



**SPECIAL/REGULAR CITY COUNCIL STUDY SESSION
WEDNESDAY, MARCH 20, 2013
LOCATION: BAINBRIDGE ISLAND CITY HALL
280 MADISON AVENUE N., BAINBRIDGE ISLAND, WASHINGTON**

AGENDA

- 1. EXECUTIVE SESSION: Property Disposition (RCW 42.30.140)**
6:30 PM
- 2. CALL TO ORDER / ROLL CALL**
7:00 PM Mayor: Steven Bonkowski
Councilmembers: Anne Blair Debbi Lester
Sarah Blossom Bob Scales
Kirsten Hytopoulos David Ward
- 3. ACCEPTANCE OR MODIFICATION OF AGENDA / CONFLICT OF INTEREST DISCLOSURE**
7:05 PM
- 4. STAFF INTENSIVE**
7:10 PM
 - A. Subject:** Ordinance No. 2013-04, 2012 Budget Carryovers into 2013, AB 13-023 – 10 min.
Discussion Leader: Finance
Discussion Goal: Conduct first reading. Consider scheduling second reading for March 27, 2013.
 - B. Subject:** Revisions to Design Guidelines for the Ericksen Avenue Overlay District, AB 13-031 – 20 min.
Discussion Leader: Planning
Discussion Goal: Consider scheduling first reading for March 27, 2013.
 - C. Subject:** 2013 Roads Preservation Program Overview, AB 13-032 – 30 min.
Discussion Leader: Public Works
Discussion Goal: Information. Consider scheduling asphalt repair contract approval for March 27, 2013.
 - D. Subject:** Briefing on Water Utility – 15 min.
Discussion Leader: Executive
Discussion Goal: Information.
 - E. Subject:** Water Quality Flow Monitoring – 15 min.
Discussion Leader: Executive
Discussion Goal: Information.
- 5. REGIONAL COMMITTEE REPORTS**
8:40 PM
- 6. REVIEW OF UPCOMING COUNCIL MEETING AGENDAS**
8:45 PM
- 7. FOR THE GOOD OF THE ORDER**
8:55 PM
- 8. ADJOURNMENT**
9:00 PM

** Public comment at study sessions is encouraged. Times listed on this agenda are approximate**



Americans with Disabilities Act (ADA) accommodations provided upon request. Those requiring special accommodations, please contact the City Clerk at 206-842-2545 (cityclerk@bainbridgewa.gov) by noon on the day preceding the Meeting.

CITY OF BAINBRIDGE ISLAND

CITY COUNCIL AGENDA BILL



PROCESS INFORMATION

Subject: Ordinance No. 2013-04, 2012 Budget Carryovers into 2013	Date: March 20, 2013
Agenda Item: Ordinances/1 st Reading	Bill No.: 13-023
Proposed By: Ellen Schroer, Finance Director	Referral(s):

BUDGET INFORMATION

Department:	Fund:	Munis Contract #
Expenditure Req:	Budgeted? ☐ Yes ☒ No	Budget Amend. Req? ☒ Yes ☐ No

REFERRALS/REVIEW

Recommendation		
City Manager ☒ Yes ☐ No ☐ N/A	Legal ☒ Yes ☐ No ☐ N/A	Finance ☒ Yes ☐ No ☒ N/A

DESCRIPTION/SUMMARY

Action Item:

1st reading of Ordinance No. 2013-04 amending the 2013 Budget of the City to include carryover items for work funded in 2012 but to be performed in 2013.

History:

Funding for certain items was approved in the 2012 budget but not spent, and these funds now need to be carried over into the 2013 budget for work to be completed in 2013. The attached list of proposed carryovers includes the information for each item.

RECOMMENDED ACTION

Motion:

I move that the City Council forward Ordinance No. 2013-04 amending the 2013 Budget of the City to include carryover items for work funded in 2012 but to be performed in 2013 to second reading on March 27, 2013.

City of Bainbridge Island
**FINANCE AND ADMINISTRATIVE
SERVICES DEPARTMENT**



MEMORANDUM

TO: City Council
Doug Schulze, City Manager

FROM: Ellen Schroer, Finance Director

DATE: March 15, 2013

RE: 2012 Carryforward Budget Adjustments

As part of the year-end financial process, the Finance and Administrative Services Department reviews work budgeted but not completed in the previous fiscal year, in this case 2012. In a few cases, described in detail below, the administration brings budget adjustments to Council for consideration. If approved, the proposed changes will amend the 2013 Adopted Budget to include appropriation as needed to complete ongoing work from the prior year. In all cases, these items were approved by Council as part of the 2012 city budget and work plan. The sources of funding identified in 2012 would be used to support the proposed 2013 appropriations.

Attached are details related to requests to carry forward budget authority to continue and conclude work in 2013 that the City budgeted in 2012.

In the Planning and Community Development Department:

- Code assistance – This item is consultant contract funds intended for use in developing the Tree Ordinance. This work began in 2012 with the Interim Tree Ordinance and will continue in 2013 with a Tree Ordinance.
- Strawberry Plant Park & Restoration – This item is consultant contract funds approved by Council in 2012 for shoreline monitoring. The balance of funding will be spent in 2013.
- Pritchard Park East Bluff – This item is consultant contract funds approved by Council in 2012 for shoreline monitoring. The balance of funding will be spent in 2013.

In the Public Works Department:

- **General Sewer Plan** – This item provides funding for the contract approved by Council in December 2012 for the General Sewer Plan. During 2013 budget development, it was assumed that some portion of this work would be completed in 2012, however that did not occur. This item will bring the total 2013 appropriation authority for the GSP to \$274,961, as approved in December 2012.
- **Pavement Management Project** – This item provides funding for continued support for consulting services to support the MicroPaver pavement management system.
- **NPDES Phase II permit activity support** – This item provides appropriation authority to spend grant funds for services in support of the NPDES Phase II permit.

Table One: Carryover Requests by Department

Department	Fund	Carryover from 2012 into 2013	Reason for Carryover
Planning and Community Development			
Assistance with Municipal Code development	General	\$15,318	This item is consultant contract funds intended for use in developing the Tree Ordinance.
Strawberry Plant Park & Restoration	General	\$5,082	This item is consultant contract funds approved by Council in 2012 for shoreline monitoring. The balance of funding will be spent in 2013.
Pritchard Park East Bluff	General	\$7,746	This item is consultant contract funds approved by Council in 2012 for shoreline monitoring. The balance of funding will be spent in 2013.
		\$28,146	
Public Works			
General Sewer Plan	Sewer	\$107,961	This item provides funding for the contract approved by Council in December 2012 for the General Sewer Plan. During 2013 budget development, it was assumed that some work would be completed in 2012. This item will bring the total appropriation authority for the GSP to \$274,961, as approved in December 2012.
Pavement Management Project	Streets	\$17,875	This item provides funding for continued support for pavement management system.
NPDES Phase II permit activity support	SSWM	\$21,976	This item provides appropriation authority to spend grant funds for services in support of the NPDES Phase II permit.
		\$147,812	

Thank you for your consideration of these requests.

ORDINANCE NO. 2013-04

AN ORDINANCE of the City of Bainbridge Island, Washington amending the 2013 Budget of the City to include carryover items for work funded in 2012 but to be performed in 2013.

WHEREAS, on December 12, 2012, the City Council adopted the budget for 2013 by Ordinance No. 2012-18; and

WHEREAS, funding for certain items was approved in the 2012 budget but not spent, and these funds now need to be carried over into the 2013 budget for work to be completed in 2013; and

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

Section 1. Ordinance No. 2013-04 and the 2013 budget are each amended as shown on the attached Exhibit A.

Section 2. The City's Finance Director is authorized and directed by this ordinance to make the necessary changes to the 2013 Budget. The Finance Director is further directed to make sufficient interfund equity transfers from the appropriate funds to cover the added amounts authorized by this ordinance.

Section 4. This ordinance shall take effect and be in force five days from and after its passage, approval and publication as required by law.

PASSED by the City Council this ____ day of ____, 2013.

APPROVED by the Mayor this ____ day of ____, 2013.

Steven Bonkowski, Mayor

ATTEST / AUTHENTICATE:

Rosalind D. Lassoff, City Clerk

FILED WITH THE CITY CLERK:	March 15, 2013
PASSED BY THE CITY COUNCIL:	_____, 2013
PUBLISHED:	_____, 2013
EFFECTIVE DATE:	_____, 2013
ORDINANCE NO:	2013-04

Exhibit A Carryover Requests by Department

Department	Fund	Carryover from 2012 into 2013	Reason for Carryover
Planning and Community Development			
Assistance with Municipal Code development	General	\$15,318	This item is consultant contract funds intended for use in developing the Tree Ordinance. This item is consultant contract funds approved by Council in 2012 for shoreline monitoring. The balance of funding will be spent in 2013. This item is consultant contract funds approved by Council in 2012 for shoreline monitoring. The balance of funding will be spent in 2013.
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		\$28,146	
Public Works			
General Sewer Plan	Sewer	\$107,961	This item provides funding for the contract approved by Council in December 2012 for the General Sewer Plan. During 2013 budget development, it was assumed that some work would be completed in 2012. This item will bring the total appropriation authority for the GSP to \$274,961, as approved in December 2012. This item provides funding for continued support for pavement management system. This item provides appropriation authority to spend grant funds for services in support of the NPDES Phase II permit.
Pavement Management Project	Streets	\$17,875	
NPDES Phase II permit activity support	SSWM	\$21,976	
		\$147,812	

CITY OF BAINBRIDGE ISLAND

CITY COUNCIL AGENDA BILL



PROCESS INFORMATION

Subject: Revisions to Design Guidelines for the Ericksen Avenue Overlay District	Date: March 20, 2013
Agenda Item: Staff Intensive	Bill No.: 13-031
Proposed By: Kathy Cook, Planning Dept.	Referral(s):

BUDGET INFORMATION

Department: Planning and Community Development	Fund: n/a	Munis Contract # n/a
Expenditure Req: n/a	Budgeted? ☐ Yes ☒ No	Budget Amend. Req? ☐ Yes ☒ No

REFERRALS/REVIEW

Study Session	Recommendation:
City Manager ☒ Yes ☐ No ☐ N/A	Legal ☒ Yes ☐ No ☐ N/A Finance ☐ Yes ☐ No ☒ N/A

DESCRIPTION/SUMMARY

Action Item:

Conduct a study session on proposed revisions to the City's design guidelines for the Ericksen Avenue Overlay District.

History:

The approved 2013 work plan for the Department of Planning and Community Development includes consideration of proposed revisions to the design guidelines for the Ericksen Avenue Overlay District in the Mixed Use Town Center (MUTC). The proposed revisions were developed by the Design Review Board (DRB) and have been reviewed by the Planning Commission. The intent of the revisions is to update and strengthen the guidelines, particularly in regards to ensuring that new development is compatible with the historic character of Ericksen Avenue.

Schedule/Next Activities:

Consider scheduling Ordinance No. 2013-07 for first reading on March 27, 2013.

RECOMMENDED ACTION

Motion:

I move that the City Council schedule Ordinance No. 2013-07, revising the design guidelines for the Ericksen Avenue Overlay District, for first reading on March 27, 2013.

City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT



MEMORANDUM

TO: City Council

FROM: Kathy Cook, Planning Director

DATE: March 15, 2013

RE: Proposed Revisions to Design Guidelines for the Ericksen Avenue Overlay District
Council Study Session of March 20, 2013

Introduction

The approved 2013 work plan for the Department of Planning and Community Development includes consideration of proposed revisions to the design guidelines for the Ericksen Avenue Overlay District in the Mixed Use Town Center (MUTC). As discussed below, the proposed revisions were developed by the Design Review Board (DRB) and have been reviewed by the Planning Commission.

Background Information

The City first adopted design guidelines for each of the seven Mixed Use Town Center overlay districts (BIMC 18.18.030E) in 1996. The design guidelines address site design, building design and landscaping, and are intended to ensure that new development is compatible with downtown character and community values. The Design Review Board is charged with reviewing new development and redevelopment projects for consistency with the guidelines.

Over the years, the City has received feedback from the Design Review Board, planning staff, community members and the development community that the existing MUTC guidelines are outdated, vague and difficult to apply. In 2007, the City contracted with a consultant firm to revise the design guidelines for the Core Overlay District, in collaboration with the DRB and planning staff. The Core District revisions were adopted in June 2009, with the understanding that they would serve as a template for revising the design guidelines for the remaining overlay districts in the Mixed Use Town Center.

However, because of reductions in staff and budget resources in the ensuing years, it was no longer feasible to use consultant services for other design guideline revisions. Therefore, the DRB took on the task of reviewing the existing Ericksen Avenue Design Guidelines and developing proposed revisions. The DRB felt that priority should be given to the Ericksen Avenue Overlay District, because the current design guidelines do not sufficiently protect the historic

character of Ericksen Avenue. In developing the revised guidelines, the DRB sought input from the Historic Preservation Commission and planning staff.

For purposes of comparison, a copy of the current guidelines for the Ericksen Avenue Overlay District is included as Attachment A.

Planning Commission Review

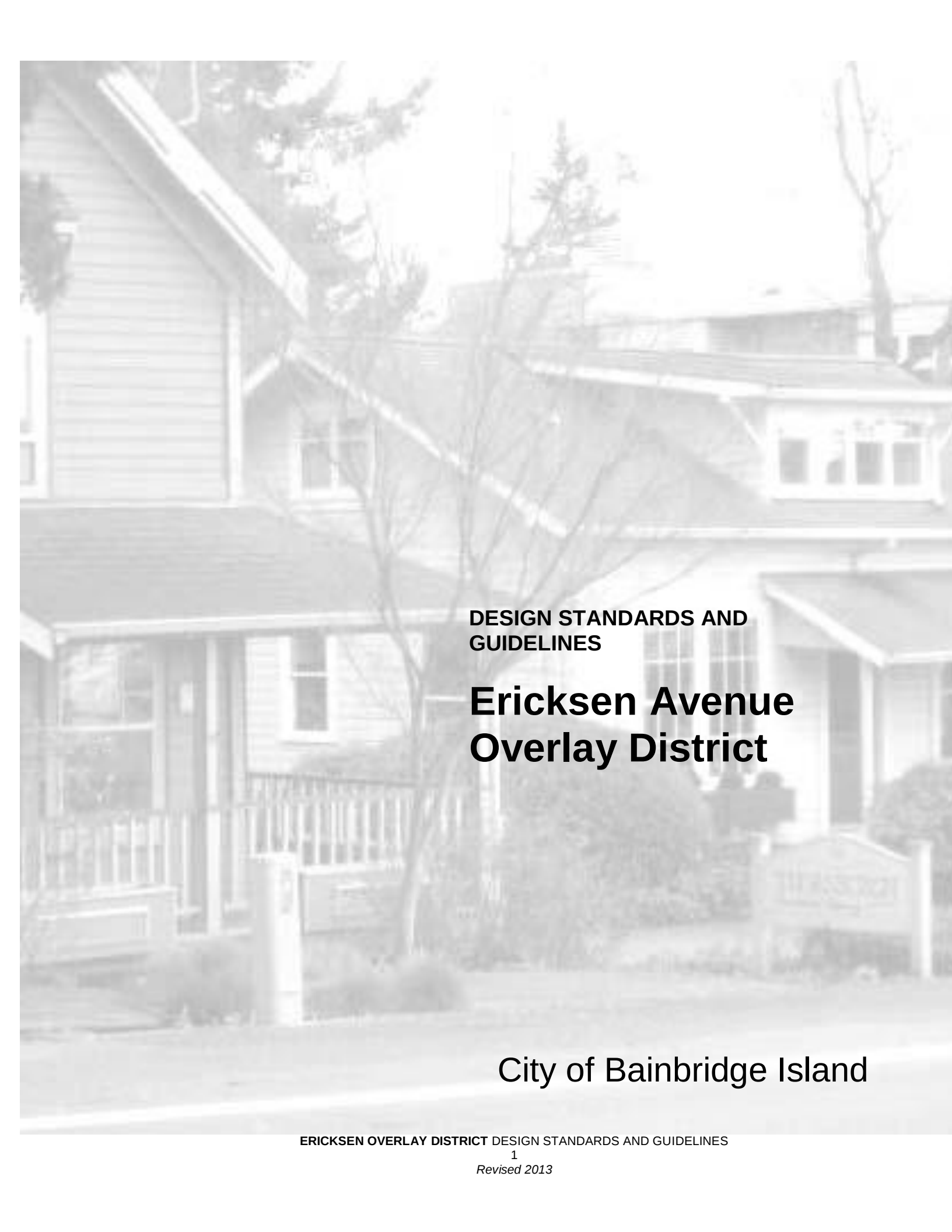
The Planning Commission conducted a study session on the proposed revisions on December 15, 2011 and a Public Hearing on January 12, 2012. Members of the Design Review Board participated in the Planning Commission process, as did the Chair of the Historic Preservation Commission. After closing the Public Hearing, the Planning Commission recommended several changes to the draft design guidelines and then voted unanimously to recommend approval.

The revised design guidelines were not placed on the Department's 2012 work plan due to scheduling issues and limited staff resources.

Next Steps

The revised design guidelines must be adopted by ordinance. Staff recommends first reading of Ordinance 2013-07 on March 27, and second reading/public hearing on April 10.

If you have any questions or would like further information, please give me a call.



**DESIGN STANDARDS AND
GUIDELINES**

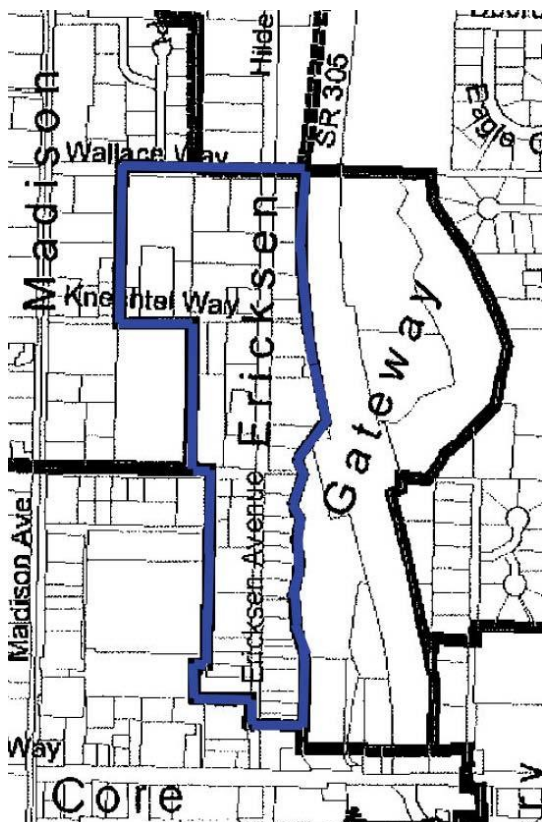
Ericksen Avenue Overlay District

City of Bainbridge Island

OVER-ARCHING DESIGN PRINCIPLE

This set of guidelines for the Ericksen Avenue Overlay District is aimed at reinforcing the historic pattern of development along this corridor. Owners are strongly encouraged to preserve historic (pre-1920) buildings, and to continue the historic patterns of building forms, ensuring that the scale of new development is compatible with that of historic structures. The principle is that the pre-1920s residential character of Ericksen should predominate. Owners are encouraged to integrate current sustainable design concepts and techniques in their proposals such as building preservation and adaptation, highly efficient use of water and energy, preservation of wildlife habitat, and neutral carbon balance.

In addition to these guidelines, new development in the Ericksen Avenue Overlay District must address the General Guidelines for All Overlay Districts and the Guidelines for Commercial and Mixed Use Projects contained in Bainbridge Island Municipal Code.



Guidelines

SITE DESIGN

- SD1. Preservation of Historic Buildings
- SD2. Scale of Construction
- SD3. Ravine View Corridors
- SD4. Setbacks
- SD5. Landscaped Front Yards
- SD6. Signs/Lighting

BUILDING DESIGN

- BD1. Maximum Building Footprint
- BD2. Pitched Roofs
- BD3. Building and Site Access
- BD4. Building Materials

These Design Guidelines may be downloaded from the City's website: www.bainbridgewa.gov. Color copies can be purchased at the Planning and Community Development counter at City Hall.

SITE DESIGN

Intent

Ensure that the pre-1920s residential character predominates:

- SD1. Preservation of Historic Buildings: Owners are strongly encouraged to preserve historic (pre-1920) buildings. Any additions to existing historic structures shall be located to the rear and shall be consistent with the character of the older structure.
- SD2. Scale of Construction: Scale of buildings in this corridor shall remain modest. *(Refer to guideline BD1,)* Any new development shall be constructed so that building forms, roof shapes, and relationship of building to street are compatible with the historic structures on Ericksen Avenue.



Intent

Reinforce the historic pattern of development by retaining open-air view corridors from Ericksen Avenue through to the Winslow Ravine:

- SD3. Ravine View Corridors: On the east side of Ericksen Avenue from Winslow Way to 200 feet north of Wyatt Way (where the Winslow Ravine leaves Ericksen to cross under highway 305), the total of both side yard setbacks shall be at least 30% of the width of the frontage on Ericksen. Driveways may be in the setbacks, but the open-air view from the street through to the Winslow Ravine shall remain unobstructed by buildings or fences.



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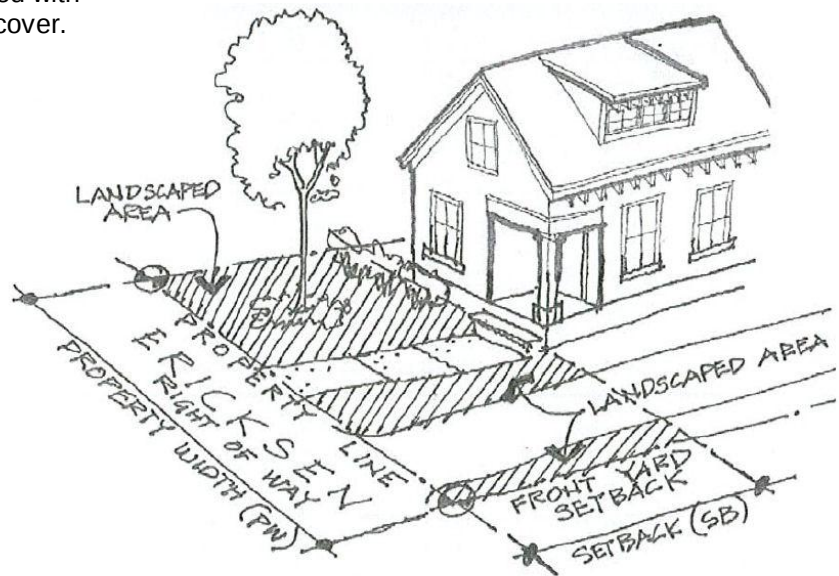


SITE DESIGN (cont.)

Intent

Reinforce the historic pattern of development:

- SD4. Setbacks:
Buildings shall be set back from the front property line in accordance with the zoning ordinance, which allows porches and bay windows to intrude into the setback.
- SD5. Landscaped Front Yards:
Landscaped front yards shall be provided. At least 50% of the area between the ROW and the building setback shall be landscaped with trees, shrubs, and groundcover.



$$\text{Property Width (PW)} \times \text{Setback (SB)} \times 0.50 = \text{Minimum Front Yard Landscaped Area}$$

Intent

To have signs along this corridor be very unobtrusive:

- SD6. Signs:
The design of signs should be integrated with the architecture of the building, with features and materials common to pre-1920 structures on Ericksen. No neon or internally lit signs are allowed.

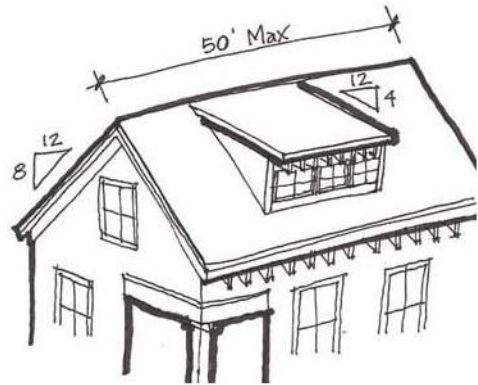


BUILDING DESIGN

Intent

Ensure that the scale of new development is compatible with historic structures:

- BD1. Maximum Building Footprint:
South of Wyatt, the total footprint of any building shall not exceed 2500 sf.
North of Wyatt, buildings shall be designed in sections with footprints not exceeding 2500 sf.
There shall be minimal connections between these sections so that the overall project appears more compatible with smaller, individual buildings to the south of Wyatt.



Intent

Continue the historic pattern of building forms:

- BD2. Pitched Roofs:
Buildings should have pitched roofs with one or more visible ridge lines. Roof pitch on main roofs shall have at least 8:12 and no more than 12:12. Roof overhang shall be at least 12". Roof pitch on shed dormers and attached porches shall be at least 4:12. No continuous roof ridge shall be over 50' long.
- BD3. Building and Site Access:
In new construction, features such as handicap access and pedestrian access to underground parking shall be integrated within buildings, not placed as visible add-ons.
- In remodel projects, this guideline will be met to the extent feasible.
- BD4. Building Materials:
Such features and materials common to the pre-1920 structures on Ericksen as horizontal wood siding, frieze boards, double-hung windows, trim at windows, corner braces, porches, bay windows, prominent roof overhangs and red brick chimneys, are encouraged. *It is the responsibility of the applicant to demonstrate that proposed building materials meet the intent of this guideline.*



All of the Following Guidelines Apply to the Ericksen Overlay District

General Guidelines – All Districts

- | | |
|---|-----------------------|
| 1. Parking Lot Location | ☐ |
| 2. Outdoor Space and Amenities | ☐ |
| 3. Pedestrian Connections | ☐ |
| 4. Shielded Lighting | ☐ |
| 5. Screen Services Areas | ☐ |
| 6. Common Open Space | ☐ |
| 6a. Conceal Garage Doors | ☐ |
| 7. Overall Form – Building Styles | ☐ |
| 8. Building Entrances | ☐ |
| 9. Conceal Mechanical Equipment | ☐ |
| 10. Structured Parking | ☐ |
| 11. Encourage Varied Details | ☐ |
| 12. Integration Signs with Architecture | ☐ |
| 13. Creative Signs | ☐ |
| 14. Awning Signs | ☐ |

Ericksen District Guidelines

Site Design

- | | |
|---|-----------------------|
| SD1. Preservation of Historic Buildings | ☐ |
| SD2. Scale of Construction | ☐ |
| SD3. Ravine View Corridors | ☐ |
| SD4. Setbacks | ☐ |
| SD5. Landscaped Front Yards | ☐ |
| SD6. Signs | ☐ |

Building Design

- | | |
|---------------------------------|-----------------------|
| BD1. Maximum Building Footprint | ☐ |
| BD2. Pitched Roofs | ☐ |
| BD3. Building and Site Access | ☐ |
| BD4. Building Materials | ☐ |

Commercial/Mixed Use Guidelines

- | | |
|--|-----------------------|
| 1. Variation in Façade Treatment | ☐ |
| 2. Modulate Scale of Building Mass | ☐ |
| 3. Limit Visual Impact Blank Facades | ☐ |
| 4. Visual Prominent Ground Floor Facades | ☐ |
| 5. Pedestrian Scale Along Facades | ☐ |
| 6. Encouraging Frontages Along Sidewalks | ☐ |
| 7. Reduce Bulk by Multiple Masses | ☐ |
| 8. Encourage Public Outdoor Space | ☐ |
| 9. Vegetate Between Buildings and Ped Paths | ☐ |
| 10. Respond to Neighbor Buildings | ☐ |
| 11. Minimize Intrusive Commercial Signage | ☐ |
| 12. Minimize Curb Cuts | ☐ |
| 13. Building Entrances Along Street | ☐ |
| 14. Recessed Entrances or Weather Protection | ☐ |
| 15. Small Commercial Scale Buildings | ☐ |
| 16. Parking Screening Vegetated Ped Paths | ☐ |

ATTACHMENT A

Guidelines Applicable to the Ericksen Avenue Overlay District

Adopted 1996

Site Design

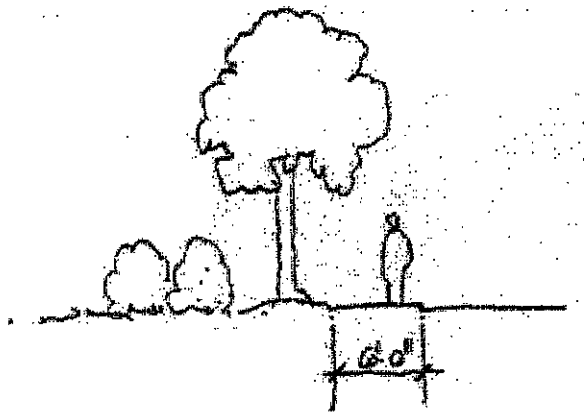
Sidewalks

Intent:

To establish a safe and convenient means of walking along the street.

Guideline:

As redevelopment occurs, sidewalks should be provided. The minimum width should be 6 feet.



Site Design

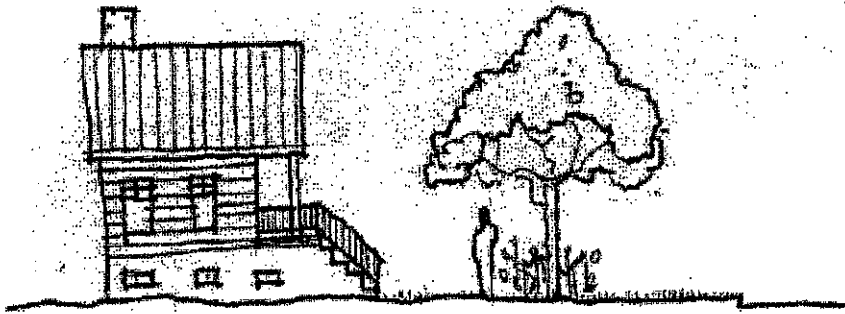
Landscaped Front Setbacks

Intent:

To reinforce the historic pattern of development along this corridor.

Guideline:

Along Ericksen, front setbacks, should be provided. Such setbacks should be landscaped with grass, trees, ground cover, and/or seasonal flowers.



Building Design

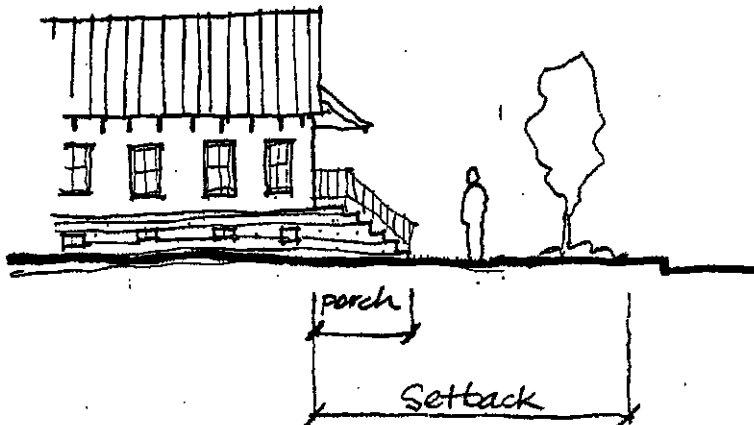
Setbacks

Intent:

To reinforce the historic pattern of development along this corridor.

Guideline:

Buildings should be set back from the front property line in accordance with the Zoning Ordinance. (The code allows porches and bay windows to intrude into the setback.)



Building Design

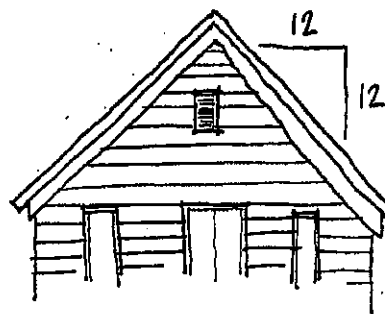
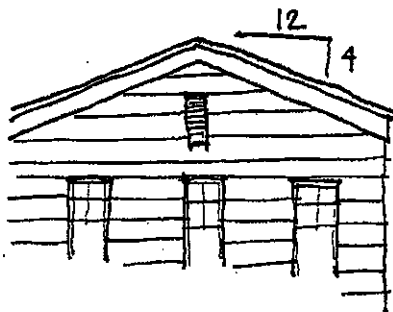
Pitched Roofs

Intent:

To continue the historic pattern of building forms.

Guideline:

Buildings should incorporate pitched roof forms having one or more visible ridge lines. Roof pitch should be at least 4:12 and no more than 12:12.



Building Design

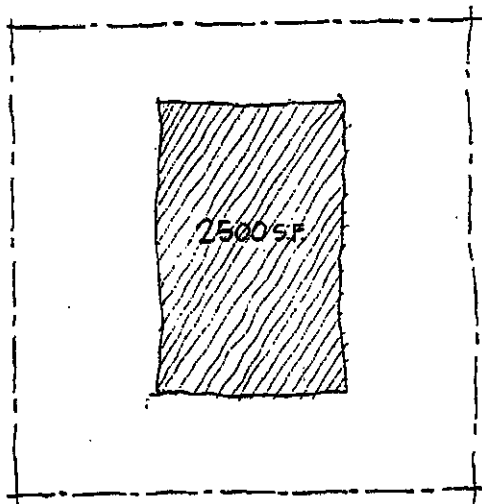
Maximum Building Footprint

Intent:

To ensure that the scale of new development does not contrast radically from the historic structures.

Guideline:

The footprint of any building should not exceed 2500 sf.



Building Design

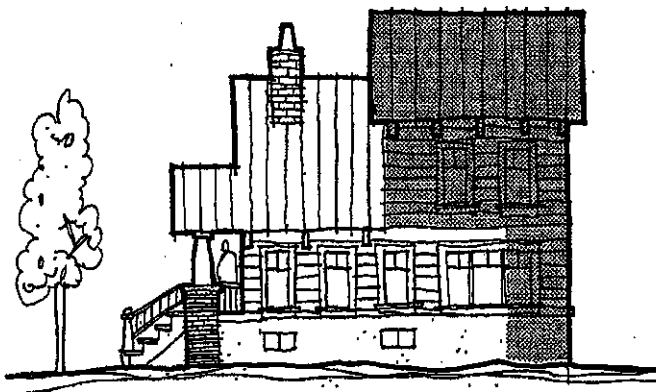
Additions Toward Rear

Intent:

To ensure that the turn-of-the-century residential character of Ericksen predominates visually while allowing for reinvestment.

Guideline:

Any additions to existing residential structures should be located to the rear and should be consistent with the character of the older structure.



Signs

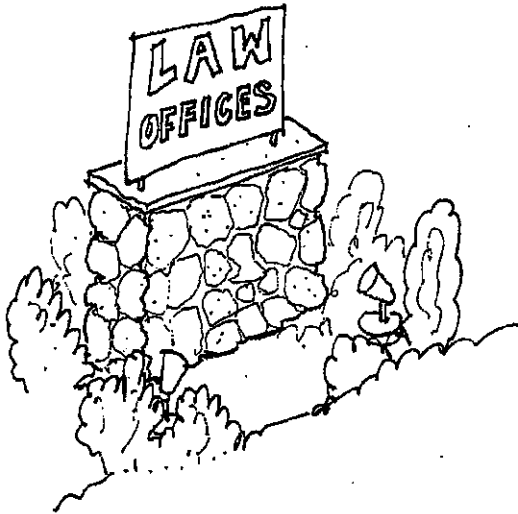
Lighting

Intent:

To have signs along this corridor be very unobtrusive.

Guideline:

Signs having internal illumination are not allowed.



CITY OF BAINBRIDGE ISLAND

CITY COUNCIL AGENDA BILL



PROCESS INFORMATION

Subject: 2013 Roads Preservation Program Overview and Asphalt Repair Project Contract Award	Date: March 20, 2013
Agenda Item: Staff Intensive	Bill No: 13-032
Proposed By: Public Works Director Lance Newkirk	

BUDGET INFORMATION

Fund: 2013 Annual Roads Preservation Program @ \$956k for overall program	For Chip Seal project, STP federal grant of \$357k plus 15% local match
Asphalt Repair @ \$126,819.20	Budgeted? ☒ Yes ☐ No Budget Amend. Req? ☐ Yes ☒ No

REFERRALS/REVIEW

Study Session:	Recommendation:
City Manager ☒ Yes ☐ No ☐ N/A	Legal ☒ Yes ☐ No ☐ N/A Finance ☒ Yes ☐ No ☐ N/A

DESCRIPTION/SUMMARY

Action Item:

Discussion of the overall 2013 Annual Roads Preservation Program and consider placement of the Asphalt Repair contract award at the next City Council business meeting on March 27, 2013.

History:

This year's Annual Roads Preservation program consists of the following projects: Asphalt Repair, Overlay, Chip Seal, Sunrise Drive Slide and Crystal Springs Shoreline/Embankment Repairs, and Non-Motorized Spot Improvements. Awards will be placed on future City Council business meetings with respective bid forms. For more detailed information, see attached memo from Public Works Director Lance Newkirk.

For the Asphalt Repair project, bids were solicited through the local newspaper and the bid opening was held on March 14, 2013. The apparent low bidder is Puget Paving in the amount of \$126,819.20. See attached bid form. Also, see 2013 Roads Patching map with presentation materials.

RECOMMENDED ACTION

Motion:

I move that the City Council receive the overall 2013 Annual Roads Preservation Program overview discussion and recommend award to Puget Paving in the amount of \$126,819.20 for the Asphalt Repair project at the March 27, 2013 City Council meeting.



City of Bainbridge Island
Public Works Department - Engineering

*Apparent
Low
Bidder*

Project: 2013 Island Wide Asphalt Repair

Bid Opening Date: Bids Due on 9:00 a.m. March 14, 2013

Open Bids @ 9:15 am

Note: Bids Are Opened in Order Received. Bids Solicited by: X Advertisement ☐ Small Works Roster The Engineers Estimate is: \$125k – 175k	<i>northwest Asphalt 3/14/13</i> ③	<i>northern Asphalt 3/14/13</i> ④	<i>Puget Paving 3/14/13</i> ①	<i>Lakeside Industries 3/14/13</i> ②
Proposal – Items of Work & Materials, Estimated Quantities, Units of Measurement.	✓	✓	✓	✓
Signature Page	✓	✓	✓	✓
Addendum Acknowledged (None)	✓	✓	✓	✓
Non-Collusion Declaration	✓	✓	✓	✓
Proposal Bond (5%)	✓	✓	✓	✓
TOTAL BID AMOUNT	<i>\$136,411.29</i>	<i>\$143,790.42</i>	<i>\$126,819.20</i>	<i>\$131,454.15</i>

A total of 4 bids were received for the 2013 Island Wide Asphalt Repair project. Larry Ward, has reviewed all the bids and recommends that the City Council award the contract to the apparent low bidder, Puget Paving in the amount of \$ 126,819.20.

City of Bainbridge Island
EXECUTIVE DEPARTMENT



MEMORANDUM

TO: City Council

FROM: Lance Newkirk, Public Works Director

DATE: March 20, 2013

RE: 2013 Annual Roads Preservation Program

A. BACKGROUND

The City's annual roads preservation program was not funded in 2008, 2009, or 2010 due to City budget constraints. In 2011 and 2012, the City resumed annual preservation funding at a total cost of \$400,000 and \$600,000 respectively. The 2013 adopted budget includes \$1,148,000 for road preservation.

Despite recent increases to road preservation budgets, the road network clearly indicates the accumulated effects of insufficient annual preservation in the past. In 2010, the City used the MicroPaver pavement assessment tool to rate all individual road segments. This assessment determined a "pavement condition index" (PCI) score for each segment of the island's road network.

TABLE 1					
2010 PCI Assessment					
Percent of Road Segments Within Each PCI Range					
	Category A	Category B	Category C	Category D	Category E
FHWA Classification	PCI = 100 – 85	PCI = 84 – 70	PCI = 69 – 55	PCI = 54 - 25	PCI = 24 - 0
Arterials	6%	11%	4%	3%	1%
Collectors	2%	7%	10%	11%	2%
Residential Urban – N1	4%	3%	4%	5%	2%
Residential Suburban – N1	4%	6%	4%	7%	4%
TOTAL	16%	27%	22%	26%	9%

The results of the 2010 assessment indicated a network-wide score of 61 out of 100, well below the recommended range of 70 – 80. Additionally, roughly 35% of the island's roads scored as failing (55 or

below). Half of these failed roads were high-volume arterials or collectors, adding to concerns about long-range outcomes. City staff continue to use this PCI data to inform planning for annual preservation efforts and to maximize the impact of preservation funding on overall management of the road network.

Our primary objective for preserving the Island's roadway network has been to keep roadways that are in good/fair condition from becoming failed roadways. At the same time it is critical that we maintain our network of roadways in serviceable condition and address any surfacing needs that are a concern for safety. The roadways that experience the most rapid degradation are the ones that are generally the most heavily trafficked. Thus, the City's strategy has been to address preservation needs by focusing on major roadways (secondary arterials, and major collectors).

B. CRITERIA FOR SELECTING ANNUAL ROAD PRESERVATION PROJECTS

As in previous years, staff applied specific criteria and goals to select projects in 2013:

- Limited budget means staff considers projects that are good candidates for **chip seal repair**¹, but which do not require extensive dig out or other preparation work.
- **Traffic volume:** a focus on collector and arterial roads applies funds to the parts of the road network that carry the highest traffic volume.
- **Continuity:** we undertake repairs in Year One and complete chip seal in Year Two. So project planning has a multi-year dimension, and chip seal work in one year is determined at least in part by repair work in the previous year.
- Attempt to create a set of projects with some **geographical balance** across the island.
- Opportunities to repair a **complete road segment** are preferred.

Consideration of all of these aspects in combination is used to generate a set of projects that fits together collectively, and for which cost estimates fall within the total annual budget.

C. 2013 ANNUAL ROAD PRESERVATION PROJECTS

Staff analysis of PCI scores and the criteria described above generated a set of projects to deploy the preservation funding for 2013. A significant factor in shaping the program for this year is that the City has been awarded \$328,000 in Federal Grant funds for chip sealing. This funding must be spent on Federally Classified Secondary Arterial and Collector roadways.

In 2013, the City will address the remaining major road segments that were identified in 2012 as being in immediate risk of failure:

- West Port Madison
 - Komedal
 - Day West (SR305 to Miller)
 - N. Madison (Day to Winther)
-

- Miller
- New Brooklyn (Madison to Sportsman's Club)
- Sportman's Club (SR305 to New Brooklyn)
- Madison (High School to Winslow Way)
- Fletcher Bay (New Brooklyn to High School)
- Pleasant Beach (Lynwood Center to Oddfellows)

One critical intersection will be overlaid by the end of 2013:

- Eagle Harbor Drive and Bucklin Hill Intersection

Additionally, we expect to address several road segments previously identified as reconstruction projects by implementing repairs at less cost than originally projected. Creative techniques, which have proven to be effective on the islands roadways, such as chip seal patching and pre-leveling for chip sealing provide for this efficiency. We intend to complete repairs by the end of 2013 on the following locations:

- Halls Hill
- Wing Point Way

This past winter the roadway network sustained failures that should be address prior to the next winter storm season. Engineering is working to address the following emergent projects:

- Sunrise Drive Slide Repair
- Crystal Springs Shoreline Embankment Repair

The following tables provide additional detail on the work to be completed in 2013 and how we expect the total budget of \$1,148,000 will be deployed. Table 5 also presents information on two reconstruction projects (Ft. Ward Hill Road and Rockaway Beach Road), although funding for these projects is provided within the City's capital budget.

Regarding cost estimates shown here, please note that petroleum emulsions used in chip seal products and the creation of hot asphalt mix (HMA) can experience significant price fluctuations. The creation and distribution of these products are subject to international economic forces and the political dynamics of the oil producing regions. Thus, actual costs will be reflective of the market conditions at the time that these projects are bid, awarded, and constructed.

TABLE 2 2013 Island-Wide Pavement Repair Projects				
Road	FHWA Classification	Average PCI Score	Treatment Method	Estimated Costs (N1)
Arrow Point	Local Access	74	Patching	7,800
Baker Hill	Local Access	29	Patching	7,000
Battle Point	Local Access	47	Patching	1,000
Country Club	Collector	65	Patching	2,800
County Park	Local Access	46	Patching	5,500
Eagle Harbor	Sec. Arterial	64	Patching	4,100
Frey	Local Access	89	Patching	200
Fort Ward Hill	Collector	50	Patching	2,500
Halls Hill	Sec. Arterial		Patching, Pre-leveling	9,300
High School	Sec. Arterial	98	Patching	1,000
Komedal	Local Access	44-84	Patching	4,900
Miller	Sec. Arterial	15-69	Patching	3,500
Sands	Local Access	44-63	Patching	1,000
South Beach	Local Access	79	Patching	2,500
West Blakely	Local Access		Patching	4,000
W. Port Madison	Local Access	69-72	Patching, Pre-leveling	8,800
Wing Point	Sec. Arterial	16-18	Patching	70,700
Eagle Harbor/Bucklin Hill Intersection (N2)				50,000
Additive Repair Projects To Be Determined				63,400
			Total:	\$250,000

N1 – Preliminary cost estimates may vary as bid responses are received, work is performed and quantity estimates are adjusted for actual field conditions and cost of petroleum products at the time of contract award.

N2 – Pavement repair for the intersection of Eagle Harbor Drive and Bucklin Hill Road will be provided for under a separate contract following the completion of PSE's WIN-15 project.

TABLE 3 2013 Island-Wide Chip Seal Project					
Road	FHWA Classification	Average PCI Score	Comments	Miles	Estimated Costs (N1)
County Park	Local Access	46		0.5	1,000
Day - West	Sec. Arterial		Fair Condition.	0.1	8,000
Dolphin	Local Access	31		0.5	40,000
Fletcher Bay	Sec. Arterial	50		0.6	48,000
Grand Avenue	Local Access	71		0.9	72,000
Halls Hill	Sec. Arterial		Prepped in 2012., Serious Cond.	0.6	48,000
Komedal	Local Access	44-84		0.5	35,000
Miller	Sec. Arterial	64	Prepped in 2012.	2.5	200,000
New Brooklyn	Collector	65	Prepped in 2012.	0.2	16,000
N. Madison	Sec. Arterial		Prepped in 2012., Fair Cond.	0.5	40,000
Seabold	Local Access	48	Prepped in 2012., See Komedal		
Sportsman's Club	Sec. Arterial	93	Prepped in 2012.	0.9	72,000
W. Port Madison	Local Access	72		0.8	1,000
Wing Point Way	Sec. Arterial	15-18		0.6	48,000
Additive Projects To Be Determined					171,000
			Total:	9.2	\$800,000

N1 – Preliminary cost estimates may vary as bid documents are refined, bid responses are received, work is performed and quantity estimates are adjusted for actual field conditions and cost of petroleum products at the time of contract award.

TABLE 4 Other Projects funded by 2013 Annual Road Preservation Program					
Project	Description	FHWA Classification	Average PCI Score	Miles	Estimated Costs (N1)
Crystal Springs	Shoreline Embankment Repair	Local Access			50,000
Sunrise Drive	Slide Repair	Secondary Arterial			40,000
			Total:		\$90,000

N1 – Preliminary cost estimates may vary as bid documents are refined, bid responses are received, work is performed and quantity estimates are adjusted for actual field conditions and cost of petroleum products at the time of contract award.

TABLE 5 Roadway Reconstruction Projects Included in the 2013 Capital Budget					
Project	Description	FHWA Classification	Average PCI Score	Miles	Estimated Costs (N1)
Fort Ward Hill Reconstruction, Phase 2	Reconstruction and Shoulder Improvements	Collector	50	0.3	\$990,000
Rockaway Beach Shoreline Stabilization	Construction of a Revetment , Embankment repairs, and Road repairs	Secondary Arterial	N/A	0.06	\$1,307,000

N1 – Preliminary cost estimates may vary as bid documents are refined, bid responses are received, work is performed and quantity estimates are adjusted for actual field conditions and cost of petroleum products at the time of contract award.

D. ONGOING PAVEMENT MANAGEMENT: NEXT STEPS

The island's Federally Classified roads are rated every two years by the Washington State Department of Transportation (WSDOT). City staff are continuing the work from 2012 to update our Federal Roadway Classifications. By identifying (and maximizing) the quantity of Federally Classified Roadways on the island, one benefit will be that WSDOT will then rate a greater portion of the City's road network.

City Engineering staff recommend updating the balance of the City's roadway ratings every four years. Since the initial assessment was completed in 2010, Engineering staff will begin in the second half of 2013 to prepare to reassess the balance of the roadway network. This new assessment will be completed in 2014, and data collected will be used to update the City's pavement management model.

Engineering staff believe that the experience over the past three years indicates that an annual funding level of roughly one million dollars per year can provide for sufficient annual maintenance to sustain the island's major roadways. This work includes patching, chip sealing, and other maintenance provided in the annual preservation program, and does not address road reconstruction needs.

The work planned for 2014 to re-rate the City roadways and update the MicroPaver model will allow staff to confirm this experience, and to test whether current annual funding levels are sufficient to preserve major roadways. Updating the model should also result in more accurate long-range forecasting, as the model will incorporate more local repair history and updated cost information. Staff will continue to maintain the model going forward, in order to identify network condition trends and to develop forecasts of alternative funding scenarios for use in City financial planning.

E. LONG-RANGE PLANNING: ROAD RECONSTRUCTION NEEDS

One important principle related to road maintenance is the need to avoid a “worst-first” approach when deploying road preservation funds. Roads that have deteriorated below the repair threshold (Category D or E) are best managed as capital repair projects and should be funded with capital project funds. Using preservation funds to resolve capital repair issues diverts resources from critical maintenance in other areas and creates a cascading set of impacts. The net result is higher total system costs, or deteriorated conditions system-wide, or both. Good management of the island’s road network would establish a distinct set of resources to address capital repairs that is separate from preservation resources.

With this in mind, staff have assessed the segments within the island road network that are in need of reconstruction. Priority projects were identified using analysis that combined the road’s PCI score and other engineering considerations. This assessment was initially completed in 2012, and was reviewed and updated in early 2013. Table 6 presents the nine currently identified reconstruction projects:

TABLE 6		
Reconstruction Projects Identified as of 2013		
Road	Notes	Estimated Cost
Local Access Reconstruction		TBD
Blakely Hill Road	D	\$235,000
Country Club Road (Toe Jam to Upper Farms)	D	TBD
Old Mill Rd.	D	\$1,958,000
Valley (Sunrise to Manitou)	D,F	\$188,000
Wardwell	D	\$285,000
Winslow Way (Madison to Grow)	D,F	TBD
Wyatt (Ericksen to Grow)	D,F	TBD
	TOTAL	\$2,666,000+

Notes: “D” notes that a drainage improvement is a component of the project. “F” denotes that the project is located on a Federally classified roadway and may be eligible for Federal Funding.

The cost estimates shown are preliminary, and are based on average per lane mile volume from PMS modeling. These estimates do not include storm drainage elements or other infrastructure, or staffing costs.

As the table indicates, most of the identified projects are not eligible for Federal Grant funding. In addition, many of the roadways in need of reconstruction also are in need of storm water drainage improvements. The current funding allocated to annual culvert repairs and other stormwater management work is not sufficient to address the roadway reconstruction needs.

There remains the need to assess the potential backlog of reconstruction within the lower volume, local access portion of the road network. A comprehensive inventory of all of these projects should be used to inform the City’s short- and long-term Capital Improvement Plan.

F. CONCLUSION

The ongoing effort to reduce the backlog of road network repairs and deferred maintenance is a major focus for the City. The City has made significant progress over the past three years, with notable increases in annual funding and preservation activities. The following maps represent the combined work the City has completed since resuming annual activities in 2011.

This progress in annual activities has been possible due to the combination of funds appropriated by City Council and the Federal Grant funding secured for roadway preservation. The City has been awarded significant Federal Grant funds in 2013 and 2014 to supplement our chip sealing and overlay efforts. This is a new and welcome addition to the available options for financial support.

We recognize that maintaining annual preservation budgets at or near current levels will not provide for all of the City's roadway preservation needs. Current funding cannot address other necessary work such as identified reconstruction projects and maintenance of local access roadways. However the commitment to continued progress and intentional long-range planning for the road network remains a priority. We hope we are beginning to see the results of these incremental steps towards a sustainable preservation program.

G. ATTACHMENTS

- 2013 Asphalt Repair Map
- 2011-13 Asphalt Repair Map
- 2013 Chip Sealing Map
- 2011-2013 Chip Sealing Map

Port
Madison



100%

Puget Sond

$$P_{ot}r$$

Rich Passage

Bean
Pt.

2011-2013 Roads Patching

Port
Madison



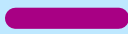
Legend



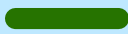
Parcels



Streets



2013 Patched Roads



2012 Patched Roads



2011 Patched Roads

0 1,100 2,200 4,400 6,600 8,800 Feet

City of Bainbridge Island Chip Sealing Program 2013



Legend

Roads

Classifications

Residential Urban

Residential Suburban

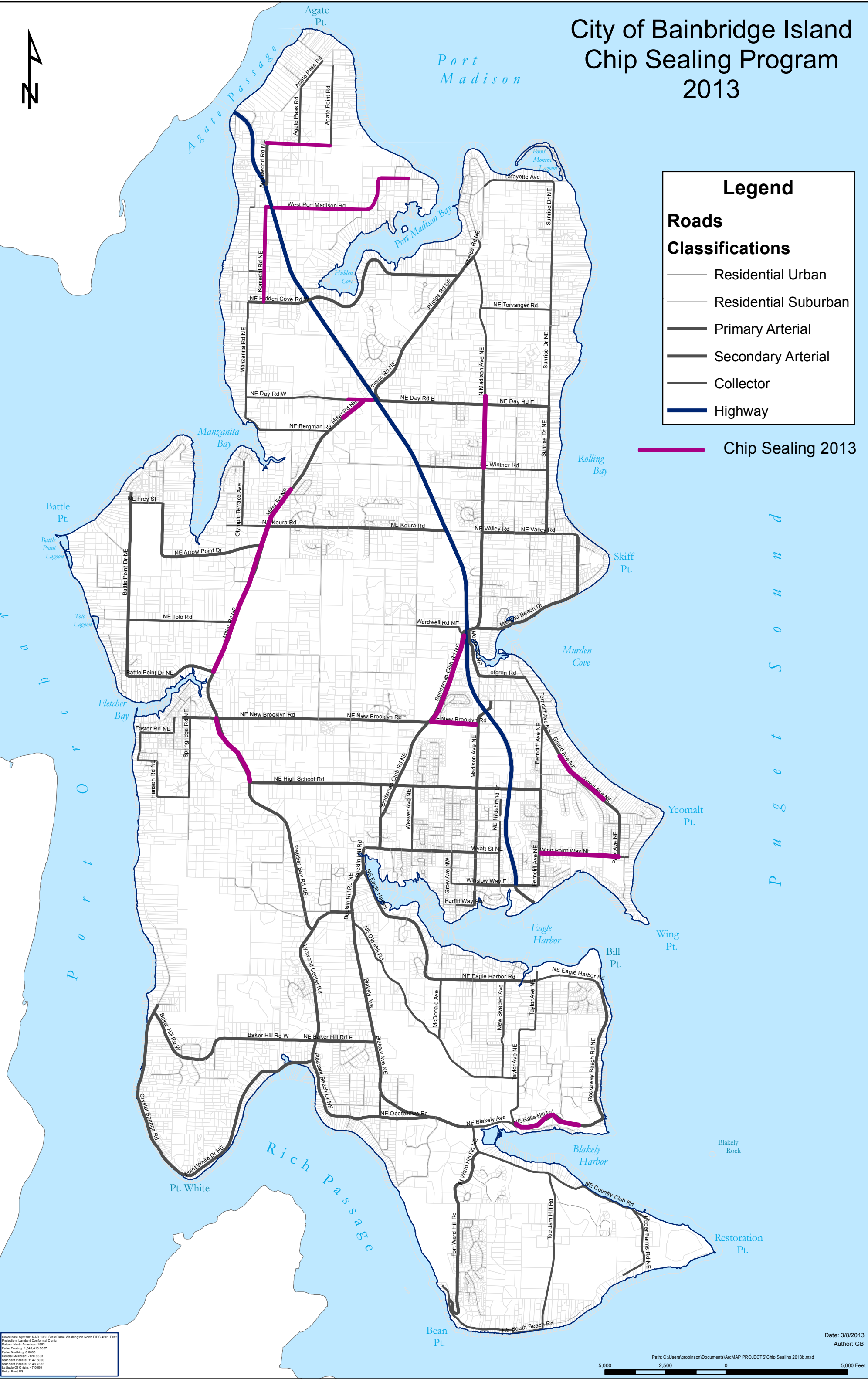
Primary Arterial

Secondary Arterial

Collector

Highway

Chip Sealing 2013



Coordinate System: NAD 1983 StatePlane Washington North FIPS 4601 Feet
Projection: Lambert Conformal Conic
Datum: North American 1983
False Easting: 1,640,416.6667
False Northing: 0.0000
Central Meridian: -120.8333
Standard Parallel 1: 47.9000
Standard Parallel 2: 48.7333
Latitude Of Origin: 47.2600
Units: Foot US

Date: 3/8/2013
Author: GB

City of Bainbridge Island Chip Sealing Program 2011-2013



Legend

Roads

Classifications

— Residential Urban

— Residential Suburban

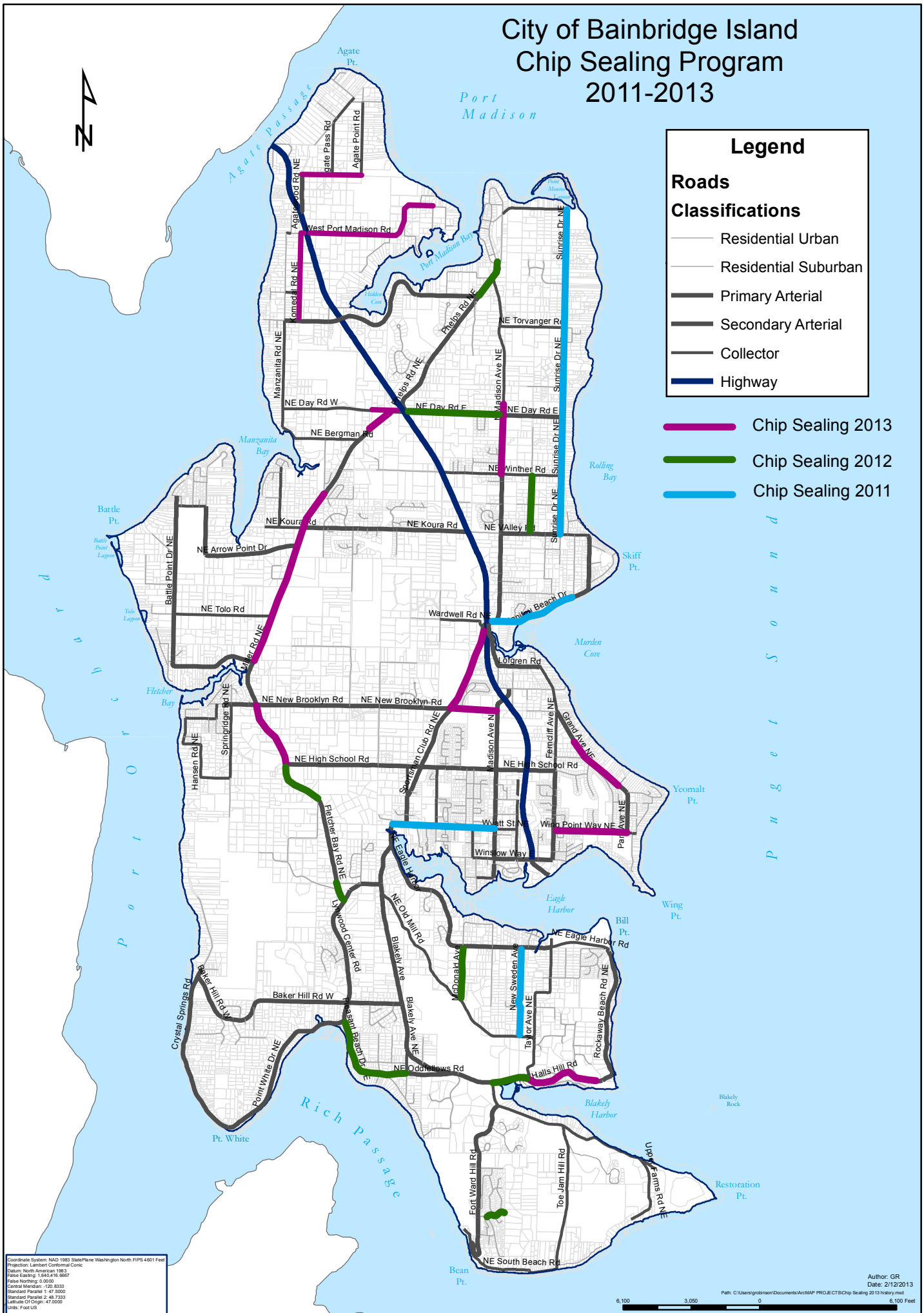
— Primary Arterial

— Secondary Arterial

— Collector

— Highway

- Chip Sealing 2013
- Chip Sealing 2012
- Chip Sealing 2011



Coordinate System: NAD 1983 StatePlane Washington North FIPS 4801 Feet
 Projection: Lambert Conformal Conic
 Datum: North American 1983
 False Easting: 1,640,416.6667
 False Northing: 5,000.0
 Central Meridian: -120.8333
 Standard Parallel 1: 47.5000
 Standard Parallel 2: 48.7233
 Latitude Of Origin: 47.0000
 Units: Foot US

