamish. There is no written record as to when they arrived, but artifacts and petroglyphs suggest that the Suquamish were here for almost 10,000 years. Most of what is known about Suquamish life on Bainbridge Island came from Europeans and pioneer settlers who explored the area and provided written and photographic records. Approximately 38 specific Suquamish communities have been catalogued on the Island, and all, with one exception, were on or near the coast.

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

named Eagle Harbor, Bill Point, Wing Point, Port Blakely, Port Madison, and Point Monroe.

Nonnative 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 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 immigrants, many Filipinos their managed the strawberry farms and businesses.

## **MODERN DEVELOPMENT**

Scheduled auto ferry service from the Island to Seattle had commenced in 1937, and had 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 1960s and 70s. Farming and local industries remained important, but were no longer the economic mainstay as were historically. A proposed major shopping center and housing development in the late 1980s 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 preservation of historic buildings and resources by a community is an ongoing autobiographical undertaking. The results of historic preservation choices become a valuable legacy for future generations to appreciate, learn from, and live by.

# ENVIRONMENTAL VISION

In 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 survived, a stronger community.

Monitoring and regulation of the impacts of human activities on the Island's natural resources has been successful in maintaining their resilience. 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. Public policies and many initiatives of citizens and businesses have been proactive in response to the anticipated effects of climate change and sea level rise, adapting where necessary and mitigating impacts to the extent possible.

# UTILITIES ELEMENT

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# UTILITIES ELEMENT

1

## INTRODUCTION

2

3 The Growth Management Act requires all comprehensive plans to include a utilities  
 4 element consisting of the general location, proposed location, and capacity of all  
 5 existing and proposed utilities, including but not limited to electrical lines,  
 6 telecommunication lines, drinking water and sewer and natural gas lines (RCW  
 7 36.70A.070(4)). On Bainbridge Island, these utilities are provided by the City of  
 8 Bainbridge Island, State regulated utilities, federally licensed communications  
 9 companies and a municipally franchised cable television company.

10

11 The City of Bainbridge Island provides some sewer and water services. Other public  
 12 and privately held water and sewer purveyors on the Island also provide services to  
 13 residents of the City. Private households provide for a large percentage of the City's  
 14 utility infrastructure with individual and on-site wells and septic systems. ~~Water and  
 15 sewer utilities and storm water infrastructure are discussed in detail in the Water  
 16 Resources Element.~~

17

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

21

22 Regional telecommunication telephone and electric utilities serve the City of  
 23 Bainbridge Island. The electric and telecommunication telephone utilities are  
 24 regulated by the Washington Utilities and Transportation Commission (WUTC).

25

26 A variety of federally licensed ~~cellular telephone communication~~ telecommunication  
 27 companies currently serve the City for telephone, cellular, internet and cable  
 28 television. ~~Cable television services are provided on Bainbridge Island by national a  
 29 regional providers and by one local company.~~

30

## UTILITIES ELEMENT VISION

31 The City of Bainbridge Island has ensured that all residents have reliable electric  
 32 power, telecommunications services to meet their needs, potable water, solid waste  
 33 and recycling services, and stormwater facilities that prevent flooding and erosion,  
 34 eliminating pollutants before the water enters Puget Sound. Coordinated water and  
 35 sewer systems serve the more densely populated areas. Many private homes on  
 36 larger lots rely on septic systems, but most are served by water purveyors that cover  
 37 broad areas of the Island.

38

# GOALS AND POLICIES

## ALL UTILITIES

On Bainbridge Island, utility service is provided by the City of Bainbridge Island, special purpose governments, State regulated utilities, federally licensed communications companies, and a municipally franchised cable television company.

The City shall plan for city-managed and, to the extent possible, for non-city managed utility services:

### GOAL U 1

~~Facilitate the provision of reliable utility service in a way that balances public concerns over the impacts of utility infrastructure, consumers' interest in paying a fair and reasonable price for utility products, the City's natural environment and the impacts that utility infrastructure may have on it, and the community's desire that utility projects be aesthetically compatible with surrounding land uses.~~ 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. [Modified Goal 2]

### 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. [Modified Goal 1]

### GOAL U 5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment. [Modified U 1.5]

### 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 3]

### 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. [Modified Goal 4]

**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. [Modified Goal 5]

**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.

**U-1.1**

~~The City shall develop a comprehensive plan for the undergrounding of Island distribution and communication utility lines using an incremental approach that prioritizes the work and maximizes opportunities with new construction. Costs would be in accordance with rates, regulations and tariffs on file with the Washington Utilities and Transportation Commission.~~

**U-1.2**

~~The City shall require undergrounding:~~

- ~~A. For distribution, service and communication lines within all new subdivisions; and~~
- ~~B. For new service lines on property where new construction or extensive remodeling is occurring; and~~
- ~~C. For new distribution and communication lines on existing rights-of-way where there are no existing overhead utilities.~~

~~**Discussion:** Utility lines include distribution lines, which are the main lines often located within public rights-of-way, and services lines, which feed off of the main or distribution lines and are often placed on private property.~~

**U-1.3**

~~The City shall encourage undergrounding of all existing utility lines, especially in residential areas, by the utility providers in accordance with applicable rates, regulations and tariffs. The City shall cooperate with the formation of local improvement districts (LIDs) to underground existing lines.~~

**U-1.4**

~~The City shall promote the location of compatible utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions to the public and to reduce the cost of utility delivery to the public.~~

**U-1.5**

~~The City shall require screening and/or architecturally compatible integration of all new above ground facilities (other than utility lines). Utility facilities shall be designed,~~

1 ~~constructed and used in a manner which minimizes visual incompatibility with adjacent~~  
2 ~~land uses.~~

3 **~~U-1.6~~**

4 ~~The City shall encourage pruning of trees and phased removal and replacement of~~  
5 ~~improperly located vegetation planted in the right-of-way. Pruning and trimming of~~  
6 ~~trees should be performed in an environmentally sensitive and aesthetically~~  
7 ~~acceptable manner and according to professional arboricultural specifications and~~  
8 ~~standards.~~

9 **~~U-1.7~~**

10 ~~The City shall facilitate the conversion to cost effective and environmentally sensitive~~  
11 ~~alternative technologies and energy sources.~~

12 **~~U-1.8~~**

13 ~~The City shall facilitate and encourage conservation of resources.~~

14 **~~U-1.9~~**

15 ~~The City shall require all utility facilities to be fully enclosed in buildings/structures,~~  
16 ~~where appropriate, which are aesthetically compatible with the area in which they are~~  
17 ~~placed and are landscaped accordingly.~~

18 **~~U-1.10~~**

19 ~~Utilities Development and improvement of utilities shall be compatible with the natural~~  
20 ~~constraints of slope, soil, geology, vegetation, wildlife habitat and drainage.~~

21 **~~U-1.11~~**

22 ~~When adverse impacts to the environment are considered likely as a result of a utility~~  
23 ~~project, the City shall use a preferred order of mitigation (avoid, minimize, rectify, etc.).~~

24 **~~U-1.12~~**

25 ~~All utility projects shall consider the following criteria when siting new facilities:~~

- 26 ~~• Land use compatibility.~~
- 27 ~~• Plan designation for surrounding areas.~~
- 28 ~~• Environmental impacts and opportunities to mitigate impacts.~~
- 29 ~~• Effect on agricultural, forested timber lands; critical areas; historic,~~
- 30 ~~archaeological and cultural sites.~~
- 31 ~~• Effect on designated open space areas.~~
- 32 ~~• Indirect and cumulative impacts.~~
- 33 ~~• Costs.~~
- 34 ~~• Potential health impacts.~~
- 35 ~~• Visual/aesthetic impacts.~~
- 36 ~~• Property values.~~
- 37 ~~• Screening/architectural compatibility.~~

1 **U-1.13**

2 ~~The City shall periodically review the state of scientific research on EMF or other~~  
3 ~~health concerns and make changes to policies if the situation warrants.~~

4 **GOAL 2**

5 ~~Facilitate the development of all utilities to accommodate the growth that is~~  
6 ~~anticipated to occur in the City of Bainbridge Island. Additions to and~~  
7 ~~improvements of utility facilities should occur at a time and in a manner~~  
8 ~~sufficient to serve planned growth.~~

9 **U-2.1**

10 ~~The City shall ensure that development regulations are consistent with the public~~  
11 ~~service obligations imposed upon utility providers by all laws.~~

12 **U-2.2**

13 ~~Utility providers should provide the same level of service to all Bainbridge Island~~  
14 ~~customers. Differences may occur based on technological or geographical~~  
15 ~~circumstances.~~

16 **GOAL 3**

17 ~~Process permits and approvals for utility facilities in a fair and timely manner~~  
18 ~~and in accord with development regulations.~~

19 **GOAL 4**

20 ~~When siting all utilities, providers shall comply with the overall goals of the~~  
21 ~~Comprehensive Plan, ensuring timely notice and public involvement regarding~~  
22 ~~any future projects.~~

23 **U-4.1**

24 ~~The City shall require the utility providers to solicit community input on the siting of~~  
25 ~~proposed facilities prior to seeking City approval.~~

26 **U-4.2**

27 ~~The City shall encourage utility providers to provide appropriate notice to the public of~~  
28 ~~the potential location for future major utility facilities.~~

29 **U-4.3**

30 ~~The City and utility providers shall provide timely and effective notice to each other of~~  
31 ~~the construction, maintenance of streets, roads, highways or other facilities, and~~  
32 ~~coordinate such work to ensure that utility needs are appropriately considered.~~

34 **POTABLE WATER (formerly “Drinking Water” in 2004 WR Element)**

35 Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap  
36 County Public Utility District, private for-profit water companies, not-for-profit

1 companies or homeowner associations, and private wells. All water providers must  
 2 comply with a variety of federal and state laws and regulations

### 3 GOAL U 10

4 The City shall for city-managed and, to the extent possible, for non-city managed utility  
 5 services, ensure sufficient, cost effective, reliable, and safe water utility service is  
 6 provided to the citizens of Bainbridge Island.

### 7 GOAL U 11

8 All water utilities shall operate in a manner that preserves and protects the water  
 9 resources of the Island.

#### 10 **Policy U 11.1 ~~WR 3.6~~**

11 All purveyors of public water systems shall depict water service areas on maps and  
 12 evaluate modifications to their system boundaries based on ~~the following criteria~~  
 13 maintaining sufficient and sustainable capacity to meet the present and future needs  
 14 of the service area.

- 15 ~~A. There is sufficient capacity to serve the area; and~~  
 16 ~~B. The service area modification does not limit the system from providing~~  
 17 ~~service to targeted growth areas; and~~  
 18 ~~C. Modification will serve a public need or the water system will benefit by such~~  
 19 ~~modification; and~~  
 20 ~~D. An analysis of the cumulative impacts to the water system resulting from~~  
 21 ~~providing service on an individual basis to single parcels beyond the current~~  
 22 ~~service area is provided.~~

#### 23 **Policy U 11.2 ~~WR 3.2~~**

24 As an approved Satellite System Management Area (SMA), the City may elect to  
 25 provide facilitate small water system management services by applying to the  
 26 Department of Health to be an approved Satellite System Management Area (SMA)  
 27 to other utility providers.

#### 28 **Policy U 11.3 ~~WR 3.3~~**

29 New development in previously unclaimed ~~unserved~~ water service areas ~~maybe~~  
 30 ~~required~~ should be encouraged to connect to existing public water systems. The City,  
 31 at its discretion, may require new water systems be dedicated to the City if the City  
 32 determines it is appropriate to accept, own and operate such systems .

#### 33 **Policy U 11.4 ~~WR 3.4~~**

34 Engineering specifications for new public water systems and expansions or  
 35 improvements to existing public water systems that are to be located within the public  
 36 City's rights-of-way shall meet standards set forth by the City. The City should adopt  
 37 standards that differentiate between urban and rural density fire flow requirements. A  
 38 differential policy is needed to promote cost effective water system upgrades by the  
 39 many small water systems on the Island.

**Policy U 11.5**

The City should 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**

The City should 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**

The City should conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. The City should pursue long-term consolidation of larger water systems under City ownership.

**Policy U 11.8**

The City should promote conservation measures through education and regulation with emphasis on reducing peak seasonal irrigation demand.

**PUBLIC SEWER****(formerly Public Sanitary Sewer in 2004 WR Element)**

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow areas and the Rockaway Beach, Pleasant Beach, and Lynwood areas (“the Southend System.”) The other, owned by Kitsap County Sewer District #7, serves the Fort Ward area.

The service area for the Winslow Public Sewer System is designated in the City’s General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment Plant. The sewer service area for the Southend System is also designated in the City’s General Sewer Plan. Treatment for this system occurs at the Kitsap County Sewer District #7 treatment plant pursuant to an interlocal agreement. [Current SSP 2.1]

**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 SSP 2.2**

Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

**Policy U 12.3 SSP 2.5**

Sewer connections shall not be mandated for use with existing septic systems that are fully functional and maintained, except as provided by law.

**Policy U 12.4 SSP 2.7 (modified)**

A new public sewer facility or major expansion of an existing public sewer facility may occur following development of a Comprehensive Plan amendment. In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries will be evaluated taking the following into consideration:

- a. Areas that have an environmental need for sewer due to 1) a group of documented failing septic systems; or 2) proximity to sensitive bodies of water that are unsuitable for on-site septic systems according to the Kitsap County Health District.
- b. Areas used or planned for development that serves a public need, such as a public school.
- c. Areas designated for commercial and mixed use.
- d. Areas designated for residential use at densities of four units to the acre (R4) or greater.
- e. Areas planned for an increase in density through a special planning area process.

**Policy U 12.5 SSP 2.8**

Re-use of treated wastewater for irrigation, recharge, ~~fire flow~~ and other non-potable uses should be considered in the planning and design of treatment facilities. These facilities shall be consistent with health and safety considerations and shall consider financial impacts to ratepayers and taxpayers.

**Policy U 12.6**

Consideration should be given to implementing methods to improve the quality of effluent discharged to the 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**

**(formerly stormwater management in 2004 WR Element)**

The City of Bainbridge Island utilizes its Storm and Surface Water Utility to operate and manage its stormwater runoff measures and facilities.

## GOAL U 13

Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.

### **Policy U 13.1 ~~SD 1.1~~**

~~The City should m~~**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 ~~SD 1.3~~**

~~The City should shall r~~**Require** new development to provide both on-site and off-site improvements necessary to avoid adverse ~~downstream~~ water quality and quantity impacts.

### **Policy U 13.3 ~~SD 1.3 & 1.4~~**

~~Whenever feasible the City should utilize~~ **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. [Combination of SD 1.3 and SD 1.4]

### **Policy U 13.4 ~~SD 1.5~~**

Stormwater systems should **be encouraged to** provide for removal of pollutants and sediment through bio-filtration or other means, ~~where appropriate and feasible~~.

### **Policy U 13.5 ~~SD 1.6~~**

Zoning and development design standards should 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 ~~SD 1.7~~**

Industrial, commercial, and agricultural land uses should **be encouraged to** manage surface water in a manner which prevents pollutants from entering ground or surface waters. [Current SD 1.7]

### **Policy U 13.7 ~~SD 1.8~~**

~~The city should c~~**Consider** a program of retrofitting existing roads with water quality and quantity stormwater system improvements in order to minimize pollution of natural drainage systems and the waters of the Puget Sound resulting from runoff from roadways. [Current SD 1.8]

**GOAL 5**

~~The City shall encourage cooperation with other jurisdictions in the planning and implementation of multi-jurisdictional utility facility additions, improvements and emergency response.~~

**U-5.1**

~~Decisions made regarding utility facilities shall be made in a manner consistent with and complimentary to regional demand and resources.~~

**U-5.2**

~~The City and PSE shall coordinate the formulation and periodic update of the utility element (and relevant implementing development regulations) with adjacent jurisdictions.~~

**U-5.3**

~~The City will work to facilitate communication and coordination between the appropriate jurisdictions and utility provider(s) for the timely restoration and provision of electric power services in the event of a major natural event or security concern.~~

**GOAL 6**

~~Encourage the joint use of utility corridors, provided that such joint use is consistent with limitations as may be prescribed by applicable law and prudent utility practice.~~

**U-6.1**

~~The City shall encourage the joint use of utility corridors as non-motorized trails in accordance with the City trails plan. The City and utility companies should coordinate the acquisition, use and enhancement of utility corridors for pedestrian, bicycle and equestrian trails and for wildlife corridors and habitat.~~

**U-6.2**

~~The City shall encourage the consolidation of utility facilities and communication facilities where feasible.~~

**GOAL 7**

~~The City shall continue to implement conservation measures within city-owned facilities.~~

**ELECTRICAL Goals and Policies**

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.

1 **GOAL U 14**

2 **Ensure adequate, cost effective and reliable, and environmentally responsible**  
3 **electric service to the citizens of Bainbridge Island.**

4 **Policy U 14.1 E-1.1**

5 The City should Plan together with the electric service provider to undertake energy  
6 efficiency improvements and shall recognize PSE's public service obligation to make  
7 additions to and improvements other alterations of electric utility facilities that to  
8 provide adequate capacity for planned future growth.

9 **Policy U 14.2 E-1.2**

10 The City should and PSE shall eEncourage the conservation of electrical energy,  
11 especially during periods of peak usage, and encourage energy saving building code  
12 strategies, local renewable energy, and other cost effective approaches to meeting  
13 the island's energy needs, including distributed energy systems.

14 **Policy U 14.3 E-1.3**

15 The City should shall encourage PSE the electric service provider to improve the  
16 reliability, with particular attention to mitigating impacts on service from storms or other  
17 natural events. of electric service for City residents so that it attains the average level  
18 of reliability of the PSE system.

19 **E-1.4**

20 ~~The City shall encourage PSE to improve the reliability of electric service for City~~  
21 ~~residents by implementing the City's Electrical Reliability Plan, including pursuing~~  
22 ~~planning and permitting for an 115 KV above-ground transmission line connecting the~~  
23 ~~Winslow and Murden Cove substations in a manner which minimizes citizen exposure~~  
24 ~~to EMF from the transmission line.~~ **NOTE: PSE COMMENTED THAT THIS POLICY**  
25 **SHOULD REMAIN**

26  
27 **Policy U 14.4 E-1.5**

28 The City should eEncourage undergrounding new and existing electric power  
29 transmission lines, and develop a long term strategy for future undergrounding, to  
30 include maximizing opportunities with new construction, and prioritizing the work that  
31 affects the greatest number of households and businesses. [Modified E 1.5, U 1.1, U  
32 1.3,]  
33 if and when the WUTC changes its rates, regulations and tariffs in such a manner as  
34 to allow equitable distribution of undergrounding costs across its rate base.

35  
36 **Policy U 14.5**

37 The City should eEncourage the electric service provider to use carbon neutral  
38 electricity generation, local electricity generation, and innovative technologies such as  
39 solar power that are reliable, cost effective, preserve resources, provide minimal  
40 environmental impact, and do not contribute to global warming. [New]

41  
42

**Policy U 14.6**

The City should Periodically undertake comparative evaluations of electric service reliability, cost, and environmental impact, and ~~citizen influence of its electric service provider, and~~ evaluate opportunities to provide improved and less costly electrical service from alternative service providers.

**Policy U 14.7**

All new taxpayer-funded public buildings should be ~~encouraged to be~~ designed and engineered to ~~utilize use carbon-free renewable~~ energy for heating, cooling, and operational use to the maximum extent practical within site specific and existing technology limitations.

**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 ~~residents and businesses~~. 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**

~~The City should 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 ~~on Imperial Way in Bremerton~~.

**Policy U 15.2**

~~The City should continually seek to expand~~ ~~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 and recycling~~. ~~During such reviews, the City should 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 hard to recycle materials such as hazardous waste or polystyrene foam.

**Policy U 15.5**

Consideration should be given to 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.

**TELECOMMUNICATIONS**

Telecommunications is the transmission of sound, images and/or data by wire, radio, optical cable, electromagnetic, or other similar means. On Bainbridge Island, telecommunications 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 Washington Utilities and Transportation Commission (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 is 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 telecommunications service to the citizens of Bainbridge Island.

**Policy U 16.1**

The City shall Encourage shared use of facilities and the use of existing utility corridors, public rights of way and city owned properties. [Former Goal 9 C 1.1 and C 1.2]

1 **Policy U 16.2**

2 The City shall Require the placement of cellular and/or wireless communication  
3 facilities in a manner that minimizes the adverse impacts on adjacent and surrounding  
4 land uses. [Former goal 9 C 1.1 and C 1.2]

6 **Policy U16.3**

7 As future growth and development generate demand for additional utility service, the  
8 City shall encourage major telecommunications utility providers to work with the City  
9 to identify potential sites for infrastructure and facility expansion. [Modified C 1.3]

11 **Policy U 16.4**

12 The City shall Encourage all providers to serve all parts of the City equally.

14 **Policy U 16.5**

15 The City expects all providers to regularly evaluate the capacity of their facilities  
16 regularly to ensure that new facilities are installed in a timely basis to meet new and  
17 future demand. Providers are expected to provide facilities to accommodate whatever  
18 growth patterns occur within the City.

20 **Policy U 16.6**

21 Recognizing the importance of Internet capabilities in all aspects of the lives of its  
22 citizens, the City should seek internet service of the highest standard for its citizens.

24 **Policy U 16.7**

25 All new development properties shall have underground conduits suitable for existing  
26 and foreseeable new utilities such as cable and broadband.

28 **Policy U 16.8**

29 The City should Ensure that emergency communication services are universally  
30 available to assist residents in emergencies.

32 **Policy U 16.9**

33 In addition to WUTC regulation, the City should perform periodic reviews to ensure  
34 that various telecommunications providers are providing safe reliable, cost effective,  
35 and responsive telecommunication services. During such reviews, the City should  
36 evaluate opportunities to obtain improved and cost effective services from alternative  
37 providers.

39 **Cellular Goals and Policies**

40 **GOAL 9**

41 ~~Encourage adequate and reliable cellular and/or wireless communication service to the~~  
42 ~~citizens of Bainbridge Island.~~

43 **C 1.1**

44 ~~The City shall require the placement of cellular and/or wireless communication facilities in a~~  
45 ~~manner that minimizes the adverse impacts on adjacent and surrounding land uses.~~

1 **C-1.2**

2 ~~Cellular and/or wireless communication facilities should utilize existing public and private~~  
3 ~~structures where feasible.~~

4 **C-1.3**

5 ~~The City shall provide for a regulatory review process for cellular and/or wireless~~  
6 ~~communication facilities addressing criteria such as location, height and appearance of~~  
7 ~~proposed facilities.~~

8 **C-1.4**

9 ~~The City will undertake improvements to the regulatory environment for cellular and wireless~~  
10 ~~facilities, Island wide.~~

11

12 ~~**Discussion:** Improvements to the regulatory environment could be allowing communication~~  
13 ~~facilities as permitted uses in additional areas.~~



CITY OF  
BAINBRIDGE ISLAND

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

DATE: JULY 28, 2016  
TO: PLANNING COMMISSION  
FROM: HEATHER BECKMANN  
SENIOR PLANNER  
SUBJECT: PUBLIC HEARING ON *HISTORIC PRESERVATION ORDINANCE REVISIONS*

I. BACKGROUND

On June 23, 2016, the Planning Commission (PC) held a public hearing to discuss the proposed revisions to the Historic Preservation Ordinance. Prior to that meeting, and after the packets were submitted to the PC, the PC and Staff received comment letters from various citizens. At that meeting, concerns were voiced by many of those commenters. The PC decided to hold open the Hearing until the next available date.

Since that PC meeting, the Historic Preservation Commission (HPC) cochairs and staff have carefully read through the comment letters and weighed the concerns voiced against the Comprehensive Plan and the goals of the Ordinance. Additionally, the HPC has met with some of the concerned members of the public, including a member of the Planning Commission.

The HPC has responded to many of the concerns by modifying and clarifying their proposal. In short, the HPC has changed the proposed Heritage designation to an honorary designation. They have also added an Intent section to the Register Eligible section to clarify the purpose of that section is to offer suggestions so as to not foreclose a future opportunity of adding the property to the Local Register. The HPC wants to be a constructive partner with register eligible property owners, and hopefully that message is better conveyed in the ordinance. To easily reflect the substantive changes, comments have been inserted into the Ordinance.

We have also removed the PC's role as an appeal body to register eligible and Local Register

appeals. We are open to discussing this further, as it was voiced that this may be a concern to some of the PC members.

***Planning Commission Action:*** Hold the Public Hearing and make a recommendation to the City Council on Ordinance 2016-15

***Attachments***

A. Ordinance 2016 – 15

B. Flow Chart showing the Process for Register Eligible Building and Demolition Permits

C. Sample Report for Register Eligible Demolition Purposes

D. Criteria, Identification Approval and Appeals of Local Register Eligible, Local Register, Heritage Properties and Historic Island Farms Table

## What Happens to a Permit for Exterior Work to a Register Eligible Building??

- 1) Applicant submits a building permit for exterior work



- 2) Permit Routed to the Historic Preservation Commission.  
HPC may request the applicant to attend HPC meeting.



- 3) \*Historic Commission reviews permit, provides comments and/or suggestions to the Building Official on how the alterations could be undertaken to maintain the historic nature of the building.



- 4) Building Official Issues Permit with HPC comments/suggestions.

*\*Currently, building permits are routed to various department/agencies for comments. This proposal would add the commission as a review body to provide comments/suggestions. This process will be done concurrently with the permit review and should not add any additional cost/time.*

## What Happens to a Demolition Permit to a Register Eligible Building??

- 1) Applicant submits a demolition permit with a report analyzing alternatives to demolition



- 2) Permit Routed to the Historic Preservation Commission



- 3) \*Historic Commission reviews permit, and may suggest mitigation, as appropriate



- 4) Planning Director signs off on the historic review, and may include mitigation.

*\*Currently, building permits are routed to various department/agencies for comments. This proposal would add the commission as a review body to provide comments/suggestions, and the Director to sign off on the permit with or without mitigation. This process will be done concurrently with the permit review and should not add any additional cost/time.*

## Demolition of a Register Eligible Property Report

Please respond to each alternative with an explanation as to why each alternative is or is not feasible.

1. Redesigning the project to avoid any impact to the historical structure or its setting;

The home is located in the middle, and only flat portion of the property. It is the best place to locate our new home.

2. Incorporating the structure into the overall design of the project;

The home could be located to the west of the proposed home, as there is an area outside of our homesite that is relatively flat and away from any required setbacks.

3. Converting the structure into another use (adaptive use);

The home meets the size requirements for an ADU.

4. Selling the structure at no more than fair market value to an owner who will maintain the historic structure;

We have not and do not intend to sell the structure. We would like to use it as an ADU.

5. Relocating the structure on the property;

This is an option we will try to pursue, depending on the cost.

6. Relocating the structure to another property;

We have not and do not intend on relocating to another property. However, we could list on Craig's List or another local list to see if there is an interested buyer.

7. Salvaging from the structure historically significant architectural features and building materials; and

The home contains its original door from the 1920's and it still in relatively good shape. It also has original cedar flooring. We would like to see these reused and will contact the Habitat for Humanity store to see if there is any interest in reusing it.

8. Documenting the structure as a whole and its individual architectural features in photographs, drawings, and/or text. Such documentation shall be submitted to, and archived by, the planning and community development department.

Photos attached.

**ORDINANCE NO. 2016-15**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, relating to historic preservation; amending Bainbridge Island Municipal Code Section 2.16.050 Minor conditional uses, Chapter 18.24 Historic Preservation Program and Section 18.36.030, Definitions.

**WHEREAS**, the City Council approved a work plan for the Historic Preservation Commission on March 17, 2015 to include amending the BIMC Chapter 18.24 *Historic Preservation Program*; and

**WHEREAS**, the suggested amendments were presented to the Planning Commission who directed staff to bring forward an ordinance to implement the changes; and

**WHEREAS**, the Historic Preservation Commission and staff held an Open House on February 22, 2016 to discuss the proposed amendments with members of the public; and

**WHEREAS**, the Planning Commission conducted a study session on Ordinance No. 2016-15 on April 28, 2016 and conducted a public hearing on June 23, 2016 and continued it on July 28, 2016; and

**WHEREAS**, the City Council discussed Ordinance No. 2016-15 on X, 2016 and conducted a public hearing on X, 2016; and

**WHEREAS**, notice was given on X, 2016 to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106;

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

**Section 1.** Section 2.16.050 of the Bainbridge Island Municipal Code is amended to read as follows:

F. Local Register of Historic Places Conditional Use Decision Criteria. A proposal to modify development standards (such as setbacks, open space, lot coverage, landscape buffers, and parking requirements) and/or to allow a use for otherwise permitted for a structure on the Local Register (including exclusive residential in the Mixed Use Town Center) shall meet the following criteria:

1. BIMC 2.16.050.D 1-10, Nonagricultural Minor Conditional Use Decision Criteria including a review and commendation from the Historic Preservation Commission as to whether the proposal is compatible with the historic nature of the building and/or site; and

**Commented [HB1]:** In response to request from Commission to be explicit about this use as a possibility.

**Commented [HB2]:** Added that the commission reviews and comments on the proposal

2. The use shall be compatible with the existing design and/or construction of the structure without significant alteration.

**Section 2.** Chapter 18.24 of the Bainbridge Island Municipal Code is hereby amended to read as follows:

**Chapter 18.24  
HISTORIC PRESERVATION PROGRAM**

Sections:

- 18.24.010 Purpose and relationship to zoning and building codes.
- 18.24.020 Historic Preservation Commission.
- 18.24.030 Recognition of heritage properties.
- 18.24.0340 Local register of historic places.
- 18.24.0450 Changes or alterations to ~~local register~~ register eligible properties ~~located on local register~~ requiring a building permit.
- 18.24.060 Changes or alterations to properties located on local register requiring a building permit
- 18.24.070 Demolition of register eligible properties.
- 18.24.080 Demolition of local register properties.
- 18.24.0590 ~~Appeal of denial of a waiver or a certificate of appropriateness process.~~
- 18.24.06100 Review and monitoring of properties for special property tax valuation.
- 18.24.07110 Fort Ward historic overlay district.
- 18.24.120 Heritage tree register.
- 18.24.130 Historic sign program.
- 18.24.140 Recognition of historic island farms.

**18.24.010 Purpose and relationship to zoning and building codes.** 

A. Purpose. The purpose of this chapter is to provide the process and standards for identifying, evaluating and protecting historic resources within the city ~~and for preserving and rehabilitating eligible historic properties within the city for future generations through a special valuation tax incentive~~ in order to:

1. Safeguard the heritage represented by those buildings, objects, sites and structures that reflect significant elements of the city's history;
2. Foster civic and neighborhood pride in the beauty and accomplishments of the past;
3. Stabilize or improve the aesthetic and economic vitality and values of such buildings, objects, sites and structures;
4. Assist, encourage and provide incentives to private owners for the preservation, restoration, redevelopment and use of historic buildings, objects, sites and structures;
5. Promote and facilitate the early identification and resolution of conflicts between preservation of historic resources and alternative land uses; and
6. Conserve valuable material and energy resources by ongoing use and maintenance of the existing built environment.

This chapter also sets forth the provisions of the Fort Ward historic overlay district.

B. Relationship to Zoning and Building Codes. Nothing contained in this chapter shall be construed to repeal, modify or waive any zoning, land use or building codes, laws, ordinances or regulations that are otherwise applicable to property listed on the Local Register , unless as provided by Zoning Code Relief. (Ord. 2011-02 § 2 (Exh. A), 2011)

C. Zoning Code Relief. Designated Local Register properties may be authorized for a use not otherwise permitted in a certain zone. The Planning Director may approve said use through an Administrative Conditional Use (BIMC 2.16.050). The Planning Director may also waive or modify development standards such as: setbacks, open space, lot coverage, landscape buffers and parking requirements.

#### **18.24.020 Historic Preservation Commission.**

A. Creation. The Bainbridge Island Historic Preservation Commission is hereby established, to operate and act in accordance with the provisions of this chapter.

B. Composition of the Commission.

1. The Historic Preservation Commission shall consist of seven members, who shall be appointed by the mayor and approved by the city council in accordance with this chapter. The Historic Preservation Commission shall include at least three members who have experience in identifying, evaluating and protecting historic resources and who are selected from among the disciplines of history, architecture, landscape architecture, architectural history, historic preservation, planning, cultural anthropology, archaeology, biology, geography, cultural geography, American

studies, law, and real estate, referred to in this chapter as the “professional positions.” An action taken by the Historic Preservation Commission shall not be invalid due to the temporary vacancy of any or all of the professional positions, unless the certification agreement between the city and the State Historic Preservation Office (SHPO) provides otherwise.

2. All members of the Historic Preservation Commission must have a demonstrated interest and competence in historic preservation and possess qualities of impartiality and broad judgment.

3. All members of the Historic Preservation Commission shall serve without compensation.

4. Members shall not be employees or officers of the city or appointed to another city committee, board or Historic Preservation Commission, except for specialized committees or task forces of limited duration.

5. The Historic Preservation Commission shall select from among its members a chairperson and such other officers as may be necessary to conduct the Historic Preservation Commission’s business for a one-year term at the first regular meeting of the year.

C. Term of Historic Preservation Commission Members. Appointments shall be made for three-year terms, commencing on July 1st and ending on June 30th three years later. Members shall be appointed to a position number, and the terms are to be staggered, with no more than three positions expiring in any given year. A member may be reappointed, and shall hold office until his or her successor has been appointed and has qualified. No member shall serve more than three consecutive terms unless the city council determines that special expertise is required, or there are no other qualified applicants.

D. Vacancies – Removal. Members may be removed upon a majority vote of the city council. In the event of a vacancy, the mayor, subject to confirmation of the city council, shall make an appointment to fill the unexpired portion of the term of that position in accordance with the city’s appointment cycle. Unexcused absence by any member from three consecutive meetings shall constitute grounds for removal.

E. Powers and Duties. The Historic Preservation Commission shall:

1. Establish, maintain and periodically update a local historic inventory, which inventory shall be maintained in a form compatible with the state inventory, and may cooperate with, and advise the city council as requested on contracting with, the Bainbridge Island Historical Society or others, in connection with the establishment and maintenance of the inventory;

2. Establish and maintain the Local Register of historic places, as provided in BIMC 18.24.040;

3. Recognize Heritage properties and identify Local Register-eligible properties as provided in BIMC 18.24.030 and 18.24.040;

4. Review nominations to the Local Register and designate properties for listing on the register, in accordance with BIMC 18.24.040;

3. 5. Review suggestions for recognition of Heritage properties as provided for in BIMC 18.24.030 and make recommendations to City Council for approval;

Commented [HB3]: Clarified that Heritage is now just a recognition from City Council.

6. Participate in the review process for nominations to the National Register of properties ~~within the city's boundaries~~, in accordance with the procedures established by the Washington State Department of Archaeology and Historic Preservation SHPO;

7. Review proposals to alter, reconstruct, remodel or restore the exterior of, move or demolish register eligible and Local Register as provided in BIMC 18.24.050, 18.24.060, 18.24.070 & 18.24.080;

8. Provide resources and advocacy for historic preservation consistent with comprehensive plan policy HP 1.2, which may include but are not limited to:

- a. Participation in or promotion of public educational programs;
- b. Fostering historic preservation through recognition of excellence in restoration of historic buildings, structures or sites;
- c. Advising the city council or the planning commission as requested on matters of city history and historic preservation or actions affecting the historic resources of the city; and
- d. Maintaining information on federal or state historic preservation programs, funding sources or incentives;

9. Serve as the local review board for the special valuation of historic properties, and in that capacity determine and monitor the eligibility of historic properties for special valuation in accordance with BIMC 18.24.100; ~~and~~

~~10-Review proposals to alter, reconstruct, remodel or restore the exterior of specific Fort Ward buildings as identified in Fort Ward Overlay District, BIMC 18.24.110;~~  
~~and~~

11. Coordinate and collaborate with the Design Review Board when register eligible and Local Register properties are subject to design review;

12. Provide review and SEPA comments when applicable;

13. Review nominations to the heritage tree register as provided in BIMC 18.24.120;

14. Review suggestions for city road end historical signage as provided in BIMC 18.24.130;

15. Compile a list of historic island farm properties as provided in BIMC 18.24.140;

16. Report an annual work plan to the city council with a proposed budget. ~~prior to the start of the budget process.~~

#### F. Rules and Standards of Historic Preservation Commission.

1. The Historic Preservation Commission shall establish and adopt rules prescribing forms, standards and procedures consistent with applicable law, as necessary to carry out its duties. Standards for review under BIMC 18.24.030.A and 18.24.040 shall be based in part, and to the extent applicable, on the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation, 48 CFR 44716, as updated and supplemented by the National Park Service, and the Secretary of the Interior's Standards for Rehabilitation, 37 CFR 67, as amended. All actions of the Historic Preservation Commission shall be carried out in accordance with its rules.

2. The Historic Preservation Commission shall meet at least monthly. Meetings shall be open to the public and held in accordance with the Open Public Meetings Act (Chapter 42.30 RCW).

3. For meetings consisting of a majority of the then serving voting members of the Historic Preservation Commission, the Historic Preservation Commission shall provide public notice of the meeting and shall keep a record of its meeting minutes. Minutes of each meeting, including a record of attendance, shall be prepared by the secretary and approved and signed at a subsequent meeting. The minutes do not need to reflect the actual discussion, but only the formal actions taken by the Historic Preservation Commission. The approved meeting minutes shall be posted on the city's web site.

4. The city shall provide city email accounts to voting members and related training on the use of email accounts, including personal computer privacy expectations while serving on the Historic Preservation Commission.

5. A majority of the voting members then serving on the Historic Preservation Commission shall constitute a quorum.

6. Members shall sign a conflict of interest statement in accordance with the city's ethics program upon appointment and any reappointment. (Ord. 2014-22 § 1, 2014: Ord. 2011-02 § 2 (Exh. A), 2011)

**18.24.030 Recognition of heritage properties**

A. Intent. In accordance with the Comprehensive Plan, the intent of this section is to formalize the community recognition of essential elements of the community's character, history and identity. This section will provide a process for the City Council to publicly recognize Heritage properties.

Commented [HB4]: Intent added so that it is clear that this is an honorary recognition and that this class is being created to further the comp plan.

B. The Historic Preservation Commission shall review properties to be recognized as Heritage properties: an honorary, limited list of exemplary properties that the City has prioritized for long term preservation. Any building, structure, site or object, whether publicly or privately owned, may be recognized as a Heritage property.

B. Criteria. A property that meets each of the following criteria is eligible for recognition:

1. Its loss would mean a diminution of the Island's special character;
2. It must be eligible for at least one of the eligibility criteria for the Local Register of Historic Places;
3. It must retain its original architectural integrity, having no major exterior alterations or additions;
4. It is a significant contributor to its neighborhood's character; and
5. It is visibly accessible to the public.

C. Process for recognizing Heritage properties.

1. Any person may recommend a property for Heritage recognition;
2. Annually, the Historic Preservation Commission shall submit its recommendation for additions of properties to City Council for recognition, based on Heritage criteria.
3. Once a recommendation has been made, the Historic Preservation Commission shall notify the property owner that their property is eligible for recognition.
4. Any appeal of a recommendation from the Historic Preservation Commission shall occur before a final determination is made by the City Council.
5. The Council shall review the recommendations from the Historic Preservation Commission and decide at a council meeting which properties shall be recognized.

6. If recognized as a heritage property, the City shall make available a sign to place on the property indicating its designation as a “historic property of special significance”.

D. Removal of Heritage Properties. Properties may lose recognition as a Heritage property if the Historic Preservation Commission and council determine the property no longer meets the criteria for inclusion.

**18.24.0340 Local register of historic places.**

A. Criteria for Designating Properties for Listing on the Local Register. Any building, structure, site or object, whether publicly or privately owned, may be designated for listing on the Local Register if it is significantly associated with the history, architecture, archaeology, engineering or cultural heritage of the community; it has physical integrity; it is at least 50 years old or is of lesser age but has exceptional importance; and it qualifies as at least one of the following:

1. Is associated with events that have made a significant contribution to the broad patterns of national, state, or local history;
2. Embodies the distinctive architectural characteristics of a type, period, style, or method of design or construction, or represents a significant and distinguishable entity whose components may lack individual distinction;
3. Is an outstanding work of a designer, builder, or architect who has made a substantial contribution to the art;
4. Exemplifies or reflects special elements of the city’s cultural, ~~special~~, economic, political, aesthetic, engineering, or architectural history;
5. Is associated with the lives of persons significant in national, state, or local history;
6. Has yielded or may be likely to yield important archaeological information related to history or prehistory;
7. Is a building or structure removed from its original location but that is significant primarily for architectural value, or that is the only surviving structure significantly associated with an historic person or event;
8. Is a birthplace or grave of an historical figure of outstanding importance;
9. Is a cemetery that derives its primary significance from age, from distinctive design features, or from association with historic events, or cultural patterns;

10. Is a reconstructed building that has been executed in a historically accurate manner on the original site;

11. Is a creative and unique example of folk architecture and design created by persons not formally trained in the architectural or design professions, and that does not fit into formal architectural or historical categories; or

12. Is listed on the National Register or the State Register.

B. Process for Determining Properties eligible for the Local Register.

1. The Historic Preservation Commission shall use the current historic property inventory as a base to determine which properties may be eligible. However, being on the inventory list is not a necessary prerequisite for eligibility determination.

2. The Historic Preservation Commission shall examine each property and make a determination, based on Local Register criteria, whether the property is eligible for the Local Register.

3. Property owners and the general public may bring properties to the attention of the Historic Preservation Commission for eligibility determination consideration.

4. Once determination has been made, the Historic Preservation Commission shall notify the property owner and the Planning and Community Development Department that the property is eligible for Local Register.

5. The property owner may petition the Historic Preservation Commission for reconsideration of its determination. The owner has 30 days to provide additional information to the Historic Preservation Commission. The Historic Preservation Commission will, if necessary, arrange a meeting with the owner to review the decision within 60 days of receipt of the additional information.

6. If the owner and Historic Preservation Commission cannot agree on the determination, the owner may appeal the decision of the Historic Preservation Commission to the Planning Director.

C. Process for Designating Properties for Listing on the Local Register.

1. Any person, including the Historic Preservation Commission or any Historic Preservation Commission member, may nominate a building, structure, site, or object for listing on the Local Register; provided, that no property shall be nominated without the prior written consent of the owner.

2. The nomination shall include, when possible, the tax parcel number (and the UTM reference, if required for compatibility with the State Register) and a description of all interior and exterior features and outbuildings that contribute to its designation.

3. In reviewing the nomination, the Historic Preservation Commission shall consider the local inventory and the city's comprehensive plan, and the merits of the nomination, according to the criteria in subsection A of this section, and shall proceed according to the nomination review standards established in the Historic Preservation Commission's rules.

4. The Historic Preservation Commission shall provide public notice of the date, time and location of the meeting during which it will consider the designation nomination. Written notice of the date, time and location of the meeting shall be provided no later than 10 days prior to the meeting to the nominator, the owner(s) of public record and the lessees, if any, of the subject property. The Historic Preservation Commission shall further publish at least one notice of the meeting in a newspaper of general circulation in the city. The Historic Preservation Commission shall also post a notice on a conspicuous location on the subject property.

5. If the Historic Preservation Commission finds that the nominated property is eligible for listing on the Local Register, the Historic Preservation Commission shall list the property on the register, with the consent of the owner of the property. The commenters, property owner, nominator and lessees, if any, shall be notified in writing of the listing no later than 30 days after the listing.

6. Once a property is placed on the Local Register the property owner is expected to provide ordinary maintenance to the property to prevent deterioration and decay which threaten the historic features of the property.

7. Properties listed on the Local Register shall be identified in the planning database maintained by the city and the listing shall be forwarded to the Kitsap County assessor for identification of the historical property in the Kitsap County zoning records.

7. If a property is added to the Local Register a notice of that status shall be added on the property title records.

8. The City shall make available a sign to place on the property indicating the Local Register designation.

D. Removal of Properties from the Local Register. Properties listed on the Local Register or properties identified as eligible for the Local Register may be removed from the register only by the Historic Preservation Commission in accordance with this section. The Historic Preservation Commission may remove any property from the Local Register or eligible for the Local Register, with or without the owner's consent, if the Historic Preservation Commission deems the property no longer appropriate for designation to the Local Register or eligible for the Local Register because it no longer satisfies the original criteria in support of its designation. The procedure for removal shall be established by the Historic Preservation Commission and shall include the procedures for notification to the public and interested parties set forth in subsection B.4 of this section. (Ord. 2011-02 § 2 (Exh. A), 2011) If a property is removed from the Local Register a notice of that change in status shall be added to the title records. (Ord. 2011-02 § 2 (Exh. A), 2011)

**18.24.050 Changes or alterations to a register eligible property located on local register requiring a building permit.**

A. Intent. The intent of the Historic Preservation Commissions review is to provide an opportunity for the applicant to perform work that is consistent with the properties historic character so as to not foreclose a future prospect of adding the property to the Local Register. The Historic Preservation Commission provides these comments and suggestions through their review of a building permit application.

Commented [HB5]: Intent added to reflect that the commissions intent to provide comments/suggestions so that a property could be added to the register, if the owner desires.

B. Review Required. No person shall alter, reconstruct, relocate, remodel or restore the exterior perform any work to of a register eligible property listed on the local register, other than ordinary repair or maintenance, emergency repair measures, or total or partial demolition, without a review by or a waiver from , and issuance of a certificate of appropriateness from the Historic Preservation Commission. In the case of a total or partial demolition of the property, a waiver of the certificate of appropriateness must be obtained from the commission prior to the demolition, in accordance with subsection B of this section. Failure to obtain the required certificate of appropriateness or waiver from the commission shall be grounds for removal of the property from the local register.

C. Review Process.

1. The building official shall notify the Historic Preservation Commission of any application for a permit to alter, reconstruct, relocate, remodel or restore the exterior perform work onf or to demolish a register eligible property by routing the permit to the Historic Preservation Commission listed on the local register. If the activity is not exempt from review, the commission shall notify the applicant of the review requirements.

2. The Historic Preservation Commissions review may last no longer than 45 days from the time of receipt of the permit.

3. The Historic Preservation Commission may make recommendations to the building official on how the alterations could be done in a historically appropriate manor. Reviews shall be based on the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation, 48 CFR 44716, as updated and supplemented by the National Park Service, and the Secretary of the Interior's Standards for Rehabilitation, 37 CFR 67, as amended.

4. The Historic Preservation Commission may request the applicant to attend a meeting to discuss the proposal. The building official shall not issue a permit without a waiver ~~or~~ comments from the Historic Preservation Commission.

Commented [HB6]: Added that the commission may waive their review if found unnecessary.

**BIMC 18.24.060 Changes or alterations to property located on the local register requiring a building permit.**

A. Review Required. No person shall alter, reconstruct, relocate, remodel or restore the exterior ~~perform any work to~~ of a property listed on the Local Register, ~~other than ordinary repair or maintenance, emergency repair measures, or total or partial demolition,~~ without a review by or a waiver from ~~, and issuance of a certificate of appropriateness from the commission.~~ Local Register properties require a certificate of appropriateness or a waiver and register eligible properties require review and comments from the Historic Preservation Commission. ~~In the case of a total or partial demolition of the property, a waiver of the certificate of appropriateness must be obtained from the commission prior to the demolition, in accordance with subsection B of this section. Failure to obtain the required certificate of appropriateness or waiver from the commission shall be grounds for removal of the property from the local register.~~

B. Review Process.

1. The building official shall notify the Historic Preservation Commission of any application for a permit to alter, reconstruct, relocate, remodel or restore the exterior of a ~~perform work on or to demolish~~ property listed on the Local Register. If the activity is not exempt from review, the Historic Preservation Commission shall notify the applicant of the review requirements.

2. The Historic Preservation Commission shall meet with the applicant and review the proposed work in accordance with the standards established in the Historic Preservation Commission's rules. Unless required by another ordinance or law, the Historic Preservation Commission shall not be required to provide public notice of the application. In the case of an application to perform work to the property, the Historic Preservation Commission shall complete its review and make its decision within 45 days after the date of receipt of the application. If the Historic Preservation Commission is unable to process the request within this time period, the Historic

Preservation Commission may reasonably extend its review period for another 15 days upon written notice to the applicant. If the Historic Preservation Commission fails to issue a decision within 60 days of receiving the application, the application shall be deemed approved and the Historic Preservation Commission shall issue a certificate of appropriateness to the building official.

3. Reviews shall be based on the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation, 48 CFR 44716, as updated and supplemented by the National Park Service, and the Secretary of the Interior's Standards for Rehabilitation, 37 CFR 67, as amended.

~~4. As part of the review process for an application to demolish or partly demolish the property, the applicant shall meet with the commission in an attempt to find alternatives to demolition. These negotiations may last no longer than 45 days from the initial meeting with the commission, unless either party requests an extension, in which case the negotiations may be extended for up to an additional 30 days. If no alternative to demolition has been agreed to within 45 days from the initial meeting with the commission, plus any extension, the commission shall approve or deny the application for a waiver and advise the official in charge of issuing a demolition permit of the decision. If the commission fails to issue a decision within 45 days from the initial meeting with the commission, plus any extensions, the application shall be deemed approved and the commission shall issue an unconditional waiver. When issuing a waiver, the commission may reasonably impose conditions designed to mitigate the loss of the property from the register. Property that is wholly demolished shall be removed from the register. Property that is partially demolished may be removed from the register, if deemed appropriate by the commission.~~

4. The Historic Preservation Commission's decision on any application shall be in writing and shall state the findings of fact and the basis for its decision. Any conditions to the certificate of appropriateness or waiver recommended by the Historic Preservation Commission and accepted by the applicant in this review process shall become conditions of approval of the permits issued. If the owner accepts the Historic Preservation Commission recommendations and conditions, a certificate of appropriateness or a waiver shall be issued by the Historic Preservation Commission according to standards established in the Historic Preservation Commission's rules.

5. The Historic Preservation Commission's determination, recommendations and, if awarded, the certificate of appropriateness or a waiver shall be transmitted to the building official. If a certificate of appropriateness or waiver is awarded, the building official may then issue the permit.

6. If a certificate of appropriateness or waiver is denied, the building official shall not issue the permit.

~~a. If a property is added to the historic register a notice of that status shall be added on the property title records.~~

~~b. Removal from Historic Register. If a property is removed from the historic register a notice of that change in status shall be added to the title records. (Ord. 2011-02 § 2 (Exh. A), 2011)~~

#### **18.24.070 Demolition of register eligible properties.**

A. A demolition permit is subject to the review process described below prior to the demolition of any register eligible property:

1. The applicant shall prepare a report for the Historic Preservation Commission analyzing the following alternatives (listed in descending order of preference) explaining why each alternative is or is not feasible:

a. Redesigning the project to avoid any impact to the historical structure or its setting;

b. Incorporating the structure into the overall design of the project;

c. Converting the structure into another use (adaptive use);

d. Selling the structure at no more than fair market value to an owner who will maintain the historic structure;

e. Relocating the structure on the property;

f. Relocating the structure to another property;

g. Salvaging from the structure historically significant architectural features and building materials; and

h. Documenting the structure as a whole and its individual architectural features in photographs, drawings, and/or text. Such documentation shall be submitted to, and archived by, the planning and community development department.

2. The review process for an application to demolish or partly demolish the property may last no longer than 45 days from the time of receipt of required information. The

**Commented [HB7]:** This report can be done by the applicant - it does not have to be done by a qualified professional. See sample report included in the PC packet.

City shall notice the request to demolish the property following the noticing requirements in BIMC 2.16.020.K.5.

3. The applicant shall submit supporting documentation and, if requested, meet with the Historic Preservation Commission. The Historic Preservation Commission shall submit comments to the Planning Director based on the report, and may include suggestions for mitigation.

4. Possible mitigation measures include:

a. Documenting the historic resource, including photographic images of the building, architectural elements (both interior and exterior), special features and streetscapes.

b. Coordination with the Historic Preservation Commission to determine architectural features and materials eligible for salvage and reuse.

c. Provide plaques or informational signs to publicly recognize the historic structures significance or contribution to the island's history.

d. Or other mitigation measures as proposed by the applicant and agreed to by the Historic Preservation Commission.

5. The Planning Director reviews the following:

a. Applicant's report analyzing the alternatives;

c. Minutes from the Historic Preservation Commission meeting(s);

d. Any proposed mitigation and applicant's plan for compliance.

6. If the Planning Director finds that the applicant completed the review process as described in this section, the Planning Director shall sign off on the historic review of the building permit, including mitigation if deemed appropriate.

#### **18.24.080 Demolition of local register properties.**

A. A certificate of demolition is required prior to the demolition of any Local Register property.

B. Review process for Local Register properties

1. The applicant shall prepare a report for the Historic Preservation Commission analyzing the following alternatives (listed in descending order of preference) explaining why each alternative is or is not feasible:

a. Redesigning the project to avoid any impact to the historical structure or its setting;

b. Incorporating the structure into the overall design of the project;

c. Converting the structure into another use (adaptive use);

d. Selling the structure at no more than fair market value to an owner who will maintain the historic structure;

e. Relocating the structure on the property;

f. Relocating the structure to another property;

g. Salvaging from the structure historically significant architectural features and building materials; and

h. Documenting the structure as a whole and its individual architectural features in photographs, drawings, and/or text. Such documentation shall be submitted to, and archived by, the planning and community development department.

2. The review process for an application to demolish or partly demolish the property may last no longer than 45 days. The City shall notice the request to remove the property from the register following the noticing requirements in BIMC 2.16.020.K.5.

3. The applicant shall submit supporting documentation and meet with the Historic Preservation Commission. If no alternative to demolition has been agreed to within 45 days from the initial meeting with the Historic Preservation Commission, plus any extension (for no more than 30 days), the Historic Preservation Commission shall approve or deny the application for a waiver and advise the official in charge of issuing a demolition permit of the decision. If the Historic Preservation Commission fails to issue a decision within 45 days from the initial meeting with the Historic Preservation Commission, plus any extensions, the application shall be deemed approved and the Historic Preservation Commission shall issue an unconditional waiver. When issuing a waiver, the Historic Preservation Commission may reasonably impose conditions designed to mitigate the loss of the property from the register. Property that is wholly demolished shall be removed from the register. Property that is partially demolished may be removed from the register, if deemed appropriate by the Historic Preservation Commission.

4. Possible mitigation measures include:

a. Documenting the historic resource, including photographic images of the building, architectural elements (both interior and exterior), special features and streetscapes.

b. Coordination with the Historic Preservation Commission to determine architectural features and materials eligible for salvage and reuse.

c. The owner shall provide plaques or informational signs to identify the demolished historic structure.

d. Or other mitigation measures as proposed by the applicant and agreed to by the Historic Preservation Commission.

5. If the Historic Preservation Commission finds that there is no feasible alternative to demolition, the Historic Preservation Commission shall issue a certificate of demolition. The Historic Preservation Commission may attach conditions to the certificate to mitigate the loss of the historic property. The certificate and any conditions shall become conditions of approval of the demolition permit issued. After the property is demolished, the Historic Preservation Commission shall initiate removal of the property from the register.

**18.24.090 Appeal process.**

~~The commission's denial~~ Any determination on the recommendation of recognition of a heritage property or historic island farm, register status of a register eligible property or decision on a register eligible or Local Register building permit (including demolition permit) on any application for a certificate of appropriateness or waiver may be appealed by the applicant to the city council within 10 days of the date of the commission's decision. The appeal shall be filed with the city clerk and shall clearly state the grounds upon which the appeal is based.

~~The appeal shall be filed with the city clerk and shall clearly state the grounds upon which the appeal is based. The appeal shall be reviewed by the council only upon the records of the commission. The council's decision on the appeal may be appealed by the applicant to the Kitsap County superior court within 21 days after the date of the decision issued by the council. (Ord. 2011-02 § 2 (Exh. A), 2011).~~ The appropriate bodies to appeal to are listed below by application type and decision.

1. Register Eligible:
  - a. Classification: Planning Director
  - b. Demolition: City Council
  - c. Appeal of Classification/Demo: Hearing Examiner
  - d. Further appeals: Kitsap Superior Court
2. Local Register

**Commented [HB8]:** It was expressed by a member of the Planning Commission that they may not be the appropriate body to hear an appeal. The Planning Director has been added as the appeal body.

- a. Nomination: Planning Director
  - b. Changes/Alterations: City Council
  - c. Demolition: City Council
  - d. Appeal of Nomination/Changes/Alterations/Demolitions: Hearing Examiner
  - e. Further appeals: Kitsap Superior Court
3. Heritage Property
- a. Recognition: Planning Director
4. Historic Island Farm
- a. Recognition: Planning Director
5. Special Tax Valuation:
- a. Kitsap County superior court under RCW 34.04.510 through 34.05.598 in addition to any other legal remedy. Any decision of the Historic Preservation Commission on the disqualification of historic property as being eligible for special valuation, or any other dispute, may be appealed to the Kitsap County board of equalization in accordance with RCW 84.40.038. (Ord. 2011-02 § 2 (Exh. A), 2011)

Commented [HB9]: Like Register Eligible, the PD is now the appeal body.

**18.24.06100 Review and monitoring of properties for special property tax valuation.**

A. Special Valuation Program Established. Pursuant to Chapter 84.26 RCW, a local option program is hereby established that shall make available to owners of historic property a special tax valuation for the rehabilitation of the historic property, as set forth in Chapter 84.26 RCW and this section.

B. Application Process for Special Property Tax Valuation.

1. An applicant desiring to obtain special property tax valuation for historic property shall file a complete application with the Kitsap County assessor no later than October 1st of the year immediately preceding the first assessment year for which special valuation classification is requested. Applications filed after the October 1st deadline shall not be considered for special property tax valuation until the following year.

2. Complete applications shall include the following information and documentation:

- a. A legal description of the historic property;
- b. Comprehensive exterior and interior photographs of the historic property before and after rehabilitation;
- c. Architectural plans or other legible drawings depicting the completed rehabilitation work;
- d. A notarized affidavit attesting to the actual cost of the rehabilitation work completed prior to the date of application and the period of time during which

the work was performed, with documentation of both to be made available to the Historic Preservation Commission upon request; and

e. For properties located within National Register historic districts, a statement from the Secretary of the Interior, indicating the property is a certified historic structure as defined in WAC 254-20-030(2).

3. The Kitsap County assessor shall forward to the Historic Preservation Commission all complete applications for special property tax valuation for historic property within 10 days after receiving such applications.

#### C. Review Process.

1. The Historic Preservation Commission shall review each application for special tax valuation and determine: if the application is complete; if the subject property meets the criteria set forth in RCW 84.26.030 and WAC 254-20-070(1); and if the subject property meets the criteria set forth in subsection D of this section. The Historic Preservation Commission shall review all timely applications, and shall enter a determination on the application no later than December 31st of the calendar year in which the application is made.

2. If the Historic Preservation Commission finds that a subject property is eligible and meets all criteria set forth in this section, the Historic Preservation Commission shall enter into an historic preservation special valuation agreement with the owner of the subject property, which agreement shall contain all terms required by WAC 254-20-120. Upon mutual execution of such an agreement, the Historic Preservation Commission shall approve the application.

3. If the Historic Preservation Commission determines that the subject property does not meet all the requirements of this section, the Historic Preservation Commission shall deny the application.

4. Historic Preservation Commission decisions to approve or deny applications for special tax valuation shall be in writing, shall describe the facts upon which the determination is based, and shall be filed with the Kitsap County assessor within 10 days after the date of the decision.

5. For those applications approved by the Historic Preservation Commission, the Historic Preservation Commission shall forward a copy of the applicable historic preservation special valuation agreement, the application and all supporting documentation to the Kitsap County assessor. The Historic Preservation Commission shall also notify the State Review Board that the subject property has been approved for special valuation and shall monitor the subject property for continued compliance

with the historic preservation special valuation agreement throughout the 10-year special valuation period.

6. The Historic Preservation Commission shall determine whether a property is disqualified from special valuation either because of the owner's failure to comply with the terms of the historic preservation special valuation agreement or because of a loss of historic value resulting from physical changes to the building or site. In the event that the Historic Preservation Commission concludes that a property is no longer qualified for special valuation, the Historic Preservation Commission shall notify the owner, the Kitsap County assessor and the State Review Board in writing and state the facts supporting its findings.

#### D. Criteria.

1. ~~Historic Property Criteria. Until the city becomes a certified local government, the class of historic property eligible for special valuation in the city includes all properties listed on the National Register or certified as contributing to a National Register historic district that have been substantially rehabilitated at a cost and within a time period that meets the requirements set forth in Chapter 84.26 RCW. After the city becomes a certified local government,~~ The class of historic property eligible for special valuation in the city includes all properties listed on the Local Register that have been substantially rehabilitated at a cost and within a time period that meets the requirements set forth in Chapter 84.26 RCW.

2. Property Review Criteria. In its review of an application for special valuation of an historic property, the Historic Preservation Commission shall determine if the subject property meets each of the following criteria:

- a. The property is an historic property;
- b. The property is included within a class of historic property determined eligible for special valuation pursuant to subsection D.1 of this section;
- c. The property has been rehabilitated at a cost that meets the definition set forth in RCW 84.26.020(2) within 24 months prior to the date of application; and
- d. The property has not been altered in any way that adversely affects those elements that qualify it as historically significant, as determined by applying the standards set forth in WAC 254-20-100(1).

3. Rehabilitation and Maintenance Criteria. The Historic Preservation Commission shall use the Washington State Advisory Council's Standards for the Rehabilitation and Maintenance of Historic Properties set forth in WAC 254-20-100 as the minimum requirements for determining whether an historic property is eligible for

special valuation and whether the property continues to be eligible for special valuation once it has been so classified.

E. Agreement. The Historic Preservation Commission shall use the historic preservation special valuation agreement set forth in WAC 254-20-120 as the minimum agreement required by this section.

~~F. Appeals. A decision of the commission on an application for classification as historic property eligible for special valuation may be appealed to the Kitsap County superior court under RCW 34.04.510 through 34.05.598 in addition to any other legal remedy. Any decision of the commission on the disqualification of historic property as being eligible for special valuation, or any other dispute, may be appealed to the Kitsap County board of equalization in accordance with RCW 84.40.038. (Ord. 2011-02 § 2 (Exh. A), 2011)~~

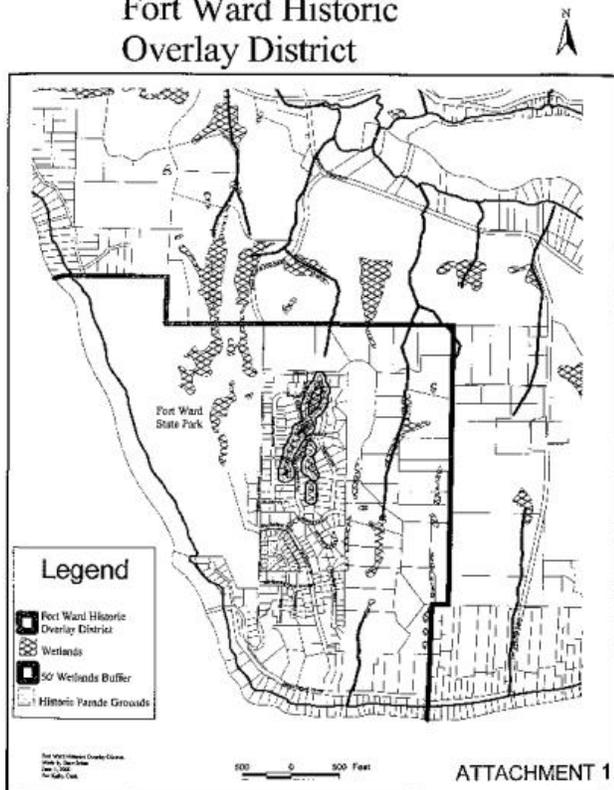
**18.24.11070 Fort Ward historic overlay district.**

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The following regulations apply to the Fort Ward historic overlay district and supplement those general standards contained in BIMC 18.24.010 through 18.24.060. In the case of conflict between the provisions of this section and the provisions of previous sections of this chapter, the provisions of this section shall apply. Any applications for development within the Fort Ward historic overlay district not subject to the provisions of this section shall comply with the regulations for the underlying zone (R-2).

A. Establishment of Boundaries. The provisions of this section shall apply to the Fort Ward study area as shown on the following page, referred to as the Fort Ward historic overlay district.

## Fort Ward Historic Overlay District



### B. Increases in Density.

1. Availability. Residential density bonuses may be available for providing affordable housing pursuant to Chapter 18.21 BIMC.

2. Building 16. The property tax identified as tax parcel number 112402-3-004-2003 containing a building of historical interest, identified as Building 16 on Attachment 2, shall be permitted an increase in density up to a total of eight units; provided, that the majority of the dwelling units are located inside Building 16; and provided, that the following development standards are met:

a. The exterior of the building is rehabilitated and maintained in accordance with the standards established in subsection D of this section.

b. The proposed work is reviewed by the Historic Preservation Commission, and a certificate of review is issued, in accordance with subsection E of this section.

c. A minimum of five feet of partial screen perimeter landscaping shall be provided alongside and rear property lines. This requirement may be met by retaining existing vegetation on the property, or planting new vegetation. The perimeter landscaping requirement may be waived as part of the final decision on the permit, upon written agreement from adjoining property owners.

d. Surface parking is encouraged to be located behind the building. Any surface parking that is adjacent to residential uses shall be fully screened so as to prevent headlights from shining on the adjacent residential uses.

e. Parking may be located along the south property line; provided, that it is enclosed within a structure.

f. The applicant shall provide community meeting space of not less than 500 square feet. This community meeting space may be provided within Building 16, or, upon approval by the city, this requirement may be met by the applicant making a financial contribution equal to the cost of constructing a 500-square-foot meeting space and one unisex bathroom stall within Building 16. If the financial contribution option is used:

i. The applicant shall submit current cost estimates to the city building official for the construction of the meeting space, as described in subsection B.2.f of this section, meeting all code requirements and the same level of finishes and quality of construction as used elsewhere in the interior of the building;

ii. The payment shall be held in a reserve account and may only be expended in support of the construction of a community meeting space in the Fort Ward historic overlay district;

iii. The payment shall be expended in all cases within five years of collection; and

iv. Any payment not so expended shall be refunded with interest to the property owners of record at the time of the refund; however, if the payment is not expended within five years due to delay attributable to the developer, the payment shall be refunded without interest.

g. The applicant complies with the requirements of subsection G of this section prior to issuance of an occupancy permit.

3. Other Properties. Certain properties within the Fort Ward historic overlay district that contain a structure of historic interest, as identified on Attachment 2, shall be permitted to develop to the historic density as shown in Table 18.24.070-1; provided, that:

- a. The exterior of the building is rehabilitated and maintained in accordance with the standards established in subsection D of this section.
- b. The proposed work is reviewed by the Historic Preservation Commission, and a certificate of review is issued, in accordance with subsection E of this section.
- c. The applicant complies with the requirements of subsection G of this section.

**Table 18.24.070-1: Fort Ward Historic Overlay District Additional Densities**

<b>Building Number</b>	<b>Tax Parcel Number</b>	<b>Density</b>
<b>Building 13</b>	11240230022005	Up to 3 units
<b>Building 18</b>	41470050010004	2 units
<b>Building 19</b>	41470050020102	2 units
<b>Building 20</b>	41470050030002	2 units
<b>Building 21</b>	41470050040001	2 units

**C. Maintenance and Rehabilitation of Buildings of Historic Interest.**

1. Buildings B and C. Buildings B and C (tax parcel number 8097000000007, a total of 10 units), as identified on Attachment 2, are buildings of historic interest that contribute to the character of the Fort Ward historic overlay district. Any project to alter, reconstruct, remodel, or restore the exterior of the subject buildings that requires permits from the city shall require review by the Fort Ward historic design review committee for compliance with the standards established in subsection D of

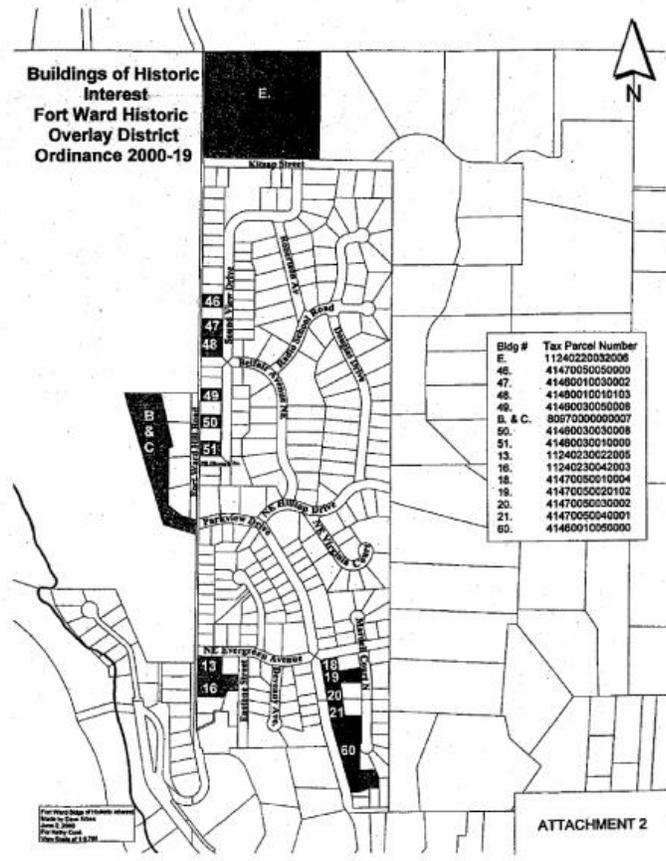
this section and issuance of a certificate of review in accordance with the procedures established in subsection E of this section.

2. Other Buildings. The buildings shown in Table 18.24.070-2, and identified on Attachment 2, are buildings of historic interest that contribute to the character of the Fort Ward historic overlay district. The rehabilitation and maintenance of these buildings is to be encouraged. Any owner who wishes to alter, reconstruct, remodel, or restore the exterior of the subject buildings in a manner that maintains its historic character may request the review services of the Historic Preservation Commission. The Historic Preservation Commission shall be available to review the proposed changes, and to advise the applicant as to design elements, construction techniques and materials that would be compatible with the historic character of the specific building.

**Table 18.24.070-2: Fort Ward Historic Overlay District Other Buildings of Historic Interest**

<b>Building Number</b>	<b>Tax Parcel Number</b>
<b>Building E</b>	11240220032006
<b>Building 46</b>	41470050050000
<b>Building 47</b>	41460010030002
<b>Building 48</b>	41460010010103
<b>Building 49</b>	41460030050006
<b>Building 50</b>	41460030030008
<b>Building 51</b>	41460030010000
<b>Building 60</b>	41460010050000

The rehabilitation and maintenance of any other buildings of historic interest within the Fort Ward historic overlay district is to be encouraged. Any owner who wishes to alter, reconstruct, remodel, or restore the exterior of these buildings in a manner that maintains its historic character may also request the review services of the Historic Preservation Commission.



D. Standards for Maintenance or Rehabilitation of the Exteriors of Buildings of Historic Interest.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its context.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Many properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated architectural features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of buildings, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.

10. New additions and related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

E. Application and Review by the ~~Fort Ward Historic Review Committee~~ Historic Preservation Commission

1. Certificate of Review Required. No applicant shall alter, reconstruct, remodel, or restore the exterior of the subject buildings pursuant to subsection B.2, B.3 or C.1 of this section, and no city permit or approval of such activity shall be issued without review by the Historic Preservation Commission and without issuance of a certificate of review by the Historic Preservation Commission.

2. Preliminary Review. Upon submittal of application for site plan and design review permit or building permit, the applicant shall schedule a preliminary review meeting with the Historic Preservation Commission. A staff planner shall also attend the preliminary design review meeting. Prior to the review meeting, the applicant shall provide Historic Preservation Commission members with "as is" photographs of the subject building and site; a site plan showing the location of the building or buildings;

the proposed method of cleaning and treating masonry and other surfaces; exterior elevations of the front and side with a description of the proposed type and finished color of exterior siding, proposed windows and roofing to be used; and proposed architectural features and trim. All diagrams shall be drawn to scale. The Historic Preservation Commission may request additional information and/or a site visit as necessary for their review and recommendation. Any conditions agreed to in this meeting shall become conditions of approval of the permits granted.

3. Final Review. Prior to issuance of permits, the applicant shall schedule a final review meeting with the Historic Preservation Commission. A staff planner shall also attend the final review meeting. Upon determination that conditions specified in the preliminary design review and the requirements of this chapter are met, the Historic Preservation Commission shall issue a final certificate of review in a form to be approved by the city. The final certificate of review shall be attached to the building permit.

4. Exemptions. Emergency repairs, ordinary repair and maintenance and interior remodeling shall not require a certificate of review.

F. Notice on Title. Prior to issuance of building permit, the owner of any property seeking an increase in density pursuant to subsection B of this section shall record with the Kitsap County auditor a restrictive covenant in a form approved by the city. Such document shall provide notice in the public record of the requirement that any alteration, reconstruction, remodel, repair, or restoration of the exterior of the subject buildings must comply with the provisions of this chapter. The applicant shall submit proof to the city that the restrictive covenant has been filed. The covenant shall run with the land and failure to provide such notice to any purchaser prior to transferring any interest in the property shall be in violation of this chapter.

G. Design Guidelines. In addition to complying with all other applicable provisions of this chapter, permitted development, redevelopment, and exterior renovation in the Fort Ward district shall comply with those regulations contained in the "Fort Ward Design Guidelines." (Ord. 2011-02 § 2 (Exh. A), 2011)

**18.24.120, Heritage tree register.**

A. The Historic Preservation Commission shall review nominations of heritage trees to be included on the Heritage Tree Register.

B. Criteria for Listing. Individual trees or tree stands may be designated Heritage Trees because they exhibit valued, unique characteristics that set them apart from other similar trees. Heritage trees shall meet one or more of the following criteria:

1. Specimen. A tree of exceptional size, form or rarity.

2. Size. Any tree with a dBH of 36 inches or more.
3. Species. Locally important native trees or trees and tree stands that are associated with the character of the community. Species that are rare in the area, with the exception of non-native, invasive tree species.
4. Age. Trees of exceptional age.
5. Historic, Cultural or Habitat Significance. Trees associated with notable local or regional historical or cultural events, persons, structures or landscapes. Trees planted as commemorative trees. Trees that serve as important habitat for valued wildlife.
6. Ecological Value. Trees or tree stands with high ecological value due to their location, size, species and/or condition.
7. Aesthetics. A tree with special aesthetic value due to its form or function it serves in the landscape (for example, a landmark pair of trees that frame an entrance).
8. Location. Trees valued for their particular location.

C. Process for Designating Heritage Trees

1. Trees may be nominated by the:

- i. Owner or
- ii. Any member of the public.

2. The Historic Preservation Commission shall examine each application and make a determination based on the Heritage Tree criteria, whether the tree or tree stands are eligible for the register.

3. Once determination has been made, the Historic Preservation Commission shall notify the property owner. The property owner must agree to the nomination by signing a consent form attached to the nomination form.

D. Responsibilities for Owners of Trees on the Register. The Heritage Tree or Tree Stand is retained by the property owner and does not become property or responsibility of the City. Upon acceptance of a nomination, the City will list the tree or tree stand on the register. If requested, the City will provide the owner with a professional arborist's assessment of the tree or tree stand.

E. Removal of Trees from the Register. Heritage Tree designation does not prohibit a property owner from developing a property and/or removing a Heritage Tree. The owner shall consult with the Historic Preservation Commission prior to removing of a tree.

F. Incentives for a Tree(s) on the Register. Heritage trees may receive density bonuses pursuant to BIMC 18.15.010.G.5.b.

**BIMC 18.24.130. Historical signage program.**

A. The Historic Preservation Commission shall review suggestions for historical signage and determine whether the proposal to install historical signage is appropriate.

B. Criteria for Signage. The Historic Preservation Commission shall determine, based on the factual nature of the proposal, the degree of significance, and the connection to the site whether a historic sign is appropriate. If the site is a City Road End, feedback from the Public Water Access Committee (PWAC) will also be considered.

C. Process for Proposing Historical Signage.

1. Candidate sites for historical signage may be proposed to the Historic Preservation Commission by:

a. Owner or

b. Any member of the public.

2. Suggestions should identify the candidate site and the significant event/person/structure that is associated with the site. Proposals should not include specific language for the suggested sign. The development of content is a collaborative process completed by the Historic Preservation Commission and the Bainbridge Island History Museum (BIHM).

3. Determination of Appropriateness:

a. If the proposed site is a City Road End, the PWAC will be informed and the Historic Preservation Commission will request feedback on whether the PWAC supports the suggestion for historical signage at that site.

b. The Historic Preservation Commission will review the suggestion for historical signage and will determine whether the proposal to install historical signage is appropriate. The Historic Preservation Commission's determination will be based on the factual nature of the proposal, the degree of significance, and the connection to the specific site. If the site is a City Road End, the feedback from the PWAC shall also be considered.

4. Content of Signage:

a. If the Historic Preservation Commission determines that the suggestion for signage is appropriate, the Historic Preservation Commission will work in collaboration with the BIHM to develop specific language and other signage content (graphics, photos, etc.). The BIHM will attest to the historical accuracy of the wording, including references where needed.

- b. The draft of the sign shall be submitted to the Historic Preservation Commission for final approval. The sign must meet all of the following criteria:
  - i. The sign shall be historically accurate.
  - ii. The story must have a relationship to the location.
  - iii. The sign shall be clear, concise and address only the salient historic facts.

**BIMC 18.24.140, Recognition of historic island farms.**

- A. Intent. The intent of this section is to publicly recognize and encourage an essential element of the Island's character and history –family farms.
- B. Criteria for Designation. A Historic Island Farm shall meet the following criteria:
  - a. Currently used as a farm,
  - b. At least 25% of the lot used for farming,
  - c. Was a farm prior to 1965, and
  - d. Is at least 2.5 acres in size.
  - e.
- C. Process for Designation. Any person may recommend a farm for recognition as a Historic Island Farm.
- D. Designation as a Historic Island Farm is an honorary designation and shall not restrict the sale, alteration, use or the exercise of any other right of ownership.

**Section 3.** *BIMC Section 18.26.060 Definitions* is hereby amended to read as follows:

44. "Certificate of appropriateness" means the certificate issued by the Historic Preservation Commission or the Planning Director pursuant to Chapter 18.24 BIMC upon approval of proposed changes that do not adversely affect the historic characteristics of a property listed on the Local Register.

120. "Historic property" means real property together with improvements on the property (except property listed in a register primarily for objects buried below ground) that ~~is~~ are ~~is~~-listed ~~in~~ on a local, state or National Register.

213. "Register eligible" means a property that is found to be eligible for listing on the Local Register and is not currently listed. Heritage properties would also be register eligible if it qualifies for listing on the Local Register and has not been formally listed.

117. "Heritage property" means a property whose loss would mean a diminution of the Island's special character, that is eligible for the Local Register of Historic Places, that possesses most of its original architectural integrity, having no major exterior alterations or addition, that is a significant contributor to its neighborhoods character and is visibly accessible to the public.

119. "Historic island farms" are currently used as a farm, were farmed prior to 1965, and are at least 2.5 acres in size and at least 25% of the lot is used as farming.

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**Section 4.** 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 XX day of X, 2016.

APPROVED BY THE MAYOR this XX day of X, 2016.

/s/  
XX, Mayor

ATTEST/AUTHENTICATE:

/s/  
Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK: , 2016  
PASSED BY THE CITY COUNCIL: , 2016  
PUBLISHED: , 2016  
EFFECTIVE DATE: , 2016  
ORDINANCE NUMBER: 2016-15

*Criteria, Identification Approval and Appeals of Local Register Eligible, Local Register, Heritage Properties and Historic Island Farms Table*

	<b>Local Register Eligible</b>	<b>Local Register</b>	<b>Heritage Properties</b>	<b>Historic Island Farms</b>
<b>Criteria</b>	Same as Local Register	Outlined in 18.24.040A	Must meet all criteria in 18.24.030A	Currently in use for farming or maintained as open space; was a farm prior to 1965; at least 2.5 acres; and at least 25% in use for farming or open space
<b>Who Identifies</b>	HPC	Owner, HPC, General Public	Owner, HPC, City Council	Owner, HPC, General Public (with owner's consent)
<b>Who Approves</b>	HPC	HPC w/owner consent	Council after reviewing HPC recommendation	HPC
<b>Changes/Alterations</b>	HPC reviews/comments to Building Official	Requires Certificate of Appropriateness from HPC	HPC review/comments, PD decides issues a COA	N/A
<b>Demolition</b>	Owner prepares analysis for HPC review; approval by Planning Director Mitigation may be required	Owner prepares analysis for HPC review and approval & City issues Cert of Demolition Mitigation may be required	Owner prepares analysis for HPC review/comments, approval by City Council Mitigation may be required	N/A
<b>Appeals</b>	<b>Classification:</b> Planning Director (PD) <b>Demolition:</b> Council <b>Appeal of Classification/demo:</b> Hearing Examiner (HE) <b>Further appeals:</b> Kitsap Superior Court	<b>Nomination:</b> Planning Director (PD); <b>Changes/Alterations:</b> Council <b>Demolition:</b> Council <b>Appeal of Nom/Changes/Alts/Demo:</b> HE <b>Further appeals:</b> Kitsap Superior Court	<b>Recognition:</b> Planning Director	<b>Recognition:</b> Planning Director
<b>Other</b>	<ul style="list-style-type: none"> <li>Incentives if placed on Local register</li> </ul>	<ul style="list-style-type: none"> <li>Signage provided</li> <li>Zoning Relief available</li> <li>Demolition by neglect provision applies</li> <li>Eligible for tax incentives</li> </ul>	<ul style="list-style-type: none"> <li>Signage provided</li> <li>Honorary designation only</li> <li>Eligible for tax incentives if on local register</li> </ul>	<ul style="list-style-type: none"> <li>Signage provided</li> <li>Honorary designation only</li> </ul>

*Criteria, Identification Approval and Appeals of Local Register Eligible, Local Register, Heritage Properties and Historic Island Farms Table*

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July 20, 2016