

The Utility Advisory Committee will hold this meeting in person, in the **City Hall Council Conference Room**. Attendance may be in person or the meeting is also accessible via the Zoom meeting platform.

Remote meeting on Zoom  
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Webinar ID: 834 2630 4914

### **Agenda**

- 1. Call to Order/Roll Call – 5:30 PM**
- 2. Approval of Agenda/Conflict of Interest Disclosure**
- 3. Council Liaison Report**
- 4. Public Comment**

In person public comment is accepted at this time on any topic of public interest. Each commenter will have three minutes, or such amount as the meeting chair determines, to speak. Public comment is not taken on individual agenda items during the meeting. Public comment is simply received by the Utility Advisory Committee, with no response, and the Utility Advisory Committee cannot deliberate on items that are not on the agenda. The lack of comment is not an endorsement or a denial of the comment.

Please refer to guidelines and instructions for public comment, including orderly behavior and civility in remarks, attached below. Remote public comment is allowed with advance notice by 4:00 p.m. on the business day before the meeting to [cityadmin@bainbridgewa.gov](mailto:cityadmin@bainbridgewa.gov), provided that all remote commenters shall be required to display their true name and to keep their camera turned on to show their true uncovered face while delivering their comments.

[Link to Instructions for Public Comment](#)

Utility Advisory Committee meetings are wheelchair accessible. If you require additional ADA accommodations, please contact the Public Works department at 206-842-2016 or [cityadmin@bainbridgewa.gov](mailto:cityadmin@bainbridgewa.gov) by noon on the day preceding the meeting.

**5. Regular Business**

- a) Approval of minutes from the September 18, 2025 meeting – 5 min
- b) Review and finalize draft comments on the Comprehensive Plan Utility Element – 30 min
- c) Review and discuss draft water system coordination memo and prep for December discussion of draft Water System Business Plan – 20 min
- d) Review and comment on 2025 Committee Work Plan Summary and 2026 Work Plan – 15 min
- e) Public Works Update – 10 min
  - a. Water Tank Offline Improvements Update

**6. Good of the Order**

**7. Adjourn**

## UTILITY ADVISORY COMMITTEE

Minutes – September 18, 2025

Meeting called to order by Co-Chair Ted Jones at 5:40 pm

Members Present: Co-Chair Ted Jones,, Wanda Schulze, Andy Maron, Svend Brandt-Ericksen.

Also Present: Chris Wierzbicki, Public Works Director; City Council Liaison Jon Quitsland

1. Agenda. Agenda approved and no conflicts of interest reported.
2. Minutes of June 11, 2025, were approved.
3. Council Liaison Report. Councilmember Quitland reported on the recent council tour of PSE's Murden Cove substation, and the status of the updates to COBI Comprehensive Plan and Winslow Subarea Plan.
4. Utilities Element of Comprehensive Plan. PW Director Wierzbicki had prepared an updated draft of the past Committee members' suggested revisions to the Utilities Element. The Committee then reviewed the draft and discussed many items. Based on the discussion, Director Wierzicki will make further revisions and present it at the next meeting.
5. Public Works Update. Director Wierzbicki reported on the status of construction of the Winslow Water Tank, Head of the Bay road/fish passage/water project, and BIJAEMA water line. He also briefed the Committee on the planned new water line under SR305 at Madison Ave as part of the Winslow Water Tank Off-site Improvements project.

The meeting adjourned at 7:00 p.m.

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Co-Chair

# UTILITIES ELEMENT

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## UTILITIES INTRODUCTION

The *Growth Management Act* requires all comprehensive plans to include a utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to electrical lines, telecommunication lines, drinking water and sewer lines (RCW 36.70A.070(4)). Contrary to some other cities in Washington State, on Bainbridge Island, a multitude of governmental districts and other providers manage utility services – complicating management issues and the public’s understanding of their service provider network.

The City of Bainbridge Island provides sewer and water services to portions of the community. Other public and privately held water and sewer purveyors on the Island also provide services to residents of the City. Private households provide a percentage of the City’s utility infrastructure with individual and on-site wells and septic systems.

A private corporation based on the Island provides solid waste disposal and recycling services to residents and businesses and is regulated by the Washington Utilities and Transportation Commission (WUTC).

Regional telecommunication and electric utilities serve the City of Bainbridge Island. The electric and telecommunication utilities are regulated by the WUTC.

The vision, goals and policies outlined in the Utilities Element are closely related, and in some cases overlap with the Water Resources Element of the Comprehensive Plan.

Commented [CW1]: Make reference to how this section relates to the water resources element, particularly stormwater.

## UTILITIES VISION 2044

The City of Bainbridge Island’s vision for utilities is to ensure that all residents have access to reliable potable water, wastewater processing, and stormwater facilities that prevent flooding and erosion, maximize infiltration and eliminate pollutants before the water enters Puget Sound. The vision also includes resident access to electric power and telecommunications services as well as solid waste and recycling services.

Coordinated water and sewer systems serve the more densely populated areas. In lower density areas, private homes continue to rely on septic systems, and private wells. The City, working with other water purveyors, coordinates a groundwater monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels for present and future generations.

The Groundwater Management Plan, which is informed by best available science, guides the public and private sector decision-making of water supply, stormwater management and sewage. Water use is managed to encourage conservation and limit consumption. Sewer systems provide for the reuse of treated water to recharge aquifers, for irrigation and to reduce outflow into Puget Sound. Tertiary treatment has been implemented to improve water quality in Puget Sound.

Commented [TJ2]: What is the year for our Vision? 2045?

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Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. A Bainbridge Island moderate-risk waste facility encourages the proper disposal of materials such as paints, solvents and cleaners.

The telecommunication and broadband network is readily available for all homes and businesses. Persistent gaps in cell phone coverage have been mostly eliminated.

Hardened utility infrastructure serves emergency neighborhood hubs and disaster response facilities enabling rapid and sustained response to natural disasters and other emergencies that may interrupt the utility and transportation infrastructure.

Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power.

## GOALS & POLICIES

### APPLICABLE TO ALL UTILITIES

#### GOAL U-1

Ensure that reliable utility services are available to all Bainbridge Island residents, regardless of race, ethnicity, and income, and to all businesses and institutions.

#### GOAL U-2

Ensure that the utility services are comparable in terms of cost, quality, and technology to services available in similar jurisdictions in the Puget Sound region.

#### GOAL U-3

Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

#### GOAL U-4

Ensure that the provision of utility services is environmentally responsible and sustainable. Encourage utility services to be carbon neutral and not contribute to climate change.

#### GOAL U-5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

#### GOAL U-6

Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

Commented [CW5]: Consider whether this is needed

Commented [CW6R5]: Kept this

Commented [TJ7]: I feel we should have some words here to address race equity, underserved neighborhoods and low income/senior residents. Lets work on that.

Commented [SB8R7]: Suggested text added for discussion

Commented [CW9R7]: Keep

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#### GOAL U-7

Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

#### GOAL U-8

Cooperate with other jurisdictions and utility providers in planning and implementing utility-related facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.

#### GOAL U-9

Ensure that sufficient City resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility service performance, cost, scope, risk, resilience and opportunity, and by assigning to the Utility Advisory Committee (UAC) or other city organizations the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

#### GOAL U-10

Ensure regular and routine reviews of City-owned utility rates, with a specific focus on equitable outcomes and affordability programs as necessary to meet the needs of all community members.

#### GOAL U-11

Exercise the use of the City's Equity Toolkit evaluation and community engagement process as part of the development and implementation of utility projects and programs to ensure equitable outcomes for customers and the community.

### POTABLE WATER

Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap County Public Utility District, private for-profit water companies, not-for-profit companies or homeowner associations, and private wells (approximately 75% of customers are served by Group A and Group B water systems). All water providers must comply with a variety of federal and state laws and regulations.

#### GOAL U-12

Ensure that adequate, cost effective, and reliable water service is provided to those areas of Bainbridge Island served by public water systems and designated in the Water System Plan for future public water service.

##### Policy U 12.1

Require water utility managers and purveyors to operate in a manner that preserves and protects the water resources of the Island, and lead and inspire those entities to cooperate in a manner that recognizes water resources as a public good.

**Commented [CW10]:** Consider language regarding use of the equity toolkit as part of the project review or other processes. Also, potentially add a focus on resiliency.

**Commented [CW11R10]:** Added goal

**Commented [CW12]:** Determine which elements of utilities to review. Consider how utilities address "performance, cost, scope, risk and opportunity."

**Commented [CW13R12]:** Added

**Commented [CW15]:** Consider adding a percentage for how many customers are served by large water systems/companies

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**Policy U 12.1**

Maintain maps of public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service areas.

**Policy U 12.2**

City should evaluate becoming a state approved Satellite System Management Area (SMA), so the City may elect to provide water system management services to other utility providers.

**Policy U 12.3**

Encourage new development in previously unserved water service areas to connect to existing public water systems. The City should require new water systems to be dedicated to the City, at its discretion.

**Policy U 12.4**

Require engineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the City's rights-of-way to meet standards set forth by the City.

**Policy U 12.5**

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently, economically, and safely, and devote resources to implementation of this policy.

**Policy U 12.6**

Encourage, facilitate, and devote resources to consolidation of water systems, with emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

**Policy U 12.7**

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems under City management or ownership.

**Policy U 12.8**

Implement conservation measures through education and regulation with emphasis on limiting and reducing demand.

**PUBLIC SEWER**

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow area and the Rockaway Beach, Pleasant Beach, and Lynwood areas ("the Southend System.") The other, owned and managed by the Kitsap Public Utility District (KPUD) serves the Fort Ward area.

The service area for the Winslow Public Sewer System is designated in the City's General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment

**Commented [CW19]:** Consider whether this "may" is a "should" - remove at it's discretion

**Commented [CW20R19]:** Added

**Commented [CW21]:** Consider more proactive language here to address the consolidation of systems or the expansion of the public system.

**Commented [TJ22]:** We got that done, right?

**Commented [AM27]:** This clause was proposed by UAC in 2016, but deleted by Planning Commission or City Council.

**Commented [CW28R27]:** Long-term direction

**Commented [CW29R27]:** Keep

**Commented [CW30]:** Make note in this section about the consolidation of SD7 and KPUD

**Commented [CW31R30]:** added

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Plant. The sewer service area for the Southend System is also designated in the City's General Sewer Plan. Treatment for the Southend System occurs at the KPUD wastewater treatment plant pursuant to an interlocal agreement.

### GOAL U-13

**Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.**

#### Policy U 13.1

Emergency service or other minor modifications to sewer service areas may be allowed with approval by the City Council via resolution so long as there is sufficient sewer facility capacity, and, with regard to the Southend System, sewage quality meets the standard outlined in the interlocal agreement with Kitsap County Sewer District #7.

#### Policy U 13.2

Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

#### Policy U 13.3

Sewer connections will not be required where septic systems are fully functional and maintained, except as provided by law.

#### Policy U 13.4

In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries should be evaluated with consideration of impacts to the environment, support for existing development and the expansion of affordable housing options. |

#### Policy U 13.5

When utilities plan, renovate, or build treatment facilities, utilities should consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers. |

#### Policy U 13.6

Improve the quality quantity of effluent discharged to Puget Sound. |

#### Policy U 13.7

Adopt a pre-treatment policy that responds to the specific characteristics of the Island's sewer collection and treatment system and results in the reduction or postponement of large-scale centralized treatment capacity upgrades.

#### Policy U 13.8

Investigate the development of tertiary sewer and sewer greywater systems.

#### Policy U 13.9

Study and advance consolidation or joint ownership of sewer collection and treatment systems owned by the City and KPUD. | Develop timeframes for a joint ownership agreement of the Fort Ward Wastewater Treatment Plant.

**Commented [CW35]:** Consider including the creation of a large utility coordination process for both water and sewer.

**Commented [CW36R35]:** Maybe this belongs in the overall section

**Commented [CW37R35]:** I didn't add this - wasn't sure if we want to encourage a large overall study at this time.

**Commented [CW38]:** Include a policy addressing pre-treatment?

**Commented [CW39R38]:** added

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## STORM AND SURFACE WATER

The City of Bainbridge Island operates a City-wide storm and surface water utility that is regulated through the State of Washington's National Pollution Discharge and Elimination System (NPDES) municipal stormwater permit. The revenue collected from all residents in the City contribute to the systems operations and maintenance, including minimizing property damage, promoting and protecting public health, safety, and welfare, minimizing water quality degradation by preventing siltation, contamination and erosion of the city's waterways, protect aquifers, and ensuring the safety of city roads and rights-of-way.

### GOAL U-14

**Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.**

#### Policy U 14.1

Follow the guidance outlined in the Stormwater System Plan when identifying problems, proposing solutions, providing a strategy for implementation and funding, and establishing design and development guidelines.

**Commented [CW45]:** Convert this language to address the Stormwater System Plan

#### Policy U 14.2

Require new development to provide both on-site and off-site improvements necessary to avoid adverse water quality and quantity impacts.

**Commented [CW46R45]:** Revised

#### Policy U 14.3

Use *low impact development* standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities.

#### Policy U 14.4

Design and construct stormwater systems that provide for removal of pollutants and sediment through bio-filtration or other means.

#### Policy U 14.5

Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers, and specifying use of permeable materials.

#### Policy U 14.6

Manage surface water through implementation of a source control program that prevents pollutants from industrial, commercial, and agricultural land uses from entering ground or surface waters.

**Commented [CW47]:** Consider language regarding the maintenance of stormwater systems

**Commented [CW48R47]:** Added source control

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**Policy U 14.7**

Consider a program of retrofitting existing roads with water quality and quantity stormwater system improvements in order to minimize pollution from runoff from roadways to natural drainage systems and the waters of Puget Sound.

**Commented [CW49]:** ...and enhance/restore fish passage environment.

**Commented [CW50R49]:** added

**Policy U 14.8**

Continue to expand a program of identifying, funding and implementing critical fish passage improvements.

**ELECTRICAL**

The City is currently served by Puget Sound Energy (PSE), which provides electricity generation sources, transmission, distribution and maintenance of electrical facilities throughout the island. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC.) It is the commission's responsibility to ensure regulated companies provide safe and reliable service to customers at reasonable rates, while allowing them the opportunity to earn a fair profit.

**GOAL U-15**

**Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.**

**Policy U 15.1**

Maintain regular communications with electric service provider to ensure information needed by COBI to achieve the goals of this comprehensive plan is available.

**Commented [CW51]:** Consider that all neighborhoods get outreach

**Commented [CW52R51]:** added

**Policy U 15.2**

Ensure electric provider actions requiring permits or other approvals from COBI go through an equity evaluation, as appropriate, consistent with the City's equity policies and practices.

**Commented [WS54R53]:** I think we decided to delete this one at the Feb meeting

**Commented [CW55R53]:** Remove 14.1

**Policy U 15.3**

Ensure adequate public outreach is conducted by electric provider for projects that will relocate, expand or provide new electrical infrastructure and ensure outreach is provided to all neighborhoods compliant with COBI equity guidelines.

**Commented [CW56R53]:** removed

**Commented [WS57]:** I think we should keep this one focused on conservation.

**Policy U 15.4**

Encourage the conservation of electrical energy, especially during periods of peak usage. Increase public awareness of existing conservation programs including energy audits, discounts, tax credits, etc. offered by the energy provider or government agencies.

**Commented [WS58R57]:** local energy and distributed energy are mentioned in 14.5

**Commented [CW59R57]:** Keep

**Policy U 15.5**

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.

**Commented [WS61R60]:** deleted language about "code strategies" code is code.

**Commented [CW62R60]:** Keep

**Commented [CW64R63]:** Unsure about whether this should be moved somewhere else?

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**Policy U 15.6**

Encourage undergrounding new and existing electric distribution power lines. Encourage the electric energy provider to develop a long-term strategy for future undergrounding, including maximizing opportunities with new construction.

Commented [CW66R65]: keep

**Policy U 15.7**

Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, solar, and innovative technologies such as distributed energy systems that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.

**Policy U 15.8**

New construction or significant remodels of taxpayer-funded buildings should incorporate energy conservation measures to the maximum extent practical within site specific and existing technology limitations.

**Policy U 15.9**

Encourage new development to integrate environmentally responsible and innovative energy systems.

**Policy U 15.10**

Work with electricity provider to ensure climate resiliency is being address for electrical equipment and infrastructure on the Island

Commented [WS73R72]: We decided to delete this at the Feb meeting

Commented [CW74R72]: Deleted

**SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING**

Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the exclusive provider of solid waste collection services to City, and the owner of the waste transfer center. Bainbridge Disposal is regulated by the Washington Utilities and Transportation Commission (WUTC), which is charged with ensuring the utility provides reliable, safe and economical service.

Commented [CW75]: BD owns and operates the transfer center that provides services to the Island.

Commented [CW76R75]: revised

Commented [CW77]: Consider adding a policy that focuses on encouraging solid waste services that are offered, particularly compost and recycling, options for multi-family residential - and which they sign up for. Is this an equity issue?

Commented [CW78R77]: included

**GOAL U-16**

Ensure adequate, convenient, cost effective, reliable, and environmentally responsible solid waste, recycling and composting service to the citizens of Bainbridge Island.

Commented [TJ79]: In line with Blair's announcement and our prior input we should mention CONVENIENCE. In particular COBI has been asking for household pickup to get closer to the houses on long streets. Trash in gulleys and burn barrels as much a result of the inconvenience of disposal as it is the cost. Not

**Policy U 16.1**

Seek a method to provide on-island collection site for moderate risk waste or common household hazardous waste and a means for transferring these substances in a timely manner to the Kitsap County site.

Commented [CW80R79]: Added

Commented [SB81]: How many of these waste streams are currently being accepted at the transfer station? Is this policy already being met, or does it seek expansion of existing transfer station capabilities?

**Policy U 16.2**

Commented [CW82R81]: Consider referring to common household wastes in lieu of specifics

Commented [CW83R81]: Revised

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Encourage solid waste collection policies and practices, including development requirements, that require and ensure the proper space planning for recycling and yard waste/composting options for all multi-family residential properties.

**Policy U 16.3**

Support outreach and education to citizens to ensure that the populace is informed about the latest waste reduction, composting, recycling and hazardous waste practices.

**Policy U 16.4**

In addition to WUTC regulation, the City should perform periodic reviews to ensure that Bainbridge Disposal is providing safe, reliable, cost effective and responsive solid waste, compost and recycling collection. Evaluate opportunities to provide improved and cost effective services from alternative providers.

**Policy U 16.5**

Coordinate with Bainbridge Disposal and the County to improve access to updated information on solid waste, recycling and composting collection and disposal services. Obtain information from Bainbridge Disposal regarding where collected material is sent for recycling and reuse rates for recyclable materials. Increase visibility and outreach for special events for hard-to-recycle materials such as hazardous waste or polystyrene foam.

**Policy U 16.6**

Consider methods to reduce the amount of solid waste disposed, e.g. material bans, composting or compaction, or by the conversion of solid waste to energy.

**TELECOMMUNICATION**

Telecommunication is the technology of communication at a distance by electronic transmission of alphanumeric, audio, video and other data over wired and wireless delivery systems. On Bainbridge Island, telecommunication utilities provide telephone, television, and internet services.

Telephone utilities are regulated by the WUTC. The Federal Communications Commission (FCC) regulates wireless service providers.

Comcast (d.b.a Xfinity) and CenturyLink are the largest telecommunication service providers on Bainbridge Island.

KPUD also provides broadband services to a growing service area on Bainbridge Island.

**GOAL U-17**

**Ensure adequate, cost effective, reliable, and environmentally responsible telecommunication service to the citizens of Bainbridge Island.**

**Policy U 17.1**

**Commented [CW84]:** Focus should be on providing outreach and education including support for NGOs

**Commented [CW85R84]:** Maybe we should be doing more than relying on NGOs for outreach

**Commented [CW86R84]:** revised

**Commented [SB87]:** Discuss - permitting for biodigesters has proved difficult and their performance has been mixed.

**Commented [CW88R87]:** Consider removing reference to biodigester.

**Commented [CW89R87]:** removed

**Commented [CW90]:** Ensure that this is correct - check with website. Maybe too much detail.

**Commented [CW91R90]:** Deleted detail

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Encourage shared use of facilities and the use of existing utility corridors, public rights-of-way and city owned properties.

**Policy U 17.2**

Require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses.

**Policy U17.3**

Encourage major telecommunication utility providers to work with the City to identify potential sites for infrastructure and facility expansion to address future growth and development and meet the demands for additional utility service.

**Policy U 17.4**

Encourage all providers to serve all parts of the City equally well, including providing options for telecommunications that retain service during power outages.

**Policy U 17.5**

The City expects all providers to evaluate the capacity of their facilities regularly to ensure that new facilities are installed in a timely basis to meet new and future demand. Providers are expected to provide facilities to accommodate growth within the City.

**Policy U 17.6**

Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce and personal use.

**Policy U 17.7**

Require new development to have underground conduits suitable for existing and foreseeable new utilities such as cable and broadband.

**Policy U 17.8**

Ensure that emergency communication services are universally available to assist residents in emergencies. Work with cell phone providers to ensure more robust coverage at all emergency neighborhood hubs and emergency response facilities.

**Policy U 17.9**

In addition to WUTC regulation, the City should perform periodic reviews to ensure that various telecommunication providers are providing safe reliable, cost effective, and responsive telecommunication services. During such reviews, the City should evaluate opportunities to obtain improved and cost effective services from alternative providers.

## UTILITIES IMPLEMENTATION

To implement the goals and policies in this Element over the 10-year period leading up to the next Comprehensive Plan update, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and developing staffing

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plans and budgets. Listed following each action are the comprehensive plan policies that support that action – some actions are identified as “high” priorities.

**U Action #1 (HIGH)** – Utilize the equity and climate lens “toolkits” on relevant projects and programs, and engage the Utility Advisory Committee in the evaluation process and decision-making.

**GOAL U-1**

Ensure that reliable utility services are available to all Bainbridge Island residents, regardless of race, ethnicity, and income, and to all businesses and institutions.

**GOAL U-5**

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**U Action #2 (HIGH)** – Fund and prepare a utility rate study every 3-years in accordance with the City’s financial policies and engage the Utility Advisory Committee in the evaluation process and decision-making.

**GOAL U-9**

Ensure that sufficient City resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility service performance, cost, scope, risk, resilience and opportunity, and by assigning to the Utility Advisory Committee (UAC) or other city organizations the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

**U Action #3 (HIGH)** – Fund the action items identified in the Water System Business Plan and the Groundwater Management Plan that advance the coordination between large water systems and the consolidation of small water systems.

**Policy U 12.1**

Maintain maps of public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service areas.

**Policy U 12.2**

City should evaluate becoming a state approved Satellite System Management Area (SMA), so the City may elect to provide water system management services to other utility providers.

**Policy U 12.6**

Encourage, facilitate, and devote resources to consolidation of water systems, with emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

**Policy U 12.7**

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems under City management or ownership.

**U Action #4** – Fund the completion of the preliminary and final design of the Wastewater

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Beneficial Re-use project.

**Policy U 13.5**

When utilities plan, renovate, or build treatment facilities, require utilities to consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

**Policy U 13.6**

Improve the quality and reduce the quantity of effluent discharged to Puget Sound.

**Policy U 13.9**

Study cooperation such as shared operations, consolidation or joint ownership of sewer collection and/or treatment systems owned by the City and the ultimate owner/manager of the Kitsap County Sewer District #7 facilities. Consider a timeframe for a joint ownership agreement of the Fort Ward Wastewater Treatment Plant.

**U Action #4** – Implement the recommendations in the Stormwater System Plan.

**Policy U 14.1**

Follow the guidance outlined in the Stormwater System Plan when identifying problems, proposing solutions, providing a strategy for implementation and funding, and establishing design and development guidelines.

**U Action #5** – Continue organizing annual, or more regular, coordination meetings between the City and Puget Sound Energy in accordance with the Memorandum of Understanding.

**Policy U 15.1**

Maintain regular communications with electric service provider to ensure information needed by COBI to achieve the goals of this comprehensive plan is available.

- Commented [CW96]:** Change this entity?
- Commented [CW97R96]:** Should this policy include a recommendation that the systems should eventually be consolidated? Dedicate resources? What is the best means of providing sewer in the south island?
- Commented [CW98R96]:** Fold 12.5,6,7 into a policy
- Commented [CW99R96]:** Consider moving to “joint ownership” of the WWTP? - Could this lead to better rates, better financing options? Maybe this is a second sentence related to the WWTP.
- Commented [CW100R96]:** Added
- Commented [CW101]:** Convert this language to address the Stormwater System Plan
- Commented [CW102R101]:** Revised

2/28/17

## UTILITIES ELEMENT

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## UTILITIES INTRODUCTION

The *Growth Management Act* requires all comprehensive plans to include a utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to electrical lines, telecommunication lines, drinking water and sewer lines (RCW 36.70A.070(4)). Contrary to some other cities in Washington State, On Bainbridge Island, these utilities are provided by a combination of the City of Bainbridge Island, State regulated investor-owned utilities, federally licensed communications companies and a municipally franchised cable television company; a multitude of governmental districts and other providers manage utility services – complicating management issues and the public’s understanding of their service provider network.

The City of Bainbridge Island provides ~~some~~ sewer and water services to portions of the community. Other public and privately held water and sewer purveyors on the Island also provide services to residents of the City. Private households provide ~~for a large~~ percentage of the City’s utility infrastructure with individual and on-site wells and septic systems.

A private corporation based on the Island provides solid waste disposal and recycling services to residents and businesses and is regulated by the Washington Utilities and Transportation Commission (WUTC).

Regional telecommunication and electric utilities serve the City of Bainbridge Island. The electric and telecommunication utilities are regulated by the WUTC.

The vision, goals and policies outlined in the Utilities Element are closely related, and in some cases overlap with the Water Resources Element of the Comprehensive Plan.

## UTILITIES VISION ~~2036~~2044

The City of Bainbridge Island’s vision for utilities is to ~~has~~ ensured that all residents have access to reliable potable water, wastewater processing, and stormwater facilities that prevent flooding and erosion, maximize infiltration and eliminate pollutants before the water enters Puget Sound. The vision also includes resident access to electric power and telecommunications services to meet their needs, as well as potable water, solid waste and recycling services, and stormwater facilities that prevent flooding and erosion, maximize infiltration and eliminate pollutants before the water enters Puget Sound.

Coordinated water and sewer systems serve the more densely populated areas. Some in lower density areas, private homes continue to rely on septic systems, and private wells, but most are served by water purveyors that cover broad areas of the Island. The City, working with other water purveyors, coordinates a groundwater monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels for present and future generations.

The Groundwater Management Plan, based on the which is informed by best available science groundwater model, guides the public and private sector in all aspects decision-making of water supply, stormwater management and sewage. Water use is managed to encourage conservation and limit consumption. Sewer systems provide for the reuse of treated water to

**Commented [CW1]:** Make reference to how this section relates to the water resources element, particularly stormwater.

**Commented [TJ2]:** What is the year for our Vision? 2045?

**Commented [AM3]:** Do we say something about discouraging new wells, even though COBI has no authority to do anything about that. State law and KC Health District deals with private wells.

**Commented [CW4R3]:** Nothing added to address this

recharge aquifers, for irrigation and to reduce outflow into Puget Sound. Tertiary treatment has been implemented to improve water quality in Puget Sound.

Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. A Bainbridge Island moderate-risk waste facility encourages the proper disposal of materials such as paints, solvents and cleaners.

~~The A state-of-the-art telecommunication network has increased cooperation among neighbors and across the Island, which has facilitated ride-sharing and reduced dependence on private automobiles for commuting and daily errands.~~ ~~bBroadband service network is readily available for all homes and businesses. Persistent gaps in cell phone coverage have been mostly eliminated.~~;

Hardened utility infrastructure serves emergency neighborhood hubs and disaster response facilities enabling rapid and sustained response to natural disasters and other emergencies that may interrupt the utility and transportation infrastructure.

Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power.

## GOALS & POLICIES

### APPLICABLE TO ALL UTILITIES

#### GOAL U-1

Ensure that reliable utility services are available to all Bainbridge Island residents, ~~regardless of race, ethnicity, and income, and to all businesses and institutions.~~

Commented [CW5]: Consider whether this is needed

Commented [CW6R5]: Kept this

#### 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.

Commented [TJ7]: I feel we should have some words here to address race equity, underserved neighborhoods and low income/senior residents. Lets work on that.

#### GOAL U-3

Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

Commented [SB8R7]: Suggested text added for discussion

Commented [CW9R7]: Keep

#### GOAL U-4

Ensure that the provision of utility services is environmentally responsible and sustainable, ~~and~~ ~~o~~Encourage utility services ~~that are to be~~ carbon neutral and ~~do not~~ contribute to climate change.

**GOAL U-5**

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**GOAL U-6**

Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

**GOAL U-7**

Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

**GOAL U-8**

Cooperate with other jurisdictions and utility providers in planning and implementing utility-related facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated for maximum efficiency and public benefit.

**GOAL U-9**

Ensure that sufficient eCity resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility service performance, cost, scope, risk, resilience and opportunity, and by assigning to the Utility Advisory Committee (UAC) or other city organization the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

**GOAL U-10**

Ensure regular and routine reviews of City-owned utility rates, with a specific focus on equitable outcomes and affordability programs as necessary to meet the needs of all community members.

**GOAL U-10**

Ensure that city-managed and to the extent possible, non-city managed utility services, are sufficient, cost effective, safe, and reliable.

**GOAL U-11**

Exercise the use of the City's Equity Toolkit evaluation and community engagement process as part of the development and implementation of utility projects and programs to ensure equitable outcomes for customers and the community.

**POTABLE WATER**

**Commented [CW10]:** Consider language regarding use of the equity toolkit as part of the project review or other processes. Also, potentially add a focus on resiliency.

**Commented [CW11R10]:** Added goal

**Commented [CW12]:** Determine which elements of utilities to review. Consider how utilities address "performance, cost, scope, risk and opportunity."

**Commented [CW13R12]:** Added

**Commented [AM14]:** This is moved up from Potable Water, as it is applicable to all utilities.

Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap County Public Utility District, private for-profit water companies, not-for-profit companies or homeowner associations, and private wells (approximately 75% of customers are served by Group A and Group B water systems). All water providers must comply with a variety of federal and state laws and regulations.

**Commented [CW15]:** Consider adding a percentage for how many customers are served by large water systems/companies

**GOAL U-10**

~~Ensure that city managed and to the extent possible, non-city managed utility services, are sufficient, cost effective, reliable, and that safe water utility service is provided.~~

**Commented [AM16]:** This is moved up above, and the mention of water only is deleted

**GOAL U-11.2**

~~Ensure that adequate, cost effective, and reliable water service is provided to those areas of Bainbridge Island served by public water systems and designated in the Water System Plan for future public water service. Require utilities to operate in a manner that preserves and protects the water resources of the Island.~~

**Commented [CW17]:** How / or should this section address the relationship between the city and other water purveyors. Requirements to coordinate water systems for the public good - spirit to lead.

**Policy U 12.1**

~~Require water utility managers and purveyors to operate in a manner that preserves and protects the water resources of the Island, and lead and inspire those entities to cooperate in a manner that recognizes water resources as a public good.~~

**Commented [CW18R17]:** Added

**Policy U 124.1**

Maintain maps of public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service areas.

**Policy U 124.2**

City should evaluate becoming a state approved Satellite System Management Area (SMA), so the City may elect to provide water system management services to other utility providers.

**Policy U 124.3**

Encourage new development in previously unserved water service areas to connect to existing public water systems. The City, at its discretion, may should require new water systems to be dedicated to the City, at its discretion.

**Commented [CW19]:** Consider whether this "may" is a "should" - remove at it's discretion

**Commented [CW20R19]:** Added

**Policy U 124.4**

Require engineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the City's rights-of-way to meet standards set forth by the City.

**Commented [CW21]:** Consider more proactive language here to address the consolidation of systems or the expansion of the public system.

**Policy U 11.5**

~~Adopt standards that differentiate between urban and non-urban density fire flow requirements. A differential policy is needed to promote cost effective water system upgrades by the many small water systems on the Island.~~

**Commented [TJ22]:** We got that done, right?

**Commented [AM23R22]:** I think this has been accomplished, and the policy may be deleted.

**Commented [CW24R22]:** Consider proactive language

**Commented [CW25R22]:** Move 11.2 and 11.6 together

**Commented [CW26R22]:** Eliminated fire flow policy; Did not merge 11.2 and 6

**Policy U 124.65**

~~2/28/17~~

~~November 17, 2025~~

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently, economically, and safely, [and devote resources to implementation of this policy.](#)

**Policy U ~~124.7-6~~**

Encourage ~~and~~ facilitate [and devote resources to](#) consolidation of water systems, with ~~particular~~ emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

**Policy U ~~124.8-7~~**

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems under City management or ownership.

**Commented [AM27]:** This clause was proposed by UAC in 2016, but deleted by Planning Commission or City Council.

**Policy U ~~124.98~~**

Implement conservation measures through education and regulation with emphasis on limiting and reducing demand.

**Commented [CW28R27]:** Long-term direction

**Commented [CW29R27]:** Keep

**PUBLIC SEWER**

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow area and the Rockaway Beach, Pleasant Beach, and Lynwood areas ("the Southend System.") The other, owned ~~by Kitsap County Sewer District #7, and managed by the Kitsap Public Utility District (KPUD)~~ serves the Fort Ward area.

**Commented [CW30]:** Make note in this section about the consolidation of SD7 and KPUD

**Commented [CW31R30]:** added

The service area for the Winslow Public Sewer System is designated in the City's General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment Plant. The sewer service area for the Southend System is also designated in the City's General Sewer Plan. Treatment for ~~this the Southend System~~ occurs at the ~~Kitsap County Sewer District #7~~ KPUD wastewater treatment plant pursuant to an interlocal agreement.

**GOAL U-~~4213~~**

**Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.**

**Policy U ~~4213.1~~**

Emergency service or other minor modifications to sewer service areas may be allowed with approval by the City Council via resolution so long as there is sufficient sewer facility capacity, and, with regard to the Southend System, sewage quality meets the standard outlined in the interlocal agreement with Kitsap County Sewer District #7.

**Policy U ~~4213.2~~**

Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

**Policy U ~~4213.3~~**

Sewer connections will not be required where septic systems are fully functional and maintained, except as provided by law.

**Policy U ~~4213.4~~**

In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries ~~will should~~ be evaluated with consideration of impacts to the environment, support for existing development and the expansion of affordable housing options, taking the following into consideration.

**Commented [CW32]:** Tweak these policies to reflect the upcoming changes to the connection policies being considered by Council. Where is the best place for this language? Is it too specific for the Util element? Consider "develop criteria" language.

**Commented [CW33R32]:** Consider condensing this language into concepts

**Commented [CW34R32]:** Condensed into major themes

- a. ~~Areas that have an environmental need for sewer due to 1) a group of documented failing septic systems; or 2) proximity to sensitive bodies of water that are unsuitable for on-site septic systems according to the Kitsap County Health District.~~
- b. ~~Areas used or planned for development that serve a public need, such as a public school.~~
- c. ~~Areas designated for commercial and mixed use.~~
- d. ~~Areas designated for residential use at densities of four units to the acre (R4) or greater.~~
- e. ~~Areas planned for an increase in density through a special planning area process.~~

**Policy U 4213.5**

When utilities plan, renovate, or build treatment facilities, ~~require utilities to~~ utilities should consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

**Policy U 4213.6**

Improve the quality ~~and reduce the~~ quantity of effluent discharged to Puget Sound.

**Policy U 13.7**

Adopt a pre-treatment policy that responds to the specific characteristics of the Island's sewer collection and treatment system and results in the reduction or postponement of large-scale centralized treatment capacity upgrades.

**Policy U 4213.78**

Investigate the development of tertiary sewer and sewer greywater systems.

**Policy U 4213.98**

Study and advance cooperation (such as shared operations) or consolidation or joint ownership of sewer collection and treatment systems owned by the City and KPUD, Kitsap County Sewer District #7. Develop timeframes for a joint ownership agreement of the Fort Ward Wastewater Treatment Plant.

**Commented [CW35]:** Consider including the creation of a large utility coordination process for both water and sewer.

**Commented [CW36R35]:** Maybe this belongs in the overall section

**Commented [CW37R35]:** I didn't add this - wasn't sure if we want to encourage a large overall study at this time.

**Commented [CW38]:** Include a policy addressing pre-treatment?

**Commented [CW39R38]:** added

**STORM AND SURFACE WATER**

The City of Bainbridge Island operates a City-wide storm and surface water utility ~~for the purposes stated in BIMC Section 13.24.010 that is regulated through the State of Washington's National Pollution Discharge and Elimination System (NPDES) municipal stormwater permit. The revenue collected from all residents in the City contribute to the systems operations and maintenance, including minimizing property damage, promoting and protecting public health, safety, and welfare, minimizing water quality degradation by preventing siltation, contamination and erosion of the city's waterways, protect aquifers, and ensuring the safety of city roads and rights-of-way.~~

**Commented [CW40]:** Change this entity?

**Commented [CW41R40]:** Should this policy include a recommendation that the systems should eventually be consolidated? Dedicate resources? What is the best means of providing sewer in the south island?

**Commented [CW42R40]:** Fold 12.5,6,7 into a policy

**Commented [CW43R40]:** Consider moving to "joint ownership" of the WWTP? - Could this lead to better rates, better financing options? Maybe this is a second sentence related to the WWTP.

**Commented [CW44R40]:** Added

**GOAL U-4314**

Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.

**Policy U 14.1**

~~Maintain a comprehensive storm drainage plan that~~ Follow the guidance outlined in the Stormwater System Plan when identifying problems, proposing solutions, providing a strategy for implementation and funding, and establishing design and development guidelines.

**Commented [CW45]:** Convert this language to address the Stormwater System Plan

**Commented [CW46R45]:** Revised

**Policy U 14.2**

Require new development to provide both on-site and off-site improvements necessary to avoid adverse water quality and quantity impacts.

**Policy U 14.3**

Use *low impact development* standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities.

**Policy U 14.4**

Design and construct stormwater systems that provide for removal of pollutants and sediment through bio-filtration or other means.

**Policy U 14.5**

Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers, and specifying use of permeable materials.

**Policy U 14.6**

Manage surface water through implementation of a source control program in a manner which that prevents pollutants from industrial, commercial, and agricultural land uses from entering ground or surface waters.

**Commented [CW47]:** Consider language regarding the maintenance of stormwater systems

**Commented [CW48R47]:** Added source control

**Policy U 14.7**

Consider a program of retrofitting existing roads with water quality and quantity stormwater system improvements in order to minimize pollution from runoff from roadways to natural drainage systems and the waters of Puget Sound.

**Commented [CW49]:** ...and enhance/restore fish passage environment.

**Commented [CW50R49]:** added

**Policy U 14.8**

Continue to expand a program of identifying, funding and implementing critical fish passage improvements.

**ELECTRICAL**

The City is currently served by Puget Sound Energy (PSE), which provides electricity generation sources, transmission, distribution and maintenance of electrical facilities throughout the island. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC.) It is the commission's responsibility to ensure regulated companies provide safe and reliable service to customers at reasonable rates, while allowing them the opportunity to earn a fair profit.

**GOAL U-4415**

**Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.**

**New Policy UxxPolicy U 15.1**

Maintain regular communications with electric service provider to ensure information needed by COBI to achieve the goals of this comprehensive plan is available.

**New Policy UxxPolicy U 15.2**

Ensure electric provider actions requiring permits or other approvals from COBI go through an equity evaluation, as appropriate, consistent with the City's equity policies and practices.

**New Policy UXXPolicy U 15.3**

Ensure adequate public outreach is conducted by electric provider for projects that will relocate, expand or provide new electrical infrastructure and ensure outreach is provided to all neighborhoods compliant with COBI equity guidelines.

**Policy U 14.1**

Develop a plan together with the electric service provider to undertake energy efficiency improvements and other alterations of electric utility facilities to provide capacity for future growth.

**Policy U 44.215.4**

Encourage the conservation of electrical energy, especially during periods of peak usage. Increase public awareness of existing conservation programs including energy audits, discounts, tax credits, etc. offered by the energy provider or government agencies, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island's energy needs, including distributed energy systems.

**Policy U 44.315.5**

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

**Policy U 44.415.6**

Encourage undergrounding new and existing electric transmission and distribution power lines. Encourage and assist the electric energy provider in development of to develop and develop a long-term strategy for future undergrounding, to include including maximizing opportunities

**Commented [CW51]:** Consider that all neighborhoods get outreach

**Commented [CW52R51]:** added

**Commented [WS53]:** I don't understand what this is getting at

**Commented [WS54R53]:** I think we decided to delete this one at the Feb meeting

**Commented [CW55R53]:** Remove 14.1

**Commented [CW56R53]:** removed

**Commented [WS57]:** I think we should keep this one focused on conservation.

**Commented [WS58R57]:** local energy and distributed energy are mentioned in 14.5

**Commented [CW59R57]:** Keep

**Commented [WS60]:** lets discuss this are we saying go beyond Fed or State requirements?

**Commented [WS61R60]:** deleted language about "code strategies" code is code.

**Commented [CW62R60]:** Keep

**Commented [WS63]:** This language can be incorporated with below policy on reducing carbon. check for consistency with environmental and other elements

**Commented [CW64R63]:** Unsure about whether this should be moved somewhere else?

**Commented [TJ65]:** Transmission lines are much harder to underground. The vault space for splices is immense. Being at the top of the poles they are best protected from trees unless the tree comes down.

**Commented [CW66R65]:** keep

with new construction, and prioritizing the work that affects the greatest number of households and businesses.

Commented [TJ67]: Let's mention the worst served customers as well. That is the rationale for asking PSE to report on a line or segment basis vs. island wide averages.

Commented [CW68R67]: Added

**Policy U 44-515.7**

Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, solar, and innovative technologies such as distributed energy systems solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.

**Policy U 44.6**

Periodically undertake comparative evaluations of electric service reliability, cost, and environmental impact, customer service and customer support and evaluate opportunities to provide improved and less costly electrical service from alternative service providers.

Commented [TJ69]: The Island Power initiative was about cost, reliability and sustainability. But I think that ship has sailed. I think leaving this in here now is more antagonistic than cooperative. Discuss?

Commented [CW70R69]: Consider deleting this reference

Commented [CW71R69]: Deleted this policy

**Policy U 44-715.8**

New construction or significant remodels of taxpayer-funded buildings should incorporate energy conservation measures use carbon neutral energy for heating, cooling, and operational use to the maximum extent practical within site specific and existing technology limitations. Measures to be considered include carbon neutral heating/cooling, rooftop solar, building envelope design, landscape planning etc.

**Policy U 44-815.9**

Encourage new development to integrate environmentally responsible and innovative energy systems.

**Policy U 44.9**

Explore ways to obtain 100% green electricity including investing in new renewable energy projects.

Commented [WS72]: this seem to duplicate 14.5 except that this sets a policy for COBI to invest in energy projects - in what way?

Commented [WS73R72]: We decided to delete this at the Feb meeting

Commented [CW74R72]: Deleted

**New Policy UXX Policy U 15.10**

Work with electricity provider to ensure climate resiliency is being address for electrical equipment and infrastructure on the Island

Commented [CW75]: BD owns and operates the transfer center that provides services to the Island.

Commented [CW76R75]: revised

Commented [CW77]: Consider adding a policy that focuses on encouraging solid waste services that are offered, particularly compost and recycling, options for multi-family residential - and which they sign up for. Is this an equity issue?

Commented [CW78R77]: included

**SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING**

Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the exclusive provider of solid waste disposal and recycling collection services to City, and the owner of the waste transfer center. Bainbridge Disposal is regulated by the Washington Utilities and Transportation Commission (WUTC), which is charged with ensuring the utility provides reliable, safe and economical service.

Commented [TJ79]: In line with Blair's announcement and our prior input we should mention CONVENIENCE. In particular COBI has been asking for household pickup to get closer to the houses on long streets. Trash in gulleys and burn barrels as much a result of the inconvenience of disposal as it is the cost. Not

Commented [CW80R79]: Added

**GOAL U-4516**

Ensure adequate, convenient, cost effective, reliable, and environmentally responsible solid waste, recycling and composting service to the citizens of Bainbridge Island.

**Policy U 16.1**

Seek a method to provide on-island collection site for moderate risk waste or common household hazardous waste including oil-based paints, stains, adhesives, aerosols, paint thinner, corrosive cleaners, yard chemicals, and pool/spa chemicals and a means for transferring these substances in a timely manner to the Kitsap County site.

**Commented [SB81]:** How many of these waste streams are currently being accepted at the transfer station? Is this policy already being met, or does it seek expansion of existing transfer station capabilities?

**Commented [CW82R81]:** Consider referring to common household wastes in lieu of specifics

**Commented [CW83R81]:** Revised

**Policy U 16.2**

Encourage solid waste collection policies and practices, including development requirements, that require and ensure the proper space planning for recycling and yard waste/composting options for all multi-family residential properties.

**Policy U 4516.32**

Support non-governmental organizations that provide outreach and education to citizens to ensure that the populace is informed about the latest waste reduction, composting, recycling and hazardous waste practices.

**Commented [CW84]:** Focus should be on providing outreach and education including support for NGOs

**Commented [CW85R84]:** Maybe we should be doing more than relying on NGOs for outreach

**Commented [CW86R84]:** revised

**Policy U 4516.43**

In addition to WUTC regulation, the City should perform periodic reviews to ensure that Bainbridge Disposal is providing safe, reliable, cost effective and responsive solid waste, compost and recycling collection. Evaluate opportunities to provide improved and cost effective services from alternative providers.

**Policy U 16.55.4**

Coordinate with Bainbridge Disposal and the County to improve access to updated information on solid waste, recycling and composting collection and disposal services. Obtain information from Bainbridge Disposal regarding where collected material is sent for recycling and reuse rates for recyclable materials. Increase visibility and outreach for special events for hard-to-recycle materials such as hazardous waste or polystyrene foam.

**Policy U 45-516.6**

Consider methods to reduce the amount of solid waste disposed, e.g. material bans, composting or compaction, or by the conversion of solid waste to energy, e.g. using a biodigester.

**Commented [SB87]:** Discuss - permitting for biodigesters has proved difficult and their performance has been mixed.

**Commented [CW88R87]:** Consider removing reference to biodigester.

**Commented [CW89R87]:** removed

**TELECOMMUNICATION**

Telecommunication is the technology of communication at a distance by electronic transmission of alphanumeric, audio, video and other data over wired and wireless delivery systems. On Bainbridge Island, telecommunication utilities provide telephone, television, and internet services.

Telephone utilities are regulated by the WUTC. The Federal Communications Commission (FCC) regulates wireless service providers.

Comcast (d.b.a Xfinity) and CenturyLink are the largest telecommunication service providers on Bainbridge Island.

~~KPUD is focused on areas within communities that are without or have limited access to residential broadband. Today they have over 700 miles of fibre infrastructure in the County, including some on also provides broadband services to a growing service area on Bainbridge Island. KPUD provides a public wi-fi service in Fort Ward Hall, Winslow.~~

Commented [CW90]: Ensure that this is correct - check with website. Maybe too much detail.

Commented [CW91R90]: Deleted detail

**GOAL U-176**

**Ensure adequate, cost effective, reliable, and environmentally responsible telecommunication service to the citizens of Bainbridge Island.**

**Policy U ~~46-4~~17.1**

Encourage shared use of facilities and the use of existing utility corridors, public rights-of-way and city owned properties.

**Policy U ~~46~~17.2**

Require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses.

**Policy U~~46~~17.3**

Encourage major telecommunication utility providers to work with the City to identify potential sites for infrastructure and facility expansion to address future growth and development and meet the demands for additional utility service.

**Policy U ~~46~~17.4**

Encourage all providers to serve all parts of the City equally well. ~~Persistent and well documented cell phone coverage gaps exist in many areas of the island. Encourage cell phone providers to be truthful about their advertised coverage areas, including providing options for telecommunications that retain service during power outages.~~

Commented [CW92]: Consider whether this is needed.

Commented [CW93R92]: Address routine gaps as well as covering cell phone ability during power outages.

Commented [CW94R92]: revised

Commented [CW95]: "accurate"

**Policy U ~~46~~17.5**

The City expects all providers to evaluate the capacity of their facilities regularly to ensure that new facilities are installed in a timely basis to meet new and future demand. Providers are expected to provide facilities to accommodate growth within the City.

**Policy U ~~46~~17.6**

Pursue internet and cellular service of the highest standards for governmental and educational institutions, business and commerce and personal use.

**Policy U ~~46~~17.7**

Require new development to have underground conduits suitable for existing and foreseeable new utilities such as cable and broadband.

**Policy U ~~46~~17.8**

Ensure that emergency communication services are universally available to assist residents in emergencies. Work with cell phone providers to ensure more robust coverage at all emergency neighborhood hubs and emergency response facilities.

**Policy U 176.9**

In addition to WUTC regulation, the City should perform periodic reviews to ensure that various telecommunication providers are providing safe reliable, cost effective, and responsive telecommunication services. During such reviews, the City should evaluate opportunities to obtain improved and cost effective services from alternative providers.

**Policy U 16.10**

~~Conduct a study to support the creation of an Island-wide high-speed internet service.~~

## UTILITIES IMPLEMENTATION

To implement the goals and policies in this Element over the 10-year period leading up to the next Comprehensive Plan update, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and developing staffing plans and other budgetary decisions. —Listed following each action are several of the comprehensive plan policies that support that action — some actions are identified as “high” priorities.

**U Action #1 (HIGH)** – Utilize the equity and climate lens “toolkits” on relevant projects and programs, and engage the Utility Advisory Committee in the evaluation process and decision-making.

**GOAL U-1**

Ensure that reliable utility services are available to all Bainbridge Island residents, regardless of race, ethnicity, and income, and to all businesses and institutions.

**GOAL U-5**

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

**U Action #2 (HIGH)** – Fund and prepare a utility rate study every 3-years in accordance with the City’s financial policies and engage the Utility Advisory Committee in the evaluation process and decision-making.

**GOAL U-9**

Ensure that sufficient City resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility service performance, cost, scope, risk, resilience and opportunity, and by assigning to the Utility Advisory Committee (UAC) or other city organizations the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

**U Action #3 (HIGH)** – Fund the action items identified in the Water System Business Plan and the Groundwater Management Plan that advance the coordination between large water systems and the consolidation of small water systems.

**Policy U 12.1**

Maintain maps of public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service areas.

**Policy U 12.2**

City should evaluate becoming a state approved Satellite System Management Area (SMA), so the City may elect to provide water system management services to other utility providers.

**Policy U 12.6**

Encourage, facilitate, and devote resources to consolidation of water systems, with emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

**Policy U 12.7**

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems under City management or ownership.

**U Action #4** – Fund the completion of the preliminary and final design of the Wastewater Beneficial Re-use project.

**Policy U 13.5**

When utilities plan, renovate, or build treatment facilities, require utilities to consider constructing facilities that facilitate the re-use of treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

**Policy U 13.6**

Improve the quality and reduce the quantity of effluent discharged to Puget Sound.

**Policy U 13.9**

Study cooperation such as shared operations, consolidation or joint ownership of sewer collection and/or treatment systems owned by the City and the ultimate owner/manager of the Kitsap County Sewer District #7 facilities. Consider a timeframe for a joint ownership agreement of the Fort Ward Wastewater Treatment Plant.

**U Action #4** – Implement the recommendations in the Stormwater System Plan.

**Policy U 14.1**

Follow the guidance outlined in the Stormwater System Plan when identifying problems, proposing solutions, providing a strategy for implementation and funding, and establishing design and development guidelines.

**U Action #5** – Continue organizing annual, or more regular, coordination meetings between the City and Puget Sound Energy in accordance with the Memorandum of Understanding.

**Policy U 15.1**

Maintain regular communications with electric service provider to ensure information

**Commented [CW96]:** Change this entity?

**Commented [CW97R96]:** Should this policy include a recommendation that the systems should eventually be consolidated? Dedicate resources? What is the best means of providing sewer in the south island?

**Commented [CW98R96]:** Fold 12.5,6,7 into a policy

**Commented [CW99R96]:** Consider moving to “joint ownership” of the WWTP? - Could this lead to better rates, better financing options? Maybe this is a second sentence related to the WWTP.

**Commented [CW100R96]:** Added

**Commented [CW101]:** Convert this language to address the Stormwater System Plan

**Commented [CW102R101]:** Revised

needed by COBI to achieve the goals of this comprehensive plan is available.

**HIGH PRIORITY ACTIONS**

~~U Action #1 Continually utilize the developed established process for periodic review of Island utility services.~~

~~Goal U-9 Ensure that sufficient city resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility services, and by assigning to the Utility Advisory Committee (UAC) or other city organization the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.~~

~~U Action #2 Support the development of sewer tertiary treatment and sewer greywater systems.~~

~~Policy U 12.6~~

~~Improve the quality and reduce the quantity of effluent discharged to Puget Sound.~~

~~U Action #3 Facilitate cooperation among or consolidation of water systems.~~

~~Policy U 11.6~~

~~Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently, economically, and safely.~~

~~U Action #4 Encourage KPUD to complete connection of Bainbridge Island home to broadband and high speed internet where services is not available. Continue the investigation of the creation of an Island-wide high speed internet service.~~

~~Policy U 16.10~~

~~Conduct a study to support the creation of an Island-wide high speed internet service.~~

**MEDIUM PRIORITY ACTIONS**

~~U Action #5 Proactively encourage, study, and facilitate consolidation of water systems to manage water resources and systems more efficiently, economically and safely.~~

~~Policy U 11.7~~

~~Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.~~

~~Policy U 11.8~~

~~Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems.~~

**Commented [CW103]:** Will the Council consider prioritizing policies again in this next update? Consider whether the UAC should draft a memo that identifies recommended prioritization.

**Commented [TJ104]:** Not sure why we are restating the policy or goal under the action. Could we just say see goal# or policy#? Restating them adds to the length and increases chance of errors.

**Commented [CW105R104]:** Refer to earlier policies, don't repeat them

**Commented [AM106]:** In 2017, this was an added action by the city council; it was not a recommendation from the UAC or Planning Commission. We should discuss this.

**Commented [CW107]:** This is no longer a high priority.

**Commented [CW108R107]:** removed

**Commented [CW109]:** This is deleted above

**Commented [CW110R109]:** deleted



## DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: October 14, 2025 **DRAFT**

To: Dave Epperson, Kitap Public Utility District

From: Christopher Wierzbicki, PE, Public Works Director  
Peter Corelis, PE, City Engineer

**Subject: City of Bainbridge Island / Kitsap Public Utility District Water System  
Coordination Planning and Interlocal Agreement Outline**

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### **Purpose**

The purpose of this memo is to document a discussion between City of Bainbridge Island (City) and Kitsap Public Utility District (KPUD) staff on September 10, 2025. Present at the meeting were City staff Chris Wierzbicki and Peter Corelis, and KPUD staff Dave Epperson, Berni Kenworthy, Todd Smith and Tom Colby.

### **Planning Goals Executive Summary**

City and KPUD staff have individually and collectively determined that the current and future water customers on Bainbridge Island would be best served by a system of water infrastructure that is interconnected and managed collectively by both agencies. This cooperation reduces the need for redundant infrastructure, reduces the costs of service, improves protection for natural resources and the environment, and prepares for impacts from climate change. The agencies propose to work together through an inter-local agreement to develop a short and long-term plan for increased cooperation that advances system interconnection and water service delivery to support the consolidation of small systems, improves emergency preparedness and advances conservation efforts.

### **Background**

The City and KPUD currently provide water service, and have the rights to provide future water service, to different areas of the City. The Kitsap County Water Service Area Boundary Map (See Figure 1) identifies the water service provider boundary areas on the City, including some areas around the head of Eagle Harbor that do not have a designated provider. A significant portion of the Island, particularly in the west and northwest, have designated providers on the map, but no water infrastructure exists to serve the customer base.

In the areas served by water infrastructure, the City owns and operates the central Winslow-area water system, which includes Fletcher Bay, as well as the smaller Rockaway system on the south end (approximately 3,000 connections). KPUD owns and operates the largest system on the south end, and the largest system on the north end (approximately 5,000 connections). There is only one inter-tie between City and KPUD systems, which is located on the south end between the Rockaway and South Bainbridge systems – currently designated for emergency use only.

The City and KPUD are both performing near-term planning for their respective water systems serving Bainbridge Island. The City expects to complete two plans in the next several months that will inform water system planning. The City's Water System Business Plan (WSBP) is being developed to help identify opportunities for future expansion of the Winslow water system to serve smaller private systems and concentrations of private-party wells. The City's Groundwater Management Plan (GWMP) is being developed to help identify opportunities for increasing the long-term sustainability of water availability for human consumption and minimizing the environmental impacts of groundwater extraction by diversifying sources both geographically and from varying aquifer layers. KPUD is in the process of developing their 2-year and 6-year Capital Improvement Plans, which will identify projects and funding sources for their north and south-end water system upgrades and expansion, including new source options to supplement the south-end sources that are declining slowly over time. Coordinated planning efforts will have mutual benefits with regards to each agency's long-term goals.

### **Inter-Local Agreement Outline of Terms for Consideration**

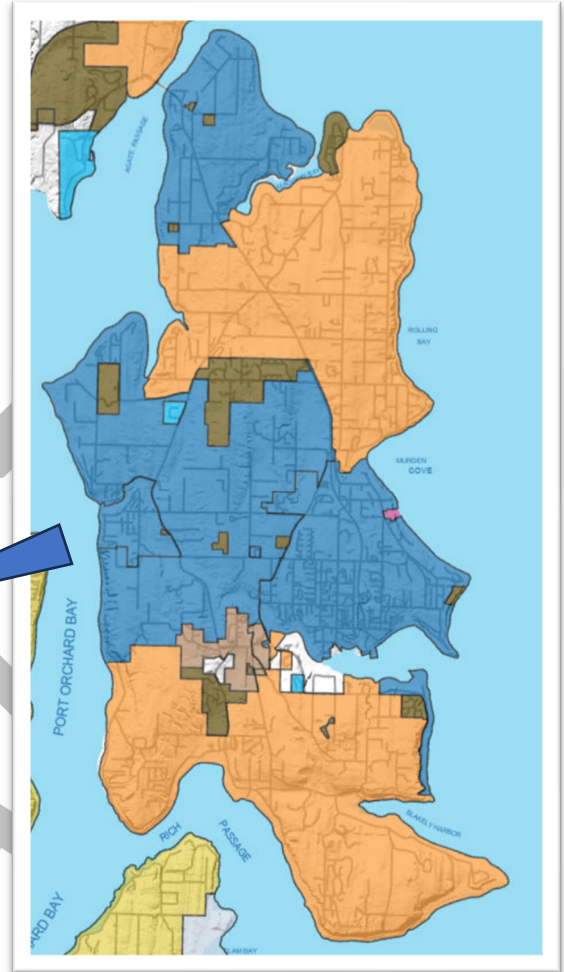
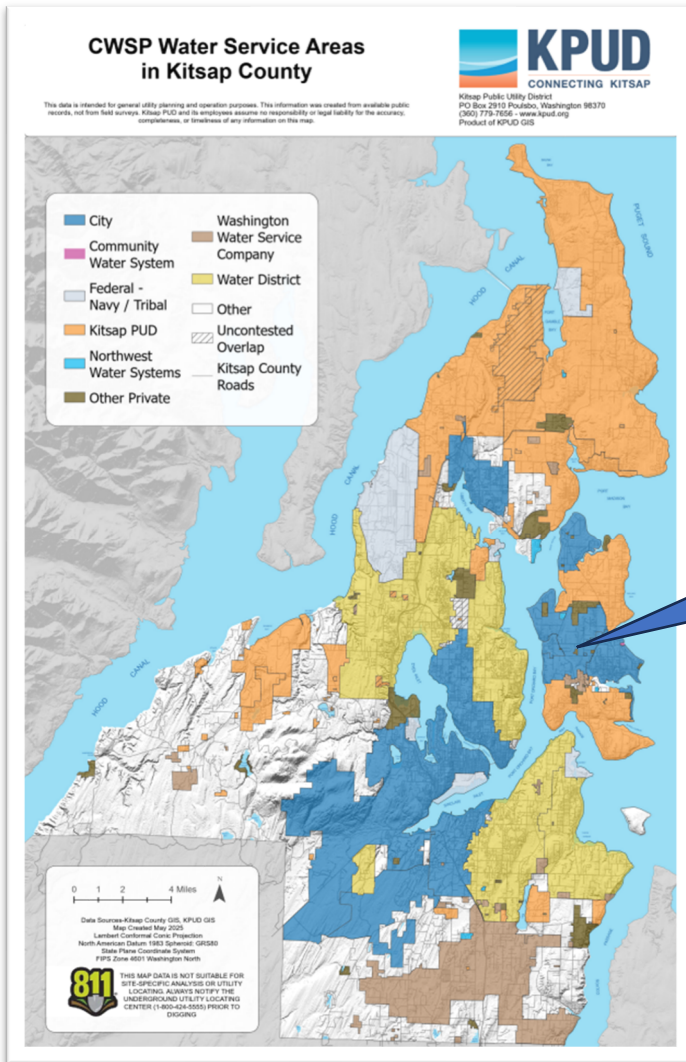
In order to advance the water system planning process, the following issues should be considered in an inter-local agreement between the City and KPUD:

- Recognition of a mutual desire to interconnect the largest water systems owned by the City and KPUD to achieve benefits such as service expansion for both entities, as well as cost reduction, elimination of infrastructure redundancy, groundwater management opportunities, emergency preparedness, etc. The City is interested in diversifying and expanding source options in the north end of the Island to serve their central system, and KPUD is interested in supplementing their south-end system with water supply from the central and north systems.
- Partnership on a technical and financial evaluation of the following:
  - Potential inter-tie locations and adjacent service opportunities;
  - Inter-tie functional agreements (expected usage, use conditions, etc.);
  - Inter-tie impacts on existing water system infrastructure and service delivery prior to the development of new sources;
  - Potential new source options and impacts on water system infrastructure and service delivery;
  - Future ownership and management of the Meadowmeer water system; and,
  - Challenges and options for managing water quality between systems.

- Infrastructure cost-sharing alternatives and opportunities for financial assistance through grants and loans;
- Revision of the Water Retail Service Area Map to include designated water service providers for all areas, and revisions to existing boundaries as necessary; and,
- Partnership opportunities and goals for water conservation across both agency's service areas.

### **High-Level Planning Timeline and Next Steps**

- Late 2025 – Circulate and finalized coordinated planning memo; engage agency management on coordination issues.
- Q1 2026 – Engage agency elected officials and management on coordination issues; draft and adopt inter-local agreement for water system coordination planning (Q2). Procure services for technical and financial evaluation of coordinated planning efforts (Q3).
- 2027 – Identify and prioritize project scoping (inter-ties; main extensions; source alternatives, ownership/management agreements for private systems) financing alternatives, budgeting and schedules.
- 2028-2030 – Project development and implementation.



*Figure 1. Kitsap Water Service Area Boundary Map*

**MEMORANDUM**

To: COBI City Council

From: COBI Utility Advisory Committee

Date: January X, 2026

**Subj: REPORT OF 2025 UAC ACTIVITIES AND PROPOSED 2026 WORK PLAN**

**Summary of 2025 Activities**

A. Larger work:

1. Provided guidance and support for the 2025 Utility Rate Study and utility rate recommendations
2. Provided guidance, support and recommendations for updates to the 2025-2030 Utility Capital Improvement Plan
3. Provided guidance, support and recommendations for the adoption of the Stormwater System Plan
4. Provided guidance, support and recommendations for the adoption of the Puget Sound Energy franchise agreement
5. Provided guidance and support for updates to the Utility Element of the Comprehensive Plan

B. Guidance on other issues: (ordered chronologically)

1. Wastewater Treatment Plan (WWTP) capacity upgrades
2. Winslow Water Tank Replacement project
3. Waste Management Study
4. Water System Business Plan

C. Participated in sub-committee and offline discussions related to the following:

1. Electrical Utility (Puget Sound Energy) Franchise and Memorandum of Understanding
2. Ground Water Management Plan (GWMP)
3. Evaluation of the future status of the Meadowmeer water system (private)

**2025 Proposed Work Plan**

A. Recurring / Continuing Efforts

**1. Water System**

- a) Provide guidance and make final recommendations on adoption of the Water System Business Plan
- b) Provide guidance, support and recommendations for an interlocal agreement with KPUD on water system cooperation and inter-connection
- c) Provide guidance, support and recommendations for the 2027-28 Biennial Budget and the 2028-2032 Water Utility Capital improvement Plan

## **2. Sewer System**

- a) Provide guidance, support and recommendations for an interlocal agreement with KPUD regarding the South Island Sewer System and Fort Ward Wastewater Treatment Plant
- b) Provide guidance and support for the ongoing work on the wastewater beneficial reuse project
- c) Provide guidance and make recommendation on adopting fat, oils and grease (FOG) / pre-treatment ordinance
- d) Provide guidance, support and recommendations for the 2027-28 Biennial Budget and the 2028-2032 Sewer Utility Capital improvement Plan

## **3. Storm and Surface Water Management (SSWM)**

- a) Provide guidance, support and recommendations for the 2027-28 Biennial Budget and the 2028-2032 Sewer Utility Capital improvement Plan
  - b) Provide guidance and support on the development of the stormwater source control program
4. Provide guidance and support on the execution of utility capital projects
  5. Provide guidance and support for the adoption of the Groundwater Management Plan
  6. Provide guidance, support and final recommendations on Utility Element for Winslow Subarea Plan and Comprehensive Plan
  7. Provide guidance on the City's approach to solid waste management
  8. Continue subcommittee consultations with other COBI committees
    - a) ETAC and CCAC on Groundwater Management Plan
    - b) CCAC on PSE Memorandum of Understanding
  9. Host tour of utility facilities with new Council members

## **B. Emergent Issues**

1. Respond to inquiries and requests from citizens, COBI staff and Council

Approved by UAC on XX December 2025

Andy Maron  
Wanda Schulze  
Svend Brant-Erichsen  
Charles Averill, Co-Chair  
Sheina Hughes  
Martin Pastucha  
Ted Jones, Co-Chair