



CITY OF  
BAINBRIDGE ISLAND

**PLANNING COMMISSION SPECIAL MEETING  
THURSDAY, MARCH 23, 2023**

COUNCIL CHAMBERS @ CITY HALL  
280 MADISON AVENUE NORTH  
BAINBRIDGE ISLAND, WA  
OR  
VIA ZOOM WEBINAR:

**AGENDA**

**1. CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW/CONFLICT  
DISCLOSURE - 6:00 PM**

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the Suquamish, "People of Clear Salt Water." Expert fishermen, canoe builders and basket weavers, the Suquamish live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, the Suquamish live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

**2. PLANNING COMMISSION MEETING MINUTES - 6:05 PM**  
Review and approve meeting minutes.

**2.a Minutes** 5 Minutes  
[PC Minutes 03162023.pdf](#)

**3. PUBLIC COMMENT - 6:10 PM**

**4. PUBLIC HEARING - 6:20 PM**

**4.a (6:20 PM) Public Hearing on Ordinance No. 2023-12 Revised Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)** 30 Minutes  
[3 23 PC PH Lynwood CPA Memo.docx](#)  
[PC Public Hearing Draft Ordinance No. 2023-12 Lynwood Center CPA.pdf](#)  
[September 19 2022 Revision to CPA Application and Narrative.pdf](#)  
[Original Lynwood Center Subarea CPA Application Materials.pdf](#)

**4.b Puget Sound Energy (PSE) Winslow Substation Site-specific Rezone and Comprehensive Plan Amendment (CPA)** 45 Minutes  
[PSE Substations Overview Narrative.pdf](#)  
[Winslow Rezone Narrative.pdf](#)  
[Winslow CPA Narrative.pdf](#)

Winslow Site Plan.pdf  
Public Comment\_Winslow PH.pdf  
Ordinance No. 2023-11 PSE Winslow CPA\_draft.docx  
Public Comment\_Hellriegel\_14MAR2023.pdf  
Staff analysis PC Winslow.docx

**4.c Puget Sound Energy (PSE) Murden Cove Substation Site-specific Rezone and Comprehensive Plan Amendment (CPA)** 45 Minutes

Staff analysis PC Murden Cove.docx  
PSE Substations Overview Narrative.pdf  
Murden Cove Rezone Narrative.pdf  
Murden Cove CPA Narrative.pdf  
Murden Cove Site Plan.pdf  
Public Comment Murden Cove.pdf  
Public Comment\_Hellriegel\_14MAR2023.pdf  
Ordinance No. 2023-10 PSE Murden Cove CPA\_draft.docx

**4.d Puget Sound Energy (PSE) Port Madison Substation Site-specific Rezone and Comprehensive Plan Amendment (CPA)** 45 Minutes

Staff analysis PC Port Madison.docx  
PSE Substations Overview Narrative.pdf  
Port Madison CPA Narrative.pdf  
Port Madison Rezone Narrative.pdf  
PortMadison Site Plan.pdf  
Public Comment Port Madison.pdf  
Public Comment\_Hellriegel\_14MAR2023.pdf  
Ordinance No. 2023-09 PSE Port Madison CPA\_draft.docx

5. **PLANNING DIRECTOR'S REPORT - 9:05 PM**

6. **FOR THE GOOD OF THE ORDER - 9:10 PM**

7. **ADJOURNMENT - 9:15 PM**

## **GUIDING PRINCIPLES**

**Guiding Principle #1** - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

**Guiding Principle #2** - Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.

**Guiding Principle #3** - Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.

**Guiding Principle #4** - Consider the costs and benefits to Island residents and property owners in making land use

decisions.

**Guiding Principle #5** - The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

**Guiding Principle #6** - Nurture Bainbridge Island as a sustainable community by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

**Guiding Principle #7** - Reduce greenhouse gas emissions and increase the Island's climate resilience.

**Guiding Principle #8** - Support the Island's Guiding Principles and Policies through the City's organizational and operating budget decisions.



Planning Commission meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the Planning & Community Development Department at (206) 780-3750 or [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov) by noon on the day preceding the meeting.

Public comment may be limited to allow time for the Commissioners to deliberate. To provide additional public comment, email your comment to [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov) or mail it to Planning and Community Development, 280 Madison Avenue North, Bainbridge Island, WA 98110.



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** March 23, 2023

**ESTIMATED TIME:** 5 Minutes

**AGENDA ITEM:** Minutes

**AGENDA CATEGORY:** Minutes

**PROPOSED BY:** Renee Argetsinger

**PREVIOUS PLANNING COMMISSION  
REVIEW DATE(S):**

**PREVIOUS COUCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

I approve the March 16, 2023 minutes, as presented.

**SUMMARY:**

**BACKGROUND:**

**ATTACHMENTS:**



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting March 16, 2023

### Meeting Minutes

1) **CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW/CONFLICT DISCLOSURE**

**Action: There were no conflicts of interest disclosed.**

2) **PLANNING COMMISSION MEETING MINUTES**

2.a Minutes - March 9, 2023

Cover Page  
PC 03092023 Minutes.pdf

**MOTION:** Sean Sullivan moved, and Peter Schaab seconded to approve I move to approve the March 9, 2023, meeting minutes as presented.  
The motion carried unanimously.

3) **PUBLIC COMMENT**

**Action: No public comments made.**

4) **PUBLIC HEARING**

4.a Ordinance No. 2023-04 amending BIMC Chapters 2.14 and 2.16 regarding Planning Commission meeting times and the subarea planning process.

**Action:** A brief summary of Ordinance No. 2023-04 and the proposed amendments to the ordinance was provided.

Cover Page  
Ordinance No. 2023-04 Amendments to Title 2 PC Public Hearing Draft.pdf  
02082022 City Council Mtg Minutes.pdf

4) **PUBLIC HEARING**

**Action: Public comments received.**

Action: Public Comments Closed.

Discussion by Commissioners, City Council Liaison and COBI Staff.

**MOTION:** Peter Schaab moved, and Sarah Blossom seconded to amend. Motion: I move to amend Ordinance 2023-04, section C, to add a new section all interdepartmental staff team meetings regarding the Winslow Subarea Plan be recorded and published on the city's project website.

The motion carried unanimously.

**MOTION:** Ashley Mathews moved, and Sean Sullivan seconded to amend Motion: I move to amend Section 2 to read as follows: The City will convene a steering committee that will work with consultants and city staff project team to help guide and direct the creation and implementation of the community engagement plan. The steering committee will include three City Council members, two Planning Commission members, one member of REAC, one member of the Climate Change Advisory Committee and one member of the public to be chosen from a current advisory committee.

The motion carried unanimously.

**MOTION:** Sean Sullivan moved, and Peter Schaab seconded to amend Motion: I move to recommend the approval of Ordinance No. 2023-04, as amended, to the city council.

The motion carried unanimously.

5) **PLANNING DIRECTOR'S REPORT**

**Director Charnas provided observations and a recommendation.**

6) **FOR THE GOOD OF THE ORDER**

7) **ADJOURNMENT – 8:44 PM**



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** March 23, 2023

**ESTIMATED TIME:** 30 Minutes

**AGENDA ITEM:** (6:20 PM) Public Hearing on Ordinance No. 2023-12 Revised Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)

**AGENDA CATEGORY:** Review and Recommendation

**PROPOSED BY:** Jennifer Sutton

**PREVIOUS PLANNING COMMISSION**

**REVIEW DATE(S):** August 11, September 8, and October 27, 2022.

**PREVIOUS COUCIL REVIEW DATE(S):**

**RECOMMENDED MOTION:**

I move to approve Ordinance No. 2023-12, adding new policy language to both the Land Use and Housing Elements of the Comprehensive Plan related to density provisions and floor area ratio.

**SUMMARY:**

On September 19, 2022, the applicant submitted a REVISED application to the City, scaling back to only a policy request, with no changes to development standards. The revised policy would indicate that the City would consider a change from units per acre to FAR for Lynwood Center NC and NC/R-12 zoned properties in the future.

Staff recommends APPROVAL of this REVISED CPA application, and further recommends that the following policy should be added to both the Land Use and Housing Elements of the City's Comprehensive Plan as shown below:

Policy LU 9.5 and Policy HO 4.9

The City may allow floor area ratio based zoning in the Lynwood Center Subarea for parcels designated Neighborhood Center (NC) and NC/R-12 to promote housing diversity and affordability.

Planning Commission public hearings are planned for all four CPA applications on March 23, 2023. Ultimately, the Planning Commission must make a recommendation of approval, conditional approval, or denial to the City Council on each CPA application.

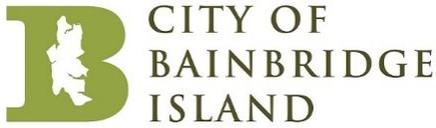
**BACKGROUND:** The City of Bainbridge Island accepts requests to amend the Comprehensive Plan every three years. Comprehensive Plan Amendment (CPA) applications were accepted between January and February 2022 for this current

cycle, and five CPA applications were received. The CPA review process is outlined in BIMC 2.16.190, and decision criteria primarily relate to quantifying potential adverse impacts on community resources and public services. NOTE: The Haggar Scribner CPA was withdrawn on February 16, 2023.

The Lynwood Center Subarea Plan (Subarea Plan) was adopted in 1997, and includes residential density limits for the greater Lynwood Center Neighborhood Center (NC) area that are also codified in city code. The original CPA application requested both map and policy amendments to the Subarea Plan to change the residential density regulations for the Neighborhood Center properties from units per acre to floor area ratio (FAR) for base and bonus density provisions.

Staff analysis of the original application showed that there could be a substantial increase in the amount of residential development allowed in the Lynwood NC area by changing to FAR density standard. At this time City does not have any additional sewer capacity in the South Island Sewer Area. City staff had initially recommended denial of the original application due to this lack of additional sewer capacity.

**ATTACHMENTS:**



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

**Staff Analysis**

Date: March 14, 2023  
To: Planning Commission  
From: Jennifer Sutton, AICP, Senior Planner  
Project: Public Hearing on Ordinance No. 2023-12 Lynwood Center Comprehensive Plan Amendment (CPA) application  
File Number: PLN52180CPA

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**Summary of Request**

On September 19, 2022, Indigo Architecture & Interiors revised its original Comprehensive Plan Amendment application to only request the following policy be added to the Land Use and Housing Elements of the Comprehensive Plan.

Proposed Policy (Land Use – Housing Elements) The City may allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.

\*\*\*\*\*

On September 8, 2022, the Planning Commission had an initial study session on the Lynwood Center CPA application (attached). The original application requested both map and policy amendments to the [Lynwood Center Subarea Plan](#) to change the residential density regulations for the Neighborhood Center properties from units per acre to floor area ratio (FAR) for base and bonus density provisions to encourage affordable housing. Please note the technical definitions of terms used in this memo can be found in [BIMC 18.12.050](#)<sup>1</sup>.

The staff analysis of the original application showed that there could be a substantial increase in the amount of residential development allowed in the Lynwood NC area by changing to FAR density standard. At this time, the City does not have any additional sewer capacity in the South Island Sewer Area, and City staff had initially recommended denial of the original application due to the current lack

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<sup>1</sup>Condensed definitions of relevant terms:

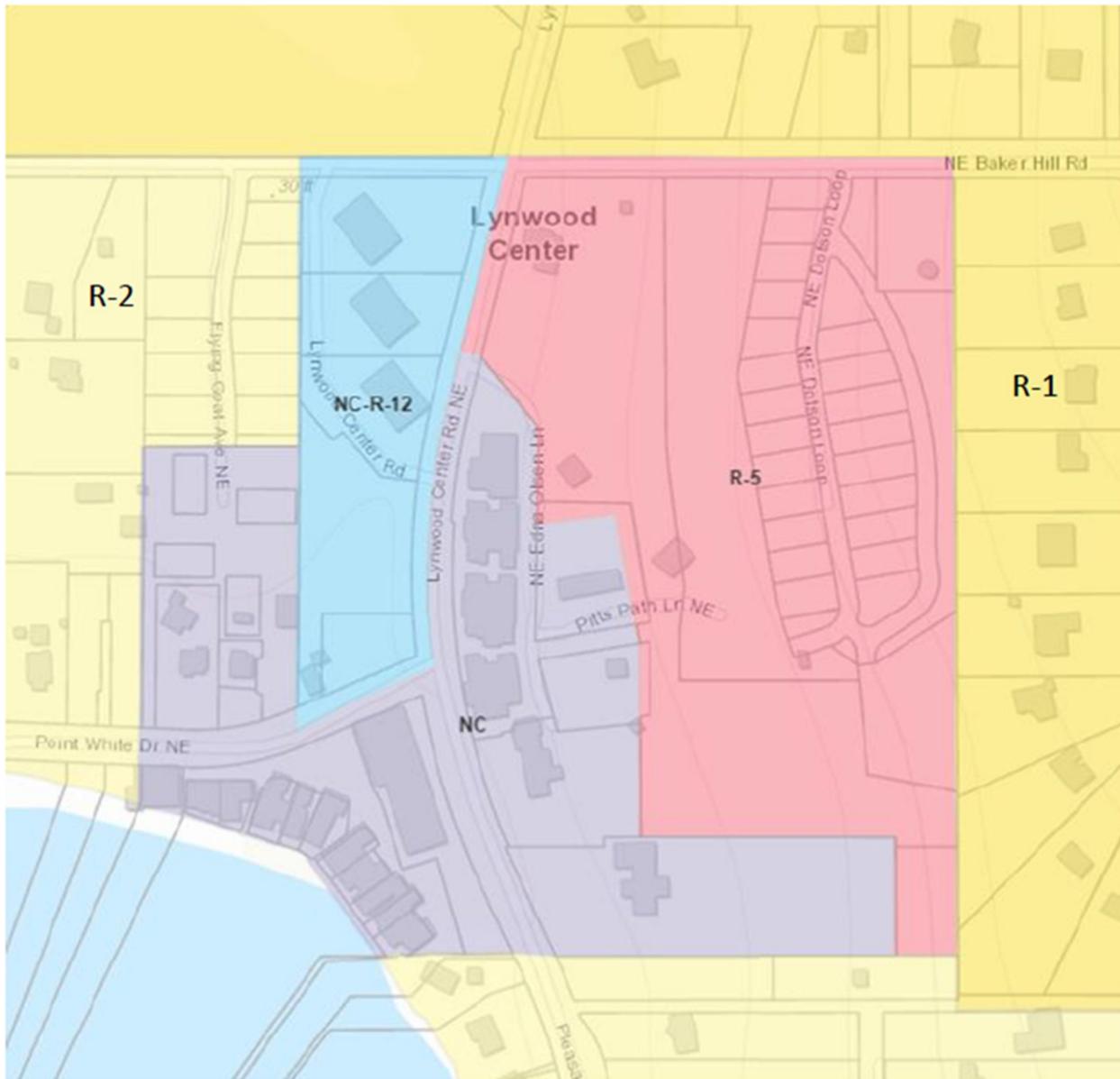
Floor Area is measured as the total area of all floors within the exterior vertical walls of a building. (If any room has a sloping ceiling, no portion of the room measuring less than five feet in height is counted.)

Floor Area Ratio (FAR) is a figure that expresses the total floor area as a multiple of the lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area prior to removal of lot area for dedication. Portions of parking located underground or underneath occupiable space are not counted in floor area ratio calculations, nor are listed historic structures. A 5,000 square foot building on a 10,000 square foot lot equates to a 0.5 FAR, no matter how many stories a building has. A one-story 5,000 square foot building has the same 0.5 FAR as a two-story building with 2,500 square feet per story in this example.

of additional sewer capacity. (See [September 8, 2022 Planning Commission packet](#) for additional information, including a summary of existing conditions in the Lynwood Center NC area, and information from the City Department of Public Works regarding area utilities. A video of the September 8, 2022, meeting can be viewed on the [City's website](#).)

On September 19, 2022, the applicant submitted a REVISED application to the City, scaling back the policy request to indicate that a change from units per acre to FAR should be considered in the future but would not be changed through this CPA application. See REVISED policy request below and attached REVISED project request and narrative.

Proposed Policy (Land Use – Housing Elements) The City ~~may shall~~ Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.



Lynwood Center Area Existing Land Use Designations

Part I: Land Use Process / Lynwood Center CPA Application History

Date:	Action:
February 15, 2022	Preapplication conference held with applicant and City staff.
February 28, 2022	CPA application submitted.
August 11, 2022	Planning Commission Study Session: Overview of CPA Process and 2022 CPA Applications.
September 8, 2022	Planning Commission study session held on original Lynwood Center CPA application.
September 19, 2022	Applicant revised CPA application to request policy amendment only.
October 27, 2022	Planning Commission study session held on revised Lynwood Center CPA application.
October 28, 2022	State Environmental Policy Act Threshold Determination of Nonsignificance issued.
November 10, 2022	Original scheduled Planning Commission Public Hearing on all CPA applications was cancelled due to SEPA appeal on another CPA application.

Part II: Comprehensive Plan Guiding Principles, Goals and Policies

The application is supported by the City's growth strategy to focus development in designated centers (see Goals and Policies 4, 5 and 9 of the Land Use Element of the [Comprehensive Plan](#)) as well as several Guiding Principles and other Land Use and Housing Element goals and policies to promote and build more small, multifamily, and/or affordable housing units. The table below highlights some of those goals and policies relevant to this Lynwood Center CPA.

Comprehensive Plan Introduction: Supporting Guiding Principles
Guiding Policy 1.2 Accommodate new growth in designated centers that meet the Island's identified needs for housing, goods, services and jobs while respecting conservation and environmental protection priorities.
Guiding Policy 3.1 Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote plans, projects and proposals to create affordable housing.
Land Use Element
Goal LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in designated centers, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.
Policy LU 4.1 Focus development and redevelopment on the Island over the next fifty years in designated centers that have or will have urban levels of services and infrastructure while increasing conservation, protection and restoration on the Island, including shorelines, especially where there is interaction between the fresh and saltwater environments.

GOAL LU-5 Focus Urban Development in Designated Centers The Plan focuses residential, commercial, and industrial growth in Winslow and other designated centers with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, and Sportsman Triangle. Collectively, Winslow, the Neighborhood Centers, and the two industrial centers constitute Bainbridge Island's designated centers.
Housing Element
Policy HO 1.4 Increase the Island's percentage of multifamily homes to 18% or more of all homes (up from 16%).
Policy HO 1.6 Change today's 89/11% housing split between the Mixed Use Town Center and Neighborhood Centers to 80/20% by 2036.
Policy HO 4.1 Encourage new multifamily housing in a variety of sizes and forms in designated centers.

### Part III Public Comment

City staff sent a postcard with information about the Lynwood Center CPA to the greater Lynwood Center area in advance of the September 8, 2022 Planning Commission Study Session. Nine public comments have been received to date from six different commenters. Six of the public comments were received prior to the September 19, 2022 revision to the CPA application. Most of the early comments were in opposition to the CPA application to increase residential density in Lynwood Center expressing concern regarding:

- Any increase in density should be accompanied by an increase in services and infrastructure.
- Traffic, expressing that Lynwood Center has a lot of traffic, and that the CPA application would increase traffic.
- Non-motorized safety, the roads leading to to Lynwood Center don't have sidewalks or bike lanes, and concern that additional traffic would make the area less safe for cyclists or pedestrians.
- Concern that increased density would harm neighborhood character and distrust in the FAR density standard because there isn't a clear maximum density.
- Unclear about how much of any increased density would be affordable.
- Need additional neighborhood services in Lynwood Center to keep people from having to drive to Winslow, e.g. post office instead of tourism focused businesses.
- Lynwood Center is a relatively low lying area that could be impacted by future sea level rise.

Housing Resources Bainbridge Executive Director Phedra Elliot wrote in support of the CPA application, noting that the City has a housing shortage, but advocating that any increase in density for creating multifamily housing should be paired with mandatory affordable housing.

The three comments received after the CPA application was revised were all in opposition to the CPA application, reiterating some of the issues identified above, in addition to:

- Concern about sewer and water availability to serve an increase in density.
- Lynwood Center has already grown a lot, especially compared to the other two NC areas.

## Part IV Staff Analysis and Recommendation

The original CPA application considered by staff and the Planning Commission on September 8, 2022, proposed a policy to convert NC density standards from units per acre to FAR. As the applicant pointed out in their application, the FAR standard is more likely to yield smaller, multifamily, and more affordable units compared to the units per acre standard. The City did not dispute that assertion. However, the FAR standard could have resulted in a substantial increase in the number of units on NC-designated properties, and the City recommended denial due to lack of additional sewer capacity in the area.

The REVISED proposed policy scales back the request so that the Lynwood Center NC density standard would not be changed through this CPA. The revision to the proposed policy, from shall to may, instead lays the groundwork for future consideration of changing the density standard to FAR in the Lynwood Center NC area. Such future consideration would be predicated on utility analysis including sewer capacity upgrades to ensure infrastructure is in place to serve any increases in density.

The idea of converting the City's NC areas to a FAR density standard as a way to increase affordable and multifamily units was first raised in 2019 when the City commissioned an [analysis](#) of its current affordable housing program. In addition, earlier this year, the City embarked on a [Housing Action Plan \(HAP\)](#) project to identify actions that can help Bainbridge Island promote more housing, more housing diversity, and affordability. Evaluating whether particular development standards, including density regulations, should be updated to increase affordability will be part of the HAP, and this could include strategies for the NC areas. Ultimately, the City will adopt and implement a set of housing-related strategies by adopting a Final HAP, currently due by the end of June, 2023.

Staff Recommendation: LU 9.5 & HO 4.9

Staff recommends APPROVAL of this REVISED CPA application, and further recommends that the following policy should be added to both the Land Use and Housing Elements of the City's Comprehensive Plan as shown with minor edits below:

[Policy LU 9.5](#) and [Policy HO 4.9](#)

The City may allow FAR-based zoning in the Lynwood Center Subarea for parcels designated Neighborhood Center (NC) & NC-R-12 to promote housing diversity and affordability.

The application is supported by the City's growth strategy to focus development in designated centers (see Goals and Policies 4, 5 and 9 of the Land Use Element of the Comprehensive Plan) and other Land Use and Housing Element goals and policies to promote and build more multifamily, small, and affordable housing units (see memo Part II above). In addition, the City is currently considering how to increase affordable housing through the City Housing Action Plan project and through the upcoming 2044 Comprehensive Plan periodic update. Therefore, further work on the issue of affordability in the City's NC areas raised by the proposed new policy will continue.

The issue of sewer service in the Lynwood Center area was discussed at the September 8, 2022 Planning Commission study session, and a memo regarding the issue from the Department of Public Works describes sewer service in the area. Any future discussion about increasing density in Lynwood Center would have to be supported by an increase sewer connections, and at this time, it is uncertain if additional connections can be obtained.

## Part V Comprehensive Plan Amendment Decision Criteria

There are five decision criteria to evaluate for Comprehensive Plan Amendments, outlined in [BIMC 2.16.190.H](#). The criteria and staff analysis of how the criteria can be applied to the REVISED CPA application are below.

Decision Criteria. The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

1. Compliance with Law. Amendments to the comprehensive plan shall comply with the Growth Management Act and other state and federal laws.

Staff Response: This REVISED CPA application would comply with federal laws and be supported by other GMA goals to promote affordable housing and to focus growth within centers or urban areas to prevent sprawl.

2. Resources.

a. The city must have the resources, including staff and budget, necessary to implement the proposal.

b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.

c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.

Staff Response: The City would have the resources to implement the REVISED CPA application at this time, which would involve updating the City's Land Use and Housing Elements to add the new policy. In the future, when the City considers implementing additional strategies to promote multifamily and affordable housing, capacity of public facilities will have to be evaluated prior to any change in development standards that could increase the number of new units.

3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.

Staff Response: This REVISED CPA application is supported by the City's growth strategy to focus development in designated centers (see [Goals and Policies 4, 5 and 9 of the Land Use Element](#) of the Comprehensive Plan) and other Land Use and Housing Element goals and policies to promote and build more multifamily, small and affordable housing units (see memo Part II above).

4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

Staff Response: This CPA does not impact and is not impacted by the other four CPA applications under consideration during the 2022 CPA cycle.

5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.

Staff Response: This REVISED CPA application would add a new policy to the Land Use and Housing Elements of the City's Comprehensive Plan, and would not adversely affect public health, safety, or welfare. Compatibility with adjacent development would be required and evaluated during design review should there be a future site-specific development project in any area.

**\*\*\*PLANNING COMMISSION PUBLIC HEARING DRAFT\*\*\***

**ORDINANCE NO. 2023-12**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, adding a policy to both the Land Use and Housing Elements of the Comprehensive Plan related to density in the Lynwood Center Neighborhood Center area.

**WHEREAS**, the City of Bainbridge Island (City) accepts requests to amend the Comprehensive Plan every three years as described in the Comprehensive Plan Amendment (CPA) process established by Bainbridge Island Municipal Code (BIMC) Chapter 2.16.190; and

**WHEREAS**, 2022 was a CPA application year, and the City received five CPA applications during the January and February 2022 submission window; and

**WHEREAS**, Indigo Architecture & Interiors submitted a CPA, permit file number PLN52180 CPA, requesting both a policy addition and an amendment to the Future Land Use Map of the Comprehensive Plan to change the density regulations from units per acre to floor area ratio (FAR) in the Lynwood Center Neighborhood Center (NC) area, to support housing diversity and affordability goals; and

**WHEREAS**, City planning and public works staff analyzed the Lynwood Center CPA, and determined that changing the density from the current density range of two-twelve units per acre to a 1.05 FAR density limit could result in a substantial increase in residential development; and

**WHEREAS**, the Lynwood Center NC area is within the South Island Sewer Area and City public works staff calculated that there is not additional sewer capacity to support an increase in density at this time, and therefore City planning and public works staff recommended denial of the application to the Planning Commission; and

**WHEREAS**, the City staff presented the Lynwood Center CPA and the staff recommendation to the Planning Commission, and the Planning Commission considered the application and at a study session on September 8, 2022; and

**WHEREAS**, on September 19, 2022 the applicant revised the Lynwood Center CPA application to request a policy amendment only, and to revise the policy wording from “shall” to “may”, requesting to add the following policy to the City Comprehensive Plan Land Use and Housing Elements- *The City may allow floor area ratio based zoning in the Lynwood Center Subarea Plan for parcels zoned Neighborhood Center (NC) and Neighborhood Center / R-12 (NC/R-12) to promote housing diversity and affordability;* and

**WHEREAS**, City staff analyzed revised application, and given that the CPA had been scaled back to not result in any increase in density at this time; changed its recommendation to “approval”; and

**WHEREAS**, City staff presented the revised Lynwood Center CPA application and staff recommendation to the Planning Commission and at a study session on October 27, 2022; and

**WHEREAS**, the City issued a State Environmental Policy Act (SEPA) Determination of Nonsignificance for this CPA application on October 28, 2022; and

**WHEREAS**, the Planning Commission held a public hearing on Ordinance No. 2023-12 on March 23, 2023, and after closing the public hearing, made a recommendation of \_\_\_\_\_ to the City Council; and

**WHEREAS**, notice was given on March 10, 2023, to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council considered Ordinance No. 2023-12; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council adopted Ordinance No. 2023-12.

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

**Section 1.** The City Council finds that the Lynwood Center CPA application, permit number PLN52180 CPA, is in conformance with the Comprehensive Plan, the CPA decision criteria, and all applicable state laws in effect at the time of approval.

**Section 2.** The following policy is hereby added to the Land Use Element of the Comprehensive Plan.

**Policy LU 9.5** The City may allow floor area ratio based zoning in the Lynwood Center Subarea for parcels designated Neighborhood Center (NC) and NC/R-12 to promote housing diversity and affordability.

**Section 3.** The following policy is hereby added to the Housing Element of the Comprehensive Plan.

**Policy HO 4.9** The City may allow floor area ratio based zoning in the Lynwood Center Subarea for parcels designated Neighborhood Center (NC) and NC/R-12 to promote housing diversity and affordability.

**Section 4.** This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this XX day of XX 2023.

APPROVED by the Mayor this XX day of XX 2023.

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Brenda Fantroy-Johnson, Mayor

ATTEST/AUTHENTICATE:

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Christine Brown, MMC, City Clerk

FILED WITH THE CITY CLERK:	XX, 2023
PASSED BY THE CITY COUNCIL:	XX, 2023
PUBLISHED:	XX, 2023
EFFECTIVE DATE:	XX, 2023
ORDINANCE NUMBER:	2023-12

# HOUSING DIVERSITY & AFFORDABILITY

## Proposed Comprehensive Plan Change

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### Proposed Policy (Land Use-Housing Elements)

- The City ~~May~~ Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.

### Why? Benefits of FAR Zoning

- FAR based zoning will promote smaller scale & affordable pedestrian-oriented housing consistent with Comp Plan Goals
- Current approach regulates density as units per acre which encourages larger size units and construction of “high end” market rate units.
- Smaller scale units allow modest density increases within current development standards (lot coverage, height, etc.) and provide increased levels of affordability

### How? Fit with Existing Regulations

- Consistent with current policy to achieve higher residential densities within NSC and to help reduce traffic congestion.
- FAR can be structured to include incentives or bonus for projects which include affordable housing (see example ordinance language below).
- FAR approach doesn't require modifying current development standards.
- New Base FAR limit can be set to conform with existing NC zoning regulations such as height limit, setbacks, lot coverage (see comparison below).

### What? Supports Housing and Land Use Elements

- Achieves limited density increases within Designated Neighborhood Center while maintaining community character
- Increased housing options (rentals, smaller living units) for individuals and families with modest or fixed incomes within the community.
- Promotes opportunity for those who work in the community to live or remain in the community.
- Reduces environmental impacts of off island workforce car commuting onto the Island.

# HOUSING DIVERSITY & AFFORDABILITY

- Supports the long-term viability of local businesses, and those who provide for local community daily, workers that define our “Special Island Character.”

## Supporting Comp Plan Policies

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

**Policy HO 3.1** 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.

**Policy HO 3.7** Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers.

**Policy HO 6.2** In order to provide for permanently affordable housing pursue effective strategies to reduce the land cost component of affordable housing which may include alternative land use zoning, density bonuses and other incentives

# HOUSING DIVERSITY & AFFORDABILITY

The proposed Land Use Policy Comp Plan Language Change offers stakeholders such as:

- The City Council
- The Planning Commission
- The CoBI Planning & Public Works Staff
- The Housing Action Plan Committees
- Community Members

the immediate opportunity to develop, propose, consider, and adopt, more specific Zoning Code Ordinance Language, that could be used to appropriately regulate FAR Zoning Methodology in the Lynwood NC Zones.

Specific Zoning Code Ordinance Language for regulating FAR Zoning is still yet to be developed and would go through the established public process to allow all stakeholders to propose and address important relative technical issues such as, parking, transportation safety, utility service capacities, and qualified affordability criteria, which a change to FAR based Zoning would affect.

However, without a Comp Plan Land Use Policy Language Change now, the opportunity to even consider FAR Zoning in the Lynwood NC Zones, is deferred for a minimum of 3 years, to the next Comp Plan change cycle. Given the urgent need to consider all possible methods of providing affordable housing in the community it seems irresponsible to defer the consideration of an FAR option yet another 3 years.

The below summarizes the differences between the existing Dwelling Unit Count Zoning Methodology vs. a Proposed FAR Controlled Zoning Methodology option. Note that FAR based zoning must still comply with other elements of the Zoning Code such as, but not limited to:

- Lot Coverage Limits
- Height Limits
- Setback Limits
- Parking and Landscape Requirements
- Environmental and SMP Regulations
- Mixed use requirements
- Fire and life safety codes.

As a baseline comparison:

*An FAR =1.05 would constrain a future proposed building size to the SAME Bldg envelope/volume extents (height limit, setbacks, lot coverage) as is currently allowed under the existing dwelling unit count based zoning in the NC Zones, as follows:*

# HOUSING DIVERSITY & AFFORDABILITY

For a theoretical 1.0 acre (43,560 sf) site Currently Zoned “NC R-12”

- Existing allowed Lot Coverage = 35% x 43,560 sf = 15,246 sf of bldg footprint is currently allowed
- Existing allowed Height Limit = 35’ (3 stories) = 15,246 sf bldg footprint allowed x 3 stories allowed = 45,738 sf of bldg area currently allowed
- 12 dwelling units currently allowed

If FAR =1.05 were applied in future:

- 1.0 acre (43,560 sf) x FAR 1.05 = 45,738sf max bldg area allowed, same as max bldg area as allowed under existing zoning regulations.
- Max allowed lot coverage = 35% x 43,560 sf = 15,246 sf of bldg footprint allowed, same as max lot coverage as allowed under existing zoning regulations.
- Height limit, 35’, same max height as allowed under existing zoning regulations.
- POSSIBLE maximum practical dwelling unit count = 41 dwelling units\*\* (=2.3x existing dwelling unit counts allowed)
  - \*\*Assumptions:
    - ~1,000 sf of gross bldg area per each (small dwelling unit), includes common stairs, elevators, circulation, mech, elec rooms, totaling ~20% of the total gross area, leaving 800nsf/dwelling unit living space.
    - Dedicating a minimum of 10% of the total building area ~4,600sf to commercial spaces per existing mixed-use requirements in the NC Zone.
- This example FAR=1.05 regulated building would remain compliant with existing zoning envelope standards
  - 35% lot coverage
  - 35’ height limit

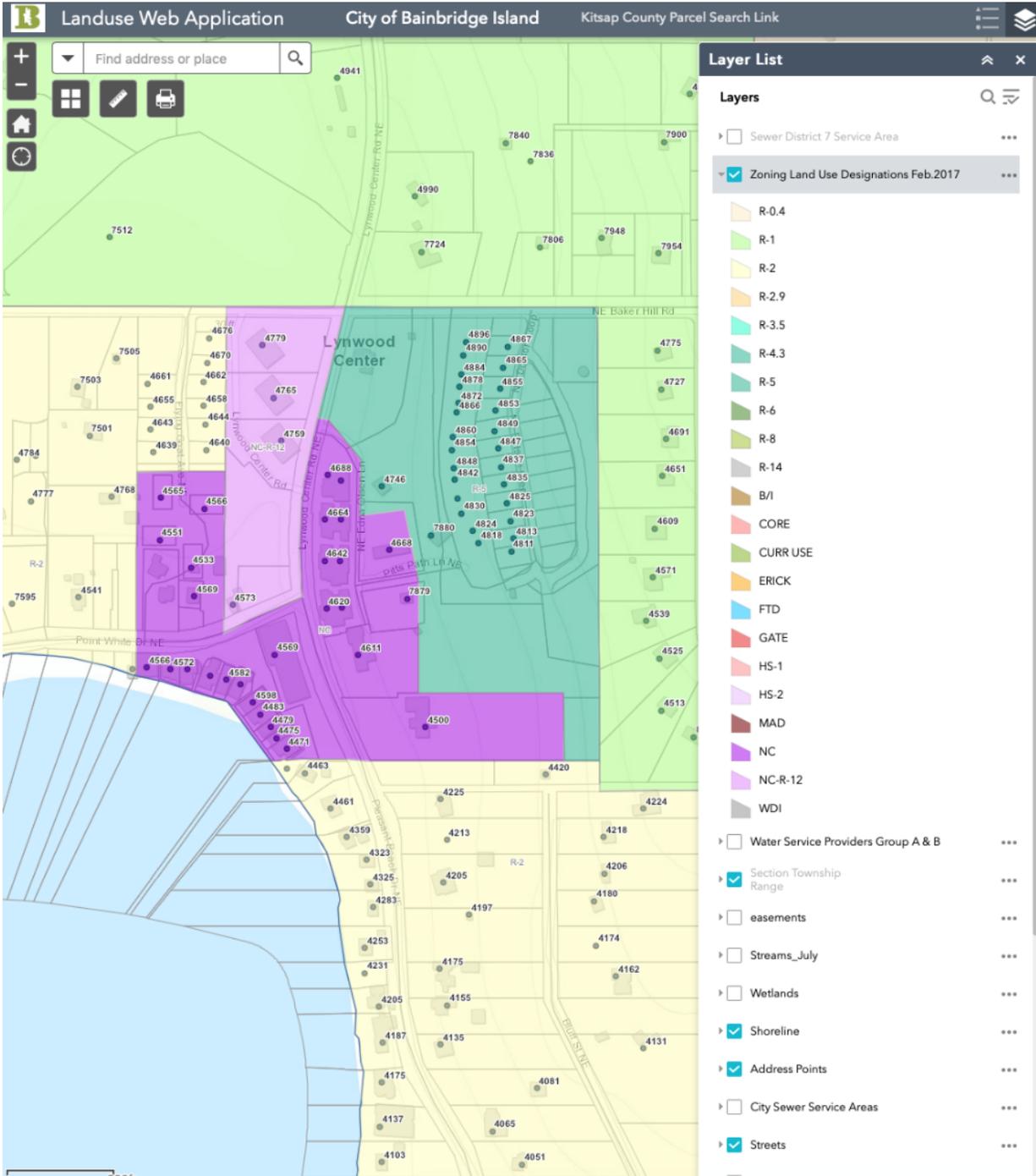
This example is for reference only. Final applicable FAR quantities remain to be determined during a separate public Zone Code Ordinance Amendment process and could only apply to Qualified Affordable Housing Projects proposed in the Lynwood NC Zone. A “Qualified Affordable Housing Project” could include requirements such as:

- Defined specific income level qualifications for residents (i.e.- 80% of AMI, 100% of AMI, etc...)
- Specific quantities of dwelling units (i.e.- 50% of units, 100% of units, etc...) in a proposed project must include income qualification for rental or purchase.

# HOUSING DIVERSITY & AFFORDABILITY

## Appendix

Comp Plan change applies to parcels in Lynwood Center Sub Area Zoning Land Use Designations NC & NC-R-12 (purple & light purple) on attached existing CoBI Zoning Map.





## Land Use Application

Supporting documents are required for project review.

See the [Administrative Manual for Planning Permits](#) and [Fee Schedule](#) for permit submittal requirements and fees.

Please schedule an appointment at [Planning and Building Submittal Appointments](#).

**Project Name** Comp Plan Amendment Application - NC Zoning in Lynwood Ctr Subarea

**Property Owner(s)**

**Site Address**

**Parcel Numbers**

Non-project specific

NC Zone, Lynwood Center Subarea

**Select Application Type**

~~Adjustments to Approved Land Use - Major~~

**Select Application Type**

Comprehensive Plan Amendment

**Consolidated Review Requested ([BIMC2.16.070](#))**

No

### Project Name and Description

Proposed Comprehensive Plan Change  
Proposed Policy (Land Use-Housing Elements)

- The City Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.

City of Bainbridge Island  
 Department of Planning & Community Development  
 280 Madison Ave N  
 Bainbridge Island, WA 98110  
[PermittingSubmittal@bainbridgewa.gov](mailto:PermittingSubmittal@bainbridgewa.gov)



### Project Contacts

Applications must be submitted by the property owner or the owner’s designated agent.  
A notarized [Owner/Agent Agreement](#) must accompany this application if submitted by a designated agent.

**Applicant**  
~~Property Owner~~ Indigo Architecture & Interiors (Jeb Thornburg)

Mailing Address: PO BOX 10549, Bainbridge Island, WA 98110

Email: jebt@beingindigo.com

Phone: 206.909.0864

**Name of Authorized Agent** (Notarized Owner/Agent Agreement form required) \_\_\_\_\_

Mailing Address: \_\_\_\_\_

Email: \_\_\_\_\_

Phone: \_\_\_\_\_

#### Statement of Affirmation REQUIRED

I affirm, under penalty of perjury, that all answers, statements, and information submitted with this application are correct and accurate to the best of my knowledge. ~~I also affirm that I am the owner or designated agent of the subject site. Further, I grant permission to any and all employees and representatives of the City of Bainbridge Island and other governmental agencies to enter upon and inspect said property as reasonably necessary to process this application.~~

~~Owner Name - Print~~  
Applicant

Owner Name - Signature

2.28.22  
Date

\_\_\_\_\_  
Owner Name - Print

Owner Name – Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Agent Name and Business Name - Print

Agent Name - Signature

\_\_\_\_\_  
Date

City of Bainbridge Island  
Department of Planning & Community Development  
280 Madison Ave N  
Bainbridge Island, WA 98110  
[PermittingSubmittal@bainbridgewa.gov](mailto:PermittingSubmittal@bainbridgewa.gov)

# HOUSING DIVERSITY & AFFORDABILITY

## Proposed Comprehensive Plan Change

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### **Proposed Policy (Land Use-Housing Elements)**

- *The City Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.*

### **Why? Benefits of FAR Zoning**

- FAR based zoning will promote smaller scale & affordable pedestrian-oriented housing consistent with Comp Plan Goals
- Current approach regulates density as units per acre which encourages larger size units and construction of “high end” market rate units.
- Smaller scale units allow modest density increases within current development standards (lot coverage, height, etc.) and provide increased levels of affordability

### **How? Fit with Existing Regulations**

- Consistent with current policy to achieve higher residential densities within NSC and to help reduce traffic congestion.
- FAR can be structured to include incentives or bonus for projects which include affordable housing (see example ordinance language below).
- FAR approach doesn't require modifying current development standards.
- New Base FAR limit can be set to conform with existing NC zoning regulations such as height limit, setbacks, lot coverage (see comparison below).

### **What? Supports Housing and Land Use Elements**

- Achieves limited density increases within Designated Neighborhood Center while maintaining community character
- Increased housing options (rentals, smaller living units) for individuals and families with modest or fixed incomes within the community.
- Promotes opportunity for those who work in the community to live or remain in the community.
- Reduces environmental impacts of off island workforce car commuting onto the Island.
- Supports the long-term viability of local businesses, and those who provide for local community daily, workers that define our “Special Island Character.”

# HOUSING DIVERSITY & AFFORDABILITY

## Supporting Comp Plan Policies

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

**Policy HO 3.1** 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.

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**Policy HO 6.2** In order to provide for permanently affordable housing pursue effective strategies to reduce the land cost component of affordable housing which may include alternative land use zoning, density bonuses and other incentives

## Example Comparison of Existing Unit Count Methodology vs. Proposed FAR

Theoretical 1.0 ac (43,560 sf) site

### EXISTING NC R-12

- Lot Coverage 35% x 43,560 sf = 15,246 sf footprint allowed
- Height Limit 35’ (3 stories) = 15,246 x 3 = 45,738 sf allowed
- 12 dwelling units allowed

### PROPOSED FAR = 1.05

- Remains compliant with existing zoning envelope standards
  - 35% lot coverage
  - 35’ height limit
- No limit on dwelling unit count in existing zoning envelope standards\*

\*Note: small units would naturally be more affordable

# HOUSING DIVERSITY & AFFORDABILITY

## **Example of Potential Prescribed Affordable Housing Incentive (future ordinance)**

BASE FAR = 1.05

- 35% lot coverage
- 35' height limit

FAR WITH 50% AFFORDABLE UNITS = FAR 1.25

- 50% lot coverage
- 35' height limit
- 20% public space required
- 25% reduction in parking requirement
- Indoor bike parking required

## **Example of Potential Prescribed Affordable Housing Incentive (continued)**

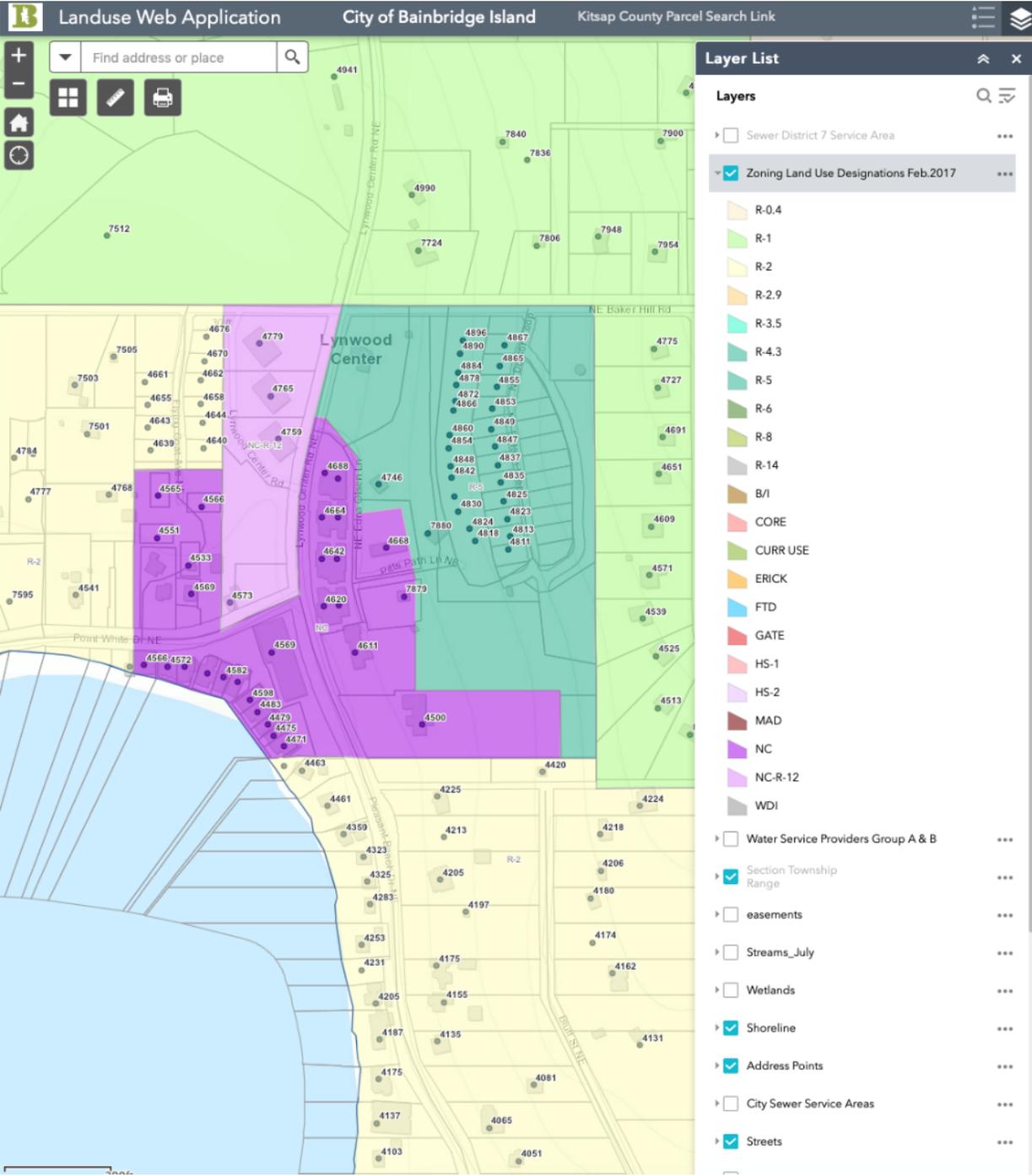
FAR WITH 100% AFFORDABLE UNITS = FAR 1.5

- 50% lot coverage
- 45' height limit with additional 10' setback from current setback regs
- 20% public space required
- 50% reduction in parking requirement
- Indoor bike parking required
- Car share program required

# HOUSING DIVERSITY & AFFORDABILITY

## Appendix

Comp Plan change applies to parcels in Lynwood Center Sub Area Zoning Land Use Designations NC & NC-R-12 (purple & light purple) on attached existing CoBI Zoning Map.





CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** March 23, 2023

**ESTIMATED TIME:** 45 Minutes

**AGENDA ITEM:** Puget Sound Energy (PSE) Winslow Substation Site-specific Rezone and Comprehensive Plan Amendment (CPA)

**SUMMARY:** PSE operates three electrical substations on the Island. Most of the infrastructure was constructed between 50 and 70 years ago, and is nearing the end of its useful life. The substations are within residentially zoned districts, and PSE seeks to change the zoning to Business / Industrial. If approved, these applications would result in an amendment to the Comprehensive Plan Land Use Map and the City's zoning map.

Meeting materials include a substation overview from PSE, a narrative from PSE specific to each property, existing site maps for each of the properties, public comment received to date, the draft ordinance, and staff analysis of each property.

The Planning Commission shall conduct a public hearing as defined in BIMC 2.14.020.G. Recommendation of the Planning Commission is provided to the City Council for decision on the application.

**AGENDA CATEGORY:** Review and Recommendation

**PROPOSED BY:** Planning & Community Development

**RECOMMENDED MOTION:** I move to recommend the City Council approve Ordinance 2023-11 amending the Comprehensive Plan land use map and zoning districts map for Puget Sound Energy's Winslow Substation site.

**COMMUNITY ENGAGEMENT AND OUTREACH:**

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:** The City accepts requests to amend the Comprehensive Plan every three years. Four CPA applications are under consideration for this current cycle. The review process and decision criteria for Site-specific Rezones are contained in BIMC 2.16.140. The CPA review process and decision criteria are contained in BIMC 2.16.190. An overview of the CPA process was provided to the Planning Commission on August 11, 2022 and discussion-only study session for all applications was conducted on October 13, 2022.

**ATTACHMENTS:**

[PSE Substations Overview Narrative.pdf](#)

[Winslow Rezone Narrative.pdf](#)

[Winslow CPA Narrative.pdf](#)

[Winslow Site Plan.pdf](#)

[Public Comment Winslow PH.pdf](#)

[Ordinance No. 2023-11 PSE Winslow CPA draft.docx](#)

[Public Comment Hellriegel 14MAR2023.pdf](#)

[Staff analysis PC Winslow.docx](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



## **Bainbridge Island PSE Electrical Substation Overview**

### **Summary**

Flexibility required to implement a range of potential reliability and capacity improvements is being sought in Puget Sound Energy's (PSE) Comprehensive Plan Map Amendment and Site-Specific Rezone applications for the three substations to meet electrical needs on Bainbridge Island. These local needs were identified and analyzed through needs and solutions studies undertaken by PSE's Strategic System Planning department to ensure PSE can reliably serve residents and businesses over a 10-year planning horizon. The solutions report concluded that a hybrid of potential wires and non-wires alternatives would best meet the identified needs, including installing a new 115 kV transmission line to create a looped system, installing a battery energy storage system (BESS), as well as other non-wires energy efficiency and demand response solutions (collectively called distributed energy resources or DERs). As an example, a transmission line and battery energy storage system (BESS) solution will require improvements at PSE's existing substations on Bainbridge Island if implemented at either the Murden Cove or Winslow Substation sites. To give PSE the flexibility to upgrade our existing system to meet these needs, while limiting environmental and community impacts by making full use of our existing substation sites, PSE is requesting that the substation sites be rezoned from low density residential to business/industrial designations. This overview provides background on the history of the substation sites, PSE's needs and solutions assessments, and potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests are not approved.

### **History of Bainbridge Island Substations**

Puget Sound Energy (PSE) operates three electrical substations on Bainbridge Island. These substations serve as connection points to distribute electricity to homes and businesses within the community from transmission lines that bring electricity to the Island from generation sources. Two transmission lines, the Port Madison Tap and Foss Corner-Port Madison 115 kV lines, bring power to Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation located at the intersection of NE Day Road West and SR-305. From the Port Madison Substation, the Murden Cove Tap 115 kV radial transmission line connects to Murden Cove Substation located on Sportsman Club Road NE and the Winslow Tap 115 kV radial transmission line connects to Winslow Substation located on NE Bucklin Hill Road bringing electricity further onto the Island. Equipment within the three substations reduces the transmission line voltage (115 kV – 115,000 volts) to distribution voltage (12.5 kV – 12,500 volts). From these substations, distribution lines distribute power to homes and businesses throughout the community.

The first substation constructed on Bainbridge Island was the Port Madison Substation in the early 1950s. At that time, a previous configuration of the Port Madison Tap transmission line brought power to the Island via a transmission line crossing on the west side of Agate Pass bridge. The Winslow Substation was constructed in the early 1960s and was connected to Port Madison Substation with the installation of the Winslow Tap transmission line. In the 1969/1970 timeframe, the steel lattice transmission towers on either side of the Agate Pass crossing on the east side of the Agate Pass bridge were constructed, providing the support for two transmission supply lines to the Island. The existing crossing on the west side of the bridge was converted to a distribution line crossing. Murden Cove Substation was constructed in 1979 and was connected to the Port Madison Substation via the Murden Cove Tap transmission line.

As growth occurred on Bainbridge Island, PSE's facilities were replaced and upgraded to meet capacity needs and improve service reliability. In 2014 the two aging steel lattice towers on either side of the Agate Pass crossing were replaced with four steel monopoles. In 2015 the Port Madison Tap line was rebuilt with new poles and higher capacity conductors. Then in 2016 the Foss-Corner – Port Madison 115-kV line was rebuilt with new poles and higher capacity conductors. Over the years, as the linear transmission and distribution infrastructure has been upgraded and expanded, so have the three substations on the Island to support this infrastructure.

Prior to the 1991 annexation of the area of Bainbridge Island outside of the Town of Winslow, all of PSE's substations were located within rural unincorporated Kitsap County. As growth occurred on Bainbridge Island, community development extended into the areas surrounding the substation sites and PSE's substation facilities were expanded and upgraded to accommodate the added electrical load resulting from this growth. When PSE initially purchased the substation properties, it was expected that the facilities would expand and grow as additional infrastructure would be needed to support increased electrical demand. It was also understood that the substation use was not characteristic of rural residential development. Upon annexation of the City of Bainbridge Island from Kitsap County, the new City adopted existing Kitsap County zoning and development regulations (City of Bainbridge Island Ordinance 90-17), but has since expanded upon these regulations to reflect additional rural conservation policies.

### **Aquifer Recharge Protection Area (ARPA) Regulations**

The Bainbridge Island Code regulates Aquifer Recharge Areas as critical areas under the City's critical areas regulations. According to a December 2021 City handout, "the ARPA requirement grew out of a review and assessment of the City's adoption of new state stormwater regulations that emphasize the use of Low Impact Development (LID) Best Management Practices (BMPs). A new requirement to designate an Aquifer Recharge Protection Area of up to 65 percent of a site is included in the critical areas ordinance because the City's stormwater regulations allow for *engineered solutions* which may not include any native vegetation retention".

The ARPA regulations designate the entirety of Bainbridge Island as an aquifer recharge area, however the requirement to designate a percentage of the site as an Aquifer Recharge Protection Area and preserve native vegetation is specific to low density residential zoning districts (R-0.4, R-1, and R-2), which make up a significant portion of the Island's zoning outside of areas designated to absorb density.

PSE's substation sites are located within the R-0.4 and R-2 zoning districts as a relic of the rural zoning in place prior to the incorporation of the City of Bainbridge Island. Port Madison Substation was constructed in 1954 with Winslow Substation and Murden Cove Substation constructed in 1960 and 1979 respectively. The developed area on these sites was established well before current consideration

of aquifer recharge protection. Development on the substation sites incorporates low impact stormwater features and maintains significant portions of the sites as native vegetation. With the adoption of the ARPA regulations in 2018, consideration was not given to established development providing essential services to the Island that are conditionally allowed within the low residential density zoning. The ARPA regulations do not provide a mechanism to allow continued upgrades and expansion of these essential facilities.

### **PSE's Substation Planning**

PSE has a duty to our customers to make prudent financial investments based on infrastructure needs. PSE's Strategic System Planning department regularly assesses electrical system needs to ensure that PSE can reliably serve residents and businesses over a 10-year planning horizon. A determination of need is based on violations of NERC Compliance Standard TPL 001-4 which looks at categories including reliability, capacity, aging infrastructure and operational needs. The Bainbridge Island Electric System Needs Assessment published in 2019 determined that the Bainbridge Island electrical system has reliability, capacity, and aging infrastructure needs and concerns during the 10-year planning horizon on both the transmission and distribution systems. Per PSE solution criteria, once a solution is implemented, it must last ten years. Therefore, the solutions in the 2019 assessment are expected to serve the Bainbridge community at least 10 years beyond their in service date. The identified Bainbridge Island needs and concerns related to the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for PSE's 3 substation sites include:

- **Substation Capacity Need:** A distribution substation group capacity need was identified to support general load growth on the island and planned additional load for the electrification of the Washington State Ferries. The needs assessment identified a load growth need of 6.6 MW (megawatts) and a ferry electrification need of 10 MW.
- **Transmission Reliability Need:** A transmission reliability need was identified to improve the performance of the Winslow Tap transmission line that feeds Winslow Substation. Nearly 70 percent of the transmission outage time on Bainbridge Island is attributed to events on this transmission line.
- **Transmission Operational Flexibility Concern:** To deliver power reliability, the Bainbridge Island electrical system must be able to transfer electrical load when a transmission line needs to be taken out of service for maintenance or when a substation outage occurs due to the lack of a redundant transmission line. Customers served by Winslow and Murden Cove Substations make up two-thirds of the Island customers and these substations do not have a backup power source if the single transmission line serving each substation experiences an outage. This concern coincides with the transmission reliability need.

The range of identified needs and concerns require that PSE evaluate potential wire and non-wire solutions, the majority of which require or potentially require upgrades and improvements at the Murden Cove, Winslow and Port Madison substation sites.

**Solutions.** PSE is actively evaluating a range of potential solutions to address the identified needs and concerns. As noted above, many of these solutions could result in needed improvements at PSE’s three existing substation sites. Potential solutions to address capacity needs include the installation of a battery energy storage system (BESS) at either the Murden Cove or Winslow Substation site or encouraging the use of DERs. DERs (distributed energy resources) are demand response and energy efficiency measures that homeowners and businesses can incorporate into their residences and buildings as a means of reducing total island energy needs.

Transmission reliability and operational flexibility solutions are also being evaluated to determine which solutions PSE will ultimately propose, design, and move forward with permitting and implementation. This includes the potential to construct a new 115 kV transmission line between the Murden Cove and Winslow Substations (the Murden Cove – Winslow 115 kV transmission line) to create a looped transmission system between the three substations on Bainbridge Island and to build redundancy into the system should one of the existing radial transmission lines experience an outage. Finally, PSE is considering the potential need to install a second transformer bank at Murden Cove and/or Winslow Substations in the long-term (beyond the 10 year planning horizon). PSE needs the flexibility to implement a range of solutions, many of which may require infrastructure improvements at one or more substation sites.

**Potential Substation Improvements.** PSE is in various stages of planning for potential improvements at the three substation sites. Potential improvements at each site following approval of the Comprehensive Plan Map Amendment and Site-Specific Rezone requests include:

**Port Madison Substation:** PSE is proposing to replace the existing control house (enclosure that houses the equipment that oversees, controls and protects the functioning of the substation) and other associated equipment within the existing substation yard in 2023. This work is to address aging infrastructure replacement needs within the substation and must be completed prior to work at the other two substations.

Long-term (beyond 10-years), PSE may need to expand the Port Madison Substation and upgrade the substation 115 kV bus infrastructure to meet future system needs.

**Murden Cove Substation:** PSE is evaluating the potential to install a 3.3 MW BESS at Murden Cove Substation to address substation capacity needs during peak demand periods, installing a new control house and upgrading site stormwater improvements. Additionally, PSE is evaluating expanding the existing 115 kV bus infrastructure to address transmission line reliability and operational flexibility solutions, including a new 115 kV transmission line. This would require expansion of the existing 115 kV bus within the substation and addition of a control house which would be needed in the event the BESS was not installed at the site and a control house not already installed for that project.

**Winslow Substation:** Another potential site that PSE is exploring with BESS vendors is the Winslow Substation site. A BESS at this site could address substation capacity need now or in the future. A BESS at Winslow would require expansion of the existing substation fenced area and installation of a new control house, as well as stormwater upgrades. To address transmission system reliability, if PSE ties the new 115 kV transmission line into Winslow Substation, substation expansion will be needed independent of the improvements needed for

the BESS, including expansion of the 115 kV bus and stormwater upgrades. In the long-term, independent of near term needs, PSE anticipates the need to add a second transformer bank to the substation to support system capacity.

### **Potential Outcomes without the Rezone**

PSE determined that rezoning the substation sites is the appropriate strategy to meet the long-term electrical needs of the community. In order for the potential solutions in the 10 year horizon plan and beyond to be implemented, improvements are needed at the substation sites. Expansion of the existing substation yards are needed at Winslow and Murden Cove Substations. In order for these expansions to occur and bring the site designations into alignment with their long-term utility use, PSE is requesting that the City of Bainbridge Island rezone the properties.

The following summarizes potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for the three substations were not approved by the City of Bainbridge Island. These outcomes are based on the 10-year planning horizon and preferred solutions identified by PSE's Strategic System Planning department.

**Outcome 1: Aquifer Recharge Protection Area Code Amendment.** PSE explored the option to amend the existing critical areas regulations as they pertain to Aquifer Recharge Protection Areas (ARPA) to allow an exemption or accommodation for substation uses located on low density residentially zoned property. After discussions with City staff, it was determined that providing an exemption or allowance for a specific non-residential use in specific locations within in the ARPA code was not preferred from a policy standpoint.

The ARPA regulations were passed in 2018 as part of a critical areas code update to address protection of groundwater resources as the entirety of Bainbridge Island was designated as an ARPA based upon its sole source aquifer designation for the community's drinking water. The City chose to impose the ARPA restrictions based on assumptions that the use of the properties in low density residential zoning districts would predominantly be low density single-family residential development. The code does make an incremental allowance for additional developed area for parks and schools, but does not consider other existing essential community uses that are located within low-density residential zoning districts. The substations are within these districts as a vestige of zoning designations and associated development standards being overlaid on existing land uses that were present before Bainbridge Island was incorporated as a city. As the community grows and policies evolve, these essential uses do not necessarily reflect characteristic development within the low density residential zoning districts or the associated policies within the Comprehensive Plan.

The ARPA regulations focus on maintaining the Island's rural character when developing low density residential property. The substation sites are already significantly developed with non-residential uses that will not revert back to having less developed area. Code amendments generally do not target specific sites, but do generally provide performance standards for specific uses. Changing the zoning designation to reflect the use of the sites for substations provides clarity and certainty for the community and is the preferred approach from a policy standpoint.

**Outcome 2: Retain Low Density Residential Zoning and Comply with ARPA Regulations.** The implications of this approach are site dependent; however retaining the existing zoning at any substation site does not allow for flexibility in upgrading the existing system to meet current and future needs while limiting environmental and community impacts by making full use of the existing sites.

**Port Madison Substation:** The Port Madison Substation site is currently 75 percent developed. The improvements identified within the next 10 year planning horizon can be accommodated within the existing substation yard footprint. These improvements do not trigger over 800 square feet of new impervious surfaces on the site or 7,000 square feet of land disturbing activity. Therefore, compliance with the ARPA regulations is not triggered. This should sustain substation operations for the next 10 -20 year planning period.

**Substation Capacity Improvements:** If the Murden Cove Substation site retains the R-2 zoning designation, the BESS cannot be accommodated on the site and would have to be sited elsewhere. Assuming the Winslow Substation retains the R-0.4 zoning designation, the BESS could not be located on that site. Port Madison Substation does not have enough land area for inclusion of the battery at that site, regardless of the zoning designation. Based on land availability on Bainbridge Island, a green field site that is located within low density residential zoning (R-0.4, R-1, or R-2) would be a likely location.

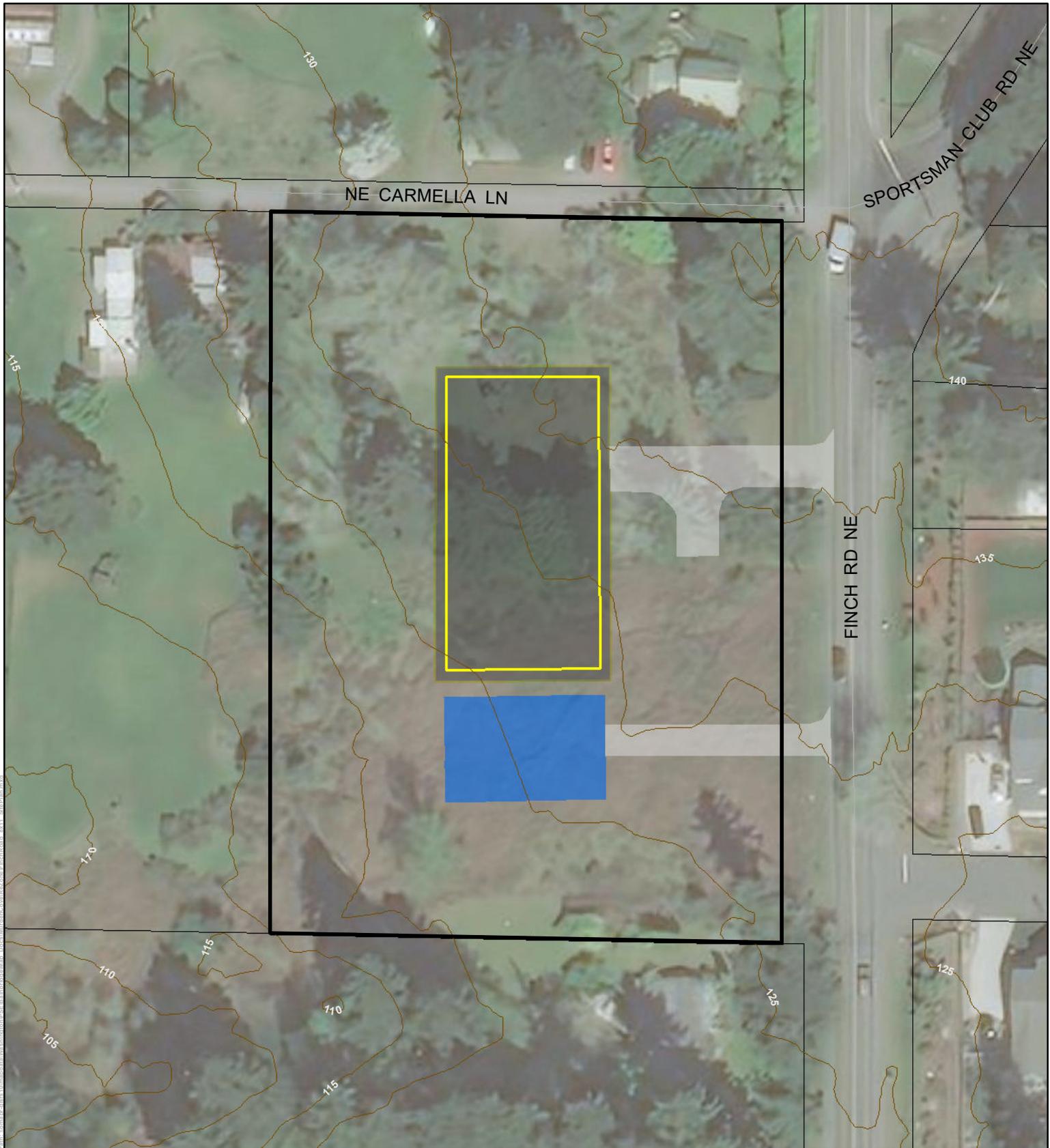
For hypothetical purposes, PSE analyzed a 1.79 acre site at the intersection of Finch Road and NE Carmella Lane as a potential BESS green field site since PSE owns the property. The site is zoned R-1; therefore ARPA regulations would apply. For illustrative purposes, an approximate footprint for the BESS and associated improvements were placed on the site. This is a high level estimate of what would actually be required and does not reflect detailed engineering. An approximate 6,450 square foot expansion footprint for the BESS that could be accommodated at the Murden Cove or Winslow Substation sites was increased by approximately 45 percent to create a hypothetical BESS development area on the PSE green field site (Figure 2: Illustrative Site Plan) and footprints for additional required improvements such as access driveways and a stormwater feature were added. The BESS pad is larger due to additional improvements such as a control house that would otherwise be provided as a component of the Murden Cove or Winslow Substation site station yard. A green field site of this approximate size (1.79 acres) or larger would be needed in order to meet the ARPA standards for siting the BESS on a low density residential site. This does not account for the potential for critical areas or other site features that may impact site layout.

In order for the BESS to serve the intended function, new distribution system feeder infrastructure would have to be installed to the site. This would entail building approximately 1.5 miles of new distribution lines that would be otherwise unneeded if the BESS were accommodated at the Murden Cove Substation or Winslow Substation sites. Ultimately, moving the BESS to a green field location will result in greater impact due to the need to clear a new site and provide redundant improvements, including a control house, access driveways and a site stormwater feature.

**Transmission Line Reliability:** The inability to expand the existing substation yard at both Murden Cove and Winslow Substation sites to accommodate transmission line improvements with the associated Murden Cove - Winslow 115 kV transmission line would preclude the transmission line from being connected to the existing substations. If the improvements needed to connect the new transmission to the Murden Cove and Winslow Substations cannot be installed at the existing substation sites, then the loop cannot be completed. The substations in their entirety would have to move to

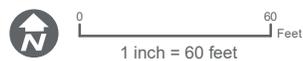
other, larger sites. If the substations moved, the associated linear infrastructure would also need to be relocated. This includes the 2 transmission lines connected to each substation as well as the distribution feeders that are connected to each substation and serve the community (see Figure 2: Substation and Transmission Line Interconnection). Since the substations are sited based on electric load need on the island together with proximity to transmission and distribution infrastructure, any new substation sites would need to be in close proximity to the existing sites. Simply stated, if PSE cannot rezone the current substation sites, moving the substations to alternative site locations also requires rerouting the transmission lines (existing and proposed) and distribution lines connected to the existing substations.

Based on land availability in the vicinity of the sites (Figure 3 and 4: Existing Land Use), a new substation site would likely be located within another low density residential zoning district. For a site subject to the ARPA requirements (within the R-0.4, R-1 or R-2 zoning districts), a site over 2 acres in size would need to be acquired. This does not account for potential site characteristics such as stream or wetland critical areas or buffers, site topography, site configuration or other factors that may impact the ability to develop the site. If a site were acquired that located within a zoning district that did not require ARPA compliance, it is likely that another use would need to be displaced as there is little undeveloped land located outside of the R-0.4, R-1 and R-2 zoning districts. In any case, relocation of either substation would incur substantial impact beyond that resulting from making use of expansion area on the existing substation sites. Impacts may include significant cost to acquire new property, install improvements on the new site as well as reconfiguration the transmission and distribution infrastructure serving each site, and decommission the existing facilities. Additionally, site improvements beyond the substation yard would need to be installed at the new sites including access driveways, stormwater features and landscaping improvements at a minimum. Because this approach is far more impactful and costly, it is not under consideration by PSE at this time.



- Site Boundary
- Approximate Driveway
- Approximate Stormwater Feature
- Approximate BESS Footprint
- Contour (5ft)
- Kitsap County Parcels
- Local Roads

**This is a hypothetical scenario for illustrative purposes and not a development proposal.**

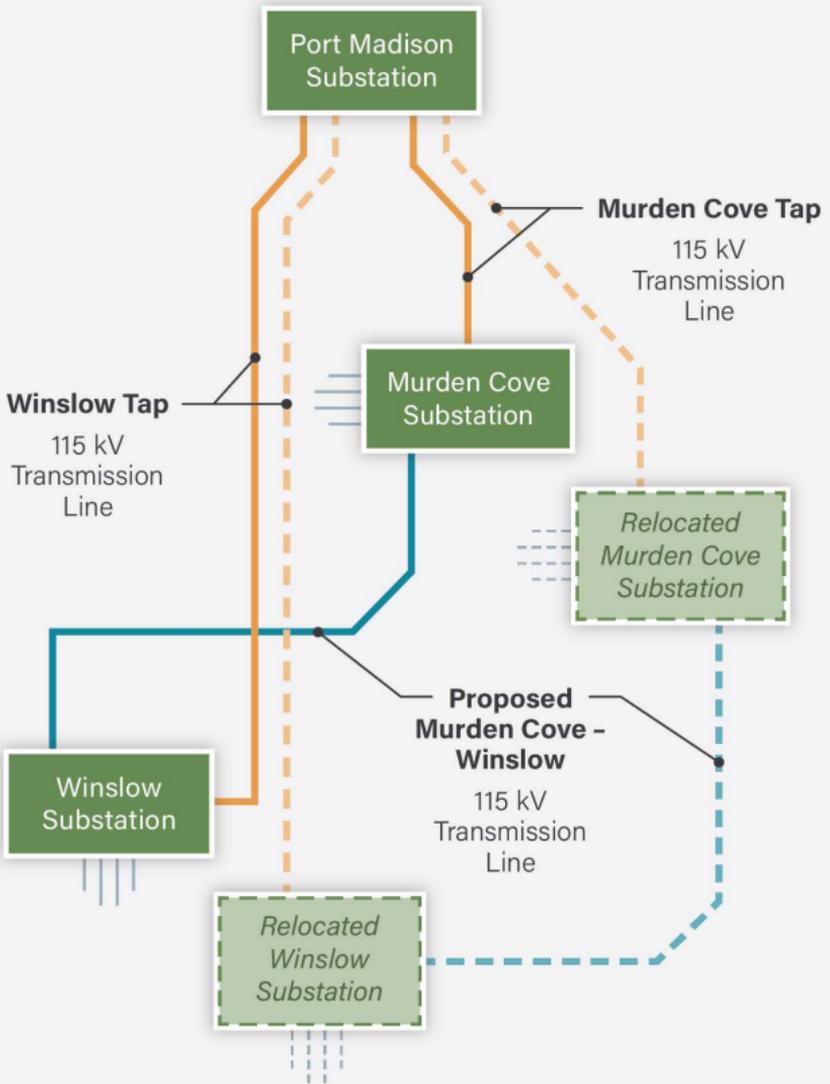


**FIGURE 1**  
**ILLUSTRATIVE SITE PLAN**  
**BATTERY ENERGY STORAGE**  
**SYSTEM (BESS)**

**PARCEL: 272502-2-073-2002**  
**7580 FINCH RD NE**

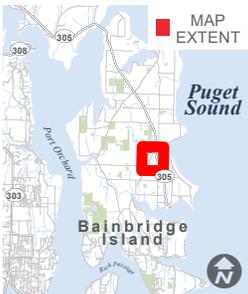
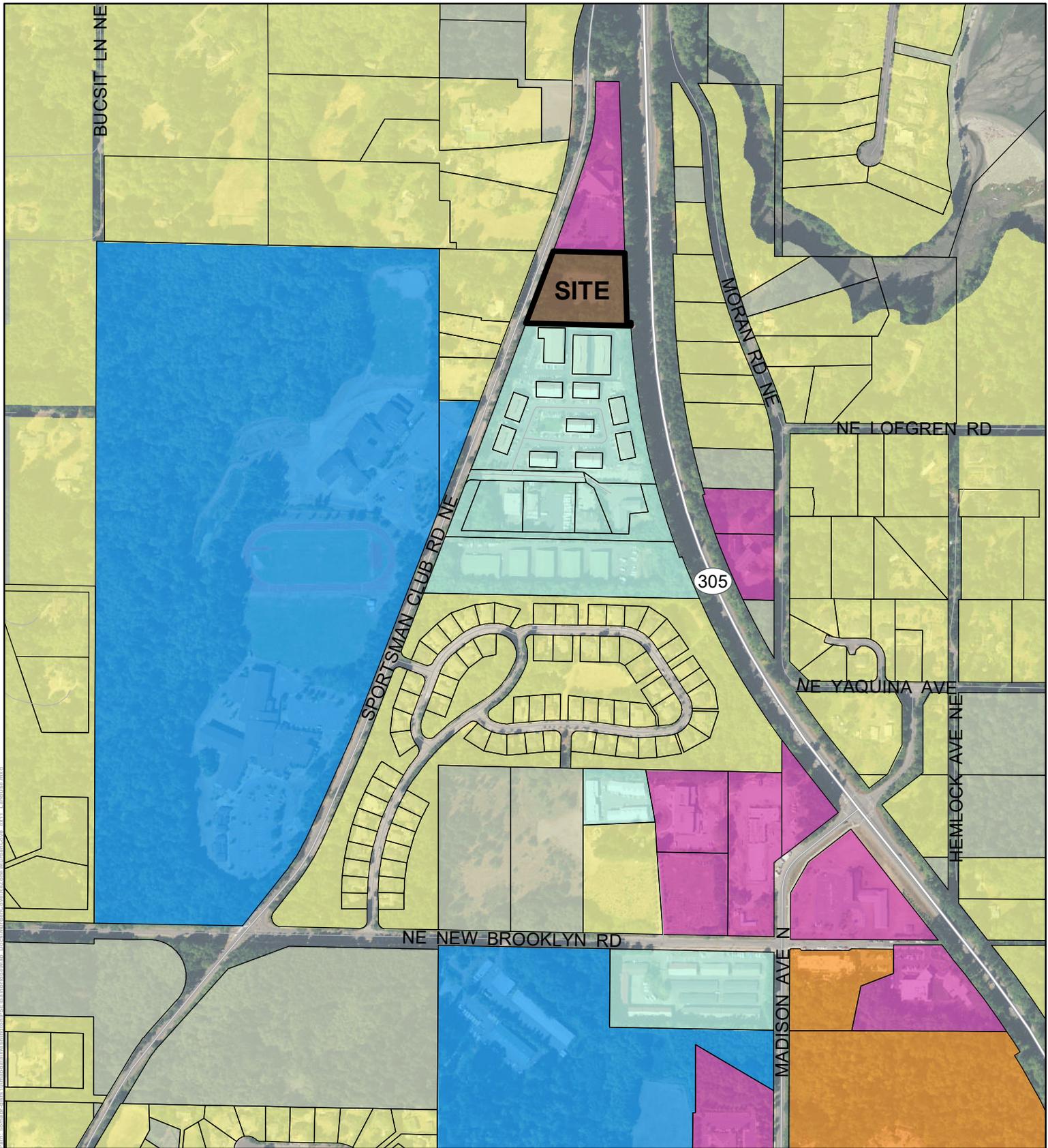
FIGURE 2

# Substation and Transmission Line Location Interconnection

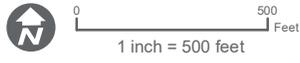


## LEGEND

- Existing 115 kV transmission line
- - - Relocated 115 kV transmission line
- Proposed 115 kV transmission line
- - - Relocated Proposed 115 kV transmission line
- Distribution Lines
- - - Relocated Distribution Lines



- Site Boundary
- Kitsap County Parcels
- State Route
- Major Roads
- Local Roads
- Community Facility
- Multi-family Residential
- Single-family Residential
- Commercial
- Utilities
- School
- Undeveloped



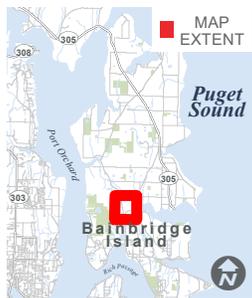
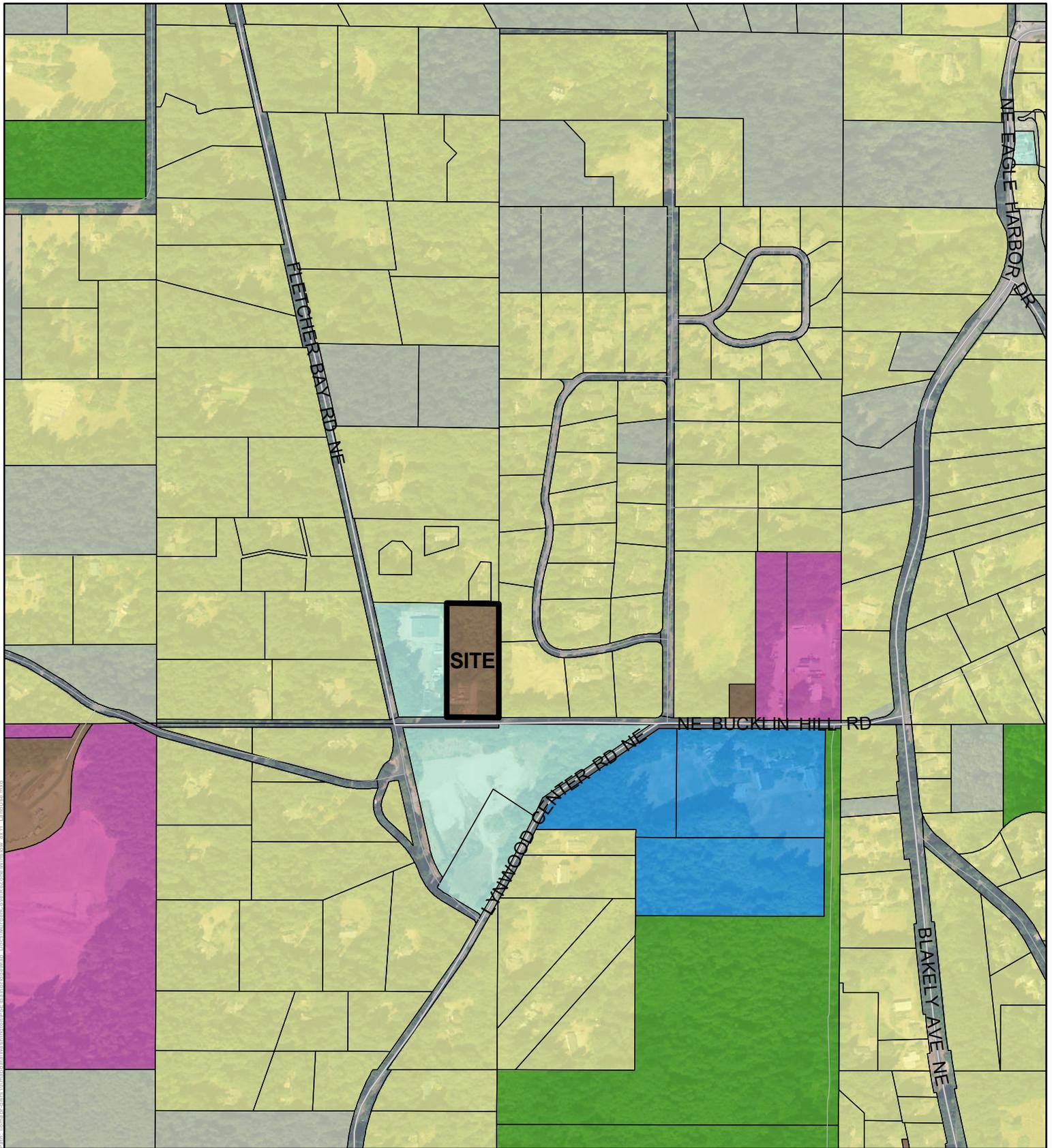
**Figure 3: EXISTING LAND USE**

**MURDEN COVE SUBSTATION**

**PARCEL: 222502-1-024-2009**  
**9582 SPORTSMAN CLUB RD NE**

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.



- Site Boundary
  - Kitsap County Parcels
  - Major Roads
  - Local Roads
  - Community Facility
  - Single-family Residential
  - Commercial
  - Utilities
  - School
  - Conservation
  - Undeveloped
- 0 500  
1 inch = 500 feet

**Figure 4: EXISTING LAND USE**

**WINSLOW SUBSTATION**

**PARCEL: 4178-000-028-0204**

**NE BUCKLIN HILL RD**

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.



**Winslow Substation Site-Specific Rezone Request  
and Decision Criteria Compliance Narrative**

**Site-Specific Rezone**

Puget Sound Energy is requesting that the zoning designation for the Winslow Substation be changed from Residential 1 unit per 2.5 acres (R-0.4) to Business/Industrial (B/I). This request is concurrent with PSE’s application for a Comprehensive Plan map amendment for the same site. The Winslow Substation site is a 2.01 acre parcel located one lot east of the intersection of Fletcher Bay Road NE on the north side of NE Bucklin Hill Road (Parcel #4178-000-028-0204). The substation was originally established on the site in 1960 when the property was located within unincorporated Kitsap County. Since 1960, the zoning standards and requirements for low-density residential zoning have changed. The current side yard setback between the substation and the B/I zoned self-storage property to the west is 10 feet while the R-0.4 zoning requires 15 feet.

PSE is requesting that the property be rezoned to better align with the continued use of the site as an electrical substation that can serve the growing electrical needs of the Bainbridge Island community. As the community’s electrical needs grow, PSE will continue to upgrade and expand existing infrastructure on the site to ensure capacity and reliability needs are met.

PSE’s Strategic System Planning department has identified a need to install improvements to accommodate a proposed 115 kV transmission line (Murden Cove - Winslow 115 kV transmission line) that will address a lack of transmission redundancy on the Island. Additionally, room for a future second transformer bank to support long-term substation capacity is needed (see Substation Summary document). These improvements cannot be accommodated under the current R-0.4 zoning regulations. The current zoning requirements will not accommodate this expansion, particularly due to the Aquifer Recharge Protection Area (ARPA) requirements that focus on low-density residential land conservation, including properties within the R-0.4 zone.

**Table 1: Winslow Substation: Comparison of Development Standards Between Zones**

	<b>Requirement</b>	<b>Current Dimension</b>	<b>R-0.4 Zone</b>	<b>B/I Zone</b>
<b>South:</b> NE Bucklin Hill	Front setback	45 feet	25 feet	50 feet/35 feet min.

Road (R-0.4)	Landscape screen	40 feet	25 feet partial screen/15 feet min.	50 feet full screen/35 feet min.
<b>North:</b> Single-family (R-0.4)	Rear setback	310 feet	15 feet	50 feet
	Landscape screen	305 feet	20 feet partial screen/10 feet min.	50 feet full screen/35 feet min.
<b>East:</b> Single-family stormwater tract (R-0.4)	Side setback	87 feet	15 feet	50 feet
	Landscape screen	82 feet	20 feet partial screen/10 feet min.	50 feet full screen/35 feet min.
<b>West:</b> Self-storage business (B/I)	Side setback	10 feet	15 feet	10 feet
	Landscape screen	5 feet	20 feet partial screen/10 feet min.	0 feet
<b>R-0.4</b>	Aquifer Recharge Protection Area (ARPA) developable area	14.3 percent	35 percent	N/A

As shown in the table above, if the Winslow Substation site is rezoned to B/I, the landscape buffer requirements along the north, south and east sides of the site would increase to a 50 feet requirement (minimum 35 feet). This requirement is being met under current site conditions along the north and east sides. The landscape screen and setback along NE Bucklin Hill Road will be retained at 45 and 40 feet respectively. The setback requirement and landscape buffer along the west side of the site will lessen due to the proximity to the same zoning district and will no longer be non-conforming. Overall, the amount of landscape buffer on the site required after the rezone provides a greater community benefit than the amount required before the rezone.

**BIMC 2.16.140 Site Specific Rezones**

H. Decision Criteria. The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove, or approve with conditions:

1. The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located; and

**Response:** The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located. The Winslow Substation is located on a site that is surrounded to the west by a self-storage business, to the east by a stormwater pond tract that is part of a residential plat, to the north by single-family residential development and to the south across NE Bucklin Hill Road by a gravel mine. The parcel has been used for an electrical substation since 1960 and is an essential component of the Island's electrical infrastructure. The community around the substation site has developed beginning in the 1970s with the non-residential development to the west, then the single-family development to the north in the late 1980s/early 1990s and then the Stetson Ridge plat to the east in the early 2000s. The property to the south is an almost 8-acre site that has been used as a gravel mine for several decades. The site-specific rezone from R-0.4 to B/I zoning will bring the zoning of the site into alignment with the current and continued use of the site for an electrical substation. Significant landscape buffers will be retained on the site and the B/I zone will require larger buffers to remain in relationship to adjacent residentially zoned properties than the existing R-0.4 zone.

2. The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of the need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property; and

**Response:** The site-specific rezone is warranted to bring the site zoning into alignment with the substation use of the site. Low density residential zoning is tailored toward single-family residential development that incorporates conservation of natural resources and open space and preservation of agricultural and forestry uses. An electrical substation use is better suited within a zoning district that supports non-residential development that can continue to be upgraded and expanded to meet the needs of the community. Consistent with the Comprehensive Plan policies; codes and regulations applicable to low density residential development have been added and modified and are not well suited for a substation use, even with the allowance for primary utilities to be approved as a conditional use in the R-0.4 zone.

3. The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation; and

**Response:** The substation site is suitable for continued use and expansion of the electrical substation use under the provision of the zoning standards applicable to the B/I. As demonstrated in Table 1, the substation use generally conforms to or exceeds the B/I site development standards and will not further impact adjacent uses through a change in zoning designation.

4. The property will be served by adequate public facilities, including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned; and

**Response:** The property is served by adequate public facilities, including roads and fire protection. Water and sewage disposal are not needed for the substation use.

5. The site-specific rezone is in accordance with the comprehensive plan; and

**Response:** The site-specific rezone is in accordance with the comprehensive plan as demonstrated by compliance with applicable goals and policies for electrical utilities and the B/I zoning district.

### **Electrical Utility Goals and Policies**

**Goal U-1:** Ensure that reliable utility services are available to all Bainbridge Island residents.

**Response:** Without the rezoning of the Winslow Substation site, improvements to the substation to accommodate the proposed Winslow-Murden 115 kV transmission line and expansion of the substation to accommodate a future second bank to address capacity are not viable. Without the improvements for the new transmission line, the transmission line cannot be connected to the substation and transmission reliability goals cannot be met. Additionally, future capacity improvements could not be accomplished at the substation site, requiring alternative locations to be considered (see *PSE Bainbridge Island Electrical Substation Overview*).

**Goal U-3:** Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

**Response:** Improvements to accommodate the new 115 kV Murden Cove-Winslow transmission line and to address future capacity needs cannot be accomplished within the current development standards under the R-0.4 zone. Therefore, adequate utility services cannot be ensured without the approval of a rezone to B/I.

**Goal U-5:** Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**Response:** Changing the zoning of the site from R-0.4 to B/I will allow for expansion of the substation at the substation site, avoiding the need to construct redundant infrastructure on another site; likely also zoned single-family residential. Expansion of the substation at the site will not further impact residents and environmental resources in the vicinity of the substation.

**Goal U-14:** Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

**Policy U 14.3:** Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

**Response:** The purpose of the proposed Murden Cove-Winslow 115 kV transmission line is to provide redundancy within the transmission system between the Murden Cove and Winslow Substations. Rezoning the site from R-0.4 to B/I is needed to accommodate improvements related to connecting the transmission line to the substation. The transmission line cannot function absent the ability to connect to both the Murden Cove and Winslow Substations. Additionally, expansion of the substation will be needed for future capacity improvements.

### **Business/Industrial Policies**

**Policy LU 10.1:** The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

**Response:** Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

**Policy LU 10.4:** Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

**Response:** The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

**Policy LU 10.6:** Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

**Response:** The substation use is compatible with the performance standards of the B/I district and does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. The existing substation is screened on all sides, including from NE Bucklin Hill Road and adjacent residential properties. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by the City of Bainbridge Island noise regulations.

**Policy LU 10.7:** B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

**Response:** The substation site maintains a landscape screen from NE Bucklin Hill Road and adjacent residential uses. Any future site improvements would maintain screening from NE Bucklin Hill Road and comply with other applicable screening requirements.

6. The site-specific rezone complies with all other applicable criteria and standards of the city; and

**Response:** Rezoning the Winslow Substation site from R-0.4 to B/I would not change the substation uses compliance with all other applicable criteria and standards of the city. Electrical substations fall under the definition of primary utilities within the Bainbridge Island Municipal Code (BIMC). The development standards for primary utilities are generally those of the underlying zoning district. Other applicable code standards will apply at the time of site development permit review, including application of noise standards (both construction and operational), landscape buffers, and stormwater regulations. The site is compliant with these standards and will continue to be compliant with a change in zoning from R-0.4 to B/I.

7. The site-specific rezone would not devalue the surrounding or nearby properties; and

**Response:** The site-specific rezone would not devalue the surrounding or nearby properties. The use of the site for an electrical substation and its associated impacts to surrounding properties and their land uses will not change.

8. The site-specific rezone will not result in adverse environmental consequence.

**Response:** The site-specific rezone will not result in adverse environmental consequences. The use of the site for an electrical substation and its associated impacts on the environment will not change.



## **Winslow Substation Comprehensive Plan Map Amendment Request and Decision Criteria Compliance Narrative**

### **Comprehensive Plan Map Amendment**

Puget Sound Energy (PSE) is requesting a change in the land use designation for the Winslow Substation site located one parcel east of the intersection of Fletcher Bay Road NE and NE Bucklin Hill Road NE on the north side of NE Bucklin Hill Road (Parcel #4178-000-028-0204). Per the Future Land Use Map (Figure LU-5) in the Bainbridge Island Comprehensive Plan, the land use designation for the site is Residential 1 unit per 2.5 acres (R-0.4). PSE is requesting that this designation be changed to Business/Industrial (B/I), which is more consistent with its existing land use and will allow PSE to engage in needed upgrades.

The Winslow Substation is one of three substations on Bainbridge Island that distribute electricity to homes and businesses within the community. Two 115,000 volt (115kV) transmission lines, the Port Madison Tap and the Foss Corner-Port Madison lines, bring power to the Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation located on the northwest corner of NE Day Road West and SR-305. Electricity continues on to the Murden Cove Substation via the Murden Cove Tap transmission line and to the Winslow Substation via the Winslow Tap transmission line.

The Winslow Substation was constructed on the site in 1960 then under the jurisdiction of Kitsap County. It was the second substation constructed on Bainbridge Island and has since been a consistent element of the community's electrical infrastructure. The site became part of the City of Bainbridge Island when it was incorporated in 1991. The property to the west by a self-storage business, to the east by a stormwater tract that is part of the Stetson Ridge residential plat, to the north by single-family residential development, and to the south across NE Bucklin Hill Road by a gravel mine. The self-storage property to the west is zoned B/I.

The Winslow Substation site was acquired by PSE (formerly Puget Sound Power & Light – Puget Power) with the expectation that as the community grew, the substation and associated facilities would be expanded and upgraded to accommodate capacity and reliability needs. The substation has not been expanded since its original construction; however upgrades have occurred within the substation fenced yard. The site's Comprehensive Plan Land Use designation is not conducive to supporting the long-term needs of the community. The current R-0.4 designation focuses on low density residential development and conservation; not on the ability to serve the community with essential infrastructure and electrical service. The B/I designation is consistent with this long-term need.

PSE's Strategic System Planning department has determined that upgrades are needed at the substation to accommodate the construction of a new 115 kV transmission line between Murden Cove Substation and Winslow Substation (Murden Cove - Winslow 115 kV transmission line). This transmission line is being proposed to address the lack of transmission backup should one of the radial transmission lines serving either substation experience an outage. Additionally, to address a future substation capacity need, additional area for a second bank at the substation is needed. The improvements needed for the new transmission line include expansion of the existing 115 kV bus within the substation, expansion of the substation yard, and stormwater improvements. The current zoning requirements will not accommodate this expansion. In order to rezone the site from R-0.4 to B/I, an amendment to the Future Land Use Map in the Comprehensive Plan is required to also designate the site as B/I.

**BIMC 2.16.190.D. Map Amendments.** Changes to the land use map may only be approved if the proponent has demonstrated that all of the following are true:

1. The designation is in conformance with the appropriate land use designation purpose statement identified in the comprehensive plan; and

**Response:** The purpose for the Business/Industrial designation provided in the Comprehensive Plan is:

*Provide appropriate Business/Industrial zoned land to create opportunities for new businesses and expansion of existing land businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.*

The Winslow Substation site is a developed substation site located directly east of another site zoned B/I. The property has been used as a substation site since 1960 and will continue to be part of PSE's electrical infrastructure on the Island indefinitely. The substation function is more aligned with a low-impact industrial activity than with a low-density residential use. The visual impacts of the substation site will not change and they are consistent with the look and feel of the adjacent industrial use, but at the same time existing site screening softens visual impacts to surrounding residential uses.

2. The map amendment or site is suitable for the proposed designation; and

**Response:** The map amendment and site are both suitable for the proposed designation. The site is already developed with an electrical substation that has been in service since 1960 and directly abuts a business park that is designated in the Comprehensive Plan and zoned as Business/Industrial. The site's current low-density residential designation and zoning are not consistent with its current and continued use. Electrical facility site improvements that occur following this amendment will in no way affect the pattern of development or uses adjacent to the existing substation site.

3. The map amendment implements applicable comprehensive plan policies better than the current map designation.

**Response:** The map amendment will implement applicable comprehensive plan policies better than the current map designation. The current map designation of low-density residential (R-0.4) aligns with comprehensive plan policies focused on low impact development and conservation:

*Develop context-sensitive regulations for residential development in areas designated R-2, R-1, or R-0.4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation (Goal LU-14).*

This goal is supported by associated Residential District policies:

**Policy LU 14.1:** The Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.

**Response:** The existing substation use is not indicative of less intensive residential development nor agricultural or forestry uses.

**Policy LU 14.2:** Encourage residential development that is compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.

**Response:** The substation site maintains appropriate landscape buffers; however the use itself is not compatible with open space preservation, forestry or agricultural activities.

Whereas policies that support the Business/Industrial map designation are more appropriate for the substation use:

**Policy LU 10.1:** The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

**Response:** Electricity is needed to support existing and future economic development on the Island as well as residences and other uses. Allowing for greater flexibility in substation upgrades supports increased diversity of economic activity on the island.

**Policy LU 10.4:** Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

**Response:** The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

**Policy LU 10.6:** Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

**Response:** The substation use and potential future improvements will not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. The existing substation is screened on all sides, including from NE Bucklin Hill Road and existing residential development. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by City of Bainbridge Island noise regulations.

**Policy LU 10.7:** B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

**Response:** The substation site maintains an existing landscape screen from NE Bucklin Hill Road and adjacent properties zoned residential. Any future site development would maintain existing screening from NE Bucklin Hill Road and comply with other applicable screening requirements.

**Policy LU 10.8:** Discourage the inappropriate designation of isolated Business/Industrial Districts.

**Response:** The substation site is adjacent to another property zoned B/I and used for self-storage.

**Policy LU 10.9:** Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.

**Response:** Designation of the site as Business/Industrial would not represent an isolated designation. Business/Industrial is an appropriate designation for the historic use of the property.

The proposed Comprehensive Plan map amendment also complies with Electrical Utility goals and policies in the Comprehensive Plan.

**Goal U-1:** Ensure that reliable utility services are available to all Bainbridge Island residents.

**Response:** Without the Comprehensive Plan map amendment for the Winslow Substation site, improvements to the substation to accommodate potential future upgrades including a BESS, the proposed Murden Cove-Winslow 115 kV transmission line tie in, or a future second transformer bank are not viable without approval of the requested Comprehensive Plan Map Amendment request.

**Goal U-3:** Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

**Response:** Without the Comprehensive Plan map amendment to change the designation from R-0.4 to B/I, future substation deficiencies cannot be addressed to meet long-term capacity needs.

**Goal U-5:** Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**Response:** Changing the comprehensive plan designation of the site from R-0.4 to B/I will allow for expansion of the substation to accommodate the proposed Murden Cove-Winslow 115 kV transmission line as well as future capacity needs. Expansion of the substation will not further impact residents and environmental resources in the vicinity of the site.

**Goal U-14:** Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

**Policy U 14.3:** Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

**Response:** The purpose of the proposed Murden Cove-Winslow 115 kV transmission line is to provide redundancy within the transmission system between the Murden Cove and Winslow Substations. The Comprehensive Plan map amendment changing the Winslow Substation site designation from R-0.4 to B/I is needed to accommodate improvements related to connecting the transmission line to the substation. The transmission line cannot function absent the ability to connect to both the Murden Cove and Winslow Substations.

BIMC 2.16.190.H. Decision Criteria. The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

1. Compliance with Law. Amendments to the comprehensive plan shall comply with Growth Management Act and other state and federal laws.

**Response:** The proposed comprehensive plan map amendment is consistent with the Growth Management Act (GMA) and other state and federal laws. Providing adequate public facilities and services within urban growth areas is a cornerstone goal of the GMA as reflected by the inclusion of a mandatory Utilities Element in the Comprehensive Plan. RCW 80.28.110 charges PSE with a duty to serve customers with electricity. The Washington Utilities and Transportation

Commission (WUTC) regulates PSE and other investor owned-utilities in Washington State to ensure safe and reliable service to customers at reasonable rates through laws and tariffs. PSE is also regulated by the North American Electric Reliability Corporation (NERC) which assures reliability and security of the electrical grid nationwide. The comprehensive plan amendment will ensure PSE's continued compliance with applicable state and federal regulations related to power delivery.

2. Resources.

- a. The city must have the resources, including staff and budget, necessary to implement the proposal.

**Response:** Changing the future land use designation of the Winslow Substation site from R-0.4 to B/I provides for a change to a designation that better reflects the existing use on the site and will not result in the need for city resources beyond normal operation.

- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.

**Response:** Changing the future land use designation of the substation site will not result in development that has a significant adverse effects on community resources. The existing site provides infrastructure to serve a basic need for the community in providing electricity. Needed stormwater infrastructure will be provided on site and the substation does not use other utilities, transportation resources (beyond occasional maintenance visits), schools or parks.

- c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.

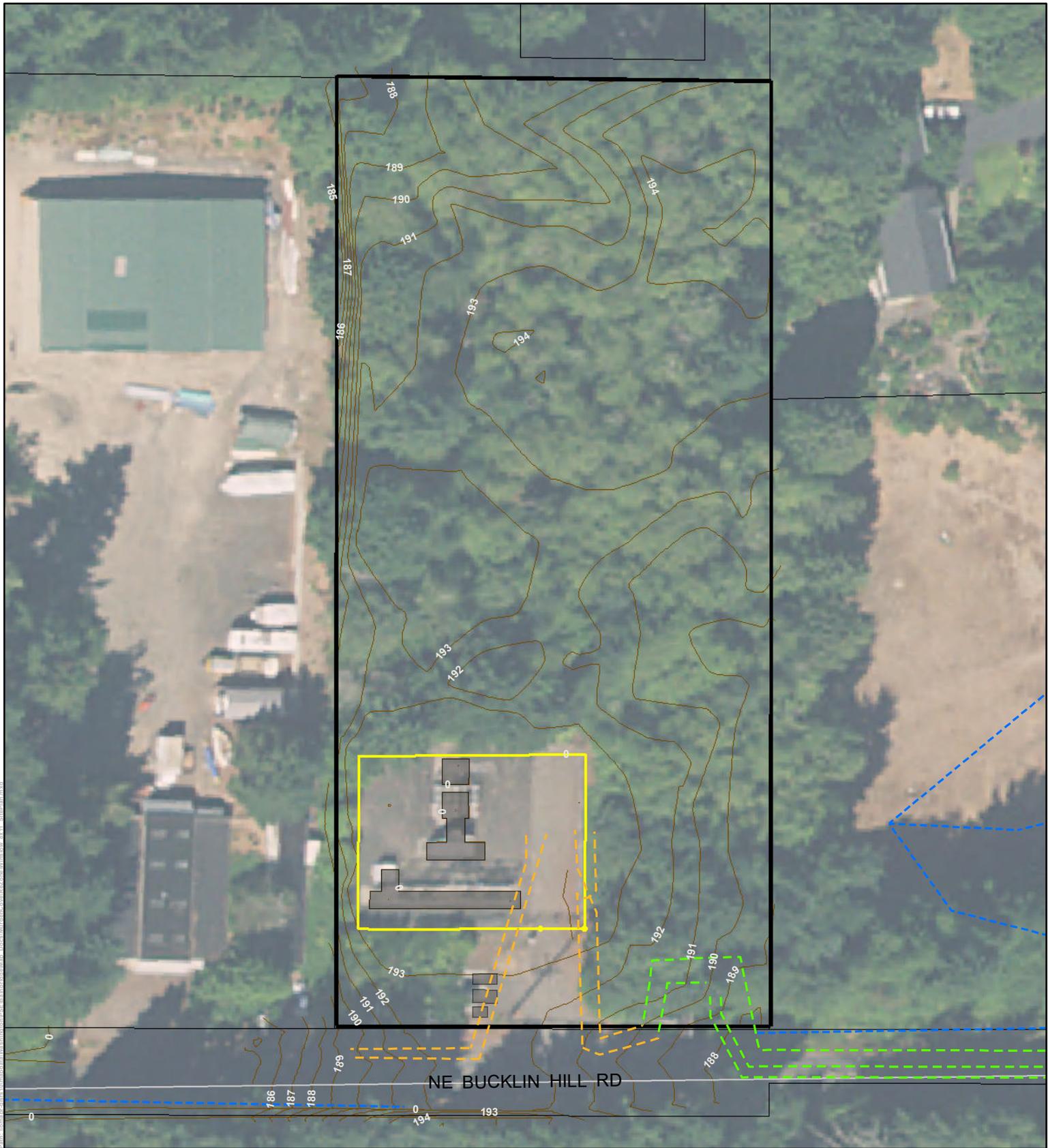
**Response:** The proposed amendment will support the city's ability to provide the full range of public facilities and services at the planned level of service by supporting the electrical needs of the community as the community continues to grow.

3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.

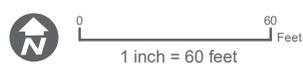
**Response:** The land use designation change for the site on the future land use map will have a positive impact on growth projection consistency. The existing land use is not consistent with the current designation of R-0.4. Changing the designation to B/I will allow PSE to continue to upgrade and expand the substation to serve the existing community in the long-term and support further growth on the Island.

4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

**Response:** PSE is requesting amendments to change the existing designation of our three substation sites serving the community from low-density residential (R-0.4 and R-2) to Business/Industrial (B/I). The cumulative effect of this change will not impact existing comprehensive plan text, development regulations, capital facilities, adopted environmental policies or any other implementation measures applicable to the sites. The change will not affect the scale and pattern of development in the vicinity of the substation sites. Rather, the change in designation will allow the sites that are already developed with electric utility infrastructure to continue to be upgraded and expanded to support the electrical needs of the community.



- Site Boundary
- Fence Line
- - - Overhead Distribution Line
- - - Underground Distribution Cable
- - - Stormwater
- Equipment Footprint
- Contour (1ft)
- Kitsap County Parcels
- Major Roads



**SITE PLAN**  
**WINSLOW SUBSTATION**  
**PARCEL: 4178-000-028-0204**  
**NE BUCKLIN HILL RD**

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.

November 10, 2022

RE: SEPA Determination of Non-Significance for PSE Winslow Comprehensive Plan Amendment/Rezone, PLN52149 CPA/REZ

Hearing Examiner for the City of Bainbridge Island:

Rich Passage Estates is a subdivision on the South end of the island that is serviced by the sixty-two year old Winslow substation. **We are in support of the SEPA Determination of Non-Significance for PSE Winslow Comprehensive Plan Amendment/Rezone, PLN52149 CPA/REZ** where the city has determined that ***the proposal does not have probable significant impact on the environment***. We believe that the City of Bainbridge Island has done their due diligence given the nature of the SEPA checklist and PSE's proposals and ask you to deny the appeal. As stated in the checklist:

*This site has been used for an electrical substation since 1960. PSE is requesting Comprehensive Plan Map Amendment approval to designate the site as Business/Industrial (B/I) on the Future Land Use Map (Figure LU-5) in the Comprehensive Plan. The current future land use designation is Residential 0.4 (R-0.4). PSE is also requesting that the City concurrently rezone the site on the City's Official Zoning Map (dated February 28, 2017) from R-0.4 to SEPA Environmental checklist (WAC 197-11-960) July 2016 Page 3 of 12 B/I. This will bring the site zoning in alignment with the long-term use of the site.*

It is our understanding that the substation has not been expanded since its original construction, but upgrades have occurred within the substation fenced yard which is inside the large parcel. Meanwhile, the city has ballooned from 919 people in 1960 to over 24,000 today with continued expected growth. From the City of Bainbridge's Comprehensive Plan Land Use Element:

**GOAL LU-1** *Plan for growth based on the growth targets established by the Kitsap Regional Coordinating Council: 5,635 additional residents and 2,808 additional jobs from 2010- 2036 and at the same time promote and sustain high standards that will enhance the quality of life and improve the environment of the Island.*

**Policy LU 1.1** *The City accepts the Kitsap Regional Coordinating Council (KRCC) population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons and 2,808 jobs by the year 2036.*

Homes and businesses will require reliable power. Business opportunities could be located in established Neighborhood Centers and elsewhere. As has been stated in our other communications to the city, PSE has acknowledged that Bainbridge has some of the worst electric reliability in the entire PSE system and they require a path forward in order to provide **essential** infrastructure and electrical services.

PSE has been forthright in answering the SEPA Environmental Checklist questions. Keep in mind that these are non-project CPMA and Rezone requests. Despite that, they have provided specific answers in many of the SEPA checklist questions. For example:

Air-

- *The substation use and any potential future development under consideration will not result in air emissions.*
- *There are no off-site sources of emissions or odor that will affect the CPMA, Rezone, or continued use of the site for an electrical substation.*
- *Proposed measures to reduce or control emissions or other impacts to air, if any: No measures are proposed as there are no known impacts associated with the non-project action or substation use.*

Water-

- *There are no surface water bodies on or in the immediate vicinity of the site.*
- *The CPMA, Rezone request and any potential future improvements under consideration will not require surface water withdrawals or diversions.*
- *The CPMA and Rezone requests and any potential future development under consideration will not involve any dischargers of waste materials to surface waters.*
- *Groundwater will not be withdrawn from a well for drinking water or other purposes as a result of the CPMA, Rezone request or any potential development under consideration.*
- *The non-project CPMA, Rezone request, and any potential future site development under consideration will not affect drainage patterns in the vicinity of the site.*

In addition, future projects will be required to be permitted and evaluated separately.

We do not expect that PSE's request will precipitate a rash of changes on the Island from residential to Business Industrial or be precedent setting. There have been four City Ordinances in nearly 23 years changing parcel designations from residential to light manufacturing (subsequently renamed to Business Industrial) according to the City's Official Zoning map. The last ordinance-related rezone noted occurred in 2010.

A residential designation is not appropriate for a utility substation nor does it reflect its historical, continuous or future use. It is unrealistic to expect that a substation would be frozen in time despite the continued growth on Bainbridge Island. The Proposed change complies with Electrical Utility goals and policies in the Comprehensive Plan:

**Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.**

We are requesting that you concur with the City's Determination of Non-Significance, deny the appeal and provide the electric utility with the opportunity to meet their goals and the challenges of the future.

Respectfully,

Kathleen D. Hansen  
Director  
Rich Passage Estates HOA

## Marlene Schubert

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**From:** john grinter <john\_grinter@hotmail.com>  
**Sent:** Wednesday, November 2, 2022 12:06 AM  
**To:** PCD  
**Cc:** john grinter  
**Subject:** Grinter public comment PSE Winslow PLN52149 REZ/CPA

You don't often get email from john\_grinter@hotmail.com. [Learn why this is important](#)

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To whom it concerns:

My property is an adjacent residential property to the Winslow substation. My wife and I knew when we bought it that an expansion of the PSE substation could be possible. We are not opposed to the expansion but feel rezoning the parcel to Business/Industrial is unnecessary and in violation of specific Comprehensive Plan policies. It has been made clear on the public record that the rezone request is being driven as a way to allow PSE to avoid violating aquifer recharge rules. Rather than rezoning the PSE parcel we feel that an exemption from ARPA for PSE, an essential utility, would accommodate their need to expand without the need for expanding B/I zoning further into a residential area. An exemption to ARPA helps PSE move forward without creating a rezone that's in violation of several Land Use Policies. Our thoughts align closely with those given by Commissioner Blossom during the Planning Commission meeting on October 13. She stated her support for the expansion of the substation to help create better electrical reliability and we agree. She stated that an exemption from ARPA rules should be given to PSE similar to that given the the Park District and School District. We agree. She repeatedly emphasized that rezoning the property is not the only option to accommodate the present and future needs of PSE even though a rezone is being presented by the city and PSE as the only viable option. She also pointed out that PSE and other utilities like cable will likely need exemptions to ARPA in the future. This makes an exemption to ARPA a better long term planning strategy than rezoning. It also became clear during the October 13 meeting that the PSE expansion plans for their property may well not violate ARPA - the soils on the site are highly permeable and encourage infiltration into the aquifer. If a site in a residential zone can be proven to allow 100% infiltration after construction as before construction it does not violate ARPA.

If my family lived in an area adjacent to multiple businesses then a B/I zoning it wouldn't be such an issue. As it is however, we live in an area that is completely zoned residential with one isolated exception – the storage facility. Future Land Use maps in the Comprehensive Plan show no Business/Industrial Districts in our neighborhood, just one isolated B/I parcel. As Commissioner Blossom explained at the October meeting, the isolated B/ I zoned parcel directly adjacent to the PSE Winslow substation had been a furniture shop for decades when the city incorporated. Her grandfather's furniture shop,it turns out. Her grandfather's parcel's was literally grandfathered in as the only "isolated" B/I zoned parcel on the island to my knowledge.

The city's Land Use Policies clearly do not want isolated B/I zoned properties. Under the Land Use Policy section of the Comp Plan the "Business Industrial " heading consistently uses the term Business/Industrial "District", similar to how other Land Use policies describe "designated centers" for focusing population growth. Clearly the long term planning ideology here is to cluster these high impact areas to create either designated population **centers** or business/Industrial **districts**. The goal of these clusters is focus these intensive activities in limited areas rather than allowing ad hoc residential or industrial uses to be scattered around the island. The concepts and verbiage of "Designated Centers" and "Business/Industrial Districts" are a repeated theme throughout the Comp Plan as they should be, being basic elements of good long term planning.

Up until 2020 the city has consistently maintained that further B/I zoning shall not be expanded in the area where the proposed rezone is located. For example, proposed amendments by the "Triangle property" owner to rezone the Triangle property/mine from R0.4 to B/I were denied by the City/Planning Commission over the past two Comp plan reviews. As mentioned above, Comp Plan LU policies 10.8 and 10.9 address this very specifically:

Policy LU 10.8

"Discourage the inappropriate designation of isolated Business/Industrial Districts."

Policy LU 10.9

"Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded."

In my opinion policy LU 10.9 alone provides strong enough language for the city to deny the rezone of the Winslow Substation and look for other ways to allow PSE to move forward with their plans.

There is more background to the story that is relevant and may help explain why my family and our entire neighborhood is concerned about this rezone request. I mentioned that there had been multiple attempts by the property owner to change the zoning for the Triangle property/mine. Those did not succeed and we were content that the city process gave us security from future attempts to rezone the Triangle property. (We were, and are still, working hard to get the city and/or state DNR to take over oversight of the mine itself. Neither agency wants to take ownership and in the meantime we have a huge hole in the ground, being re-filled with who knows what kind of material, a few hundred feet from a drinking water well that serves hundreds of people, the Hyla Middle School, a fire station and the American Legion Hall).

Our collective relief that the Triangle Property wouldn't be rezoned from residential to B/I didn't last long. A proposal by Aveterra to build an industrial composting facility at the Triangle property surfaced in 2020. This would require a change in zoning. During a lengthy conversation with Aveterra it was made clear that they were directed by the previous city administration to try to locate their facility to the Triangle property instead of the more logical location at the Vincent Road transfer facility. Why not the transfer facility? My understanding is that it had to do with city's contract, or lack of one, with Bainbridge Disposal. Nevertheless it was clear that the city directed Aveterra to go forward with siting their facility on the Triangle property land despite it being zoned residential. Naturally the idea of a large scale composting facility immediately adjacent to our neighborhood raised large concerns from our neighborhood and many other neighbors in the general area. Not just because of traffic increases or other issues like noise and smells, but because of our recent history with rezoning requests. Why would the city promote an industrial use for a parcel that they had recently denied rezoning to B/I in the previous two Comp Plan review cycles? There was a lot of public outcry about both the industrial composting facility and the (still uncertain!) status of the mine. The neighborhood got on high alert. Our HOA hired an attorney and we spent significant amount of time and money once again pushing back successfully against yet another rezone attempt, the twist being that this time we know it was the city steering the applicant for an industrial facility on land zoned residential.

It's under this larger context that we are now, *once again*, pushing back at what appears to be attempts to incrementally create a business /industrial district in our residential area. As you know, this area has an immense traffic problem already and slated for large Non Motorized improvements. This stretch of Lynwood Center/Bucklin Hill Road is one of the top priorities of a sustainable transportation plan and has been for years.

Now we come to the PSE request to rezone the property. PSE has made it clear in verbal and written forms that the city steered them to a rezone even though there were, and are, other options available. At the Planning Commission meeting 10/13/22 we:

- learned from the city planner that the soil's at the Winslow Substation parcel are likely to allow enough infiltration to comply with ARPA requirements.
- learned that the school district and Park district were given exemptions to ARPA.
- Commissioner Blossom at the 10/13 meeting pointed out several reasons why an exemption to ARPA would serve both the city and PSE interest better, both in this instance and in future ones that are likely to arise.
- The City Planner mentioned something about "utilities accessory to single family residences are exempt". ( I don't know what that means but it sounded promising).

It appears that there are ways other than rezoning that would allow PSE to bypass ARPA and move forward expediently.

In addition to the question of why it appears the city is encouraging the expansion of B/I zoning in a residential area other questions arise from a public process perspective. In the agenda packet for the planning commission there was a link to the rezone documents but there was no link to the comp plan amendment itself or the PSE narrative? These important documents were only added last week on October 26, nearly halfway through the deadline to appeal the Determination of Non Significance. This is important information that was completely missing. Our neighborhood has asked the Planning Director to extend the deadline to appeal the DNS. Another piece of missing information is included in the staff review for the comp plan amendment that did get published. City staff makes no reference (that I was able to find) to the land-use policy LU 10.9 that I referenced earlier. This is a significant omission. That policy clearly states that isolated B/I zoning "SHALL not" be expanded. Why was LU 10.9 not mentioned when several other LU policies were? The PSE narrative somehow attempts to turn LU 10.9 around, implying that there substation is the historical use in question, but it's clear that that policy is describing the old furniture shop and is directed at keeping an individual, isolated, existing B/I zone from being expanded upon. On reading this policy to city staff last Wednesday they agreed that the policy **could** be interpreted the way I was interpreting it. Frankly I don't understand how you would interpret it any other way. PSE is formally asking that the B/I zoning be expanded beyond the isolated parcel (storage facility) adjacent to their Winslow substation. The policy explicitly states that such expansion is unacceptable. Maybe the applicant should apply to amend the Language of LU 10.9.

To me, and I believe our HOA (I am on the board) feels the same, it seems that the best solution is to work on an exemption for PSE that allows them to move forward with the expansion of the Winslow substation. The re-zone request should be denied. COBI should immediately begin a formal process of reclamation of the mine\*\* and if COBI is interested in creating a business industrial district on the Triangle property they should do so through a formal process such as the upcoming Comp Plan Review.

To date there is an appearance that the city, or at least the prior administration, has been working via proxy (composting facility &PSE) to create a business industrial district at the Triangle Property in an incremental, piece by piece fashion. If this is the case it's a poor substitute for good long term planning. Hopefully my fears are unwarranted. Did I mention that despite being well within a 500 foot radius of the Triangle Property no one in our neighborhood received mailed notification of the public meeting for the Composting Facility? This lack of public notification is another example of a missing missing piece of valuable information. It's absence does nothing to allay community fears that something beyond a rezone of a single parcel is being contemplated.

Thanks for listening,  
John Grinter  
Haley Loop NE  
Bainbridge Island

\* <https://www.bainbridgereview.com/news/bi-council-pulls-back-on-composting-proposal/>

\*\* happy to provide ample documentation on the past and current missteps on the mine and it's (lack of) reclamation.

<https://www.bainbridgereview.com/news/bainbridge-asks-state-agencies-to-follow-up-on-permit-for-mining-on-triangle-property/>

<https://www.kitsapsun.com/story/news/local/communities/bainbridge-islander/2020/01/25/neighbors-worry-bainbridge-sand-mine-endangers-their-water/4567688002/>

John

## Kelly Tayara

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**From:** Kelly Tayara  
**Sent:** Tuesday, May 31, 2022 10:52 AM  
**To:** Kriner, Kerry  
**Cc:** elizabethlyndoll@gmail.com  
**Subject:** RE: Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications

Hello,

Thank you for forwarding this public comment. The comment was caught in the City's spam filter, and I will upload it as public comment on the application. Future correspondence from Ms. Doll will be allowed through.



**KELLY TAYARA**  
**Senior Planner**

206.780.3787 (office)

Planning Department [pcd@bainbridge.wa.gov](mailto:pcd@bainbridge.wa.gov) 206.780.3750  
City Website [www.bainbridgewa.gov](http://www.bainbridgewa.gov)

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**From:** Kriner, Kerry <Kerry.Kriner@pse.com>  
**Sent:** Wednesday, May 18, 2022 12:34 PM  
**To:** Kelly Tayara <ktayara@bainbridgewa.gov>  
**Subject:** FW: Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications

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FYI.

----- Forwarded message -----

**From:** Elizabeth Doll <[elizabethlyndoll@gmail.com](mailto:elizabethlyndoll@gmail.com)>  
**Date:** Tue, May 3, 2022 at 12:39 AM  
**Subject:** Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications  
**To:** <[pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)>

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**

**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners, and Hearing Examiner,

I am writing to offer comments regarding the Comprehensive Plan Amendment and Site-Specific Rezone applications from PSE: PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. Having lived on the Island for nearly seven years, I am extremely supportive of efforts to improve the reliability and capacity of our electrical grid. In order to make improvements as efficiently as possible, I support the approval of these applications and hope that you will move to approve them as soon as possible.

A community with as many resources as ours should not have such poor utility reliability. My friends frequently joke that we live in a first-world city with developing-world infrastructure. More seriously, power outages present accessibility challenges for my elderly neighbors: no power means no elevators, which traps mobility-challenged seniors in their apartments. This is unacceptable. I live in the Winslow core and power failures are STILL disquietingly common. My job requires reliable power and internet access. It's a travesty that in 2022, reliable power is the item that's still an active issue here.

It is no secret that reliability on Bainbridge needs to be improved and that PSE's Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet Puget Sound Energy's (PSE's) clean energy goals including the planned future electrification of ferries and other transportation on Bainbridge Island, Puget Sound Energy researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE's hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility-scale battery for peak shaving. Tomorrow, PSE's work on Bainbridge may require future upgrades or installation of other low or no-carbon technologies.

PSE is pursuing comprehensive plan amendment and rezone approvals for their three substation properties on Bainbridge to align the zoning of the existing substation sites with PSE's long-term use of the property. The proposed rezones are consistent with the zoning of neighboring businesses adjacent to the substation sites. They also help PSE to limit the need to site utilities in new parcels and make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to our customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. We would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I love Bainbridge and I want to see it continue to improve and thrive. Improved reliability and capacity on the Island will vastly improve my quality of life on the Island. I'm glad to support PSE's attempt to improve reliability and capacity on the Island and encourage the City to support PSE's substation rezone applications and comprehensive plan amendments.

Sincerely,

**Elizabeth Doll** | (360) 689-4927

## Marlene Schubert

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**From:** Carrie Fisher <sea2ogg@yahoo.com>  
**Sent:** Tuesday, May 10, 2022 8:32 PM  
**To:** PCD  
**Subject:** PSE Comprehensive Plan  
**Attachments:** PSESupport1.pdf

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City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

May 10, 2022

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and Hearing Examiner,

I am writing in response to the following Comprehensive Plan Amendment and Site-Specific Rezone applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. In order for PSE to seamlessly move forward on their package of solutions to improve reliability and capacity on the Island, PSE is requesting approval of these applications. I am supportive of PSE's efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE's application forward as expeditiously as possible.

It is no secret that reliability on Bainbridge Island needs to be improved and that PSE's Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet Puget Sound Energy's (PSE's) clean energy goals including the planned future electrification of ferries and other transportation on Bainbridge Island, Puget Sound Energy researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE's hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including: rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility scale battery for peak shaving. Tomorrow, PSE's work on Bainbridge may require future upgrades or installation of other low or no carbon technologies.

I know firsthand the challenges associated with reliability on Bainbridge Island. A recent move to Lynwood from Fort Ward brought awareness of how much wind comes thru Cove areas on this island and these areas in particular need a future plan for non-wired solutions. After a Tornado warning this last year it's hard to not think about what we can do better to improve infrastructure and protect all our residents. Things have improved but we can do better. The City can lead the way in support of this. I see businesses not investing in this concept yet. The Lynwood area has a lot of new construction but businesses such as Pleasant Beach Inn have taken *out* electric car charging stations.

PSE is pursuing comprehensive plan amendment and rezone approvals for their three substation properties on Bainbridge Island to align the zoning of the existing substation sites with PSE's long-term use of the property. The proposed rezones are consistent with the zoning of neighboring businesses

adjacent to the substation sites. They also help PSE to limit the need to site utilities in new parcels and make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to our customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. We would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I want Bainbridge Island to be a place where myself, my family and children can live and grow in for many years to come. Improved reliability and capacity on the Island will improve overall quality of life on the Island. I'm glad to support PSE's attempt to improve reliability and capacity on the Island and encourage the City to support PSEs substation rezone applications and comprehensive plan amendments.

Thank you for your time.

Kind Regards,

Carrie Blunt

## Marlene Schubert

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**From:** Kathy Hansen <kathy.hansen206@gmail.com>  
**Sent:** Thursday, May 12, 2022 10:36 AM  
**To:** PCD  
**Subject:** Support for Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone Applications  
**Attachments:** Support for PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications.docx.pdf

**CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.**

Dear Ms. Tayara,

Please find the attached in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone proposals:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

Thank you,

Kathleen Hansen

1525 Fort Ward Hill Rd NE

Bainbridge Island, WA 98110

206-201-3414

May 12, 2022

City of Bainbridge Island  
Attn: Kelly Tayara  
280 Madison Avenue North  
Bainbridge Island, WA 98110

**Re: Comment in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone Applications**

Dear Ms. Tayara:

I am writing in support of Puget Sound Energy's:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

After listening and commenting at the Planning Commission meeting held on January 13, 2022 and reading the various applications and SEPA checklists, it makes sense to align the zoning to the particular use. The designation of an electric substation as residential only works to hinder the electric improvements that Bainbridge Islanders need and want. The current residential designation is inappropriate for uses now and any planned or future use.

Granting these applications would allow Puget Sound Energy to move forward more quickly with long-overdue electric improvements, would result in similar Business/Industrial designations with adjacent properties and circumvent the need to find new and additional properties to locate additional substations. Commenters with just about everything related to the city, mention retaining vegetation and trees. A larger setback would be required for a Business Industrial designation that would afford even greater protections to area residents.

Searching for alternative sites would only create more delays, more disruption to the environment and create the need for PSE to move infrastructure to another location. Islanders have already gone through the process of discussing a preferred route and that alone has taken several years. Puget Sound Energy has

done its due diligence in finding appropriate solutions to our current energy problems while planning to remain flexible in order to address future needs.

Keep in mind, PSE is not meeting many of its service reliability metrics and a VP confirmed that we have some of the worst reliability in the entire PSE system. This is not a badge of honor. As a city we are not presently poised to meet current or future electric needs. Please approve Puget Sound Energy's Comprehensive Plan Amendment and site-specific rezone applications for the three substations. This past summer we submitted to City Council the signatures of hundreds of residents who signed in support of PSE efforts to improve electric reliability. My HOA, the Rich Passage Estates Homeowners Association sent a similar public comment. Those of us on the South end of Bainbridge serviced by the Winslow Substation don't need or want yet another decade of delay.

Respectfully,

Kathleen Hansen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110

## Marlene Schubert

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**From:** Patrick Kelly <patrickonbainbridge@gmail.com>  
**Sent:** Friday, May 6, 2022 3:59 PM  
**To:** PCD  
**Subject:** pln52149 comments

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To Whom It May Concern,

On writing on behalf of myself, and my family who live at 6405 Haley Loop, in regards to the the proposed rezoning to business industrial to accomidate the expansion/update of the power facility.

I am not opposed to expansion and growth. I am however against changing/rezone what is currently a more rural and residential area to something that could potentially open the door for other additional "industrial" uses.

I've said this before when there was talk about putting in a composting facility behind our house in the triangle property....If we wanted to live in an industrial area, we would have moved to such a place. We chose our home location for exactly this reason, a non-industrial type of life.

I firmly believe that changing zoning, just to accommodate a project, without an actual vote from the people, the people who pay taxes and your salaries, is a slippery downward slope.

In Addition, I don't believe the city or the power company has proven our shown any proof of what this current change in zone would or could have immediately or in the future regarding the Aquifer Recharge Protection Area Ordinance. It seems by passing this rezoning you'd be ignoring things in place to protect our watershed and source.

Thanks,  
Patrick Kelly

## Marlene Schubert

---

**From:** Kevin Miller <kevinm@miller.house>  
**Sent:** Thursday, May 5, 2022 2:03 PM  
**To:** PCD  
**Subject:** Feedback - PLN52149 REZ/CPA

CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.

Regarding: PLN52149 REZ/CPA, parcel 4178-000-028-0204

All,

I am a Bainbridge Island resident and homeowner in close proximity to the above-referenced parcel.

While I support taking action to increase the resiliency of power infrastructure on Bainbridge, I believe that the proposal to modify the comprehensive plan and rezone the subject parcel is not receiving appropriate scrutiny or critical review to understand if this is the appropriate way to achieve this end. I'm specifically concerned about the rezoning aspect, as this appears particularly unnecessary and counter-productive.

At this juncture I do not believe that the applicant and the City have taken inadequate steps to ensure that this proposal will:

- 1/ meet the standards of the City's Comprehensive Plan (particularly with respect to the expansion in designation of B/I zoned areas, LU 10.9)
- 2/ meet the State SEPA rules - WAC 197-11-060
- 3/ meet the City code with respect to rezoning criteria - BIMC 2.16.140.H.1

My suggestion is to conduct review of the actual changes necessary for specific PSE improvements that improve power resiliency and conduct appropriate environmental review of the specific improvements.

-Kevin

**Renee Argetsinger**

---

**From:** winifredperkins25@gmail.com  
**Sent:** Friday, June 17, 2022 2:37 PM  
**To:** PCD  
**Subject:** Comments on PSE's Comp Plan and Rezone Applications  
**Attachments:** Letter of Support Rezone CPA 2022 Final.wgp.docx

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**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Attached, please find my comments on the above-referenced applications.

Please feel free to contact me with any questions or comments.

Thank you,  
Winifred Perkins

June 17, 2022

City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and Hearing Examiner,

I am writing in response to the following Comprehensive Plan Amendment and Site-Specific Rezone applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. In order for PSE to move forward on their package of solutions to improve reliability and capacity on Bainbridge Island, PSE is requesting approval of these applications. I am supportive of PSE’s efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE’s application forward as expeditiously as possible.

Reliability on Bainbridge Island needs to be improved and PSE’s Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet PSE’s clean energy goals, including the planned future electrification of ferries, and other transportation on Bainbridge Island, PSE researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE’s hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including: rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect the Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility scale battery for peak shaving.

PSE has spent years evaluating and discussing various options to improve electric reliability on Bainbridge Island. The time is long overdue for the implementation of these much-needed improvements. For the past several years PSE has undertaken a widespread informational and educational outreach effort to work with the residents and business on Bainbridge Island to identify alternatives to improve reliability. After receiving input from hundreds of homeowners, businesses and institutions, PSE has carefully selected the alternatives that best meets the environmental, engineering and socio-economic requirements of a majority of stakeholders. The next step in this process is for the City to now approve the comprehensive plan amendment and rezone approvals for their three existing substation properties on

Bainbridge Island to align the zoning of the existing substation sites with PSE's long-term-use of the property. The proposed rezones are consistent with the zoning of neighboring businesses adjacent to the substation sites. They also help PSE make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to their customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. PSE would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I want Bainbridge Island to be a place where myself, my family and children can safely live and grow in for many years to come. Improved reliability and capacity on the Island will improve overall quality of life on the Island and also minimize environmental impacts while affording people a more reliable source of power. I support PSE's proposal to improve reliability and capacity on the Island and encourage the City to support PSEs substation rezone applications and comprehensive plan amendments as out lined in the above-referenced applications.

Sincerely,  
Winifred Perkins  
10120 NE Garibaldi Loop  
Bainbridge Island, WA 98110

## Kelly Tayara

---

**From:** Michael Silves <mls@datamorph.com>  
**Sent:** Tuesday, October 18, 2022 6:41 PM  
**To:** Kelly Tayara  
**Subject:** Re: Tree Destruction

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I believe it should be included at least for the Murden Cove and Winslow substations.

Can you tell me whether there are other people or organizations who are opposed to the transmission line construction?

Thank you

—Michael Silves

On Oct 18, 2022, at 7:16 AM, Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)> wrote:

Hello,

The City Arborist is researching the issue. When I first read your letter, I wasn't sure whether you intended for your comment to be included in the PSE application files, but it does appear to me you are commenting on the Comprehensive Plan Amendment / Rezone applications. Do you want me to include comment on all of the applications, for the Port Madison, Murden Cove and Winslow substations?

The applications next go to Planning Commission for Public Hearing on November 10, and attendance / public comment can be in person or via Zoom.

Thank you,  
Kelly

**Kelly Tayara, Senior Planner**  
**Department of Planning and Community Development**

<image001.jpg>

[www.bainbridgewa.gov](http://www.bainbridgewa.gov)

206.780.3787 (office) 206.780.3750 (Planning Department)

---

**From:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>  
**Sent:** Monday, October 17, 2022 7:03 PM  
**To:** Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)>  
**Subject:** Re: Tree Destruction

CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.

Kelly,

I apologize for not responding sooner. Thank you for your message.

Yes, I would like to know why all those trees are tagged. Other trees closer to the right of way are not marked.

I asked PSE whether a battery would provide the same function as a redundant transmission line for managing power outages. I do not know the relative costs or how long a battery would last and would like answers.

My only contact was via PSE's web site which provided a place for questions but only provided computer generated answers. I have had no human contact with PSE.

It is frustrating that the power companies (Puget Power and PSE) haven't changed their planned route since their first attempt to install a cable under Port Orchard Passage from Ollala. That route made sense at the time because it basically supported a third transmission feed onto Bainbridge Island but it failed because of the underwater cable issues. The redundant transmission line proposals since then make no sense. We challenged Puget Power on the redundancy issue in the 90's and they ended up installing a switch at Day Road as we had suggested from the start.

It is insulting that on each attempt the power company tells us about all the research they are doing regarding optimal routes then pull out their decades old route maps with no change at all.

This is the first time they have gone so far as to tag the trees. I am in a wheelchair these days and can't get out and measure the trees as I would like. But I think some of them are close to three feet in diameter. PSE sent us a notice saying they were going to tag trees but didn't say why. And they told us we better not remove the tags. I'm pretty sure we don't count for much in their plans.

Thank you for your interest,

Michael Silves

On Oct 11, 2022, at 3:28 PM, Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)> wrote:

Hello Mr. Sives,

I am the City's project manager for the PSE Comprehensive Plan Amendment and Rezone requests for the Port Madison, Murden Cove and Winslow substation properties. I can certainly reach out to my contact for those permits at PSE to find answers to any questions you have.

As I understand your concerns:

1. Would you like me to try to help find out why the 23 trees on your Fletcher Bay Road property, along with others on the neighbors' property, along Fletcher Bay, Sportsman Club and other roads are tagged?
2. What questions have you asked PSE about installing back-up batteries at the Winslow and Murden Cove substations, and to whom, if you have that information, did you direct the questions?

Thank you,

<image003.jpg>

KELLY TAYARA

**Senior Planner**

206.780.3787 (office)

Planning Department [pcd@bainbridge.wa.gov](mailto:pcd@bainbridge.wa.gov) 206.780.3750

City Website [www.bainbridgewa.gov](http://www.bainbridgewa.gov)

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**From:** PCD <[PCD@bainbridgewa.gov](mailto:PCD@bainbridgewa.gov)>

**Sent:** Tuesday, October 11, 2022 3:13 PM

**To:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>; PCD <[PCD@bainbridgewa.gov](mailto:PCD@bainbridgewa.gov)>; Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)>

**Subject:** RE: Tree Destruction

Hi Mr. Silves,

I am copying Senior Planner Kelly Tayara on your email for further assistance.

Maria Dozeman, Administrative Specialist

**Planning and Community Development**

<image004.png>

[www.bainbridgewa.gov](http://www.bainbridgewa.gov)

206.780.3761 (office)

206.640.5524 (cell)

[New Building and Development Services Fees Effective September 1, 2022](#)

<image005.png>

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**From:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>

**Sent:** Tuesday, October 11, 2022 3:07 PM

**To:** PCD <[PCD@bainbridgewa.gov](mailto:PCD@bainbridgewa.gov)>

**Subject:** Tree Destruction

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There are twenty-three trees on my property on Fletcher Bay Road that have been tagged, presumably for destruction, by *Puget Sound Energy*. All the tagged trees are large; most are Douglas fir with some spruce and hemlock. Similar trees have been marked for destruction along my neighbors' property and elsewhere along Fletcher Bay Road, High School Road, Sportsmen's Club Road and other roads along the route of the proposed transmission line. Once the trees on the edge are gone, the trees behind them will lose their protection and become more vulnerable to being blown over by the wind.

Altogether hundreds, possibly thousands, of trees, will be destroyed to erect a redundant transmission line whose only purpose is to provide back-up power for the Winslow and Murden Cove substations.

Tesla makes batteries that could serve the same purpose without all the tree removal. *Puget Sound Energy* has not answered my questions about installing back-up batteries at the Winslow and Murden Cove substations. My hope is that your organization would get involved for the sake of the trees.

Will you help us?

Michael Silves  
7030 Fletcher Bay road

## Marlene Schubert

---

**From:** Tom Hansen <tom.hansen206@gmail.com>  
**Sent:** Thursday, May 12, 2022 10:55 AM  
**To:** PCD  
**Subject:** Public Comment for PSE Proposals  
**Attachments:** Support for PSE\_CompPlanAmmendement&RezoneApplications.docx

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Dear Ms. Tayara,

Please find the attached public comment in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone proposals:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

Tom Hanen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110  
206-201-3414 / 281-728-4929

**City of Bainbridge Island**  
**Attn: Kelly Tayara**  
**280 Madison Avenue North**  
**Bainbridge Island, WA 98110**

**Re: Comment in support of Puget Sound Energy’s Comprehensive Plan Amendment and Site-Specific Rezone Applications**

Dear Ms. Tayara:

I am writing in support of PSE applications for rezoning the Murden Cove, Port Madison, and Winslow substations from various R-x designations to B/I designations.

- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

The past and current uses, originally permitted by Kitsap County, are inconsistent with current and future uses as rezoned by the City of Bainbridge Island. PSE’s responses clearly meet the City’s Policy and Goals (shown below):

Electrical Utility Goals and Policies

- Ensure that reliable utility services are available to all Bainbridge Island residents
- Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands
- Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment
- Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island

Business/Industrial Policies

- The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island
- Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development
- Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods

- B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer

The City of Bainbridge Island should proceed to issue a Determination of Non-significance (DNS) threshold determination for this request..

Additionally, I support PSE’s request for a change to Critical Area regulations contained in BIMC 16.20.140.G.2 and 16.20.100.E.1 in order to allow for continued maintenance, upgrade and installation of linear electrical distribution and transmission infrastructure.

- PSE Municipal Code Amendment PLN52234 LDR

A blanket restriction regarding Category II wetlands would restrict a public utility from maintaining, upgrading or constructing transmission and distribution infrastructure to meet island utility current and future needs as required by State law.

*“In general, although Category II wetlands may in theory provide higher habitat values than Category III or IV wetlands, the portion of Category II wetlands within the road rights-of-way and within or adjacent to existing cross-country transmission corridors is already subject to the effects of human disturbance, and therefore is likely to provide more limited habitat value than the habitat score alone would indicate.”*

Installing new aerial distribution and transmission lines within or adjacent to road rights-of-way; or as an overbuild or underbuild to an existing aerial primary utility within cross country corridors on easement within Category II wetlands is the best way to minimize the environmental impact while meeting the need for reliable energy and helping to reduce the Island’s Carbon Footprint.

PSE is required to apply the best science available and follow all laws.

*“When PSE maintains or upgrades an existing utility line or installs a new line, they follow federal, state, and local requirements to avoid and minimize wetland impacts to the extent feasible in accordance with the following preferred mitigation sequence, as outlined in the Interagency Guidance on Wetland Mitigation in Washington State (Ecology 2006) and BMC 16.20.030: 1. Avoid the impact altogether by not taking a certain action or parts of an action; 2. Minimize impacts by limiting the degree or magnitude of the action and its implementation by using appropriate technology or by taking affirmative steps to avoid or reduce impacts; 3. Rectify the impact by repairing, rehabilitating, or restoring the affected environment; 4. Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action; 5. Compensate for the impact by replacing, enhancing, or providing substitute resources or environments; and 6. Monitor the impact and take appropriate corrective measures.”*

The City of Bainbridge Island should proceed to issue a Determination of Non-significance (DNS) threshold determination for this request.

PSE has been both transparent and thorough in its public engagement for its Electric Reliability Projects. Personally, I have been skeptical, questioning, and have requested data all through the process and independently formed my own opinions. For those of us that have and continue to participate in community meetings and read the detail material that has been submitted we support PSE. The public comments that do not support electric reliability improvements largely come from individuals who have not participated, naively form an opinion without objectively informing themselves on the details or have been made their comment from a "Not In My Neighborhood" perspective. Many of the comments have acted like "nail strips" to derail the projects. I truly believe that the majority of Islanders are not engaged because of their busy lives or the pandemic but want reliable electricity. The bottom line is that the electric infrastructure on the island is decades old and as a resident of the south end of the island, I do not want to wait decades more for electric reliability improvements.

Tom Hansen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110

## Marlene Schubert

---

**From:** Bryan Telegin <telegin@bnd-law.com>  
**Sent:** Thursday, May 5, 2022 11:22 AM  
**To:** PCD; Kelly Tayara  
**Subject:** Comments on Proposed PSE Winslow Rezone and Comprehensive Plan Amendment—  
PLN52149 REZ/CPA  
**Attachments:** 2022 05 05 Stetson Ridge Comment Letter on PSE Rezone DRAFT.pdf

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Dear Ms. Tayara,

Attached, please find comments submitted on behalf of my client, the Stetson Ridge Homeowners Association, on the proposed PSE Winslow Rezone and Comprehensive Plan Amendment, PLN52149 REZ/CPA.

If you have trouble opening the attachment, or if you have any questions about the attached letter, please do not hesitate to contact me at the number below.

Thank you for your consideration.

-Bryan Telegin  
Counsel for Stetson Ridge Homeowners Association

Bryan Telegin

Bricklin & Newman, LLP  
123 NW 36<sup>th</sup> Street, Suite 205  
Seattle, WA 98107  
Tel: 1.206.264.8600, ext. 3  
Fax: 1.206.264.9300  
Email: [telegin@bnd-law.com](mailto:telegin@bnd-law.com)  
<http://www.bnd-law.com>

**PLEASE NOTE OUR NEW OFFICE LOCATION AS OF FEBRUARY 1, 2022: 123 NW 36<sup>th</sup> Street, Suite 205, Seattle, WA 98107.**

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BRICKLIN & NEWMAN LLP  
lawyers working for the environment

Reply to: Seattle Office

May 5, 2022

VIA E-MAIL TO  
pcd@bainbridgewa.gov

City of Bainbridge Island  
Attn: Kelly Tayara  
280 Madison Avenue North  
Bainbridge Island, WA 98110

**Re: Comment by Stetson Ridge Homeowners Association on Proposed PSE  
Winslow Rezone and Comprehensive Plan Amendment—PLN52149  
REZ/CPA**

Dear Ms. Tayara:

I represent the Stetson Ridge Homeowners Association, an association of 36 homes to the immediate east of the Puget Sound Energy (“PSE”) substation parcel located at 7480 NE Bucklin Hill Road (Tax Parcel No. 4178-000-028-0204). PSE is currently proposing to rezone the substation property from R-0.4 to Business Industrial (B/I), and to change the comprehensive plan map designation for this same parcel. We understand that PSE’s primary motivation for seeking these amendments is to circumvent the city’s Aquifer Recharge Protection Area (“ARPA”) requirements at Section 16.20.100 of the Bainbridge Island Municipal Code (“BIMC”), as stated in PSE’s rezone narrative submitted to the city on February 25, 2022. We also understand that the city plans to issue a Determination of Non-Significance (“DNS”) under Washington’s State Environmental Policy Act (“SEPA”), Chapter 43.21C RCW, as stated in the city’s Notice of Application/SEPA Comment Period published on April 22, 2022. For the following reasons, the Stetson Ridge Homeowners Association opposes the proposed rezone and comprehensive plan map amendment, as well as the proposed DNS.

**A. The Rezone Proposal Conflicts with the Comprehensive Plan**

The proposal conflicts with the city’s Comprehensive Plan, which prohibits the expansion of isolated B/I zoning designations. *See* Bainbridge Island Comprehensive Plan, Land Use Element at LU-19 (Feb. 28, 2017). In this case, the proposed rezone property is situated to the immediate east of an isolated B/I-zoned parcel at 7480 NE Bucklin Hill Road (Tax Parcel No. 4178-000-028-0105). This parcel contained light industrial uses prior to its incorporation into city limits (hence its current, grandfathered zoning designation) and represents the only single-parcel B/I zoning

designation within the entire city. In essence, PSE is asking to expand this zoning designation to the east, doubling the size of this isolated B/I zoning area to cover the PSE substation parcel.

This is flatly prohibited by Policy LU 10.9 of the Comprehensive Plan, which provides: “Isolated B/I activities are designated to reflect historical use and *the designation shall not be expanded*” (emphasis added).<sup>1</sup> This comprehensive plan provision is unequivocal—isolated B/I zoning designations *shall not* be expanded. As such, this policy prohibits PSE’s planned expansion of the existing B/I zoning designation on NE Bucklin Hill Road to the east, to cover the PSE substation parcel. This also means that the proposed rezone does not satisfy the city’s decision criteria for site-specific rezones, one of which is that the proposed rezone must be “in accord with the comprehensive plan.” BIMC 2.16.140.H.5. Expanding this isolated B/I zoning designation is not “in accord” with Policy LU 10.9, which flatly prohibits such expansions.

Relatedly, Comprehensive Plan Goal LU-10 provides that the B/I zone should be designated only in areas that will “create opportunities for new businesses and expansion of existing businesses,” where this zoning designation will “contribute[] to well-paying and new employment opportunities,” and where “traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.” It is not clear whether any of PSE’s plans will contribute to new businesses or the expansion of existing businesses. There is no evidence that PSE’s plans will contribute to well-paying jobs or new employment opportunities. And without more detail regarding PSE’s ultimate expansion plans, there is no evidence that the impacts of such plans on the surrounding neighborhood—including visual impacts—can be minimized. For these reasons, too, the proposed rezone is not “in accord” with the Comprehensive Plan.

## **B. The Environmental Checklist Is Inadequate**

Regarding SEPA, PSE’s environmental checklist is inadequate. First and foremost, we note that SEPA requires the City of Bainbridge Island (as well as PSE) to evaluate the indirect or “growth-inducing” effects of the proposed rezone. The city must also evaluate whether the current proposal “will serve as a precedent for future actions.” WAC 197-11-060. *See also* WAC 197-11-330(3)(e)(iv) (observing that “[a] proposal may to a significant degree . . . [e]stablish a precedent for future actions with significant effects.”).

In this case, expanding the isolated B/I zoning designation on NE Bucklin Hill Road would likely serve as a precedent for other property owners in the area, who may similarly wish to rezone their parcels for business/industrial use. For example, we are aware that the owner of the “triangle property” to the immediate south of the PSE substation parcel (Tax Parcel No. 332502-1-007-2007) applied in 2013 to rezone that property from R-0.4 to B/I, and more recently has proposed siting an industrial compost facility there. Expanding the isolated B/I zoning designation on Bucklin Hill Road—ignoring the city’s Comprehensive Plan which flatly prohibits such expansions—would serve as a precedent for future similar applications. The city should evaluate

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<sup>1</sup> *See also* Policy LU 10.8 (“Discourage the inappropriate designation of isolated Business/Industrial Districts”).

whether the current proposal would serve as a precedent for future rezones and proposed industrial activity, and then evaluate the environmental consequences of establishing such a precedent.

Second, in many instances, PSE’s environmental checklist fails to disclose potential environmental impacts, stating that any such impacts will be evaluated later when PSE applies for development permits approving specific development projects or facility expansions. Answers along this line—deferring environmental review to a later date—are given for Checklist Questions B.1.e (grade and fill impacts), B.1.g (impervious surface), B.4.b (vegetation impacts), B.4.d (landscaping and native plants), B.5.d (wildlife impacts), B.10.b (aesthetics), B.13.d (historic resources), D.1 (water, air, and noise), and D.2 (plants and animals), among others. In general, the checklist reads as though PSE believes that no impacts need to be addressed at this time, because the proposed rezone is a “non-project” action that does not directly entail physical work or construction.

This represents a false view of SEPA’s requirements. Washington courts—as well as the Growth Management Hearings Board—have been clear that even non-project actions must be subjected to meaningful environmental review, that local agencies must evaluate whether anticipated development is likely to result in a significant adverse environmental impact, and may not blind their eyes to anticipated development resulting from the non-project action. *See, e.g., Alpine Lakes Protection Society v. DNR*, 102 Wn. App. 1, 16, 979 P.2d 929 (1999) (“the fact that an action will not cause an immediate land use change or the fact that there is no specific proposal ‘on the table’ does not automatically mean that no EIS is required”); *Lands Council v. Washington State Parks Recreation Comm’n*, 176 Wn. App. 787, 803, 309 P.3d 734, 742 (2013) (explaining “the risk of postponing environmental review is ‘a dangerous incrementalism where the obligation to decide is postponed successively while project momentum builds.’”) (quoting *King County v. Boundary Review Bd.*, 122 Wash.2d 648, 664, 860 P.2d 1024 (1993)); *Assoc. of Citizens Concerned About Chambers Lake Basin v. City of Olympia*, WWGMHB No. 13-20014, FDO (Aug. 7, 2013) at 9 (“[W]hen a city amends its Comprehensive Plan or changes zoning, a detailed and comprehensive SEPA environmental review is required”); *Id.* at 10 (“agencies must evaluate environmental impacts of non-project actions up-front and not wait until the project level,” and “[s]imply providing . . . that any impacts will be addressed on a permit basis fails to assess the cumulative impacts and to fully inform the decision makers of the potential consequences of the designations challenged here”); *Whidbey Environmental Action Council v. Island County*, WWGMHB No. 03-2-0008, FDO (Aug. 25, 2003) at 39 (“the County must evaluate the impacts allowed under the changed designation at the time of that non-project action”).

In this case, PSE has plans to expand its operations on the substation parcel, which is precisely why it is seeking a rezone (obviously, any existing uses would likely qualify as “legal nonconforming,” thus obviating the need for a rezone simply to maintain the status quo). In its Rezone Narrative and SEPA checklist, PSE says that it plans to install improvements needed accommodate a proposed 115 kV transmission line, and also plans to install a second transformer bank and/or a new battery energy storage system. It is unclear whether these are the only improvements planned by PSE. The city should require PSE to disclose the nature of these improvements, any preliminary plans, and any other potential expansions that may be requested in the future under the new zoning designation. The city must then evaluate the environmental

impacts of these projects prior to approving the rezone or issuing a threshold determination under SEPA. To date, this has not been done.

Finally, it is troubling that PSE's primary motivation for requesting the rezone is to evade the city's Aquifer Recharge Protection Area requirements at Section 16.20.100 of the Bainbridge Island Municipal Code. That section of the code contains critical development standards needed to protect the Island's water supply and health of the underlying aquifer, including location and mapping of critical areas during project review, limitations on the removal of native vegetation, and prevention of harm to significant trees. Given that PSE is on record saying that these requirements would inhibit its ultimate plans (though, we are not aware of any formal determination by the city on this issue), it is critical that the city evaluate whether releasing PSE from these requirements will result in adverse environmental impacts. It is also necessary to consider the consequences of PSE's plans now to determine if they conflict with Comprehensive Plan policies relating to environmental protection and water resources. This must be done before the rezone is approved, not after.

**D. Absent More Detailed Plans, PSE Has Not Demonstrated Compliance With the City's Rezone Decision Criteria.**

Finally, many of the city's rezone criteria cannot be fully evaluated without more detailed information about PSE's ultimate plans for the substation parcel. For example, in order to approve the rezone, the city must find that it "will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity and zone in which the property is located." BIMC 2.16.140.H.1. This criterion cannot be evaluated without knowing more about the improvements planned by PSE and how they will affect nearby landowners.

Similarly, before approving the rezone, the city must find that "the site-specific rezone would not devalue surrounding or nearby property" and that "the site-specific rezone will not result in an adverse environmental consequence." BIMC 2.16.140.H.7 & 8. Without knowing the details of how PSE plans to expand its operation, the city cannot determine whether the proposed rezone will ultimately devalue surrounding or nearby property. Likewise, without more detailed plans, the city cannot ensure that the proposal will not result in an adverse environmental consequence.

**E. Conclusion**

In summary, the proposed rezone conflicts with the City of Bainbridge Island's Comprehensive Plan—in particular, with Policy 10.9 which flatly prohibits the expansion of the isolated B/I zoning designation on NE Bucklin Hill Road. PSE's environmental checklist fails to meet the requirements of SEPA, principally by ignoring the precedential effect of the proposed rezone, deferring environmental review to future permit applications, and failing to address the environmental consequences of removing Aquifer Recharge Protection Area requirements from the substation parcel. More details are also needed before the city can fully evaluate PSE's compliance with its rezone approval criteria, including those criteria aimed at avoiding detrimental impacts on surrounding properties and the environment. For all of these reasons, the rezone should be denied and no SEPA threshold determination should be made unless and until these deficiencies are rectified.

May 5, 2022  
City of Bainbridge Island  
Comments on PLN52149 REZ/CPA  
Page 5

Thank you for your consideration of these comments. If you have any questions or would like to discuss this letter, please feel free to contact me at [telegin@bnd-law.com](mailto:telegin@bnd-law.com) or by phone at (206) 264-8600.

Very truly yours,

BRICKLIN & NEWMAN, LLP



Bryan Telegin  
*Counsel for the Stetson Ridge Homeowners  
Association*

cc: Client

**\*\*\*PLANNING COMMISSION PUBLIC HEARING DRAFT\*\*\***

**ORDINANCE NO. 2023-11**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, amending the Future Land Use Map of the Comprehensive Plan and the City Official Zoning Map to change the land use and zoning designation of a property owned by Puget Sound Energy known as the “Winslow Substation”.

**WHEREAS**, the City of Bainbridge Island (City) accepts requests to amend the Comprehensive Plan every three years as described in the Comprehensive Plan Amendment (CPA) process established by Bainbridge Island Municipal Code (BIMC) Chapter 2.16.190; and

**WHEREAS**, 2022 was a CPA application year, and the City received five CPA applications during the January and February 2022; and

**WHEREAS**, Puget Sound Energy (PSE) submitted three CPA applications, requesting to change the land use designation of each of its three substations from a residential designation to Business/Industrial (B/I) designation on the City's Future Land Use Map; and

**WHEREAS**, PSE submitted corresponding rezone applications to change the zoning designation of each of its three substations from a residential zone to the B/I zone on the City's Official Zoning Map; and

**WHEREAS**, the PSE Winslow substation is located on the north side of Bucklin Hill Road 200 feet east of Fletcher Bay Road, tax parcel no. 4178-000-028-0204 (heretofore called subject property) and PSE has submitted consolidated CPA and Rezone application for this substation, City Permit File PLN52149 REZ/CPA; and

**WHEREAS**, the subject property is currently designated Residential-0.4 and R-0.4 on the City's Future Land Use Map and Official Zoning Map, respectively; and

**WHEREAS**, City staff have analyzed the consolidated CPA and Rezone application for this substation, including the CPA and Site-specific Rezone decision criteria in BIMC 2.16.190 and 2.16.140, respectively, and is recommending approval of the application to the Planning Commission; and

**WHEREAS**, the Planning Commission considered the application and the staff recommendation and at a study session on October 13, 2022; and

**WHEREAS**, the City issued a State Environmental Policy Act (SEPA) Determination of Nonsignificance on October 20, 2022; and

**WHEREAS**, the SEPA threshold determination was appealed on November 2, 2022; and

**WHEREAS**, a settlement agreement fully and completely resolving the claims of petitioner in the appeal was executed on February 13, 2023; and

**WHEREAS**, the petitioner filed a motion with the Hearing Examiner to dismiss the SEPA appeal on February 28, 2023; and

**WHEREAS**, the SEPA appeal was dismissed on \_\_\_\_\_, 2023; and

**WHEREAS**, the Planning Commission held a public hearing on Ordinance No. 2023-11 on March 23, 2023, and after closing the public hearing, made a recommendation of \_\_\_\_\_ to the City Council; and

**WHEREAS**, notice proposing adoption of amendments to Comprehensive Plan and development regulations was issued on March 10, 2023, to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council considered Ordinance No. 2023-11; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council adopted Ordinance No. 2023-11.

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

**Section 1.** The City Council finds that the PSE Winslow CPA and Rezone applications, permit numbers PLN52149 REZ/CPA, are in conformance with the Comprehensive Plan, the CPA and Site-specific Rezone decision criteria, and all applicable state laws in effect at the time of approval.

**Section 2.** The Future Land Use Map of the Comprehensive Plan is hereby amended to change the lands use designation of the subject property from Residential-0.4 to Business/Industrial as shown on Exhibit A.

**Section 3.** The City's Official Zoning Map is hereby amended to change the zoning designation of the subject property from R-0.4 to Business/Industrial as shown on Exhibit B.

**Section 4.** This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this \_\_\_\_ day of \_\_\_\_\_ 2023.

APPROVED by the Mayor this \_\_\_\_ day of \_\_\_\_\_ 2023.

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Brenda Fantroy-Johnson, Mayor

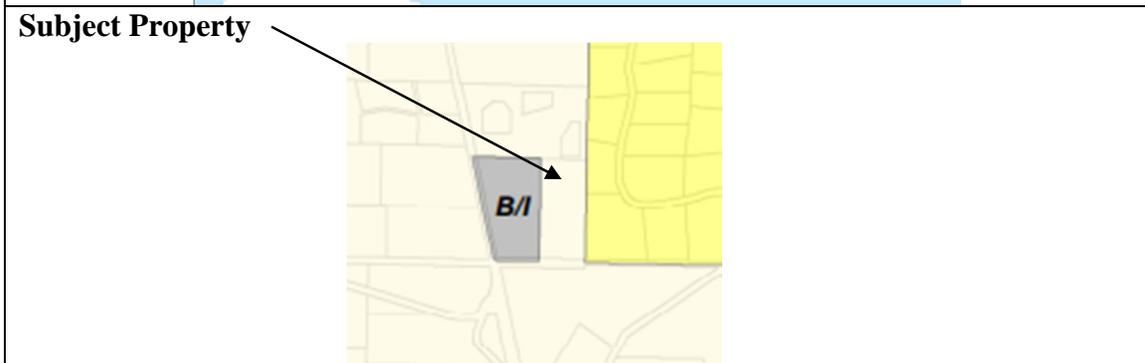
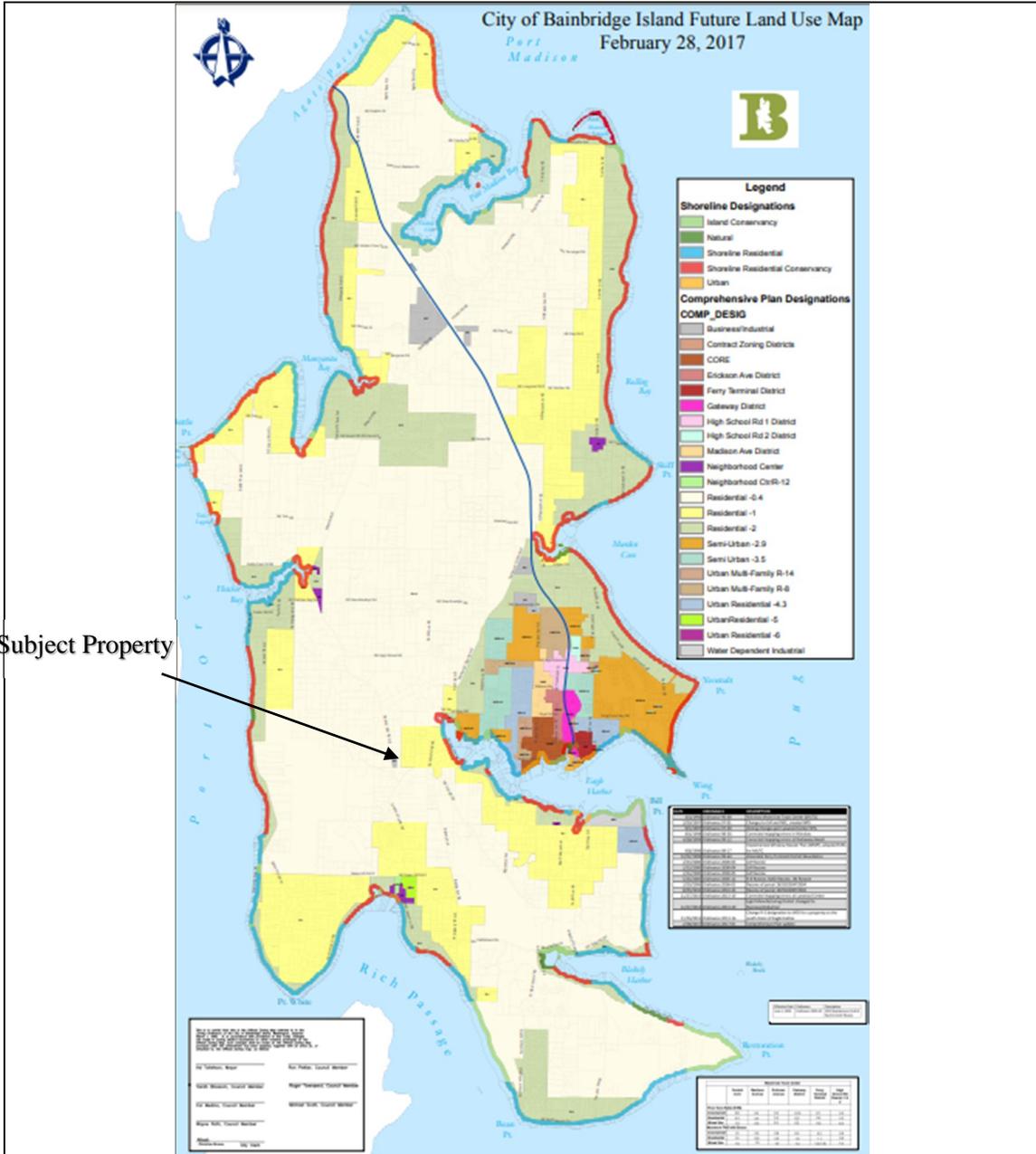
ATTEST/AUTHENTICATE:

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Christine Brown, MMC, City Clerk

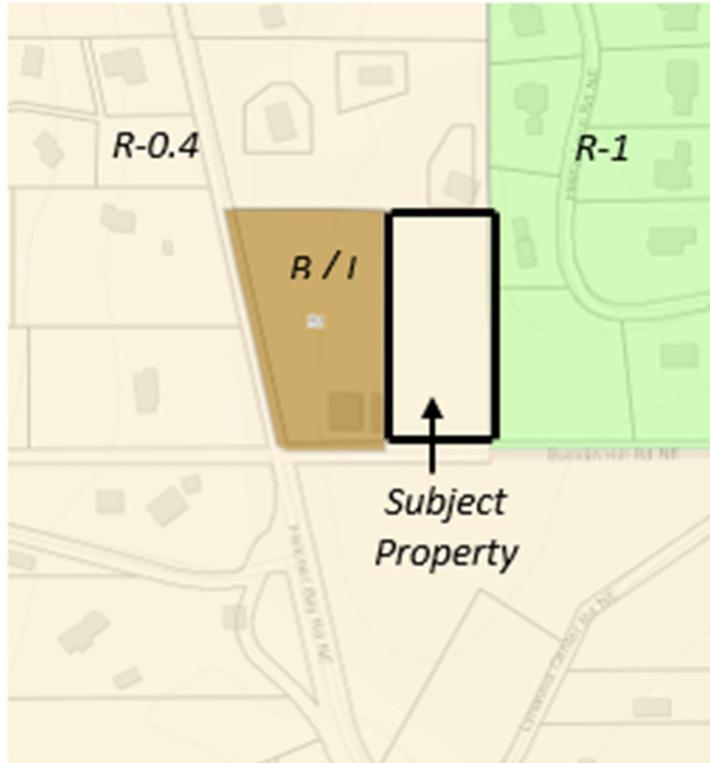
FILED WITH THE CITY CLERK:	XX, 2023
PASSED BY THE CITY COUNCIL:	XX, 2023
PUBLISHED:	XX, 2023
EFFECTIVE DATE:	XX, 2023;
ORDINANCE NUMBER:	2023-11

# EXHIBIT A



**EXHIBIT B**

**Zoning Map**



City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

*Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)*

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and City Council,

I am writing in response to the following Comprehensive Plan Amendment (CPA) and Site-Specific Rezone (Rezone) applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. I am supportive of PSE’s efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE’s application forward before this summer 2023.

As an Internet Service Provider, I am alerted by power outages and disturbances on the PSE distribution system in Kitsap county. We see homes and businesses on Bainbridge restart and go offline with much greater frequency and durations than the truly rural parts of Kitsap such as Seabeck or Hansville.

PSE is at a milestone that has never existed since electrification of Bainbridge; they are unable to execute with confidence on multiple complex plans due to this zoning classification issue. PSE has not had to make major substation improvements on our island in almost 50 years. Our electrical grid is approaching a breaking point; PSE must execute multiple multi-year projects to preserve and stabilize power on the island.

Rezoning all three sites is consistent with the historic use of the properties and the Comprehensive Plan land use policies for business/industrial. These three parcels have been used for industrial purposes long before COBI incorporated these parcels. Delay in rezoning exposes the other 1,800 parcels of Bainbridge to further delay in getting improved electrical service.

### [PLN51703 REZ/CPA – Murden Cove Substation site](#)

The Murden Cove substation is an industrial power site that has provided power to the residents of Bainbridge Island since 1979. Our current usage exceeds the 25MW name plate rating in the winter. In response to the electrification program, PSE and WSF have negotiated a curtailable rate. In the winter at the holiday times, our new electric boats will have an allowed 169 hours of sailings cancelled for lack of recharging facilities. This number will be much higher without the battery system PSE is trying to install but is hamstrung by the zoning issue. These cancellations can only be avoided by adding a transformer, which PSE is not yet planning. PSE cannot with confidence purchase the battery equipment or a bulk transformer without the security of knowing they can schedule to install the equipment in an industrial site setting.

### [PLN52101 REZ/CPA – Port Madison Substation](#)

The Port Madison substation is an industrial power site that has provided power to the residents of Bainbridge Island for almost 70 years. This substation is a significant, complex, pair of industrial sites on one parcel. It will never relocate, nor will the land ever return to a non-power transformation/distribution use. This site accepts two 115kV transmission lines that feed power to Bainbridge Island from across Agate pass. As the island's power needs continue to grow, PSE will have to add another 25MW transformer and distribution gear. Ultimately, if electric vehicles surge on Bainbridge, the transmission line and switchyard facilities will need to be upgraded (to 230kV). Delay in converting this property to business/industrial classification puts the entire population of Bainbridge Island at risk.

### [PLN52149 REZ/CPA – Winslow Substation site](#)

The Winslow Substation is an industrial site that provides power to the entire south end of Bainbridge Island since 1964. The parcel is mostly unused with a very compact substation. The footprint of the station will expand as PSE adds the redundant link and ultimately a second transformer. The site can support a BESS (battery energy storage system) of significant size. However, the adjoining residential development (Stetson Ridge) reduces the likelihood PSE will install a large BESS here even though it would benefit the whole island.

### [4<sup>th</sup> property that needs mention](#)

The 7580 Finch Rd property PSE owns would have been ideal site for the redundant link path routing and as a place to land a BESS as it can address the central core (our urban density area) with distribution lines. PSE is not exploring reclassification at this time. COBI should rezone this B/I for electrical utility use with a condition that if the property is sold it rezones back to residential. This would open the options for PSE to solve our future power constraints in the core high density portion of the island.

Sincerely,  
Stephen VR Hellriegel  
Resident since 1998  
Owner Helldyne, Inc (Electrical Engineering Consulting Firm)  
Owner Net253, LLC (Internet Service Provider)  
Sr. Member, I.E.E.E. Power and Energy Society.

**Stephen  
Hellriegel**

Digitally signed by Stephen Hellriegel  
DN: cn=Stephen Hellriegel, c=US, o=Net253  
LLC, email=steveh@net253.net  
Reason: I attest to the accuracy and integrity  
of this document  
Location: Bainbridge Island WA  
Date: 2023.03.14 10:42:35 -0700



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

**Staff Analysis**

Date: March 9, 2023  
 To: Planning Commission  
 From: Kelly Tayara, Senior Planner  
 Project: Puget Sound Energy Site-specific Rezone and Comprehensive Plan Amendment (CPA) for the Winslow Substation (Bucklin Hill Road)  
 File Number: PLN52149 REZ/CPA

Summary of Request

Puget Sound Energy (PSE) requests approval to change the site zoning from R-0.4 / Residential to Business / Industrial (B/I), which is a change to the Comprehensive Plan land use map and zoning map.

PSE requests the change from residential to B / I to support the long-term needs of the community. According to PSE, residential designation focuses on low-density residential development and conservation, does not reflect the historic long-term utility use of the site, and is inconsistent with its statutory duty to serve the community with essential infrastructure and electrical service, whereas a B / I designation is consistent with utility use.

The substation was established on the site in the early 1960s when the property was in unincorporated Kitsap County. PSE acquired the site with the expectation that as the community grew, the substation and associated facilities would be expanded and upgraded to accommodate capacity and reliability needs. PSE has determined that long-term service projections (beyond ten years) indicate the potential need to expand the substation to accommodate future electrical demand from Bainbridge Island customers and ensure station reliability, and that the current Municipal Code requirements for the residential district, particularly those related to Aquifer Recharge Protection Areas, do not provide flexibility to upgrade and expand the substation in the future.

Part I: Land Use Process / Application History

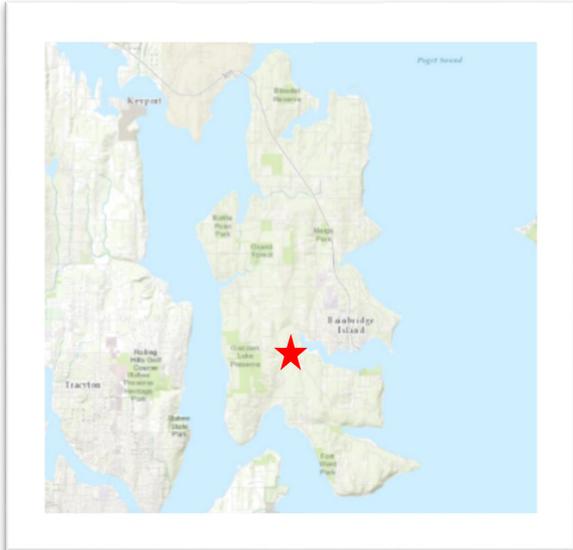
Date:	Action:
November 9, 2021	Preapplication conference held
January 13, 2022	Public Participation meeting held
February 25, 2022	Application submitted
March 25, 2022	Application deemed complete
April 22, 2022	Notice of Application / SEPA Comment Period issued
August 11, 2022	Planning Commission meeting held: CPA overview
October 13, 2022	Planning Commission study session held
October 20, 2022	SEPA Threshold Determination (DNS) issued

November 2, 2022	SEPA Threshold Determination appealed
February 13, 2023	Settlement agreement resolving the claims of the petitioner executed
February 28, 2023	Motion to dismiss SEPA appeal filed

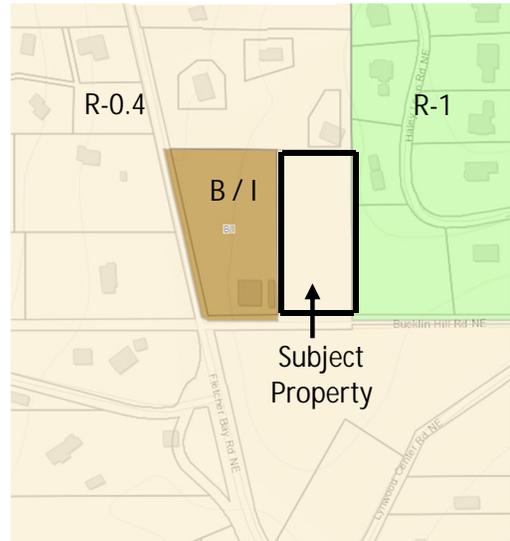
Part II: General Information and Site Characteristics

Assessor's Record Information:			
Tax lot numbers	4178-000-028-0204		
Site Address	No site address: North side of Bucklin Hill Road 200 feet east of Fletcher Bay Road		
Owner of record	Puget Sound Energy		
Site size	2.01 acres		
Use:			
<p>Utility (Primary)</p> <p>The Winslow substation is one of three electric substations on Bainbridge Island that distribute electricity to homes and businesses within the community. Two transmission lines, the Port Madison Tap and the Foss Corner-Port Madison 115 kV lines, bring power to the Island from the Kitsap Peninsula over Agate Pass to the Port Madison substation. Electricity is then transferred to the other two substations on the Island via two radial transmission lines.</p> <p>Utilities produce, transmit, carry, store, distribute, or process power or information. Primary utilities include utility lines, electrical power generating or transfer facilities, radio cellular telephone and microwave towers, and utility poles. Transmission utility poles support lines which transport electrical power (55kV or higher) from generation sources to substations. Distribution utility poles support lines which transport electrical power (less than 55kV) through distribution transformers from substations to homes and businesses. Utility poles may also support communication lines.</p> <p>A primary utility is a permitted use in the B/I district and a conditional use in the R-0.4 district. A conditional use is one that is permitted subject to compliance with a set of conditions or requirements set forth in the Municipal Code.</p>			
Zoning Designation:			
R-0.4 (Business / Industrial requested)			
Comprehensive Plan Designation:			
Residential R-0.4 (Business / Industrial requested)			
Soils:			
Ragnar fine sandy loam			
Surrounding Properties - Use, Zoning, and Comprehensive Plan Designation:			
	Use (clockwise from north)	Zoning District	Comprehensive Plan Designation
North	Open space surrounding three single-family homes	R-0.4	Residential-0.4
East	Single-family home and the Stetson Ridge subdivision stormwater retention facility	R-1	Residential-1
South	Sand and gravel mining facility	R-0.4	Residential-0.4
West	Storage and warehouse / commercial shop facility with a residence	Business / Industrial	Business / Industrial

Vicinity Map



Zoning Map



Site and Surrounding Development / Aerial Image (2018)



Part III: Comprehensive Plan Guiding Principles, Goals and Policies

The Comprehensive Plan designation for the site is Residential R-0.4, and the applicant requests Business / Industrial designation. Comprehensive Plan goals and policies which are applicable to both districts are listed below, along with those applicable to electric utilities on the Island.

Comprehensive Plan Goals and Policies	Staff Annotation
<b>Land Use Element</b>	
<p>Business / Industrial (B / I) Goal LU-10: Provide appropriate B / I zoned land to create opportunities for new businesses and expansion of existing Island businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.</p>	<p>While future redevelopment of the site may result in employment opportunities and business expansion, there are no employment opportunities directly resulting from a change in the land use designation.</p>
<p>Policy LU 10.1: The B / I District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.</p>	<p>Primary utility use is a permitted use in the B / I district and conditional use in all other districts.</p>
<p>Policy LU 10.6: Performance standards for the B / I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods.</p>	<p>All districts include performance standards to protect adjacent residential-zone properties from non-residential use.</p>
<p>Policy LU 10.7: B / I uses must be visually screened year-round from adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.</p>	<p>Both setbacks and vegetation buffers from Bucklin Hill Road and adjacent residentially zoned properties double in width from 25 to 50 feet, if the property is designated B / I.</p>
<p>Policy LU 10.8: Discourage the inappropriate designation of isolated B / I Districts.</p>	<p>The property is adjacent to another property which is within the B / I district.</p>
<p>Policy LU 10.9: Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.</p>	<p>The historical use of the property is as a primary utility.</p>
<p>Residential District Goal LU-14: Develop context-sensitive regulations for residential development in areas designated R-2, R-1 or R-0.4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation.</p>	<p>Residential districts are intended for residential development, agricultural and forestry use. However, with few exceptions, residential and B / I districts are similarly regulated. Notable differences are:</p>

	<ul style="list-style-type: none"> <li>• The setbacks from the road and residential properties to the north and east are 25 feet in width in the residential district and 50 feet in width in the B / I district.</li> <li>• The standard roadside landscape buffer width is 25 feet in the residential district and 50 feet in the B / I district.</li> <li>• The standard perimeter landscape buffer width from residential properties to the north and east is 25 feet in the R-0.4 district and 50 feet in the B / I district.</li> <li>• Total Site Tree Unit requirements are applicable to the residential district and not applicable to the B / I district, but trees must be retained in perimeter and roadside buffers within either district.</li> <li>• Aquifer Recharge Protection Area (ARPA) designation is required in the residential district but not in the B/I district for any activity involving land use disturbance over an area 7,000 square feet in size or greater. Any activity, including clearing, is allowed in the ARPA provided that the activity maintains the pre-construction groundwater recharge volume. Landscape buffer regulations, in which trees must be retained, afford more stringent vegetation retention requirements.</li> </ul>
<p>Policy LU 14.1: The Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.</p>	<p>A change to B / I designation results in less intensive residential development.</p>
<p>Policy LU 14.2: Encourage residential development that is compatible with the preservation of open space, forestry, agricultural activities, and natural systems. Accessory farm buildings and uses are allowable.</p>	<p>A change to B / I designation results in larger landscape buffer requirements. Primary utility use is otherwise incompatible with this residential policy.</p>
<p>Policy LU 14.3: Maintain the natural and scenic qualities of the Island by limiting residential density.</p>	<p>A change to B / I designation limits residential density.</p>

Economic Element	
Diversified Economy Goal EC-1 (excerpt): By providing enterprises that both serve and employ local residents, the Island will be better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life.	PSE serves and employs local residents. While future redevelopment of the site may result in employment opportunities and business expansion, there are no employment opportunities directly resulting from a change in the land use designation.
Infrastructure Goal EC-2: Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment, particularly telecommunications and electrical reliability.	PSE requests the change to B / I because the current requirements for the residential district, particularly those related to Aquifer Recharge Protection Areas, do not provide flexibility to potentially upgrade and expand the substation in the future in order to serve the future electrical demand and ensure station reliability.
Policy EC 2.1: Identify long-term infrastructure needs that support economic sustainability and are designed to withstand future conditions.	PSE continues to engage with the community and has participated in multiple public meetings to identify long-term infrastructure needs in the past. Increased population growth upon which the Comprehensive Plan is based results in increased telecommunications and electrical infrastructure needs.
Policy EC 2.2: Support infrastructure enhancement to accommodate new information technology and changing conditions.	The rapidity of technological developments outpaces the City's ability to accommodate timely changes to the Comprehensive Plan, for which amendment requests are only accepted every three years.
Sustainability Policy EC 3.6: Policy EC 3.6 Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty, environmental and economic health.	The PSE Electric Reliability Projects include electric system improvements to address current energy solutions and future potential need. For example, the Planning Commission recently recommended electric vehicle charging infrastructure incentives and requirements.
Public/Private Partnerships Policy EC-7.1: Leverage technology assets, such as existing fiber connections, to support technology- based businesses and potentially to pursue new revenue streams.	While future expansion of the substation would likely result in improved reliability for home-based businesses, there are no direct impacts resulting from a change in the land use designation.

<p>Services Sector Policy EC 9.3: Promote an emerging professional services sector that recognizes the Island's linkage to the Seattle job market for managerial jobs and information-based industries.</p>	<p>Potential future expansion of the substation would result in improved electric and communication reliability on the Island which would support an emerging professional services sector, including those who telecommute. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Building Design and Construction Sector Goal EC-10 (excerpt): The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy. Productivity and profits within that sector are crucial factors in the stability and well-being of the entire community.</p>	<p>Site redevelopment such as a potential future expansion of the substation that would result in improved electric and communication reliability would support design, construction, furnishing, renovation and real estate professions and trades. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Home-based Businesses Goal EC-13: Foster home-based businesses as a key to a present and future vital economy. Nearly half of all businesses licensed on Bainbridge Island are reported as homebased. Bainbridge Island allows home-based businesses in all zones, and 16.3% of the Island workforce works from home.</p>	<p>Potential future expansion of the substation that would result in improved electric and communication reliability would support home-based businesses. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Business / Industrial Goal EC-15: The B / I land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B / I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre- existing infrastructure and well-designed accommodations in order to flourish.</p>	<p>Future redevelopment of the site would result in increased opportunities for Island-based businesses to thrive and increased opportunities to live and work in the community.</p> <p>A change to B / I designation is consistent with primary utility use as a non-retail activity.</p>
<p>Policy EC 15.1: Promote manufacturing and business / industrial employment as an important source of family wage jobs on Bainbridge Island.</p>	<p>Primary utility use is permitted in the B / I district and a conditional use in the residential districts which results in a more cumbersome land use process.</p>
<p>Policy EC 15.2: New B / I land use designations will be considered based on the following:</p> <ul style="list-style-type: none"> <li>• Proximity to existing B / I</li> <li>• Adjacency to non-residential land uses</li> <li>• Reasonable proximity to SR 305</li> </ul>	<p>The property is adjacent to an existing B / I property to the west and a property to the south which contains non-residential development.</p> <p>The property is approximately 2.5 miles from SR 305 (via roadway).</p>

<ul style="list-style-type: none"> <li>• The total amount of and expected need for B/I-zoned land</li> <li>• Compliance with all policies in the Land Use Element</li> <li>• Availability of public sewer and water, or whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District</li> <li>• Consideration of pollution and aquifer recharge concerns</li> <li>• Minimal impact to residential land uses, neighborhoods and open space/conservancy and agriculture areas.</li> </ul>	<p>A change to B / I designation would increase the total amount of land within B / I – zoned lands.</p> <p>A change to B / I designation is consistent with land use policies for the B / I district.</p> <p>Use as a primary utility is not reliant on water or sewer / septic services.</p> <p>Electric utility facilities generally are not a use identified as having the potential to contaminate drinking water.</p> <p>All districts include performance standards to protect residential use.</p>
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**Transportation Element**

<p>Ferry Service Goal TR-3: Coordinate with Washington State Ferries (WSF) and other ferry service providers to ensure that ferries meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.</p>	<p>Future plans for the City, including electric vehicle charging infrastructure, and plans for electrification of the Washington Ferry System require reliable electrical service and capacity on the Island. There are no direct impacts resulting from a change in the land use designation.</p>
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<p>Policy TR 3.1: Advocate for ferry services to and from Bainbridge Island in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users’ origin and destination.</p>	<p>Plans for electrification of the Washington Ferry System require reliable electrical service and capacity on the Island. There are no direct impacts resulting from a change in the land use designation.</p>
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<p>Transportation Demand Management Goal 5: Encourage greater efficiency of the integrated multimodal transportation system that provides a range of transportation alternatives and increases the through movement of people.</p>	<p>Integrating electric transportation alternatives requires reliable electrical service and capacity. There are no direct impacts resulting from a change in the land use designation.</p>
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<p>Policy TR 5.3: Encourage schools, the private sector and the public sector to adopt programs that reduce SOV use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.</p>	<p>A potential future expansion of the substation would likely result in improved electric and communication reliability on the Island which would support programs to reduce single-occupancy vehicle use, including telecommuting, electric bicycles, and electric or hybrid buses and ferries. There are no direct impacts resulting from a change in the land use designation.</p>
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Utilities Element	
Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.	The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.
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.	A comparison of utility services in similar jurisdictions was not evaluated as part of the request to change the Comprehensive Plan designation of the property.
Goal U-3: Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.	The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.
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.	PSE aspires to a goal to achieve Beyond Net Zero Carbon by 2045.
Goal U-5: Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.	Regardless of the Comprehensive Plan designation, standards in the Municipal Code provide for protections to residents and the environment.
Goal U-8: Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.	PSE is a utility provider requesting to change the property to B / I in order to facilitate potential facility improvements.
<p>Electrical Element Introduction: 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.</p>	
Electrical Goal U-14: Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.	The PSE request is based on the premise that to serve future demand and ensure reliability, the change in land use designation is needed.
Policy U 14.1: Develop a plan together with the electric service provider to undertake energy efficiency improvements and other alterations of electric utility facilities to provide capacity for future growth.	PSE continues to engage with Islanders as part of its Electric Reliability Projects which include Bainbridge Island electric system improvements to address current problems along with future needs.

Policy U 14.2: Encourage the conservation of electrical energy, especially during periods of peak usage, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island’s energy needs, including distributed energy systems.	An evaluation of cost-effective approaches to electrical energy conservation, usage during peak periods, building codes, and renewable energy resources was not conducted as part of the request to change the Comprehensive Plan designation of the property.
Policy U 14.3: Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.	The PSE request is based on the premise that, to improve reliability and increase transmission redundancy, the change in land use designation is needed.
Policy U 14.4: Encourage undergrounding new and existing electric transmission and distribution power lines, and develop a long-term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of households and businesses.	An evaluation of undergrounding utilities was not conducted as part of the request to change the Comprehensive Plan designation of the property.
Policy U 14.5: Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, and innovative technologies such as solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.	PSE aspires to a goal to achieve Beyond Net Zero Carbon by 2045.

Part IV BIMC Title 18 Zoning

A. BIMC 18.09.020 Permitted Uses

Primary utilities are a subset of Utility and Telecommunications use and a permitted use in the Business / Industrial (B/I) district. Site Plan and Design Review permit is applicable for new construction of nonresidential buildings or structures.

Primary utilities require a conditional use permit (CUP) in the R-0.4 district, provided: Replacement, maintenance or upgrade of existing poles and equipment within a utility corridor or right-of-way is a permitted use. A conditional use is one that is permitted subject to compliance with a set of conditions or requirements set forth in the Municipal Code.

B. Comparison of Dimensional and Development Standards for Primary Utilities (where different)

Municipal Code Section	Standard	R-0.4 District	B / I District	Evaluation Summary
Tables of Dimensional Standards	Lot Area	100,000 sq. ft.	20,000 sq. ft.	The lot conforms to either standard.
	Lot Dimensions	110 ft width & 110 ft depth	N/A	The lot conforms to either standard.

<a href="#">BIMC 18.12.020</a>	Lot Coverage	10 % maximum	35 % maximum	Existing development conforms to either standard.
	Setback - Front Lot Line	25 feet	50 feet along public right-of-way	Existing utility structures are permitted in setbacks. Existing development conforms to either standard, as provided in BIMC Table 18.12.040.
	Setback - Side Lot Line	15 feet	10 ft; 50 ft abutting residentially zoned lots	Existing development conforms to either standard.
	Building Height	30 feet base; Bonus height to 35 feet with CUP	35 feet base; Bonus height to 45 feet with CUP	Alternative height limits may apply for nonresidential uses if additional conditional use provisions are met. Existing development is not evaluated for this standard.
	Structure Height			An exemption from the height limits for structures can be approved through a minor conditional use if: View opportunities are not substantially reduced; No structures are within setbacks except as otherwise allowed in the Municipal Code; Each setback is increased one-half foot for every foot above the maximum structure height. Existing development is not evaluated for this standard.
	Structures (New) except buildings and distribution poles	30 feet base; Bonus height to 35 feet with CUP	35 feet base; 45 feet with CUP	
	Transmission Pole (New)	30 feet base; Bonus height to 35 feet with CUP	35 feet base; 45 feet with CUP	
Landscaping, Screening, and Tree Retention, Protection and Replacement BIMC <a href="#">18.15.010</a>	Perimeter Landscape Buffer	25 ft from residential districts 20 ft from non-industrial use	50 ft from non- B/I	Existing development is nonconforming to either standard.
	Roadside Landscape Buffer	50 ft from SR 305 25 ft from other rights-of-way	50 ft from rights-of-way	Existing development is nonconforming to either standard.
	Total Site Tree Unit Requirements	40 tree units per acre or the same pre/post development	N/A	This standard is only evaluated upon development or redevelopment. The number of existing tree units is not known.

## Part V Public Comment

Eleven public comments were received, six in support of the proposal and five opposed.

Those opposed to the proposal are concerned that the proposal received inadequate scrutiny, does not meet the Comprehensive Plan, State Environmental Policy Act (SEPA), or Municipal Code, and that approval of the request could serve as a precedent to change the designation of other area properties (specifically the property across Bucklin Hill Road that has been used for sand and gravel mining). Commenters are concerned that the primary motivation for the request is to avoid Aquifer Recharge Protection Area (ARPA) requirements and that primary utilities could be exempted from ARPA rather than rezoning the property, that business / industrial zoning should not be expanded, and that review of specific planned improvements should be conducted. Additionally, a commenter states that hundreds and possibly thousands of trees will be removed along the proposed transmission line route, making the trees behind those removed more vulnerable to blow down, and that this is avoidable because Tesla batteries can serve the same purpose as a redundant line whose only purpose is providing backup for the Winslow and Murden Cove substations.

Comments in support of the proposal are summarized as follows:

Reliability on the Island needs to be improved and Puget Sound Energy (PSE) Beyond Net Zero goals depend on a reliable grid. PSE is not meeting many of its service reliability metrics, and as a city we are not presently poised to meet current or future electrical needs.

PSE must periodically upgrade substations to provide reliable and safe power to customers in the long term. The electric infrastructure on the Island is decades old, and Islanders currently experience reliability challenges, especially for the south end of the Island, and present special accessibility challenges to the elderly. The substations support the transmission and distribution lines that bring power to homes and businesses, including those who telecommute. Improved reliability and capacity on the Island will improve overall quality of life on the Island.

PSE has been both transparent and thorough in its public engagement for its Electric Reliability Projects (which include Bainbridge Island electric system improvements). PSE has done its due diligence in finding appropriate solutions to our current energy problems while planning to remain flexible in order to address future needs. Reliability and capacity issues include the planned future electrification of ferries and other transportation on the Island.

Granting this application would allow PSE to move forward more quickly with long-overdue electric improvements. A larger setback would be required for a Business / Industrial designation that would afford even greater protections to area residents. Approval of the change from a residential to Business / Industrial property is consistent with the goals and policies of the Comprehensive Plan, specifically Utilities / Electrical and Business / Industrial, and aligns the zoning with the long-term use of the property and zoning of neighboring business properties.

Rezoning this property helps to limit the need to site utilities on new parcels and make the best use of the existing site. Relocating the substation from its current location to larger sites to support the needed infrastructure to supply power to the community would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. Searching for alternative sites would only create more delays in implementing PSE Beyond Net Zero goals which depend on a reliable grid.

## Part VI Staff Analysis and Recommendation

The Comprehensive Plan states that residential districts are intended for residential development and a variety of agricultural and forestry uses, and development should be compatible with open space and agricultural activities. The Comprehensive Plan states that the purpose of the B / I designation is to provide opportunities for light industrial and other non-retail activities.

The Municipal Code states that the purpose of the R-0.4 district is to provide low-density housing in an environment with special Island character consistent with other land uses, such as agriculture and forestry, and the preservation of natural systems and open space. The Code states that the purpose of the B / I district is to facilitate development of a diverse economy on the island with business retention, growth, and innovation, and that the district is intended to provide opportunities for knowledge-based businesses and expansion of Island businesses, for diversity of jobs, and for low-impact industrial activity that is compatible with adjoining residential neighborhoods.

The Comprehensive Plan goals and policies applicable to the B / I designation are more closely aligned to utility use than those of the residential designation. Taking into consideration provisions for existing development which is nonconforming to current standards that apply regardless of the district, the notable differences are:

Aquifer Recharge Protection Area (ARPA) designation is required in residential districts but not in B/I districts. Specific to this site, ARPA regulations mandate that any activity involving land use disturbance over an area 7,000 square feet in size or greater require that the areas of existing native vegetation, which cover no more than 69,000 square feet or 79 percent of the site, be delineated and an ARPA encompassing 56,911 square feet of that native vegetation or 65 percent of the site be designated.

- 1) Any activity is allowed in the ARPA provided that the activity maintains 100 percent of the annual average pre-construction groundwater recharge volume for the site; this determination requires a hydrological assessment. The permeability of the soil type on the site is moderately rapid and the available water capacity is moderate.
- 2) A substation is an electric utility, more specifically defined as a Primary Utility in the Municipal Code. Primary utilities are a permitted use in the B/I district and a conditional use in all other districts.
- 3) The front lot line setback from Bucklin Hill Road is 25 feet in the R-0.4 district and 50 feet in the B / I district.
- 4) The rear lot line setback (along the north side of the property) is 25 feet in the R-0.4 district and 50 feet in the B / I district.
- 5) The side lot line setback (along the east side of the property) is 15 feet in the R-0.4 district and 50 feet in the B / I district.
- 6) The standard roadside landscape buffer is 25 feet in the R-0.4 district and 50 feet in the B / I district.
- 7) The standard perimeter landscape buffer along the north and east property boundaries is 25 feet in the R-0.4 district and 50 feet in the B / I district.
- 8) Total Site Tree Unit requirements are applicable to the residential district and not applicable to the B / I district.

The staff recommendation to approve the change from residential to B / I designation is largely based on consistency with the goals and policies of the Comprehensive Plan, wherein utility use is consistent with the Business / Industrial designation and inconsistent with residential designation. Additionally, increased landscape buffer widths, which double from 25 to 50 feet, afford greater vegetation protection than ARPA designation because tree within landscape buffers must be retained and trees within the ARPA are allowed to be removed, provided that 100 percent of the annual average pre-construction groundwater recharge volume is maintained.

## Part VII Land Use Preview Procedures

### A. Review and Recommendation by Planning Commission

#### 1) Planning Commission Review of Comprehensive Plan Amendments

Subsequent to completion of the analysis and SEPA review prepared by staff, the Planning Commission shall conduct one or more public hearings as defined in BIMC [2.14.020.G](#). The Planning Commission shall also solicit comments regarding the proposed amendment from the public or from government agencies in any other manner it determines necessary and appropriate to the nature of the proposed amendment and consistent with RCW [36.70A.140](#). The notice and public hearing for proposed Comprehensive Plan amendments may be combined with any notice or public hearing for proposed amendments to the land use code or for other action of the Planning Commission; provided, that all appropriate noticing is conducted as required by law.

#### 2) Planning Commission Recommendation on Comprehensive Plan Amendments

The Planning Commission shall base its recommendation on whether the application meets the required decision criteria and consider public input, conclusions from any required studies, the staff recommendation, and findings from the SEPA analysis. The Commission may recommend to approve, approve with conditions, or deny the proposal. If the Commission recommends denial of a proposed amendment, the findings shall include that (a) the proposal does not comply with the decision criteria, or (b) a majority of the Planning Commission finds that the proposal would be more appropriately and effectively addressed through another aspect of the City's work program.

### B. BIMC [2.16.140.H](#) Site-specific Rezones Decision Criteria

The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove or approve with conditions:

- 1) The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity and zone in which the property is located.

The rezone is not materially detrimental to public welfare or injurious to property or improvements in the vicinity. The property to the west is zoned B / I and permitted uses in the district are conducted on that property. The property to the south is zoned residential and is used for mining.

The vegetation buffers from residentially zoned properties would increase from 25 to 50 feet in width. On the property to the north, vegetated open space surrounds three homes. Development east of the property includes a stormwater retention facility.

- 2) The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of a need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property.

The rezone recognizes the historic use of the property as a utility, which is a permitted use in the B / I district. The rezone is consistent with the development standards for the B / I district and is appropriate for reasonable development of the property.

- 3) The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation.

The property conforms to all B / I district zoning standards.

- 4) The property will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned.

The property is served by public right-of-way and fire / life / safety protection afforded to properties in the vicinity. Use as a primary utility does not rely on sewage facilities. Storm drainage facilities are evaluated when a specific development is proposed.

- 5) The site-specific rezone is in accord with the Comprehensive Plan.

The rezone is consistent with the goals and policies of the Comprehensive Plan. Utility use is consistent with the Business / Industrial designation and inconsistent with residential designation. Comprehensive Plan goals include ensuring that utility services are adequate to meet current demands, and that utility providers plan for future demands.

- 6) The site-specific rezone complies with all other applicable criteria and standards of the City.

The rezone complies with applicable criteria and standards. All future development must comply with applicable Municipal Code regulations.

- 7) The site-specific rezone would not devalue surrounding or nearby property.

Utility use was established on the property over 50 years ago. The rezone recognizes historical use of the property and would not devalue surrounding or nearby properties.

- 8) The site-specific rezone will not result in an adverse environmental consequence.

The rezone results in no adverse environmental impact. All future development must comply with applicable environmental regulations.

C. BIMC [2.16.190.H](#) Legislative Comprehensive Plan Amendments Decision Criteria

The Planning Commission and City Council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

- 1) Compliance with Law: Amendments to the Comprehensive Plan shall comply with the Growth Management Act and other state and federal laws.

The amendment in the Comprehensive Plan designation complies with the Growth Management Act and other state and federal laws. To be compliant with the Growth Management Act, an amendment to the Comprehensive Plan must be accompanied by a change in the zoning designation.

- 2) Resources:

- a. The City must have the resources, including staff and budget, necessary to implement the proposal.
- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: Water resources, utilities, transportation, parks or schools.
- c. The amendment must not adversely affect the City's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support Comprehensive Plan implementation strategies.

This amendment request for a change to the Land Use Map of the Comprehensive Plan can be updated by staff without undue adverse impact to resources at this time.

- 3) Internal Consistency: Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the Comprehensive Plan, including the community vision, overriding principles, and overall goals that guide the plan.

This amendment is consistent with the overall community vision as adopted in the City's Comprehensive Plan because it addresses electric reliability and capacity needs on the Island. Increased capacity and reliability serve residents and neighborhood centers, such as Winslow and Lynwood Center, which have evolved into compact, mixed-use areas. These areas are thriving centers of civic life, cultural amenities, goods, services and a wide range of housing and employment opportunities. Facilitating electrical improvements helps to link Islanders with each other and the region with a reliable, modern network which has the potential to reduce the Island's greenhouse gas emissions.

- 4) Cumulative Effect: All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

This Comprehensive Plan amendment is synchronous with several other comprehensive plan amendment requests including two other PSE sites, and would serve to support, with electric service similar to that provided any other business, any development resulting on properties which are the subject of amendment requests received this year, regardless of whether those requests are granted.

- 5) Land Use Impacts: Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.

The amendment has no adverse impact on public health, safety or welfare, and would serve to provide positive impacts to same, through increased reliability and redundancy in electrical facilities which also carry communication lines, for example. The property is compatible with neighboring land uses which contain industrial businesses.



CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** March 23, 2023

**ESTIMATED TIME:** 45 Minutes

**AGENDA ITEM:** Puget Sound Energy (PSE) Murden Cove Substation Site-specific Rezone and Comprehensive Plan Amendment (CPA)

**SUMMARY:** PSE operates three electrical substations on the Island. Most of the infrastructure was constructed between 50 and 70 years ago, and is nearing the end of its useful life. The substations are within residentially zoned districts, and PSE seeks to change the zoning to Business / Industrial. If approved, these applications would result in an amendment to the Comprehensive Plan Land Use Map.

Meeting materials include a substation overview from PSE, a narrative from PSE specific to each property, existing site maps for each of the properties, public comment received to date, the draft ordinance, and staff analysis of each property.

The Planning Commission shall conduct a public hearing as defined in BIMC 2.14.020.G. Recommendation of the Planning Commission is provided to the City Council for decision on the application.

**AGENDA CATEGORY:** Review and Recommendation

**PROPOSED BY:** Planning & Community Development

**RECOMMENDED MOTION:** I move to recommend the City Council approve Ordinance 2023-10 amending the Comprehensive Plan land use map and zoning districts map related to Puget Sound Energy's Murden Cove Substation site.

**COMMUNITY ENGAGEMENT AND OUTREACH:**

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:** The City accepts requests to amend the Comprehensive Plan every three years. Four CPA applications are under consideration for this current cycle. The review process and decision criteria for Site-specific Rezones are contained in BIMC 2.16.140. The CPA review process and decision criteria are contained in BIMC 2.16.190. An overview of the CPA process was provided to the Planning Commission on August 11, 2022 and discussion-only study session for all applications was conducted on October 13, 2022.

**ATTACHMENTS:**

[Staff analysis PC Murden Cove.docx](#)

[PSE Substations Overview Narrative.pdf](#)

[Murden Cove Rezone Narrative.pdf](#)

[Murden Cove CPA Narrative.pdf](#)

[Murden Cove Site Plan.pdf](#)

[Public Comment Murden Cove.pdf](#)

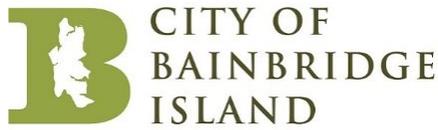
[Public Comment Hellriegel 14MAR2023.pdf](#)

[Ordinance No. 2023-10 PSE Murden Cove CPA draft.docx](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

**Staff Analysis**

Date: March 9, 2023  
 To: Planning Commission  
 From: Kelly Tayara, Senior Planner  
 Project: Puget Sound Energy Site-specific Rezone and Comprehensive Plan Amendment (CPA) for Murden Cove Substation (Sportsman Club Road)  
 File Number: PLN51703 REZ/CPA

Summary of Request

Puget Sound Energy (PSE) requests approval to change the site zoning from R-2 / Residential to Business / Industrial (B/I), which is a change to the Comprehensive Plan land use map and zoning map.

PSE requests the change from residential to B / I in order to support the long-term needs of the community. According to PSE, residential designation focuses on low-density residential development and conservation, does not reflect the historic long-term utility use of the site, and is inconsistent with its statutory duty to serve the community with essential infrastructure and electrical service, whereas a B / I designation is consistent with utility use.

The substation was established on the site in 1979 when the property was located in unincorporated Kitsap County. PSE acquired the site with the expectation that as the community grew, the substation and associated facilities would be expanded and upgraded to accommodate capacity and reliability needs. PSE has determined that long-term service projections (beyond ten years) indicate the potential need to expand the substation to accommodate future electrical demand from Bainbridge Island customers and ensure station reliability, and that the current Municipal Code requirements for the residential district, particularly those related to Aquifer Recharge Protection Areas, do not provide flexibility to upgrade and expand the substation in the future.

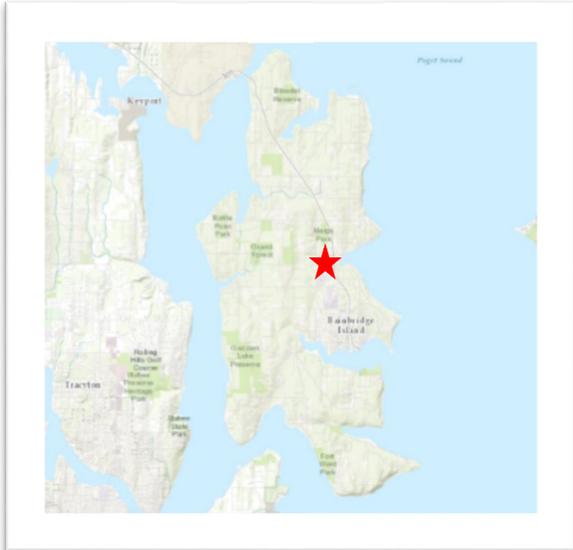
Part I: Land Use Process / Application History

Date:	Action:
November 9, 2021	Preapplication conference held
January 13, 2022	Public Participation meeting held
February 25, 2022	Application submitted
March 25, 2022	Application deemed complete
April 22, 2022	Notice of Application / SEPA Comment Period issued
August 11, 2022	Planning Commission meeting held: CPA overview
October 13, 2022	Planning Commission study session held
October 20, 2022	SEPA Threshold Determination (DNS) issued

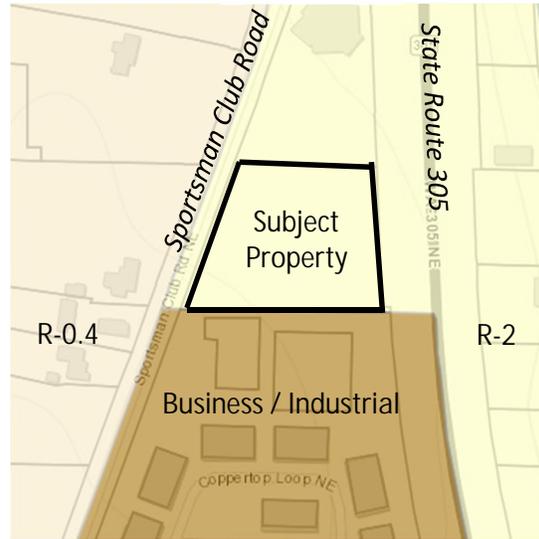
Part II: General Information and Site Characteristics

Assessor's Record Information:			
Tax lot numbers	222502-1-024-2009		
Site Address	9582 Sportsman Club Road		
Owner of record	Puget Sound Energy		
Site size	2.13 acres		
Use:			
<p>Utility (Primary)</p> <p>The Murden Cove substation is one of three electric substations on Bainbridge Island that distribute electricity to homes and businesses within the community. Two transmission lines, the Port Madison Tap and the Foss Corner-Port Madison 115 kV lines, bring power to the Island from the Kitsap Peninsula over Agate Pass to the Port Madison substation. Electricity is then transferred to the other two substations on the Island via two radial transmission lines.</p> <p>Utilities produce, transmit, carry, store, distribute, or process power or information. Primary utilities include utility lines, electrical power generating or transfer facilities, radio cellular telephone and microwave towers, and utility poles. Transmission utility poles support lines which transport electrical power (55kV or higher) from generation sources to substations. Distribution utility poles support lines which transport electrical power (less than 55kV) through distribution transformers from substations to homes and businesses. Utility poles may also support communication lines.</p> <p>A primary utility is a permitted use in the B/I district and a conditional use in the R-2 district. A conditional use is one that is permitted subject to compliance with a set of conditions or requirements set forth in the Municipal Code.</p>			
Zoning Designation:			
R-2 (Business / Industrial requested)			
Comprehensive Plan Designation:			
Residential R-2 (Business / Industrial requested)			
Soils:			
Kapowsin gravelly loam			
Surrounding Properties - Use, Zoning, and Comprehensive Plan Designation:			
	Use (clockwise from north)	Zoning District	Comprehensive Plan Designation
North	Religious facility (church) and Park-and-Ride parking lot	R-2	Residential-2
East	SR 305 and two single-family residences across the highway	R-2	Residential-2
South	Commercial businesses that are part of the larger Coppertop Business Park.	Business / Industrial	Business / Industrial
West	Single-family residence	R-0.4	Residential-0.4

Vicinity Map



Zoning Map



Site and Surrounding Development / Aerial Image (2018)



Part III: Comprehensive Plan Guiding Principles, Goals and Policies

The Comprehensive Plan designation for the site is Residential R-2, and the applicant requests Business / Industrial designation. Comprehensive Plan goals and policies which are applicable to both districts are listed below, along with those applicable to electric utilities on the Island.

Comprehensive Plan Goals and Policies	Staff Annotation
<b>Land Use Element</b>	
<p>Business / Industrial (B / I) Goal LU-10: Provide appropriate B / I zoned land to create opportunities for new businesses and expansion of existing Island businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.</p>	<p>While future redevelopment of the site may result in employment opportunities and business expansion, there are no employment opportunities directly resulting from a change in the land use designation.</p>
<p>Policy LU 10.1: The B / I District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.</p>	<p>Primary utility use is a permitted use in the B / I district and conditional use in all other districts.</p>
<p>Policy LU 10.6: Performance standards for the B / I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods.</p>	<p>All districts include performance standards to protect adjacent residential-zone properties from non-residential use.</p>
<p>Policy LU 10.7: B / I uses must be visually screened year-round from adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.</p>	<p>Both setbacks and vegetation buffers from Sportsman Club Road and SR 305 double in width from 25 to 50 feet if the property is designated B / I.</p>
<p>Policy LU 10.8: Discourage the inappropriate designation of isolated B / I Districts.</p>	<p>The property is adjacent to another property which is within the B / I district.</p>
<p>Policy LU 10.9: Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.</p>	<p>The historical use of the property is as a primary utility.</p>

<p>Residential District Goal LU-14: Develop context-sensitive regulations for residential development in areas designated R-2, R-1 or R-0.4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation.</p>	<p>Residential districts are intended for residential development, agricultural and forestry use. However, with few exceptions, residential and B / I districts are similarly regulated. Notable differences are:</p> <ul style="list-style-type: none"> <li>• Standard setbacks from roads are 25 feet in width in the residential district and 50 feet in width in the B / I district.</li> <li>• The standard setback from the adjacent residentially zoned property to the north is five feet in width in the R-2 district and 50 feet in width in the B / I district.</li> <li>• The standard perimeter landscape buffer along the north side of the property is 25 feet in the R-2 district and would be 50 feet if the property is zoned B / I.</li> <li>• The standard roadside landscape buffer along Sportsman Club Road is 25 feet in the R-2 district and would be 50 feet if the property is zoned B / I.</li> <li>• Aquifer Recharge Protection Area (ARPA) designation is required in the residential district but not in the B/I district for any activity involving land use disturbance over an area 7,000 square feet in size or greater. Any activity, including clearing, is allowed in the ARPA provided that the activity maintains the pre-construction groundwater recharge volume. Landscape buffer regulations, in which trees must be retained, afford more stringent vegetation retention requirements.</li> <li>• Total Site Tree Unit requirements are applicable to the residential district and not applicable to the B / I district, but trees must be retained in roadside and perimeter buffers within either district.</li> </ul>
<p>Policy LU 14.1: The Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.</p>	<p>A change to B / I designation results in less intensive residential development.</p>

Policy LU 14.2: Encourage residential development that is compatible with the preservation of open space, forestry, agricultural activities, and natural systems. Accessory farm buildings and uses are allowable.	A change to B / I designation results in larger landscape buffer requirements. Primary utility use is otherwise incompatible with this residential policy.
Policy LU 14.3: Maintain the natural and scenic qualities of the Island by limiting residential density.	A change to B / I designation limits residential density.
<b>Economic Element</b>	
Diversified Economy Goal EC-1 (excerpt): By providing enterprises that both serve and employ local residents, the Island will be better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life.	PSE serves and employs local residents. While future redevelopment of the site may result in employment opportunities and business expansion, there are no employment opportunities directly resulting from a change in the land use designation.
Infrastructure Goal EC-2: Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment, particularly telecommunications and electrical reliability.	PSE requests the change to B / I because the current requirements for the residential district, particularly those related to Aquifer Recharge Protection Areas, do not provide flexibility to potentially upgrade and expand the substation in the future in order to serve the future electrical demand and ensure station reliability.
Policy EC 2.1: Identify long-term infrastructure needs that support economic sustainability and are designed to withstand future conditions.	PSE continues to engage with the community and has participated in multiple public meetings to identify long-term infrastructure needs in the past. Increased population growth upon which the Comprehensive Plan is based results in increased telecommunications and electrical infrastructure needs.
Policy EC 2.2: Support infrastructure enhancement to accommodate new information technology and changing conditions.	The rapidity of technological developments outpaces the City's ability to accommodate timely changes to the Comprehensive Plan, for which amendment requests are only accepted every three years.
Sustainability Policy EC 3.6: Policy EC 3.6 Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty,	The PSE Electric Reliability Projects include Island electric system improvements to address current energy solutions and future potential need. For example, the Planning Commission recently recommended electric vehicle charging infrastructure incentives and requirements.

environmental and economic health.	
Public/Private Partnerships Policy EC-7.1: Leverage technology assets, such as existing fiber connections, to support technology- based businesses and potentially to pursue new revenue streams.	Potentially, future expansion of the substation would likely result in improved electric and communication reliability for home-based businesses. There are no direct impacts resulting from a change in the land use designation.
Services Sector Policy EC 9.3: Promote an emerging professional services sector that recognizes the Island's linkage to the Seattle job market for managerial jobs and information-based industries.	Potentially, future expansion of the substation would result in improved electric and communication reliability on the Island which would support an emerging professional services sector, including those who telecommute. There are no direct impacts resulting from a change in the land use designation.
Building Design and Construction Sector Goal EC-10 (excerpt): The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy. Productivity and profits within that sector are crucial factors in the stability and well-being of the entire community.	Site redevelopment such as a potential future expansion of the substation that would result in improved electric and communication reliability would support design, construction, furnishing, renovation and real estate professions and trades. There are no direct impacts resulting from a change in the land use designation.
Home-based Businesses Goal EC-13: Foster home-based businesses as a key to a present and future vital economy. Nearly half of all businesses licensed on Bainbridge Island are reported as homebased. Bainbridge Island allows home-based businesses in all zones, and 16.3% of the Island workforce works from home.	Site redevelopment such as a potential future expansion of the substation that would result in improved electric and communication reliability would support home-based businesses. There are no direct impacts resulting from a change in the land use designation.
Business / Industrial Goal EC-15: The B / I land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B / I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre- existing infrastructure and well-designed accommodations in order to flourish.	Future redevelopment of the site would result in increased opportunities for Island-based businesses to thrive and increased opportunities to live and work in the community.  A change to B / I designation is consistent with primary utility use as a non-retail activity.
Policy EC 15.1: Promote manufacturing and business / industrial employment as an important source of family wage jobs on Bainbridge Island.	Primary utility use is permitted in the B / I district and a conditional use in residential districts which results in a more cumbersome land use process.

<p>Policy EC 15.2: New B / I land use designations will be considered based on the following:</p> <ul style="list-style-type: none"> <li>• Proximity to existing B / I</li> <li>• Adjacency to non-residential land uses</li> <li>• Reasonable proximity to SR 305</li> <li>• The total amount of and expected need for B/I-zoned land</li> <li>• Compliance with all policies in the Land Use Element</li> <li>• Availability of public sewer and water, or whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District</li> <li>• Consideration of pollution and aquifer recharge concerns</li> <li>• Minimal impact to residential land uses, neighborhoods and open space/conservancy and agriculture areas.</li> </ul>	<p>The property is adjacent to B / I property to the south, a property to the north which contains non-residential development, and is bound to the east by SR 305. A change to B / I designation would increase the total amount of land within B / I – zoned lands.</p> <p>A change to B / I designation is consistent with land use policies for the B / I district.</p> <p>Use as a primary utility is not reliant on water or sewer / septic services.</p> <p>Electric utility facilities generally are not a use identified as having the potential to contaminate drinking water.</p> <p>All districts include performance standards to protect from non-residential use.</p>
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**Transportation Element**

<p>Ferry Service Goal TR-3: Coordinate with Washington State Ferries (WSF) and other ferry service providers to ensure that ferries meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.</p>	<p>Future plans for the City, including electric vehicle charging infrastructure, and plans for electrification of the Washington Ferry System require reliable electrical service and capacity on the Island. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Policy TR 3.1: Advocate for ferry services to and from Bainbridge Island in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users’ origin and destination.</p>	<p>Plans for electrification of the Washington Ferry System require reliable electrical service and capacity on the Island. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Transportation Demand Management Goal 5: Encourage greater efficiency of the integrated multimodal transportation system that provides a range of transportation alternatives and increases the through movement of people.</p>	<p>Integrating electric transportation alternatives requires reliable electrical service and capacity. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Policy TR 5.3: Encourage schools, the private sector and the public sector to adopt programs that reduce SOV use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.</p>	<p>A potential future expansion of the substation would likely result in improved electric and communication reliability on the Island which would support programs to reduce single-occupancy vehicle use, including telecommuting, electric bicycles, buses and ferries. There are no direct impacts resulting from a change in the land use designation.</p>

Utilities Element	
Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.	The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.
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.	A comparison of utility services in similar jurisdictions was not evaluated as part of the request to change the Comprehensive Plan designation of the property.
Goal U-3: Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.	The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.
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.	PSE aspires to a goal to achieve Beyond Net Zero Carbon by 2045.
Goal U-5: Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.	Regardless of the Comprehensive Plan designation, standards in the Municipal Code provide for protections to residents and the environment.
Goal U-8: Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.	PSE is a utility provider requesting to change the property to B / I in order to facilitate potential facility improvements.
<p>Electrical Element Introduction:</p> <p>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.</p>	
Electrical Goal U-14: Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.	The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.
Policy U 14.1: Develop a plan together with the electric service provider to undertake energy efficiency improvements and other alterations of	PSE continues to engage with Islanders as part of its Electric Reliability Projects which include Bainbridge Island electric system improvements

electric utility facilities to provide capacity for future growth.	to address current problems along with future needs.
Policy U 14.2: Encourage the conservation of electrical energy, especially during periods of peak usage, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island's energy needs, including distributed energy systems.	An evaluation of cost-effective approaches to electrical energy conservation, usage during peak periods, building codes, and renewable energy resources was not conducted as part of the request to change the Comprehensive Plan designation of the property.
Policy U 14.3: Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.	The PSE request is based on the premise that, in order to improve reliability and increase transmission redundancy, the change in land use designation is needed.
Policy U 14.4: Encourage undergrounding new and existing electric transmission and distribution power lines, and develop a long-term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of households and businesses.	An evaluation of undergrounding utilities was not conducted as part of the request to change the Comprehensive Plan designation of the property.
Policy U 14.5: Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, and innovative technologies such as solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.	PSE aspires to a goal to achieve Beyond Net Zero Carbon by 2045.

## Part IV BIMC Title 18 Zoning

### A. BIMC 18.09.020 Permitted Uses

Primary utilities are a subset of Utility and Telecommunications use and a permitted use in the Business / Industrial (B/I) district. Site Plan and Design Review permit is applicable for new construction of nonresidential buildings or structures.

Primary utilities require a conditional use permit (CUP) in the R-0.4 district, provided: Replacement, maintenance or upgrade of existing poles and equipment within a utility corridor or right-of-way is a permitted use. A conditional use is one that is permitted subject to compliance with a set of conditions or requirements set forth in the Municipal Code.

B. Comparison of Dimensional and Development Standards for Primary Utilities (where different)

Municipal Code Section	Standard	R-2 District	B / I District	Evaluation Summary
Tables of Dimensional Standards <a href="#">BIMC 18.12.020</a>	Lot Area	40,000 sq.ft.	20,000 sq.ft.	The lot conforms to either standard.
	Lot Dimensions	110 ft width & 110 ft depth	N/A	The lot conforms to either standard.
	Lot Coverage	20 % maximum	35 % maximum	Existing development conforms to either standard.
	Setback - Front Lot Line	25 feet	50 feet along public right-of-way	Existing utility structures are permitted in setbacks. Existing development conforms to either standard, as provided in BIMC Table 18.12.040.
	Setback - Side Lot Line	5 feet	10 ft; 50 ft abutting residentially-zoned lots	Existing development conforms to either standard.
	Building Height	30 feet base; Bonus height to 35 feet with CUP	35 feet base; Bonus height to 45 feet with CUP	Alternative height limits may apply for nonresidential uses if additional conditional use provisions are met. Existing development is not evaluated for this standard.
	Structure Height			An exemption from structure height limits can be approved through a minor conditional use if: View opportunities are not substantially reduced; No structure is located in any required setback except as otherwise allowed in setbacks; Each setback requirement shall be increased one-half foot for every foot above the maximum structure height.  Existing development is not evaluated for this standard.
	Structures (New) except buildings and distribution poles	30 feet base; Bonus height to 35 feet with CUP	35 feet base; 45 feet with CUP	
	Transmission Pole (New)	30 feet base; Bonus height to 35 feet with CUP	35 feet base; 45 feet with CUP	
Landscaping, Screening, and Tree Retention, Protection and	Perimeter Landscape Buffer	25 ft from residential districts / 20 ft from non-industrial use	50 ft from non- B/I	Existing development is nonconforming to either standard.

Replacement BIMC <a href="#">18.15.010</a>	Roadside Landscape Buffer	50 ft from SR 305 / 25 ft from other rights-of-way	50 ft from rights-of-way	Existing development is nonconforming to either standard.
	Total Site Tree Unit Requirements	40 tree units per acre or the same pre/post development	N/A	This standard is only evaluated upon development or redevelopment. The existing number of tree units is not known.

## Part V Public Comment

Six public comments were received, one opposed to the proposal and the remaining in support.

A commenter opposed to the proposal states that hundreds and possibly thousands of trees will be removed along the proposed transmission line route, making the trees behind those removed more vulnerable to blow down, and that this is avoidable because Tesla batteries can serve the same purpose as a redundant line whose only purpose is providing backup for the Winslow and Murden Cove substations.

Comments in support of the proposal are summarized as follows:

Reliability on the Island needs to be improved and Puget Sound Energy (PSE) Beyond Net Zero goals depend on a reliable grid. PSE is not meeting many of its service reliability metrics, and as a city we are not presently poised to meet current or future electric needs.

PSE must periodically upgrade substations to provide reliable and safe power to customers long-term. The electric infrastructure on the Island is decades old, and Islanders currently experience reliability challenges, especially for the south end of the Island, and present special accessibility challenges to the elderly. The substations support the transmission and distribution lines that bring power to homes and businesses, including those who telecommute. Improved reliability and capacity on the Island will improve overall quality of life on the Island.

PSE has been both transparent and thorough in its public engagement for its Electric Reliability Projects (which include Bainbridge Island electric system improvements). PSE has done its due diligence in finding appropriate solutions to our current energy problems while planning to remain flexible in order to address future needs. Reliability and capacity issues include the planned future electrification of ferries and other transportation on the Island.

Granting this application would allow PSE to move forward more quickly with long-overdue electric improvements. A larger setback would be required for a Business / Industrial designation that would afford even greater protections to area residents. Approval of the change from a residential to Business / Industrial property is consistent with the goals and policies of the Comprehensive Plan, specifically Utilities / Electrical and Business / Industrial, and aligns the zoning with the long-term use of the property and zoning of neighboring business properties.

Rezoning this property helps to limit the need to site utilities on new parcels and make the best use of the existing site. Relocating the substation from its current location to larger sites to support the needed infrastructure to supply power to the community and would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. Searching for alternative sites would only create more delays in implementing PSE Beyond Net Zero goals which depend on a reliable grid.

## Part VI Staff Analysis and Recommendation

The Comprehensive Plan states that residential districts are intended for residential development and a variety of agricultural and forestry uses, and development should be compatible with open space and agricultural activities. The Comprehensive Plan states that the purpose of the B / I designation is to provide opportunities for light industrial and other non-retail activities.

The Municipal Code states that the purpose of the R-2 district is to provide residential neighborhoods in an environment with special Island character consistent with other land consistent with other land uses, such as agriculture and forestry, and the preservation of natural systems and open space, at a somewhat higher density than the R-1 district. The Code states that the purpose of the B / I district is to facilitate development of a diverse economy on the island with business retention, growth, and innovation, and that the district is intended to provide opportunities for knowledge-based businesses and expansion of Island businesses, for diversity of jobs, and for low-impact industrial activity that is compatible with adjoining residential neighborhoods.

The Comprehensive Plan goals and policies applicable to the B / I designation are more closely aligned to utility use than those of the residential designation. Taking into consideration provisions for existing development which is nonconforming to current standards that apply regardless of the district, the notable differences are:

- 1) Aquifer Recharge Protection Area (ARPA) designation is required in the currently zoned residential district but not in the B/I district. Specific to this site, ARPA regulations mandate that any activity involving land use disturbance over an area 7,000 square feet in size or greater require that the areas of existing native vegetation, which cover no more than 68,000 square feet or 73 percent of the site, would be designated. Any activity is allowed in the ARPA provided that the activity maintains 100 percent of the annual average pre-construction groundwater recharge volume for the site; this determination requires a hydrological assessment. The soil type on the site is moderately drained above hardpan with a very slow drain rate through the hardpan layer, which typically occurs from 20 to 32 inches below the ground surface, resulting in areas that do not generally support significant recharge capacity without modifications.
- 2) A substation is an electric utility, more specifically defined as a Primary Utility in the Municipal Code. Primary utilities are a permitted use in the B/I district and a conditional use in all other districts.
- 3) The front lot line setback from both Sportsman Club Road and SR 305 is 25 feet in the R-2 district and 50 feet in the B / I district.
- 4) The side setback on the north side of the property is five feet in the R-2 district and 50 feet in the B / I district.
- 5) The standard perimeter landscape buffer along the north side of the property is 25 feet in the R-2 district and would be 50 feet if the property is zoned B / I.
- 6) The standard roadside landscape buffer along Sportsman Club Road is 25 feet in the R-2 district and would be 50 feet if the property is zoned B / I.
- 7) Total Site Tree Unit requirements are applicable to the residential district and not applicable to the B / I district.

The staff recommendation to approve the change from residential to B / I designation is largely based on consistency with the goals and policies of the Comprehensive Plan, wherein utility use is consistent with the Business / Industrial designation and inconsistent with residential designation. Additionally, increased landscape buffer widths, which double from 25 to 50 feet, afford greater vegetation protection than ARPA designation because tree within landscape buffers must be retained and trees within the ARPA are allowed to be removed, provided that 100 percent of the annual average pre-construction groundwater recharge volume is maintained.

Part VII Land Use Review Procedures:

A. Review and Recommendation by Planning Commission

1) Planning Commission Review of Comprehensive Plan Amendments

Subsequent to completion of the analysis and SEPA review prepared by staff, the Planning Commission shall conduct one or more public hearings as defined in BIMC [2.14.020.G](#). The Planning Commission shall also solicit comments regarding the proposed amendment from the public or from government agencies in any other manner it determines necessary and appropriate to the nature of the proposed amendment and consistent with RCW [36.70A.140](#). The notice and public hearing for proposed Comprehensive Plan amendments may be combined with any notice or public hearing for proposed amendments to the land use code or for other action of the Planning Commission; provided, that all appropriate noticing is conducted as required by law.

2) Planning Commission Recommendation on Comprehensive Plan Amendments

The Planning Commission shall base its recommendation on whether the application meets the required decision criteria and consider public input, conclusions from any required studies, the staff recommendation, and findings from the SEPA analysis. The Commission may recommend to approve, approve with conditions, or deny the proposal. If the Commission recommends denial of a proposed amendment, the findings shall include that (a) the proposal does not comply with the decision criteria, or (b) a majority of the Planning Commission finds that the proposal would be more appropriately and effectively addressed through another aspect of the City's work program.

B. BIMC [2.16.140.H](#) Site-specific Rezones Decision Criteria

The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove or approve with conditions:

- 1) The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity and zone in which the property is located.

The rezone is not materially detrimental to public welfare or injurious to property or improvements in the vicinity. The property is bound by SR305 to the east and Sportsman Club Road to the west. The property to the north contains a religious facility and park-and-ride lot, and the property to the south is zoned B / I and contains a storage facility and other permitted uses in the district. The vegetation buffers from residentially zoned properties would increase from 25 to 50 feet in width.

- 2) The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of a need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property.

The rezone recognizes the historic use of the property as a utility, which is a permitted use in the B / I district. The rezone is consistent with the development standards for the B / I district, and is appropriate for reasonable development of the property.

- 3) The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation.

The property conforms to all B / I district zoning standards.

- 4) The property will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned.

The property is served by public right-of-way and fire / life / safety protection afforded to properties in the vicinity. Use as a primary utility does not rely on sewage facilities. Storm drainage facilities are evaluated when a specific development is proposed.

- 5) The site-specific rezone is in accord with the Comprehensive Plan.

The rezone is consistent with the goals and policies of the Comprehensive Plan. Utility use is consistent with the Business / Industrial designation and inconsistent with residential designation. Comprehensive Plan goals include ensuring that utility services are adequate to meet current demands, and that utility providers plan for future demands.

- 6) The site-specific rezone complies with all other applicable criteria and standards of the City.

The rezone complies with applicable criteria and standards. All future development must comply with applicable Municipal Code regulations.

- 7) The site-specific rezone would not devalue surrounding or nearby property.

Utility use was established on the property over 40 years ago. The rezone recognizes historical use of the property, and would not devalue surrounding or nearby properties.

- 8) The site-specific rezone will not result in an adverse environmental consequence.

The rezone results in no adverse environmental impact. All future development must comply with applicable environmental regulations.

C. BIMC [2.16.190.H](#) Legislative Comprehensive Plan Amendments Decision Criteria

The Planning Commission and City Council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

- 1) Compliance with Law: Amendments to the Comprehensive Plan shall comply with the Growth Management Act and other state and federal laws.

The amendment in the Comprehensive Plan designation complies with the Growth Management Act and other state and federal laws. In order to be compliant with the Growth Management Act, an amendment to the Comprehensive Plan must be accompanied by a change in the zoning designation.

- 2) Resources:

- a. The City must have the resources, including staff and budget, necessary to implement the proposal.
- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: Water resources, utilities, transportation, parks or schools.
- c. The amendment must not adversely affect the City's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support Comprehensive Plan implementation strategies.

This amendment request for a change to the Land Use Map of the Comprehensive Plan can be updated by staff without undue adverse impact to resources at this time.

- 3) Internal Consistency: Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the Comprehensive Plan, including the community vision, overriding principles, and overall goals that guide the plan.

This amendment is consistent with the overall community vision as adopted in the City's Comprehensive Plan because it addresses electric reliability and capacity needs on the Island. Increased capacity and reliability serve residents and neighborhood centers, such as Winslow and Lynwood Center, which have evolved into compact, mixed-use areas. These areas are thriving centers of civic life, cultural amenities, goods, services and a wide range of housing and employment opportunities. Facilitating electrical improvements helps to link Islanders with each other and the region with a reliable, modern network that has the potential to reduce the Island's greenhouse gas emissions.

- 4) Cumulative Effect: All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

This Comprehensive Plan amendment is synchronous with several other comprehensive plan amendment requests including two other PSE sites, and would serve to support, with electric service similar to that provided any other business, any development resulting on properties which are the subject of amendment requests received this year, regardless of whether those requests are granted.

- 5) Land Use Impacts: Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.

The amendment has no adverse impact on public health, safety or welfare, and would serve to provide positive impacts to same, through increased reliability and redundancy in electrical facilities which also carry communication lines, for example. The property is compatible with neighboring land use and surrounds, as it is bound by SR 305, Sportsman Club Road, and non-residential and industrial businesses.



## **Bainbridge Island PSE Electrical Substation Overview**

### **Summary**

Flexibility required to implement a range of potential reliability and capacity improvements is being sought in Puget Sound Energy's (PSE) Comprehensive Plan Map Amendment and Site-Specific Rezone applications for the three substations to meet electrical needs on Bainbridge Island. These local needs were identified and analyzed through needs and solutions studies undertaken by PSE's Strategic System Planning department to ensure PSE can reliably serve residents and businesses over a 10-year planning horizon. The solutions report concluded that a hybrid of potential wires and non-wires alternatives would best meet the identified needs, including installing a new 115 kV transmission line to create a looped system, installing a battery energy storage system (BESS), as well as other non-wires energy efficiency and demand response solutions (collectively called distributed energy resources or DERs). As an example, a transmission line and battery energy storage system (BESS) solution will require improvements at PSE's existing substations on Bainbridge Island if implemented at either the Murden Cove or Winslow Substation sites. To give PSE the flexibility to upgrade our existing system to meet these needs, while limiting environmental and community impacts by making full use of our existing substation sites, PSE is requesting that the substation sites be rezoned from low density residential to business/industrial designations. This overview provides background on the history of the substation sites, PSE's needs and solutions assessments, and potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests are not approved.

### **History of Bainbridge Island Substations**

Puget Sound Energy (PSE) operates three electrical substations on Bainbridge Island. These substations serve as connection points to distribute electricity to homes and businesses within the community from transmission lines that bring electricity to the Island from generation sources. Two transmission lines, the Port Madison Tap and Foss Corner-Port Madison 115 kV lines, bring power to Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation located at the intersection of NE Day Road West and SR-305. From the Port Madison Substation, the Murden Cove Tap 115 kV radial transmission line connects to Murden Cove Substation located on Sportsman Club Road NE and the Winslow Tap 115 kV radial transmission line connects to Winslow Substation located on NE Bucklin Hill Road bringing electricity further onto the Island. Equipment within the three substations reduces the transmission line voltage (115 kV – 115,000 volts) to distribution voltage (12.5 kV – 12,500 volts). From these substations, distribution lines distribute power to homes and businesses throughout the community.

The first substation constructed on Bainbridge Island was the Port Madison Substation in the early 1950s. At that time, a previous configuration of the Port Madison Tap transmission line brought power to the Island via a transmission line crossing on the west side of Agate Pass bridge. The Winslow Substation was constructed in the early 1960s and was connected to Port Madison Substation with the installation of the Winslow Tap transmission line. In the 1969/1970 timeframe, the steel lattice transmission towers on either side of the Agate Pass crossing on the east side of the Agate Pass bridge were constructed, providing the support for two transmission supply lines to the Island. The existing crossing on the west side of the bridge was converted to a distribution line crossing. Murden Cove Substation was constructed in 1979 and was connected to the Port Madison Substation via the Murden Cove Tap transmission line.

As growth occurred on Bainbridge Island, PSE's facilities were replaced and upgraded to meet capacity needs and improve service reliability. In 2014 the two aging steel lattice towers on either side of the Agate Pass crossing were replaced with four steel monopoles. In 2015 the Port Madison Tap line was rebuilt with new poles and higher capacity conductors. Then in 2016 the Foss-Corner – Port Madison 115-kV line was rebuilt with new poles and higher capacity conductors. Over the years, as the linear transmission and distribution infrastructure has been upgraded and expanded, so have the three substations on the Island to support this infrastructure.

Prior to the 1991 annexation of the area of Bainbridge Island outside of the Town of Winslow, all of PSE's substations were located within rural unincorporated Kitsap County. As growth occurred on Bainbridge Island, community development extended into the areas surrounding the substation sites and PSE's substation facilities were expanded and upgraded to accommodate the added electrical load resulting from this growth. When PSE initially purchased the substation properties, it was expected that the facilities would expand and grow as additional infrastructure would be needed to support increased electrical demand. It was also understood that the substation use was not characteristic of rural residential development. Upon annexation of the City of Bainbridge Island from Kitsap County, the new City adopted existing Kitsap County zoning and development regulations (City of Bainbridge Island Ordinance 90-17), but has since expanded upon these regulations to reflect additional rural conservation policies.

### **Aquifer Recharge Protection Area (ARPA) Regulations**

The Bainbridge Island Code regulates Aquifer Recharge Areas as critical areas under the City's critical areas regulations. According to a December 2021 City handout, "the ARPA requirement grew out of a review and assessment of the City's adoption of new state stormwater regulations that emphasize the use of Low Impact Development (LID) Best Management Practices (BMPs). A new requirement to designate an Aquifer Recharge Protection Area of up to 65 percent of a site is included in the critical areas ordinance because the City's stormwater regulations allow for *engineered solutions* which may not include any native vegetation retention".

The ARPA regulations designate the entirety of Bainbridge Island as an aquifer recharge area, however the requirement to designate a percentage of the site as an Aquifer Recharge Protection Area and preserve native vegetation is specific to low density residential zoning districts (R-0.4, R-1, and R-2), which make up a significant portion of the Island's zoning outside of areas designated to absorb density.

PSE's substation sites are located within the R-0.4 and R-2 zoning districts as a relic of the rural zoning in place prior to the incorporation of the City of Bainbridge Island. Port Madison Substation was constructed in 1954 with Winslow Substation and Murden Cove Substation constructed in 1960 and 1979 respectively. The developed area on these sites was established well before current consideration

of aquifer recharge protection. Development on the substation sites incorporates low impact stormwater features and maintains significant portions of the sites as native vegetation. With the adoption of the ARPA regulations in 2018, consideration was not given to established development providing essential services to the Island that are conditionally allowed within the low residential density zoning. The ARPA regulations do not provide a mechanism to allow continued upgrades and expansion of these essential facilities.

### **PSE's Substation Planning**

PSE has a duty to our customers to make prudent financial investments based on infrastructure needs. PSE's Strategic System Planning department regularly assesses electrical system needs to ensure that PSE can reliably serve residents and businesses over a 10-year planning horizon. A determination of need is based on violations of NERC Compliance Standard TPL 001-4 which looks at categories including reliability, capacity, aging infrastructure and operational needs. The Bainbridge Island Electric System Needs Assessment published in 2019 determined that the Bainbridge Island electrical system has reliability, capacity, and aging infrastructure needs and concerns during the 10-year planning horizon on both the transmission and distribution systems. Per PSE solution criteria, once a solution is implemented, it must last ten years. Therefore, the solutions in the 2019 assessment are expected to serve the Bainbridge community at least 10 years beyond their in service date. The identified Bainbridge Island needs and concerns related to the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for PSE's 3 substation sites include:

- **Substation Capacity Need:** A distribution substation group capacity need was identified to support general load growth on the island and planned additional load for the electrification of the Washington State Ferries. The needs assessment identified a load growth need of 6.6 MW (megawatts) and a ferry electrification need of 10 MW.
- **Transmission Reliability Need:** A transmission reliability need was identified to improve the performance of the Winslow Tap transmission line that feeds Winslow Substation. Nearly 70 percent of the transmission outage time on Bainbridge Island is attributed to events on this transmission line.
- **Transmission Operational Flexibility Concern:** To deliver power reliability, the Bainbridge Island electrical system must be able to transfer electrical load when a transmission line needs to be taken out of service for maintenance or when a substation outage occurs due to the lack of a redundant transmission line. Customers served by Winslow and Murden Cove Substations make up two-thirds of the Island customers and these substations do not have a backup power source if the single transmission line serving each substation experiences an outage. This concern coincides with the transmission reliability need.

The range of identified needs and concerns require that PSE evaluate potential wire and non-wire solutions, the majority of which require or potentially require upgrades and improvements at the Murden Cove, Winslow and Port Madison substation sites.

**Solutions.** PSE is actively evaluating a range of potential solutions to address the identified needs and concerns. As noted above, many of these solutions could result in needed improvements at PSE’s three existing substation sites. Potential solutions to address capacity needs include the installation of a battery energy storage system (BESS) at either the Murden Cove or Winslow Substation site or encouraging the use of DERs. DERs (distributed energy resources) are demand response and energy efficiency measures that homeowners and businesses can incorporate into their residences and buildings as a means of reducing total island energy needs.

Transmission reliability and operational flexibility solutions are also being evaluated to determine which solutions PSE will ultimately propose, design, and move forward with permitting and implementation. This includes the potential to construct a new 115 kV transmission line between the Murden Cove and Winslow Substations (the Murden Cove – Winslow 115 kV transmission line) to create a looped transmission system between the three substations on Bainbridge Island and to build redundancy into the system should one of the existing radial transmission lines experience an outage. Finally, PSE is considering the potential need to install a second transformer bank at Murden Cove and/or Winslow Substations in the long-term (beyond the 10 year planning horizon). PSE needs the flexibility to implement a range of solutions, many of which may require infrastructure improvements at one or more substation sites.

**Potential Substation Improvements.** PSE is in various stages of planning for potential improvements at the three substation sites. Potential improvements at each site following approval of the Comprehensive Plan Map Amendment and Site-Specific Rezone requests include:

**Port Madison Substation:** PSE is proposing to replace the existing control house (enclosure that houses the equipment that oversees, controls and protects the functioning of the substation) and other associated equipment within the existing substation yard in 2023. This work is to address aging infrastructure replacement needs within the substation and must be completed prior to work at the other two substations.

Long-term (beyond 10-years), PSE may need to expand the Port Madison Substation and upgrade the substation 115 kV bus infrastructure to meet future system needs.

**Murden Cove Substation:** PSE is evaluating the potential to install a 3.3 MW BESS at Murden Cove Substation to address substation capacity needs during peak demand periods, installing a new control house and upgrading site stormwater improvements. Additionally, PSE is evaluating expanding the existing 115 kV bus infrastructure to address transmission line reliability and operational flexibility solutions, including a new 115 kV transmission line. This would require expansion of the existing 115 kV bus within the substation and addition of a control house which would be needed in the event the BESS was not installed at the site and a control house not already installed for that project.

**Winslow Substation:** Another potential site that PSE is exploring with BESS vendors is the Winslow Substation site. A BESS at this site could address substation capacity need now or in the future. A BESS at Winslow would require expansion of the existing substation fenced area and installation of a new control house, as well as stormwater upgrades. To address transmission system reliability, if PSE ties the new 115 kV transmission line into Winslow Substation, substation expansion will be needed independent of the improvements needed for

the BESS, including expansion of the 115 kV bus and stormwater upgrades. In the long-term, independent of near term needs, PSE anticipates the need to add a second transformer bank to the substation to support system capacity.

### **Potential Outcomes without the Rezone**

PSE determined that rezoning the substation sites is the appropriate strategy to meet the long-term electrical needs of the community. In order for the potential solutions in the 10 year horizon plan and beyond to be implemented, improvements are needed at the substation sites. Expansion of the existing substation yards are needed at Winslow and Murden Cove Substations. In order for these expansions to occur and bring the site designations into alignment with their long-term utility use, PSE is requesting that the City of Bainbridge Island rezone the properties.

The following summarizes potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for the three substations were not approved by the City of Bainbridge Island. These outcomes are based on the 10-year planning horizon and preferred solutions identified by PSE's Strategic System Planning department.

**Outcome 1: Aquifer Recharge Protection Area Code Amendment.** PSE explored the option to amend the existing critical areas regulations as they pertain to Aquifer Recharge Protection Areas (ARPA) to allow an exemption or accommodation for substation uses located on low density residentially zoned property. After discussions with City staff, it was determined that providing an exemption or allowance for a specific non-residential use in specific locations within in the ARPA code was not preferred from a policy standpoint.

The ARPA regulations were passed in 2018 as part of a critical areas code update to address protection of groundwater resources as the entirety of Bainbridge Island was designated as an ARPA based upon its sole source aquifer designation for the community's drinking water. The City chose to impose the ARPA restrictions based on assumptions that the use of the properties in low density residential zoning districts would predominantly be low density single-family residential development. The code does make an incremental allowance for additional developed area for parks and schools, but does not consider other existing essential community uses that are located within low-density residential zoning districts. The substations are within these districts as a vestige of zoning designations and associated development standards being overlaid on existing land uses that were present before Bainbridge Island was incorporated as a city. As the community grows and policies evolve, these essential uses do not necessarily reflect characteristic development within the low density residential zoning districts or the associated policies within the Comprehensive Plan.

The ARPA regulations focus on maintaining the Island's rural character when developing low density residential property. The substation sites are already significantly developed with non-residential uses that will not revert back to having less developed area. Code amendments generally do not target specific sites, but do generally provide performance standards for specific uses. Changing the zoning designation to reflect the use of the sites for substations provides clarity and certainty for the community and is the preferred approach from a policy standpoint.

**Outcome 2: Retain Low Density Residential Zoning and Comply with ARPA Regulations.** The implications of this approach are site dependent; however retaining the existing zoning at any substation site does not allow for flexibility in upgrading the existing system to meet current and future needs while limiting environmental and community impacts by making full use of the existing sites.

**Port Madison Substation:** The Port Madison Substation site is currently 75 percent developed. The improvements identified within the next 10 year planning horizon can be accommodated within the existing substation yard footprint. These improvements do not trigger over 800 square feet of new impervious surfaces on the site or 7,000 square feet of land disturbing activity. Therefore, compliance with the ARPA regulations is not triggered. This should sustain substation operations for the next 10 -20 year planning period.

**Substation Capacity Improvements:** If the Murden Cove Substation site retains the R-2 zoning designation, the BESS cannot be accommodated on the site and would have to be sited elsewhere. Assuming the Winslow Substation retains the R-0.4 zoning designation, the BESS could not be located on that site. Port Madison Substation does not have enough land area for inclusion of the battery at that site, regardless of the zoning designation. Based on land availability on Bainbridge Island, a green field site that is located within low density residential zoning (R-0.4, R-1, or R-2) would be a likely location.

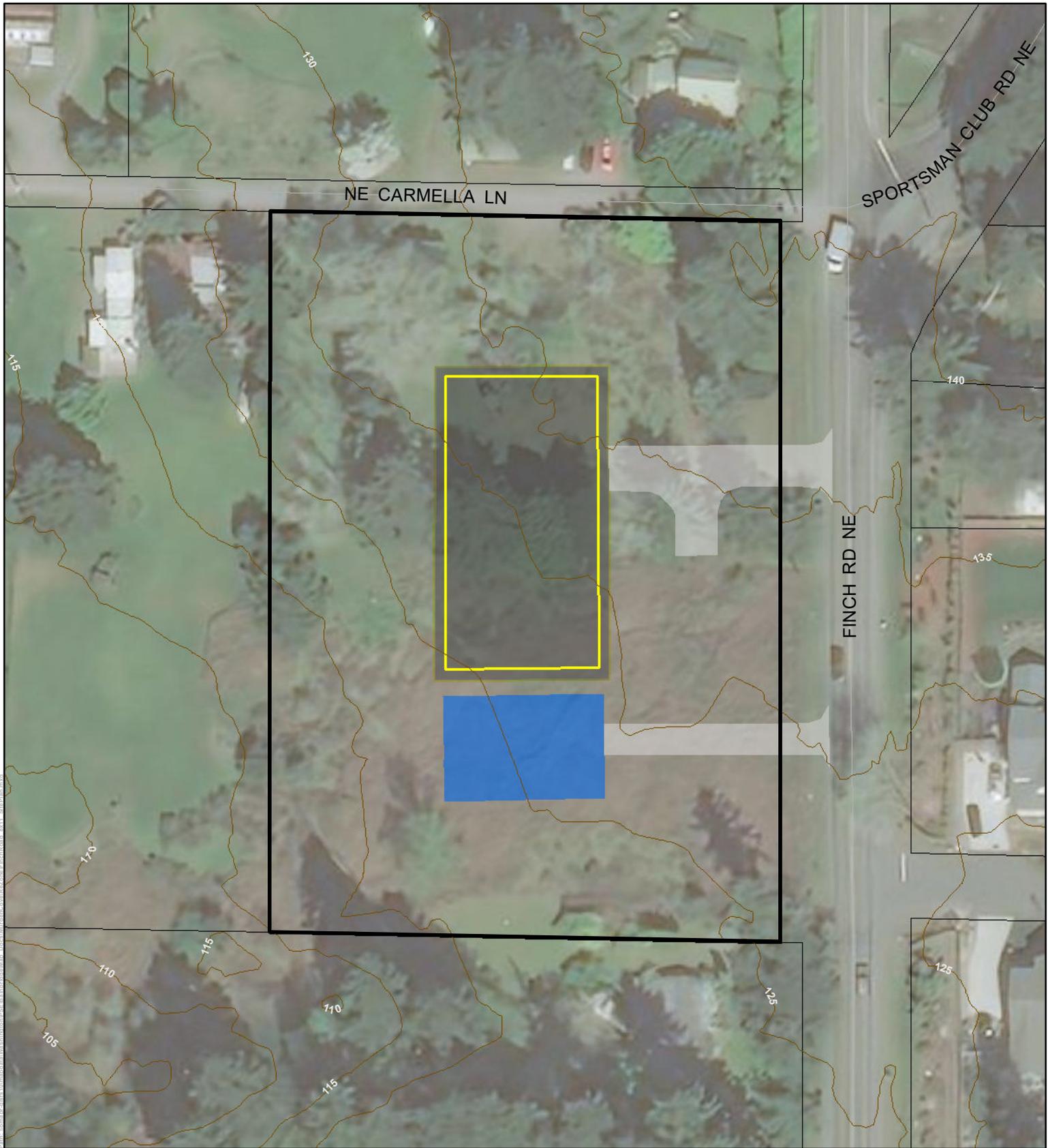
For hypothetical purposes, PSE analyzed a 1.79 acre site at the intersection of Finch Road and NE Carmella Lane as a potential BESS green field site since PSE owns the property. The site is zoned R-1; therefore ARPA regulations would apply. For illustrative purposes, an approximate footprint for the BESS and associated improvements were placed on the site. This is a high level estimate of what would actually be required and does not reflect detailed engineering. An approximate 6,450 square foot expansion footprint for the BESS that could be accommodated at the Murden Cove or Winslow Substation sites was increased by approximately 45 percent to create a hypothetical BESS development area on the PSE green field site (Figure 2: Illustrative Site Plan) and footprints for additional required improvements such as access driveways and a stormwater feature were added. The BESS pad is larger due to additional improvements such as a control house that would otherwise be provided as a component of the Murden Cove or Winslow Substation site station yard. A green field site of this approximate size (1.79 acres) or larger would be needed in order to meet the ARPA standards for siting the BESS on a low density residential site. This does not account for the potential for critical areas or other site features that may impact site layout.

In order for the BESS to serve the intended function, new distribution system feeder infrastructure would have to be installed to the site. This would entail building approximately 1.5 miles of new distribution lines that would be otherwise unneeded if the BESS were accommodated at the Murden Cove Substation or Winslow Substation sites. Ultimately, moving the BESS to a green field location will result in greater impact due to the need to clear a new site and provide redundant improvements, including a control house, access driveways and a site stormwater feature.

**Transmission Line Reliability:** The inability to expand the existing substation yard at both Murden Cove and Winslow Substation sites to accommodate transmission line improvements with the associated Murden Cove - Winslow 115 kV transmission line would preclude the transmission line from being connected to the existing substations. If the improvements needed to connect the new transmission to the Murden Cove and Winslow Substations cannot be installed at the existing substation sites, then the loop cannot be completed. The substations in their entirety would have to move to

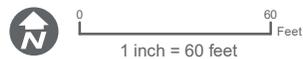
other, larger sites. If the substations moved, the associated linear infrastructure would also need to be relocated. This includes the 2 transmission lines connected to each substation as well as the distribution feeders that are connected to each substation and serve the community (see Figure 2: Substation and Transmission Line Interconnection). Since the substations are sited based on electric load need on the island together with proximity to transmission and distribution infrastructure, any new substation sites would need to be in close proximity to the existing sites. Simply stated, if PSE cannot rezone the current substation sites, moving the substations to alternative site locations also requires rerouting the transmission lines (existing and proposed) and distribution lines connected to the existing substations.

Based on land availability in the vicinity of the sites (Figure 3 and 4: Existing Land Use), a new substation site would likely be located within another low density residential zoning district. For a site subject to the ARPA requirements (within the R-0.4, R-1 or R-2 zoning districts), a site over 2 acres in size would need to be acquired. This does not account for potential site characteristics such as stream or wetland critical areas or buffers, site topography, site configuration or other factors that may impact the ability to develop the site. If a site were acquired that located within a zoning district that did not require ARPA compliance, it is likely that another use would need to be displaced as there is little undeveloped land located outside of the R-0.4, R-1 and R-2 zoning districts. In any case, relocation of either substation would incur substantial impact beyond that resulting from making use of expansion area on the existing substation sites. Impacts may include significant cost to acquire new property, install improvements on the new site as well as reconfiguration the transmission and distribution infrastructure serving each site, and decommission the existing facilities. Additionally, site improvements beyond the substation yard would need to be installed at the new sites including access driveways, stormwater features and landscaping improvements at a minimum. Because this approach is far more impactful and costly, it is not under consideration by PSE at this time.



- Site Boundary
- Approximate Driveway
- Approximate Stormwater Feature
- Approximate BESS Footprint
- Contour (5ft)
- Kitsap County Parcels
- Local Roads

**This is a hypothetical scenario for illustrative purposes and not a development proposal.**



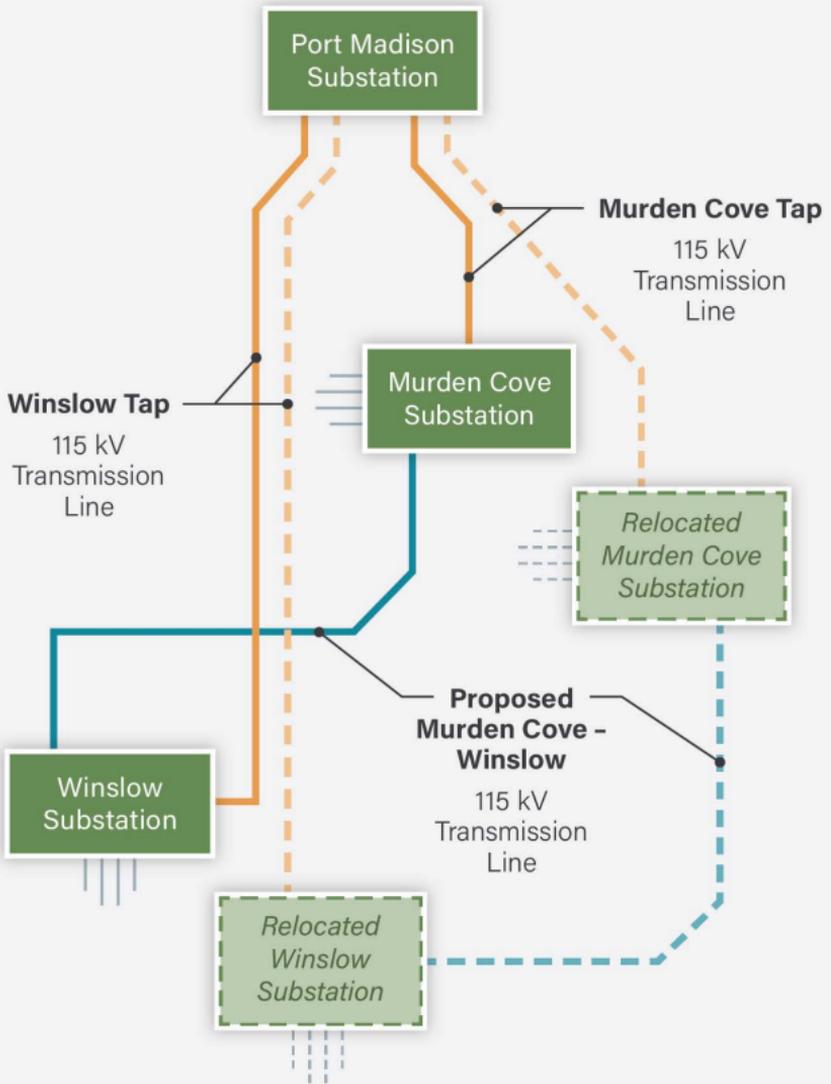
**FIGURE 1  
ILLUSTRATIVE SITE PLAN  
BATTERY ENERGY STORAGE  
SYSTEM (BESS)**

**PARCEL: 272502-2-073-2002  
7580 FINCH RD NE**

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.

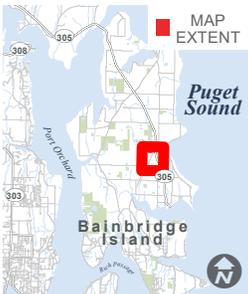
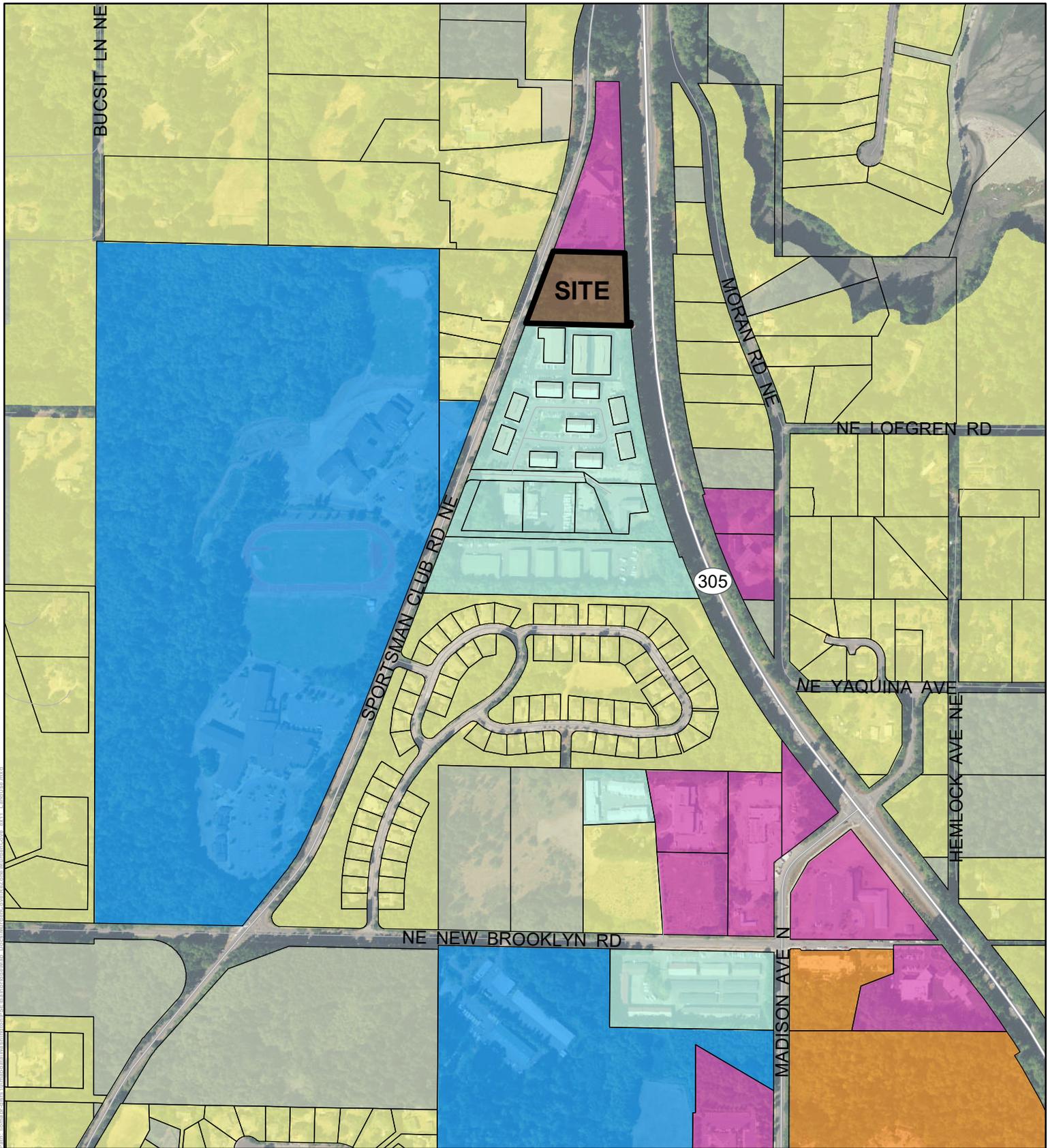
FIGURE 2

# Substation and Transmission Line Location Interconnection

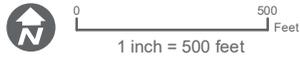


## LEGEND

- Existing 115 kV transmission line
- - - Relocated 115 kV transmission line
- Proposed 115 kV transmission line
- - - Relocated Proposed 115 kV transmission line
- Distribution Lines
- - - Relocated Distribution Lines



- Site Boundary
- Kitsap County Parcels
- State Route
- Major Roads
- Local Roads
- Community Facility
- Multi-family Residential
- Single-family Residential
- Commercial
- Utilities
- School
- Undeveloped



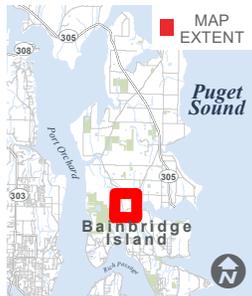
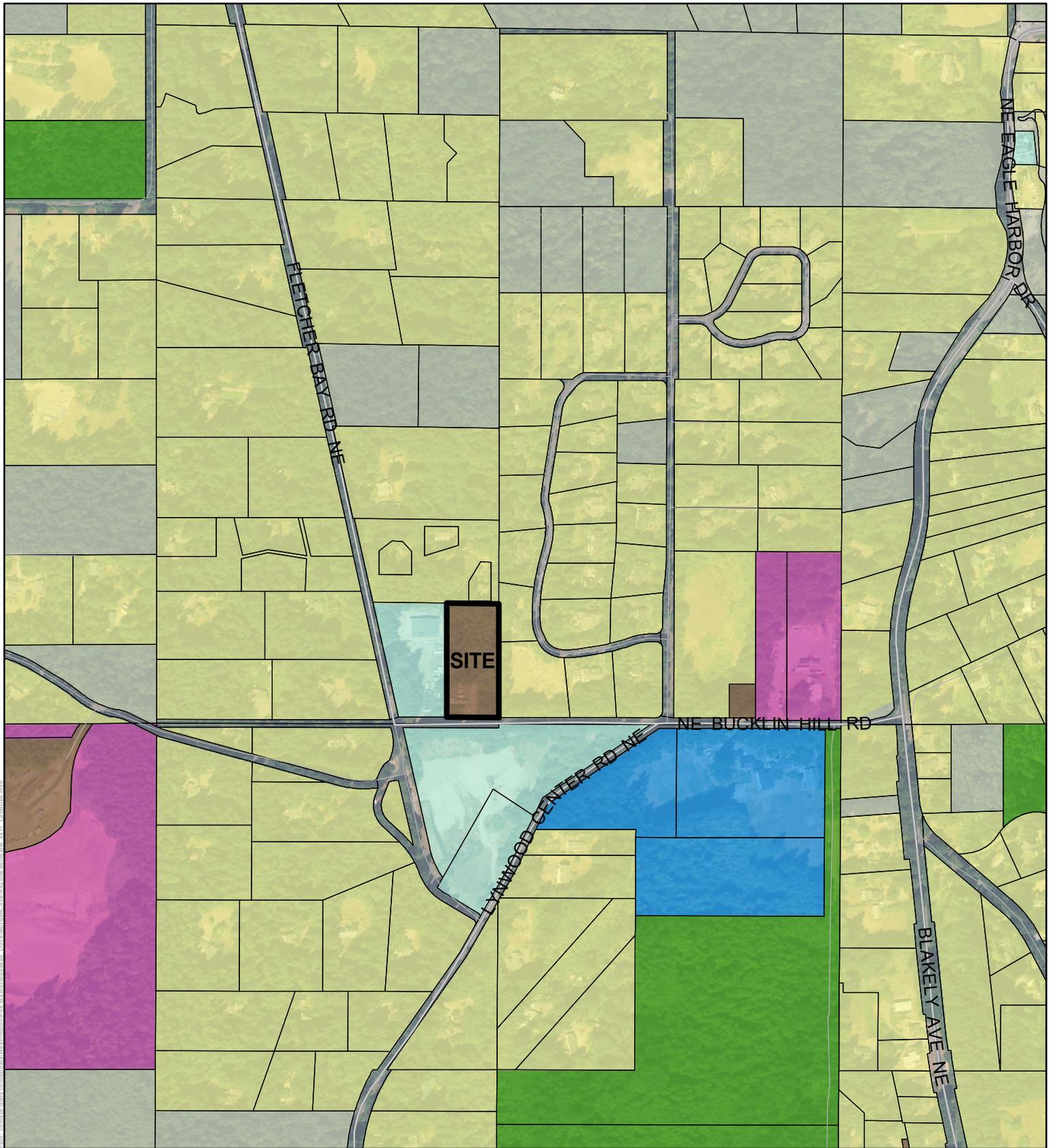
**Figure 3: EXISTING LAND USE**

**MURDEN COVE SUBSTATION**

**PARCEL: 222502-1-024-2009**  
**9582 SPORTSMAN CLUB RD NE**

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.



- Site Boundary
  - Kitsap County Parcels
  - Major Roads
  - Local Roads
  - Community Facility
  - Single-family Residential
  - Commercial
  - Utilities
  - School
  - Conservation
  - Undeveloped
- 0 500  
 Feet  
 1 inch = 500 feet

**Figure 4: EXISTING LAND USE**

**WINSLOW SUBSTATION**

**PARCEL: 4178-000-028-0204**  
**NE BUCKLIN HILL RD**

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.



## **Murden Cove Substation Site-Specific Rezone Request and Decision Criteria Compliance Narrative**

### **Site-Specific Rezone Request**

Puget Sound Energy is requesting that the zoning designation for the Murden Cove Substation be changed from Residential 2 units/acre (R-2) to Business/Industrial (B/I). This request is concurrent with PSE's application for a Comprehensive Plan map amendment for the same site. The Murden Cove Substation site is a 2.13 acre parcel located at 9528 Sportsman Club Road NE (Parcel #222502-1-024-2009). The substation was originally established on the site in 1979 when the property was located within unincorporated Kitsap County. Since 1979, the zoning standards and requirements for low-density residential zoning have changed; restricting the ability for PSE to provide needed upgrades to the substation site to continue to serve the Bainbridge Island community. In particular, the Aquifer Recharge Protection Area (ARPA) regulations applicable in the R-2 zoning district restrict the developable area on the site below the existing established substation footprint; therefore preventing expansion of developed area on the site (See Substation Summary document).

PSE is requesting that the property be rezoned to better align with the continued use of the site as an electrical substation that can serve the growing electrical needs of the Bainbridge Island community. As the community's electrical needs grow, PSE will continue to upgrade and expand existing infrastructure on the site to ensure capacity and reliability needs are met. This rezone also allows PSE to complete needed upgrades on an existing substation site rather than having to identify additional property and build new substation facilities. In other words, rezoning the existing site limits potential impacts to the community or environment that could result from siting electrical facilities in new locations.

PSE's Strategic System Planning department has determined a need to provide additional substation capacity at the site through the installation of a 3.3 MW battery energy storage system (BESS) adjacent to the existing substation yard and potentially a second transformer bank beyond the 10-year planning horizon. An additional independent potential solution focused on reliability includes planned improvements to accommodate a new proposed 115 kV transmission line (Murden Cove - Winslow 115 kV transmission line) that will address a lack of transmission redundancy on the Island.

The table below provides a comparison of the application of B/I dimensional and landscaping standards verses R-2 dimensional standards at the Murden Cove Substation site. Although the site use will not change as a result of the site being rezoned, the dimensional standards in relationship to adjacent land uses will, as the B/I standards as they relate to adjacent R-2 properties are different than B/I standards as they relate to adjacent B/I zoned properties.

**Table 1: Murden Cove Substation: Comparison of Development Standards Between Zones**

	Requirement	Current Dimension	R-2 Zone	B/I Zone
West: Sportsman Club Road (R-2)	Front setback	75 feet min.	25 feet	50 feet/35 feet min.
	Landscape screen	50 feet full screen min.	25 feet partial screen/15 feet min.	50 feet full screen/35 feet min.
North: Church (R-2)	Side setback	83 feet min.	5 feet min./15 feet total	50 feet
	Landscape screen	78 feet full screen min.	20 feet partial screen/10 feet min.	50 feet full screen/35 feet min.
South: Coppertop Business Park (B/I)	Side setback	80 feet	5 feet min./15 feet total	10 feet
	Landscape screen	85 feet full screen	20 feet partial screen	0 feet
East: SR-305	Setback	82 feet	25 feet	50 feet
	Landscape screen	77 feet full screen min.	50 feet full screen/35 feet min.	50 feet full screen/35 feet min.
R-2	Aquifer Recharge Protection Area (ARPA) developable area	49.5 percent	35 percent	N/A

As is evidenced by the table above, if the Murden Cove Substation site is rezoned to B/I, the landscape buffer requirements along the west and north sides of the site would increase to a 50 feet requirement (minimum 35 feet). This requirement is being met under current site conditions. The setback requirement and landscape buffer along the south side of the site will remain or lessen due to the proximity to the same zoning district. The SR-305 landscape buffer requirement will remain the same at 50 feet (minimum 35 feet). Overall, the amount of landscape buffer on the site required after the rezone provides a greater community benefit than the amount required before the rezone. However, the site landscaping already exceeds the minimum requirements.

### **BIMC 2.16.140 Site Specific Rezones**

H. Decision Criteria. The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove, or approve with conditions:

1. The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located; and

**Response:** Far from being detrimental, the site-specific rezone supports the public welfare and is not injurious to the property or improvements in the immediate vicinity or zone in which the property is located. The Murden Cove Substation site is surrounded to the north by a church, to the west across Sportsman Club Road NE by single-family residential, to the south by business park and to the east by SR-305. The parcel has been used for an electrical substation since 1980 resulting in a long history of not being injurious to adjacent uses. The substation is an essential component of the Island's electrical infrastructure. Aside from the existing residential development to the west, the development around the site did not occur until the church was developed in 2008 and the business park was developed in 2017. The site-specific rezone from R-2 to B/I zoning will bring the zoning of the site into alignment with the current and continued use of the site for an electrical substation. The rezone will also not affect future development in the vicinity of the substation as it in no way inhibits uses on adjacent parcels. Additionally, the rezone will allow PSE to improve the delivery of electricity, an essential public utility, to Bainbridge Island customers which results in a benefit to the public welfare.

2. The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of the need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property; and

**Response:** The site-specific rezone is warranted to bring the site zoning into alignment with the actual use of the site and reasonable upgrades that PSE needs to meet current and future electrical demand on Bainbridge Island. PSE's rezone request is substantially triggered by changing demands for electricity on the island. Low density residential zoning is tailored toward single-family residential development that incorporates conservation of natural resources and open space and preservation of agricultural and forestry uses. An electrical substation use is better suited within a zoning district that supports non-residential development that can continue to be upgraded and expanded to meet the needs of the community. Consistent with the Comprehensive Plan policies; codes and regulations applicable to low density residential development have been added and modified and are not well suited for a utility use, including the Aquifer Recharge Protection Area (ARPA) requirements adopted in 2018 within the R-2 zoning district.

3. The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation; and

**Response:** The substation site is suitable for continued use and expansion of the electrical substation use under the provision of the zoning standards applicable to the B/I. As demonstrated in Table 1, the substation use currently conforms to the B/I site development standards and will not further impact adjacent uses through a change in zoning designation.

4. The property will be served by adequate public facilities, including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned; and

**Response:** The property is served by adequate public facilities, including roads and fire protection. Water and sewage disposal are not needed for the substation use or future BESS.

5. The site-specific rezone is in accordance with the comprehensive plan; and

**Response:** The site-specific rezone is in accordance with the comprehensive plan as demonstrated by compliance with applicable goals and policies for electrical utilities and the B/I zoning district.

#### **Electrical Utility Goals and Policies**

**Goal U-1:** Ensure that reliable utility services are available to all Bainbridge Island residents.

**Response:** Without the rezoning of the Murden Cove Substation site, improvements to the substation to accommodate the installation of the battery energy storage system (BESS, proposed 115 kV transmission line and potential future need for a second transformer bank are not viable and substation capacity and transmission reliability needs cannot be accomplished.

**Goal U-3:** Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

**Response:** Without the rezoning of the site from R-2 to B/I, substation capacity deficiencies cannot be addressed to meet predicted demands under the 10-year planning horizon as the site cannot be further developed.

**Goal U-5:** Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**Response:** Changing the zoning of the site from R-2 to B/I will allow for expansion of the substation at the current site, including the installation of a battery energy storage system to address a substation capacity need. Expansion of the substation at the site will not further impact residents and environmental resources in the vicinity of the substation.

**Goal U-14:** Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

**Policy U 14.3:** Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

**Response:** The purpose of the proposed Murden Cove-Winslow 115 kV transmission line is to provide redundancy within the transmission system between the Murden Cove and Winslow Substations. Rezoning the site from R-2 to B/I is needed to accommodate improvements related to connecting the transmission line to the substation. The transmission line cannot function absent the ability to connect to both the Murden Cove and Winslow Substations. Additionally, expansion of the substation is needed for capacity improvements such as installation of the BESS and a potential future second transformer bank.

### **Business/Industrial Policies**

**Policy LU 10.1:** The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

**Response:** Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

**Policy LU 10.4:** Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

**Response:** The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

**Policy LU 10.6:** Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

**Response:** The substation use is compatible with the B/I district performance standards and does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. The existing substation is screened on all sides, including from Sportsman Club Road NE and SR-305. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by the City of Bainbridge Island noise regulations. When future expansion occurs, the battery energy storage system will generate noise at higher levels than the

substation. PSE is currently considering the installation of a BESS the site. Appropriate measures will be employed to ensure noise levels are kept within City regulatory limits.

**Policy LU 10.7:** B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

**Response:** The substation site maintains an existing landscape screen from Sportsman Club Road NE as well as SR-305. Any future site development would maintain landscape screening from these two roadways and comply with other applicable screening requirements.

6. The site-specific rezone complies with all other applicable criteria and standards of the city; and

**Response:** Rezoning the Murden Cove Substation site from R-2 to B/I would not change the substation uses compliance with all other applicable criteria and standards of the city. Electrical substations fall under the definition of primary utilities within the Bainbridge Island Municipal Code (BIMC). The development standards for primary utilities are generally those of the underlying zoning district. Other applicable code standards will apply at the time of site development permit review, including application of noise standards (both construction and operational), landscape buffers, and stormwater regulations. The site is current compliant with these standards and will continue to be compliant with a change in zoning from R-2 to B/I.

7. The site-specific rezone would not devalue the surrounding or nearby properties; and

**Response:** The site-specific rezone would not devalue the surrounding or nearby properties. The use of the site for an electrical substation and its associated impacts to surrounding properties and their land uses will not change.

8. The site-specific rezone will not result in adverse environmental consequence.

**Response:** The site-specific rezone will not result in adverse environmental consequences. The use of the site for an electrical facilities and associated impacts on the environment will not change or can be mitigated. Moreover, granting of this site-specific rezone will allow PSE to meet Bainbridge Island electrical demand without siting improvements on a new parcel. Generally speaking, this serves to limit overall environmental impacts.



## **Murden Cove Substation Comprehensive Plan Map Amendment Request and Decision Criteria Compliance Narrative**

### **Comprehensive Plan Map Amendment**

Puget Sound Energy (PSE) is requesting a change in the land use designation for the Murden Cove Substation site located at 9582 Sportsman Club Road NE (Parcel #222502-1-024-2009). Per the Future Land Use Map (Figure LU-5) in the Bainbridge Island Comprehensive Plan, the land use designation for the site is Residential 2 units/acre (R-2). PSE is requesting that this designation be changed to Business/Industrial (B/I), which is more consistent with its existing land use and will allow PSE to engage in needed upgrades.

The Murden Cove Substation is one of three substations on Bainbridge Island that distribute electricity to homes and businesses within the community. Two 115,000 volt (115kV) transmission lines, the Port Madison Tap and the Foss Corner-Port Madison lines, bring power to the Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation located on the northwest corner of NE Day Road West and SR-305. Electricity continues on to the Murden Cove Substation via the Murden Cove Tap transmission line and to the Winslow Substation located along Bucklin Hill Road NE via the Winslow Tap transmission line.

The Murden Cove Substation was constructed on the site in 1979 then under the jurisdiction of Kitsap County. It was the last substation constructed on Bainbridge Island and has since been a consistent element of the community's electrical infrastructure. The site became part of the City of Bainbridge Island when the City incorporated in 1991. The site is surrounded to the north by the Bainbridge Alliance Church, to the south by the Coppertop Business Park, to the west across Sportsman Club Road NE by single-family residential and to the east by SR-305 (see Existing Zoning map). The Coppertop Business Park property is zoned B/I. The area between Sportsman Club Road NE and SR-305 north of NE New Brooklyn Road is designated as the Sportsman Triangle Industrial Center in Figure LU-3 *Island-wide Land use Concept* of the City of Bainbridge Island Comprehensive Plan. The Comprehensive Plan includes a land use vision for 2036 that states:

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

The Murden Cove Substation site was acquired by PSE (formerly Puget Sound Power & Light – Puget Power) with the expectation that as the community grew, the substation and associated facilities would

be expanded and upgraded to accommodate capacity and reliability needs. The substation has not been expanded since its original construction in 1979. The site's Comprehensive Plan Land Use designation is not conducive to supporting the long-term needs of the community. The current R-2 designation focuses on low density residential development and conservation; not on the ability to serve the community with essential infrastructure and electrical service. The B/I designation is consistent with this long-term need and the site's location within the designated Sportsman Triangle Industrial Center.

PSE's Strategic System Planning department has determined that upgrades are needed at the substation to accommodate the construction of a new 115 kV transmission line between Murden Cove Substation and Winslow Substation (Murden Cove-Winslow 115 kV transmission line). This transmission line is being proposed to address the lack of transmission backup should one of the radial transmission lines serving either substation experience an outage. Additionally, to address a substation capacity need, PSE is proposing to install a 3.3 MW battery storage facility at the Murden Cove Substation site. The improvements needed for the new transmission line and the battery storage facility installation include expansion of the existing 115 kV bus within the substation, the addition of a control house, and stormwater improvements. The current zoning requirements will not accommodate this expansion (see Rezone narrative – attachment x). In order to rezone the site from R-2 to B/I, an amendment to the Future Land Use Map in the Comprehensive Plan is required to designate the site as B/I.

**BIMC 2.16.190.D. Map Amendments.** Changes to the land use map may only be approved if the proponent has demonstrated that all of the following are true:

1. The designation is in conformance with the appropriate land use designation purpose statement identified in the comprehensive plan; and

**Response:** The purpose for the Business/Industrial designation provided in the Comprehensive Plan is:

*Provide appropriate Business/Industrial zoned land to create opportunities for new businesses and expansion of existing land businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.*

The Murden Cove Substation site is a developed substation site located directly north of and nearby other business industrial uses (see Existing Zoning map). The substation parcel is located within the Sportsman Triangle Industrial Center designated area in the City's Comprehensive Plan. Designated areas are intended to absorb growth and leave the remaining low-density residential areas as conservation areas. The property has been used as a substation site since 1980 and will continue to be part of PSE's electrical infrastructure on the Island indefinitely. The substation function is more aligned with a low-impact industrial activity than with a low-density residential use. The visual impacts of the substation site will not change and are consistent with the look and feel of the surrounding industrial uses, while at the same time existing site screening softens visual impacts to surrounding uses.

2. The map amendment or site is suitable for the proposed designation; and

**Response:** The map amendment and site are both suitable for the proposed designation. The site is already developed with an electrical substation that has been in service since 1980 and directly abuts business park uses that are designated in the Comprehensive Plan and zoned as Business/Industrial. The site is also located within the Sportsman Triangle designated Industrial Center. The substation site is separated from residential uses by Sportsman Club Road NE and the site is screened with significant vegetation. The site's current low-density residential designation and zoning are not consistent with its current and continued use and an essential utility. Additionally, this amendment will in no way affect the pattern of development or use adjacent to the existing substation site.

3. The map amendment implements applicable comprehensive plan policies better than the current map designation.

**Response:** The map amendment will implement applicable comprehensive plan policies better than the current map designation. The current map designation of low-density residential (R-2) aligns with comprehensive plan policies focused on low impact development and conservation:

*Develop context-sensitive regulations for residential development in areas designated R-3, R-1, or R-0.4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation (Goal LU-14).*

This goal is supported by associated Residential District policies:

**Policy LU 14.1:** The Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.

**Response:** The existing substation use is not indicative of less intensive residential development nor agricultural or forestry uses.

**Policy LU 14.2:** Encourage residential development that is compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.

**Response:** The substation site maintains appropriate landscape buffers; however the use itself is not compatible with open space preservation, forestry or agricultural activities. The site is almost 50% developed with the substation yard and associated driveways and substation shoulder.

Whereas policies that support the Business/Industrial map designation are more appropriate for the substation use:

**Policy LU 10.1:** The Business/Industrial (B/I) District is for light manufacturing as well as other uses that add to the diversity of economic activity on the Island.

**Response:** Electricity is needed to support existing and future economic development on the Island as well as residences and other uses. Allowing for greater flexibility in substation upgrades supports increased diversity of economic activity on Bainbridge Island.

**Policy LU 10.4:** Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

**Response:** The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

**Policy LU 10.6:** Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

**Response:** The substation use does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. The existing substation is screened on all sides, including from Sportsman Club Road NE and SR-305. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by City of Bainbridge Island noise regulations. The battery storage facility will generate noise at higher levels than the substation. PSE plans to install the battery on the south side of the existing substation closer to the existing business park use. Appropriate measures will be employed to ensure noise levels are kept within City regulatory limits.

**Policy LU 10.7:** B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

**Response:** The substation site maintains an existing landscape screen from Sportsman Club Road NE as well as SR-305. Any future site development would maintain existing screening from these two roadways and comply with other applicable screening requirements.

**Policy LU 10.8:** Discourage the inappropriate designation of isolated Business/Industrial Districts.

**Response:** The designation of the site as Business/Industrial is consistent with surrounding designations. The substation site is bordered by B/I zoned property to the

south and is located in close proximity to other B/I zoned property within the designated Sportsman Triangle Industrial Center.

**Policy LU 10.9:** Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.

**Response:** Designation of the site as Business/Industrial would not represent an isolated designation. Business/Industrial is an appropriate designation for the historic use of the site.

The proposed Comprehensive Plan map amendment also complies with Electrical Utility goals and policies in the Comprehensive Plan.

**Goal U-1:** Ensure that reliable utility services are available to all Bainbridge Island residents.

**Response:** Without the Comprehensive Plan map amendment for the Murden Substation site, improvements to the substation to accommodate the potential future improvements including a battery energy storage system (BESS), long-term addition of second transformer bank, or improvements to connect a new 115 kV transmission line to the substation would not be viable without approval of the requested Comprehensive Plan Map Amendment.

**Goal U-3:** Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

**Response:** Without the Comprehensive Plan map amendment to change the designation from R-2 to B/I, substation capacity deficiencies cannot be addressed to meet predicted demands under the 10-year planning horizon.

**Goal U-5:** Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**Response:** Changing the comprehensive plan designation of the site from R-2 to B/I will allow for expansion of the substation at the current site, including the installation of a battery storage facility to address a substation capacity deficiency. Expansion of the substation at the current site will not further impact residents and environmental resources in the vicinity of the site.

**Goal U-14:** Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

**Policy U 14.3:** Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

**Response:** The purpose of the proposed Murden Cove - Winslow 115 kV transmission line is to provide redundancy within the transmission system between the Murden Cove and Winslow Substations. The Comprehensive Plan map amendment changing the Murden Cove Substation site designation from R-2 to B/I is needed to accommodate improvements related to connecting the transmission line to the substation. The transmission line cannot function absent the ability to connect to both the Murden Cove and Winslow Substations. Additional system resiliency will be accomplished through the independent substation capacity projects under consideration.

**BIMC 2.16.190.H. Decision Criteria.** The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

1. Compliance with Law. Amendments to the comprehensive plan shall comply with Growth Management Act and other state and federal laws.

**Response:** The proposed comprehensive plan map amendment is consistent with the Growth Management Act (GMA) and other state and federal laws. Providing adequate public facilities and services within urban growth areas is a cornerstone goal of the GMA as reflected by the inclusion of a mandatory Utilities Element in the Comprehensive Plan. RCW 80.28.110 charges PSE with a duty to serve customers with electricity. The Washington Utilities and Transportation Commission (WUTC) regulates PSE and other investor owned-utilities in Washington State to ensure safe and reliable service to customers at reasonable rates through laws and tariffs. PSE is also regulated by the North American Electric Reliability Corporation (NERC) which assures reliability and security of the electrical grid nationwide. The Comprehensive Plan Map Amendment will ensure PSE's continued compliance with applicable state and federal regulations related to power delivery.

2. Resources.
  - a. The city must have the resources, including staff and budget, necessary to implement the proposal.

**Response:** Changing the future land use designation of the Murden Cove Substation site from R-2 to B/I provides for a change to a designation that better reflects the existing use on the site and will not result in the need for City resources beyond normal operation.

- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.

**Response:** Changing the future land use designation of the substation site will not result in development that has a significant adverse effects on community resources. The existing

site provides infrastructure to serve a basic need for the community in providing electricity. Needed stormwater infrastructure is situated on site and the substation does not use other utilities, transportation resources (beyond occasional maintenance visits), schools or parks.

- c. The amendment must not adversely affect the City's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.

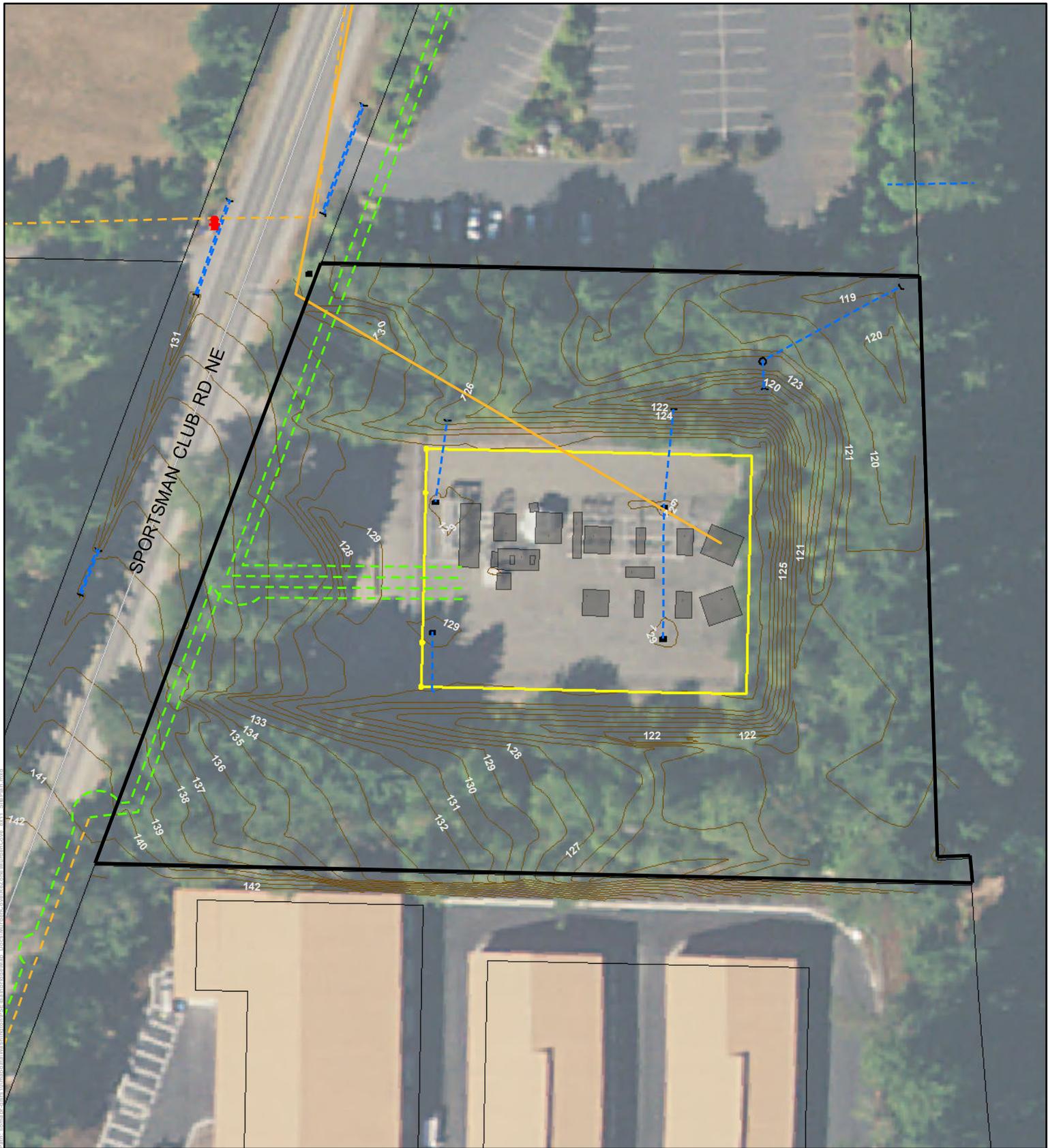
**Response:** The proposed amendment will support the city's ability to provide the full range of public facilities and services at the planned level of service by supporting the electrical needs of the community as the community continues to grow.

3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.

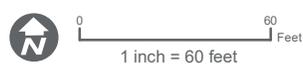
**Response:** The land use designation change for the site on the future land use map will have a positive impact on growth projection consistency. The existing land use is not consistent with the current designation of R-2. Changing the designation to B/I will allow PSE to continue to upgrade and expand the substation to serve the existing community in the long-term and support further growth on the Island.

4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

**Response:** PSE is requesting amendments to change the exiting designation of our three substation sites serving the community from low-density residential (R-0.4 and R-2) to Business/Industrial (B/I). The cumulative effect of this change will not impact existing comprehensive plan text, development regulations, capital facilities, adopted environmental policies or any other implementation measures applicable to the sites. The change will also not affect the scale and pattern of development in the vicinity of the substation sites. Rather, the change in designation will allow the sites that are already developed with electric utility infrastructure to continue to be upgraded and expanded to support the electrical needs of the community.



- Site Boundary
- Fence Line
- Transmission Line
- Overhead Distribution Line
- Underground Distribution Cable
- Stormwater
- Equipment Footprint
- Contour (1ft)
- Kitsap County Parcels
- Major Roads
- Hydrant



**SITE PLAN**  
**MURDEN COVE SUBSTATION**  
 PARCEL: 222502-1-024-2009  
 9582 SPORTSMAN CLUB RD NE

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.

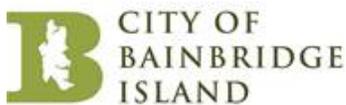
## Kelly Tayara

---

**From:** Kelly Tayara  
**Sent:** Tuesday, May 31, 2022 10:52 AM  
**To:** Kriner, Kerry  
**Cc:** elizabethlynndoll@gmail.com  
**Subject:** RE: Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications

Hello,

Thank you for forwarding this public comment. The comment was caught in the City's spam filter, and I will upload it as public comment on the application. Future correspondence from Ms. Doll will be allowed through.



KELLY TAYARA  
Senior Planner

206.780.3787 (office)

Planning Department [pcd@bainbridge.wa.gov](mailto:pcd@bainbridge.wa.gov) 206.780.3750  
City Website [www.bainbridgewa.gov](http://www.bainbridgewa.gov)

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**From:** Kriner, Kerry <Kerry.Kriner@pse.com>  
**Sent:** Wednesday, May 18, 2022 12:34 PM  
**To:** Kelly Tayara <ktayara@bainbridgewa.gov>  
**Subject:** FW: Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications

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FYI.

----- Forwarded message -----

**From:** Elizabeth Doll <[elizabethlynndoll@gmail.com](mailto:elizabethlynndoll@gmail.com)>  
**Date:** Tue, May 3, 2022 at 12:39 AM  
**Subject:** Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications  
**To:** <[pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)>

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**

**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners, and Hearing Examiner,

I am writing to offer comments regarding the Comprehensive Plan Amendment and Site-Specific Rezone applications from PSE: PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. Having lived on the Island for nearly seven years, I am extremely supportive of efforts to improve the reliability and capacity of our electrical grid. In order to make improvements as efficiently as possible, I support the approval of these applications and hope that you will move to approve them as soon as possible.

A community with as many resources as ours should not have such poor utility reliability. My friends frequently joke that we live in a first-world city with developing-world infrastructure. More seriously, power outages present accessibility challenges for my elderly neighbors: no power means no elevators, which traps mobility-challenged seniors in their apartments. This is unacceptable. I live in the Winslow core and power failures are STILL disquietingly common. My job requires reliable power and internet access. It's a travesty that in 2022, reliable power is the item that's still an active issue here.

It is no secret that reliability on Bainbridge needs to be improved and that PSE's Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet Puget Sound Energy's (PSE's) clean energy goals including the planned future electrification of ferries and other transportation on Bainbridge Island, Puget Sound Energy researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE's hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility-scale battery for peak shaving. Tomorrow, PSE's work on Bainbridge may require future upgrades or installation of other low or no-carbon technologies.

PSE is pursuing comprehensive plan amendment and rezone approvals for their three substation properties on Bainbridge to align the zoning of the existing substation sites with PSE's long-term use of the property. The proposed rezones are consistent with the zoning of neighboring businesses adjacent to the substation sites. They also help PSE to limit the need to site utilities in new parcels and make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to our customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. We would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I love Bainbridge and I want to see it continue to improve and thrive. Improved reliability and capacity on the Island will vastly improve my quality of life on the Island. I'm glad to support PSE's attempt to improve reliability and capacity on the Island and encourage the City to support PSE's substation rezone applications and comprehensive plan amendments.

Sincerely,

**Elizabeth Doll** | (360) 689-4927

## Marlene Schubert

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**From:** Carrie Fisher <sea2ogg@yahoo.com>  
**Sent:** Tuesday, May 10, 2022 8:32 PM  
**To:** PCD  
**Subject:** PSE Comprehensive Plan  
**Attachments:** PSESupport1.pdf

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City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

May 10, 2022

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and Hearing Examiner,

I am writing in response to the following Comprehensive Plan Amendment and Site-Specific Rezone applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. In order for PSE to seamlessly move forward on their package of solutions to improve reliability and capacity on the Island, PSE is requesting approval of these applications. I am supportive of PSE's efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE's application forward as expeditiously as possible.

It is no secret that reliability on Bainbridge Island needs to be improved and that PSE's Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet Puget Sound Energy's (PSE's) clean energy goals including the planned future electrification of ferries and other transportation on Bainbridge Island, Puget Sound Energy researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE's hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including: rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility scale battery for peak shaving. Tomorrow, PSE's work on Bainbridge may require future upgrades or installation of other low or no carbon technologies.

I know firsthand the challenges associated with reliability on Bainbridge Island. A recent move to Lynwood from Fort Ward brought awareness of how much wind comes thru Cove areas on this island and these areas in particular need a future plan for non-wired solutions. After a Tornado warning this last year it's hard to not think about what we can do better to improve infrastructure and protect all our residents. Things have improved but we can do better. The City can lead the way in support of this. I see businesses not investing in this concept yet. The Lynwood area has a lot of new construction but businesses such as Pleasant Beach Inn have taken *out* electric car charging stations.

PSE is pursuing comprehensive plan amendment and rezone approvals for their three substation properties on Bainbridge Island to align the zoning of the existing substation sites with PSE's long-term use of the property. The proposed rezones are consistent with the zoning of neighboring businesses

adjacent to the substation sites. They also help PSE to limit the need to site utilities in new parcels and make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to our customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. We would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I want Bainbridge Island to be a place where myself, my family and children can live and grow in for many years to come. Improved reliability and capacity on the Island will improve overall quality of life on the Island. I'm glad to support PSE's attempt to improve reliability and capacity on the Island and encourage the City to support PSEs substation rezone applications and comprehensive plan amendments.

Thank you for your time.

Kind Regards,

Carrie Blunt

## Marlene Schubert

---

**From:** Kathy Hansen <kathy.hansen206@gmail.com>  
**Sent:** Thursday, May 12, 2022 10:36 AM  
**To:** PCD  
**Subject:** Support for Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone Applications  
**Attachments:** Support for PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications.docx.pdf

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Dear Ms. Tayara,

Please find the attached in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone proposals:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

Thank you,

Kathleen Hansen

1525 Fort Ward Hill Rd NE

Bainbridge Island, WA 98110

206-201-3414

May 12, 2022

City of Bainbridge Island  
Attn: Kelly Tayara  
280 Madison Avenue North  
Bainbridge Island, WA 98110

**Re: Comment in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone Applications**

Dear Ms. Tayara:

I am writing in support of Puget Sound Energy's:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

After listening and commenting at the Planning Commission meeting held on January 13, 2022 and reading the various applications and SEPA checklists, it makes sense to align the zoning to the particular use. The designation of an electric substation as residential only works to hinder the electric improvements that Bainbridge Islanders need and want. The current residential designation is inappropriate for uses now and any planned or future use.

Granting these applications would allow Puget Sound Energy to move forward more quickly with long-overdue electric improvements, would result in similar Business/Industrial designations with adjacent properties and circumvent the need to find new and additional properties to locate additional substations. Commenters with just about everything related to the city, mention retaining vegetation and trees. A larger setback would be required for a Business Industrial designation that would afford even greater protections to area residents.

Searching for alternative sites would only create more delays, more disruption to the environment and create the need for PSE to move infrastructure to another location. Islanders have already gone through the process of discussing a preferred route and that alone has taken several years. Puget Sound Energy has

done its due diligence in finding appropriate solutions to our current energy problems while planning to remain flexible in order to address future needs.

Keep in mind, PSE is not meeting many of its service reliability metrics and a VP confirmed that we have some of the worst reliability in the entire PSE system. This is not a badge of honor. As a city we are not presently poised to meet current or future electric needs. Please approve Puget Sound Energy's Comprehensive Plan Amendment and site-specific rezone applications for the three substations. This past summer we submitted to City Council the signatures of hundreds of residents who signed in support of PSE efforts to improve electric reliability. My HOA, the Rich Passage Estates Homeowners Association sent a similar public comment. Those of us on the South end of Bainbridge serviced by the Winslow Substation don't need or want yet another decade of delay.

Respectfully,

Kathleen Hansen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110

**Renee Argetsinger**

---

**From:** winifredperkins25@gmail.com  
**Sent:** Friday, June 17, 2022 2:37 PM  
**To:** PCD  
**Subject:** Comments on PSE's Comp Plan and Rezone Applications  
**Attachments:** Letter of Support Rezone CPA 2022 Final.wgp.docx

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**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Attached, please find my comments on the above-referenced applications.

Please feel free to contact me with any questions or comments.

Thank you,  
Winifred Perkins

June 17, 2022

City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and Hearing Examiner,

I am writing in response to the following Comprehensive Plan Amendment and Site-Specific Rezone applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. In order for PSE to move forward on their package of solutions to improve reliability and capacity on Bainbridge Island, PSE is requesting approval of these applications. I am supportive of PSE’s efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE’s application forward as expeditiously as possible.

Reliability on Bainbridge Island needs to be improved and PSE’s Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet PSE’s clean energy goals, including the planned future electrification of ferries, and other transportation on Bainbridge Island, PSE researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE’s hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including: rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect the Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility scale battery for peak shaving.

PSE has spent years evaluating and discussing various options to improve electric reliability on Bainbridge Island. The time is long overdue for the implementation of these much-needed improvements. For the past several years PSE has undertaken a widespread informational and educational outreach effort to work with the residents and business on Bainbridge Island to identify alternatives to improve reliability. After receiving input from hundreds of homeowners, businesses and institutions, PSE has carefully selected the alternatives that best meets the environmental, engineering and socio-economic requirements of a majority of stakeholders. The next step in this process is for the City to now approve the comprehensive plan amendment and rezone approvals for their three existing substation properties on

Bainbridge Island to align the zoning of the existing substation sites with PSE's long-term-use of the property. The proposed rezones are consistent with the zoning of neighboring businesses adjacent to the substation sites. They also help PSE make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to their customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. PSE would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I want Bainbridge Island to be a place where myself, my family and children can safely live and grow in for many years to come. Improved reliability and capacity on the Island will improve overall quality of life on the Island and also minimize environmental impacts while affording people a more reliable source of power. I support PSE's proposal to improve reliability and capacity on the Island and encourage the City to support PSEs substation rezone applications and comprehensive plan amendments as out lined in the above-referenced applications.

Sincerely,  
Winifred Perkins  
10120 NE Garibaldi Loop  
Bainbridge Island, WA 98110

## Kelly Tayara

---

**From:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>  
**Sent:** Tuesday, October 18, 2022 6:41 PM  
**To:** Kelly Tayara  
**Subject:** Re: Tree Destruction

CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.

I believe it should be included at least for the Murden Cove and Winslow substations.

Can you tell me whether there are other people or organizations who are opposed to the transmission line construction?

Thank you

—Michael Silves

On Oct 18, 2022, at 7:16 AM, Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)> wrote:

Hello,

The City Arborist is researching the issue. When I first read your letter, I wasn't sure whether you intended for your comment to be included in the PSE application files, but it does appear to me you are commenting on the Comprehensive Plan Amendment / Rezone applications. Do you want me to include comment on all of the applications, for the Port Madison, Murden Cove and Winslow substations?

The applications next go to Planning Commission for Public Hearing on November 10, and attendance / public comment can be in person or via Zoom.

Thank you,  
Kelly

**Kelly Tayara, Senior Planner**  
**Department of Planning and Community Development**

<image001.jpg>

[www.bainbridgewa.gov](http://www.bainbridgewa.gov)

206.780.3787 (office) 206.780.3750 (Planning Department)

---

**From:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>  
**Sent:** Monday, October 17, 2022 7:03 PM  
**To:** Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)>  
**Subject:** Re: Tree Destruction

CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.

Kelly,

I apologize for not responding sooner. Thank you for your message.

Yes, I would like to know why all those trees are tagged. Other trees closer to the right of way are not marked.

I asked PSE whether a battery would provide the same function as a redundant transmission line for managing power outages. I do not know the relative costs or how long a battery would last and would like answers.

My only contact was via PSE's web site which provided a place for questions but only provided computer generated answers. I have had no human contact with PSE.

It is frustrating that the power companies (Puget Power and PSE) haven't changed their planned route since their first attempt to install a cable under Port Orchard Passage from Ollala. That route made sense at the time because it basically supported a third transmission feed onto Bainbridge Island but it failed because of the underwater cable issues. The redundant transmission line proposals since then make no sense. We challenged Puget Power on the redundancy issue in the 90's and they ended up installing a switch at Day Road as we had suggested from the start.

It is insulting that on each attempt the power company tells us about all the research they are doing regarding optimal routes then pull out their decades old route maps with no change at all.

This is the first time they have gone so far as to tag the trees. I am in a wheelchair these days and can't get out and measure the trees as I would like. But I think some of them are close to three feet in diameter. PSE sent us a notice saying they were going to tag trees but didn't say why. And they told us we better not remove the tags. I'm pretty sure we don't count for much in their plans.

Thank you for your interest,

Michael Silves

On Oct 11, 2022, at 3:28 PM, Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)> wrote:

Hello Mr. Sives,

I am the City's project manager for the PSE Comprehensive Plan Amendment and Rezone requests for the Port Madison, Murden Cove and Winslow substation properties. I can certainly reach out to my contact for those permits at PSE to find answers to any questions you have.

As I understand your concerns:

1. Would you like me to try to help find out why the 23 trees on your Fletcher Bay Road property, along with others on the neighbors' property, along Fletcher Bay, Sportsman Club and other roads are tagged?
2. What questions have you asked PSE about installing back-up batteries at the Winslow and Murden Cove substations, and to whom, if you have that information, did you direct the questions?

Thank you,

<image003.jpg>

KELLY TAYARA

**Senior Planner**

206.780.3787 (office)

Planning Department [pcd@bainbridge.wa.gov](mailto:pcd@bainbridge.wa.gov) 206.780.3750

City Website [www.bainbridgewa.gov](http://www.bainbridgewa.gov)

---

**From:** PCD <[PCD@bainbridgewa.gov](mailto:PCD@bainbridgewa.gov)>

**Sent:** Tuesday, October 11, 2022 3:13 PM

**To:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>; PCD <[PCD@bainbridgewa.gov](mailto:PCD@bainbridgewa.gov)>; Kelly Tayara <[ktayara@bainbridgewa.gov](mailto:ktayara@bainbridgewa.gov)>

**Subject:** RE: Tree Destruction

Hi Mr. Silves,

I am copying Senior Planner Kelly Tayara on your email for further assistance.

Maria Dozeman, Administrative Specialist

**Planning and Community Development**

<image004.png>

[www.bainbridgewa.gov](http://www.bainbridgewa.gov)

206.780.3761 (office)

206.640.5524 (cell)

[New Building and Development Services Fees Effective September 1, 2022](#)

<image005.png>

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**From:** Michael Silves <[mls@datamorph.com](mailto:mls@datamorph.com)>

**Sent:** Tuesday, October 11, 2022 3:07 PM

**To:** PCD <[PCD@bainbridgewa.gov](mailto:PCD@bainbridgewa.gov)>

**Subject:** Tree Destruction

CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.

There are twenty-three trees on my property on Fletcher Bay Road that have been tagged, presumably for destruction, by *Puget Sound Energy*. All the tagged trees are large; most are Douglas fir with some spruce and hemlock. Similar trees have been marked for destruction along my neighbors' property and elsewhere along Fletcher Bay Road, High School Road, Sportsmen's Club Road and other roads along the route of the proposed transmission line. Once the trees on the edge are gone, the trees behind them will lose their protection and become more vulnerable to being blown over by the wind.

Altogether hundreds, possibly thousands, of trees, will be destroyed to erect a redundant transmission line whose only purpose is to provide back-up power for the Winslow and Murden Cove substations.

Tesla makes batteries that could serve the same purpose without all the tree removal. *Puget Sound Energy* has not answered my questions about installing back-up batteries at the Winslow and Murden Cove substations. My hope is that your organization would get involved for the sake of the trees.

Will you help us?

Michael Silves  
7030 Fletcher Bay road

## Marlene Schubert

---

**From:** Tom Hansen <tom.hansen206@gmail.com>  
**Sent:** Thursday, May 12, 2022 10:55 AM  
**To:** PCD  
**Subject:** Public Comment for PSE Proposals  
**Attachments:** Support for PSE\_CompPlanAmmendement&RezoneApplications.docx

**CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.**

Dear Ms. Tayara,

Please find the attached public comment in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone proposals:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

Tom Hanen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110  
206-201-3414 / 281-728-4929

**City of Bainbridge Island**  
**Attn: Kelly Tayara**  
**280 Madison Avenue North**  
**Bainbridge Island, WA 98110**

**Re: Comment in support of Puget Sound Energy’s Comprehensive Plan Amendment and Site-Specific Rezone Applications**

Dear Ms. Tayara:

I am writing in support of PSE applications for rezoning the Murden Cove, Port Madison, and Winslow substations from various R-x designations to B/I designations.

- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

The past and current uses, originally permitted by Kitsap County, are inconsistent with current and future uses as rezoned by the City of Bainbridge Island. PSE’s responses clearly meet the City’s Policy and Goals (shown below):

Electrical Utility Goals and Policies

- Ensure that reliable utility services are available to all Bainbridge Island residents
- Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands
- Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment
- Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island

Business/Industrial Policies

- The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island
- Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development
- Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods

- B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer

The City of Bainbridge Island should proceed to issue a Determination of Non-significance (DNS) threshold determination for this request..

Additionally, I support PSE’s request for a change to Critical Area regulations contained in BIMC 16.20.140.G.2 and 16.20.100.E.1 in order to allow for continued maintenance, upgrade and installation of linear electrical distribution and transmission infrastructure.

- PSE Municipal Code Amendment PLN52234 LDR

A blanket restriction regarding Category II wetlands would restrict a public utility from maintaining, upgrading or constructing transmission and distribution infrastructure to meet island utility current and future needs as required by State law.

*“In general, although Category II wetlands may in theory provide higher habitat values than Category III or IV wetlands, the portion of Category II wetlands within the road rights-of-way and within or adjacent to existing cross-country transmission corridors is already subject to the effects of human disturbance, and therefore is likely to provide more limited habitat value than the habitat score alone would indicate.”*

Installing new aerial distribution and transmission lines within or adjacent to road rights-of-way; or as an overbuild or underbuild to an existing aerial primary utility within cross country corridors on easement within Category II wetlands is the best way to minimize the environmental impact while meeting the need for reliable energy and helping to reduce the Island’s Carbon Footprint.

PSE is required to apply the best science available and follow all laws.

*“When PSE maintains or upgrades an existing utility line or installs a new line, they follow federal, state, and local requirements to avoid and minimize wetland impacts to the extent feasible in accordance with the following preferred mitigation sequence, as outlined in the Interagency Guidance on Wetland Mitigation in Washington State (Ecology 2006) and BMC 16.20.030: 1. Avoid the impact altogether by not taking a certain action or parts of an action; 2. Minimize impacts by limiting the degree or magnitude of the action and its implementation by using appropriate technology or by taking affirmative steps to avoid or reduce impacts; 3. Rectify the impact by repairing, rehabilitating, or restoring the affected environment; 4. Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action; 5. Compensate for the impact by replacing, enhancing, or providing substitute resources or environments; and 6. Monitor the impact and take appropriate corrective measures.”*

The City of Bainbridge Island should proceed to issue a Determination of Non-significance (DNS) threshold determination for this request.

PSE has been both transparent and thorough in its public engagement for its Electric Reliability Projects. Personally, I have been skeptical, questioning, and have requested data all through the process and independently formed my own opinions. For those of us that have and continue to participate in community meetings and read the detail material that has been submitted we support PSE. The public comments that do not support electric reliability improvements largely come from individuals who have not participated, naively form an opinion without objectively informing themselves on the details or have been made their comment from a "Not In My Neighborhood" perspective. Many of the comments have acted like "nail strips" to derail the projects. I truly believe that the majority of Islanders are not engaged because of their busy lives or the pandemic but want reliable electricity. The bottom line is that the electric infrastructure on the island is decades old and as a resident of the south end of the island, I do not want to wait decades more for electric reliability improvements.

Tom Hansen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110

City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and City Council,

I am writing in response to the following Comprehensive Plan Amendment (CPA) and Site-Specific Rezone (Rezone) applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. I am supportive of PSE’s efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE’s application forward before this summer 2023.

As an Internet Service Provider, I am alerted by power outages and disturbances on the PSE distribution system in Kitsap county. We see homes and businesses on Bainbridge restart and go offline with much greater frequency and durations than the truly rural parts of Kitsap such as Seabeck or Hansville.

PSE is at a milestone that has never existed since electrification of Bainbridge; they are unable to execute with confidence on multiple complex plans due to this zoning classification issue. PSE has not had to make major substation improvements on our island in almost 50 years. Our electrical grid is approaching a breaking point; PSE must execute multiple multi-year projects to preserve and stabilize power on the island.

Rezoning all three sites is consistent with the historic use of the properties and the Comprehensive Plan land use policies for business/industrial. These three parcels have been used for industrial purposes long before COBI incorporated these parcels. Delay in rezoning exposes the other 1,800 parcels of Bainbridge to further delay in getting improved electrical service.

### [PLN51703 REZ/CPA – Murden Cove Substation site](#)

The Murden Cove substation is an industrial power site that has provided power to the residents of Bainbridge Island since 1979. Our current usage exceeds the 25MW name plate rating in the winter. In response to the electrification program, PSE and WSF have negotiated a curtailable rate. In the winter at the holiday times, our new electric boats will have an allowed 169 hours of sailings cancelled for lack of recharging facilities. This number will be much higher without the battery system PSE is trying to install but is hamstrung by the zoning issue. These cancellations can only be avoided by adding a transformer, which PSE is not yet planning. PSE cannot with confidence purchase the battery equipment or a bulk transformer without the security of knowing they can schedule to install the equipment in an industrial site setting.

### [PLN52101 REZ/CPA – Port Madison Substation](#)

The Port Madison substation is an industrial power site that has provided power to the residents of Bainbridge Island for almost 70 years. This substation is a significant, complex, pair of industrial sites on one parcel. It will never relocate, nor will the land ever return to a non-power transformation/distribution use. This site accepts two 115kV transmission lines that feed power to Bainbridge Island from across Agate pass. As the island's power needs continue to grow, PSE will have to add another 25MW transformer and distribution gear. Ultimately, if electric vehicles surge on Bainbridge, the transmission line and switchyard facilities will need to be upgraded (to 230kV). Delay in converting this property to business/industrial classification puts the entire population of Bainbridge Island at risk.

### [PLN52149 REZ/CPA – Winslow Substation site](#)

The Winslow Substation is an industrial site that provides power to the entire south end of Bainbridge Island since 1964. The parcel is mostly unused with a very compact substation. The footprint of the station will expand as PSE adds the redundant link and ultimately a second transformer. The site can support a BESS (battery energy storage system) of significant size. However, the adjoining residential development (Stetson Ridge) reduces the likelihood PSE will install a large BESS here even though it would benefit the whole island.

### [4<sup>th</sup> property that needs mention](#)

The 7580 Finch Rd property PSE owns would have been ideal site for the redundant link path routing and as a place to land a BESS as it can address the central core (our urban density area) with distribution lines. PSE is not exploring reclassification at this time. COBI should rezone this B/I for electrical utility use with a condition that if the property is sold it rezones back to residential. This would open the options for PSE to solve our future power constraints in the core high density portion of the island.

Sincerely,  
Stephen VR Hellriegel  
Resident since 1998  
Owner Helldyne, Inc (Electrical Engineering Consulting Firm)  
Owner Net253, LLC (Internet Service Provider)  
Sr. Member, I.E.E.E. Power and Energy Society.

**Stephen  
Hellriegel**

Digitally signed by Stephen Hellriegel  
DN: cn=Stephen Hellriegel, c=US, o=Net253  
LLC, email=steveh@net253.net  
Reason: I attest to the accuracy and integrity  
of this document  
Location: Bainbridge Island WA  
Date: 2023.03.14 10:42:35 -0700

**\*\*\*PLANNING COMMISSION PUBLIC HEARING DRAFT\*\*\***

**ORDINANCE NO. 2023-10**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, amending the Future Land Use Map of the Comprehensive Plan and the City Official Zoning Map to change the land use and zoning designation of a property owned by Puget Sound Energy known as the “Murden Cove Substation”.

**WHEREAS**, the City of Bainbridge Island (City) accepts requests to amend the Comprehensive Plan every three years as described in the Comprehensive Plan Amendment (CPA) process established by Bainbridge Island Municipal Code (BIMC) Chapter 2.16.190; and

**WHEREAS**, 2022 was a CPA application year, and the City received five CPA applications during the January and February 2022; and

**WHEREAS**, Puget Sound Energy (PSE) submitted three CPA applications, requesting to change the land use designation of each of its three substations from a residential designation to Business/Industrial (B/I) designation on the City's Future Land Use Map; and

**WHEREAS**, PSE submitted corresponding rezone applications to change the zoning designation of each of its three substations from a residential zone to the B/I zone on the City's Official Zoning Map; and

**WHEREAS**, the PSE Murden Cove substation is located at 9582 Sportsman Club Road, tax parcel no. 222502-1-024-2009 (heretofore called subject property) and PSE has submitted consolidated CPA and Rezone application for this substation, City Permit File PLN51703 REZ/CPA; and

**WHEREAS**, the subject property is currently designated Residential-2 and R-2 on the City's Future Land Use Map and Official Zoning Map, respectively; and

**WHEREAS**, City staff have analyzed the consolidated CPA and Rezone application for this substation, including the CPA and Site-specific Rezone decision criteria in BIMC 2.16.190 and 2.16.140, respectively, and is recommending approval of the application to the Planning Commission; and

**WHEREAS**, the Planning Commission considered the application and the staff recommendation and at a study session on October 13, 2022; and

**WHEREAS**, the City issued a State Environmental Policy Act (SEPA) Determination of Nonsignificance on October 20, 2022; and

**WHEREAS**, the Planning Commission held a public hearing on Ordinance No. 2023-10 on March 23, 2023, and after closing the public hearing, made a recommendation of \_\_\_\_\_ to the City Council; and

**WHEREAS**, notice proposing adoption of amendments to Comprehensive Plan and development regulations was issued on March 10, 2023, to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council considered Ordinance No. 2023-10; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council adopted Ordinance No. 2023-10.

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

**Section 1.** The City Council finds that the PSE Port Madison CPA and Rezone applications, permit numbers PLN51703 REZ/CPA, are in conformance with the Comprehensive Plan, the CPA and Site-specific Rezone decision criteria, and all applicable state laws in effect at the time of approval.

**Section 2.** The Future Land Use Map of the Comprehensive Plan is hereby amended to change the lands use designation of the subject property from Residential-2 to Business/Industrial as shown on Exhibit A.

**Section 3.** The City’s Official Zoning Map is hereby amended to change the zoning designation of the subject property from R-2 to Business/Industrial as shown on Exhibit B.

**Section 4.** This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_ 2023.

APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_ 2023.

\_\_\_\_\_  
Brenda Fantroy-Johnson, Mayor

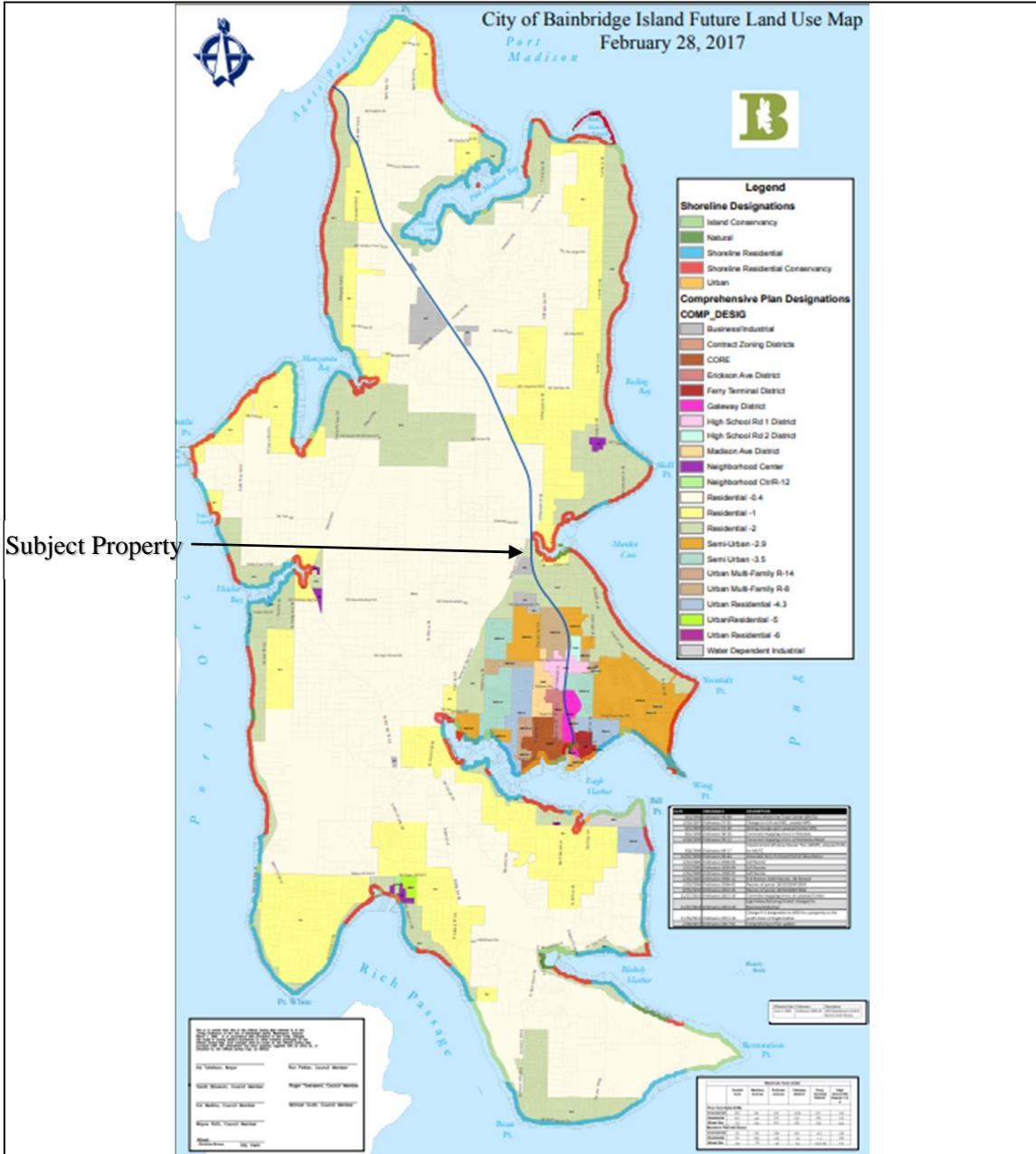
ATTEST/AUTHENTICATE:

---

Christine Brown, MMC, City Clerk

FILED WITH THE CITY CLERK: XX, 2023  
PASSED BY THE CITY COUNCIL: XX, 2023  
PUBLISHED: XX, 2023  
EFFECTIVE DATE: XX, 2023;  
ORDINANCE NUMBER: 2023-10

# EXHIBIT A



**EXHIBIT B**

**Zoning Map**





CITY OF  
BAINBRIDGE ISLAND

## Planning Commission Special Meeting Agenda Bill

**MEETING DATE:** March 23, 2023

**ESTIMATED TIME:** 45 Minutes

**AGENDA ITEM:** Puget Sound Energy (PSE) Port Madison Substation Site-specific Rezone and Comprehensive Plan Amendment (CPA)

**SUMMARY:** PSE operates three electrical substations on the Island. Most of the infrastructure was constructed between 50 and 70 years ago, and is nearing the end of its useful life. The substations are within residentially zoned districts, and PSE seeks to change the zoning to Business / Industrial. If approved, these applications would result in an amendment to the Comprehensive Plan Land Use Map.

Meeting materials include a substation overview from PSE, a narrative from PSE specific to each property, existing site maps for each of the properties, public comment received to date, the draft ordinance, and staff analysis of each property.

The Planning Commission shall conduct a public hearing as defined in BIMC 2.14.020.G. Recommendation of the Planning Commission is provided to the City Council for decision on the application.

**AGENDA CATEGORY:** Review and Recommendation

**PROPOSED BY:** Planning & Community Development

**RECOMMENDED MOTION:** I move to recommend the City Council approve Ordinance 2023-09 amending the Comprehensive Plan land use map and zoning districts map related to Puget Sound Energy's Port Madison Substation site.

**COMMUNITY ENGAGEMENT AND OUTREACH:**

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:** The City accepts requests to amend the Comprehensive Plan every three years. Four CPA applications are under consideration for this current cycle. The review process and decision criteria for Site-specific Rezones are contained in BIMC 2.16.140. The CPA review process and decision criteria are contained in BIMC 2.16.190. An overview of the CPA process was provided to the Planning Commission on August 11, 2022 and discussion-only study session for all applications was conducted on October 13, 2022.

**ATTACHMENTS:**

[Staff analysis PC Port Madison.docx](#)

[PSE Substations Overview Narrative.pdf](#)

[Port Madison CPA Narrative.pdf](#)

[Port Madison Rezone Narrative.pdf](#)

[PortMadison Site Plan.pdf](#)

[Public Comment Port Madison.pdf](#)

[Public Comment Hellriegel 14MAR2023.pdf](#)

[Ordinance No. 2023-09 PSE Port Madison CPA draft.docx](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

**Staff Analysis**

Date: March 9, 2023  
 To: Planning Commission  
 From: Kelly Tayara, Senior Planner  
 Project: Puget Sound Energy Site-specific Rezone and Comprehensive Plan Amendment (CPA) for Port Madison Substation (Day Road at State Route 305)  
 File Number: PLN52101 REZ/CPA

Summary of Request

Puget Sound Energy (PSE) requests approval to change the site zoning from R-0.4 / Residential to Business / Industrial (B/I), which is a change to the Comprehensive Plan land use map and zoning map.

PSE requests the change from residential to B / I in order to support the long-term needs of the community. According to PSE, residential designation focuses on low-density residential development and conservation, does not reflect the historic long-term utility use of the site, and is inconsistent with its statutory duty to serve the community with essential infrastructure and electrical service, whereas a B / I designation is consistent with utility use.

The substation was established on the site in 1954 when the property was located in unincorporated Kitsap County. PSE acquired the site with the expectation that as the community grew, the substation and associated facilities would be expanded and upgraded to accommodate capacity and reliability needs. PSE has determined that long-term service projections (beyond ten years) indicate the potential need to expand the substation to accommodate future electrical demand from Bainbridge Island customers and ensure station reliability, and that the current Municipal Code requirements for the residential district, particularly those related to Aquifer Recharge Protection Areas, do not provide flexibility to upgrade and expand the substation in the future.

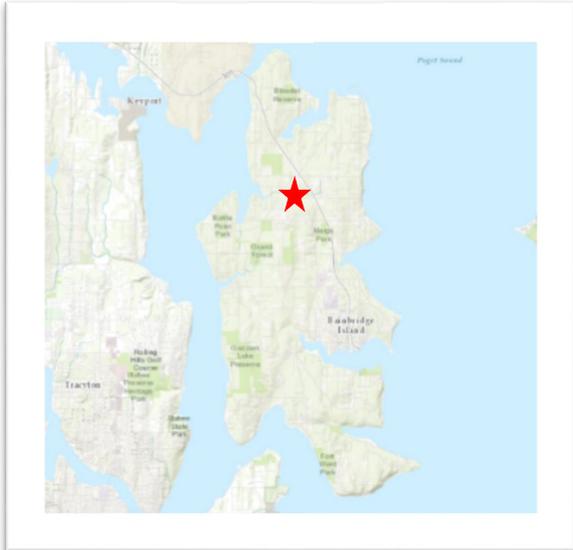
Part I: Land Use Process / Application History

Date:	Action:
November 9, 2021	Preapplication conference held
January 13, 2022	Public Participation meeting held
February 25, 2022	Application submitted
March 25, 2022	Application deemed complete
April 22, 2022	Notice of Application / SEPA Comment Period issued
August 11, 2022	Planning Commission meeting held: CPA overview
October 13, 2022	Planning Commission study session held
October 20, 2022	SEPA Threshold Determination (DNS) issued

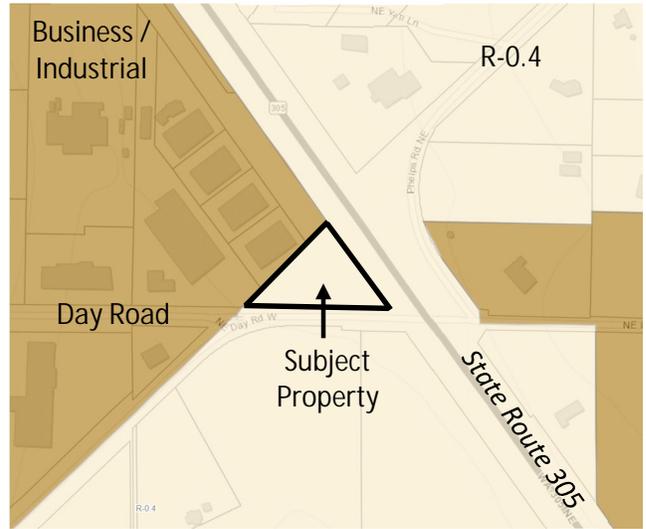
Part II: General Information and Site Characteristics

Assessor's Record Information:			
Tax lot numbers	032502-3-013-2001		
Site Address	No site address: Northwest corner of Day Road & State Route 305		
Owner of record	Puget Sound Energy		
Site size	1.23 acres		
Use:			
<p>Utility (Primary)</p> <p>The Port Madison substation is one of three electric substations on Bainbridge Island that distribute electricity to homes and businesses within the community. Two transmission lines, the Port Madison Tap and the Foss Corner-Port Madison 115 kV lines, bring power to the Island from the Kitsap Peninsula over Agate Pass to the Port Madison substation. Electricity is then transferred to the other two substations on the Island via two radial transmission lines.</p> <p>Utilities produce, transmit, carry, store, distribute, or process power or information. Primary utilities include utility lines, electrical power generating or transfer facilities, radio cellular telephone and microwave towers, and utility poles. Transmission utility poles support lines which transport electrical power (55kV or higher) from generation sources to substations. Distribution utility poles support lines which transport electrical power (less than 55kV) through distribution transformers from substations to homes and businesses. Utility poles may also support communication lines.</p> <p>A primary utility is a permitted use in the B/I district and a conditional use in the R-0.4 district. A conditional use is one that is permitted subject to compliance with a set of conditions or requirements set forth in the Municipal Code.</p>			
Zoning Designation:			
R-0.4 (Business / Industrial requested)			
Comprehensive Plan Designation:			
Residential R-0.4 (Business / Industrial requested)			
Soils:			
Kapowsin gravelly loam			
Surrounding Properties - Use, Zoning, and Comprehensive Plan Designation:			
	Use (clockwise from north)	Zoning District	Comprehensive Plan Designation
East	Phelps / Day Road Park & Ride (right-of-way) and a lot with commercial / storage buildings	R-0.4	Residential-0.4
South	An undeveloped lot and a single-family residential lot	R-0.4	Residential-0.4
West	Two light manufacturing businesses that are part of the larger Day Road Industrial Park.	Business / Industrial	Business / Industrial

Vicinity Map



Zoning Map



Site and Surrounding Development / Aerial Image (2018)



Part III: Comprehensive Plan Guiding Principles, Goals and Policies

The Comprehensive Plan designation for the site is Residential R-0.4, and the applicant requests Business / Industrial designation. Comprehensive Plan goals and policies which are applicable to both districts are listed below, along with those applicable to electric utilities on the Island.

Comprehensive Plan Goals and Policies	Staff Annotation
Land Use Element	
<p>Business / Industrial (B / I) Goal LU-10: Provide appropriate B / I zoned land to create opportunities for new businesses and expansion of existing Island businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.</p>	<p>While future redevelopment of the site may result in employment opportunities and business expansion, there are no employment opportunities directly resulting from a change in the land use designation.</p>
<p>Policy LU 10.1: The B / I District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.</p>	<p>Primary utility use is a permitted use in the B / I district and conditional use in all other districts.</p>
<p>Policy LU 10.6: Performance standards for the B / I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods.</p>	<p>All districts include performance standards to protect adjacent residential-zone properties from non-residential use.</p>
<p>Policy LU 10.7: B / I uses must be visually screened year-round from adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.</p>	<p>Both setbacks and vegetation buffers from Day Road and SR 305 double in width from 25 to 50 feet if the property is designated B / I.</p>
<p>Policy LU 10.8: Discourage the inappropriate designation of isolated B / I Districts.</p>	<p>The property is adjacent to other properties which are within the B / I district.</p>
<p>Policy LU 10.9: Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.</p>	<p>The historical use of the property is as a primary utility.</p>
<p>Residential District Goal LU-14: Develop context-sensitive regulations for residential development in areas designated R-2, R-1 or R-0.4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation.</p>	<p>Residential districts are intended for residential development, agricultural and forestry use. However, with few exceptions, residential and B / I districts are similarly regulated. Notable differences are:</p>

	<ul style="list-style-type: none"> <li>• Setbacks and vegetation buffers from roads are 25 feet in width in the residential district and 50 feet in width in the B / I district.</li> <li>• Aquifer Recharge Protection Area (ARPA) designation is required in the residential district but not in the B/I district for any activity involving land use disturbance over an area 7,000 square feet in size or greater. Any activity, including clearing, is allowed in the ARPA provided that the activity maintains the pre-construction groundwater recharge volume. Landscape buffer regulations, in which trees must be retained, afford more stringent vegetation retention requirements.</li> <li>• Total Site Tree Unit requirements are applicable to the residential district and not applicable to the B / I district, but trees must be retained in roadside buffers within either district.</li> </ul>
Policy LU 14.1: The Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.	A change to B / I designation results in less intensive residential development.
Policy LU 14.2: Encourage residential development that is compatible with the preservation of open space, forestry, agricultural activities, and natural systems. Accessory farm buildings and uses are allowable.	A change to B / I designation results in larger landscape buffer requirements. Primary utility use is otherwise incompatible with this residential policy.
Policy LU 14.3: Maintain the natural and scenic qualities of the Island by limiting residential density.	A change to B / I designation limits residential density.
Economic Element	
Diversified Economy Goal EC-1 (excerpt): By providing enterprises that both serve and employ local residents, the Island will be better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life.	PSE serves and employs local residents. While future redevelopment of the site may result in employment opportunities and business expansion, there are no employment opportunities directly resulting from a change in the land use designation.
Infrastructure Goal EC-2: Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment, particularly telecommunications and electrical reliability.	PSE requests the change to B / I because the current requirements for the residential district, particularly those related to Aquifer Recharge Protection Areas, do not provide flexibility to potentially upgrade and expand the substation in the future in order to serve the future electrical demand and ensure station reliability.

<p>Policy EC 2.1: Identify long-term infrastructure needs that support economic sustainability and are designed to withstand future conditions.</p>	<p>PSE continues to engage with the community and has participated in multiple public meetings to identify long-term infrastructure needs in the past. Increased population growth upon which the Comprehensive Plan is based results in increased telecommunications and electrical infrastructure needs.</p>
<p>Policy EC 2.2: Support infrastructure enhancement to accommodate new information technology and changing conditions.</p>	<p>The rapidity of technological developments outpaces the City's ability to accommodate timely changes to the Comprehensive Plan, for which amendment requests are only accepted every three years.</p>
<p>Sustainability Policy EC 3.6: Policy EC 3.6 Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty, environmental and economic health.</p>	<p>The PSE Electric Reliability Projects include Bainbridge Island electric system improvements to address current energy solutions and future potential need. For example, the Planning Commission recently recommended requirements and incentives for electric vehicle charging infrastructure.</p>
<p>Public/Private Partnerships Policy EC-7.1: Leverage technology assets, such as existing fiber connections, to support technology- based businesses and potentially to pursue new revenue streams.</p>	<p>Potentially, future expansion of the substation would likely result in improved electric and communication reliability for home-based businesses. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Services Sector Policy EC 9.3: Promote an emerging professional services sector that recognizes the Island's linkage to the Seattle job market for managerial jobs and information-based industries.</p>	<p>Potentially, future expansion of the substation would result in improved electric and communication reliability on the Island which would support an emerging professional services sector, including those who telecommute. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Building Design and Construction Sector Goal EC-10 (excerpt): The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy. Productivity and profits within that sector are crucial factors in the stability and well-being of the entire community.</p>	<p>Site redevelopment such as a potential future expansion of the substation that would result in improved electric and communication reliability would support design, construction, furnishing, renovation and real estate professions and trades. There are no direct impacts resulting from a change in the land use designation.</p>
<p>Home-based Businesses Goal EC-13: Foster home-based businesses as a key to a present and future vital economy. Nearly half of all businesses licensed on Bainbridge Island are reported as homebased. Bainbridge Island allows home-based businesses in all</p>	<p>Site redevelopment such as a potential future expansion of the substation that would result in improved electric and communication reliability would support home-based businesses. There are no direct impacts resulting from a change in the</p>

zones, and 16.3% of the Island workforce works from home.	land use designation.
Business / Industrial Goal EC-15: The B / I land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B / I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre- existing infrastructure and well-designed accommodations in order to flourish.	<p>Future redevelopment of the site would result in increased opportunities for Island-based businesses to thrive and increased opportunities to live and work in the community.</p> <p>A change to B / I designation is consistent with primary utility use as a non-retail activity.</p>
Policy EC 15.1: Promote manufacturing and business / industrial employment as an important source of family wage jobs on Bainbridge Island.	Primary utility use is permitted in the B / I district and a conditional use in the residential districts which results in a more cumbersome land use process.
<p>Policy EC 15.2: New B / I land use designations will be considered based on the following:</p> <ul style="list-style-type: none"> <li>• Proximity to existing B / I</li> <li>• Adjacency to non-residential land uses</li> <li>• Reasonable proximity to SR 305</li> <li>• The total amount of and expected need for B/I-zoned land</li> <li>• Compliance with all policies in the Land Use Element</li> <li>• Availability of public sewer and water, or whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District</li> <li>• Consideration of pollution and aquifer recharge concerns</li> <li>• Minimal impact to residential land uses, neighborhoods and open space/conservancy and agriculture areas.</li> </ul>	<p>The property is adjacent to existing B / I properties which contain non-residential development and is bound to the east by SR 305.</p> <p>A change to B / I designation would increase the total amount of land within B / I – zoned lands.</p> <p>A change to B / I designation is consistent with land use policies for the B / I district.</p> <p>Use as a primary utility is not reliant on water or sewer / septic services.</p> <p>Electric utility facilities generally are not a use identified as having the potential to contaminate drinking water.</p> <p>All districts include performance standards to protect from non-residential use.</p>
<b>Transportation Element</b>	
Ferry Service Goal TR-3: Coordinate with Washington State Ferries (WSF) and other ferry service providers to ensure that ferries meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.	Future plans for the City, including electric vehicle charging infrastructure, and plans for electrification of the Washington Ferry System require reliable electrical service and capacity on the Island. There are no direct impacts resulting from a change in the land use designation.

Policy TR 3.1: Advocate for ferry services to and from Bainbridge Island in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users' origin and destination.	Plans for electrification of the Washington Ferry System require reliable electrical service and capacity on the Island. There are no direct impacts resulting from a change in the land use designation.
Transportation Demand Management Goal 5: Encourage greater efficiency of the integrated multimodal transportation system that provides a range of transportation alternatives and increases the through movement of people.	Integrating electric transportation alternatives requires reliable electrical service and capacity. There are no direct impacts resulting from a change in the land use designation.
Policy TR 5.3: Encourage schools, the private sector and the public sector to adopt programs that reduce SOV use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.	A potential future expansion of the substation would result in improved electric and communication reliability and support programs to reduce single-occupancy vehicle use, including telecommuting and electric bicycles, buses and ferries. There are no direct impacts resulting from a change in the land use designation.
<b>Utilities Element</b>	
Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.	The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.
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.	A comparison of utility services in similar jurisdictions was not evaluated as part of the request to change the Comprehensive Plan designation of the property.
Goal U-3: Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.	The PSE request is based on the premise that to serve future electrical demand and ensure reliability, the change in designation is needed.
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.	PSE aspires to a goal to achieve Beyond Net Zero Carbon by 2045.
Goal U-5: Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.	Regardless of the Comprehensive Plan designation, standards in the Municipal Code provide for protections to residents and the environment.
Goal U-8: Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.	PSE is a utility provider requesting to change the property to B / I in order to facilitate potential facility improvements.

<p>Electrical Element Introduction:</p> <p>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.</p>	
<p>Electrical Goal U-14: Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.</p>	<p>The PSE request is based on the premise that, in order to serve the future electrical demand and ensure station reliability, the change in land use designation is needed.</p>
<p>Policy U 14.1: Develop a plan together with the electric service provider to undertake energy efficiency improvements and other alterations of electric utility facilities to provide capacity for future growth.</p>	<p>PSE continues to engage with Islanders as part of its Electric Reliability Projects which include Bainbridge Island electric system improvements to address current problems along with future needs.</p>
<p>Policy U 14.2: Encourage the conservation of electrical energy, especially during periods of peak usage, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island’s energy needs, including distributed energy systems.</p>	<p>An evaluation of cost-effective approaches to electrical energy conservation, usage during peak periods, building codes, and renewable energy resources was not conducted as part of the request to change the Comprehensive Plan designation of the property.</p>
<p>Policy U 14.3: Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.</p>	<p>The PSE request is based on the premise that, in order to improve reliability and increase transmission redundancy, the change in land use designation is needed.</p>
<p>Policy U 14.4: Encourage undergrounding new and existing electric transmission and distribution power lines, and develop a long-term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of households and businesses.</p>	<p>An evaluation of undergrounding utilities was not conducted as part of the request to change the Comprehensive Plan designation of the property.</p>
<p>Policy U 14.5: Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, and innovative technologies such as solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.</p>	<p>PSE aspires to a goal to achieve Beyond Net Zero Carbon by 2045.</p>

Part IV BIMC Title 18 Zoning

A. BIMC 18.09.020 Permitted Uses

Primary utilities are a subset of Utility and Telecommunications use and a permitted use in the Business / Industrial (B/I) district. Site Plan and Design Review permit is applicable for new construction of nonresidential buildings or structures.

Primary utilities require a conditional use permit (CUP) in the R-0.4 district, provided: Replacement, maintenance or upgrade of existing poles and equipment within a utility corridor or right-of-way is a permitted use. A conditional use is one that is permitted subject to compliance with a set of conditions or requirements set forth in the Municipal Code.

B. Comparison of Dimensional and Development Standards for Primary Utilities (where different)

Municipal Code Section	Standard	R-0.4 District	B / I District	Evaluation Summary
Tables of Dimensional Standards <a href="#">BIMC 18.12.020</a>	Lot Area	100,000 sq.ft.	20,000 sq.ft.	Lot area is nonconforming to the R-0.4 standard and would conform to B/I district standard.
	Lot Dimensions	110 ft width & 110 ft depth	N/A	The lot conforms to either standard.
	Lot Coverage	10 % maximum	35 % maximum	Existing development conforms to either standard.
	Setback - Front Lot Line	25 feet	50 feet along public right-of-way	Existing utility structures are permitted in setbacks. Existing development conforms to either standard, as provided in BIMC Table 18.12.040.
	Setback - Side Lot Line	15 feet	10 feet; 50 feet when abutting residentially-zoned properties	Existing development conforms to either standard.
Building Height	30 feet base; Bonus height to 35 feet with CUP	35 feet base; Bonus height to 45 feet with CUP	Alternative height limits may apply for nonresidential uses if additional conditional use provisions are met. Existing development is not evaluated for this standard.	

	Structure Height			An exemption from the height limits for structures can be approved through a minor conditional use if: View opportunities are not substantially reduced; No structure is located in any required setback except as otherwise allowed in setbacks; Each setback requirement shall be increased one-half foot for every foot above the maximum structure height.  Existing development is not evaluated for this standard.
	Structures (New) except buildings and distribution poles	30 feet base; Bonus height to 35 feet with CUP	35 feet base; 45 feet with CUP	
	Transmission Pole (New)	30 feet base; Bonus height to 35 feet with CUP	35 feet base; 45 feet with CUP	
Landscaping, Screening, and Tree Retention, Protection and Replacement BIMC <a href="#">18.15.010</a>	Perimeter Landscape Buffer	25 ft from residential districts 20 ft from non-industrial use	50 ft from non-B/I	Existing development is nonconforming to either standard.
	Roadside Landscape Buffer	50 ft from SR 305 25 ft from other rights-of-way	50 ft from rights-of-way	Existing development is nonconforming to either standard.
	Total Site Tree Unit Requirements	40 tree units per acre or the same number pre- and post-development	N/A	This standard is only evaluated upon development or redevelopment. The existing number of tree units is not known.

#### Part V Public Comment

Five public comments were received, all in support of the proposal. A summary of comment follows:

Reliability on the Island needs to be improved and Puget Sound Energy (PSE) Beyond Net Zero goals depend on a reliable grid. PSE is not meeting many of its service reliability metrics, and as a city we are not presently poised to meet current or future electric needs.

PSE must periodically upgrade substations to provide reliable and safe power to customers in the long term. The electric infrastructure on the Island is decades old, and Islanders currently experience reliability challenges, especially for the south end of the Island, and present special accessibility challenges to the elderly. The substations support the transmission and distribution lines that bring

power to homes and businesses, including those who telecommute. Improved reliability and capacity on the Island will improve overall quality of life on the Island.

PSE has been both transparent and thorough in its public engagement for its Electric Reliability Projects (which include Bainbridge Island electric system improvements). PSE has done its due diligence in finding appropriate solutions to our current energy problems while planning to remain flexible in order to address future needs. Reliability and capacity issues include the planned future electrification of ferries and other transportation on the Island.

Granting this application would allow PSE to move forward more quickly with long-overdue electric improvements. A larger setback would be required for a Business / Industrial designation that would afford even greater protections to area residents. Approval of the change from a residential to Business / Industrial property is consistent with the goals and policies of the Comprehensive Plan, specifically Utilities / Electrical and Business / Industrial, and aligns the zoning with the long-term use of the property and zoning of neighboring business properties.

Rezoning this property helps to limit the need to site utilities on new parcels and make the best use of the existing site. Relocating the substation from its current location to larger sites to support the needed infrastructure to supply power to the community would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. Searching for alternative sites would only create more delays in implementing PSE Beyond Net Zero goals which depend on a reliable grid.

#### Part VI Staff Analysis and Recommendation

The Comprehensive Plan states that residential districts are intended for residential development and a variety of agricultural and forestry uses, and development should be compatible with open space and agricultural activities. The Comprehensive Plan states that the purpose of the B / I designation is to provide opportunities for light industrial and other non-retail activities.

The Municipal Code states that the purpose of the R-0.4 district is to provide low-density housing in an environment with special Island character consistent with other land uses, such as agriculture and forestry, and the preservation of natural systems and open space. The Code states that the purpose of the B / I district is to facilitate development of a diverse economy on the island with business retention, growth, and innovation, and that the district is intended to provide opportunities for knowledge-based businesses and expansion of Island businesses, for diversity of jobs, and for low-impact industrial activity that is compatible with adjoining residential neighborhoods.

The Comprehensive Plan goals and policies applicable to the B / I designation are more closely aligned to utility use than those of the residential designation. Taking into consideration provisions for existing development which is nonconforming to current standards that apply regardless of the district, the notable differences are:

- 1) Aquifer Recharge Protection Area (ARPA) designation is required in the currently zoned residential district but not in the B/I district. Specific to this site, ARPA regulations mandate that any activity involving land use disturbance over an area 7,000 square feet in size or greater require that the areas of existing native vegetation, which cover no more than 20,000 square feet or 37 percent of the site, would be designated. Any activity is allowed in the ARPA provided that the activity maintains 100 percent of the annual average pre-construction groundwater recharge volume for the site; this determination requires a hydrological assessment. The soil type on the site is moderately drained above hardpan with a very slow drain rate through the hardpan layer, which typically occurs from 20 to 32 inches below the ground surface, resulting in areas that do not generally support significant recharge capacity without modifications.

- 2) A substation is an electric utility, more specifically defined as a Primary Utility in the Municipal Code. Primary utilities are a permitted use in the B/I district and a conditional use in all other districts.
- 3) Lot area is nonconforming to the residential standard of 100,000 square feet per lot and would be conforming to the B / I standard of 20,000 square feet per lot.
- 4) The front lot line setback from both Day Road and SR 305 is 25 feet in the R-0.4 district and 50 feet in the B / I district.
- 5) The standard roadside landscape buffer along Day Road is 25 feet in the R-0.4 district and would be 50 feet if the property is zoned B / I.
- 6) Total Site Tree Unit requirements are applicable to the residential district and not applicable to the B / I district.

The staff recommendation to approve the change from residential to B / I designation is largely based on consistency with the goals and policies of the Comprehensive Plan, wherein utility use is consistent with the Business / Industrial designation and inconsistent with residential designation.

#### Part VII Land Use Review Procedures

##### A. Review and Recommendation by Planning Commission

###### 1) Planning Commission Review of Comprehensive Plan Amendments

Subsequent to completion of the analysis and SEPA review prepared by staff, the Planning Commission shall conduct one or more public hearings as defined in BIMC [2.14.020.G](#). The Planning Commission shall also solicit comments regarding the proposed amendment from the public or from government agencies in any other manner it determines necessary and appropriate to the nature of the proposed amendment and consistent with RCW [36.70A.140](#). The notice and public hearing for proposed Comprehensive Plan amendments may be combined with any notice or public hearing for proposed amendments to the land use code or for other action of the Planning Commission; provided, that all appropriate noticing is conducted as required by law.

###### 2) Planning Commission Recommendation on Comprehensive Plan Amendments

The Planning Commission shall base its recommendation on whether the application meets the required decision criteria and consider public input, conclusions from any required studies, the staff recommendation, and findings from the SEPA analysis. The Commission may recommend to approve, approve with conditions, or deny the proposal. If the Commission recommends denial of a proposed amendment, the findings shall include that (a) the proposal does not comply with the decision criteria, or (b) a majority of the Planning Commission finds that the proposal would be more appropriately and effectively addressed through another aspect of the City's work program.

##### B. BIMC [2.16.140.H](#) Site-specific Rezones Decision Criteria

The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove or approve with conditions:

- 1) The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity and zone in which the property is located.

The rezone is not materially detrimental to public welfare or injurious to property or improvements in the vicinity. The property to the northwest is zoned B / I and permitted uses in the district are conducted on that property. The property is bound by SR305 to the northeast and Day Road to the south.

- 2) The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of a need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property.

The rezone recognizes the historic use of the property as a utility, which is a permitted use in the B / I district. The rezone is consistent with the development standards for the B / I district, and is appropriate for reasonable development of the property.

- 3) The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation.

The property conforms to all B / I district zoning standards.

- 4) The property will be served by adequate public facilities including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned.

The property is served by public right-of-way and fire / life / safety protection afforded to properties in the vicinity. Use as a primary utility does not rely on sewage facilities. Storm drainage facilities are evaluated when a specific development is proposed.

- 5) The site-specific rezone is in accord with the Comprehensive Plan.

The rezone is consistent with the goals and policies of the Comprehensive Plan. Utility use is consistent with the Business / Industrial designation and inconsistent with residential designation. Comprehensive Plan goals include ensuring that utility services are adequate to meet current demands, and that utility providers plan for future demands.

- 6) The site-specific rezone complies with all other applicable criteria and standards of the City.

The rezone complies with applicable criteria and standards. All future development must comply with applicable Municipal Code regulations.

- 7) The site-specific rezone would not devalue surrounding or nearby property.

Utility use was established on the property over 60 years ago. The rezone recognizes historical use of the property, and would not devalue surrounding or nearby properties.

- 8) The site-specific rezone will not result in an adverse environmental consequence.

The rezone results in no adverse environmental impact. All future development must comply with applicable environmental regulations.

C. BIMC [2.16.190.H](#) Legislative Comprehensive Plan Amendments Decision Criteria

The Planning Commission and City Council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

- 1) Compliance with Law: Amendments to the Comprehensive Plan shall comply with the Growth Management Act and other state and federal laws.

The amendment in the Comprehensive Plan designation complies with the Growth Management Act and other state and federal laws. In order to be compliant with the Growth Management Act, an amendment to the Comprehensive Plan must be accompanied by a change in the zoning designation.

- 2) Resources:

- a. The City must have the resources, including staff and budget, necessary to implement the proposal.
- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: Water resources, utilities, transportation, parks or schools.
- c. The amendment must not adversely affect the City's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support Comprehensive Plan implementation strategies.

This amendment request for a change to the Land Use Map of the Comprehensive Plan can be updated by staff without undue adverse impact to resources at this time.

- 3) Internal Consistency: Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the Comprehensive Plan, including the community vision, overriding principles, and overall goals that guide the plan.

This amendment is consistent with the overall community vision as adopted in the City's Comprehensive Plan because it addresses electric reliability and capacity needs on the Island. Increased capacity and reliability serve residents and neighborhood centers, such as Winslow and Lynwood Center, which have evolved into compact, mixed-use areas. These areas are thriving centers of civic life, cultural amenities, goods, services and a wide range of housing and employment opportunities. Facilitating electrical improvements helps to link Islanders with each other and the region with a reliable, modern network which has the potential to reduce the Island's greenhouse gas emissions.

- 4) Cumulative Effect: All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

This Comprehensive Plan amendment is synchronous with several other comprehensive plan amendment requests including two other PSE sites, and would serve to support, with electric service similar to that provided any other business, any development resulting on properties which are the subject of amendment requests received this year, regardless of whether those requests are granted.

- 5) Land Use Impacts: Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.

The amendment has no adverse impact on public health, safety or welfare, and would serve to provide positive impacts to same, through increased reliability and redundancy in electrical facilities which also carry communication lines, for example. The property is compatible with neighboring land use and surrounds, as it is bound by SR 305, Day Road, and industrial businesses.

## **Bainbridge Island PSE Electrical Substation Overview**

### **Summary**

Flexibility required to implement a range of potential reliability and capacity improvements is being sought in Puget Sound Energy's (PSE) Comprehensive Plan Map Amendment and Site-Specific Rezone applications for the three substations to meet electrical needs on Bainbridge Island. These local needs were identified and analyzed through needs and solutions studies undertaken by PSE's Strategic System Planning department to ensure PSE can reliably serve residents and businesses over a 10-year planning horizon. The solutions report concluded that a hybrid of potential wires and non-wires alternatives would best meet the identified needs, including installing a new 115 kV transmission line to create a looped system, installing a battery energy storage system (BESS), as well as other non-wires energy efficiency and demand response solutions (collectively called distributed energy resources or DERs). As an example, a transmission line and battery energy storage system (BESS) solution will require improvements at PSE's existing substations on Bainbridge Island if implemented at either the Murden Cove or Winslow Substation sites. To give PSE the flexibility to upgrade our existing system to meet these needs, while limiting environmental and community impacts by making full use of our existing substation sites, PSE is requesting that the substation sites be rezoned from low density residential to business/industrial designations. This overview provides background on the history of the substation sites, PSE's needs and solutions assessments, and potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests are not approved.

### **History of Bainbridge Island Substations**

Puget Sound Energy (PSE) operates three electrical substations on Bainbridge Island. These substations serve as connection points to distribute electricity to homes and businesses within the community from transmission lines that bring electricity to the Island from generation sources. Two transmission lines, the Port Madison Tap and Foss Corner-Port Madison 115 kV lines, bring power to Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation located at the intersection of NE Day Road West and SR-305. From the Port Madison Substation, the Murden Cove Tap 115 kV radial transmission line connects to Murden Cove Substation located on Sportsman Club Road NE and the Winslow Tap 115 kV radial transmission line connects to Winslow Substation located on NE Bucklin Hill Road bringing electricity further onto the Island. Equipment within the three substations reduces the transmission line voltage (115 kV – 115,000 volts) to distribution voltage (12.5 kV – 12,500 volts). From these substations, distribution lines distribute power to homes and businesses throughout the community.

The first substation constructed on Bainbridge Island was the Port Madison Substation in the early 1950s. At that time, a previous configuration of the Port Madison Tap transmission line brought power to the Island via a transmission line crossing on the west side of Agate Pass bridge. The Winslow Substation was constructed in the early 1960s and was connected to Port Madison Substation with the installation of the Winslow Tap transmission line. In the 1969/1970 timeframe, the steel lattice transmission towers on either side of the Agate Pass crossing on the east side of the Agate Pass bridge were constructed, providing the support for two transmission supply lines to the Island. The existing crossing on the west side of the bridge was converted to a distribution line crossing. Murden Cove Substation was constructed in 1979 and was connected to the Port Madison Substation via the Murden Cove Tap transmission line.

As growth occurred on Bainbridge Island, PSE's facilities were replaced and upgraded to meet capacity needs and improve service reliability. In 2014 the two aging steel lattice towers on either side of the Agate Pass crossing were replaced with four steel monopoles. In 2015 the Port Madison Tap line was rebuilt with new poles and higher capacity conductors. Then in 2016 the Foss-Corner – Port Madison 115-kV line was rebuilt with new poles and higher capacity conductors. Over the years, as the linear transmission and distribution infrastructure has been upgraded and expanded, so have the three substations on the Island to support this infrastructure.

Prior to the 1991 annexation of the area of Bainbridge Island outside of the Town of Winslow, all of PSE's substations were located within rural unincorporated Kitsap County. As growth occurred on Bainbridge Island, community development extended into the areas surrounding the substation sites and PSE's substation facilities were expanded and upgraded to accommodate the added electrical load resulting from this growth. When PSE initially purchased the substation properties, it was expected that the facilities would expand and grow as additional infrastructure would be needed to support increased electrical demand. It was also understood that the substation use was not characteristic of rural residential development. Upon annexation of the City of Bainbridge Island from Kitsap County, the new City adopted existing Kitsap County zoning and development regulations (City of Bainbridge Island Ordinance 90-17), but has since expanded upon these regulations to reflect additional rural conservation policies.

### **Aquifer Recharge Protection Area (ARPA) Regulations**

The Bainbridge Island Code regulates Aquifer Recharge Areas as critical areas under the City's critical areas regulations. According to a December 2021 City handout, "the ARPA requirement grew out of a review and assessment of the City's adoption of new state stormwater regulations that emphasize the use of Low Impact Development (LID) Best Management Practices (BMPs). A new requirement to designate an Aquifer Recharge Protection Area of up to 65 percent of a site is included in the critical areas ordinance because the City's stormwater regulations allow for *engineered solutions* which may not include any native vegetation retention".

The ARPA regulations designate the entirety of Bainbridge Island as an aquifer recharge area, however the requirement to designate a percentage of the site as an Aquifer Recharge Protection Area and preserve native vegetation is specific to low density residential zoning districts (R-0.4, R-1, and R-2), which make up a significant portion of the Island's zoning outside of areas designated to absorb density.

PSE's substation sites are located within the R-0.4 and R-2 zoning districts as a relic of the rural zoning in place prior to the incorporation of the City of Bainbridge Island. Port Madison Substation was constructed in 1954 with Winslow Substation and Murden Cove Substation constructed in 1960 and 1979 respectively. The developed area on these sites was established well before current consideration

of aquifer recharge protection. Development on the substation sites incorporates low impact stormwater features and maintains significant portions of the sites as native vegetation. With the adoption of the ARPA regulations in 2018, consideration was not given to established development providing essential services to the Island that are conditionally allowed within the low residential density zoning. The ARPA regulations do not provide a mechanism to allow continued upgrades and expansion of these essential facilities.

### **PSE's Substation Planning**

PSE has a duty to our customers to make prudent financial investments based on infrastructure needs. PSE's Strategic System Planning department regularly assesses electrical system needs to ensure that PSE can reliably serve residents and businesses over a 10-year planning horizon. A determination of need is based on violations of NERC Compliance Standard TPL 001-4 which looks at categories including reliability, capacity, aging infrastructure and operational needs. The Bainbridge Island Electric System Needs Assessment published in 2019 determined that the Bainbridge Island electrical system has reliability, capacity, and aging infrastructure needs and concerns during the 10-year planning horizon on both the transmission and distribution systems. Per PSE solution criteria, once a solution is implemented, it must last ten years. Therefore, the solutions in the 2019 assessment are expected to serve the Bainbridge community at least 10 years beyond their in service date. The identified Bainbridge Island needs and concerns related to the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for PSE's 3 substation sites include:

- **Substation Capacity Need:** A distribution substation group capacity need was identified to support general load growth on the island and planned additional load for the electrification of the Washington State Ferries. The needs assessment identified a load growth need of 6.6 MW (megawatts) and a ferry electrification need of 10 MW.
- **Transmission Reliability Need:** A transmission reliability need was identified to improve the performance of the Winslow Tap transmission line that feeds Winslow Substation. Nearly 70 percent of the transmission outage time on Bainbridge Island is attributed to events on this transmission line.
- **Transmission Operational Flexibility Concern:** To deliver power reliability, the Bainbridge Island electrical system must be able to transfer electrical load when a transmission line needs to be taken out of service for maintenance or when a substation outage occurs due to the lack of a redundant transmission line. Customers served by Winslow and Murden Cove Substations make up two-thirds of the Island customers and these substations do not have a backup power source if the single transmission line serving each substation experiences an outage. This concern coincides with the transmission reliability need.

The range of identified needs and concerns require that PSE evaluate potential wire and non-wire solutions, the majority of which require or potentially require upgrades and improvements at the Murden Cove, Winslow and Port Madison substation sites.

**Solutions.** PSE is actively evaluating a range of potential solutions to address the identified needs and concerns. As noted above, many of these solutions could result in needed improvements at PSE’s three existing substation sites. Potential solutions to address capacity needs include the installation of a battery energy storage system (BESS) at either the Murden Cove or Winslow Substation site or encouraging the use of DERs. DERs (distributed energy resources) are demand response and energy efficiency measures that homeowners and businesses can incorporate into their residences and buildings as a means of reducing total island energy needs.

Transmission reliability and operational flexibility solutions are also being evaluated to determine which solutions PSE will ultimately propose, design, and move forward with permitting and implementation. This includes the potential to construct a new 115 kV transmission line between the Murden Cove and Winslow Substations (the Murden Cove – Winslow 115 kV transmission line) to create a looped transmission system between the three substations on Bainbridge Island and to build redundancy into the system should one of the existing radial transmission lines experience an outage. Finally, PSE is considering the potential need to install a second transformer bank at Murden Cove and/or Winslow Substations in the long-term (beyond the 10 year planning horizon). PSE needs the flexibility to implement a range of solutions, many of which may require infrastructure improvements at one or more substation sites.

**Potential Substation Improvements.** PSE is in various stages of planning for potential improvements at the three substation sites. Potential improvements at each site following approval of the Comprehensive Plan Map Amendment and Site-Specific Rezone requests include:

**Port Madison Substation:** PSE is proposing to replace the existing control house (enclosure that houses the equipment that oversees, controls and protects the functioning of the substation) and other associated equipment within the existing substation yard in 2023. This work is to address aging infrastructure replacement needs within the substation and must be completed prior to work at the other two substations.

Long-term (beyond 10-years), PSE may need to expand the Port Madison Substation and upgrade the substation 115 kV bus infrastructure to meet future system needs.

**Murden Cove Substation:** PSE is evaluating the potential to install a 3.3 MW BESS at Murden Cove Substation to address substation capacity needs during peak demand periods, installing a new control house and upgrading site stormwater improvements. Additionally, PSE is evaluating expanding the existing 115 kV bus infrastructure to address transmission line reliability and operational flexibility solutions, including a new 115 kV transmission line. This would require expansion of the existing 115 kV bus within the substation and addition of a control house which would be needed in the event the BESS was not installed at the site and a control house not already installed for that project.

**Winslow Substation:** Another potential site that PSE is exploring with BESS vendors is the Winslow Substation site. A BESS at this site could address substation capacity need now or in the future. A BESS at Winslow would require expansion of the existing substation fenced area and installation of a new control house, as well as stormwater upgrades. To address transmission system reliability, if PSE ties the new 115 kV transmission line into Winslow Substation, substation expansion will be needed independent of the improvements needed for

the BESS, including expansion of the 115 kV bus and stormwater upgrades. In the long-term, independent of near term needs, PSE anticipates the need to add a second transformer bank to the substation to support system capacity.

### **Potential Outcomes without the Rezone**

PSE determined that rezoning the substation sites is the appropriate strategy to meet the long-term electrical needs of the community. In order for the potential solutions in the 10 year horizon plan and beyond to be implemented, improvements are needed at the substation sites. Expansion of the existing substation yards are needed at Winslow and Murden Cove Substations. In order for these expansions to occur and bring the site designations into alignment with their long-term utility use, PSE is requesting that the City of Bainbridge Island rezone the properties.

The following summarizes potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for the three substations were not approved by the City of Bainbridge Island. These outcomes are based on the 10-year planning horizon and preferred solutions identified by PSE's Strategic System Planning department.

**Outcome 1: Aquifer Recharge Protection Area Code Amendment.** PSE explored the option to amend the existing critical areas regulations as they pertain to Aquifer Recharge Protection Areas (ARPA) to allow an exemption or accommodation for substation uses located on low density residentially zoned property. After discussions with City staff, it was determined that providing an exemption or allowance for a specific non-residential use in specific locations within in the ARPA code was not preferred from a policy standpoint.

The ARPA regulations were passed in 2018 as part of a critical areas code update to address protection of groundwater resources as the entirety of Bainbridge Island was designated as an ARPA based upon its sole source aquifer designation for the community's drinking water. The City chose to impose the ARPA restrictions based on assumptions that the use of the properties in low density residential zoning districts would predominantly be low density single-family residential development. The code does make an incremental allowance for additional developed area for parks and schools, but does not consider other existing essential community uses that are located within low-density residential zoning districts. The substations are within these districts as a vestige of zoning designations and associated development standards being overlaid on existing land uses that were present before Bainbridge Island was incorporated as a city. As the community grows and policies evolve, these essential uses do not necessarily reflect characteristic development within the low density residential zoning districts or the associated policies within the Comprehensive Plan.

The ARPA regulations focus on maintaining the Island's rural character when developing low density residential property. The substation sites are already significantly developed with non-residential uses that will not revert back to having less developed area. Code amendments generally do not target specific sites, but do generally provide performance standards for specific uses. Changing the zoning designation to reflect the use of the sites for substations provides clarity and certainty for the community and is the preferred approach from a policy standpoint.

**Outcome 2: Retain Low Density Residential Zoning and Comply with ARPA Regulations.** The implications of this approach are site dependent; however retaining the existing zoning at any substation site does not allow for flexibility in upgrading the existing system to meet current and future needs while limiting environmental and community impacts by making full use of the existing sites.

**Port Madison Substation:** The Port Madison Substation site is currently 75 percent developed. The improvements identified within the next 10 year planning horizon can be accommodated within the existing substation yard footprint. These improvements do not trigger over 800 square feet of new impervious surfaces on the site or 7,000 square feet of land disturbing activity. Therefore, compliance with the ARPA regulations is not triggered. This should sustain substation operations for the next 10 -20 year planning period.

**Substation Capacity Improvements:** If the Murden Cove Substation site retains the R-2 zoning designation, the BESS cannot be accommodated on the site and would have to be sited elsewhere. Assuming the Winslow Substation retains the R-0.4 zoning designation, the BESS could not be located on that site. Port Madison Substation does not have enough land area for inclusion of the battery at that site, regardless of the zoning designation. Based on land availability on Bainbridge Island, a green field site that is located within low density residential zoning (R-0.4, R-1, or R-2) would be a likely location.

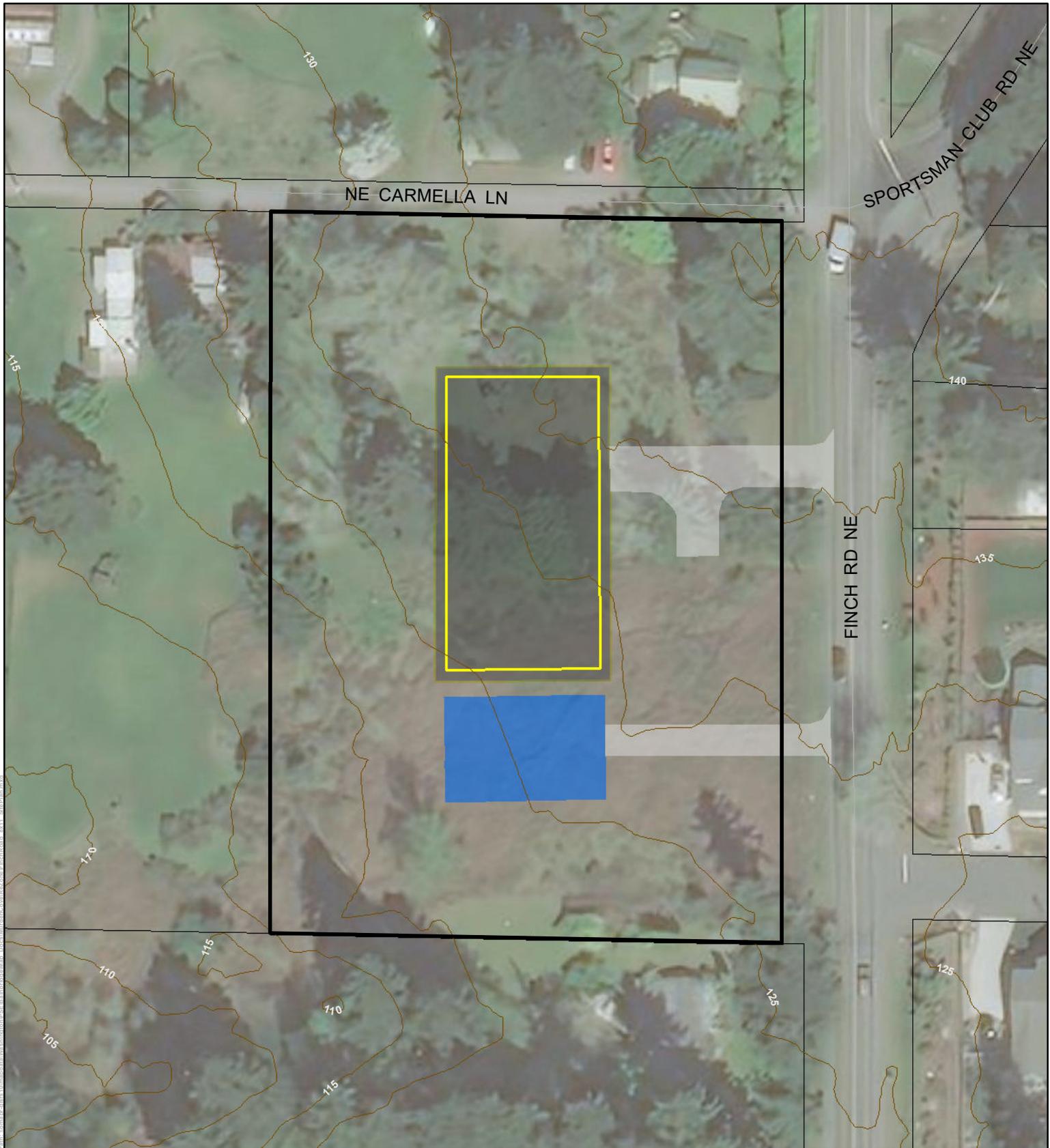
For hypothetical purposes, PSE analyzed a 1.79 acre site at the intersection of Finch Road and NE Carmella Lane as a potential BESS green field site since PSE owns the property. The site is zoned R-1; therefore ARPA regulations would apply. For illustrative purposes, an approximate footprint for the BESS and associated improvements were placed on the site. This is a high level estimate of what would actually be required and does not reflect detailed engineering. An approximate 6,450 square foot expansion footprint for the BESS that could be accommodated at the Murden Cove or Winslow Substation sites was increased by approximately 45 percent to create a hypothetical BESS development area on the PSE green field site (Figure 2: Illustrative Site Plan) and footprints for additional required improvements such as access driveways and a stormwater feature were added. The BESS pad is larger due to additional improvements such as a control house that would otherwise be provided as a component of the Murden Cove or Winslow Substation site station yard. A green field site of this approximate size (1.79 acres) or larger would be needed in order to meet the ARPA standards for siting the BESS on a low density residential site. This does not account for the potential for critical areas or other site features that may impact site layout.

In order for the BESS to serve the intended function, new distribution system feeder infrastructure would have to be installed to the site. This would entail building approximately 1.5 miles of new distribution lines that would be otherwise unneeded if the BESS were accommodated at the Murden Cove Substation or Winslow Substation sites. Ultimately, moving the BESS to a green field location will result in greater impact due to the need to clear a new site and provide redundant improvements, including a control house, access driveways and a site stormwater feature.

**Transmission Line Reliability:** The inability to expand the existing substation yard at both Murden Cove and Winslow Substation sites to accommodate transmission line improvements with the associated Murden Cove - Winslow 115 kV transmission line would preclude the transmission line from being connected to the existing substations. If the improvements needed to connect the new transmission to the Murden Cove and Winslow Substations cannot be installed at the existing substation sites, then the loop cannot be completed. The substations in their entirety would have to move to

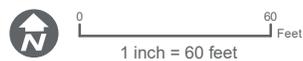
other, larger sites. If the substations moved, the associated linear infrastructure would also need to be relocated. This includes the 2 transmission lines connected to each substation as well as the distribution feeders that are connected to each substation and serve the community (see Figure 2: Substation and Transmission Line Interconnection). Since the substations are sited based on electric load need on the island together with proximity to transmission and distribution infrastructure, any new substation sites would need to be in close proximity to the existing sites. Simply stated, if PSE cannot rezone the current substation sites, moving the substations to alternative site locations also requires rerouting the transmission lines (existing and proposed) and distribution lines connected to the existing substations.

Based on land availability in the vicinity of the sites (Figure 3 and 4: Existing Land Use), a new substation site would likely be located within another low density residential zoning district. For a site subject to the ARPA requirements (within the R-0.4, R-1 or R-2 zoning districts), a site over 2 acres in size would need to be acquired. This does not account for potential site characteristics such as stream or wetland critical areas or buffers, site topography, site configuration or other factors that may impact the ability to develop the site. If a site were acquired that located within a zoning district that did not require ARPA compliance, it is likely that another use would need to be displaced as there is little undeveloped land located outside of the R-0.4, R-1 and R-2 zoning districts. In any case, relocation of either substation would incur substantial impact beyond that resulting from making use of expansion area on the existing substation sites. Impacts may include significant cost to acquire new property, install improvements on the new site as well as reconfiguration the transmission and distribution infrastructure serving each site, and decommission the existing facilities. Additionally, site improvements beyond the substation yard would need to be installed at the new sites including access driveways, stormwater features and landscaping improvements at a minimum. Because this approach is far more impactful and costly, it is not under consideration by PSE at this time.



- Site Boundary
- Approximate Driveway
- Approximate Stormwater Feature
- Approximate BESS Footprint
- Contour (5ft)
- Kitsap County Parcels
- Local Roads

**This is a hypothetical scenario for illustrative purposes and not a development proposal.**



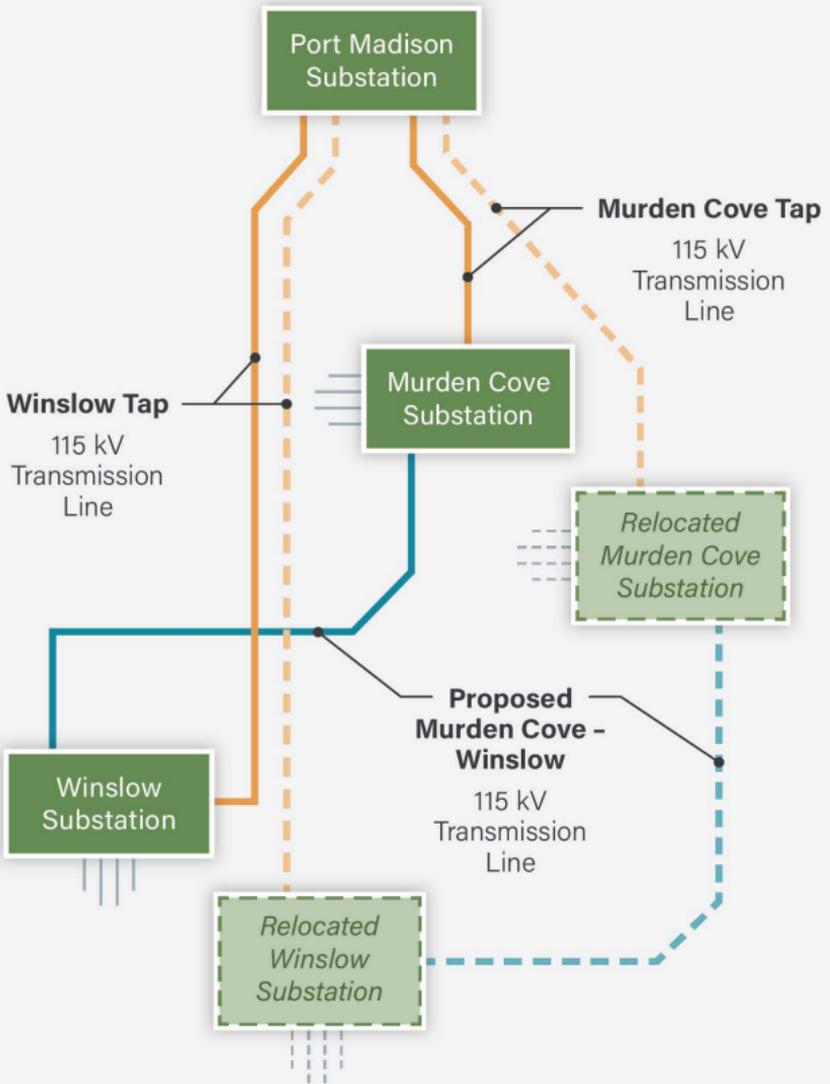
**FIGURE 1**  
**ILLUSTRATIVE SITE PLAN**  
**BATTERY ENERGY STORAGE**  
**SYSTEM (BESS)**

**PARCEL: 272502-2-073-2002**  
**7580 FINCH RD NE**

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.

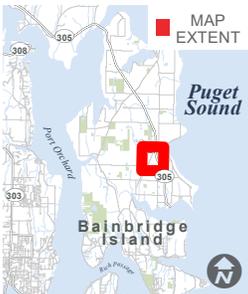
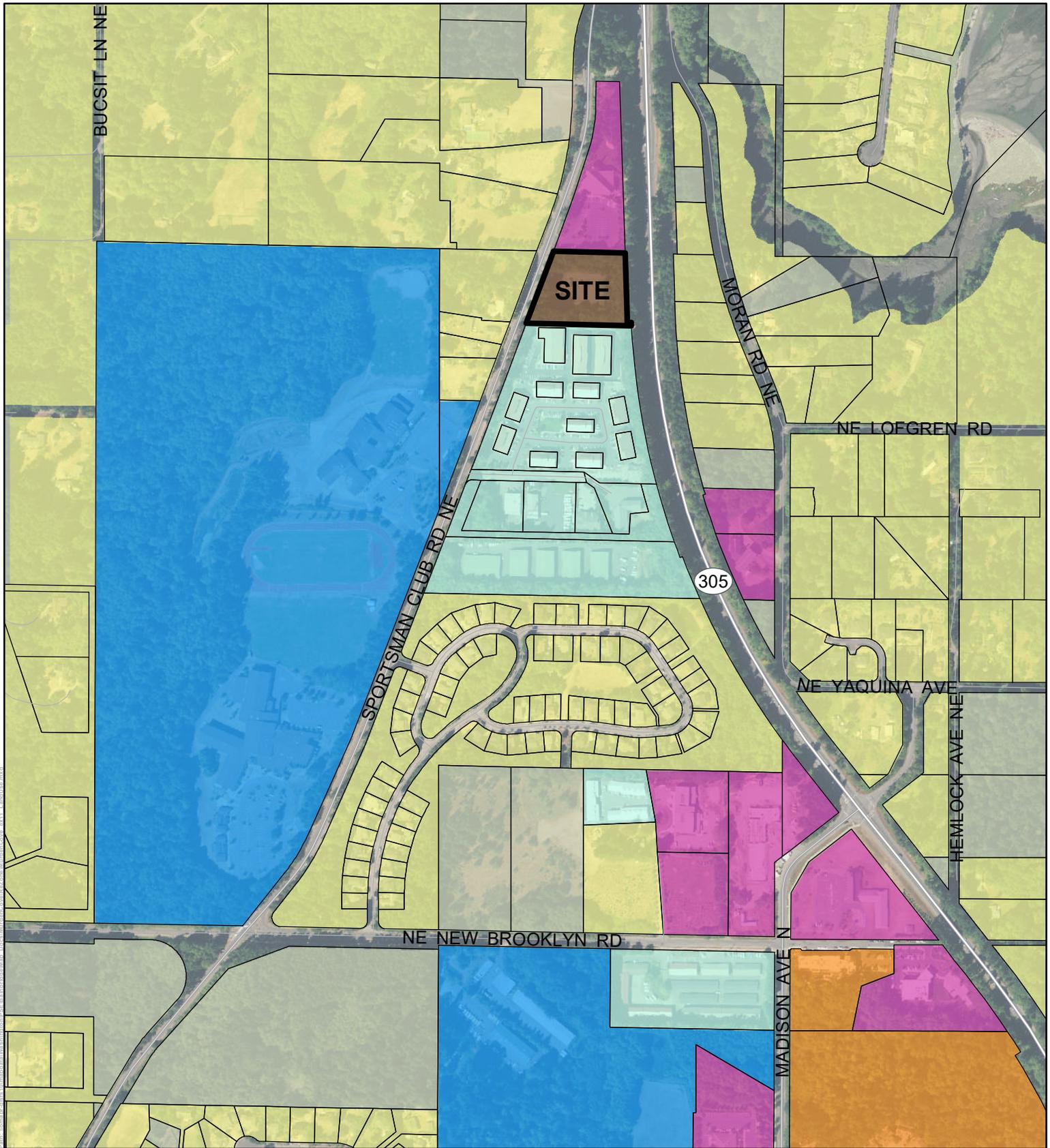
FIGURE 2

# Substation and Transmission Line Location Interconnection

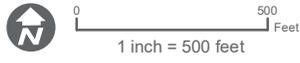


## LEGEND

- Existing 115 kV transmission line
- - - Relocated 115 kV transmission line
- Proposed 115 kV transmission line
- - - Relocated Proposed 115 kV transmission line
- Distribution Lines
- - - Relocated Distribution Lines



- Site Boundary
- Kitsap County Parcels
- State Route
- Major Roads
- Local Roads
- Community Facility
- Multi-family Residential
- Single-family Residential
- Commercial
- Utilities
- School
- Undeveloped



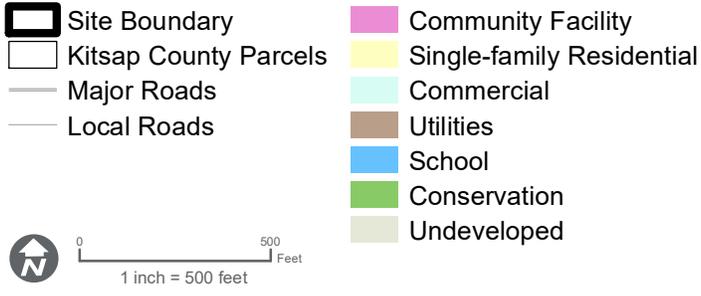
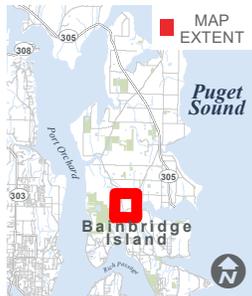
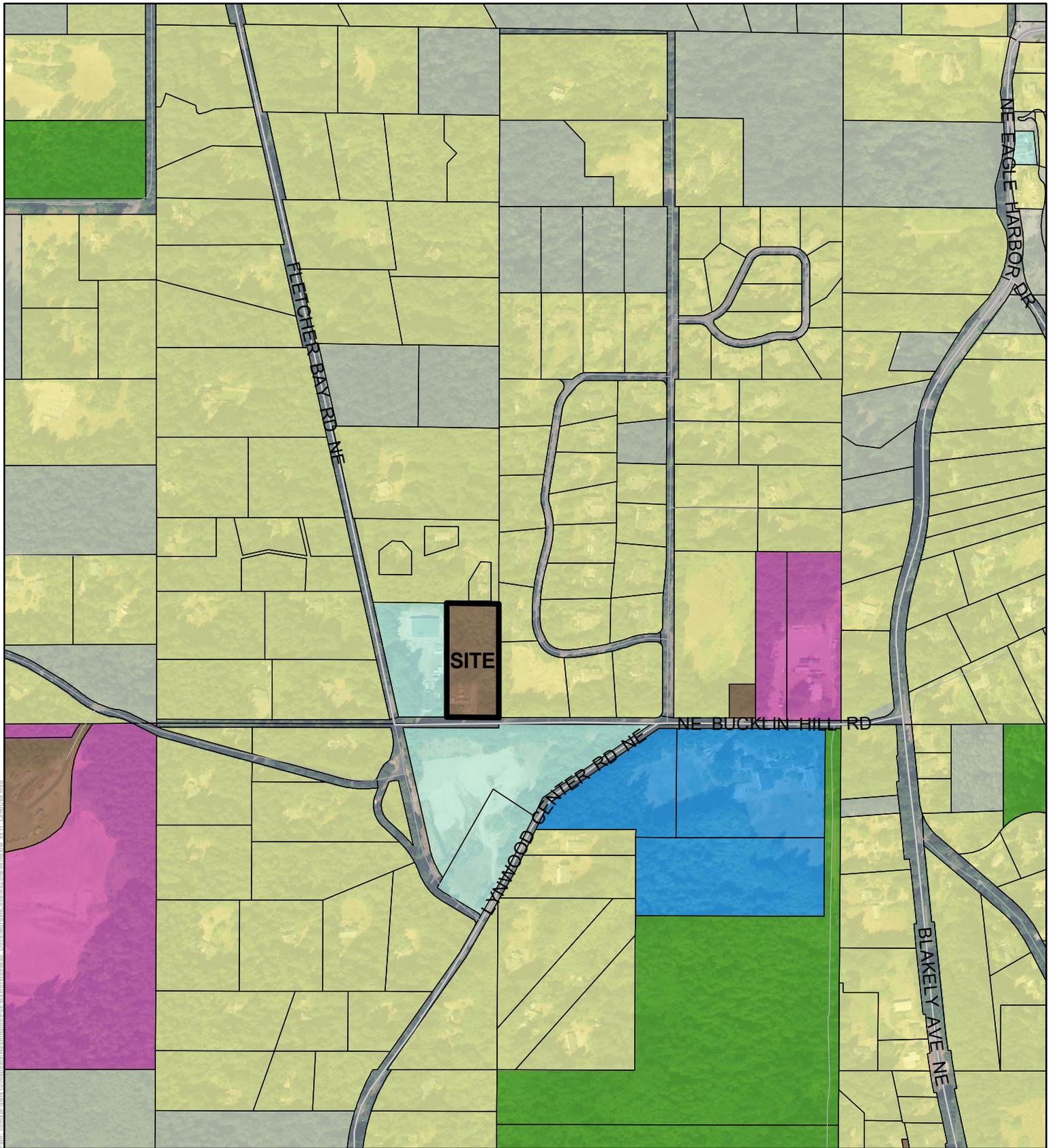
**Figure 3: EXISTING LAND USE**

**MURDEN COVE SUBSTATION**

**PARCEL: 222502-1-024-2009**  
**9582 SPORTSMAN CLUB RD NE**

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.



**Figure 4: EXISTING LAND USE**

**WINSLOW SUBSTATION**

**PARCEL: 4178-000-028-0204**  
**NE BUCKLIN HILL RD**

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.



## Port Madison Substation Comprehensive Plan Map Amendment Request and Decision Criteria Compliance Narrative

### Comprehensive Plan Map Amendment Request

Puget Sound Energy (PSE) is requesting a change in the land use designation for the Port Madison Substation site located at the intersection of NE Day Road West and SR-305 (Parcel #032502-3-013-2001). Per the Future Land Use Map (Figure LU-5) in the Comprehensive Plan, the land use designation for the site is Residential 0.4 (R-0.4). PSE is requesting that this designation be changed to Business/Industrial (B/I).

The Port Madison Substation is one of three substations on Bainbridge Island that distribute electricity to homes and businesses within the community. Two transmission lines, Port Madison Tap and Foss Corner-Port Madison 115 kV lines, bring power to the Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation. Electricity is then transferred to the other two substations on the Island via two radial transmission lines.

The long established utility facility use of the parcel as well as adjacency of B/I designated parcels support changing the substation parcel designation. Port Madison Substation was constructed on the site in 1954 under the jurisdiction of unincorporated Kitsap County. It was the first substation constructed on Bainbridge Island and has continued to be a consistent element of the community's infrastructure. The site was annexed into the City of Bainbridge Island when it was incorporated in 1991. To the northeast of the triangular substation site is the Day Road Business Park constructed in the 1980s. The business park property is zoned B/I with the Comprehensive Plan Future Land Use Map designation also being B/I. Additional B/I designated properties within the vicinity of the site includes a large business park complex on the north and south sides of NE Day Road West to SR-305 which includes the Day Road Business Park and a business industrial property on the east side of SR-305. The intersection of NE Day Road West and SR-305 is designated as the Day Road Industrial Center in Figure LU-3 *Island-wide Land Use Concept* of the City of Bainbridge Island Comprehensive Plan. The Comprehensive Plan includes a land use vision for 2036 that states:

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

PSE (formerly Puget Sound Power & Light – Puget Power) acquired the Port Madison Substation site with the expectation that as the community grew, the substation and associated PSE facilities would be

expanded and upgraded to accommodate capacity and reliability needs. The substation footprint has not significantly changed since it was constructed in the 1950s. The current Comprehensive Plan designation is not conducive to supporting the long-term needs of the community. The R-0.4 designation focuses on low density residential development and conservation; but does not reflect the long-term utility use of the site. The current land use designation is also inconsistent with PSE's statutory duty to serve the community with essential infrastructure and electrical service whereas the B/I designation is consistent with this long-term need.

PSE's Strategic System Planning department has determined aging infrastructure needs to be replaced at the Port Madison Substation in the immediate future (planned 2022 construction). This includes replacing the existing control house and associated equipment within the existing substation fenced yard. The site zoning of R-0.4 will accommodate these improvements. Long-term projections (beyond 10-years) indicate the potential need to expand the Port Madison Substation to accommodate electrical demand from Bainbridge Island customers in the future. The current zoning requirements do not provide potential flexibility to upgrade and expand the substation in the future. In order to rezone the site from R-0.4 to B/I, an amendment to the Future Land Use Map in the Comprehensive Plan is required to also designate the site as B/I.

**BIMC 2.16.190.D. Map Amendments.** Changes to the land use map may only be approved if the proponent has demonstrated that all of the following are true:

1. The designation is in conformance with the appropriate land use designation purpose statement identified in the comprehensive plan; and

**Response:** The purpose for the Business/Industrial designation provided in the Comprehensive Plan is:

*Provide appropriate Business/Industrial zoned land to create opportunities for new businesses and expansion of existing land businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.*

The Port Madison Substation site is a developed substation site located directly adjacent to and across NE Day Road West and SR-305 from other business industrial uses (see Existing Zoning map). The parcel location is better suited to be absorbed in the business industrial designation of the adjacent parcels than to be a stand-alone low-density residential parcel on the corner of a busy intersection with a state highway. The property has been used as a substation site since the early 1950s and will continue to be part of PSE's electrical infrastructure on the Island indefinitely. The substation function is more aligned with a low-impact industrial activity than with a low-density residential use. The visual impacts of the substation site will not change and they are consistent with the look and feel of the surrounding industrial uses.

2. The map amendment or site is suitable for the proposed designation; and

**Response:** The site is already developed with an electrical substation that has been in service since 1954, which predates the City’s incorporation and much of the adjacent development. The site directly abuts business park uses that are designated in the Comprehensive Plan and zoned as Business/Industrial. The site is currently a stand-alone low-density residential parcel at the intersection of NE Day Road West and SR-305 and the site designation and zoning are not consistent with its current and continued use of the site. Continued use of this parcel as a substation utility facility will not interfere with or be incompatible with nearby residential uses as confirmed by the longtime collocation of these uses. Accordingly, the map amendment and site are both suitable for the proposed designation.

3. The map amendment implements applicable comprehensive plan policies better than the current map designation.

**Response:** The map amendment will implement applicable comprehensive plan policies better than the current map designation. The current map designation of low-density residential (R-0.4) aligns with comprehensive plan policies focused on low impact development and conservation:

*Develop context-sensitive regulations for residential development in areas designated R-2, R-1, or R-0.4, in order to limit clearing, soil disturbance, promote low impact development and reconcile development and conservation (Goal LU-14).*

This goal is supported by associated Residential District policies:

**Policy LU 14.1:** The Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.

**Response:** The existing substation use is not indicative of less intensive residential development nor agricultural or forestry uses.

**Policy LU 14.2:** Encourage residential development that is compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.

**Response:** The substation site maintains appropriate landscape buffers; however the use itself is not compatible with open space preservation, forestry or agricultural activities. The site is nearly 75 percent developed with the substation yard and associated driveways and substation shoulder.

Whereas policies that support the Business/Industrial map designation are more appropriate for the substation use:

**Policy LU 10.1:** The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

**Response:** Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

**Policy LU 10.4:** Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

**Response:** The substation use does not require water or wastewater utilities and can be supported by existing transportation, fire and storm drainage facilities.

**Policy LU 10.6:** Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

**Response:** The substation use does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. Residentially zoned property south of the site across NE Day Road West is encumbered by a conservation easement and the residence is set back significantly from the road. The existing substation site is screened from NE Day Road West and SR-305 by significant vegetation. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by City of Bainbridge Island noise regulations.

**Policy LU 10.7:** B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

**Response:** The substation site maintains an existing landscape screen from NE Day Road West as well as SR-305. Any future site development would maintain existing screening from NE Day Road West and comply with other applicable screening requirements.

**Policy LU 10.8:** Discourage the inappropriate designation of isolated Business/Industrial Districts.

**Response:** The designation of the site as Business/Industrial is consistent with surrounding designations. The substation site is surrounded by existing Business/Industrial designated property; including to the northwest, southwest, and east of SR-305.

**Policy LU 10.9:** Isolated B/I activities are designated to reflect historical use and the designation shall not be expanded.

**Response:** Designation of the site as Business/Industrial would not represent an isolated designation. Business/Industrial is an appropriate designation for the historic use of the property.

The proposed Comprehensive Plan map amendment also complies with Electrical Utility goals and policies in the Comprehensive Plan.

**Goal U-1:** Ensure that reliable utility services are available to all Bainbridge Island residents.

**Response:** Without the Comprehensive Plan map amendment for the Port Madison Substation site, flexibility to provide reliable utility services to all Bainbridge Island residents in the long-term is uncertain.

**Goal U-3:** Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

**Response:** Without the Comprehensive Plan map amendment to change the designation from R-0.4 to B/I, future substation deficiencies cannot be addressed to meet long-term capacity needs.

**Goal U-5:** Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**Response:** Changing the comprehensive plan designation of the site from R-0.4 to B/I will allow flexibility for future upgrades and improvements at the substation site.

**BIMC 2.16.190.H. Decision Criteria.** The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

1. Compliance with Law. Amendments to the comprehensive plan shall comply with Growth Management Act and other state and federal laws.

**Response:** The proposed comprehensive plan map amendment is consistent with the Growth Management Act (GMA) and other state and federal laws. Providing adequate public facilities and services within urban growth areas is a cornerstone goal of the GMA as reflected by the inclusion of a mandatory Utilities Element in the Comprehensive Plan. RCW 80.28.110 outlines PSE's duty to serve customers with electricity. The Washington Utilities and Transportation Commission (WUTC) regulates PSE and other investor owned-utilities in Washington State to ensure safe and reliable service to customers at reasonable rates through laws and tariffs. PSE is also regulated by the North American Electric Reliability Corporation (NERC) which assures reliability and security of the electrical grid nationwide. The comprehensive plan amendment

will ensure PSE's continued compliance with applicable state and federal regulations related to power delivery.

2. Resources.

- a. The city must have the resources, including staff and budget, necessary to implement the proposal.

**Response:** Changing the future land use designation of the Port Madison Substation site from R-0.4 to B/I provides for a change to a designation that better reflects the existing use on the site and will not result in the need for city resources beyond normal operation.

- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.

**Response:** Changing the future land use designation of the substation site will not result in development that has a significant adverse effects on community resources. The existing site provides infrastructure to serve a basic need for the community in providing electricity. Needed stormwater infrastructure is situated on site and the substation does not use other utilities, transportation resources (beyond occasional maintenance visits), schools or parks.

- c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.

**Response:** The proposed amendment will support the city's ability to provide the full range of public facilities and services at the planned level of service by supporting the electrical needs of the community as the community continues to grow.

3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.

**Response:** The designation change for the site on the future land use map will have a positive impact on growth projection consistency. The existing land use is not consistent with the current designation of R-0.4. Changing the designation to B/I will allow flexibility for PSE to continue to upgrade and expand the substation to serve the existing community in the long-term and support further growth on the Island.

4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

**Response:** PSE is requesting amendments to change the existing designation of our 3 substation sites from low-density residential (R-0.4 and R-2) to Business/Industrial (B/I). The cumulative effect of this change will not impact existing comprehensive plan text, development regulations, capital facilities, adopted environmental policies or any other implementation measures applicable to the sites. The change will also not result in a change in the pattern of adjacent development and land uses. The change in designation will allow the sites that are already developed with electric utility infrastructure to continue to be upgraded and expanded to support the electrical needs of the community.



**Port Madison Substation Site-Specific Rezone Request  
and Decision Criteria Compliance Narrative**

**Site-Specific Rezone Request**

Puget Sound Energy is requesting that the zoning designation for the Port Madison Substation be changed from Residential 0.4 (R-0.4) to Business/Industrial (B/I). This request is concurrent with PSE’s application for a Comprehensive Plan map amendment for the same site. The Port Madison Substation site is a 1.23 acre parcel located at the intersection of NE Day Road West and SR-305 (Parcel #032502-3-013-2001). The substation was originally established on the site in 1954 when the property was located within unincorporated Kitsap County. Since 1954, the zoning standards and requirements for low-density residential zoning have changed; in some cases making the site non-conforming with current regulations.

PSE is requesting that the property be rezoned to better align with the continued use of the site as an electrical substation that can serve the growing electrical needs of the Bainbridge Island community. As the community’s electrical needs grow, PSE will continue to upgrade and expand existing infrastructure on the site to ensure capacity and reliability needs are met.

PSE’s Strategic System Planning department has identified an immediate need to replace aging substation infrastructure including replacing the existing control house and associated equipment within the substation fenced yard. These improvements can be accommodated under the current R-0.4 zoning regulations. Long-term projections (beyond 10-years) indicated the potential need to expand the Port Madison Substation to ensure station reliability. Current zoning requirements do not accommodate this expansion, particularly due to the Aquifer Recharge Protection Area (ARPA) requirements that focus on low-density residential land conservation, including properties within the R-0.4 zone.

**Table 1: Port Madison Substation: Comparison of Development Standards Between Zones**

	<b>Requirement</b>	<b>Current Dimension</b>	<b>R-0.4 Zone</b>	<b>B/I Zone</b>
<b>South:</b> NE Day Road West (R-0.4)	Front setback	27 feet	25 feet	50 feet/35 feet min.
	Landscape screen	23 feet min.	25 feet partial screen/15 feet min.	50 feet full screen/35 feet min.
<b>Northwest:</b>	Side setback	15 feet	15 feet	10 feet

Business Park (B/I)	Landscape screen	10 feet full screen	20 feet partial screen/10 feet min.	0 feet
<b>West:</b> SR-305	Setback	26 feet min.	25 feet	50 feet
	Landscape screen	21 feet min. full screen	50 feet full screen	50 feet full screen
<b>R-0.4</b>	Aquifer Recharge Protection Area (ARPA) developable area	74.6 percent	35 percent	N/A

As shown in the table above, if the Port Madison Substation site is rezoned to B/I, the setback and landscape buffer requirements along the south side of the site would increase to a 50 feet requirement (minimum 35 feet), however the use intensity and relationship to land uses in the vicinity will not change. The setback and landscape screening requirements along the adjacent B/I zoned property line would decrease and the landscape buffer requirement adjacent to SR-305 would be retained as it does not correlate with the site zoning.

**BIMC 2.16.140 Site Specific Rezones**

H. Decision Criteria. The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove, or approve with conditions:

- 1. The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located; and

**Response:** The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located. The Port Madison Substation sits on a triangular parcel that is surrounded to the east and south by SR-305 and NE Day Road West respectively and business industrial development to the northwest. The parcel has been used for an electrical substation since 1954 and is a fixture of the community’s electrical infrastructure on the Island. The site-specific rezone from R-0.4 to B/I zoning will bring the zoning of the site into alignment with the current and continued use of the site for electrical infrastructure. The rezone will not affect future development in the vicinity of the substation as it in no way inhibits adjacent parcel uses.

- 2. The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of the need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property; and

**Response:** The site-specific rezone is warranted to bring the site zoning into alignment with the actual use of the site and to provide reasonable flexibility to provide needed upgrades to meet current and future electricity demand on Bainbridge Island. This flexibility is needed to meet changing demands for electricity in the long-term. Low density residential zoning is tailored

toward single-family residential development that incorporates conservation of natural resources and open space and preservation of agricultural and forestry uses. An electrical substation use is better suited within a zoning district that supports non-residential development that can continue to be upgraded and expanded to meet the needs of the community. Since the substation was established on the site in 1954, the City of Bainbridge Island was incorporated in 1991. Consistent with the Comprehensive Plan policies, code and regulations applicable to low density residential development have been added and modified and are not well suited for a utility use.

3. The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation; and

**Response:** The substation site is suitable for continued use and expansion of the electrical substation use under the provision of the zoning standards applicable to the B/I. As demonstrated in Table 1, the substation use generally conforms to the B/I site dimensional standards and will not further impact adjacent uses through a change in zoning designation.

4. The property will be served by adequate public facilities, including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned; and

**Response:** The property is currently served by adequate public facilities, including roads and fire protection. Water and sewage disposal are not needed for the substation use.

5. The site-specific rezone is in accordance with the comprehensive plan; and

**Response:** The site-specific rezone is in accordance with the comprehensive plan as demonstrated by compliance with applicable goals and policies for electrical utilities and the B/I zoning district.

#### **Electrical Utility Goals and Policies**

**Goal U-1:** Ensure that reliable utility services are available to all Bainbridge Island residents.

**Response:** Flexibility to continue the use of the site for a substation and the potential to upgrade the site absent compliance with ARPA standards provides assurance for continued reliability of utility services.

**Goal U-3:** Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

**Response:** Flexibility to continue the use of the site for a substation and the potential to upgrade the site absent compliance with ARPA standards provides assurance for continued capacity improvements to meet future demands.

#### **Business/Industrial Policies**

**Policy LU 10.1:** The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

**Response:** Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

**Policy LU 10.4:** Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

**Response:** The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

**Policy LU 10.6:** Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

**Response:** The substation use is compatible with B/I district performance standards and does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. Residentially zoned property south of the site across NE Day Road West is encumbered by a conservation easement and the residence is set back significantly from the road. The existing substation site is screened from NE Day Road West and SR-305 with significant vegetation. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by City of Bainbridge Island noise regulations.

**Policy LU 10.7:** B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

**Response:** The substation site maintains an existing landscape screen from NE Day Road West as well as SR-305. Any future site development would maintain landscape screening from NE Day Road West and SR-305 and comply with other applicable screening requirements.

6. The site-specific rezone complies with all other applicable criteria and standards of the city; and

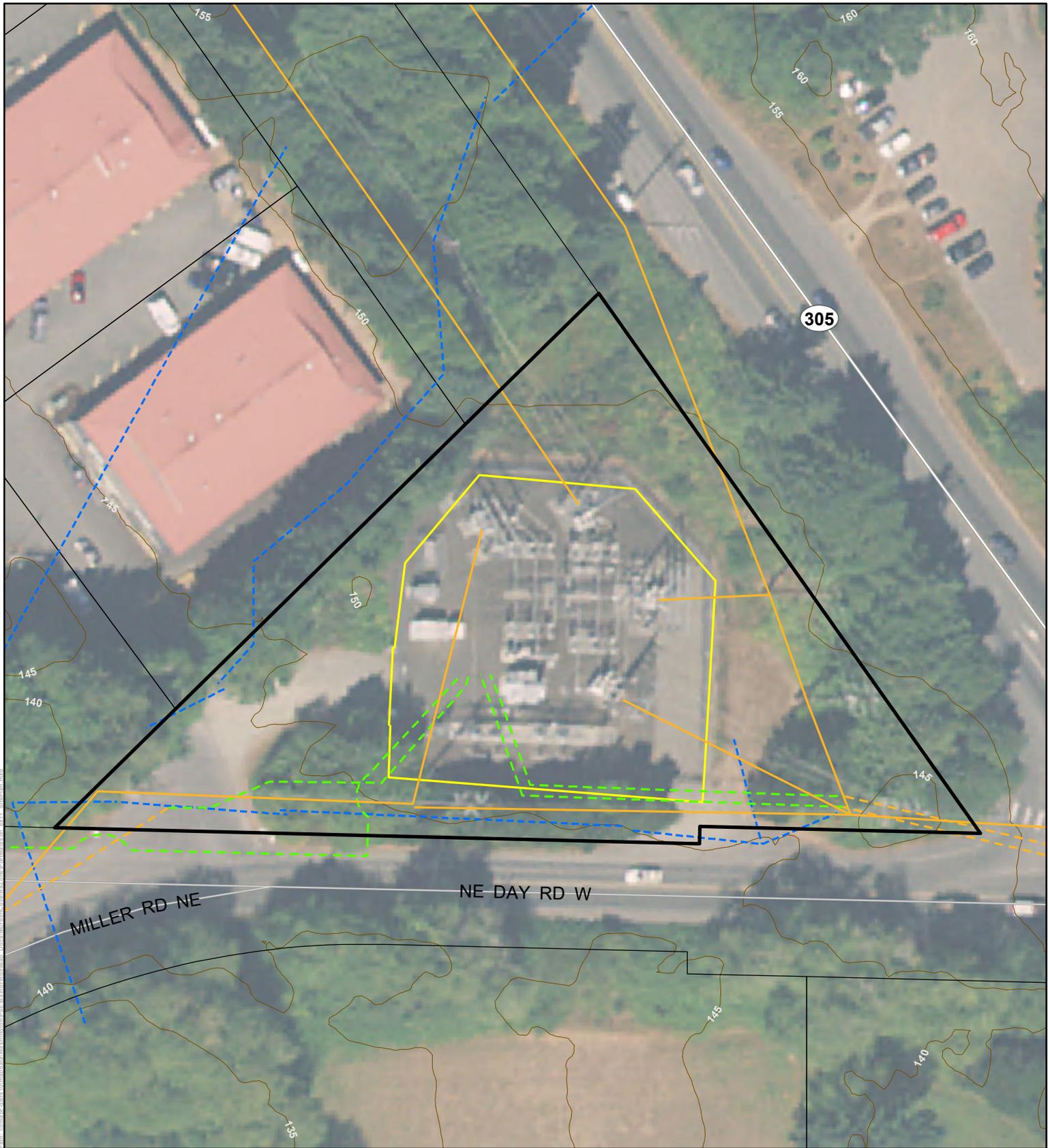
**Response:** Rezoning the Port Madison Substation site from R-0.4 to B/I would generally not change the substation uses compliance with all other applicable criteria and standards of the city. Electrical substations fall under the definition of primary utilities within the Bainbridge Island Municipal Code (BIMC). The development standards for primary utilities are generally those of the underlying zoning district. Other applicable code standards will apply at the time of site development permit review, including application of noise standards (both construction and operational), landscape buffers, and stormwater regulations. The site is generally compliant with these standards and will continue to be compliant with a change in zoning from R-0.4 to B/I, except for the landscape buffer requirement adjacent to NE Day Road West will increase. The site use intensity and relationship to adjacent uses will not change with the change in zoning.

7. The site-specific rezone would not devalue the surrounding or nearby properties; and

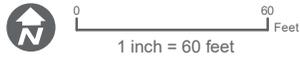
**Response:** The site-specific rezone would not devalue the surrounding or nearby properties. The use of the site for an electrical substation and its associated impacts to surrounding properties and their land uses will not change.

8. The site-specific rezone will not result in adverse environmental consequence.

**Response:** The site-specific rezone will not result in adverse environmental consequences. The use of the site for an electrical substation and its associated impacts on the environment will not change.



- Site Boundary
- Fence Line
- Transmission Line
- Overhead Distribution Line
- Underground Distribution Cable
- Stormwater
- Contour (5ft)
- Kitsap County Parcels
- State Route
- Major Roads



**SITE PLAN**  
**PORT MADISON SUBSTATION**  
**PARCEL: 032502-3-013-2001**  
**NE DAY RD W**

SOURCES: Wetlands, streams, and roads - City of Bainbridge Island (2019), Aerial - City of Bainbridge Island (2017) Online.

## Kelly Tayara

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**From:** Kelly Tayara  
**Sent:** Tuesday, May 31, 2022 10:52 AM  
**To:** Kriner, Kerry  
**Cc:** elizabethlynndoll@gmail.com  
**Subject:** RE: Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications

Hello,

Thank you for forwarding this public comment. The comment was caught in the City's spam filter, and I will upload it as public comment on the application. Future correspondence from Ms. Doll will be allowed through.



**KELLY TAYARA**  
**Senior Planner**

206.780.3787 (office)

Planning Department [pcd@bainbridge.wa.gov](mailto:pcd@bainbridge.wa.gov) 206.780.3750  
City Website [www.bainbridgewa.gov](http://www.bainbridgewa.gov)

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**From:** Kriner, Kerry <Kerry.Kriner@pse.com>  
**Sent:** Wednesday, May 18, 2022 12:34 PM  
**To:** Kelly Tayara <ktayara@bainbridgewa.gov>  
**Subject:** FW: Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications

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FYI.

----- Forwarded message -----

**From:** Elizabeth Doll <[elizabethlynndoll@gmail.com](mailto:elizabethlynndoll@gmail.com)>  
**Date:** Tue, May 3, 2022 at 12:39 AM  
**Subject:** Public Comment Re: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications  
**To:** <[pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)>

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**

**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners, and Hearing Examiner,

I am writing to offer comments regarding the Comprehensive Plan Amendment and Site-Specific Rezone applications from PSE: PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. Having lived on the Island for nearly seven years, I am extremely supportive of efforts to improve the reliability and capacity of our electrical grid. In order to make improvements as efficiently as possible, I support the approval of these applications and hope that you will move to approve them as soon as possible.

A community with as many resources as ours should not have such poor utility reliability. My friends frequently joke that we live in a first-world city with developing-world infrastructure. More seriously, power outages present accessibility challenges for my elderly neighbors: no power means no elevators, which traps mobility-challenged seniors in their apartments. This is unacceptable. I live in the Winslow core and power failures are STILL disquietingly common. My job requires reliable power and internet access. It's a travesty that in 2022, reliable power is the item that's still an active issue here.

It is no secret that reliability on Bainbridge needs to be improved and that PSE's Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet Puget Sound Energy's (PSE's) clean energy goals including the planned future electrification of ferries and other transportation on Bainbridge Island, Puget Sound Energy researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE's hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility-scale battery for peak shaving. Tomorrow, PSE's work on Bainbridge may require future upgrades or installation of other low or no-carbon technologies.

PSE is pursuing comprehensive plan amendment and rezone approvals for their three substation properties on Bainbridge to align the zoning of the existing substation sites with PSE's long-term use of the property. The proposed rezones are consistent with the zoning of neighboring businesses adjacent to the substation sites. They also help PSE to limit the need to site utilities in new parcels and make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to our customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. We would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I love Bainbridge and I want to see it continue to improve and thrive. Improved reliability and capacity on the Island will vastly improve my quality of life on the Island. I'm glad to support PSE's attempt to improve reliability and capacity on the Island and encourage the City to support PSE's substation rezone applications and comprehensive plan amendments.

Sincerely,

**Elizabeth Doll** | (360) 689-4927

## Marlene Schubert

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**From:** Carrie Fisher <sea2ogg@yahoo.com>  
**Sent:** Tuesday, May 10, 2022 8:32 PM  
**To:** PCD  
**Subject:** PSE Comprehensive Plan  
**Attachments:** PSESupport1.pdf

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City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

May 10, 2022

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and Hearing Examiner,

I am writing in response to the following Comprehensive Plan Amendment and Site-Specific Rezone applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. In order for PSE to seamlessly move forward on their package of solutions to improve reliability and capacity on the Island, PSE is requesting approval of these applications. I am supportive of PSE's efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE's application forward as expeditiously as possible.

It is no secret that reliability on Bainbridge Island needs to be improved and that PSE's Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet Puget Sound Energy's (PSE's) clean energy goals including the planned future electrification of ferries and other transportation on Bainbridge Island, Puget Sound Energy researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE's hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including: rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility scale battery for peak shaving. Tomorrow, PSE's work on Bainbridge may require future upgrades or installation of other low or no carbon technologies.

I know firsthand the challenges associated with reliability on Bainbridge Island. A recent move to Lynwood from Fort Ward brought awareness of how much wind comes thru Cove areas on this island and these areas in particular need a future plan for non-wired solutions. After a Tornado warning this last year it's hard to not think about what we can do better to improve infrastructure and protect all our residents. Things have improved but we can do better. The City can lead the way in support of this. I see businesses not investing in this concept yet. The Lynwood area has a lot of new construction but businesses such as Pleasant Beach Inn have taken *out* electric car charging stations.

PSE is pursuing comprehensive plan amendment and rezone approvals for their three substation properties on Bainbridge Island to align the zoning of the existing substation sites with PSE's long-term use of the property. The proposed rezones are consistent with the zoning of neighboring businesses

adjacent to the substation sites. They also help PSE to limit the need to site utilities in new parcels and make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to our customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. We would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I want Bainbridge Island to be a place where myself, my family and children can live and grow in for many years to come. Improved reliability and capacity on the Island will improve overall quality of life on the Island. I'm glad to support PSE's attempt to improve reliability and capacity on the Island and encourage the City to support PSEs substation rezone applications and comprehensive plan amendments.

Thank you for your time.

Kind Regards,

Carrie Blunt

## Marlene Schubert

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**From:** Kathy Hansen <kathy.hansen206@gmail.com>  
**Sent:** Thursday, May 12, 2022 10:36 AM  
**To:** PCD  
**Subject:** Support for Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone Applications  
**Attachments:** Support for PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications.docx.pdf

**CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.**

Dear Ms. Tayara,

Please find the attached in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone proposals:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

Thank you,

Kathleen Hansen

1525 Fort Ward Hill Rd NE

Bainbridge Island, WA 98110

206-201-3414

May 12, 2022

City of Bainbridge Island  
Attn: Kelly Tayara  
280 Madison Avenue North  
Bainbridge Island, WA 98110

**Re: Comment in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone Applications**

Dear Ms. Tayara:

I am writing in support of Puget Sound Energy's:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

After listening and commenting at the Planning Commission meeting held on January 13, 2022 and reading the various applications and SEPA checklists, it makes sense to align the zoning to the particular use. The designation of an electric substation as residential only works to hinder the electric improvements that Bainbridge Islanders need and want. The current residential designation is inappropriate for uses now and any planned or future use.

Granting these applications would allow Puget Sound Energy to move forward more quickly with long-overdue electric improvements, would result in similar Business/Industrial designations with adjacent properties and circumvent the need to find new and additional properties to locate additional substations. Commenters with just about everything related to the city, mention retaining vegetation and trees. A larger setback would be required for a Business Industrial designation that would afford even greater protections to area residents.

Searching for alternative sites would only create more delays, more disruption to the environment and create the need for PSE to move infrastructure to another location. Islanders have already gone through the process of discussing a preferred route and that alone has taken several years. Puget Sound Energy has

done its due diligence in finding appropriate solutions to our current energy problems while planning to remain flexible in order to address future needs.

Keep in mind, PSE is not meeting many of its service reliability metrics and a VP confirmed that we have some of the worst reliability in the entire PSE system. This is not a badge of honor. As a city we are not presently poised to meet current or future electric needs. Please approve Puget Sound Energy's Comprehensive Plan Amendment and site-specific rezone applications for the three substations. This past summer we submitted to City Council the signatures of hundreds of residents who signed in support of PSE efforts to improve electric reliability. My HOA, the Rich Passage Estates Homeowners Association sent a similar public comment. Those of us on the South end of Bainbridge serviced by the Winslow Substation don't need or want yet another decade of delay.

Respectfully,

Kathleen Hansen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110

**Renee Argetsinger**

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**From:** winifredperkins25@gmail.com  
**Sent:** Friday, June 17, 2022 2:37 PM  
**To:** PCD  
**Subject:** Comments on PSE's Comp Plan and Rezone Applications  
**Attachments:** Letter of Support Rezone CPA 2022 Final.wgp.docx

CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Attached, please find my comments on the above-referenced applications.

Please feel free to contact me with any questions or comments.

Thank you,  
Winifred Perkins

June 17, 2022

City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and Hearing Examiner,

I am writing in response to the following Comprehensive Plan Amendment and Site-Specific Rezone applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. In order for PSE to move forward on their package of solutions to improve reliability and capacity on Bainbridge Island, PSE is requesting approval of these applications. I am supportive of PSE’s efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE’s application forward as expeditiously as possible.

Reliability on Bainbridge Island needs to be improved and PSE’s Beyond Net Zero goals depend on a reliable grid. To address reliability and capacity issues, as well as meet PSE’s clean energy goals, including the planned future electrification of ferries, and other transportation on Bainbridge Island, PSE researched and developed a package of solutions uniquely designed for Bainbridge Island. Today, PSE’s hybrid solutions package combines new technologies and grid infrastructure of wired and non-wired solutions, including: rebuilding the aging Winslow TAP Transmission Line, building a new transmission line to connect the Murden Cove and Winslow Substations, implementing targeted demand response, and constructing a utility scale battery for peak shaving.

PSE has spent years evaluating and discussing various options to improve electric reliability on Bainbridge Island. The time is long overdue for the implementation of these much-needed improvements. For the past several years PSE has undertaken a widespread informational and educational outreach effort to work with the residents and business on Bainbridge Island to identify alternatives to improve reliability. After receiving input from hundreds of homeowners, businesses and institutions, PSE has carefully selected the alternatives that best meets the environmental, engineering and socio-economic requirements of a majority of stakeholders. The next step in this process is for the City to now approve the comprehensive plan amendment and rezone approvals for their three existing substation properties on

Bainbridge Island to align the zoning of the existing substation sites with PSE's long-term-use of the property. The proposed rezones are consistent with the zoning of neighboring businesses adjacent to the substation sites. They also help PSE make the best use of the existing sites.

PSE must periodically upgrade the substations to provide reliable and safe power to their customers long-term. The substations support the transmission and distribution lines that bring power to homes and businesses. PSE's goal is to use as much of the existing substation properties as possible for upgrades while limiting impacts to the community. An alternative to the comprehensive plan amendments and rezones for the Winslow and Murden Cove sites is for PSE to relocate the substations from their current locations to larger sites to support the needed infrastructure to supply power to the community. This would also result in the need to relocate the infrastructure supported by the existing substations, including distribution and transmission lines. PSE would like to avoid this by using the current substation sites for upgrades and expansions once they are properly zoned for PSE's historical use. Rezoning all three sites is consistent with the Comprehensive Plan land use policies for business/industrial and low-density residential zoning.

I want Bainbridge Island to be a place where myself, my family and children can safely live and grow in for many years to come. Improved reliability and capacity on the Island will improve overall quality of life on the Island and also minimize environmental impacts while affording people a more reliable source of power. I support PSE's proposal to improve reliability and capacity on the Island and encourage the City to support PSEs substation rezone applications and comprehensive plan amendments as out lined in the above-referenced applications.

Sincerely,  
Winifred Perkins  
10120 NE Garibaldi Loop  
Bainbridge Island, WA 98110

## Marlene Schubert

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**From:** Tom Hansen <tom.hansen206@gmail.com>  
**Sent:** Thursday, May 12, 2022 10:55 AM  
**To:** PCD  
**Subject:** Public Comment for PSE Proposals  
**Attachments:** Support for PSE\_CompPlanAmmendement&RezoneApplications.docx

**CAUTION: THIS EMAIL ORIGINATED FROM OUTSIDE THE CITY OF BAINBRIDGE ISLAND EMAIL SYSTEM -Take caution NOT to open attachments or links unless you know the sender AND you were expecting the attachment or the link.**

Dear Ms. Tayara,

Please find the attached public comment in support of Puget Sound Energy's Comprehensive Plan Amendment and Site-Specific Rezone proposals:

- PSE Municipal Code Amendment PLN52234 LDR
- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

Tom Hanen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110  
206-201-3414 / 281-728-4929

**City of Bainbridge Island**  
**Attn: Kelly Tayara**  
**280 Madison Avenue North**  
**Bainbridge Island, WA 98110**

**Re: Comment in support of Puget Sound Energy’s Comprehensive Plan Amendment and Site-Specific Rezone Applications**

Dear Ms. Tayara:

I am writing in support of PSE applications for rezoning the Murden Cove, Port Madison, and Winslow substations from various R-x designations to B/I designations.

- PLN52101 REZ/CPA – Port Madison Substation site
- PLN52149 REZ/CPA – Winslow Substation site
- PLN51703 REZ/CPA – Murden Cove Substation site

The past and current uses, originally permitted by Kitsap County, are inconsistent with current and future uses as rezoned by the City of Bainbridge Island. PSE’s responses clearly meet the City’s Policy and Goals (shown below):

Electrical Utility Goals and Policies

- Ensure that reliable utility services are available to all Bainbridge Island residents
- Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands
- Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment
- Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island

Business/Industrial Policies

- The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island
- Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development
- Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods

- B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer

The City of Bainbridge Island should proceed to issue a Determination of Non-significance (DNS) threshold determination for this request..

Additionally, I support PSE’s request for a change to Critical Area regulations contained in BIMC 16.20.140.G.2 and 16.20.100.E.1 in order to allow for continued maintenance, upgrade and installation of linear electrical distribution and transmission infrastructure.

- PSE Municipal Code Amendment PLN52234 LDR

A blanket restriction regarding Category II wetlands would restrict a public utility from maintaining, upgrading or constructing transmission and distribution infrastructure to meet island utility current and future needs as required by State law.

*“In general, although Category II wetlands may in theory provide higher habitat values than Category III or IV wetlands, the portion of Category II wetlands within the road rights-of-way and within or adjacent to existing cross-country transmission corridors is already subject to the effects of human disturbance, and therefore is likely to provide more limited habitat value than the habitat score alone would indicate.”*

Installing new aerial distribution and transmission lines within or adjacent to road rights-of-way; or as an overbuild or underbuild to an existing aerial primary utility within cross country corridors on easement within Category II wetlands is the best way to minimize the environmental impact while meeting the need for reliable energy and helping to reduce the Island’s Carbon Footprint.

PSE is required to apply the best science available and follow all laws.

*“When PSE maintains or upgrades an existing utility line or installs a new line, they follow federal, state, and local requirements to avoid and minimize wetland impacts to the extent feasible in accordance with the following preferred mitigation sequence, as outlined in the Interagency Guidance on Wetland Mitigation in Washington State (Ecology 2006) and BMC 16.20.030: 1. Avoid the impact altogether by not taking a certain action or parts of an action; 2. Minimize impacts by limiting the degree or magnitude of the action and its implementation by using appropriate technology or by taking affirmative steps to avoid or reduce impacts; 3. Rectify the impact by repairing, rehabilitating, or restoring the affected environment; 4. Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action; 5. Compensate for the impact by replacing, enhancing, or providing substitute resources or environments; and 6. Monitor the impact and take appropriate corrective measures.”*

The City of Bainbridge Island should proceed to issue a Determination of Non-significance (DNS) threshold determination for this request.

PSE has been both transparent and thorough in its public engagement for its Electric Reliability Projects. Personally, I have been skeptical, questioning, and have requested data all through the process and independently formed my own opinions. For those of us that have and continue to participate in community meetings and read the detail material that has been submitted we support PSE. The public comments that do not support electric reliability improvements largely come from individuals who have not participated, naively form an opinion without objectively informing themselves on the details or have been made their comment from a "Not In My Neighborhood" perspective. Many of the comments have acted like "nail strips" to derail the projects. I truly believe that the majority of Islanders are not engaged because of their busy lives or the pandemic but want reliable electricity. The bottom line is that the electric infrastructure on the island is decades old and as a resident of the south end of the island, I do not want to wait decades more for electric reliability improvements.

Tom Hansen  
1525 Fort Ward Hill Rd NE  
Bainbridge Island, WA 98110

City of Bainbridge Island  
ATTN: Planning Department  
280 Madison Avenue N  
Bainbridge Island, WA 98110

*Transmitted via email to: [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)*

**RE: PSE Comprehensive Plan Amendment and Site-Specific Rezone Applications**  
**Port Madison Substation Permit #s PLN52101 REZ/CPA**  
**Winslow Substation Permit #s PLN52149 REZ/CPA**  
**Murden Cove Substation Permit #s PLN51703 REZ/CPA**

Dear Kelly Tayara, Planning Commissioners and City Council,

I am writing in response to the following Comprehensive Plan Amendment (CPA) and Site-Specific Rezone (Rezone) applications from Puget Sound Energy (PSE): PLN52101 REZ/CPA – Port Madison Substation site, PLN52149 REZ/CPA – Winslow Substation site, and PLN51703 REZ/CPA – Murden Cove Substation site. I am supportive of PSE’s efforts to improve reliability and capacity on Bainbridge Island, and encourage the City to move PSE’s application forward before this summer 2023.

As an Internet Service Provider, I am alerted by power outages and disturbances on the PSE distribution system in Kitsap county. We see homes and businesses on Bainbridge restart and go offline with much greater frequency and durations than the truly rural parts of Kitsap such as Seabeck or Hansville.

PSE is at a milestone that has never existed since electrification of Bainbridge; they are unable to execute with confidence on multiple complex plans due to this zoning classification issue. PSE has not had to make major substation improvements on our island in almost 50 years. Our electrical grid is approaching a breaking point; PSE must execute multiple multi-year projects to preserve and stabilize power on the island.

Rezoning all three sites is consistent with the historic use of the properties and the Comprehensive Plan land use policies for business/industrial. These three parcels have been used for industrial purposes long before COBI incorporated these parcels. Delay in rezoning exposes the other 1,800 parcels of Bainbridge to further delay in getting improved electrical service.

### [PLN51703 REZ/CPA – Murden Cove Substation site](#)

The Murden Cove substation is an industrial power site that has provided power to the residents of Bainbridge Island since 1979. Our current usage exceeds the 25MW name plate rating in the winter. In response to the electrification program, PSE and WSF have negotiated a curtailable rate. In the winter at the holiday times, our new electric boats will have an allowed 169 hours of sailings cancelled for lack of recharging facilities. This number will be much higher without the battery system PSE is trying to install but is hamstrung by the zoning issue. These cancellations can only be avoided by adding a transformer, which PSE is not yet planning. PSE cannot with confidence purchase the battery equipment or a bulk transformer without the security of knowing they can schedule to install the equipment in an industrial site setting.

### [PLN52101 REZ/CPA – Port Madison Substation](#)

The Port Madison substation is an industrial power site that has provided power to the residents of Bainbridge Island for almost 70 years. This substation is a significant, complex, pair of industrial sites on one parcel. It will never relocate, nor will the land ever return to a non-power transformation/distribution use. This site accepts two 115kV transmission lines that feed power to Bainbridge Island from across Agate pass. As the island's power needs continue to grow, PSE will have to add another 25MW transformer and distribution gear. Ultimately, if electric vehicles surge on Bainbridge, the transmission line and switchyard facilities will need to be upgraded (to 230kV). Delay in converting this property to business/industrial classification puts the entire population of Bainbridge Island at risk.

### [PLN52149 REZ/CPA – Winslow Substation site](#)

The Winslow Substation is an industrial site that provides power to the entire south end of Bainbridge Island since 1964. The parcel is mostly unused with a very compact substation. The footprint of the station will expand as PSE adds the redundant link and ultimately a second transformer. The site can support a BESS (battery energy storage system) of significant size. However, the adjoining residential development (Stetson Ridge) reduces the likelihood PSE will install a large BESS here even though it would benefit the whole island.

### [4<sup>th</sup> property that needs mention](#)

The 7580 Finch Rd property PSE owns would have been ideal site for the redundant link path routing and as a place to land a BESS as it can address the central core (our urban density area) with distribution lines. PSE is not exploring reclassification at this time. COBI should rezone this B/I for electrical utility use with a condition that if the property is sold it rezones back to residential. This would open the options for PSE to solve our future power constraints in the core high density portion of the island.

Sincerely,  
Stephen VR Hellriegel  
Resident since 1998  
Owner Helldyne, Inc (Electrical Engineering Consulting Firm)  
Owner Net253, LLC (Internet Service Provider)  
Sr. Member, I.E.E.E. Power and Energy Society.

**Stephen  
Hellriegel**

Digitally signed by Stephen Hellriegel  
DN: cn=Stephen Hellriegel, c=US, o=Net253  
LLC, email=steveh@net253.net  
Reason: I attest to the accuracy and integrity  
of this document  
Location: Bainbridge Island WA  
Date: 2023.03.14 10:42:35 -0700

**\*\*\*PLANNING COMMISSION PUBLIC HEARING DRAFT\*\*\***

**ORDINANCE NO. 2023-09**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, amending the Future Land Use Map of the Comprehensive Plan and the City Official Zoning Map to change the land use and zoning designation of a property owned by Puget Sound Energy known as the “Port Madison Substation”.

**WHEREAS**, the City of Bainbridge Island (City) accepts requests to amend the Comprehensive Plan every three years as described in the Comprehensive Plan Amendment (CPA) process established by Bainbridge Island Municipal Code (BIMC) Chapter 2.16.190; and

**WHEREAS**, 2022 was a CPA application year, and the City received five CPA applications during the January and February 2022; and

**WHEREAS**, Puget Sound Energy (PSE) submitted three CPA applications, requesting to change the land use designation of each of its three substations from a residential designation to Business/Industrial (B/I) designation on the City's Future Land Use Map; and

**WHEREAS**, PSE submitted corresponding rezone applications to change the zoning designation of each of its three substations from a residential zone to the B/I zone on the City's Official Zoning Map; and

**WHEREAS**, the PSE Port Madison substation is located at the northwest intersection of Day Road and State Route 305, tax parcel no. 032502-3-013-2001(heretofore called subject property) and PSE has submitted consolidated CPA and Rezone application for this substation, City Permit File PLN52101 REZ/CPA; and

**WHEREAS**, the subject property is currently designated Residential-0.4 and R-0.4 on the City's Future Land Use Map and Official Zoning Map, respectively; and

**WHEREAS**, City staff have analyzed the consolidated CPA and Rezone application for this substation, including the CPA and Site-specific Rezone decision criteria in BIMC 2.16.190 and 2.16.140, respectively, and is recommending approval of the application to the Planning Commission; and

**WHEREAS**, the Planning Commission considered the application and the staff recommendation and at a study session on October 13, 2022; and

**WHEREAS**, the City issued a State Environmental Policy Act (SEPA) Determination of Nonsignificance on October 20, 2022; and

**WHEREAS**, the Planning Commission held a public hearing on Ordinance No. 2023-09 on March 23, 2023, and after closing the public hearing, made a recommendation of \_\_\_\_\_ to the City Council; and

**WHEREAS**, notice proposing adoption of amendments to Comprehensive Plan and development regulations was issued on March 10, 2023, to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council considered Ordinance No. 2023-09; and

**WHEREAS**, on \_\_\_\_\_, 2023, the City Council adopted Ordinance No. 2023-09.

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

**Section 1.** The City Council finds that the PSE Port Madison CPA and Rezone applications, permit numbers PLN52101 REZ/CPA, are in conformance with the Comprehensive Plan, the CPA and Site-specific Rezone decision criteria, and all applicable state laws in effect at the time of approval.

**Section 2.** The Future Land Use Map of the Comprehensive Plan is hereby amended to change the lands use designation of the subject property from Residential-0.4 to Business/Industrial as shown on Exhibit A.

**Section 3.** The City’s Official Zoning Map is hereby amended to change the zoning designation of the subject property from R-0.4 to Business/Industrial as shown on Exhibit B.

**Section 4.** This ordinance shall take effect and be in force five (5) days from its passage and publication as required by law.

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_ 2023.

APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_ 2023.

\_\_\_\_\_  
Brenda Fantroy-Johnson, Mayor

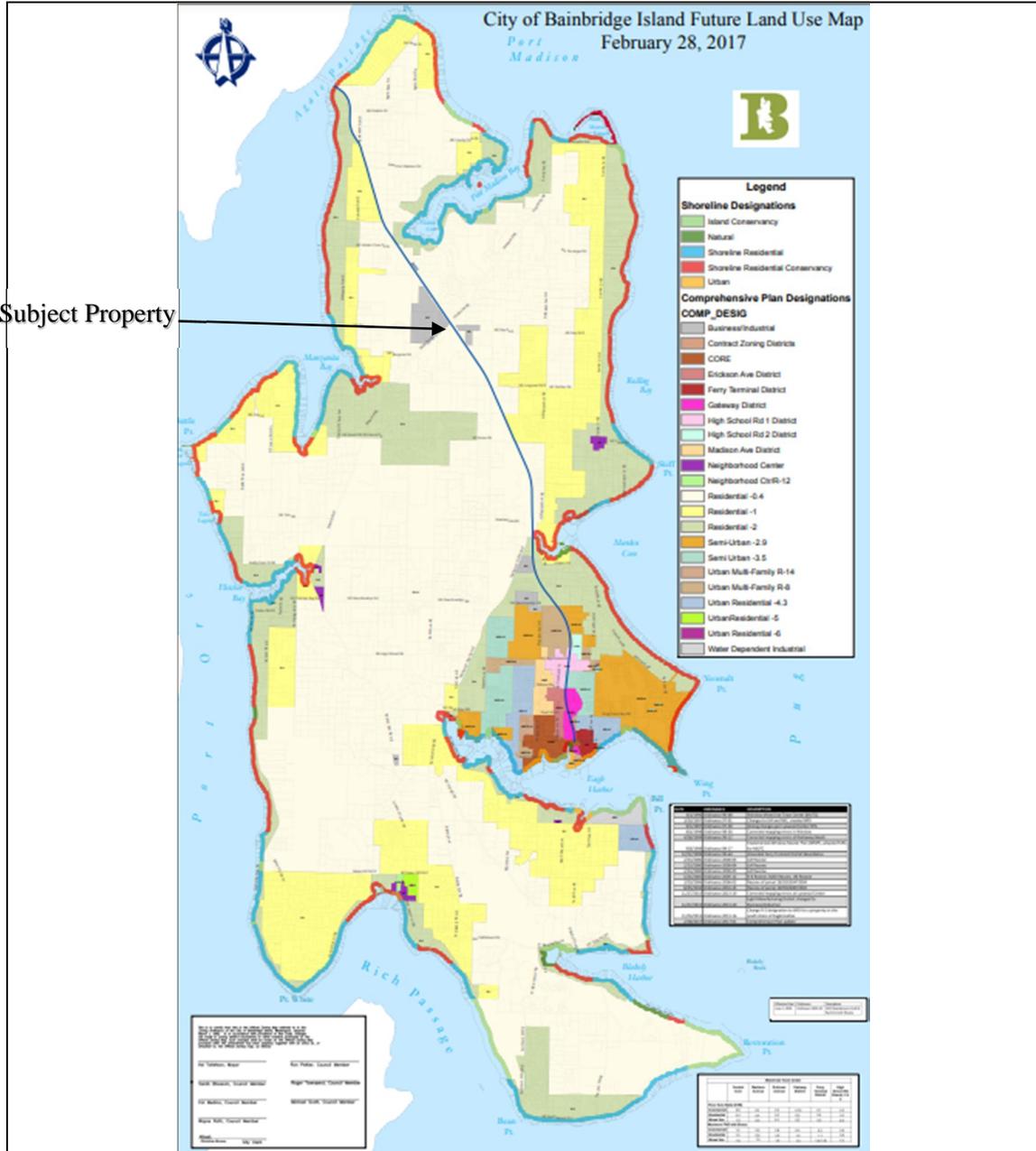
ATTEST/AUTHENTICATE:

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Christine Brown, MMC, City Clerk

FILED WITH THE CITY CLERK: XX, 2023  
PASSED BY THE CITY COUNCIL: XX, 2023  
PUBLISHED: XX, 2023  
EFFECTIVE DATE: XX, 2023;  
ORDINANCE NUMBER: 2023-09

# EXHIBIT A



**EXHIBIT B**

**Zoning Map**

