



STATE OF WASHINGTON

OFFICE OF THE INTERAGENCY COMMITTEE

1111 Washington Street SE  
PO Box 40917  
Olympia, WA 98504-0917

May 17, 2007

**TOPIC #2: Eagle Harbor Waterfront Park Conversion  
#74-053A, #75-033D, and #84-032D**

**Prepared By:** Leslie Ryan-Connelly, Grants Manager

**Presented By:** Consent Calendar

**Approved by the Director:** 

---

**Proposed Action:**

Decision.

**Summary:**

The City of Bainbridge Island requests approval of a conversion at Eagle Harbor Waterfront Park in downtown Winslow. The conversion is for 0.36 acre of park valued at \$661,500. The proposed replacement is 5.68 acres of property, called Strawberry Plant Park, valued at \$1,875,000.

**Staff Recommendation:**

IAC staff recommends Board approval of the Waterfront Park conversion. Consent Calendar Resolution #2007-05 is provided for Board consideration.

**Background:**

Waterfront Park is a 15.75-acre park located on Bainbridge Island, Kitsap County, in downtown Winslow. (Maps included in Attachment A.) It is within a quarter mile walking distance of the Bainbridge Island ferry to Seattle. Facilities at Waterfront Park include two tennis courts, playground, picnic areas, walking trails, boat launch, and transient moorage.

The City of Bainbridge Island in Kitsap County acquired Waterfront Park with IAC grant assistance in 1974 for general public recreational purposes (#74-053A) with a \$321,187 grant. The City received two subsequent grants for development of the park. The first grant was in 1975 in the amount of \$67,646 from a combination of state bonds and funds from the Boating Facilities Program (#75-033D). The second grant was in 1984 in the amount of \$92,506 from the Boating Facilities Program (#84-032D).

The City is requesting approval for conversion of 0.36 acre of Waterfront Park. The conversion would remove the area around and including one tennis court which is not on the waterfront from IAC grant restrictions. The intended use for this converted area is to store privately owned rowing shells for members of the Bainbridge Island Rowing Club for convenient launch access to Eagle Harbor. The conversion would not impact the recreational use of the remaining park area.

The dedicated private use of public park facilities is a conversion under IAC policy. The policy outlined in IAC Manual #7: *Funded Projects: Policies and the Project Agreement* states:

The sponsor shall not at any time convert any real property acquired or any facility developed pursuant to this Agreement to uses other than those purposes for which assistance was originally approved, without the approval of IAC's Board or Director, in compliance with applicable statutes, rules, and IAC policies as identified in this Agreement. It is the intent of IAC's conversion policy that all lands acquired and all lands developed with funding assistance from IAC remain in the public domain in perpetuity unless otherwise identified in the Agreement.

By IAC policy and state and federal law, a conversion may occur under any of the following circumstances:

**Conveyance.** Property interests are conveyed or non-public outdoor recreation or habitat conservation uses;

**Use.** Non-outdoor recreation or habitat conservation uses (public or private) are made of the project area or a portion thereof;

**Development.** Non-eligible indoor facilities are developed within the project area without prior approval of IAC-SRFB or the Director; or

**Termination of Use/Conformance**

- ▶ *Outdoor Recreation Projects* – Public use of the property acquired or developed with IAC assistance is terminated.
- ▶ *Habitat Conservation and Salmon Recovery Projects* – The property acquired no longer meets or conforms to the intent of the category in which it was funded.

Administrative rule and Washington State statute further clarifies that the Board may only approve a conversion under conditions, which assures the substitution of land of at least equal fair market value at the time of conversion and of nearly as feasible equivalent usefulness and location.

The proposed replacement property is called Strawberry Plant Park located approximately one mile to the west along Winslow Way. The City acquired the property in May 2005 under an IAC waiver of retroactivity with the intent to use this property as replacement for the conversion at Waterfront Park. Strawberry Plant Park is approximately 5.68 acres in size. There are no immediate development plans for the park; however, the City's intended use is as a passive use park with water access and

trail features. The City also has an approved grant from the Salmon Recovery Funding Board for restoration of the shoreline area for habitat purposes.

**Analysis:**

Staff reviewed the proposal based upon adopted criteria set forth in IAC Manual #7.

- **All practical alternatives to the conversion have been evaluated and rejected on a sound basis.**

The City has investigated alternative locations for the storage of the private rowing shells but finds Waterfront Park to be the most convenient location for the members of the Bainbridge Island Rowing Club. Club members desire easy access to downtown Winslow and the Seattle-Bainbridge Island ferry.

- **The fair market value of the property to be converted has been established and the land proposed for substitution is of at least equal current fair market value.**

The market value of 0.36 acre of Waterfront Park is \$661,500.

The market value of 5.68 acres of Strawberry Plant Park is \$1,875,000.

- **The land for replacement is of reasonably equivalent recreation or habitat utility and location to that being converted.**

The major recreational impact of the conversion is the loss of one tennis court. While there are no specific recreational development plans at this time for Strawberry Plant Park, the intended use of the property is for passive recreation, water access and habitat restoration. The City's Comprehensive Park Plan calls for eleven tennis courts on Bainbridge Island. Currently there are twelve tennis courts; therefore the loss of one tennis court will not significantly impact the current level of use for this type of recreational facility. The City and the Bainbridge Island Metropolitan Park District have agreed to replace the tennis court somewhere else on the island.

- **The land proposed for substitution meets the eligibility requirement for acquisition projects.**

Strawberry Plant Park was acquired through a property exchange with a developer. The excess value in park land as a result of this exchange is eligible as replacement property. The acquisition is from a willing seller. All appraisal work meets IAC policy requirements. The City requested a waiver of retroactivity on the property prior to taking title.

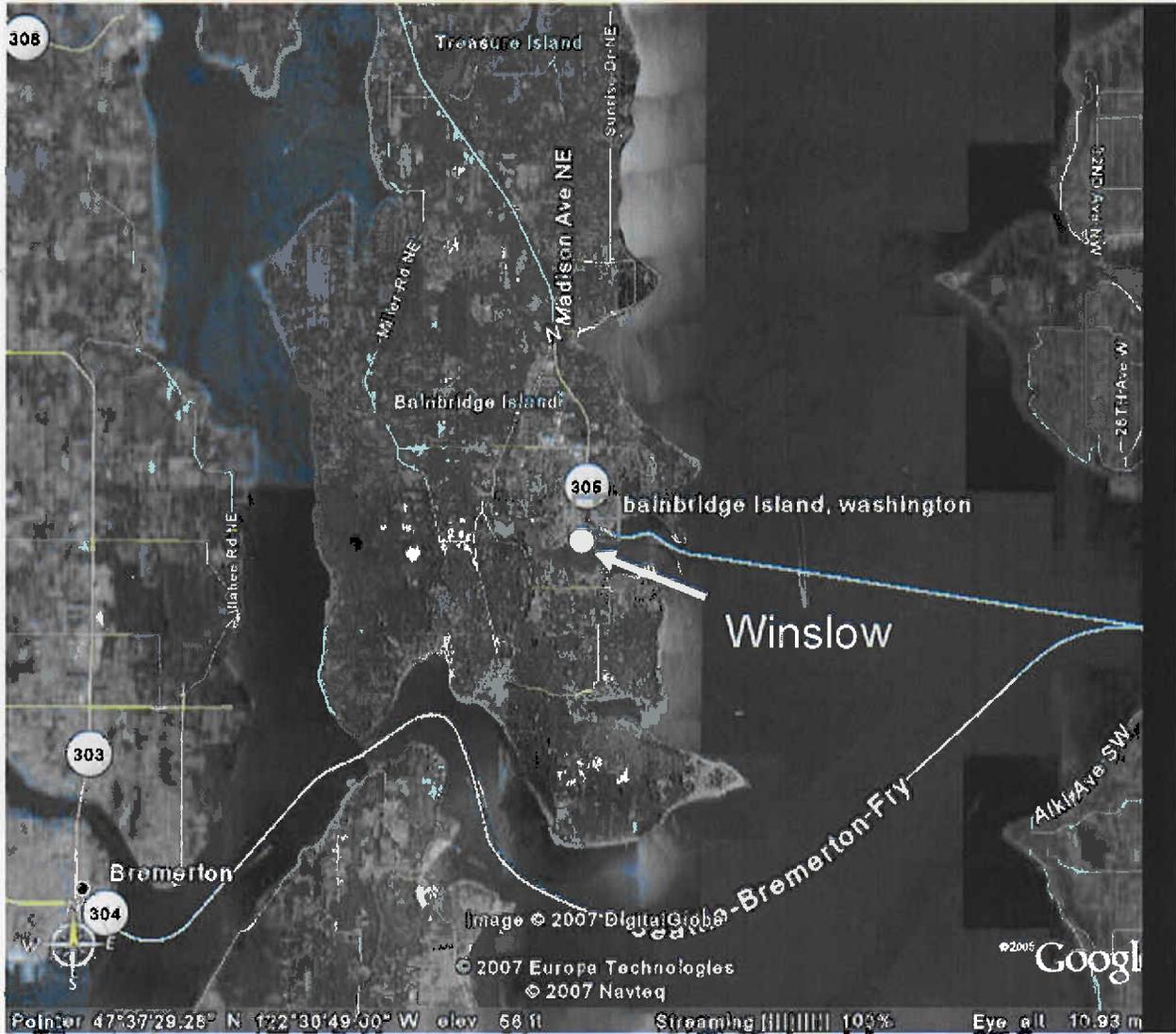
While only a portion of Strawberry Plant Park is required to satisfy the value of the proposed conversion property, the entire park is included as replacement property. This meets the criteria that the replacement property acts as a viable

stand alone recreational area. This is a small park without separate park elements or recreation areas defined. Therefore, it is impossible to segregate out a portion of the park as a separate recreational area. For these reasons, the entire Strawberry Plant Park will serve as the replacement property.

Attachment A - Maps

**Attachment A**  
**Maps for Waterfront Park Conversion**  
**#74-053A, #75-033D, and #84-032D**

**Bainbridge Island, Kitsap County**



# Winslow, Bainbridge Island Waterfront Park and Strawberry Plant Park



**Waterfront Park  
Area to be Converted**



# Strawberry Plant Park Replacement Property

