

PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

CITY OF BAINBRIDGE ISLAND COMPREHENSIVE PLAN

March 17, 2017



BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.¹ This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of Bainbridge Island, adopted by the city on February 28, 2017. PSRC last certified the City of Bainbridge Island's comprehensive plan amendments in 2008. PSRC staff reviewed the 2016 comprehensive plan amendments and coordinated with city staff in the development of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the City of Bainbridge Island comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

The Puget Sound Regional Council certifies that the transportation-related provisions in the City of Bainbridge Island 2016 comprehensive plan update conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.

The remainder of this report contains a summary of the PSRC review of the City of Bainbridge Island comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan](#)

¹ The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

[Review Manual](#) and Local Comprehensive Plan Checklist, is listed in high-level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the city is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

Part I: Conformity with Growth Management Act Transportation Planning Requirements

SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

Land use assumptions and forecasts of travel demand that are internally consistent and consistent with growth targets.

Service and facility needs, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

Financing and investments, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

Intergovernmental coordination with neighboring cities, counties, and regional and state agencies.

Demand management, including programs to implement the Commute Trip Reduction Act.

Pedestrian and bicycle planning, including project funding and capital investments, education, and safety.

Land uses adjacent to airports, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The City of Bainbridge Island's comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions.

Highlights include:

- ☑ Goal TR-6 and implementing policies establish level-of-service standards for multiple modes of transportation, including transit and bicycles.
- ☑ Goal TR2-2 and implementing policies support a safe and coordinated nonmotorized transportation network that connects neighborhoods with parks, schools, and other services.
- ☑ The plan emphasizes intergovernmental coordination, specifically coordination with Washington State Ferries (Goal TR-3) and regional coordination including working with the county, neighboring jurisdictions, and the Puget Sound Regional Council (Goal TR-14).
- ☑ Goal TR-5 and implementing policies support transportation demand management through greater efficiency of the integrated multimodal transportation system including discouraging single occupancy

vehicle parking at city parking lots and requiring bicycle and pedestrian improvements in transportation system improvement projects.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on the transportation planning requirements of the Growth Management Act.

Part II: Consistency with Regional Plans and Policies

OVERVIEW

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region's long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region's residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The introduction to the Bainbridge Island comprehensive plan update includes a complete statement describing how the plan supports VISION 2040, including the multicounty planning policies (MPPs) and the Regional Growth Strategy.

Environment

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

Stewardship, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

Earth and habitat, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

Water quality, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

Air quality and climate change, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Bainbridge Island comprehensive plan addresses the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- ☑ The plan includes provisions to support coordination with state and local environmental agencies and Tribal Nations to identify, protect, and maintain wildlife habitat (Goal EN-5).
- ☑ The plan includes multiple goals and polices supporting mitigation and adaptation to the effects of climate change, including sea level rise (Goal EN-7), and greenhouse gas reductions through the promotion of energy conservation and renewable resources (Goal EN-12).

- ☑ The plan includes a water resources element to restore, enhance, and preserve the ecological and hydrological function of the island’s water resources, including groundwater, surface water, and stormwater. The plan emphasizes the connection between water quality and quantity and land use.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on the environment.

Development Patterns – Including the Regional Growth Strategy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

Urban areas, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

Centers, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

Unincorporated urban areas, including policies that advance annexation and orderly transition of governance.

Resource lands, including identification of steps to limit development.

Regional design, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

Health and active living, addressing healthy environment, physical activity and well-being, and safety.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- ☑ The plan includes multiple provisions to focus development in designated centers and protect and conserve the island’s open space. Goal LU-4 supports development in the Winslow center and neighborhood centers, specifically future subarea planning for urban levels of development and services.
- ☑ Goal LU-13 and implementing policies designate conservation areas to preserve the land outside of the designated county center and neighborhood centers.
- ☑ Goal LU-23 and implementing policies support transfer of development rights to protect rural and resource lands and focus density in designated receiving areas.
- ☑ The plan supports the Transportation 2040 physical design guidelines through various policies that address complementary land uses and pedestrian-oriented design. Policy LU 6.2 supports higher intensity residential and commercial development in the Winslow center to promote human activity and reduce reliance on the automobile. Policy LU 8.6 promotes development regulations including provisions to ensure the safety and visual appeal of bicycle and pedestrian networks.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on development patterns.

Housing

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

Increased housing production opportunities, including diverse types and styles for all income levels and demographic groups.

Affordable housing needs, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

Regional housing objectives in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- ☑ Goal HO-1 and Goal HO-3 and implementing policies support increasing the diversity of housing types, specifically numeric goals for additional multifamily and senior housing units.
- ☑ The plan takes a comprehensive approach to providing affordable housing, including the development of long-term subsidized housing and preservation of existing affordable housing through a variety of tools including continuing to support the housing trust fund and incentive zoning (Goal HO-4, Goal HO-5, and Goal HO-6).
- ☑ Goal EC-5 and implementing policies support jobs-housing balance by promoting development of a variety of affordable housing choices so people who work on the island can live on the island.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on housing.

Economy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

Retention and recruitment efforts that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

Equitable benefits and impacts, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

Adequate housing growth in centers through collaboration with the private sector and provision of infrastructure.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- ☑ The plan includes provisions to support sustainability, specifically environmental health and long-term business success. Policies include support for green building and operating practices and fostering green technology and industries on the island. (Goal EC-3).
- ☑ Goal EC-6 and implementing policies focus commerce and employment in designated local centers.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on the economy.

Transportation

SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

Maintenance, management, and safety, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

Support for the regional growth strategy, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

Improved transportation options and mobility, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

Linking land use and transportation, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Bainbridge Island comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- ☑ Goal TR-9 and implementing policies support safety and maintenance of the transportation system with an emphasis on safety of nonmotorized transportation including provisions for traffic control devices and street lighting and sidewalk design.
- ☑ The plan supports a multimodal transportation system and includes provisions for expanded pedestrian, bicycle, and transit networks, specifically support for complete streets practices and guidelines (Policy TR 1.1), discouraging single occupancy vehicle use on the ferry system (Policy TR 3.2), and increasing transit access and accommodations for special needs populations (Policy TR 4.5).

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on transportation (please also see comments addressing Growth Management Act transportation planning requirements on page 3 of this report).

Public Services

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

Promote more efficient use of existing services, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

Promote renewable energy and alternative energy sources.

Plan for long-term water needs, including conservation, reclamation and reuse.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Bainbridge Island comprehensive plan update contains policies that address the public services provisions of VISION 2040. Highlights include:

- ☑ The plan includes provisions to develop a water conservation program (Policy WR 2.11) and to encourage water re-use and reclamation for high-water users (Policy WR 2.12).
- ☑ Goal CF-4 and implementing policies support energy conservation and sustainability when constructing new facilities.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on public services.

Conclusion

PSRC staff thanks the city for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the city has questions or needs additional information, please contact Laura Benjamin at 206-464-7134 or LBenjamin@psrc.org.